

Asylum reception: Interesting international approaches and models

EMN, EUAA and selected additional sources

Keire Murphy & Dervla Potter
European Migration Network Ireland

11 June 2024

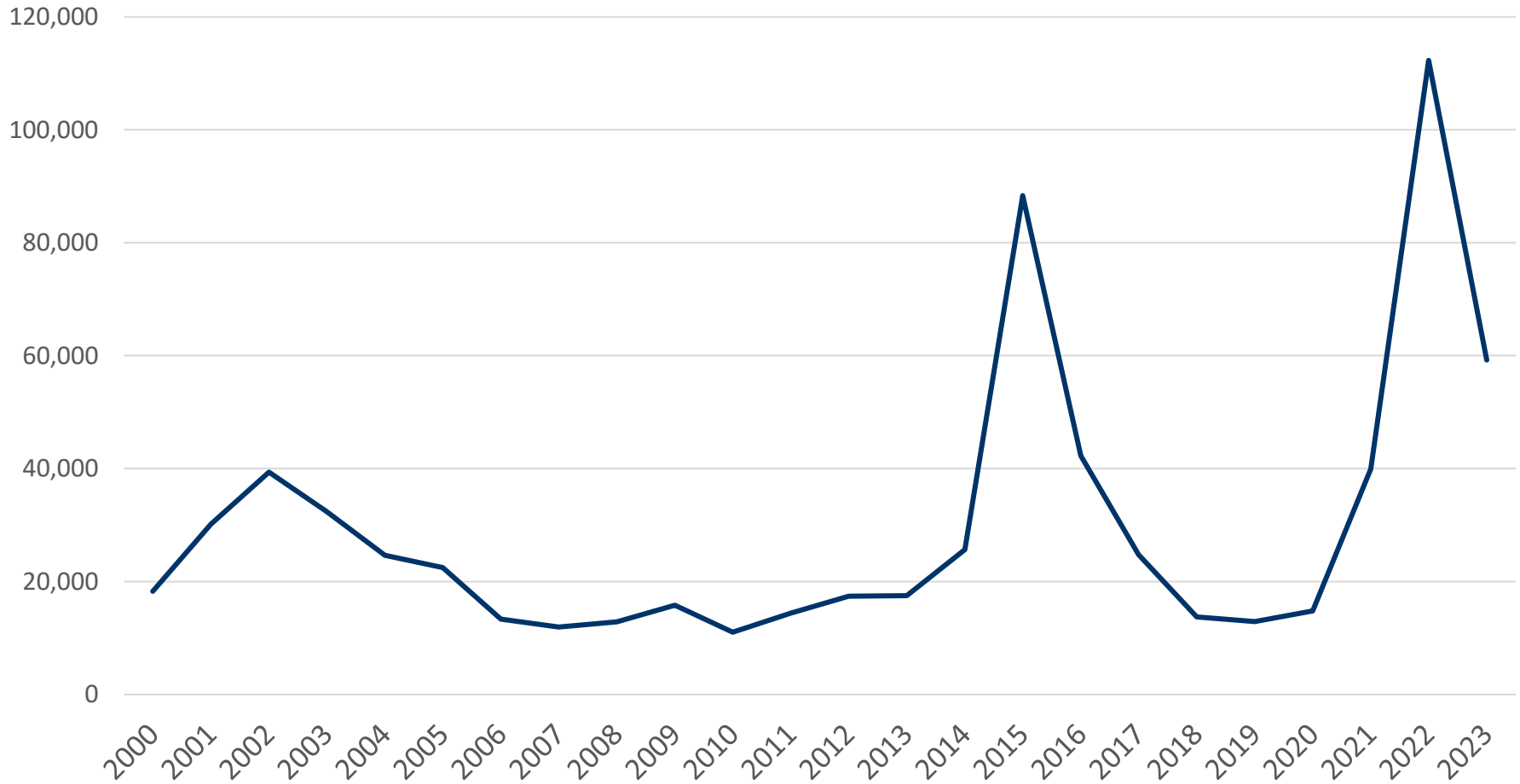
- Broader picture
- Other countries dealing with the issue for longer, potential interesting models/approaches
- Highlighting European-level research
 - EMN
 - European Union Asylum Agency
 - Other research sources
- Not recommendations

Two focus areas:

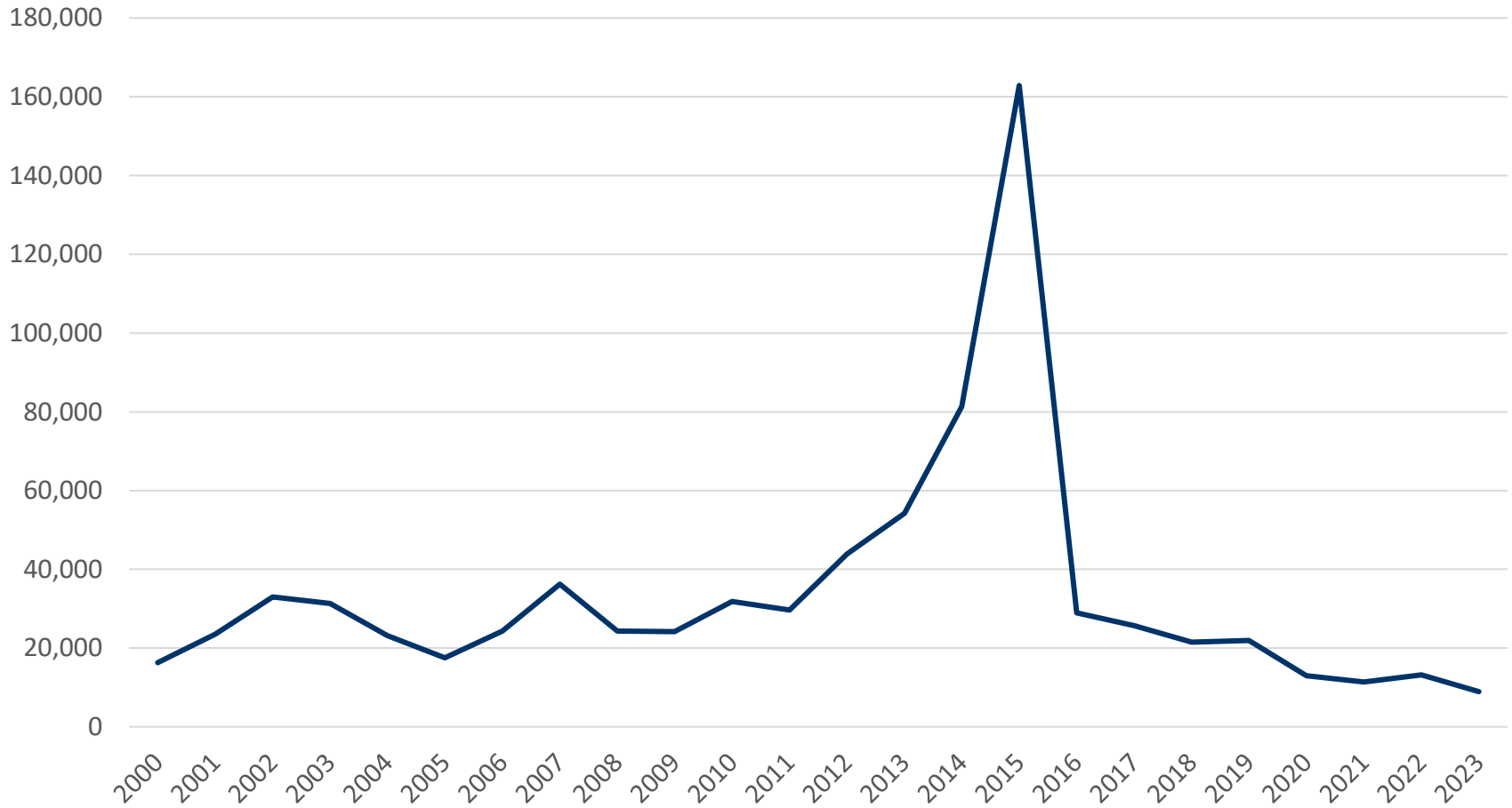
1. Preparedness and flexibility
2. Dispersal and governance

1. Preparedness and flexibility

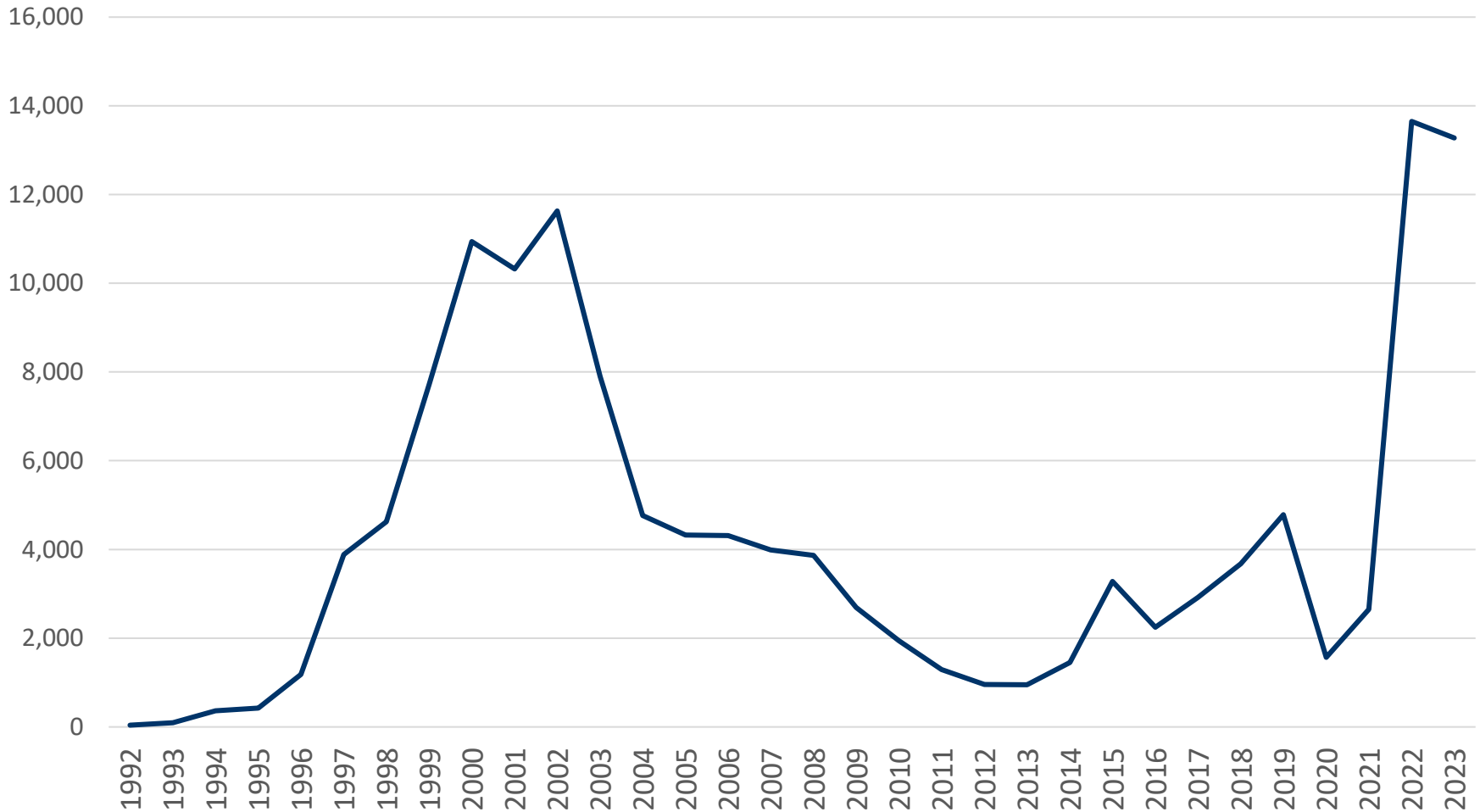
Fluctuating applications: Austria (population: 9 million)



Fluctuating applications: Sweden (population: 10.5 million)



Fluctuating applications: Ireland (population: 5 million)



Contingency Planning

Many European countries have formal contingency plans (EMN AHQ, 2024)

- Plan for what to do in case of sudden increase – accommodation and other areas
- Ireland: no formal contingency plan for accommodation
- EMN (2014): should have emergency plans for both shortage and excess

Proposed Recast Reception Conditions Directive: Article 32

‘Each Member State shall draw up a contingency plan in consultation with local and regional authorities, civil society and international organisations, as appropriate’

- EUAA published guidance after 2015-2016 increase in asylum seekers to support better prepared reception systems

Concretely, what does this involve?

1. Scenario planning

- Identify plausible, agreed-upon scenarios
- Identify early alert triggers and indicators (e.g. occupation rate, outflow, processing time)
- Identify thresholds and alert levels

Concretely, what does this involve?

2. Contingency plan

- Use scenarios to make contingency plan: capacity and resources needed, possible gaps and how to address
 - Identify coordination mechanism that's triggered in a crisis
 - Communication of decisions to other actors involved
- Communication plan
 - Prepared in advance
 - Guidelines and communication channels pre-agreed
- Monitoring & early warning system

EMN: Flexible Housing Inform (2023)

- 17 countries: **periodic forecasting** and analysis
 - SE & NO: every quarter
 - NL: twice a year
 - DE & FI: annually
 - Timeframe of 2-4 years
- **Analysis includes:** expected migration flows, housing trends, expected outflow (private housing, return), workload of decision-making institutions, proportion of appeals

EMN: Flexible Housing Inform

Case study: Finnish use of ‘quiet period’

- Significant **reduction in applications 2017-2021**
- Used period for **future planning** for large influxes
 - Improved **collaboration** at national, regional, local levels
 - Developed **guidance** on establishing reception centres
 - Made **emergency housing plans** in case of influx (e.g. how to utilise tents and containers, how to convert buildings)
 - Made plans to establish reception centres in four **municipalities**

2. Dispersal and governance

Dispersal systems

- EUAA: Most countries operate either dispersal or allocation mechanism for accommodation
- Potential EMN study upcoming, various sources used here

Source: EUAA (2022) 'Situational update No. 8'



Funded by
the European Union



An Roinn Dlí agus Cirt
Department of Justice

www.emn.ie  [@EMNIreland](https://twitter.com/EMNIreland)  [European Migration Network \(EMN\) Ireland](https://www.linkedin.com/company/european-migration-network-ireland)

Dispersal systems

- Some interesting approaches:
 - Germany: quota per province – based on population and tax revenue (EUAA, 2022)
 - France: population, GDP per capita, unemployment rate, regional reception capacity (since 2018 - EMN 2024 AHQ)
 - Italy, Portugal, UK: focus on best options for integration (EMN, 2014)
 - Availability of support services
 - Housing supply
 - Cultural fit of the applicants with the resident community and risk of social tension
- EUAA: in case of heightened pressure, availability of places dominates in all countries

Dispersal governance

- Centralised v decentralised
 - Sweden: voluntary – municipalities encouraged to sign agreements with Swedish Migration Agency (Fedasil conference, 2024)
 - France: strategic committee meets every six months – composed of
 - All central services and **State operators involved in integration**; government agencies responsible for access to **housing, employment** and professional training, **regional affairs**; representatives of **associations** involved in integration, **experts**
 - Review indicators and decide on dispersal – set for two years
 - Review impact of regional guidance
 - Netherlands: previously voluntary, new law January 2024
 - Minister estimates number of places needed over next two years
 - Distributed among provinces

UK Audit Commission Report: What makes for successful dispersal?

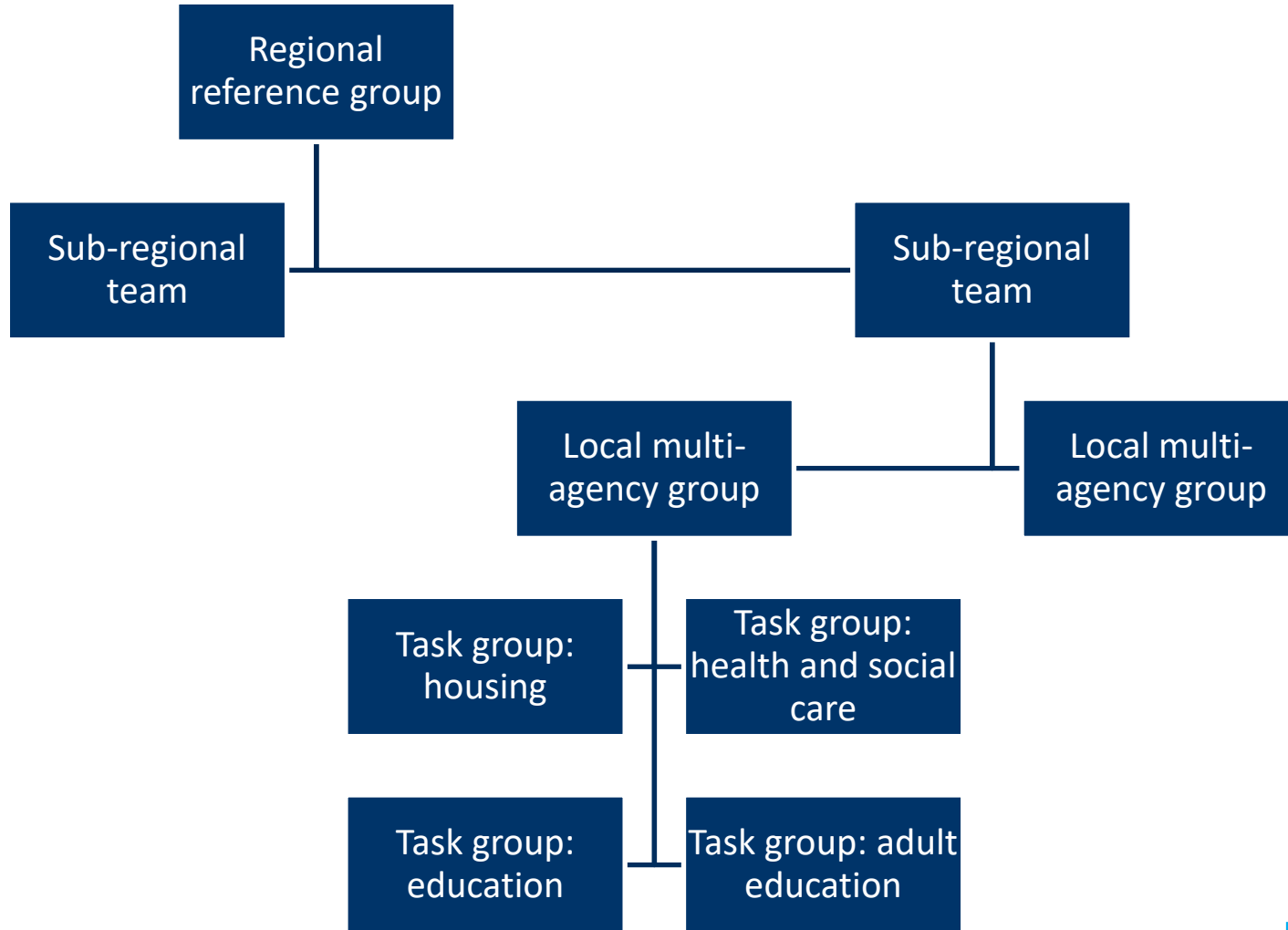
- Audit Commission: local authority auditor
- New dispersal system in UK from 2000
 - Dispersal:
 - Existing multi-ethnic population
 - Scope to develop community sector support
 - Aim to create language-based ‘clusters’
 - Support through ‘one stop shops’ run by NGOs
- 15 field visits, interviews with stakeholders to identify lessons learned from past dispersal experiences

Audit Commission Report: Components of successful dispersal policy

Prior to dispersal

- Good coordination
 - Regional consortium model – all stakeholders involved

Audit Commission Report: Regional consortium model



Audit Commission Report: Components of successful dispersal policy

- Good coordination
 - Regional consortium model – all stakeholders involved
- Developing strategic approach based on evidence
 - Characteristics and needs of the asylum seekers
 - Existing services – identifying barriers and strategising how to overcome
- Proactive management of community relations
 - Formal involvement of local politicians
 - Early involvement of media
 - Clear messaging
 - Direct communication with communities to explain policies
 - Involvement and training of police

Audit Commission: Appropriate locations

Consider	Ask
Ethnic composition	<ul style="list-style-type: none"> • Multicultural population? • People of same nationality?
Community relations	<ul style="list-style-type: none"> • Likely conflict between different groups of asylum seekers from same country? • History of racial tension? • Likely to lead to tension?
Community networks	<ul style="list-style-type: none"> • Established refugee community groups? • Support available for new community networks?
School places	<ul style="list-style-type: none"> • Available? • Language support in those schools?
Translation and interpretation services	<ul style="list-style-type: none"> • Adequate?
Legal supports	<ul style="list-style-type: none"> • Immigration lawyers available?
Employment opportunities	<ul style="list-style-type: none"> • Likely to offer long-term employment opportunities?
Places of worship	<ul style="list-style-type: none"> • Places of worship to meet religious needs?
Other	<ul style="list-style-type: none"> • Walking distance of colleges, health services, shops? • Public transport? • Capacity of GPs?

- Other European countries have often developed systems based on lessons learned
 - Longer history than Ireland
 - Looking to them useful
 - Identifying expertise
- Interesting models or approaches?
- Ideas that could be useful?



www.emn.ie



[@EMNIreland](https://twitter.com/EMNIreland)



[European Migration Network \(EMN\) Ireland](https://www.linkedin.com/company/european-migration-network-ireland/)



Subscribe to our newsletter

Join the conversation: #EMNMigration #EMNIreland