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RÉPUBLIQUE FRANÇAISE

MINISTÈRE DE L'INTÉRIEUR

DIRECTION GÉNÉRALE
DES ÉTRANGERS EN FRANCE

Third focussed study 2017

The changing influx of asylum seekers in 2014-
2016:
Responses in France

*French National Contact Point of the European
Migration Network*

December 2017

List of acronyms

- CAO: Reception and Orientation Centre (*Centre d'accueil et d'orientation*)
- CADA: Reception centre for asylum seekers (*Centre d'accueil pour demandeurs d'asile*)
- CNDA: National Court for Right of Asylum (*Cour national du droit d'asile*)
- DAAEN: Directorate for Reception, Foreigner Assistance and Citizenship (*Direction de l'accueil, de l'accompagnement des étrangers et de la nationalité*)
- DGEF: General Directorate for Foreigners in France (*Direction générale des étrangers en France*)
- DIHAL: Interministerial Delegation for Accommodation and Access to Housing (*Délégation interministérielle pour l'hébergement et l'accès au logement*)
- UNHCR: United Nations High Commissioner for Refugees
- OFII: French Office for Immigration and Integration (*Office français de l'immigration et de l'intégration*)
- OFPRA: French Office for the Protection of Refugees and Stateless Persons (*Office français de protection des réfugiés et apatrides*)

ERM FOCUSSED STUDY 2017

The changing influx of asylum seekers in 2014-2016: Responses in France

EXECUTIVE SUMMARY

The third EMN study of 2017 aims to offer an overview of the changes to national strategies, approaches and measures in response to increases or decreases to the influx of asylum seekers over the period 2014-2016. The objective of the study is thus to understand the resources used and measures implemented by France to react to the sudden or gradual changes in the number of asylum seekers arriving in the country and the consequences of these changes.

Confronted with this increase in migration flows in Europe since the beginning of 2014, the French Government reformed asylum legislation and the conditions for receiving and dealing with migrants to adapt to the situation. This reform was three-fold:

- the law of 29 July 2015 on the reform of the right of asylum¹ aimed to increase the rights of asylum seekers and to improve the efficiency of the procedures;
- the Migrant Plan of June 2015 aimed to improve measures to receive and protect asylum seekers;
- the measures introduced, notably in Calais, to make it easier for these migrants to request asylum in France.
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The **first section** of the study provides a brief overview of the legislative and policy changes aiming to address fluctuations in the number of requests for asylum over the 2014–2016 period and includes statistics on the number of requests for asylum over this period. This shows that following a period of **stabilisation in asylum requests in 2014**, in **2015** France saw **an increase in requests** by up to 23.6%. This increase was largely due to the **context of the migration crisis in Europe and to the voluntary approach taken to promote asylum in Calais** and to benefit people who were moved to safety from camps in Paris. This section also presents information on national and European co-operation.

Section 2 presents in more detail the national responses implemented to respond to fluctuations in influxes and their impact. The measures taken relate to different areas, notably border control, reception centres and accommodation measures, reception services, the procedures for registering asylum seekers, the asylum procedure, infrastructures, and measures to integrate asylum seekers.

Section 3 then analyses the impact and effectiveness of the measures described in the previous section, **Section 4** looks at funding and implementation of measures on the national level as well as the administrative load on national authorities responsible for asylum seekers.

¹ Law No. 2015-925 of 29 July 2015 on the reform of the right of asylum , <https://www.legifrance.gouv.fr/eli/loi/2015/7/29/INTX1412525L/jo> (in French).

Section 5 looks at new structural mechanisms implemented to adapt to potential future fluctuations in the numbers of asylum seekers.

Finally, **Section 6** is devoted to good practice and issues relating to the design and implementation of specific policies to adapt to the changing number of asylum requests.

The **Synthesis Report**, prepared on the European level on the basis of studies from the EMN National Contact Points, presents an overview of all measures introduced in EU Member States and Norway in response to changes in the influx of asylum seekers in 2014–2016, while identifying relevant obstacles and good practice.

Section 1: Overview of national context

Q1. Brief overview of legislative changes and policies announced and/or introduced to address or manage fluctuations in the number of asylum applications or better control of migration flows over 2014-2016.

Confronted with the increase in migration flows in Europe since the beginning of 2014, the French Government reformed asylum legislation to adapt to the situation. This reform was three-fold:

1. The law of 29 July 2015 on the reform of the right of asylum;
2. The Migrant Plan;
3. Comprehensive measures in Calais.

The law of 29 July 2015 on the reform of the right of asylum:

On 15 July 2013, the Minister for the Interior launched a national consultation on asylum reform which looked at all aspects of the French asylum system. This reform was, firstly, the result of the need to reform the asylum system in general and, secondly, a reaction to the increase in migration flows. Thus, the law on the reform of the right of asylum was adopted on 29 July 2015. It presents three main new elements:

- **It increases asylum seekers' rights**

- It enables asylum seekers to be accompanied by an advisor (a lawyer or a NGO-representative) at the French Office for the Protection of Refugees and Stateless Persons (OFPRA);
- It makes suspensory appeals systematic at the National Court for Right of Asylum (CNDA) for asylum seekers, even during the accelerated procedure;
- It also makes it possible for vulnerabilities to be diagnosed and taken into account at all stages of the applicant's procedure (people suffering from illnesses, women who have been victims of violence, minors, etc.).

- **It makes the procedures more efficient, with a view to reducing timescales**

As such, it accelerates access to the asylum procedure, establishes new instruments (closing cases, inadmissible cases, accelerated procedures), clarifies the procedures applicable to re-examinations, rationalises the right to remain in the country, and establishes timescales for examination by OFPRA and the CNDA.

- **It introduces a compulsory accommodation system for asylum seekers across the entire country to avoid regional concentrations**

The Migrant Plan "Responding to migration challenges, respecting rights and ensuring respect for the law"

The "Migrant Plan", presented to the Council of Ministers on 17 June 2015, sets out to:

- Streamline reception procedures for asylum seekers and better shelter them;
- Lead a concerted and resolute campaign against irregular immigration.

On the first point, the French Government is committed to:

- Creating additional reception capacities (4,000 additional accommodation places for asylum seekers until the end of 2016, in addition to the 4,200 planned by the end of 2015. A further 5,500 accommodation places and rehousing for refugees should also be taken into account);
- At the end of 2015 calls for tenders were also issued in order to create 4,000 emergency accommodation places called AT-SA (temporary reception-asylum service) in 2015 and 2016.
- Recruiting new staff to reduce timescales for processing requests;
- Ensuring the emergency accommodation system is responsive by increasing capacity by 1,500 places as well as providing more systematic support to people currently in accommodation and moving into appropriate structures.

It is also intended to create 500 places in temporary accommodation centres for refugees and beneficiaries of subsidiary protection who are considered as vulnerable or are presenting particular integration difficulties.

A circular of 22 July 2015² is presenting the different aspects of the plan.

An instruction of the Ministry of the Interior and the Ministry responsible for Housing of 9 November 2015³ outlines the implementation of the European Resettlement Programme decided by the Council of the European Union on the 14 and 22 September 2015 in order to tackle the increased migratory flows. In this context, France committed to provide 30 700 resettlement places over two years with effect from November 2015. This instruction foresees as well the organisation of the reception in France and the practicalities of processing the resettled person's asylum applications as well as the creation of the accommodation places in reception centres for asylum seekers (CADA). In addition to the 4 000 CADA-places foreseen for the end of 2015, 5 130 additional CADA-places are planned under the European Resettlement Programme.

In total 8 630 CADA places were created, including the places dedicated to resettlement and those which were already foreseen for 2016.

A comprehensive system was rolled out in Calais:

Since March 2014, the number of migrants in Calais waiting to travel to the United Kingdom, significantly increased until autumn 2016. In partnership with local politicians and NGOs, the French Government rolled out a comprehensive plan to:

- Facilitate these migrants access to the asylum application procedure in France, improve the living conditions of migrants, and reduce the rate of illegal urban occupation, which is often dangerous for the migrants themselves;
- Secure the border and the port and ferry infrastructures, notably through British funding (25 million euros in contributions obtained) and through exceptionally bolstering the numbers of law enforcement officials;
- Fight against smugglers and illegal immigration.⁴

In October 2016, the camp in Calais was dismantled, and the 7,000 people on the site were moved to the safety of reception and orientation centres. The decision to house them across the country enabled all adults to have their asylum request processed and all minors to receive services appropriate to their needs. Since then, fewer than 1,000 migrants have been recorded as living in Calais and the surrounding area.

² Circular of 22 July 2015 (NOR : INTK1517235J) on the implementation of the plan "Responding to migration challenges, respecting rights and ensuring respect for the law", <http://circulaire.legifrance.gouv.fr/index.php?action=afficherCirculaire&hit=1&r=39890> (in French).

³ Instruction of 9 November 2015 (NOR : INTV1524992J) on the implementation of the European Relocation Programme, <http://circulaire.legifrance.gouv.fr/index.php?action=afficherCirculaire&hit=1&r=40246> (in French).

⁴ The French Government, La France à l'action face à la crise migratoire, 7 September 2015, <http://www.gouvernement.fr/la-france-a-l-action-face-a-la-crise-migratoire-2817> (in French).

Q2. To what extent is the concept of a change in asylum applications (either a significant increase or decrease) defined in your (Member) State (e.g. in legislation, policies and/or plans)? How is it determined what a significant influx is? Please also mention the responsible authority.

The concept of fluctuations in asylum requests is not covered by the French legislation, namely the Code on Entry and Residence of Foreign Nationals and Right of Asylum (CESEDA). However, the services responsible for these issues (the Directorate for Asylum and OFPRA in particular) regularly monitor changes to asylum applications and may, therefore, take appropriate measures if a significant rise in the number of requests has an impact on processing requests or the organisation of services.

Q3. Did your (Member) State experience significant changes in the influx of asylum applicants before 2014 (2000 onwards e.g. the increased influx related to the war in former Yugoslavia)? If so, what measures were introduced to enhance the preparedness of your Member State as a response to these changes in the influx of asylum applicants?

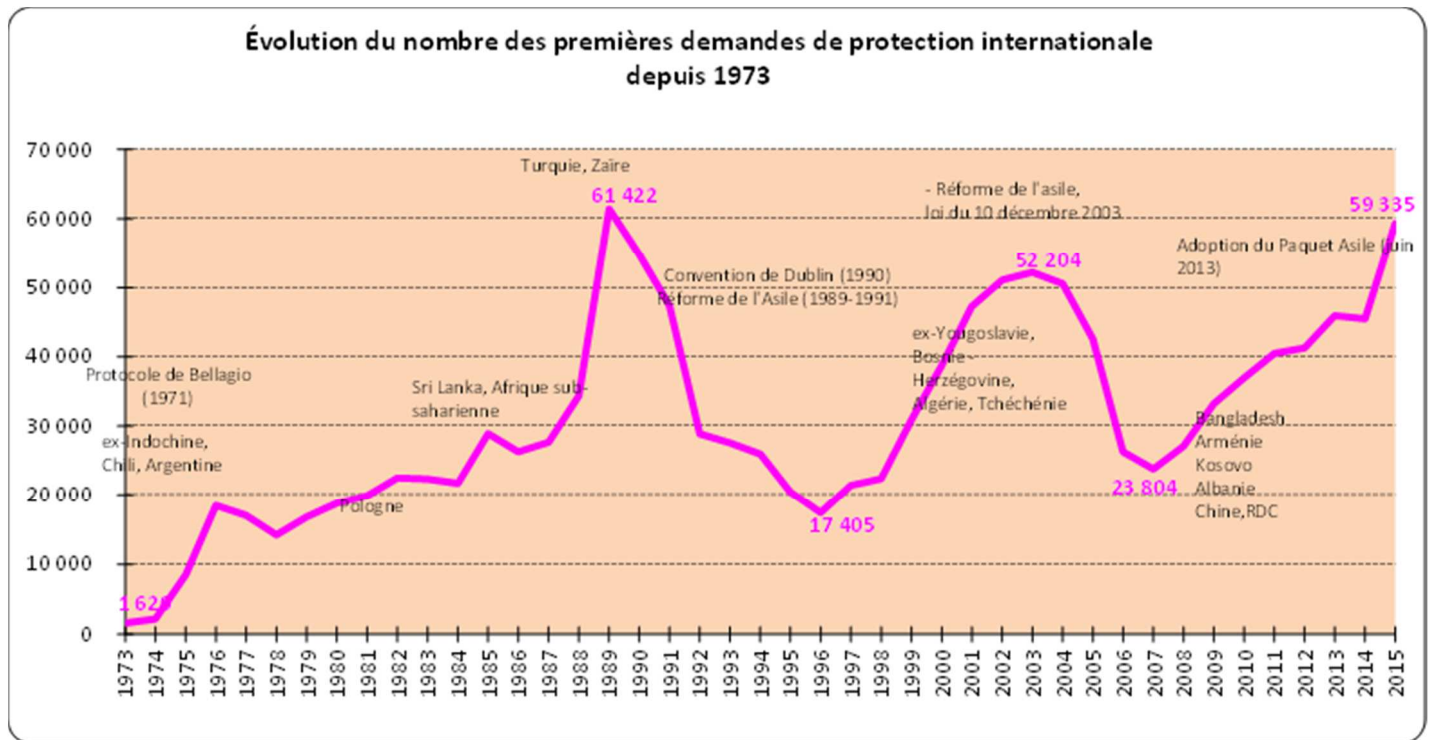
The increase in the number of agreements in the mid-2000s is largely explained by the inclusion of more societal applications for asylum and the legislative changes relating to the introduction of subsidiary protection arising from the law of 10 December 2003.⁵ Prior to this reform, only fears of persecution based on one of the five factors in the Geneva Convention opened up the right to asylum. In addition, the fears of persecution taken into account could only come from state officials. The law of 10 December 2003 meant that any fear could be taken into account as the result of the introduction of subsidiary protection and the State or private nature of the persecutor was irrelevant.

The number of admissions in recent years has sharply increased once again, rising from around 14,000 protected persons in 2012 to more than 36,000 (including minors) in 2016. Although this increase is the result of a profound reform of OFPRA which began in 2013, it is above all a reflection of war situations and generalised violence in certain countries (Afghanistan, Syria, Iraq, etc.) which have generated an increase in asylum applications, very broadly leading to the recognition of protection under the Geneva Convention or subsidiary protection.⁶

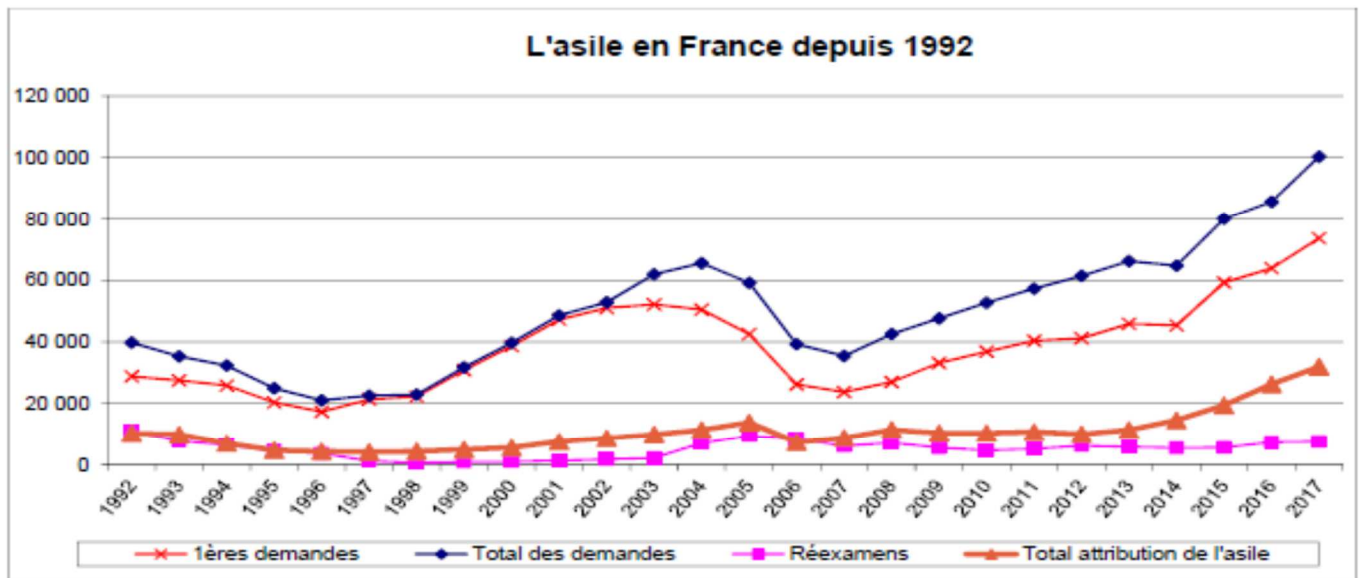
⁵ Law No. 2003-1176 of 10 December 2003 modifying law No. 52-893 of 25 July 1952 on the right of asylum, <https://www.legifrance.gouv.fr/affichTexte.do?cidTexte=JORFTEXT000000611789> (in French).

⁶ OFPRA, Annual Report 2016 https://www.ofpra.gouv.fr/sites/default/files/atoms/files/rapport_dactivite_ofpra_2016_1.pdf (in French).

Changes in the number of first applications for international protection since 1973⁷ (OFPRA):⁸



Asylum in France since 1992⁹



Source : OFPRA

⁷ Left to right: Protocol Relating to the Status of Refugees (1971), former Indo-China, Chile, Argentina; Poland; Sri Lanka, sub-Saharan Africa; Turkey; Zaire; Dublin Convention (1990) Asylum Reform (1989-1991); former Yugoslavia, Bosnia-Herzegovina, Algeria, Chechnya; Asylum Reform, Law of 10 December 2003; Bangladesh, Armenia, Kosovo, Albania, China, RDC; Adoption of the Asylum Package (June 2013).

⁸ Excluding applications under the Dublin procedure.

⁹ Left to right: First applications, total applications, re-examinations, total of positive decisions.

The **main nationalities of migrants** who arrived in 2015 and in 2016 are from countries, where there are internal and international armed conflicts. Thus, as of 2015, Sudan and Syria superseded the countries the most represented in asylum applications of 2014, namely the Democratic Republic of Congo (DRC) and China. In 2015 Iraq and Afghanistan also advanced in the ranking of countries of origin as concerns asylum applications. This evolution of asylum applications reflects the current need for protection in the world and the impact of ongoing international conflicts which force a considerable number of persons in need of protection into exile.¹⁰

The top ten countries of first asylum applications

Les dix premiers pays pour les premières demandes d'asile¹ :

| | 2016 |
|-----------------|-------|
| Soudan | 5 897 |
| Afghanistan | 5 646 |
| Haïti | 4 927 |
| Albanie | 4 601 |
| Syrie | 3 615 |
| Rép. Dém. Congo | 2 551 |
| Guinée | 2 336 |
| Bangladesh | 2 276 |
| Algérie | 1 972 |
| Chine | 1 855 |

Source : OFPRA

| | 2017 |
|-----------------|-------|
| Albanie | 7 630 |
| Afghanistan | 5 987 |
| Haïti | 4 934 |
| Soudan | 4 486 |
| Guinée | 3 780 |
| Syrie | 3 249 |
| Côte d'Ivoire | 3 243 |
| Rép. Dém. Congo | 2 941 |
| Algérie | 2 456 |
| Bangladesh | 2 410 |

Q4. Did your Member State experience a significant fluctuation in number of asylum applications (both increase and decrease) in the years 2014, 2015 and/or 2016? Could you please specify and explain the period(s) in which there was such a fluctuation, and the nature of the fluctuation (increase/decrease)? Please make a distinction between a fluctuation in the sense of an increase and a decrease of asylum seeker numbers.

After a stabilisation of asylum **applications in 2014** (with 64,811 applications¹¹, re-examinations and accompanying minors, down by 2.2% from 2013), **they increased again in 2015**, with 80,075 applications (first applications,¹² re-examinations and accompanying minors) i.e., an annual increase of 23.6%. This growth began in the third quarter of 2015 and intensified in the fourth quarter (up 57.4% compared to the last quarter of 2014).

¹⁰ OFPRA, Annual Report 2015 and 2016, https://ofpra.gouv.fr/sites/default/files/atoms/files/rapport_dactivite_ofpra_2015_hd.pdf; https://www.ofpra.gouv.fr/sites/default/files/atoms/files/rapport_dactivite_ofpra_2016_1.pdf (in French).

¹¹ 45,413 first applications excluding accompanying minors; 59,025 first applications including accompanying minors.

¹² 59,335 first applications excluding accompanying minors; 74,468 first applications including accompanying minors.

This increase was largely due to **the migration crisis in Europe and also to the voluntary approach taken to promote asylum in Calais** (nearly 2,500 applications were recorded during the year) and to benefit people who were moved to safety from camps in Paris (more than 5,000 people).

In 2015, while re-examinations rose only slightly (up by 2%), first applications increased by 30.5% and the number of accompanying minors by 9.2%.¹³

Concerning the **Western Balkans, a significant increase in asylum seekers from this region** was seen in France from 2013, with a concentration in certain regions (areas around Lyon and in the East of France). In 2013 the OFPRA reacted by organising several mobile examination missions and renewed this operation in 2014 by organising three new missions, each lasting between one and two weeks (Grenoble, Strasbourg, Lyon).

In autumn 2015, the increase in migrants in the Calais region led to the creation of Reception and Orientation Centres (CAO) with a view to improving the way in which migrants were dealt with by offering them time to rest and enable them to reconsider their migration plans.

The significant increase in asylum applications in 2015, combined with the introduction of a new asylum system led to a challenging situation both in terms of processing timescales and in terms of accommodation capacity.

In addition, the implementation of resettlement and relocation programmes from 2015 led to additional pressures on the processing services and on accommodation capacities.

The increased demand includes a significant proportion resulting from secondary intra-European movements (1/3 of applications in 2016 compared to 10% in 2015).

The increase between 2015 and 2016 was less pronounced. Applications for asylum over this period increased by 7.1% (85,726 applications, including re-examinations, re-opening of closed applications and accompanying minors). 2016 saw a rise in applications for re-examination by 30.6% in comparison to 2015, while first applications¹⁴ rose by 7.8%.¹⁵

Q5. If your Member State did not experience a significant fluctuation over 2014-2016 in the number of asylum applications, please elaborate how and if the absence of such a fluctuation has impacted national policies and approaches.

n/a

Q6. To what extent was cooperation at national level (i.e. between national organisations and authorities) strengthened over the period 2014-2016 in response to the changing influx in asylum applicants coming to your Member State? How was this achieved?

National co-operation was strengthened as part of measures to respond to the arrival of migrants. This sustained co-operation was even more essential following the law reforming asylum legislation (the law of 29 July 2015) and the law of 7 March 2016 on the rights of foreign nationals in France¹⁶. Discussions took place between the Ministry of the Interior and other bodies involved in the asylum process (OFPRA, CNDA, other

¹³ OFPRA, Annual Report 2015, https://ofpra.gouv.fr/sites/default/files/atoms/files/rapport_dactivite_ofpra_2015_hd.pdf (in French).

¹⁴ 63,745 first applications excluding accompanying minors; 77,886 first applications including accompanying minors.

¹⁵ OFPRA, Annual Report 2016, https://www.ofpra.gouv.fr/sites/default/files/atoms/files/rapport_dactivite_ofpra_2016_1.pdf (in French).

¹⁶ Law no. 2016-274 of 7 March 2016 on the rights of foreign nationals in France, <https://www.legifrance.gouv.fr/affichTexte.do?cidTexte=JORFTEXT000032164264&categorieLien=id> (in French).

Ministries) on the one hand, and between the Ministry and NGOs dealing with asylum issues on the other, with a view to monitoring the application of the law.

In addition, the staff of the Ministry of the Interior (central government, prefectures) worked more closely with the Ministry responsible for housing and NGOs working on projects to extend and streamline the housing sector. This co-operation between the authorities and NGOs can also be seen in relation to the situation in Calais: the operation to move people to safety described in Q1 was guided by information provided by NGOs, and with the help of operators (NGOs for the most part) who, in partnership with the Prefects created accommodation structures in the region. On the local scale, information from and the involvement of local politicians was key to establishing accommodation and services to migrants as part of the national reception programme and the introduction of the CAOs. Their agreement was sought for all new accommodation centre establishments.

Finally, the General Directorate for Foreigners in France (DGEF) works in partnership with the Interministerial Delegation for Accommodation and Access to Housing (DIHAL) to co-ordinate the work of NGOs in the regions responsible for securing housing for statutory refugees (those who have obtained protection).

Q7. To what extent did your Member State consult with other Member States during the period 2014-2016 specifically in regards to dealing with a changing influx? If consultation was followed by cooperation approaches, please explain in which domains cooperation between Member States was most effective?

France has consulted and co-operated with other Member States in terms of fluctuations in migration flows. The **United Kingdom** was consulted in relation to co-operation in Calais and the surrounding area. Policy and operational agreements (Joint Declaration from the French and British Ministries of the Interior on 20 August 2015, Amiens Summit on 3 March 2016) enabled emergency and long-term measures to be established, such as the creation of a joint fund to secure the port and protecting vulnerable people, with the creation of the Jules Ferry centre. Co-operation to combat irregular immigration and trafficking networks has also been established, with police co-operation to dismantle trafficking networks, increase the number of checks and information campaigns for migrants. In addition, British officers came to work directly in Calais.

Germany was consulted, as part of the establishment of a working group on migration policy in Europe and in the framework of the French Action Plan to respond to the massive inflow of Kosovar migrants. In relation to the Action Plan, France also co-operated with Hungary and Kosovo.

Q8. To what extent did measures taken in neighbouring Member States (or other EU Member States in general) have an effect on your Member State's policies and practices, even if your Member State did not experience a change in the influx? Please refer to both increase and decrease.

Regular inflows of migrants into Italy since 2014 (200,000 per year) as well as the massive arrival of migrants in Europe in 2015 generated significant secondary movements towards France. These movements do not necessarily reflect an increase in applications for asylum recorded by the OFPRA (which only counts applications for which France is responsible) but generate significant activity in terms of implementing the Dublin transfer procedures.

The Touquet Agreement, signed by France and the United Kingdom on 4 February 2003, led to action to promote access to the asylum procedure, in response to the situation of the 6,000 people living in the Calais "jungle" at the end of 2016. Faced with migrants who were often in need of protection, the Government led an assertive

policy, offering migrants time for reflection, once they were in a safe place, to take the decision to submit an application for asylum in France and thus abandon their vague hopes of crossing the Channel. The OFPRA officers thus have worked alongside officers from the French Office for Immigration and Integration (OFII) and members of NGOs for two years, providing information on the asylum procedure to migrants living in the camp.

At the end of 2015, the German asylum policy in favour of Syrians massively fleeing the armed conflict in their country of origin, led to France "resettling" migrants, who had arrived in Munich, to France, in a gesture of solidarity with Germany. Thus, an OFPRA team went to Munich to help those interested in being taken to France, where their asylum application and the establishment of their civil status were processed within a month.

Section 2: Overview of the national responses over 2014-2016

Q9. Please indicate in the table below which specific areas were impacted by a change in the influx of asylum applicants in your (Member State) that your Member State identified. Please specify further in the column 'Explanation' whether information provided relate to an increased or to a decrease in the influx.

| Area | Directly impacted (yes/no) | Time period (when) | Very brief explanation on the basis of short titles (how and what the impact was, including whether it concerned an increase/decrease) |
|--|----------------------------|--------------------|--|
| 1. Border control (please specify if it refers to external border control, temporary control at internal borders and/or police controls in border areas) | Yes | 2014-2016 | This scheme was initially planned during the organisation of the COP 21 (from 30 November to 12 December 2015) to prevent any threats to public order. It was then strengthened and prolonged following the attacks in France (in Paris in November 2015 and in Nice in July 2016) and, more generally, as part of the state of emergency decreed on 14 November 2015 and due to large-scale sporting events organised in France in 2016 (<i>Tour de France</i> , Euro 2016). |
| 2. Reception centres/accommodation arrangements and other housing | Yes | 2015-2016 | Increase and streamlining of accommodation possibilities for asylum seekers. |
| 3. Wider reception services ¹⁷ (social services, health services) rights afforded to applicants. | Yes | 2016 | Increase: Creation of a new type of reception structure. |
| 4. Registration process of the asylum seeker | Yes | 2016 | Increase: Pooling reception services for asylum seekers in the Île de France. |
| 5. Asylum procedure (at first and second instance) | Yes | 2014-2016 | Operations by OFPRA in Calais – CAO. Shorting timescales for examination: this measure, set out in the law of 29 July 2015 on the reform of the right of asylum, complies with the provisions of Directive |

¹⁷ Includes all services offered after arrival. Reception services may vary considerably depending on the Member State. For example, education may be considered as an early integration measure, except if it is compulsory, i.e., if children e.g. are immediately registered at school from their first day. Training or the right to work should be considered as integration measures rather than wider reception services.

| | | | |
|--|-----|-----------|--|
| | | | 2013/33/EU and reduces the timescale for processing asylum applications. |
| 6. Infrastructure, personnel and competencies of the responsible authorities | Yes | 2014-2016 | Increase: OFPRA recruitments, increase in the housing stock. |
| 7. Law enforcement ¹⁸ | Yes | | Increase: Reminder to relevant services on the conditions for applying the regulations on forced return. |
| 8. Integration measures for asylum applicants ¹⁹ | | 2015-2016 | Increase: Call for projects for the reception, support and integration of first arrivals. |

¹⁸ This point covers all the elements regarding compliance with the law due to changes in flows between 2015 and 2016, particularly controls on the territory, measures to tackle non-compliance with immigration rules, and controls on conditions of access and stay as well as the fight against trafficking in human beings. This only relates to measures which have been modified or introduced due to the changing influx, and not to already existing measures.

¹⁹ To be expanded if integration measures have been directly taken following changes in inflows.

Q10. Fill out the table below on specific elements of the measures indicated in the previous table. Note that numerous questions are simply to establish the typology of the measure, and only the selected options need to be indicated (such as rows a) and b)). Further details are provided from row c), with a general explanation in row e).

| | | |
|--|---|--|
| Measure 1: Migrant Plan: extension of the housing stock | 2. Reception centres/accommodation arrangements and other housing | |
| | Year and month the measure was established | 06/2015 |
| | Typology of measures (please indicate which of the options apply) | |
| | Measure following an <u>increase</u> or <u>decrease</u> in numbers | Increase |
| | <u>New measure</u> or <u>change to an existing measure</u> | New measure |
| | <u>Structural</u> or <u>ad-hoc</u> (temporary) measure | Structural |
| | Type of measure: | Action Plan |
| | Other elements | |
| | General aim of the measure (what was intended?) | To relieve the strain on CADAs; to extend the number of accommodation places for asylum seekers and beneficiaries of international protection. |
| | Intended and actual duration of the measure | Ongoing |

| | | |
|--|--|--|
| | Key elements of the measure (description of the measure) | Creating of 4,000 accommodation places for asylum seekers between 2015 and 2016, in addition to the 4,200 places planned before the end of 2015. In total, 8,200 new accommodation places for asylum seekers which enabled a real streamlining of the asylum process. This is in addition to the 5,500 accommodation places and rehousing of refugees. |
| | Authorities involved in <u>drafting</u> the measure. | Government |
| | Authorities involved in <u>proposing</u> and <u>approving</u> of each measure. | Government - Council of Ministers |
| | Authorities implementing measures | Ministry of the Interior, Ministry responsible for Housing |

| | | |
|--|---|-------------|
| Measure 2: Migrant Plan: increasing resources | 6. <u>Infrastructure, personnel and competencies of the responsible authorities</u> | |
| | Year and month the measure was established | 06/2015 |
| | Typology of measures (please indicate which of the options apply) | |
| | Measure following an <u>increase</u> or <u>decrease</u> in numbers | Increase |
| | <u>New measure</u> or <u>change to an existing measure</u> | New measure |
| | <u>Structural</u> or <u>ad-hoc</u> (temporary) measure | Ad-hoc |
| | Type of measure: | Resources |
| | Other elements | |

| | | |
|--|--|--|
| | General aim of the measure (what was intended?) | Speeding up the processing of applications. |
| | Intended and actual duration of the measure | |
| | Key elements of the measure (description of the measure) | <p>On the initiative of the Minister of the Interior, 2015 marked a new and significant increase in the number of OFPRA staff, with a view to improving the timescales for processing asylum applications and implementing new provisions contained in the asylum legislation. Several dozen posts of OFPRA officers called "protection officers" were created. Alongside the Migrant Plan, 20 new posts dedicated to reducing the administrative processing time for applications were filled. In 2015, the OFPRA employed 575 officers, compared to 497 in 2014, i.e., an increase of 16%. In 2016 the number of staff increased from 575 to 695 (increase of 21%). Between 2012 and 2016, OFPRA staff numbers rose from 475 to 695 officers (up 32%).</p> <p>The OFII also recruited 135 full-time employees.</p> |
| | Authorities involved in <u>drafting</u> the measure. | Government |
| | Authorities involved in <u>proposing</u> and <u>approving</u> of each measure. | Government, OFPRA, OFII |
| | Authorities implementing measures | OFPRA, OFII |

| | | |
|---|--|----------|
| Measure 3: Migrant Plan: combating illegal immigration | 7. <u>Law enforcement</u> | |
| | Year and month the measure was established | 06/2015 |
| | Typology of measures (please indicate which of the options apply) | |
| | Measure following an <u>increase</u> or <u>decrease</u> in numbers | Increase |

| | | |
|-----------------------|--|---|
| | <u>New measure</u> or <u>change to an existing measure</u> | Reforming of a measure. |
| | <u>Structural</u> or <u>ad-hoc</u> (temporary) measure | Structural |
| | Type of measure: | Action Plan |
| Other elements | | |
| | General aim of the measure (what was intended?) | Combating irregular immigration. |
| | Intended and actual duration of the measure | 06/2015 - 2016 |
| | Key elements of the measure (description of the measure) | The Plan defines a comprehensive, shared strategy based on six areas: <ol style="list-style-type: none"> 1. Increasing checks and improving their effectiveness; 2. Dismantling channels; 3. Strengthening action with countries of origin to facilitate the readmission of their nationals; 4. Mobilising assisted voluntary return and reintegration; 5. Establishing experimental mechanisms to prepare for return; 6. Optimising administrative detection capacities. |
| | Authorities involved in <u>drafting</u> the measure. | Government |
| | Authorities involved in <u>proposing</u> and <u>approving</u> of each measure. | Government - Council of Ministers |
| | Authorities implementing measures | Ministry of the Interior |

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| Measure 4: Migrant Plan; Calais – reception of and services for migrants | <p>2. Reception centres/accommodation arrangements and other housing</p> <p>3. Wider reception services (social services, health services) rights afforded to applicants.</p> | |
| | Year and month the measure was established | Following the joint declaration by the French and British Ministers of the Interior of 20 September 2014, the measure was introduced in January 2015. |
| | Typology of measures (please indicate which of the options apply) | |
| | Measure following an increase or decrease in numbers | Increase |
| | New measure or change to an existing measure | New measure |
| | Structural or ad-hoc (temporary) measure | Ad-hoc |
| | Type of measure: | Emergency plan |
| | Other elements | |
| | General aim of the measure (what was intended?) | The aim is to protect vulnerable people in Calais and the surrounding area. |
| | Intended and actual duration of the measure | The measure was introduced on 15 January 2015 and lasted until October 2016 when the camp at Calais was dismantled. |
| Key elements of the measure (description of the measure) | The measure enabled the creation of a day reception centre (Centre Jules Ferry) for migrants in an irregular situation living in Calais. This day centre distributes two daily meals and a hot drink to 1,500 people seven days a week, and provides access to water, electricity, healthcare, legal and social information in relation to OFII, and changing rooms. An entirely separate reception and accommodation area is available for women and children. | |

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| | Authorities involved in <u>drafting</u> the measure. | The Ministry of the Interior drafted the measure. |
| | Authorities involved in <u>proposing</u> and <u>approving</u> of each measure. | Ministry of the Interior |
| | Authorities implementing measures | The Ministry of the Interior implemented the measure and delegated management of the centre to the "La Vie Active" organisation. |
| | Other | The OFII has also mobilised its teams to organise mobile surgeries targeting migrants in the camps in the Calais area to raise their awareness of the asylum and voluntary return procedures; to guide asylum seekers towards accommodation services in the national reception scheme and to direct migrants to the CAOs created in November 2015. |
| | Other | The involvement of the OFPRA in the migrant camps in the north of France increased significantly in 2015. It established and developed information campaigns on the asylum procedure for migrants living in Calais by going to the Calais camp every week and, since autumn 2015, to Grande-Synthe. The OFPRA continues this work by organising missions to process asylum applications in the region, submitted by migrants living in the CAOs. These asylum requests were processed as a priority with a view to not exceeding three months. |

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| Measure 5: Migrant Plan – protecting migrants | <p>2. Reception centres/accommodation arrangements and other housing</p> <p>3. Wider reception services (social services, health services) rights afforded to applicants.</p> <p>4. Registration process of the asylum seeker</p> | |
| | Year and month the measure was established | The measure was established between 2014 and 2016. |
| | Typology of measures (please indicate which of the options apply) | |
| | Measure following an <u>increase</u> or <u>decrease</u> in numbers | Increase |

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| <u>New measure or change to an existing measure</u> | New measure |
| <u>Structural</u> or <u>ad-hoc</u> (temporary) measure | Ad-hoc measure and then structural measure in terms of the CAOs. |
| Type of measure: | Emergency and non-binding measure (instructions of 09/11/2015, 07/12/2015 and 29/06/2016 on the establishment and operation of CAOs). |
| Other elements | |
| General aim of the measure (what was intended?) | This measure responds to the objective of protecting migrants and, in particular, vulnerable people in Calais, the reduction of camps in the Calais area, and securing the sites. |
| Intended and actual duration of the measure | This measure consists of one-off operations such as moving migrants to safety and dismantling the camps, and more long-term operations, established in 2015 and 2017. |
| Key elements of the measure (description of the measure) | This measure enabled migrants living in camps in France to be moved to safety. The migrants are housed and can then begin a procedure to request international protection or a residence permit. Thus, in May and June 2015, for example, operations to record asylum applications and move migrants to safety took place in Calais. From June 2015, operations to evacuate the Parisian camps took place to house the migrants who were living there and enable them to start their asylum procedures. Between June 2015 and November 2016, 29 camps were dismantled in Paris, requiring 19,083 accommodation places. Following the increase in the number of migrants in the Calais area, the authorities established the CAO scheme, enabling migrants to be housed in decent conditions for short periods of time (one month) so that they could consider their migration plans and decide which direction to take, on the basis of individualised information and guidance services. Between October 2015 and January 2016, 2,156 migrants were housed in 84 CAOs. In October 2016, the Minister of the Interior decided to dismantle the camp in Calais: between 24 October and 3 November 2016, nearly 13,000 people were housed in 197 CAOs and 73 Reception and Orientation Centres for Unaccompanied Minors, CAOMI, (6,013 people prior to dismantlement, 5,232 adults and 1,941 minors during the dismantlement). |
| Authorities involved in <u>drafting</u> the measure. | The Ministry of the Interior drafted the measure. |
| Authorities involved in <u>proposing</u> and <u>approving</u> of each measure. | The Government, the Ministry of the Interior and the Ministry responsible for housing participating in approving the measure. |

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| | Authorities implementing measures | The authorities implementing the measure are the Ministry of the Interior, the Ministry responsible for housing, the OFPRA, the OFII, the prefectures, local politicians and NGOs such as Adoma and <i>France Terre d'Asile</i> , in terms of establishing and managing the CAOs. |
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| Measure 6: Pooling reception services for asylum seekers in the Île de France. | 4. Registration process of the asylum seeker | |
| | Year and month the measure was established | 05/07/2016 |
| | Typology of measures (please indicate which of the options apply) | |
| | Measure following an <u>increase</u> or <u>decrease</u> in numbers | Increase |
| | <u>New measure</u> or <u>change to an existing measure</u> | Change of an existing measure. |
| | <u>Structural</u> or <u>ad-hoc</u> (temporary) measure | Structural |
| | Type of measure: | Working Group between the DGEF and the Prefecture of Police in Paris. |
| | Other elements | |
| | General aim of the measure (what was intended?) | Following a significant increase in asylum requests in the Île de France area, the one-stop-shops to record asylum applications were saturated. The objective of this measure is to reduce timescales for accessing asylum procedures and to harmonize the practice of one-stop-shops in the Île de France. |
| Intended and actual duration of the measure | Permanent measure | |

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| | Key elements of the measure (description of the measure) | This measure means that appointments can be spread across the one-stop-shops in the Île de France area. When an application for asylum is made with a first reception structure, the asylum seeker is given the next available appointment in one of the eight one-stop-shops in the region, if the nearest one-stop-shop is fully booked. This pooling of resources enables an increase in the number of appointments issued and an unblocking of the one-stop-shop in Paris. |
| | Authorities involved in <u>drafting</u> the measure. | Working Group involving the DGEF and the Prefecture of Police in Paris. |
| | Authorities involved in <u>proposing</u> and <u>approving</u> of each measure. | The DGEF and the Prefecture of Police in Paris. |
| | Authorities implementing measures | Working Group between the DGEF and the Prefecture of Police in Paris. |
| | Other | The regional directorates of the OFII in the Île de France region participated in the operations to move migrants to safety as part of the evacuation of the migrant camps. Their tasks consist of taking a census, providing information on the asylum and voluntary return procedures, and guiding migrants towards the national reception services for those who had submitted an asylum request. |
| | Other | The OFPRA teams went to the various Paris camps between May and October 2015 to work alongside institutional partners and NGOs in humanitarian operations to move migrants to safety and facilitate access to the asylum procedures. |

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| Measure 7: Action Plan to address the massive inflow of Kosovan migrants | 1. Border control 5. Asylum procedure (at first and second instance) 7. Law enforcement 9. Other: combating irregular immigration | |
| | Year and month the measure was established | 2015 |
| | Typology of measures (please indicate which of the options apply) | |
| | Measure following an <u>increase</u> or <u>decrease</u> in numbers | Increase Between 2013 and 2014, a 50.1% reduction in Kosovan asylum applications was recorded: from 5,552 in 2013, it dropped to 2,768 in 2014, notably following the inclusion of Kosovo on the list of safe countries of origin on 16 December 2013. Between October 2014 and January 2015, there was an increase in asylum applications by 468%, with 6060 requests in December, 1,045 in January and 820 in February. |
| | <u>New measure</u> or <u>change to an existing measure</u> | New measure |
| | <u>Structural</u> or <u>ad-hoc</u> (temporary) measure | Ad-hoc |
| | Type of measure: | Action Plan |
| | Other elements | |
| | General aim of the measure (what was intended?) | Combating the "massive inflow of Kosovan migrants in France and in Europe". |
| | Intended and actual duration of the measure | n/a |
| Key elements of the measure (description of the measure) | Co-operative work with partners: <ul style="list-style-type: none"> - Co-operation with Hungary as part of the fight against identity fraud, preparation of dissuasive actions and measures for mass deportations; - Co-operation with Kosovo on the issue of returns and irregular immigration; | |

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| | | <ul style="list-style-type: none"> - Co-operation with Germany. <p>Instructions to the instructing departments:</p> <ul style="list-style-type: none"> - to carry out more rigorous examinations of Kosovan asylum applications and to be more rigorous in carrying out deportation measures; - to monitor application of the Dublin III regulation by taking fingerprints and implementing transfer procedures; - applying the accelerated procedure in the event of deliberate fraud and the abusive use of procedures; - rigorously monitoring the definitive decisions on requests involving the obligation to leave French territory (OQTF). |
| | Authorities involved in <u>drafting</u> the measure. | DGEF |
| | Authorities involved in <u>proposing</u> and <u>approving</u> of each measure. | DGEF |
| | Authorities implementing measures | DGEF, prefectures |
| | Other | Since the introduction of its internal action plan on reform, the OFPRA has developed the procedures for processing asylum applications which match the nature of the applications. Kosovar asylum applications are subject to a special procedure which means requests are dealt with more quickly, depending on the profile of the applicant, by specialised reviewing protection officers. |

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| Measure 8: Resettlement | 4. Registration process of the asylum seeker 5. Asylum procedure (at first and second instance) | |
| | Year and month the measure was established | 11/2015 |
| | Typology of measures (please indicate which of the options apply) | |
| | Measure following an <u>increase</u> or <u>decrease</u> in numbers | Increase |
| | <u>New measure</u> or <u>change to an existing measure</u> | New measure |
| | <u>Structural</u> or <u>ad-hoc</u> (temporary) measure | Structural |
| | Type of measure: | Commitment by France to the Council of the European Union followed by non-binding measure: Circular of 9 November 2015 on the implementation of the European Resettlement Programme. ²⁰ |
| | Other elements | |
| | General aim of the measure (what was intended?) | Resettlement of 30,700 people. |
| | Intended and actual duration of the measure | 2015-2016-2017 |
| | Key elements of the measure (description of the measure) | Organisation of the arrival of resettled asylum seekers, accommodation and legal, social and administrative support through NGOs in partnership with the OFII. Incentives for mayors: payment of a bonus of €1,000 per place created for a resettled person. |
| | Authorities involved in <u>drafting</u> the measure. | Ministry of the Interior, Ministry responsible for housing |

²⁰ Circular of 9 November 2015 (NOR: INTV1524992) on the implementation of the European Resettlement Programme, http://circulaires.legifrance.gouv.fr/pdf/2015/11/cir_40246.pdf (in French).

| | | |
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| | <p>Authorities involved in <u>proposing</u> and <u>approving</u> of each measure.</p> | <p>Ministry of the Interior, Ministry responsible for housing</p> |
| | <p>Authorities implementing measures</p> | <p>Ministry of the Interior, Ministry responsible for housing, Prefects, the OFPRA, the OFII, NGOs, mayors</p> |
| | <p>Other</p> | <p>The OFII participates in the resettlement programme in Italy and Greece, where OFII liaison officers are responsible for connecting with local and French authorities, European agencies and non-governmental organisations to organise the transfer of people resettled to France under the correct legal and material conditions.</p> <p>In hotspots, the OFII expertise is also sought as part of the network of experts of the European Asylum Support Office (EASO) for operational missions to inform migrants, to promote the resettlement programme and to deal with vulnerable groups.</p> |
| | <p>Other</p> | <p>Solidarity work by the OFPRA in Munich in September 2015.</p> <p>The OFPRA directly participated in the European Resettlement Programme in two ways: firstly, the OFPRA has made officers available to EASO for periods of between two and four months, to help the Italian and Greek authorities to deal with migrants by informing them about the resettlement programme and about family reunification ("positive" Dublin), and by pre-registering them; secondly, the OFPRA has carried out on-site examinations of asylum applications, exclusively in Greece in 2016 and 2017.</p> |

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| Measure 9: Relocation | 4. Registration process of the asylum seeker 5. Asylum procedure (at first and second instance) | |
| | Year and month the measure was established | 07/2015 |
| | Typology of measures (please indicate which of the options apply) | |
| | Measure following an <u>increase</u> or <u>decrease</u> in numbers | Increase |
| | <u>New measure</u> or <u>change to an existing measure</u> | New measure |
| | <u>Structural</u> or <u>ad-hoc</u> (temporary) measure | Structural |
| | Type of measure: | Commitment by France to the Council of the European Union in June 2015. |
| | Other elements | |
| | General aim of the measure (what was intended?) | Relocation of 2,375 refugees in July 2015 / for 2016-2017, commitment to relocate more than 10,000 people, mostly Syrian nationals who had fled the war in Syria and refugees mainly from Lebanon, Jordan and Turkey. |
| | Intended and actual duration of the measure | 2015-2016-2017 |
| | Key elements of the measure (description of the measure) | Organisation of the arrival of resettled asylum seekers, accommodation and legal, social and administrative support. |
| | Authorities involved in <u>drafting</u> the measure. | Ministry of the Interior, Ministry responsible for housing |

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|--|---|---|
| | <p>Authorities involved in <u>proposing</u> and <u>approving</u> of each measure.</p> | <p>Ministry of the Interior, Ministry responsible for housing</p> |
| | <p>Authorities implementing measures</p> | <p>Ministry of the Interior, Ministry responsible for housing, Prefects, OFPRA, OFII, NGOs, mayors</p> |
| | <p>Other</p> | <p>As part of the commitments made by France in terms of relocation, since the end of 2013, the OFPRA has carried out missions relating to humanitarian admission. During these missions, OFPRA interviews Syrian nationals identified by the United Nations High Commissioner for Refugees (UNHCR) due to their particular vulnerability, having fled Syria to seek refuge in neighbouring countries. Between 2014 and 2015, the OFPRA carried out five missions to Lebanon, Jordan and Egypt. In 2016, the OFPRA carried out four missions in Jordan and Lebanon.</p> <p>At the same time, as part of the agreement of 18 March 2016 between the European Union (EU) and Turkey, France committed itself to receiving, by September 2017, 6,000 Syrian refugees, to be deducted from the 30,700 resettlement places. To do so, the OFPRA went to Turkey five times, between the months of April and November, in order to carry out interviews. The work accomplished is identical to that carried out in the Middle East as part of humanitarian missions, except that the applications submitted to the UNHCR at a fairly early stage of the standard procedure, are the result of an initial selection of applicants by the Turkish authorities themselves, through 61 local selection committees. Indeed, the UNHCR does not register refugees in Turkey and is, therefore, not responsible for detecting initial vulnerabilities.</p> |

Q11. To what extent were any of the measures put in place by non-state entities mandated by a government authority via funding or project/by law/by measure?

| Area | Extent of involvement of non-state entities (if yes, to what extent) |
|---|---|
| Border control (please specify if it refers to external border control, temporary control at internal borders and/or police controls in border areas) | n/a |
| Reception centres/accommodation arrangements and other housing | <p>NGOs, in response to calls for projects by the Ministry of the Interior on the national and departmental level.</p> <p>Increase in the number of operators responsible for managing the new centres for the various groups in question (asylum seekers, refugees).</p> |
| Wider reception services (social services, health services) rights afforded to applicants. | NGOs |
| Registration process of the asylum seeker | n/a |
| Asylum procedure (at first and second instance) | n/a |
| Infrastructure, personnel and competencies of the responsible authorities | n/a |
| Law enforcement | n/a |
| Immediate integration measures for asylum applicants | n/a |

Q12. In view of the impact of the fluctuations of the influx on local authorities, how and to what extent were local authorities impacted by measures taken by the national government/authorities responsible? To what extent local authorities were able to influence this process?

| Area | Impact on local authorities | Influence on the process |
|---|--|--|
| Border control (please specify if it refers to external border control, temporary control at internal borders and/or police controls in border areas) | n/a | |
| Reception centres/accommodation arrangements and other housing | Appointment of a Prefect ²¹ responsible for developing relations with local authorities and the prefectures to find sufficient quantity of accommodation to house resettled persons. Introduction of a mechanism to open up rights (social security, health care, etc.) in partnership with the other relevant Ministries. | |
| Wider reception services (social services, health services) rights afforded to applicants. | | |
| Registration process of the asylum seeker | The prefectures and the OFII with the creation of one-stop-shops (34 one-stop-shops across the country) with officers from the prefecture to register and the OFII officers to assess the vulnerability of the asylum seeker and to offer an appropriate response. | Improving the conditions of first applications. Reduction in timescales for registration. |
| Asylum procedure (at first and second instance) | The OFPRA information missions at the camps. | |
| Infrastructure, personnel and competencies of the responsible authorities | Rise in the number of dedicated staff at the various departments (OFII, OFPRA, Asylum Department). | Reduction in timescales for processing applications. |
| Law enforcement | n/a | |

²¹ Mr. Jean-Jacques Brot, Prefect responsible for the co-ordination work to receive Syrian refugees, engagement letter from the Prime Minister of 2 April 2015.

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| Immediate integration measures for asylum applicants | n/a | |
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Section 3: Effectiveness of the measures taken

Q17a. Please indicate the impacts and effectiveness of each measure mentioned above.

MIGRANT PLANS

- **Extension of the housing stock**

The capacities for housing asylum seekers and refugees have significantly increased in the CADAs, in emergency housing, and in temporary accommodation centres (CPH). Various calls for tender were launched following the start of the 2015 Migrant Plan.

Faced with a growing migration pressure, France increased its accommodation capacities and took measures to streamline housing. The rise in asylum applications in France and the continuation of inflows of migrants in an irregular situation in certain regions (principally in the Île de France, the North department and on the French-Italian border) meant accommodation capacities had to be reviewed.

Significant efforts were made to increase the available housing stock, both for asylum and emergency accommodation, in order to avoid any saturation of certain schemes and to be able to meet need. Asylum seekers' housing needs, which were already high due to increases in inflows, were accentuated by the dismantling of the Calais camp and the need to move some people living in precarious conditions in the Île de France area to other regions, following the evacuation operations.

Thus, the CAOs were established mainly for migrants from Calais and the Dunkirk area, as part of the dismantling of these camps.

The CAOMIs were established as part of the dismantling of the camps in the Calais area. The Circular of 1 November 2016 on the exceptional introduction of a national scheme for the orientation of unaccompanied minors as part of the operation to dismantle the camps in Calais²² sets out the procedures for implementing this reception procedure for unaccompanied minors in temporary reception centres around the country.

Measures were also taken to streamline the housing stock,²³ which involved (i) making it possible to quickly open new accommodation places (more than 8,700 places were approved under the 2016 campaign); (ii) ensuring that people who have received a definitive decision, either of acceptance or rejection of their asylum request, are issued with notice to leave the housing stock; and (iii) guaranteeing the optimal use of available capacity by mobilising operators to advance the proportion of adjustable places.

Since 2012 the national reception scheme has doubled its accommodation capacity. On the 31 December 2017, 84 659 places were available. The 351 CADAs offer 39 697 places and represent an occupancy rate of more than 95%. The emergency accommodation system (ATSA, PRAHDA, HUDA and CAO) provides 44 962 places.

- **Increasing resources**

- o **Immediate impact:** Need to establish a recruitment and training procedure for new officers (six months' training). The more complex procedures requiring the preparation of internal policies (drafting a procedural guide).
- o **Medium/long-term effects:** Reduction in processing time to three months for people housed in a CAO.
- o **The effectiveness of the measure in terms of timescales was assessed** by OFPRA's statistics department; through sustained meetings with NGOs and lawyers in relation to the implementation of the new procedural guarantees. Its effectiveness was also assessed

²² Circular (NOR JUSD1631761C) of 1 November 2016 by the Minister of Justice on the exceptional implementation of a national mechanism to support unaccompanied minors as part of the operations to dismantle the camp in Calais, http://www.textes.justice.gouv.fr/art_pix/JUSD1631761C.pdf (in French).

²³ Instruction of 19 September 2016 concerning streamlining the housing stock, http://circulaires.legifrance.gouv.fr/pdf/2016/09/cir_41327.pdf (in French).

as part of the report on the objectives and performance contract signed between the Ministry of the Interior and the OFPRA.

- **Results:** Processing timescales were reduced and feedback from NGOs on implementation of the new procedural guarantees were very positive.

- **Combating irregular immigration**

The re-establishment of checks at the internal borders gave rise to 3,734 decisions of non-admission to the country between 13 November and 13 December 2015, of a total annual figure of 15,753. Between 1 January and 31 December 2016, the number of non-admissions rose to 60,392. The re-establishment of checks at the internal borders also proved to be effective in preventing illegal immigration and detecting threats to internal security.

- **Calais – reception of and services for migrants**

See extension of the housing stock above

- **Protecting migrants**

France introduced an assertive policy to put an end to camps as a human rights measure: following the dismantling of the Calais camp in October 2016, 5,523 adults were housed at one of the 301 CAOs spread over eleven regions and 75 CAOMI were used to house the 1,958 unaccompanied minors. These centres offer migrants time to rest and rethink their migration plans and, in practical terms, the majority of people then submit an asylum application and are allocated a place in a CADA.

The City of Paris has also established a migrant reception centre.

POOLING ASYLUM APPLICATIONS IN THE ÎLE DE FRANCE

The pooling of the eight one-stop-shops in the Île de France has made it possible to increase the number of appointments made and helped unclog the one-stop-shop in Paris.

RESETTLEMENT

Under application of the commitments emanating from the decisions of the European Council of 14 and 22 September 2015, France agreed to receive around 30,000 resettled asylum seekers over two years.

In this regard, the French authorities planned the creation of 8,630 new places in reception centres for asylum seekers in 2016.

A procedure which was specially adapted to emergency situations was also introduced.

RELOCATION

In light of the ambitious objectives in terms of reception, each stage of the procedure was revised to deal with this step-up in the relocation process.

Initially, the process for identifying beneficiaries was considerably strengthened. The rhythm and number of missions by the OFPRA and the Ministry of the Interior to the initial countries of reception significantly increased. The DGEF then decided, in 2016, to strengthen its co-operative work with the DIHAL, which is now responsible for co-ordination between the regions and the NGOs responsible for searching for housing and social support.

The DGEF, responsible for steering the relocation programme, initially build close relationships with consular posts and the IOM (responsible for organising transfers to France) and then within the central government, notably with the General Directorate for Health, to better anticipate the reception of the most vulnerable people. Finally, it built local relationships with the Prefects and local politicians to facilitate the local acceptance of the programme and to ensure a regional balance was achieved.

Q17b. Did the changing influx of asylum applicants prompt changes in national approaches for other types of migration, e.g. economic migration or family reunification? The question seeks to establish whether the increased number of asylum applications brought about changes in other policy areas, such as for example a stricter approach to family reunification, or reduced labour immigration quotas.

No

The influx of asylum seekers/the migration crisis in France had no impact on regulations concerning economic migration or family reunification.

Section 4: Financing of the implemented measures

Q18a. How were the implemented national measures financed?

Q18b. Was the financing plan of ad-hoc measures different from the financing of already existing and structural measures for national asylum policies/national asylum system? How? Please elaborate.

Ad-hoc measures principally related to managing the situation around Calais. The measures which were implemented were often jointly funded by European funds or by budgets provided by the United Kingdom. Thus, emergency assistance from Return-AMIF of €3.78M and the national Return-AMIF programme of €3.63M contributed to fund the Jules Ferry centre in Calais in 2015.

See Q18a.

Q19. Did the fluctuation of the influx bring an increase/decrease in the administrative burden for national authorities responsible of asylum applicants? If yes, how did your Member State deal with that? Please consider as administrative burden the recruitment of additional personnel, additional trainings, changes in procedures, etc.

Fluctuation in the influx led to an increase in the administrative workload. The OFII thus recruited 135 full-time employees, and between 2014 and 2016, the OFPRA staff increased by 198 full-time members (+28%). In 2015, 50 OFPRA officer posts ("protection officers") were created and five posts for officers responsible for registering asylum applications. Moreover, following the "Asylum Plan", 16 civil servant positions and four temporary positions were established. In 2015 the number of employees amounted to 575²⁴. In 2016, of the 195 jobs created, 80 full-time positions were allocated to the resettlement programme and the civil records authorities, 15 Category A positions were allocated to hotspots in Greece and Italy, and 100 jobs for the execution of exceptional measures to respond to the migration crisis. Of these 100 posts, 66 Category A positions were dedicated to processing asylum applications, nine Category B posts dealt with civil records and 25 Category C posts were devoted to the introduction and computerisation of asylum applications.

The CNDA has also created 87 posts from 2015 to 2017.

Section 5: The way forward - future preparedness

Q21. Following the fluctuations between 2014 and 2016, did your Member State put in place any new structural (emergency planning) mechanisms to adapt to the (possible) changing influx of asylum applicants in the future?

Since 2013, the OFPRA has been developing increasingly refined activities, based on influx forecasts. Similarly, in 2013, spreading major influxes across all OFPRA officers increased responsiveness in light of the rapid increase in certain flows.

Moreover, France massively increased its housing stock (from 40,000 to 80,000 places) to deal with the influx. See Q 17a.

In October 2017, France renewed its commitment to relocate refugees from Lebanon, Turkey and Jordan and also from Niger and Chad (the first refugees arrived from these countries in December 2017). France agreed to relocate 10,000 refugees by October 2019, including 3,000 refugees as part of its advanced protection missions in Niger and Chad.

An ambassador responsible for migration was also appointed on 6 September 2017. The ambassador's role is to extend offers of partnerships to countries of origin and transit to better control the borders and the fight against trafficking, but also to encourage voluntary return or detain people in an irregular situation, act on the fundamental causes of forced displacement and irregular flows, and promote legal access routes, notably in favour of those needing protection.

Q22a. Please elaborate to what extent the experience over 2014-2016 helped the government (national, regional, local level) to be prepared for any future changing influx in asylum applications, such as for 2017?

The experience of 2014-2016 strengthened the ways in which asylum policy was managed on the local and national level, increasing both resources across the entire chain (OFPRA, OFII, CNDA, prefectures) and as well accommodation capacity.

Q22b. Have any potential future measures been planned? Are new measures under consideration?

In July 2017, the Government announced an action plan to guarantee the right to asylum and to better control migration flows.²⁵ This plan, which forms the basis of a draft law, will cover the following action points:

- Continuing to tighten control of the external borders of the EU;
- Opening up towards greater solidarity;
- Acting on influxes on the European and international levels;
- Improving timescales for processing asylum applications;
- Improving the conditions for receiving asylum seekers;
- Leading an effective and credible policy to counter irregular immigration;
- An ambitious reworking of the integration policy.

²⁵ The French Government, Guaranteeing the right to asylum, better managing migration flows, <http://www.gouvernement.fr/partage/9326-dossier-de-presse-garantir-le-droit-d-asile-mieux-maitriser-les-flux-migratoires> (in French).

The asylum and immigration budget will increase by 25% in 2018, and the government has set ambitious goals in terms of reducing timescales and integrating refugees, in line with the draft Finance Act for 2018.

The "Immigration, asylum and integration" budget will increase by 300 million euros, reaching 1.38 billion euros in 2018, and should then remain at that level for the next two years.

The draft law states that "in the context of increased migratory pressure since 2015, a fiscal effort is indispensable" to improve the asylum procedure and, particularly, to reduce to six months the processing of asylum applications, as promised by the French President.

In this context, OFPRA will obtain an additional 15 posts in 2018. The CNDA will obtain an additional 51 jobs, which will enable the "creation of two new court chambers" (with credits from the "State Council and Control" mission).

The rise in the "immigration" budget will also finance the creation of 7,500 accommodation places for asylum seekers in 2018 and 2019. However, the draft law also promises to "control" expenditure, "in particular the allocation for asylum seekers".

The French President has stated that the integration policy will be a priority and it will see increased resources of "more than 30% by 2020" to finance better education in French, the creation of 5,000 additional accommodation places over the two years to come, and "access to employment".

The OFII will obtain an additional 35 jobs.

Finally, in terms of combating irregular immigration, the text mentions expenditure relating to "aid with voluntary return" and "border control", without providing figures.

Furthermore, the accommodation capacity for asylum seekers will be further increased in the next two years (2018-2019):

- 2,000 additional CADA-places will be created in 2018 and another 1,000 in 2019;
- 5,000 new HUDA-places will be created until the end of 2019 (2,500 per year);
- 200 places in centres for reception and situation assessment (CAES) per region will be provided at the beginning of 2018. These centres will speed up the examination of individual situations and the sheltering of people;
- 5,000 CPH-places for refugees will be offered until the end of 2019.

Thus, more than additional 10,000 places will be provided until the end of 2019.

Section 6: Good practices and lessons learnt

6.1. CHALLENGES AND OBSTACLES FOR THE DESIGN AND IMPLEMENTATION OF SPECIFIC POLICIES TO ADAPT TO CHANGING INFLUX OF ASYLUM APPLICANTS

Q23. What are the main challenges and/or obstacles that your Member State had to overcome in designing strategies, structural mechanisms and measures to adapt to the influx of asylum applicants?

The introduction of the Dublin regulation, which led to delaying the entry of asylum seekers into the asylum procedure has been a source of uncertainty and, as a result, has disrupted the forecasting work on migration flows carried out by the OFPRA.

Secondary movements are also sources of disruption: the lack of fluidity in exchanges of information between Member States has had an impact upon the OFPRA's ability to rapidly come to a fully informed decision.

The main difficulties lie in an overly-fragmented asylum system with inadequate management and a housing stock which was under-scaled from the onset. The crisis has enabled France's work to be strengthened on these two points in particular.

6.2. GOOD PRACTICES AND LESSONS LEARNT

Q24. Did or will your Member State undertake a national evaluation of the policies and measures implemented over 2014-2016? If it already took place, please elaborate on the findings.

Not immediately, as the crisis is ongoing.

Q25. Could you identify good practices in your Member State with regards to ensuring flexibility and adaptability of the national asylum system and associated services in order to deal with a changing influx of asylum applicants?

The development of "an expertise of application processing", which has taken the place of purely geographic expertise (i.e., understanding of asylum seekers' countries of origin), has enabled the OFPRA to become more flexible and efficient in processing asylum applications. The same goes for a series of organisational methods and/or asylum application processes over recent years (pooling, appropriate processing, support from referral groups, etc.).

The evacuation of Calais appears to be an example of good practice which has reduced a migratory fixation point and provided a humanitarian response to the situation. The dialogue between France and Britain in this regard has been exemplary.

Q26. What are the key lessons learnt by key national authorities involved over the period 2014-2016? Please elaborate and add as many rows as needed.

| Lessons learnt | Responsible authority/stakeholder |
|---|--|
| 1. A sufficiently large stock of accommodation is required to deal with an influx of 100,000 applicants per year. | Ministry of the Interior |
| 2. Early action is required to avoid the creation of camps or precarious accommodation. | Ministry of the Interior, Ministry responsible for housing |
| 3. National and regional management needs to be strengthened to guarantee the flexibility of the system between the first arrival and the integration of refugees or the return of rejected asylum seekers. | Ministry of the Interior and the Prefect |

ANNEX 1: LIST OF PERSONS INTERVIEWED OR WHO CONTRIBUTED TO THIS STUDY

The interviews and questionnaires were carried out between May and June 2017 by Christelle Caporali-Petit (coordinator of the French National Contact Point of the EMN), Tamara Buschek-Chauvel and Anne-Cécile Jarasse (EMN policy officers), and Olivia Camus (EMN intern).

List of interviews conducted:

Ministry of the Interior, General Directorate for Foreign Nationals in France (DGEF)

Asylum Directorate - DA

- Raphaël Sodini, Director
- Julie Bouaziz, Deputy Director

French Office for the Protection of Refugees and Stateless Persons (OFPRA)

- Sophie Pegliasco, Cabinet Director

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