



**EMN Ad-Hoc Query on Limited AHQ on reception and civil protection of large inflows of asylum seekers ONLY FOR AU, BE, DE, IE, NL, NO, PL, SE**

Requested by Jutta SAASTAMOINEN on 14th September 2016

**Protection**

Responses from Austria, Belgium, Finland, Germany, Ireland, Netherlands, Poland, Sweden, Norway (9 in total)

Disclaimer:

*The following responses have been provided primarily for the purpose of information exchange among EMN NCPs in the framework of the EMN. The contributing EMN NCPs have provided, to the best of their knowledge, information that is up-to-date, objective and reliable. Note, however, that the information provided does not necessarily represent the official policy of an EMN NCPs' Member State.*

## **Background information:**

The Finnish Ministry of Interior has initiated a project that evaluates the Finnish reception capability in episodes of large inflows of asylum seekers. In particular, under scrutiny will be a) the inter-operativity between civilian and security authorities, b) the resilience of the reception system when countering large inflows, as well as c) challenges in crisis management.

The research will consist of both quantitative and qualitative parts. Responses to this query will function as an introduction to the research. Responses to this query will also assist the project team in further question-setting.

This AHQ builds on a previous query by Ireland:

21.10.2014 Forecasting and Contingency Planning Arrangements for International Protection Applicants

[http://www.emn.fi/files/1106/Compilation\\_IE\\_EMN\\_NCP\\_Ad\\_hoc\\_Query\\_Forecasting\\_and\\_Contingency\\_Planning\\_Arrangements\\_for\\_International\\_Protection\\_Applicants\\_Open.pdf](http://www.emn.fi/files/1106/Compilation_IE_EMN_NCP_Ad_hoc_Query_Forecasting_and_Contingency_Planning_Arrangements_for_International_Protection_Applicants_Open.pdf) 4.6.2013



Terms:

The term civil protection is understood here as a comprehensive concept, which encompasses all the different actions of government authorities as well as third sector actors in order to protect the rights and security of civilians, including asylum seekers. Government bodies participating in civil protection include for example asylum authorities, border guard, Police and emergency services.

## **Questions**

1. In order of importance (budgeted resources for asylum), please list up to 10 most important governmental organizations/third sector actors in your country that are involved in cooperation in receiving and protecting large inflows of asylum seekers.
2. For high-volume episodes in asylum immigration, do you have in place (if yes, could you provide a link) a) an organisational model by different government bodies and/or the third sector for optimal reception and civil protection; and/or b) a process model by different government bodies and/or the third sector for optimal reception and civil protection?
3. If answer to either 2a) and/or 2b) is yes, please describe the model(s) in three sentences.
4. Could you provide any further internet links of interest, concerning cooperation of your government bodies regarding asylum reception and civil protection?
5. Could you provide contact details of a person who can give information about the civil protection cooperation (asylum, border guard, police, emergency services, third sector etc.) during episodes of large asylum immigration flows.

## Responses

	Country	Wider Dissemination	Response
	Austria	Yes	<ol style="list-style-type: none"> <li>1. No information was provided by the Federal Ministry of the Interior.</li> <li>2. There is no formal contingency plan in place, however due to the recent developments and the constant increase of applicants, Austria has developed different procedures to manage difficult situations. Federal and Provincial governments and administrations are meeting on a regular and ad hoc basis and take appropriate measures (e.g. coordination board pursuant to the basic care agreement). Furthermore task forces can be established ad hoc with specialists from other ministries, NGOs, etc. to ensure a close collaboration. Source: Federal Ministry of the Interior.</li> <li>3. N/A.</li> <li>4. No information was provided by the Federal Ministry of the Interior.</li> <li>5. No information was provided by the Federal Ministry of the Interior.</li> </ol>
	Belgium	Yes	<ol style="list-style-type: none"> <li>1. Belgium is a federal state with a complex structure: the federal level and the regional level (Communities and Regions) all have their autonomous competences. There are various actors and levels involved in the field of migration and asylum. However, most responsibilities in this field are at the federal level. The State Secretary for Asylum Policy and Migration, in charge of administrative simplification, attached to the Minister of Security and the Interior, is politically responsible for the migration and asylum policy as well as for the reception of asylum seekers. He is the responsible authority of the Immigration Office, the Office of the Commissioner General for Refugees and Stateless Persons (CGRS), the Federal Agency for the Reception of Asylum Seekers (Fedasil), the Council for Alien Law Litigation and Myria, the Federal Migration Center (an independent public service). The Federal Agency for the Reception of Asylum Seekers (Fedasil) is responsible for the reception of asylum. Reception is the most expensive component of the asylum system, with significant financial, infrastructure and human resources needs. Fedasil is in charge of the management and coordination of the</li> </ol>

		<p>reception network, which includes collective and individual reception places. The practical organization is done in partnership with government bodies (such as the Guardianship Service of the Federal Public Service Justice), local authorities (municipalities), NGOs (Red Cross, Caritas International, ...) and non-public partners (since October 2015 private companies, for the first time were involved in providing reception for asylum seekers). Fedasil also has other competences: the coordination body of the voluntary return and programmes, the observation and orientation of unaccompanied minors of and the integration of reception facilities in the municipalities. Fedasil also plays an important coordinating and operational role in resettlement programmes . An organizational chart is available here: <a href="http://fedasil.be/en/content/organization-chart">http://fedasil.be/en/content/organization-chart</a>. The Immigration Office is part of the Federal Public Service (FPS) Home Affairs and is the public service responsible for the entry, residence, settlement and removal of foreign nationals from the Belgian territory. Its tasks include: manage migration flows and decide on the validity of applications (such as family reunification and short term stay); adapt and implement national legislation to comply with European law; enhance the struggle against human traffickers in collaboration with other services involved; apply the Dublin III Regulation and registration of asylum seekers' applications and the management of applicants' residence requirements throughout the asylum procedure; organise the return of foreigners who do no longer/not comply with the entry and residence conditions. An organizational chart is available here: <a href="https://dofi.ibz.be/sites/dvzoe/FR/Apropos/Pages/Organisation.aspx">https://dofi.ibz.be/sites/dvzoe/FR/Apropos/Pages/Organisation.aspx</a> The Office of the Commissioner General for Refugees and Stateless Persons (CGRS), an independent federal administration, is the only instance with the competence to examine asylum cases. The CGRS either grants or refuses refugee status / subsidiary protection. The CGRS is headed by the Commissioner General, who is assisted by two deputies. An organizational chart is available here: <a href="https://5079.f2w.fedict.be/sites/default/files/content/download/files/organization-chart-2013_eng.jpg">https://5079.f2w.fedict.be/sites/default/files/content/download/files/organization-chart-2013_eng.jpg</a> There are also other bodies competent in the field of migration and asylum in Belgium, including the Council for Alien Law Litigation (CALL); the Council of State; Myria (the Federal Migration Centre); the Federal and Local Police; the Federal Public Service (FPS) Foreign Affairs; the FPS Justice; the FPS Employment, Labour, and Social Dialogue; the Threat Assessment Coordination Body (OCAD), the State Security, the General Intelligence and Security Service of the armed forces, the General Directorate Crisis Centre, the Directorate General of Prevention and Safety of the FPS Home Affairs, the Regions and Communities. Note that concerning the screening of asylum seekers a new procedure was put in place. The Immigration Office identifies applicants who lodge an asylum application. The applicants have to identify themselves by giving their names and present, if possible, their identification documents (passport, identity card, military booklet, and so on). All identity documents are checked by the specialized service of the Federal Police</p>
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to determine the authenticity of the documents. The Immigration Office and the Police will systematically undertake a search in the Schengen Information System (SIS) to check whether the person is not the object of an alert for refusal of entry. A photograph and the fingerprints of every applicant for international protection are taken during the preregistration of the asylum seeker. The fingerprints are compared by the Immigration Office in the national database of the Immigration Office (PRINTRAK) and in the European database for asylum seekers (EURODAC). The fingerprints are also checked in the database of the Federal Police. If the fingerprints demonstrate that the person concerned is known under another name (alias), the Immigration Office will check whether a procedure is already ongoing for this person and will try to determine his/her exact identity. Since September 2015 the State Security performs the screening of all asylum seekers and Iraqi and Syrian asylum seekers are also screened by the Military Intelligence and Security service (or the General Intelligence and Security Service of the armed forces). The Immigration Office establishes a list of names (and any aliases) of all asylum seekers and hands it over to the Intelligence and Security Services who performs a check on the basis of specialized databases, including the international list of known Foreign Terrorist Fighters, based on the hit/no hit principle. In the event of a confirmed hit the State Security transmits the useful information to the Immigration Office and the Commissioner General for Refugees and Stateless Persons, with a copy to General Intelligence and Security Service of the armed forces (ADIV) and the Federal Police. In addition to those proceedings and in the context of their competences the State Security and the Federal Police remain vigilant for all signals in connection with the migrant crisis.



**2. a + b :** In the summer of 2016 the Immigration Office took the initiative to draft a manual on lessons learned and what to do in times of an asylum crisis. The project is headed by the Immigration Office and is carried out in cooperation with the Office of the Commissioner General for Refugees and Stateless Persons (CGRS), The Federal Agency for the Reception of Asylum Seekers (Fedasil) and the Cabinet of the State Secretary for Asylum Policy and Migration. Completion of the manual is expected in November 2016. Please check also the Ad-Hoc Query: 2016.1089 - Support networks for newly arrived migrants.



**3.** Not yet available.

**4.** /


**5.** As there are several actors in charge of this topic, we recommend to contact the Belgian NCP first to obtain

			contact details.
	Finland	Yes	<p><b>1.</b> o Finnish Immigration Service MIGRI (All operations from reception and prescreening until final decisions and permits) o Finnish Red Cross (many of the reception centers, under the guidance of MIGRI) o Administrative courts for appeal o Municipalities that provide for education and health services and also maintain some reception centers o Police (first registration, surveillance tasks and enforcing returns) o Border Guard (first registration and other tasks) o Ministry of the Interior, Department of immigration (legislation and international af-fairs, guidance of MIGRI) o Private actors that maintain reception centers o Rescue/emergency services that work on site, autonomous but guided by the MoI o Third sector operators that support asylum-seekers</p> <p><b>2.</b> Please see attached document.</p> <p><b>3.</b> Please see above. None of the existing models or processes comprehensively incorporates all the actors involved in both reception and related civil protection.</p> <p><b>4.</b> An English version of the report "Finnish capability to receive large asylum flows" will be released in May 2017.</p> <p><b>5.</b> Project manager of this project arno.tanner@intermin.fi; cross-administrational emergency coordinator hannu.tervo@intermin.fi</p>
	Germany	Yes	<p><b>1.</b> In Germany, the Bundesländer are responsible for the reception of asylum seekers. Further, without order of importance, there are the Federal Ministry of the Interior, the Federal Ministry of Transport and Digital Infrastructure, the Federal Office for Migration and Refugees, the Federal Police (Border protection), the Police of the Bundesländer, the Bundeswehr (administrative assistance), the Federal Office of Civil Protection and Disaster Assistance, the Bundeskriminalamt(Federal Criminal Police Office), the Bundesamt für Verfassungsschutz(Federal Agency for Internal Security), the THW (Federal Agency for Technical Relief), the German Red Cross, Maltheser, Johanniter and other emergency services</p> <p><b>2.</b> There is no organisational or process model available.</p>

			<p><b>3.</b> n.a.</p> <p><b>4.</b> <a href="http://www.bamf.de/SharedDocs/Videos/EN/BAMF/integriertes-fluechtlingsmanagement.html">http://www.bamf.de/SharedDocs/Videos/EN/BAMF/integriertes-fluechtlingsmanagement.html</a>  <a href="http://www.bbk.bund.de/SharedDocs/Downloads/BBK/EN/booklets_leaflets/Guideline_f_%20Strat_Cr_Manag_Ex.pdf?__blob=publicationFile">http://www.bbk.bund.de/SharedDocs/Downloads/BBK/EN/booklets_leaflets/Guideline_f_%20Strat_Cr_Manag_Ex.pdf?__blob=publicationFile</a></p> <p><b>5.</b> As there is no single contact point for this issue, unfortunately, no contact details can be provided</p>
	Ireland	No	
	Netherlands	Yes	<p><b>1.</b> A number of organisations play an important role in the reception and civil protection of asylum seekers. In the public sector the most important ones are: • The Central Agency for the Reception of Asylum Seekers (COA) – 1,6 billion euro budget in 2016 • The Royal Netherlands Marechaussee (responsible for border control and documentary checks ) • The police • 25 security regions (regions in which different government authorities cooperate on security matters) • Municipalities (involved in the reception of asylum seekers at emergency reception locations) In the private sector the most important ones are: • VluchtelingenWerk Nederland (a major NGO supporting refugees) • The Red Cross (involved in the reception of asylum seekers at emergency reception locations) • The Nidos Foundation (legal guardian to unaccompanied minor asylum seekers in the Netherlands) • Numerous other (local) NGOs</p> <p><b>2.</b> There are several coordination mechanisms that were put in place during the recent migration crisis in order to be able to cope with the high influx. The most important mechanisms/models are: • The high influx script ('Draaiboek Hoge Instroom') • A number of regular coordination meetings between different levels of government ('landelijke en provinciale regietafels')</p> <p><b>3.</b> The objective of the high influx script as well as the regular coordination meetings is to enable the Dutch authorities to cope with unforeseen increases in the influx of asylum seekers. The high influx script describes which actions that should be taken by authorities based on different influx scenarios (e.g. moderate influx, high influx etc.). The regular coordination meetings take place between national actors and regional actors and among regional actors. During the meetings the reception of asylum seekers is discussed at a strategic as well as</p>

			<p>practical level.</p> <p><b>4.</b> The high influx script is an internal working document of government authorities. Information about the coordination meetings between the different levels of government is available at: <a href="https://www.coa.nl/nl/voorgemeenten/landelijke-en-provinciale-regietafels">https://www.coa.nl/nl/voorgemeenten/landelijke-en-provinciale-regietafels</a> (in Dutch).</p> <p><b>5.</b> As there a several actors in charge of this topic, we recommend to contact the Dutch NCP first to obtain contact details.</p>
	Poland	No	
	Sweden	Yes	<p><b>1.</b> The Swedish Migration Agency Responsible for registering and examining all applications for residence permits including asylum and providing accommodation for asylum seekers if they cannot arrange this for themselves. Municipalities – total of 290 municipalities Responsible for providing nursery schools, elementary school, upper secondary school for asylum seeking children and for the reception of unaccompanied asylum seeking children and youths. Country councils – total of 21 councils Healthcare. The country councils are the umbrella organization for the healthcare centres in the municipalities. Adult asylum seekers are offered emergency medical and dental care for adults. Asylum seeking children under the age of 18 are entitled to the same medical and dental examinations as Swedish children County government– total of 21 counties The county governments are responsible for the preparedness and capacity for the reception of unaccompanied children and youths. The Police department The department is responsible for crime prevention in the country and performing inner and outer border controls. They also execute deportation decisions for asylum seekers who do not return voluntarily. The Swedish civil contingencies agency The agency is responsible for issues concerning civil protection, public safety, emergency management and civil defense as long as no other authority has responsibility. Responsibility refers to measures taken before, during and after an emergency or crisis. Private property owners Private property owners are a vital part of the Migration Agency’s ability to provide accommodation for asylum seekers as the agency either rents or obtains their accommodations through public procurement.</p> <p><b>2.</b> The Swedish crisis management system works according to the principle of responsibility i.e. whoever is responsible for an activity in normal conditions should maintain that corresponding responsibility, as well as</p>



			<p>initiating cross-sectoral cooperation, during major emergencies. Meaning, the responsibility to handle high influxes of asylum seekers is, and always will be above mentioned organisations and private actors. However, in order of making crisis management more efficient, crisis management staffs can be implemented on a national, regional and local level. The staff's main objective is hence to handle the crisis. During the refugee crisis in 2015 a number of crisis management staffs were implemented however the structure of the staffs was not unitary. Hence, the agency is currently working on a new crisis management model.</p> <p><b>3.</b> Na</p> <p><b>4.</b> <a href="https://www.msb.se/en/">https://www.msb.se/en/</a></p> <p><b>5.</b> Malin Ojamo Specialist Migrationsverket/Swedish Migration Agency Malin.ojamo@migrationsverket.se Phone: +46 10 485 21 83</p>
	Norway	Yes	<p><b>1.</b> The Norwegian immigration administration is organized according to the sectoral principle, and consists of several cooperating agencies. The two KEY governmental agencies with responsibility for receiving large inflows of asylum seekers are The National Police Immigration Service (Politets utlendingsenhet, PU) and The Norwegian Directorate of Immigration (Utlendingsdirektoratet, UDI). PU and UDI cooperate closely. The main tasks of the National Police Immigration Service (PU) are to register asylum seekers who come to Norway and to establish their identity. PU is furthermore responsible for forcible returns of people without lawful residence and running the police immigration detention center. The Norwegian Directorate of Immigration (UDI) is the central executive administrative agency in the area of immigration and refugees in Norway. UDI is responsible for processing asylum claims and providing accommodation to (and meeting basic needs of) asylum seekers. UDI is furthermore responsible for voluntary returns. There are several OTHER agencies which have key responsibilities in receiving asylum seekers. Please note that this is a general overview and not sorted according to budgeted resources for asylum: Norwegian Ministry of Justice and Public Security (highest authority) The National Police Directorate (POD) manages the police districts and special police agencies. Public security is a main task for the police in general. The Norwegian Immigration Appeals Board (UNE) handles appeals of rejections by the UDI. The Norwegian Directorate of Integration and Diversity (IMDi) handles settlement of refugees and integration, and cooperates closely with the municipalities. The Norwegian Directorate of Health's main task is to improve the health of the community in general, asylum seekers included. The sector of health</p>

also has a role in the operative reception of asylum seekers as all asylum seekers have to be screened for tuberculosis short time after arrival. The Norwegian Directorate for Education and Training (Udir) ensures that all children, asylum seekers included, receive the education they are entitled to.

**2.** 1. a) No, we do not have a special organizational model. The sectoral principle remains the organizational principle also in situations with high numbers of asylum seekers, illustrated here: <https://www.udi.no/en/about-the-udi/about-the-udi-and-the-immigration-administration/who-does-what-in-the-immigration-administration/> b) Yes, Norway is working on developing a process model. The two main agencies, PU and UDI, are establishing a joint contingency plan for optimal reception of asylum seekers in a situation of large inflow. We cannot provide a link to the contingency plans, as they are not published. (contact [kac@udi.no](mailto:kac@udi.no) if you would like these sent at a later date) According to the sectoral principle, the agencies are responsible for establishing contingency plans for their areas of responsibility. The key agencies cooperate to ensure that the contingency plans are sufficiently coordinated. Public security is a main task for the police in general and fall under the police's contingency plans.

**3.** Though Norway is working on developing a model, it is not complete and we can thus not respond to this question at this time.

**4.** The Government published information about how the Norwegian authorities handled the high numbers of asylum seekers last Autumn (2015), some information of interest might be found here – only in Norwegian: <https://www.regjeringen.no/no/tema/innvandring/asylsituasjonen/innsikt/tiltak-for-a-handtere-asylsituasjonen/id2459375/>

**5.** For questions related to civil protection cooperation you may contact The National Police Directorate / Senior advisor Robert Lalla at [robert.lalla@politiet.no](mailto:robert.lalla@politiet.no)