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To all the organisations and people I met along the way. To those who welcomed me with open arms and to those who clearly were in the middle of their busy work lives but still found time to answer a hundred and one of my questions. Thank you for meeting with me, hosting me, housing me, buying me coffee, drinking bought coffees, sharing dinner and beer, and showing me around your workplaces... you were a never ending inspiration.

Thank you to **Bruce**, **Lydia**, **Marieke and Eli** for opening my eyes to the beauty of Nova Scotia and for the unforgettable Cape D'Or (see photo below). Thanks also to **Robert** for driving 4 hours to meet me at the airport so I could reconnect with your/our family in Stoufville, GTA. To **Irene**, for the accommodation in Berlin, the homemade muesli every morning and memories of my youth and **Mum** and **Dad**. Without their love of travelling, refugees and the thirst and enthusiasm for life that lives on in me, I wouldn't be where I am. Finally, the biggest of all thanks goes to the unfaltering support and inspirations in my life: my two sisters **Cath** and **Ele**, my brother-in-law **Jamie** and my gorgeous **Vicky**. Thank you all.

2. ABOUT THE AUTHOR

I currently work as Campaign Impact Manager for World Habitat, managing the European End Street Homelessness Campaign which is a network of 13 European Cities working to end rough sleeping through local campaigning and pursuit of more effective housing solutions. During my Churchill Fellowship year and during the writing of this report (between Dec 2017 - May 2018), I worked as an Innovation and Good Practice Project Manager at Homeless Link, which is the national membership body for homeless and housing services in England. Between 2015-2018 I led on a project called the Strategic Alliance on Migrant Destitution (SAMD), which was a cross sector project investigating and sharing good practice for the housing and support of destitute migrants, refugees and asylum seekers in England. This project and it's keys aims were the inspiration for this Fellowship.

I have a background in working across homelessness and migration charities, including Doctors of the World (DOWUK), Human Rights Watch, Campaign Against Arms Trade and St Mungo's. In 2011 I graduated with an MA in Understanding and Securing Human Rights, specialising in the mass influx of refugees into European states following the Libyan conflict.

3. WHAT IS THE WCMT CHURCHILL FELLOWSHIP?

The Winston Churchill Memorial Trust (WCMT) Travel Fellowship is a bursary awarded to UK citizens to travel abroad and investigate areas of good practice. Churchill Fellowships provide a unique opportunity for British citizens to travel overseas to bring back fresh ideas and new solutions to today's issues, for the benefit of others in the UK. This allows them to maximise what they can achieve in their lifetime, both as leaders and role models to inspire others, but also in personal development terms.

You can find out more about WCMT here: www.wcmt.org.uk



4. EXECUTIVE SUMMARY

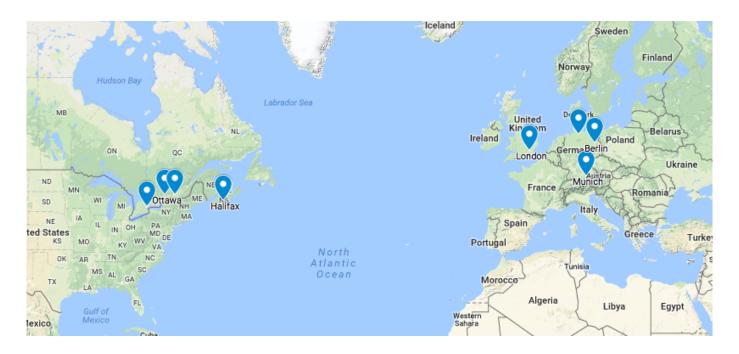
The aim of this Winston Churchill Memorial Trust Fellowship was to investigate the extent to which Germany and Canada had responded to the international refugee crisis set in play by the Syrian conflict. Both countries responded in very different ways, in part based on politics but also due to geography, culture and domestic economics.

I was interested to find out what learning there was for the United Kingdom, in terms of the way we provide support, advice and housing for newly arrived refugees and migrants. Working for a national membership body at the time and running a national project working to build partnerships and develop cross sector working, I was also interested to see what good practice existed in the aforementioned countries, in terms of training, development and partnership.

What are the aims of this Churchill Fellowship?

- 1. To investigate existing approaches to the accommodation and immediate integration of newly arrived refugees in Canada and Germany
- 2. To make recommendations for how local authority policy makers, refugee and migrant organisations and homelessness services can improve the national framework of support for refugees in the UK
- 3. Influence policy change to improve the long term outcomes for refugees and migrants in the UK and prevent unnecessary destitution

My Churchill Fellowship was split into two parts, spread over a total travelling time of six weeks. The first Canadian leg of my Fellowship took place between April-May 2017, travelling to Ottawa, Montreal, Halifax and Toronto. The second leg of my trip took place in November 2017, and incorporated Munich, Berlin and Hamburg.



5. INTERNATIONAL REFUGEE LAW AND RESETTLEMENT

The main international legal instruments governing the protection of refugees and internationally displaced people is the 1951 Convention relating to the Status of Refugees and its 1967 Protocol. A refugee is defined as a person who, "owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion" is unwilling or unable to return to their country of origin".

Each country who is a signatory to the Convention is obliged to protect refugees on their territory, and treat them according to instruments laid out in international law. Individual countries adopt these principles into their own national legislation. Broadly speaking in Canada, theirs is the Immigration and Refugee Protection Act (IRPA), while in Germany the Asylum Act and the Residence Act are the two most important immigration laws that provide rules for the admission and handling of refugee claims. As a member of the European Union, Germany is also a part of the Common European Asylum System (CEAS). Under European Law, EU states are also prohibited from returning refugees to the country of entry into the EU under what is commonly known as the "Dublin Regulation".

These international instruments set the minimum standards for the treatment of refugees. When large numbers of refugees arrive in neighbouring countries, there is an obligation for states that have signed the 1951 Refugee Convention to provide international protection, including arrangements for their physical relocation. When protection of refugees cannot be guaranteed in the country where they first seek asylum, resettlement to a third country becomes an option. This resettlement process is mandated by the UN General Assembly, to be overseen by the United Nations High Commission Refugees (UNHCR).

6. THE SYRIAN REFUGEE CRISIS

The Syrian Crisis unfolded in the public eye as ostensibly a European migration issue, however it is one that is inherently global, and reflects immense stresses placed on a broad swathe of countries. Following the civil unrest and ensuing bloody civil war in Syria, the immense transit of people attempting to find refuge in Europe was unprecedented.

From the perspective of the European Union, this flow of individuals (mainly young men) crossing into EU states reached its peak in mid to late 2015. In 2014, 563,000 individuals had applied for asylum in EU member states, yet by 2015 this figure had risen dramatically to 1.2 million.[1]

It's a staggering amount of people, and even more impressive when considered as a fluid group of people – yet it's important to recognize that the movement of people towards the EU is still dwarfed by the number of refugees, many of them women, children, elderly and disabled – who remained in immensely challenging situations within refugee camps surrounding the Syrian border. In 2016, the United Nations identified an estimated population of 13.5 million in need of humanitarian assistance, out of a national Syrian population of 22 million. Of this figure, 6 million were internally displaced and approximately 5 million needing housing, immediate humanitarian support and temporary accommodation in surrounding countries.[2]

The influx of refugees to Europe reached its peak in late 2016, with a total of 710,000 applications in Germany alone - before an agreement was reached between Turkey and EU member states to effectively stem the flow arriving through Turkey. It is both a legally contentious and precarious deal, involving an agreement that sees every person arriving irregularly to Greek islands - including genuine asylum seekers - being returned to camps in Turkey. It is a deal that benefits Turkey in the region of €6billion in payments from the EU for the hosting of refugees on Turkish soil, along with Turkish nationals being granted visa-free travel to Europe.[3]

It is important to note that I undertook my travels in 2017, visiting a warm and gentile Canada in April and bitterly cold Germany late November. This was not in the peak of the national and regional European refugee crisis that was seen in early 2015, but more in the aftermath of these influxes that had shaken national refugee frameworks in different ways. The places I saw, organisations I visited and people I met talked historically about this time both with a mixture of excitement, pride, nostalgia and a healthy dose of hindsight. In this context, the influx and sharp increases in refugee settlement and emergency provision were what I had come to see, yet in reality for most these conditions had largely transitioned into more long term and complex questions of transitional accommodation arrangements and the beginnings of integration.

7. INTERNATIONAL RESPONSES TO THE SYRIAN REFUGEE CRISIS

UNITED KINGDOM

As the Syrian Crisis began to unfold, the UK government's principal priority was to be generous to those individuals affected by the conflict - but to do so from afar. The UK consistently provided significant amounts of humanitarian aid are to neighbouring countries around Syria rather than making such bold decisions as those of their German and Canadian counterparts. By the beginning of 2018, the amount of aid distributed by the Department for International Development (DFID) was £910m to Syrian, £608m to Lebanon, £483m to Jordan, and £319m to Turkey.

In 2014, the UK Home Office established the Syrian Vulnerable Person Resettlement Scheme (VPRS), in order to provide a route for selected Syrians to come to the UK. As the name suggests, the VPRS's priority was to support the resettlement of the elderly, the disabled and victims of sexual violence and torture. While there was no official quota, the government quickly announced it was expanding the programme from the hundreds in 2014, to committing in September 2015 to resettle up to 20,000 people from the Syrian region over 5 years.

Resettled Syrians to the UK were first given "humanitarian protection" status for a period of five years, with permission to work and access public funds. This was upgraded to full refugee status in 2017, after concerns were raised that humanitarian protection status does not carry the same entitlements as refugee status (quicker access to student support for those in higher education and the internationally recognised refugee travel document).





The horrific picture of young Aylan Kurdi (right) and subsequent change in tone of headline illustrates the power of one photo in transforming public opinion around the plight of refugees through Europe. This photo was consistently referred to throughout my trip.

Since developing this resettlement programme, the UK government has been working with local authorities and the voluntary sector to implement the programme. To assist Syrians' integration into UK society through a 'community sponsorship' scheme which was launched in July 2016, which took much of the learning from the Canadian private sponsorship model, and started implementing this in the UK.

By the beginning of 2018, the UK has resettled over 10,500 refugees through the Syrian VPRS, which is more than half way towards its goal of 20,000 by 2020. These schemes aren't the only way for refugees to enter the UK however, and another 8,000 Syrian asylum seekers have been granted asylum after applying in the UK since 2011.

While the UK can be commended for remaining on course for achieving their initial targets set out several years ago, there's no denying the limited scope with which politicians in the UK acted in terms of responding to the disastrous Syrian Crisis. Even in 2016, the UK government refused to commit to take in children stranded in makeshift refugee camps outside Calais and Dunkirk, as the movement of refugees and asylum seekers across Europe was at its peak. On the world stage, the UK lacked both a clear political vision and leadership in response to the Syrian Crisis, which in turn sewed questions internationally about the UK's commitment to international refugee law.

8. INTERNATIONAL RESPONSES TO THE SYRIAN REFUGEE CRISIS

GERMANY

As the flow of refugees and migrants towards central Europe increased dramatically in the summer of 2015, mainland European states responded in a range of ways. Angela Merkel repeat in political speeches "Wir schaffen das!" ("We can do it!"). This is a literal translation, however in German it does not convey the same level of enthusiasm or even conviction. A more accurate translation would be "We will manage the situation, because we have no other". Regardless of precise Anglo-German translations, this repeated political phrase came to represent Merkel's approach to the refugee crisis,

A commitment to accept asylum claims outside of the Dublin Regulation presented Germany as a clear destination state for many refugees and migrants. Eastern European states such as Macedonia, Hungary, Austria and Greece did little other than facilitate the mass movement of people through their countries – thus becoming "the Balkan route". As Germany's neighbours progressively closed their borders and restricted access to those seeking protection, Germany largely maintained its open door policy and integration programmes. In 2015 alone, Germany received over 450,000 applications for asylum, far dwarfing the previous highest record for one year.

The demographics of asylum seekers that entered Germany are stark, and reflect the gendered and economic bias of refugee population movement. Overall, Germany's national population rose by 1%, of which a considerable amount (60%) of those were young men under the age of 30, often with some economic stability (necessary in order to fund people smuggling routes). For the German government, their response to this influx had two underlying broad priority areas: workforce integration and education. As the country that has received the greatest number of European asylum applications during the twentieth century, Germany is no stranger to the challenges of integration. Integrating newcomers into Germany's workforce was vital both for Merkel's party and for mitigating the social and economic impact of the crisis.



Dantebad Housing Project - at the end of each floor was a room for newly arrived refugees to meeting local Munich residents, learn German and socialise informally.



By my arrival in Germany, Merkel was facing pressure from all sides.

The integration of immigrant populations in Germany is not without problems however, particularly due to language barriers, resentments in German society, and other factors. Compared to German nationals, for instance, immigrants are statistically less successful in school, less likely to be employed, and earn far less when they do find work.[4] The workforce integration of the refugees thus needs to be understood as a long-term process that is likely to accelerate over time. This increased employment over time is only possible through parallel efforts to drive up German literacy amongst newcomers, and prevent a lack of language skills and education becoming a barrier to integration. This was especially apparent as more than half of the initial wave of asylum seekers were below the age of 25, with many keen to work. This mind-set is in stark contrast to the UK, where asylum seekers are not allowed to work while their claims are decided, and there is a lack sufficient of government investment in ESOL and other language classes.

Critics of the German response can look to challenges being faced by communities across the country, the increase in terrorist attacks and the alarming rise of far right political groups. As a nation it has responded in unprecedented fashion, with many aspects far outstripping international responses from its European neighbours. Germany's response is both a "remarkable humanitarian gesture, and an example of economic pragmatism. Complex, costly, and controversial upfront, integration efforts have already had some positive short term economic impact" [5].

CASE STUDY 1:

OLD TEMPELHOF AIRPORT, BERLIN REFUGEE RECEPTION CENTRE (EMERGENCY SHELTER)

Tempelhof Airport has played many different roles in Berlin during its long history. The current building was designed and built during the Nazi era, and it went on to play an integral role as the only airport located in West Berlin, most crucially during Soviet blockades. The 1.5 km long airport building is adjoined to a massive 303 hectare field, which in a 2014 local referendum, local Berliners voted in favour of remaining as open park space, or the "last lung of the city".

Located in the giant aircraft hangers, Berlin Tempelhof Airport Refugee Centre was one of the last remaining temporary emergency shelters still in use across Germany. At the time of my visit, most others had been demolished or developed into storage facilities, as the refugee influx moved from emergency housing to long term integration. At its peak though, Tempelhof had around 2,500 refugees living in makeshift tents and compartments inside the hangars. During my visit there were just 150-200 remaining, as it transitioned into newly built container housing outside the hangers.

At the peak of the refugee crisis, up to 500 refugees were arriving daily, although this had now dropped to between 0 and 50 daily. Each refugee reception centre in Germany is managed by third party social organisations or nongovernmental organisations. This huge shelter complex is run by Tamaja, a private social organisation responsible for managing the whole asylum centre at the airport. There are a full range of government departments operating within the complex from health, immigration, language support, trauma support, welfare and housing etc. All accommodation move-on arrangements for newly granted refugees from the hangers are arranged by the National Office for Refugee Affairs (Landesamt for Flüchtlingsangelegenheiten – LAF).



Tamaja employ a huge team of social workers to act as contact and liaison in the shelter between the (not insignificant) security presence, administrative staff, volunteers, sports coaches and medical staff. At the peak of the shelter's use, there were up to 80 civil society organisations working on different projects in Tempelhof each day. Berlin is a city of start-ups, and this was no different as German civil society responded to the migrant crisis with a million and one innovative integration programmes. The use of giant buildings for a reception centre meant space was no issue for small integration organisations, who could take advantage of the open floor space and free rent to work with newly arrived asylum



For the newly arrived refugees, each temporary living quarter is 26 square metres square, with six bunk beds per section for single adults and space for families in separate parts. For fire regulation purposes all meals are provided, units have no closed doors and open above to the hanger's open ceilings some 30m above. I'm told that at its peak the echoing noise in these hangers was insufferable. "One baby cries, all the babies cry" I was told by the staff member who showed me round.

Once the LAF has gone through the necessary asylum procedures and the asylum claim has been accepted, refugees are then free to start to look for accommodation in and around the Berlin. The city has a major affordable housing crisis, so this can be a huge challenge for any refugee and delay their stay here.

Tempelhof is now moving into a new phase, with so few refugees now actually staying there. Existing vacant hangers are already being converted into homeless winter night shelters to be part of Berlin's Kaltehilfe programme for anyone in need of a bedspace during the winter months. The week after I visited, the site is opening up new container housing outside the hangers, for those that it knows will be continuing to stay there for another year. Many of these cases are young Afghans who have been refused asylum, or going through lengthy appeal processes. For those that are still arriving today, it can take between seven or eight months to complete the asylum process and be ready to face the difficult task of sourcing private rented accommodation in Berlin.

The size, scale, scope and sheer audacity of the Tempelhof reception centre is breath-taking. It's challenging to get your head around the sheer numbers and impact of one country receiving so many newcomers between 2015/2016, but when you come to Tempelhof, it certainly makes slightly more sense. In fact it wasn't until I visited Tempelhof did anything about my trip and the pressures faced by the country start to "make sense" in any meaningful way.



Germany's emergency response to the refugee influx was never about just best practice, in fact it never could be. With 5,000 families and children to house over a week and thousands more arriving on the horizon – it was a large scale humanitarian response, similar to that on the borders of major conflicts. This was a conflict zone that just happened to be in the heart of one of the richest and most densely populated European cities, and was mirrored to different degrees in cities across the whole of Germany.

What I witnessed was the end of this current influx, and despite its size it remained eerily quiet inside. When I raised this with the Tamaja staff member who was showing me around, the answer was seemingly simple enough. Every child here was at school for the day, adults were on training courses or work experience or language classes, or had been given free travel to arrange appointments during the day, or were out with local community groups. This was both a pragmatic emergency accommodation project and also an arrivals lounge into German integration.



CASE STUDY 2:

DANTEBAD HOUSING PROJECT, MUNICH (SHORT TERM REFUGEE HOUSING)

Dantebad Housing Project is located in a suburb of Munich, and was a highly publicised refugee housing project in the German city when it was developed. Built in just 12 months, it provides 100 units of housing for 129 people, now both refugees and those on local welfare support and formerly homeless.

After the initial influx of refugees in 2015, the City of Munich announced the Leichtbauhalle (light construction hall) programme, to ease pressure on temporary reception centres and try to boost the number of short term housing for refugees to move into. The reception centres were not sufficient for longer term accommodation, and more housing was needed, suitable for next stage accommodation for one to two years. There was a strong emphasis on architectural innovation and need for quick solutions to short term housing need.

Officials in Munich identified a public parking lot in highdensity middle class neighbourhood surrounded by sports facilities. GEWOFAC[6] (municipal social construction company) was assigned to build the project off site, before being brought piece by piece and built on site. Local residents initially complained that the proposed building would reduce car parking in the local area. Responding to local concerns, architects designed the five-story building to be on stilts, maintaining resident parking below, and alleviating potential community concerns. The building contains 100 small apartments housing a total of 129 residents. 50% refugees with status, and 50% low income/unemployed. Refugees, families and single adults are mixed together to encourage integration and also appease local concerns - namely that refugees were taking housing over local German citizens. Every floor has a social room at the end, used for communal meetings, social work appointments, and conversation classes with volunteers from the local community. On the roof is a garden and children's playground.



A critical part of this housing project is the security of tenancy. While they are small units, they represent a big step up in quality compared to reception centres, and tenants who move in can stay as long as they want. Much like many other major cities in Germany, the challenge is moving on, as Munich rental market is one of the most expensive in the country.

In just 12 months from start to finish – 100 units of short term accommodation were developed (along with other similar sites across the city). A phenomenal achievement and one replicated across Germany in a number of different formats. Built over five storeys, out of timber frame upon reinforced concrete, the cost of construction was around £1,600 per square metre. It's a stunning vision of what can be achieved in the face of huge migration challenges, and one that has resilience built into its core – once the initial use of the project ceases, it can evolve and develop into solving the long term housing issues of the city.

Location of the project was chosen partly due to geographical proximity to local sports and leisure facilities



CASE STUDY 3:

BELLEVUE DI MONACO, MUNICH (LONG TERM REFUGEE HOUSING)

Bellevue Di Monaco is many things. Part radical housing collective, part cafe, part self-build accommodation project, part community centre, part legal advice service and multi-dimensional arts venue. From its beginnings as essentially a squat, it appears to have developed with time and even popularity – as City of Munich officials have, reluctantly at first – eventually acknowledged its success in spite of all bureaucratic attempts to close it

Located across three buildings set in one block of an affluent (and very central) block of inner city Munich, Bellevue is primarily a short term social housing project. Set over six floors, it provides apartments for single adults, units for female refugees with children and a cultural centre, which offers German language classes, debates, poetry readings, films and musical evenings.

After illegally occupying the empty municipal buildings, a local group of German activists behind the project immediately started making the case for the buildings not to be demolished. Rather than demolition, the locals wanted transformation. The collective put out a tender to craftsmen and companies across Germany to come and work on the project. Crucially, their work had to involve the participation of refugees throughout the process, who themselves would go on living in the apartments once complete.



"Wir machen auf!" / We are open!



© Google Images

In a similar vein to World Habitat Award winner Canopy Housing[7], who are based in Leeds (UK), the model involves training inhabitants in construction and providing apprenticeships to transform empty properties into homes and develop a greater sense of community. Refugees in Bellevue Di Monaco that have worked to renovate and develop the units of accommodation are then provided with the opportunity to live there.

This has also contributed to those involved in the project being able to customize and design where they live, in order to derive feelings of familiarity, safety and a progression towards a settled life. For this project too, the location is critical to the concept. So much of Cermany's emergency, temporary or short term accommodation has been located in suburban spaces or peripheral locations. Bellevue Di Monaco makes a clear statement though – refugees are welcome everywhere in Munich, including the affluent central districts. Not only this, but newly arrived refugees should be part of the design and construction of their new settled lives.

PATRICK DUCE PAGE 12

While I was there, City of Munich officials had just recently agreed to abandon the planned demolition – and support the whole project to develop into a social and cultural arts partnership. The future of the short-term refugee housing units is unclear, but while they may come to an end, the political concept and welcoming ethos of this very public project cannot be understated.

In a nation with strong, capable and well-funded public sector, it is examples like this of organised, well-meaning and direct community action that stands out. In the face of the numbers of refugees that need accommodating it is a small project, however it both defies the affluent area it is located in, and provides political and visionary community led activism.



Activities board for local residents





CASE STUDY 4:

SHAREHAUS REFUGIO, BERLIN (LONG TERM COMMUNAL LIVING)

Much of my trip to Germany had been taken up with visits to either temporary reception centres, short term housing or integration projects. As soon as I heard about Refugio though I wanted to visit. Located in the heart of Kreuzkölln, a vibrant multi ethnic area of Berlin that lives and breathes Berlin's history of migration, as well as new found hipster chic. Sharehaus Refugio is a five story residential building, with arts centre, cafe and meeting space on the ground floor and meeting room and rooftop garden. Inside, native Berliners of all nationalities and refugees live and work together in a modern day commune, where in fact no-one is viewed as a newcomer, let alone a refugee or an outsider.

Residents work together in short shifts in the cafe in the basement, which provides financial income for the project by doubling as a music venue and cultural space, similar to Bellevue Di Monaco in Munich. Disputes between residents, which I'm informed happen often, are mediated between all residents collectively - just as they would be in the community.

All residents share chores, adopt an egalitarian approach to living spaces, and often cook and eat together. Set against the backdrop of many of the other German refugee housing projects which can at times feel quite segregated, this accommodation setting in the busy heart of Germany's capital provided a truly cohabiting and integrative setting. Similar to Bellevue Di Monaco, this was also accommodation centred in the heart of Berlin, and not isolated in the far suburbs. Both local Germans and newly arrived refugees entered into shared living arrangements that far out stretched the more systematic accommodation services provided by much of the German state.





7. INTERNATIONAL RESPONSES TO THE SYRIAN REFUGEE CRISIS

CANADA

The response of Canada to the Syrian conflict was a key theme throughout the national elections in the autumn of 2015. Following a successful election, the Liberal Party led by Justin Trudeau unveiled its goal of resettling 25,000 Syrians through their government programme - which it achieved three month months later in February 2016. Similar to Merkel, Trudeau's party also made concerted effort to promote a more welcoming nation, with Trudeau declaring that Canada was "stronger because of our diversity, not in spite of it". This welcoming rhetoric was followed by a number of progressive policy changes, which include reforms of the Citizens Act, increasing the age of dependent children for immigration purposes (from 18 to 21 years old), and the introduction of key reforms to Canada's temporary worker programme. Crucially for Syrians and other refugees resettled to Canada, the Canadian government reinstated full healthcare for all refugees - something which had been substantially cut under previous Conservative administrations.

Taken alongside the context of international events such as the Paris terrorist massacres and other shocking events involving jihadist groups, the Canadian government made a concerted effort to prioritize resettlement cases deemed to be low risk, such as women, children and families. This led the Canadian government and the system as a whole to be open to criticism of "cherry picking" from those in need, and being driven by the need to boost immigration for domestic economic reasons rather than responding purely to immediate desperation abroad.

Canada has a long-standing resettlement system that includes a number of categories through which a refugee and their family can be brought to Canada and granted permanent resident status on arrival. This resettlement model is broken down into three categories, and is a step by step process leading from refugee camps across the world to settled positions in provinces across Canada.



FCJ Refugee Centre, Toronto

The three main ways that a refugee can be resettled to Canada are:

- 1. Government-Assisted Refugees ("GARs"): GARs are individuals who have been assessed by the UNHCR to meet the definition of a refugee as set out in the Refugee Convention, and for those that are settled, they are entirely supported by the Canadian government for up to one year. This support includes accommodation, food, clothing and assistance with employment.
- 2. Privately Sponsored Refugees: This model was first adapted in the 1970s to respond to boats of Vietnamese refugees entering Canadian waters and has developed into one of the world's most unique resettlement programmes. Refugees are assessed by UNHCR as above, and on arrival are received and supported by either:
- a. Sponsorship Agreement Holders (SAHs) which are professional organisations that have an agreement with the government of Canada to either sponsor a refugee or provide technical assistance to other groups and individuals. These include churches and community groups. Unlike GARs who are entirely supported by the Canadian state, SAHs are entirely responsible for the resettled refugee for one year.
- b. The Group of Five Programme is similar to the SAHs model, but instead of organisations, this allows for five or more Canadian residents to form a sponsorship group themselves. They must be able to demonstrate that they have the necessary financial means and ability to fulfil the terms of the sponsorship and provide a clear support plan for the refugee for one year.
- 3. Blended Visa Office-Programme (BVR): This allows for UNHCR identified refugees to be resettled in with private sponsorship programmes in Canada, however in this case the financial responsibility for the refugees is shared between the Canadian government and the private sponsor.

Following the international commitments made by the Canadian government, the Canadian public responded by submitting a huge amount of private sponsorship applications. John McCallum, the former Minister of Immigration, Refugees and Citizenship Canada (IRCC) called on the welcoming of Syrian refugees as a "project for all Canadians". The onslaught of applications to the private sponsorship programmes caused a bureaucratic nightmare, with the system unable to cope with level of processing needed. Groups of dedicated, prepared and well-meaning citizens across Canada were faced with huge waiting times. Added to this, the process of sourcing individual refugee families, matching with hosts in Canada, undertaking all necessary security and refugee vetting via the UNHCR led to major delays and sometimes applications erroneously failing.

In the months prior to my Churchill Fellowship travels to Canada, the IRCC announced it was limiting the resettlement of refugees from Syrian and Iraq to 1,000, declaring this cap formed part of a "larger strategy to address the large backlog and long wait times in the Privately Sponsored Refugees category". Critics of the Canadian approach to resettlement response point to the creation of a "two tier system" of refugee protection, one in which Syrian refugees receive a more comprehensive and streamlined package of protection. In the drive to achieve ambitious political targets, voices singling out Syrian refugees for supposed "quicker processing" have been particularly vocal.

Canada has not historically had a unilaterally open door to refugees however, and their history of responding to international crises is based on time bound and specific responses. After the fall of Saigon in 1975, Canada responded by accepting boats of Vietnamese refugees needing sanctuary, and similarly in months following the civil war in Yugoslavia, Canada took in over 15,000 Bosnian refugees. These particular waves, or movements of refugees into Canada leaves a large imprint on the national psyche of the nation. While facing further criticism from their detractors, the Liberal Party's approach to the Syrian conflict was one that mirrored previous refugee receptions, and was about "an exceptional and time-limited situation which required extraordinary measures" [8].

Fraying at the edges? Somebody had not taken too kindly to being told how "nice" Canada was. (Or maybe that declaring the nation 150 years old may be disrespectful for First Nation Tribes?)

Celebratin 150 years of being

No. of resettled Syrian refugees to Canada between Nov 2015 - Jan 2017:

Government Assisted Refugees - 21,876 Blended Visa Office-Referred - 3,931 Privately sponsored - 14,274

Total - 40,081

The essence of private sponsorship is about community action, preparing for the reception of people in need from a culture far away from that of your own, and of utilising the skills, passion, financial and social value of local and faith communities. This takes time, organisation, will power, inspiration and ultimately volunteer energy. When this community organising is fired up, delays of over a year can quickly lead to backlash and frustration, especially against immigration services. Good though it was, the Canadian sponsorship model was showing severe growing pains and a lack of resilience as the scale of interest in the programme combined with a complicated and timely resettlement system plagued by delays and inefficiencies.

A example of positive approach to immigration, centred on the economic benefits of population growth etc



Canadian Immigration Summit 2017 Keynote Speech - Ahmed Hussein (Canadian Minister for Immigration, Refugees and Citizenship) - himself an Somali refugee and major advocate of private sponsorship



CASE STUDY 5:

REFUGEE 613, OTTAWA SECOND TIER MEMBERSHIP SUPPORT

{REFUGEE}613

Refugee 613 is a unique membership organisation based in Ottawa, operating as a second-tier sector support across the municipality, providing necessary cross fertilisation, cooperation and non-frontline support to a broad range of services. It is a small community project hosted by one of their members, the much larger OCISO (Ottawa Community Immigrant Services Organisation). I was shown around by Sally Dimachki, Project Coordinator, who took the time to show me through their unique work building a coalition of citizens, settlement agencies, sponsorship groups and community partners across the capital, all working to provide refugees with the necessary support to help them prevent destitution, avoid poverty and integrate into Canadian society.

Like many cities across Canada, the refugee settlement, reception and accommodation sector is quite a crowded market place in Ottawa. Similar to Germany (and in contrast to the UK) funding across the board is far more readily available at many different levels to support integration projects across the board – from housing, education, counselling, youth projects, cultural integration programmes and more. Refugee 613 offers a critical role in maximising the efforts of all these services – focusing on making Ottawa the best place it can be for those that "come from away" (as a Nova Scotian would say!).

Refugee 613 achieve their outcomes by doing the following three things:

Informing - It operates as a central hub for anyone seeking information on or pathways to help refugees. This includes responses to the public or refugees themselves, referral routes into support, planning and logistical support for volunteering, workshops/lectures/conferences/training courses and also the publication of helpful resources.

Connecting - Refugee 613 supports organisations and people to connect with stakeholders across the City of Ottawa. They do this across different sectors, ensuring necessary actors from settlement, health, education, police, housing and local/federal government etc are brought into formal taskforces and working groups usually on a thematic basis. As an example, they convene task forces on health, housing and policy work as well as working groups around Private Sponsorship, employment and community outreach.

Inspiring - Through a range of media formats and public events, Refugee 613 ensures that the challenges, gaps, barriers and success stories of what is happening in and around Ottawa are shared. It is part of maintaining, fostering and positively developing their narrative around local refugee support.

Refugee 613 operates as a city wide approach, providing second tier support not too dissimilar to the work of Asylum Matters, City of Sanctuary, or aspects of my SAMD project in the UK. The second tier framework of support mirrors my own organisation Homeless Link, although on much smaller scale and solely regionally focused. Here in the UK, we work to maximise the skills and collective worth of the homelessness sector, bridging organisations big and small. Not only this, but we look to develop or work in partnership at every opportunity, ensuring expertise is brought in if necessary, and that we provide a space for organisations to share best practice, and grow together. The refugee and migrant sector in the UK does not have an equivalent overarching membership body, one that does not work alongside or overlapping with other services.



CASE STUDY 6:

REFUGEE SPONSORSHIP TRAINING PROGRAMME (RSTP), CANADA NATIONWIDE TRAINING PROGRAMME

While in Toronto, I was able to visit and learn more about the Refugee Sponsorship Training Programme (RSTP)[9], a vital organisation, funded by Citizenship and Immigration Canada (CIC), which provides information, training and support to private sponsorship and government sponsored refugee groups across Canada. Following Trudeau's political messaging about increasing the number of Syrian refugees entering into Canada, there was a huge rise in sponsorship offers from all over Canada. Each of these groups needs some form of support to form an effective sponsorship group in anticipation of refugee arrival.

The objective of RSTP is to address their information and ongoing training needs as well as the initial information needs of sponsored refugees. For groups across Canada, their website provides important information like self-assessment forms, templates, forms, guidance, toolkits, and webinars. As well as this sector-wide support, they undertake in-depth training courses across Canada - particularly around cultural competency, managing expectations, avoiding common pitfalls and helping groups to understand the complex and slow process from application to arrival.

In meeting with different local sponsorship groups in Ottawa, Toronto and Halifax - all spoke about the immense support that RSTP had provided for their groups in forming and developing a well-structured network of community support. When meeting with sponsorship groups, a key concept that came up time and time again was "Month 13", which represented the challenges that are faced by refugees in the month directly following initial year of intensive support. After 12 months of being warmly welcomed in communities and supported by sponsorship groups, "Month 13" looms for refugees, as the reality sets in of having to choose between quitting English classes, working or living off the Canadian welfare state. Only 10% of refugees move into full time employment after 12 months' support, so it can be a harsh reality check that many are not prepared for.





In anticipation of this, RSTP provides specialist training, and preparatory workshops for sponsorship groups to avoid pitfalls associated with leaving the programme. There are many overlaps here with the difficulties faced by refugees with newly granted status in the UK. The transition, or "move on" period is short, brutal and insufficient to provide the necessary support for refugees to undertake necessary actions relating to finding accommodation, signing up for welfare support and feeling safe and settled.

Once refugees had arrived in Canada, they were able to receive training in different aspects of Canadian life, by a bank of trainers who were often from Syria or surrounding countries. For some groups struggling to match the expectation of community hosts with those of the refugees themselves, this provided much needed insulation against potential tensions and integration challenges.

CASE STUDY 7:

REFUGEE HUB, UNIVERSITY OF OTTAWA LEGAL ADVICE

Access to and provision of legal services to refugees and asylum claimants in Canada is way ahead of the UK. We have regressed in the UK, and it's challenging to see how difficult access to good quality immigration advice is for those that need it the most. This is all despite the continued knowledge, passion and expertise of the legal and immigration sectors in the UK - who continue to work as best they can with diminishing access to legal aid and hampered by inefficient, sluggish and repressive Home Office policies put in place by the "hostile environment".

It was so refreshing therefore, to visit the Refugee Sponsorship Support Programme (RSSP) Director while in Ottawa, which is based out of University of Ottawa's Faculty of Law Department. The RSSP is one of the projects that make up the Refugee Hub, which aims to provide insights, connections, and mobilisation related to pressing refugee issues across all levels in Canada. Fostering justice and promoting human rights for refugees through innovative research and practical action, they involve graduates in all aspects of their work

The Hub runs a range of projects, but the following programmes are particularly innovative and relevant to this fellowship:

The Refugee Sponsorship Programme (RSP): This programme has trained over 1300 lawyers and law students in 11 Canadian cities to assist private refugee sponsorship. They provide crucial support for sponsorship groups in navigating complicated and complex legal and bureaucratic procedures. They are a crucial support to the expanding number of sponsorship groups, particularly those that have significant levels of community input but face difficulties in providing adequate legal and procedural paperwork prior to accepting a refugee.

Refugee Assistance Programme: This programme has trained over 300 community workers across Canada to support refugee claimants navigating Canada's asylum system. Refugee claimants (as opposed to refugees who have come through selection) are more akin to those that access services that I work with in the UK – namely that they have travelled over land, often across many countries and entered Canada illegally (or overstayed temporary visas) and then have made an asylum/protection claim.

The Global Refugee Sponsorship Initiative (GRSI): This international initiative explores the ways in which Canada's unique private sponsorship system can be understood, promoted and adapted to fit other jurisdictions abroad. It was contact through people involved in this initiative that provided me with many of the contacts for this trip. It is a partnership between the United Nations High Commission for Refugees (UNHCR), the Government of Canada, the Open Society Foundation and the Radcliffe Foundation.



10. KEY LEARNING AND REFLECTIONS FROM MY CHURCHILL FELLOWSHIP

Canada and Germany initially presented themselves as different worlds to the UK when I was on my Churchill Fellowship. Both countries had systems different to our own here, and were facing pressures in different ways. Despite this however, there are common themes across all three countries - the need for good quality housing, access to good quality advice and support to navigate alien immigration and asylum systems, and support from across a range of sectors such as regional, city administrations, and not to mention the resident communities themselves.

These themes are ones that I spent several years exploring with the Strategic Alliance on Migrant Destitution (SAMD), a national destitute migrant project hosted by Homeless Link. This project was focused on ending migrant destitution and sharing innovative models of housing, immigration advice and cross sector partnerships. What I witnessed in Canada and Germany did not have such an overt destitution focus, but centred mainly on the resettlement of newcomers. It certainly surprised me in Germany, and to a lesser degree in Canada, to find so little discussion about (or even visible) destitution and rough sleeping of newly arrived non-EEA migrants. Canada has the very obvious benefit of both not being geographically part of the European refugee crisis, while also of being surrounded by oceans on three sides and the USA on the south.

When thinking about resilience of these national systems though, I was impressed by the attitude of city planners in Germany who were actively designing current accommodation projects and services with a view to the relationship between the current use of buildings and the future needs of the city. Indeed many of the people I met were already engaged in risk management planning ahead of the next migration influx into Germany. Maybe it could be next year if the fragile deal with Turkey fell through, maybe it could be 5 years from now, maybe 10. Either way this made me reflect on gaps in this kind of thinking in both the UK and Canada. As I travelled between cities in Buffalo (USA) and Toronto (Canada) and met with services there, it was clear that rampant anti-foreigner sentiment whipped up by a newly elected President Donald Trump was already leading to increases in people walking over the border from the USA to Canada. This influx was widely discussed during my first few days of my fellowship at the Canadian Immigration Summit and when I inquired about this, their definition of an influx was "32 people walking over the border in rural Manitoba". How would Canada (and indeed the UK) cope if current numbers of irregular entrants increased tenfold (or one thousand fold as seen in Germany) and how would their services respond? What then would be the impact on destitution in their cities.

We have much to learn from Germany, from a nation that, more so than the UK and Canada, has realised that the temporary housing challenge of newly arrived migrants can also be used to address the wider affordable housing issues. Identifying spaces and land that can be built on, reflecting on alternative and adaptable uses of existing facilities or embracing faster and cheaper ways of construction can all drive innovation and learning in tackling wider housing market challenges. In Munich, Hamburg and Berlin, municipal and city administrative social services (for low income and homelessness German nationals) have directly benefited from the burst in innovative buildings built in the wake of the refugee crisis. Both Dantebad and Tempelhof are case studies of how, in the face of unprecedented numbers needing immediate accommodation, flexible approaches to public spaces and adaptation of large-scale buildings can prevent destitution, homelessness and ultimately unnecessary deaths on the streets. It's difficult to draw tangible comparisons to the UK, particularly to the sheer scale of the incoming refugee numbers however there are some recommendations that can be extracted, which will be explored below.

My Churchill Fellowship taught me the importance of having a refugee and asylum system that enabled more innovative and creative approaches to housing, especially in short and medium term. As emergency reception of refugees evolves into the beginnings of long term integration, the importance of local communities and a more holistic approach takes hold. Radical approaches to refugee housing can forge a path where policy makers are reluctant to go to – initially at least. Both Bellevue and Refugio were started by civil society, in opposition to traditional planning regulations and definitely went against the grain in terms of traditional refugee housing. Both Berlin and Munich have surging rental prices that make refugee housing in desirable and central locations almost impossible. Yet both these projects have bucked that trend, and provide both what a newly arrived refugees need, but crucially also what the local community needs too. In a country that prides itself on its big state institutions, in both cases the approach has been radical, led by the community, and supported eventually by local politicians and planners. So many of us want to live in the city centre where everything is on your doorstep, so why should newcomers not share that dream too?



Access to housing and suitable accommodation alone is not sufficient to ensure the true integration of newcomers in any nation. The ability to find work, to settle, to have access to a welfare state if and when needed and the chance to work and speak the language are essential to long-term integration. This is where the approach adopted by the Canadian sponsorship model is so successful and so well respected across the world. We have seen the growth in the UK of community hosting models, but they remain so small and so underdeveloped that they remain a rare place of sanctuary for those with no recourse to public funds (NRPF) who are completely outside the welfare system.

In England and Wales, the cuts to legal aid have left free legal advice on immigration in extremely short supply. The result being that refugees, migrants and those without status are left in uncertain legal positions that can ultimately remain unresolved for years and lead to destitution and homelessness. The Refugee Hub in Ottawa was inspiring to see how effective the legal profession could be in utilising the skills, expertise and knowledge of the legal profession to support communities through the complexities of the Canadian immigration system. Their work training community workers across the country cascaded down much needed immigration advice to refugees with status and those without, and was an inspiring model to learn about.

Community Sponsorship in the UK offers a real chance for a paradigm shift in how reception communities are able to provide a wrap around welcome, yet crucially doing this in partnership with the Home Office and local authorities. Community sponsorship does not happen in isolation from statutory refugee support, and it is great to see it getting the backing of the UK Government.

A clear lesson from Canada (and increasingly the UK) is that communities volunteering to take on some responsibilities in welcoming refugees into their communities want their efforts to add to the government's existing commitments to refugee resettlement. The concept of "additionality" is crucial – namely that any system such as community sponsorship should be in addition to the Government's refugee reception commitments, not a substitute. We do not want politicians to use the goodwill of communities as a means of saving money on commitments already made or as a substitute for properly funded statutory frameworks of support. I was refreshed to see this principle being so strongly adhered to in Canada, and also in the UK as the community sponsorship model starts to grow.

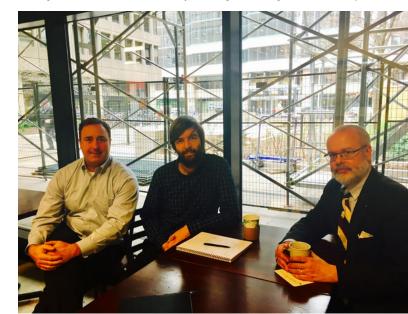
Some remain wary of communities taking on too much of a state's refugee support responsibilities, but in times of international responses to conflict and mass movement as seen in the Syrian crisis – communities in the UK should be given the chance to show their own resilience and strength in providing safe and welcoming spaces for those fleeing fear or persecution. In attending Canada's Immigration Summit in its 150th year, soaking up German national election politics from the ground and living my own life in the UK it's only too clear to me that pro-immigration politics is under pressure across the world like never before. We need to fight and continue to campaign for a politics free from hyperbole and anti-foreigner rhetoric, a narrative that not only protects international refugee protection through the maintenance of international law, but also through positive promotion of the benefits that on-going migration and cultural mixing continues to bring. If we are to truly be a country that respects human rights and is proud of its 'Refugees Welcome" heritage, this approach must be adopted wider by state and civil society. A future where community sponsorship of refugees is much more widespread in the UK is a stronger and more resilient society for everyone.

My Churchill Fellowship in Canada and Germany showed me that the resilience of both these countries refugee systems has been shaken by the refugee crisis of 2015, but both have survived and will grow, expand, develop and learn. I have concerns that here in the UK we are not moving in the right direction and that successive government's pursuit of a "hostile environment" for non-UK nationals is moving us backwards. Unlike Germany we have not had such a huge shockwave through the system, but also have therefore not benefited from the innovation in housing and support that my Churchill Fellowship witnessed. The following recommendations would go a significant way to ensure that should the UK face a large influx in numbers of people seeking sanctuary and safety - the bedrock of a resilient system would be in place to provide long term strength in integration.

While in Halifax, NS, I ran the Blue Nose Marathon (5k) to raise money for Immigrant Services Association of Nova Scotia (ISANS), a large organisation that helps immigrants settle and throve in Nova Scotia.



Meeting with senior officials in the Ministry for Immigration, Refugees, and Citizenship, Ottawa



11. RECOMMENDATIONS FOR THE UK

HOUSING

- Provide emergency and short term accommodation for those most in need, and civil society has a base to work in partnership with state integration services. In the UK there is no excuse for anyone to be without a roof over their head. Creating a hostile environment pushes destitute and marginalised migrants and refugees into hidden homelessness where necessary help and support cannot follow.
- Champion "Community Sponsorship" in the UK, and encourage communities, churches, businesses, universities and groups of people to feel empowered to welcome refugees.
- Commissioners, policy makers and local government should be open to more innovative and inclusive housing models for refugees to live and work together with local communities. Identify long empty properties in city centres that are currently being under used or inactive, reclaim and recommission these dead spaces into mixed use migrant and refugee accommodation and projects that recognize the importance of art and culture in fostering integration and community participation. Combining social enterprise (cafe, art, music etc.), volunteering and accommodation in one place can provide fertile seeds of integration and community cohesion.
- Extend the UK "move on" period to allow refugees with status to remain in Asylum Support Accommodation until in full receipt of welfare support. There is a strong case to be said that the current 28-day move on period should be extended to 56 days, and therefore bringing it into line with the period where households are considered threatened with homelessness under new Homelessness Reduction Act legislation in England and Wales. While I believe this is more realistic, a true asylum system focused on providing the utmost support for people it has decided to accommodate within its country should ensure there are no cracks through which people may fall. Section 28, Section 40 and Section 56 are all time limited and have a clear risk of destitution and homelessness at the end.

SECOND TIER SUPPORT

- The Home Office should reintroduce a fully funded national programme of integration support for asylum seekers. All asylum seekers in accommodation or refugees through community sponsorship should have access to necessary training and support to increase access to paid work, access/understanding of the UK housing market, education and English classes, trauma therapy, and necessary welfare benefits. This should be available to all asylum seekers while awaiting a decision on their case, enabling them to become active economic citizens as quickly as possible.
- Develop a national "Community Sponsorship Training
 Programme" in the UK that provides nationwide second tier
 support to refugee sponsorship groups. Provide local groups
 with the skills, expertise, arm's length support and
 knowledge to effectively organise themselves to provide
 support around finding accommodation, getting into
 schools, ESOL, work placements and volunteering for newly
 arrived refugees.

- The refugee and migrant sector needs a UK wide membership body, capable of providing a voice for the whole sector, free from frontline service provision, capable of providing a unified voice to champion the rights and freedoms or all non-UK nationals in the UK. Promoting best practice, campaigning for positive messaging around integration, skills and immigration generally.
- Cities, towns and particular areas with devolved regional responsibilities should create spaces to connect all public and private services to tackle isolation, help prevent destitution and ultimately increase integration.
 Integration is about healthy family units and strong communities therefore these cross sector frameworks should include all public services such as health, education, leisure together with social support and other third sector providers.

LEGAL ADVICE

- UK Government (Ministry of Justice) should reinstate legal aid in England and Wales for all immigration cases so that refugees, and other migrants can access immigration advice and legal representation to help them fully understand their options and, where appropriate, regularise their status
- Develop regional networks of lawyers and law students to provide pro-bono legal advice for refugees, destitute migrants, asylum seekers, EU nationals and any other migrants in need of legal support.
- Ensure that funding for legal aid reflects the geographical dispersal of refugees and asylum seekers in the UK. This would guarantee that the access to legal advice and other basic rights is not impeded by the Home Office dispersal policies.

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All photos taken by the author unless otherwise stated.