

EMN FOCUSED STUDY 2017

The changing influx of asylum seekers in 2014-2016: Member State responses

TEMPLATE FOR NATIONAL CONTRIBUTIONS

This template outlines the information that should be included in the National Contributions to this focused study. The indicative number of pages to be covered by each section is provided in the guidance note. For national contributions, the total number of pages should **not exceed 60 pages**, including the questions and excluding the statistical annex. A limit of **25 pages** will apply to the Synthesis Report, in order to ensure that it remains concise and accessible.

The study's outcomes will consist of national reports for every country participating in the EMN, an EU-level synthesis report, and one or more short "EMN Informs", summarising the main results. The study shall be disseminated to policy makers and practitioners through the regular dissemination channels of the EMN. Since the study is topical to policy development, the dissemination plan may also include EU-level and national Conferences. To discuss the study at an EMN Annual Conference could be one option.

Top-line "Factsheet" (National Contribution)

National contribution (one page only)

Overview of the National Contribution – introducing the study and drawing out key facts and figures from across all sections of the Focussed Study, with a particular emphasis on elements that will be of relevance to (national) policymakers.

Increased influx

In the period 2014-2016, the Netherlands also had to deal with an increased influx of asylum seekers. The month of October 2015 marked the peak of this increased influx with 9,965 first asylum applications. The total asylum influx in 2015 was 59,100; the highest number since statistics of the asylum influx have been maintained. After the peak in October 2015, there was a decrease in the influx of asylum seekers.

Crisis management

The increased influx of asylum seekers posed major challenges for the Dutch asylum system. Despite the fact that the asylum system was put to the test, this system endured during the increased influx – albeit with the utmost of efforts in some instances, such as reception. This crisis resistance of the asylum system is thanks to existing intensive cooperation between the organisations within the asylum system, as well as amendments to laws and regulations that came into force in the 1990s as a result of a previous increased influx.

The response to the increased influx can be characterized as crisis management. On a national level, crisis management has been implemented for organisations dealing with the asylum procedure including liaisons and partnerships between authorities at various levels. One of the measures of an organisational nature was establishing the Chain-wide Operational Coordination Centre for Third-country Nationals (KOCV) at the end of November 2015. The KOCV is a logistics centre that still exists and in which the partners of the narrow asylum system are represented. In 2016, the KOCV developed a *Draaiboek Hoge Instroom Asielzoekers* [High Influx of Asylum Seekers contingency plan], with arrangements for all partners within the asylum system on how to upscale and downscale capacities to cope in reception centres.

Challenges and measures

Neither the increased influx, nor its subsequent decrease, has given rise to substantial amendments to the legal framework. However, a number of measures have been implemented in various policy areas. This concerns both new measures and adaptations to existing measures. Almost all measures provide for an increased influx, and not for a decrease. The most important measures taken are in response to the greatest challenges: the identification and registration process, the number of reception centres, the assessment of asylum applications, and the housing of residence permit holders.

Identification and registration

Prior to the asylum application, asylum seekers are identified and then registered by the police. During the high influx, however, capacity and facility issues arose to identify the asylum seekers in a timely manner.

Measures taken to solve these problems are: expanding the number of locations for identification from 1 to 6, and deploying police officers from other units and disciplines for the identification process.

Reception centres

In the Netherlands asylum seekers stay in a reception centre run by the Central Agency for the Reception of Asylum Seekers (COA) during the asylum procedure. The existing system for centrally organised sheltering capacity in reception centres spread throughout the country appeared to be insufficiently flexible to accommodate all asylum seekers at regular reception centres. This placed a great deal of pressure on the system so that measures were necessary, such as an increase in capacity, the introduction of the self-care scheme, and specific accommodation for unaccompanied minor third-country nationals (UAMs).

Assessment of asylum applications

In the period 2014-2016, the backlog of asylum applications increased at the Immigration and Naturalisation Service (IND). There was a shortage of personnel to assess all the asylum applications in good time. Measures taken are among others to increase personnel capacity and the opening of the application centers in the weekends. Also, the statutory decision period for asylum applications was reviewed and an extra 'national application center' has been opened. In addition, two measures were taken to make the asylum procedure more efficient: the introduction of the multi-track policy and the establishment of a list of safe countries of origin.

Housing

Once asylum seekers get a residence permit they are matched to a municipality. The municipality is obliged to find regular housing within six months after matching up. As a result of the increased influx of asylum seekers this process was delayed. This caused reception centres to become overstretched. Measures were taken to improve progression to the municipalities, such as the realisation of new housing through an adaptation of regulations, among other things.

Reviews

There has been no comprehensive review of the approach to the increased asylum influx and its subsequent decrease, nor has such a review been planned. However, there has been research into the system of reception of asylum seekers, the housing and integration of asylum residence permit holders, and the administrative cooperation during the increased influx of asylum seekers. Sometimes individual measures have also been reviewed.

Section 1: Overview of national context

This section will briefly outline the developments in Member State policies adopted in the timeframe 2014-2016 to manage a changing influx of asylum applicants. NCPs are welcomed to add background information needed to provide a complete overview of the developments in their Member State during this period (e.g. existing asylum influx for 2009-2013 and/or organisational information of Asylum and Migration Policies).

Please note that information about actual measures taken (structural or ad hoc) are covered in Section 2 instead.

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. Please specify when these changes happened and what the goal of each change introduced) was.

Processing the high volume of asylum applications has posed major challenges for Dutch authorities since 2014 and particularly in 2015 and early 2016. On a national level, crisis management has been implemented for organisations dealing with the asylum procedure including liaisons and partnerships. A logistics centre has also been set up. The biggest challenges were the number of reception centre places, the assessment of asylum and family reunification applications, and the housing of residence permit holders. Relatively few changes occurred in laws and regulations. Most of these changes related to the asylum procedure.

Crisis management

In the past, the Dutch government had not proactively placed the increase in the number of asylum seekers on the political agenda, and in the period 2014-2016, as was the case with previous increases in the number of asylum seekers, at a certain point in time one also had to act in a crisis atmosphere.¹ Previous increases in the number of asylum seekers (e.g. at the end of the 1990s)² did not lead to a crisis contingency plan being drawn up. Because of the high influx in the period 2014-2016 a number of limitations in the asylum system³ came to the fore, and the need for intensified cooperation and better coordination of activities in favour of the system were clearly visible.

A stagnating through-flow in the reception centres has made it clear that cooperation between the organisations involved in the asylum procedure had to be intensified and that a good harmonisation and coordination of activities is necessary. During the increased influx an intensification of crisis consultations took place within the asylum system. In this, we made use of national crisis management. This consisted of different forms of cooperation between relevant national organisations and authorities.⁴

Logistics centre

Aiming to manage the increased influx, the Chain-wide Operational Coordination Centre for Foreign Nationals (KOCV) was established at the time of the increased influx at the end of November 2015. The KOCV is a logistics centre in which all partners from the narrow asylum system⁵ within the asylum procedure are represented. The decision is made to keep the KOCV open after the crisis. To learn how to deal with the increased numbers of asylum seekers in the period 2014-2016, the KOCV developed a *Draaiboek Hoge Instroom Asielzoekers* [High influx of asylum seekers contingency plan] in 2016. This contingency plan

¹ Advisory Committee for Migration Affairs (ACVZ) (2017), *Pieken en Dalen* [Ups and Downs], page 31.

² For more information on previous increases in the number of asylum seekers see question 3 in this template)

³ The asylum system is the cooperation between various organisations that play a role in the procedure an asylum seeker undergoes, from entry into the Netherlands to obtaining a residence permit or either voluntary return or forced removal from the Netherlands, including reception centres and housing.

⁴ For more information on cooperation in the crisis management, reference is made to question 6.

⁵ The Central Agency for the Reception of Asylum Seekers (COA), Immigration and Naturalisation Service (IND) and Repatriation and Departure Service (DT&V) jointly form the narrow asylum system.

contains arrangements made with all the cooperating organisations in the asylum system on how to upscale and downscale capacities to cope in reception centres. The idea behind the contingency plan is that resources can be better harmonised with one another due to timely and proper coordination, these can be used more efficiently and bottlenecks can be identified much faster.

Reception centres

In the Netherlands asylum seekers stay in a reception centre run by the Central Agency for the Reception of Asylum Seekers (COA) during the asylum procedure. The existing system for centrally organised sheltering capacity in reception centres spread throughout the country appeared to be insufficiently flexible to accommodate all asylum seekers at regular reception centres. The system came under so much pressure that many emergency accommodations and crisis reception locations had to be fitted out.⁶ The starting point in dealing with the increased numbers of asylum seekers in this period was 'nobody sleeps rough'. That starting point was maintained, everyone was taken care of and sheltered, and got access to essential facilities.⁷ However, sometimes it was necessary to use very large-scale locations with little privacy and lesser living conditions.

Since there was not only a shortage of reception centres, but also too few personnel at organisations such as the National Police, COA and the IND, the 'through-flow' came to a halt and dammed up the reception system. Asylum seekers made use of reception centres for longer periods because applications for residence permits took longer to be dealt with. In addition, beneficiaries of international protection stayed longer in reception centres because the waiting times for definite housing in the municipalities after the granting of a residence permit had increased.

Decisions on asylum applications

In the period 2014-2016, the backlog of asylum applications increased at the IND. It is apparent that the IND had to invest a lot of time and energy in recruiting, training and getting new people familiarized with the work, at a time when an upscaling of staff had to take place. This likewise applies to the Aliens Police Department, Identification and Human Trafficking (AVIM) and COA. The IND needs for instance up to six months to train a new employee, depending on the task that the employee is trained for. In a period in which people need to be trained, fewer applications can be dealt with, the number of settlements at the IND reduces, the backlog for making decisions increases rapidly and (extended) time limits for decision-making threaten to lapse. At the same time, procedures for many asylum seekers could only be started later, because they could not be registered right away due to the lack of capacity and resources at the National Police, who is responsible for registration.⁸ The backlog at the National Police, however, was completely ironed out in 2015, because they had adequately anticipated the high influx by opening additional identification channels.

Housing

Once asylum seekers get a residence permit they are matched to a municipality. The municipality is obliged to find regular housing within six months after matching up. As a result of the increased influx of asylum seekers this process was delayed. This caused reception centres to become overstretched. On 27 November 2015 the government signed an agreement with municipalities and provinces on *timely housing of all residence permit holders*. In the coalition agreement it was agreed that central government, municipalities

⁶ See questions 9 and 10 for more information about concrete measures that were taken.

⁷ Advisory Committee for Migration Affairs (ACVZ) (2017), *Pieken en Dalen* [Ups and Downs], page 29.

⁸ See questions 9 and 10 for more information about concrete measures that were taken to solve these issues.

and housing associations will create additional housing facilities for 14,000 beneficiaries of international protection. In order to realise these housing facilities, several measures have been agreed to.⁹

Amendments to laws and regulations

During the period 2014-2016, there were relatively few amendments to laws and regulations. It was apparent that the legal framework that arose after review of the aliens legislation in 2001 could largely remain in place. That review was a response to the issues that had caused the high influx at the end of the 1990s. Below is a brief summary of amendments that took place:

- In November 2015 the government proposed a change in the law to raise the maximum sentence for the smuggling of persons in order to combat the smuggling of persons.
- The Netherlands has a general asylum procedure of 8 days and an extended asylum procedure for applications in which a decision cannot be made within those 8 days.¹⁰ For a more efficient structure of the asylum procedure and to avoid further increasing the waiting times for asylum seekers, which increased considerably in 2015 because of the high influx, the multi-track policy was introduced with effect from 1 March 2016. Different procedures (tracks) are used for different target groups within the multi-track policy. By implementing certain changes to the procedures within these tracks, the asylum procedure can take place in a more efficient manner. The IND determines at an early stage (registration phase) which procedure (track) will be followed for the asylum application.¹¹
- With effect from 14 November 2015 the Netherlands has a national list of 'safe countries of origin'.¹² For an asylum seeker originating from a safe country of origin, this means that, in principle, it is assumed that he/she is not eligible for international protection. The applicant may, however, put forward substantial reasons why the country is not safe in his/her specific case. This means that a heavier burden of proof rests with the third-country national to make it plausible that he/she is eligible for international protection.¹³ The multi-track policy makes it possible to assess applications from asylum seekers from safe countries of origin in an accelerated procedure.
- As a result of the increased influx of asylum seekers in 2015, the Minister of Migration decided in February 2016 to temporarily extend the decision period for asylum applications to 15 months. Previously, the IND had, in principle, 6 months to handle the asylum application. The extension is in line with Article 31 of the Procedures Directive, which gives Member States the opportunity to extend the decision period if "a large number of third-country nationals simultaneously apply for international protection, making it very difficult in practice to complete the procedure within the six month time limit".¹⁴
- In September 2016, the government proposed extending the maximum decision period for applications for family reunification of beneficiaries of international protection from 6 to 9 months. Nine months is also the maximum decision period permitted in the EU Family Reunification Directive.¹⁵ The reason for this change is the substantial increase in the number of applications for family reunification from beneficiaries of international protection.

⁹ See questions 9 and 10 for more information about concrete measures that were taken.

¹⁰ For further information on the asylum procedure see: <https://www.rijksoverheid.nl/onderwerpen/asielbeleid/vraag-en-antwoord/procedure-asielzoeker>. Consulted on 4 December 2017.

¹¹ See questions 9 and 10 for more information on the multi-track policy.

¹² The list of countries is incorporated in Annex 13 of the Aliens Regulations

¹³ *Parliamentary Papers II*, 2015-2016, 19 637, no. 2076

¹⁴ Article 31 of Directive 2013/32/EU (Procedures Directive). *Parliamentary Papers II*, 2015-2016, 19637, no. 2124.

¹⁵ *Parliamentary Papers II*, 2016-2017, 34544, no. 3.

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 a changing asylum influx is not stipulated in legislation or policy. However, the Dutch government refers to terms such as a 'high' or 'increased' asylum influx in the explanatory notes of its policy proposals in response to the increased influx of asylum seekers in 2015.¹⁶ At the peak of the asylum influx in 2015, the government referred to 'an untenably high influx'.¹⁷ However, this concept has not been defined.

The Ministry of Justice and Security distinguishes between four scenarios to define the extent of the asylum influx: normal, high, very high and extremely high influx of asylum seekers. *Normal* influx is defined as when a maximum of 1500 first asylum applications are submitted per week, *high* influx is when there are more than 1500 but fewer than 2500, *very high* influx is at more than 2500 but fewer than 3500, and *extremely high* influx is at more than 3500 first asylum applications per week.¹⁸

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? Please consider previous experiences of influx when defining the fluctuations over 2014-2016 and substantiate your answer below, giving also an overview of the baseline of your Member State in reference to migration flows and the definition of preparedness used in your Member State.

Yes, the Netherlands previously had an increased influx of asylum seekers in the 1990s. The asylum influx increased at the end of the 1980s and peaked in 1994. In the peak year of 1994, 52,575 asylum seekers came to the Netherlands, mainly as a result of wars in former Yugoslavia and Afghanistan.¹⁹ The increased influx of asylum seekers continued in this period until 2000-2001.

In response to the increased influx in the 1990s, which started in the late 1980s and continued until 2000-2001, various measures were taken to consolidate the Dutch asylum system against the fluctuating asylum influx. The three most important measures taken with a view to consolidating the asylum system are (1) the Application Centres, (2) the accelerated asylum procedure, and (3) the so-called one-status system.

(1) Application Centres

In order to streamline and accelerate the asylum procedure, the IND set up Application Centres in 1994. These are locations where asylum seekers submit their applications and where they are then identified and

¹⁶ Administrative Agreement on Increased Influx of Asylum Seekers, 27 November 2015 (*Parliamentary Papers II*, 2015-2016, 19637, no. 2107).

¹⁷ Letter to the Dutch House of Representatives, European asylum issue, 8 September 2015 (reference 682347).

¹⁸ *Draaiboek Hoge Instroom Asielzoekers* [High influx of asylum seekers contingency plan]: *Vooruitziend, voorspellend en in samenhang* [Looking ahead, predictive and in coherence], 13 June 2016. To learn how to deal with the increased numbers of asylum seekers in the past few years, the KOCV developed a *Draaiboek Hoge Instroom Asielzoekers* [High influx of asylum seekers contingency plan]. This contingency plan contains arrangements made with all cooperating organisations within the asylum policy on how to upscale and downscale capacities to cope in reception centres. The KOCV was established in 2015 to better manage all logistics in the first phase of the application procedure. Responsibility for KOCV falls under the Migration Coordination Department (DRM) at the Ministry of Justice and Security, but in practical terms it is controlled by the Asylum Subcommittee.

¹⁹ NRC (newspaper). (2016). *Sjoemelen politici met asielcijfers? En 62 andere vragen over asielzoekers* [Do politicians cheat with asylum statistics? And 62 other questions about asylum seekers]. <http://www.nrc.nl/nieuws/2016/03/07/de-draad-kwijt-in-het-asieldebate-hier-vind-je-de-antwoorden#lightbox>. Consulted on 27 November 2017.

registered. These Application Centres made it possible to introduce an accelerated procedure (see point 2).

(2) Accelerated asylum procedure

In 1994, an accelerated procedure was introduced in which a decision could be made within 24 hours on asylum applications that were manifestly unfounded. The so-called 24-hour procedure made it possible to reject these asylum applications quickly and to turn the applicant away from the reception centre.

In 1998, the 24-hour procedure was extended to a 48-hour procedure.²⁰ This extension of the accelerated procedure made it possible to improve the quality of the asylum procedure, because the extra time allows for further investigation into, for example, the nationality, identity and travel route. In addition, the extension increases the 'ability for assessment of the manifestly unfounded or inadmissibility of the asylum application'.²¹ This means that more asylum applications could be dealt with in the accelerated procedure.

In 2010, the asylum procedure was reviewed. The result of this review was the introduction of a General Asylum Procedure (AA procedure) and an Extended Asylum Procedure (VA procedure). The AA procedure takes 8 days and entails more guarantees than in the former 48-hour procedure. During the AA procedure, the IND can decide that the period of 8 days is not enough to make a decision on the asylum application. In such a case, the asylum application is referred to the VA procedure. The time limit for a decision on the asylum application in the VA procedure is 6 months. In response to the increased influx in 2015, this time limit was temporarily extended by 9 months.

(3) One-status-system

At the end of the 1990s, the aliens legislation was reviewed. The ambition to review the aliens legislation was stipulated in the Coalition Agreement for the period 1998-2002.²² The increased influx in the 1990s revealed various shortcomings in immigration law, for example, in respect of the asylum procedure as well as residency status aspects for asylum seekers and beneficiaries of international protection. A key element in the reviewed aliens legislation is the one-status-system.²³ This means that the distinction between the status granted on the basis of the Geneva Convention and on grounds of subsidiary protection is annulled. Accordingly, the same rights are granted to beneficiaries of international protection who benefit from protection based on the Geneva Convention and on subsidiary protection grounds. A direct result of this change is the simplification of procedures and a decline in the number of cases where legal proceedings continued. On the whole, it can be said that uniformity in the system of granting status has led to a 'simplification' of the asylum system (admission, reception and return).²⁴

²⁰ *Parliamentary Papers II*, 1998-1999, 19637, no. 394.

²¹ *Ibid.*

²² *Parliamentary Papers II*, 1997-1998, 26024, no. 10.

²³ *Parliamentary Papers II*, 1998-1999, 26732, no. 3.

²⁴ *Ibid.*

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.

Please indicate: Yes / No

If **yes**, please fill out the field below and continue with question 6. If **no**, please go to question 5.

Yes, 2015 was an exceptional year where it concerns the influx of asylum seekers. Ever since migration statistics have been maintained, the influx of asylum seekers has never been as high as it was in 2015.²⁵ The total influx in 2015, consisting of first asylum applications, repeat asylum applications, and applications from family members of beneficiaries of international protection, reached 59,100. This is almost double in comparison to the influx in the previous year, in 2014 (29,890). An *increase* in the influx of asylum seekers can be seen in the period from May to October 2015. In the month of May 2015, 2,250 asylum seekers arrived. This number grew significantly in the next few months: the influx of asylum seekers was 2,925 in June, 2,980 in July, 5,325 in August, and 6,425 in September. In October 2015 the influx reached its peak at 9,965.

After the peak in October 2015 a *decrease* in the influx can be seen. In the month of November 2015 there were 6,225 asylum seekers, 3,375 in December 2015, 2,540 in January 2016, 1,760 in February 2016, 1,225 in March 2016 and 920 in April 2016. After that, the number of asylum seekers rose again to some extent, then levelled off and has continued on the same level since then with minor fluctuations. In May 2016 there were 985 asylum seekers, 1,015 in June, 1,420 in July, 1,665 in August, 1,940 in September, and 2,010 in October.

Prior to the peak in 2015-2016 there were also two smaller fluctuations in the asylum influx, namely in May and September in 2014. In April 2014 (2,600) the number of asylum seekers doubled in comparison to March 2014 (1,365). This volume grew in May 2014 to 3,440. After that the number dropped again. In June 2014 the asylum influx was 1,760. After this decline a new increase occurred, which peaked in September 2014 (2,990). After this peak, there was another drop which consequently rose in 2015 in line with the increase in the period 2015-2016 described above.

Source statistics: Eurostat

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.

Note: only to be filled out if the answer to question Q4 was no

N/A

²⁵ Central government. (2016). *Totale instroom 2015 was 59.100* [Total influx for 2015 was 59,100]. <https://www.rijksoverheid.nl/actueel/nieuws/2016/01/08/totale-instroom-2015-was-59-100>. Consulted on 27 November 2017.

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?

During the increased influx there was mainly an intensification of crisis consultations within the existing chain. In this, use was made of national crisis management. This consisted of different forms of cooperation between relevant national organisations and authorities. Use of national crisis management has led to greater cooperation.

The **National Crisis Centre (NCC)** coordinates the national strategy to cope with disasters and crisis when multiply ministries are involved. Every ministry has a coordination center for crisis management, that takes measures on policy level in order to deal with crises. The NCC is part of the National Coordinator for Security and Counterterrorism and supports these coordination centers. The crisis management is the political-administrative and strategic consultation within the NCC. During the increased influx the emphasis was mainly on the creation of reception capacities.

In August 2015 a temporary **Ministerial Committee on Migration (MCM)** was established, consisting of all the most relevant ministers and supported by the Migration Policy Department. The purpose of the MCM was to take measures and to prepare proposals for the Dutch and European situation, for decision-making in the cabinet. This has resulted in a Task force for the Employment and Integration of Refugees, an Administrative Agreement on Housing, and a package of measures in respect of asylum seekers and beneficiaries of international protection participating in education.²⁶

In October 2015, the **High Influx Consultation (HIO)** was set up for the purpose of controlling the asylum system on a tactical level, and to harmonize capacities with each other. In the course of 2016 the HIO was discontinued.

During the increased influx, the municipalities were supported in finding solutions for the housing of beneficiaries of international protection through the **Platform Opnieuw Thuis** [Home again platform]. Furthermore, the **Support Team for Asylum Seekers and Residence Permit Holders (OTAV)** was established to support municipalities in the reception of asylum seekers as well as the housing, healthcare, education, health and participation of residence permit holders. OTAV has a helpdesk function where municipalities can find assistance with questions on housing laws and regulations.

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? Please elaborate on such cooperation and its impacts. If relevant, a reference to relocation agreement can be included.

In the period 2014-2016, the Netherlands did have consultations and sought cooperation with Member States

²⁶ In order to tackle the increased influx of asylum seekers adequately, the government asked the municipalities to tackle this issue "shoulder to shoulder" in September 2015. The arrangements made between the municipalities and the government were stipulated in an **Administrative Agreement** concluded on 27 November 2015. The agreement focuses in particular on immediate issues concerning the reception of asylum seekers and housing of residence permit holders, as well as measures relating to participation and social counselling. On 28 April 2016 the **'Development Agreement on the Increased Influx of Asylum Seekers'** was established. This agreement primarily provides for the consequences of the additional increase of residence permit holders in municipalities, and pays attention to the themes of employment and integration as well as education and healthcare.

outside the arrangements that the Netherlands made on an EU level.

As a result of increased numbers of illegal foreigners staying in the Netherlands who try to reach the United Kingdom via Dutch seaports, the Netherlands has intensified its cooperation with the border control authorities of the United Kingdom and Belgium (see questions 9 and 10, measure 1.4. Intensifying cooperation with border control authorities of the United Kingdom and Belgium). To this end, a joint declaration was signed in November of 2015, which contains a number of concrete operational measures.

In 2016, the Netherlands made arrangements with Germany within the context of the takeover of so-called Dublin Claimants.²⁷ Dublin Claimants are third-country nationals who have done their first registration in one Member State – and thus fall under the Dublin Regulation, so they must submit their asylum application to this Member State – but, after registration, wanted to submit a new asylum application in another Member State. The arrangement between the Netherlands and Germany meant that Germany took back approximately 450 third-country nationals.

In addition to this cooperation with Member States, the Netherlands also collaborates with Member States in the context of EU-wide arrangements. For example, the Netherlands has undertaken commitments in relation to the EU-wide Relocation Scheme and Resettlement Scheme. Consultations take place with Member States for the implementation of these arrangements, for example, with Italy in relation to the Relocation Scheme.

In terms of returns, collaboration with other Member States has intensified. The Repatriation & Departure Service (DT&V) has an EU-wide network and takes part in EU projects, which entails collaboration on an operational level with other Member States in its contact with countries of origin, to eventually be able to realise more returns. This network and these projects already existed before the increased influx, but were used more intensively during the increased influx and in its aftermath, also because the topic of returns has been high on the European agenda since September 2015 (as a result of the EU Action Plan on Return by the European Commission of 9 September 2015).

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.

The Netherlands experienced the consequences of the increased influx in Germany. This specifically refers to the increased number of Dublin Claimants in the Netherlands. A significant number of asylum seekers who were already registered in Germany subsequently submitted an asylum application in the Netherlands. It is suspected that this is due to the sharply increasing waiting times for an asylum procedure in Germany.

²⁷ For more information see <https://www.volkskrant.nl/binnenland/nederland-stuurt-450-asielzoekers-terug-naar-duitsland~a4376880/>. Consulted on 19 December 2017.

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

The purpose of this second section is to provide a detailed overview of the responses of the Member States to the fluctuations of number of asylum applications over the period 2014 to 2016.

This Section should be completed only by Member States who experienced a change in the influx of asylum applications.

It first starts with a table where NCPs are asked to indicate the specific area where measures were taken and which was impacted as a result (Q9). This is a short overview of table to understand which areas were impacted by the various Member States. The question that follows (Q10) maps in detail the specific details of each of the measures taken.

2.1 MEASURES TAKEN, THEIR IMPACT AND RESPONSES TO THE CHANGING INFLUX IN MEMBER STATES THAT EXPERIENCED A CHANGE IN THE INFLUX OF ASYLUM APPLICANTS

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.

Additional details on the measures are requested in the tables below under question 10. Therefore please only briefly highlight all measures taken.

| 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 | Yes | With effect from September 2015 | <p>1.1. Intensification of Mobile Security Monitoring (MTV)²⁸ at internal borders with Belgium and Germany.</p> <ul style="list-style-type: none"> - <i>Impact:</i> Since the intensification, the number of apprehensions have risen per week²⁹ - The measure was taken in response to the increased asylum influx. |
| | Yes | During the entire period (2014-2016) | <p>1.2 Intensifying exit checks at external borders: Dutch ports.</p> <ul style="list-style-type: none"> - <i>Impact:</i> Due to this intensification of |

²⁸ What is Mobile Security Monitoring (MTV)? Mobile Security Monitoring is a check on people who travel from Belgium or Germany to the Netherlands, and is carried out by KMar (the Royal Netherlands Marechaussee). The aim of Mobile Security Monitoring includes counteracting illegal stay, smuggling of persons, and document fraud at the earliest possible stage. Mobile Security Monitoring is carried out in the area directly across the border. KMar mainly checks on the basis of risk profiles and does random checks. In the context of Mobile Security Monitoring, checks take place in trains, on waterways, of air traffic and on roads.

²⁹ See also question 17a for more information on the consequences of the measure.

| | | | |
|---|-----|--------------------------------------|---|
| | | | <p>checks, more 'stowaways' are detected.³⁰</p> <ul style="list-style-type: none"> - The measure was taken in response to the increased asylum influx. |
| | Yes | During the entire period (2014-2016) | <p>1.3. Intensifying structural information exchange between employees at the Ministry of Justice and Security (JenV), Royal Netherlands Marechaussee (KMar) and Transport and Logistics Nederland (TLN).</p> <ul style="list-style-type: none"> - <i>Impact:</i> Due to this intensification of checks, more 'stowaways' are detected.³¹ - The measure was taken in response to the increased asylum influx. |
| | Yes | With effect from November 2015 | <p>1.4. Intensifying cooperation with border control authorities of the United Kingdom and Belgium.</p> <ul style="list-style-type: none"> - <i>Impact:</i> Due to this intensification of checks, more 'stowaways' are detected. - The measure was taken in response to the increased asylum influx. |
| 2 Reception centres / accommodation arrangements and other housing | Yes | With effect from November 2015 | <p>2.1 Increasing technical capacity.³²</p> <ul style="list-style-type: none"> - <i>Impact:</i> Reception of the significantly increased number of asylum seekers. - The measure was taken in response to the increased asylum influx. |
| | Yes | With effect from November 2015 | <p>2.2 Introduction of a new administrative cooperation structure.</p> <ul style="list-style-type: none"> - <i>Impact:</i> Contact has been well maintained at different levels, and measures and capacity could be well-harmonised with |

³⁰ See also question 17a for more information on the consequences of the measure.

³¹ See also question 17a for more information on the consequences of the measure.

³² This was realised by making use of sports halls and recreation areas and the placing of (temporary) buildings, opening up new locations and using emergency accommodations and crisis reception locations.

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| | | | <p>each another.</p> <ul style="list-style-type: none"> - The measure was taken in response to the increased asylum influx. |
| Yes | With effect from February 2016 | <p>2.3 Introducing a temporary subsidy scheme for property managers for the realisation of new housing.</p> <ul style="list-style-type: none"> - <i>Impact:</i> Realising additional housing facilities for 14,000 residence permit holders. - The measure was taken in response to the increased asylum influx. | |
| Yes | With effect from December 2015 | <p>2.4 Easing of regulations for housing corporations.</p> <ul style="list-style-type: none"> - <i>Impact:</i> Housing corporations are enabled to provide services to residents of buildings that have been made available by third parties for the housing of residence permit holders. - The measure was taken in response to the increased asylum influx. | |
| Yes | With effect from November 2015 | <p>2.5 Letting of government premises to municipalities.</p> <ul style="list-style-type: none"> - <i>Impact:</i> Government premises from the existing stock are let to municipalities to accommodate residence permit holders. - The measure was taken in response to the increased asylum influx. | |
| Yes | With effect from January 2016 | <p>2.6 Establishing the Accelerated Municipal Housing Scheme.</p> <ul style="list-style-type: none"> - <i>Impact:</i> Residence permit holders are housed in temporary homes for a maximum period of 24 months. - The measure was taken in response to the increased asylum influx. | |
| Yes | With effect from | <p>2.7 Introduction of the Self-care scheme.</p> <ul style="list-style-type: none"> - <i>Impact:</i> In practice, very little use is | |

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| | | November 2015 | <p>made of this.</p> <ul style="list-style-type: none"> - The measure was taken in response to the increased asylum influx. |
| | Yes | With effect from December 2016 | <p>2.8 Change of prioritization in Housing Allocation Act.</p> <ul style="list-style-type: none"> - <i>Impact:</i> Due to an amendment in the Housing Allocation Act, priority for beneficiaries of international protection has been withdrawn to prevent displacement of regular housing seekers in the public housing market by preventing an increased influx of beneficiaries of international protection. - The measure was taken in response to the increased asylum influx. |
| | Yes | With effect from January 2016 | <p>2.9 Implementation of a small-scaled reception model for unaccompanied minor asylum seekers.</p> <ul style="list-style-type: none"> - <i>Impact:</i> The new reception model for UAMs focuses on small-scaleness. Youths are not transferred more often than is necessary, and continuity is guaranteed in their reception, counselling and education. - The measure was taken in response to the increased asylum influx. |
| | Yes | With effect from March 2016 | <p>2.10 Drawing up improvement measures for the protected reception of unaccompanied minor third-country nationals.</p> <ul style="list-style-type: none"> - <i>Impact:</i> In July 2016, the risk assessment instrument was taken into service. Further, a safety plan has been drawn up, residents' meetings are held on a regular basis, and a complaints procedure has been developed. - The measure was taken in response to the increased asylum influx. |
| 3. Wider reception services (social services, health) | Yes | With effect from November 2015 | <p>3.1 Raised budget for social counselling of beneficiaries of international protection, offering practical assistance, and improving integration and participation.</p> |

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| <p>services), rights afforded to applicants</p> | | | <ul style="list-style-type: none"> - <i>Impact:</i> The measure mainly consists of an increase in the financial contribution to municipalities for the social counselling of beneficiaries of international protection. - The measure was taken in response to the increased asylum influx. |
| <p>4. Registration process of the asylum seeker</p> | <p>Yes</p> | <p>With effect from September 2015³³</p> | <p>4.1 Changes in the identification and registration process of third-country nationals.</p> <ul style="list-style-type: none"> - <i>Impact:</i> To speed up the identification process, additional locations have been set up for the identification and registration of third-country nationals.³⁴ - The measure was taken in response to the increased asylum influx. |
| | <p>Yes</p> | <p>With effect from September 2014</p> | <p>4.2 Pooling the expertise in Municipal Personal Records Database (BRP) fast-tracks³⁵</p> <ul style="list-style-type: none"> - <i>Impact:</i> This accelerates the procedure for registration in the BRP, the issuing of a Citizen Service Number and (in the long term) the issuing of residence documents. Subsequent registration in the BRP at the municipalities of final residence is then merely a matter of transfer, and is therefore faster and easier. - The measure was taken in response to the increased asylum influx. |
| | <p>Yes</p> | <p>With effect from the beginning of 2015</p> | <p>4.3 Implementation of the Central Identity Details and Identification System kiosk (BVID kiosk)</p> <ul style="list-style-type: none"> - <i>Impact:</i> The BVID kiosk is used for taking |

³³ The identification channel at Ter Apel is a 'permanent' identification channel. In addition to the identification channel at Ter Apel, a temporary identification channel was opened in Budel in September 2015. Aside from Budel, five other 'temporary' identification channels have been designated, which can be activated for a high influx.

³⁴ Additional opening of an application center.

³⁵ At a BRP fast-track, third-country nationals with an asylum residence permit can already be registered in the Municipal Personal Records Database (BRP) during the general asylum procedure.

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| | | | <p>electronic fingerprints of the asylum seeker and for taking a facial photograph of the asylum seeker. The BVID kiosk is also used to scan any travel or identity documents.³⁶</p> <ul style="list-style-type: none"> - This measure was already planned. |
| Yes | With effect from May 2016 | 4.4 Checking of data carriers such as "smartphones". | <ul style="list-style-type: none"> - <i>Impact:</i> The quality of identity verification has improved. In suspicious cases, the data carriers are then transferred for digital forensic investigation to the investigative authorities outside the identification and registration process (I&R process).³⁷ - The measure was taken in response to the increased asylum influx. |
| Yes | With effect from the end of 2016 | 4.5 Language indication for both documented and undocumented Syrians. | <ul style="list-style-type: none"> - <i>Impact:</i> Due to the language indication, the number of 'pseudo-Syrians' decreased. This language indication has led to improved identity verification. - The measure was taken in response to the increased asylum influx. |
| Yes | With effect from mid-2015 | 4.6 Information governed working Documents Office. | <ul style="list-style-type: none"> - <i>Impact:</i> Experts assess the documents on an information governed working procedure. In the governed working procedure documents can be sorted in advance in respect of cases where additional attention must be paid. - The measure was taken in response to |

³⁶ Justice and Security Inspectorate (2016). *De identificatie van asielzoekers in Nederland* [The identification of asylum seekers in the Netherlands] April 2016

³⁷ *Parliamentary Papers II*, 2015-2016, 19 637, no. 2187. See also response AHQ on 2017.1180 - Mobile device information

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| | | | the increased asylum influx. |
| | Yes | With effect from November 2015 | <p>4.7 Establishing the System-wide Operational Coordination Centre for Foreign Nationals (KOCV)</p> <ul style="list-style-type: none"> - <i>Impact:</i> In the short term, the KOCV coordinates the identification of asylum seekers (it determines which identification channels are opened and arranges the transportation of asylum seekers). In the long term, the aim is to develop system-wide practices, procedures and instructions for organisations cooperating in the immigration system.³⁸ - The measure was taken in response to the increased asylum influx. |
| 5. Asylum procedure (at first and second instance) | Yes | With effect from March 2016 | <p>5.1 Introduction of the multi-track policy.³⁹</p> <ul style="list-style-type: none"> - <i>Impact:</i> By implementing certain changes to the procedures within the tracks, the asylum procedure can take place in a more efficient manner - The measure was taken in response to the increased asylum influx. |
| | yes | With effect from March 2016 | <p>5.2. Drawing up a list of safe countries of origin.</p> <ul style="list-style-type: none"> - <i>Impact:</i> Asylum seekers from safe countries of origin can be dealt with in an accelerated asylum procedure (track 2). - The measure was taken in response to the increased asylum influx. |
| | Yes | With effect from February 2016 | <p>5.3. Broader interpretation of statutory decision period of asylum applications.</p> <ul style="list-style-type: none"> - <i>Impact:</i> The standard decision period of 6 months was extended with 9 months in |

³⁸ Newsletter 55 of Asylum Subcommittee 22 November 2015

³⁹ Different procedures (tracks) are used for different target groups within the multi-track policy.

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| | | | <p>February 2016.</p> <ul style="list-style-type: none"> - The measure was taken in response to the increased asylum influx. |
| | Yes | With effect from October 2015 | <p>5.4. Information letter to asylum seekers about reception and asylum procedure</p> <ul style="list-style-type: none"> - <i>Impact:</i> In order to provide asylum seekers directly with information about the consequences of the nature of the reception and the duration of the asylum procedure as a result of the increased influx an information letter was distributed in October 2015. - The measure was taken in response to the increased asylum influx. |
| 6. Infrastructure, personnel and competencies of the responsible authorities | Yes | With effect from June 2016 | <p>6.1 Development of a 'Draaiboek Hoge Instroom Asielzoekers' ['High influx of asylum seekers contingency plan']</p> <ul style="list-style-type: none"> - <i>Impact:</i> This contingency plan contains arrangements made with all partners within the organisations cooperating in the asylum system on how to upscale and downscale capacities to cope in reception centres (not published). - The measure was taken in response to the increased asylum influx. |
| | Yes | During the whole year 2015 | <p>6.2 Expanding and changing staff complement</p> <ul style="list-style-type: none"> - <i>Impact:</i> Hiring external employees and internal transfers of personnel (e.g. utilising staff from other work processes in the asylum procedure, the opening of an additional national admission center and the opening of admissioncenters during the weekends). - The measure was taken in response to the increased asylum influx. |
| | Yes | With effect from January 2016 | <p>7.1 Raising maximum sentences for the smuggling of persons</p> |

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| | | | <ul style="list-style-type: none"> - <i>Impact</i>: Raising maximum sentences.⁴⁰ - The measure was taken in response to the increased asylum influx.⁴¹ |
| 7. Law enforcement | Yes | With effect from the beginning of 2016 | <p>7.2 Developing a coordinated comprehensive local strategy to prevent nuisance by a group of asylum seekers in the vicinity of Reception Centres (AZCs).</p> <ul style="list-style-type: none"> - <i>Impact</i>: Organisations cooperating in the asylum system and municipalities work intensively together in their aim to tackle troublesome third-country nationals, either under criminal law, immigration law or administrative law.⁴² - The measure was taken in response to the increased asylum influx. |
| | Yes | With effect from December 2015 | <p>7.3 Setting up four Flexible Intervention Teams (FIT).</p> <ul style="list-style-type: none"> - <i>Impact</i>: Since 1 December 2015, four FIT teams have been fully focused on combating the smuggling of persons and trafficking in human beings.⁴³ - The measure was taken in response to the increased asylum influx. |
| | Yes | With effect from the beginning of 2014 | <p>7.4 Intensification of national cooperation structure to gain a better insight into the increased migration flow of Eritreans and Syrians.</p> <ul style="list-style-type: none"> - <i>Impact</i>: In the period from May to October 2014, more than 230 people were registered for incidents relating to the smuggling of persons. Furthermore, more than 110 suspects were apprehended. - The measure was taken in response to the increased asylum influx. |

⁴⁰ *Parliamentary Paper* 34 345, no. 5 Amendment to the Penal Code in respect of the raising of maximum sentences for the smuggling of persons

⁴¹ This measurement was in particular taken as a reaction of the increase of nuisance.

⁴² *Parliamentary Papers II*, 2016-2017, 19637, no. 2268.

⁴³ For more information see: <https://www.politie.nl/nieuws/2016/januari/22/interventieteams-in-strijd-tegen-mensensmokkel.html>. Consulted on 27 November 2017.

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| 8. Integration during the asylum procedure | Yes | With effect from the autumn of 2015 | <p>8.1 Considerable expansion of educational capacity in and around reception centres.⁴⁴</p> <ul style="list-style-type: none"> - <i>Impact:</i> The educational capacity in and around reception centres has been expanded. - The measure was taken in response to the increased asylum influx. |
| | Yes | With effect from October 2015 | <p>8.2 Making available and updating teaching methods for Dutch as a Second Language (NT2).</p> <ul style="list-style-type: none"> - <i>Impact:</i> Since 2014, the capacity of NT2 courses has nearly tripled. At this point in time, 500 NT2 teachers are being trained per year.⁴⁵ - The measure was taken in response to the increased asylum influx. |
| | Yes | With effect from 2016 | <p>8.3 Improving the expertise of teachers on traumas that could distress asylum-seeking children.</p> <ul style="list-style-type: none"> - <i>Impact:</i> In 2016, a programme was developed to improve the expertise of teachers on traumas. For example, an online course was developed for teachers in primary and secondary education. - The measure was taken in response to the increased asylum influx. |
| | Yes | With effect from 2014 | <p>8.4 Information campaign for education welfare officers on unaccompanied minor third-country nationals</p> <ul style="list-style-type: none"> - <i>Impact:</i> In 2016, additional information was given to education welfare officers. - The measure was taken in response to the increased asylum influx. |
| | Yes | With effect from 2016 | <p>8.5 Language lessons for promising asylum seekers</p> |

⁴⁴ *Parliamentary Papers II*, 2015-2016, 34334, no. 22.

⁴⁵ *Parliamentary Papers II*, 2016-2017, 34334, no. 24.

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| | | | <ul style="list-style-type: none"> - <i>Impact:</i> With effect from 2016, promising asylum seekers have the opportunity to take part in language lessons given at reception centres.⁴⁶ The objective is that for the vast majority of promising asylum seekers, it will be possible to take part in NT2 language lessons at a reception centre in their neighbourhood as from the spring of 2017.⁴⁷ |
| | Yes | With effect from June 2016 | <p>8.6 Training language volunteers</p> <ul style="list-style-type: none"> - <i>Impact:</i> In June of 2016 the training of language volunteers commenced. This training is geared towards ensuring that volunteers learn how to support asylum seekers in learning the Dutch language. - The measure was taken in response to the increased asylum influx. |
| | Yes | With effect from 2016 | <p>8.7 Possibility to do voluntary work</p> <ul style="list-style-type: none"> - <i>Impact:</i> To be able to link up asylum seekers, beneficiaries of international protection, and civil society organisations to each other, the Ministry of Social Affairs and Employment (SZW) has made EUR 1 million available. The voluntary work consists of activities that an organisation normally has carried out unpaid. The work may therefore not substitute a paid job.⁴⁸ - The measure was taken in response to the increased asylum influx. |
| 9. National Security | Yes | Period from February – April 2016 | <p>9.1 Checking the identification and registration process</p> <ul style="list-style-type: none"> - <i>Impact:</i> The identification and registration process that initially served merely for the |

⁴⁶ Promising is understood to mean people with nationalities that have a good chance of getting a residence permit. In November 2016 that especially meant Syrians and Eritreans.

⁴⁷ *Parliamentary Papers II*, 2015-2016, 34334, no. 23.

⁴⁸ For more information see <http://www.pharos.nl/nl/kenniscentrum/projectenoverzicht/52/aan-de-slag-vrijwilligerswerk-voorasielzoekers> and <https://www.rijksoverheid.nl/actueel/nieuws/2016/08/13/meer-vluchtelingen-gaan-vrijwilligerswerk-doen>. Consulted on 02 January 2017.

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| | | | <p>identification and registration of asylum seekers, has been changed.⁴⁹ Since that time, the activities carried out in this process also focus on the early detection of any signs that may provide evidence of terrorism or other forms of crime.⁵⁰</p> <ul style="list-style-type: none"> - The measure was taken in response to the increased asylum influx. |
| | Yes | With effect from January 2017 | <p>9.2 National Management Committee on Radicalisation</p> <ul style="list-style-type: none"> - <i>Impact:</i> On 27 January 2017, the first National Management Committee on Radicalisation in the immigration system took place under the chairmanship of the National Coordinator for Security and Counterterrorism (NCTV).⁵¹ - The measure was taken in response to the increased asylum influx. |
| | Yes | With effect from the autumn of 2014 | <p>9.3 System-wide courses on Radicalisation</p> <ul style="list-style-type: none"> - <i>Impact:</i> Employees at COA are being trained to especially focus on security issues. The Dutch Training Institute for Combating Radicalisation (ROR), which has been operational since September 2015, will also provide training courses for professionals (in the broadest sense) in the Security, Counterterrorism and Immigration system.⁵² - The measure was taken in response to the increased asylum influx. |

⁴⁹ *Parliamentary Papers II*, 2015-2016, 19637, no. 2187

⁵⁰ *Parliamentary Papers II*, 2016-2017, 19637, no. 2272

⁵¹ *Ibid.*

⁵² *Parliamentary Papers II*, 2015-2016, 29754, no. 355

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).

1. Border Control

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| 1. Border Control | <u>1.1. Intensification of Mobile Security Monitoring (MTV)⁵³ at internal borders with Belgium and Germany</u> | |
| | a) Year and month the measure was established | With effect from September 2015 |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | 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 to an existing measure |
| | <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Ad hoc measure |
| | Type of measure: | Specific interinstitutional / multi-agency <u>working group</u> on the situation |
| | Other elements | |

⁵³ *Parliamentary Papers II*, 2015-2016, 19 637, no. 2077, *Parliamentary Papers II*, 2015-2016, 19 637 no. 2180, *Parliamentary Papers II*, 2015-2016, 19637, no. 2122, *Parliamentary Papers II*, 2015-2016, Appendix no. 3471

The changing influx of asylum seekers in 2014-2016: Member State responses

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| c) General aim of the measure (what was intended?) | The aim of intensifying Mobile Security Monitoring (MTV) is to combat irregular migration. By intensifying the checks, KMar monitors the residence status of people and combats cross-border crime, such as smuggling of persons, trafficking in human beings, and identity fraud. In this way, substantial risks to national security and public order are overcome. After all, the idea is to prevent incidents, such as asylum seekers perishing in trucks. In addition, the checks also provide an insight into migration flows, which can be used to tighten up risk analyses. |
| d) Intended and actual duration of the measure | With effect from September 2015, Mobile Security Monitoring at internal borders with Belgium and Germany have been intensified. On 2 March 2016 these checks were extended for six months. Mobile Security Monitoring was discontinued on 1 September 2016. Although this authority for checking was extended in March, in daily practice the checks decreased, as they caused a lot of nuisance for traffic and transports in the Netherlands. Since September no further extension was requested. ⁵⁴ The focus then shifted from the Dutch internal borders to protecting external borders by the Border Security Team. ⁵⁵ |
| e) Key elements of the measure (description of the measure) | <p>Mobile Security Monitoring is a check carried out by KMar. These checks take place randomly on the basis of information and intelligence on roads, in trains and at airports on arrival of flights from the Schengen Area. KMar also has the authority to carry out checks on waterways, but this is not done in practice.</p> <p>The intensifying measures mean that, on the basis of risk analyses by the multidisciplinary team (MDT), checks on the smuggling of persons and violent jihadism on certain routes have been intensified in the border zone. The duration and frequency of the number of checks was doubled. For example, six trains per line and at most forty trains in total were allowed to be checked. On roads, KMar was allowed to carry out checks twelve hours per day instead of six. More trucks were checked than in the period prior to the increased influx.</p> |
| f) Authorities involved in <u>drafting</u> the measure | The Minister of Migration is responsible for extension of the Mobile Security Monitoring. |

⁵⁴ Discontinuation of Article 4.17b of the Aliens Decree, 9 September 2016.

⁵⁵ See also question 7 for more information on the Border Security Team.

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| | g) Authorities involved in <u>proposing and approving</u> of each measure | The proposal was made by the Ministry of Justice and Security. It was adopted by the Dutch House of Representatives. |
| | h) Authorities implementing measures | KMar, supported by the Ministry of Defence and the Army Command Support Group (CLAS). ⁵⁶ |

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| 1. Border control | 1.2 <u>Intensifying exit checks at external borders: Dutch ports</u> | |
| | a) Year and month the measure was established | During the entire period (2014-2016) |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | 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 to an existing measure |
| | <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Ad hoc |
| | Type of measure: | <ul style="list-style-type: none"> - <u>Resources</u> (staff or financing) - Increase of availability of information |

⁵⁶ Evaluation MSOB CLAS [Military Support in the Public Interest - Army Command Support Group], 10 November 2016.

| Other elements | |
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| c) General aim of the measure (what was intended?) | By carrying out exit checks in Dutch ports, KMar tries to track down stowaways. The aim of this measure is not only to combat smuggling of persons, but also to limit the number of victims from a humanitarian point of view. Checks along highways are also intended to improve safety for drivers and to limit losses in the transportation sector. |
| d) Intended and actual duration of the measure | During the entire period 2014-2016. |
| e) Key elements of the measure (description of the measure) | KMar has deployed more capacity in the detection of stowaways in Dutch ports who try to travel to England. Due to this intensification of checks, more 'stowaways' are detected. High fences have been erected at access roads to the harbour and Eurotunnel, and the number of deployed French police officers have increased considerably. Use is also made of private security guards. |
| f) Authorities involved in <u>drafting</u> the measure | The Ministry of Justice and Security. |
| g) Authorities involved in <u>proposing</u> and <u>approving</u> of each measure | The National Police, the army of the Ministry of Defence, KMar. |
| h) Authorities implementing measures | KMar, the army of the Ministry of Defence, shipping companies and the transport sector (TLN). ⁵⁷ |

⁵⁷ For more information see <https://www.rijksoverheid.nl/actueel/nieuws/2016/10/25/aantal-inklimmers-daalt-verder>. Consulted on 28 November 2017.

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| 1. Border control | 1.3 <u>Intensifying structural information exchange between employees at the Ministry of Justice and Security (JenV), Royal Netherlands Marechaussee (KMar) and Transport and Logistics Nederland (TLN)</u>⁵⁸ | |
| | a) Year and month the measure was established | During the entire period (2014-2016) |
| | b) 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 to an existing measure |
| | <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Structural |
| | Type of measure: | - <u>Resources</u> (staff or financing) - Increase of availability of information |
| | Other elements | |
| | c) General aim of the measure (what was intended?) | The aim is to ensure that organisations involved would inform each other about the latest developments (not only about stowaways), so that they are adequately prepared. 'Stowaways' are detected more often due to the mutual exchange of information. |

⁵⁸ Parliamentary Papers II, 2015-2016, Appendix no. 3471.

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| | d) Intended and actual duration of the measure | The exchange of information already existed in 2014 on an ad hoc basis, but it now has a structural, permanent form. |
| | e) Key elements of the measure (description of the measure) | Employees at the Ministry of Justice and Security and at KMar have regular consultations with Transport and Logistics Nederland (TLN) to inform each other about the latest developments. KMar keeps track of the number of 'stowaways'. This information is periodically discussed by the Ministry of Justice and Security. During the consultations, harmonisation also takes place regarding times and measures. For a short while jihadism was also addressed at these consultations. During joint consultations, additional measures are also discussed. |
| | f) Authorities involved in <u>drafting</u> the measure | The implementing organisations (see below). |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | KMar, the army of the Ministry of Defence, and the transport sector TLN. The National Coordinator for Security and Counterterrorism was temporarily affiliated. The parties involved also differed at a local and national level. |
| | h) Authorities implementing measures | KMar, the army of the Ministry of Defence, and the transport sector TLN. ⁵⁹ |

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| Border control | 1.4 <u>Intensifying cooperation with border control authorities of the United Kingdom and Belgium</u> | |
| | a) Year and month the measure was established | With effect from November 2015 |

⁵⁹ For more information see <https://www.rijksoverheid.nl/actueel/nieuws/2016/10/25/aantal-inklimmers-daalt-verder>. Consulted on 28 November 2017.

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| b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| 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 to an existing measure |
| <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Structural |
| Type of measure: | - <u>Resources</u> (staff or financing) - Increase of availability of information |
| Other elements | |
| c) General aim of the measure (what was intended?) | The aim is to improve the exchange of information. |
| d) Intended and actual duration of the measure | The exchange of information already existed on an ad hoc basis, but since November 2015 it has a structural, permanent form. |
| e) Key elements of the measure (description of the measure) | Cooperation with border control authorities of the United Kingdom and Belgium has been intensified. In November 2015, a joint declaration was signed that includes the exchange of information as a concrete measure. There has also been an intended decision by the European transport organisations to establish their own reporting system. ⁶⁰ |

⁶⁰ *Parliamentary Papers II*, 2015-2016, Appendix no. 3471.

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| | f) Authorities involved in <u>drafting</u> the measure | The implementing organisations (see below). To intensify cooperation with the border control authorities of the United Kingdom and Belgium, a joint declaration was signed in November of 2015 which contains a number of concrete operational measures, including the improvement of information exchange. |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | Border control authorities of the Netherlands, United Kingdom and Belgium. |
| | h) Authorities implementing measures | Border control authorities of the Netherlands, United Kingdom and Belgium. |

2. Reception centres

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| 2. Reception centres | 2.1. <u>Increasing technical capacity</u>^{61 62} | |
| | a) Year and month the measure was established | With effect from November 2015 |
| | b) 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 to existing measures |

⁶¹ Administrative Agreement on Increased Influx of Asylum Seekers, 27 November 2015 (*Parliamentary Papers II*, 2015-2016, 19637, no. 2107).

⁶² For more information see <https://www.rijksoverheid.nl/documenten/kamerstukken/2015/10/13/tk-vkc-verzoek-opvang-capaciteit-en-maatregelen>. Consulted on 22 January 2018.

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| | <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Temporary measure |
| | Type of measure: | <u>Emergency/contingency plan</u> Measures to increase capacity at reception centres during a crisis situation. |
| | Other elements | |
| | c) <i>General aim of the measure (what was intended?)</i> | The aim of these measures was to assist and accommodate the significantly increased number of asylum seekers. |
| | d) <i>Intended and actual duration of the measure</i> | During an increased influx. |
| | e) Key elements of the measure (description of the measure) | <p>Because of the increased influx, the existing technical capacity at COA was used. The logistical capacity encompasses the available places at COA. The technical capacity relates to places that can be realised when necessary. An attempt was also made at all locations to make use of existing space, such as empty spaces in gyms or leisure areas. Since the empty places had filled so quickly in 2014, discussions arose on whether and how these should be maintained. COA also budgets for friction costs. These are additional costs involved in any unexpected growth or shrinkage of reception centres.</p> <p>COA also found new locations with temporary reception facilities, where asylum seekers could be sheltered in rather austere, but adequate facilities. Examples of these temporary new reception locations were halls, locations for pavilions and offices that were adapted to a limited extent to provide accommodation for six to twelve months for about 300 or more asylum seekers, under the supervision of COA. In 2015, this concerned an expansion of about 10,200 places.</p> <p>Crisis reception locations and emergency accommodations were also used, such as sports halls. Asylum seekers would stay up to 72 hours in the crisis reception locations, after which they could move on. In emergency accommodations it is possible to stay longer than these 72 hours. In daily practice, asylum seekers often stayed longer in these reception centres due to a lack of opportunity to move on to one of COA's regular reception centres. Before the end of 2015, at least 500 additional emergency accommodation places had to be created for 3 to 6 months per safety region (in respect of the ongoing procedures between the municipalities and COA). Municipalities were compensated for</p> |

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| | | the costs of crisis reception locations by the State. |
| | f) <i>Authorities involved in <u>drafting</u> the measure</i> | The Minister of Migration, COA, and municipalities |
| | g) <i>Authorities involved in <u>proposing and approving</u> of each measure</i> | The Minister of Migration, COA, and municipalities |
| | h) <i>Authorities implementing measures</i> | The crisis and emergency accommodations were run by a security region or, if agreed upon regionally, by a province or major city. |

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| 2. Reception centres | 2.2. Introduction of a new administrative cooperation structure | |
| | a) Year and month the measure was established | With effect from November 2015 |
| | b) 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 measures |
| | <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Structural measure |
| | Type of measure: | - Specific interinstitutional / multi-agency <u>working group</u> on the situation Measures to improve communications and coordination |
| | Other elements | |

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| c) General aim of the measure (what was intended?) | The introduction of new administrative cooperation structures (Committee tables, Support Team for Asylum Seekers and Residence Permit Holders (OTAV), <i>Platform Opnieuw Thuis</i> [home again platform]), was intended to better manage policy in the reception of asylum seekers. Contact at different levels, such as the State, municipalities and provinces, also had to be well maintained to harmonize measures and capacity. |
| d) Intended and actual duration of the measure | Structural |
| e) Key elements of the measure (description of the measure) | <p>At these tables, municipalities, COA, security regions and the province discuss, at a regional level, the realisation of emergency accommodations, regular reception centres, and attaining the municipal programme target regarding the housing of beneficiaries of international protection. By now there is a nationwide functioning network of regional committee tables. These committee tables have been set up in a unique way. At many regional committee tables, municipalities are represented by the chairman of the security region. At these tables it is examined how reception and housing demands can be realised regionally, such as the fluctuating pattern in which residence permit holders arrive in the municipality, regional equalization and (emergency) reception facilities.</p> <p>These regional committee tables are supported by a support structure, consisting of the Support Team for Asylum Seekers and Residence Permit Holders (OTAV) and the <i>Platform Opnieuw Thuis</i> (home again platform) (a collaborative structure between the State, Association of Dutch municipalities (VNG), Association of Provincial Authorities (IPO), COA and Aedes, an association for housing corporations).⁶³</p> |
| f) Authorities involved in <u>drafting</u> the measure | The State, Municipalities (represented by the VNG), Provinces (represented by IPO) |
| g) Authorities involved in <u>proposing and approving</u> of each measure | The State, Municipalities (represented by the VNG), Provinces (represented by IPO) |
| h) Authorities implementing measures | Municipalities, COA, security regions and the province. |

⁶³ ACVZ report *Pieken en Dalen* [Ups and Downs]

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| 2. Reception centres | 2.3 Introducing a temporary subsidy scheme for property managers to realise new housing | |
| | a) Year and month the measure was established | With effect from February 2016. |
| | b) 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 measures |
| | <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Temporary measure |
| | Type of measure: | Clearing recourses, government subsidies to create/promote housing |
| | Other elements | |
| | c) General aim of the measure (what was intended?) | A temporary subsidy scheme for property managers has been set up in order to realise more housing facilities for beneficiaries of international protection in the short term, and to improve the through-flow from reception locations to housing in the municipalities. |
| | d) Intended and actual duration of the measure | 1 February 2016 – 31 December 2020. |

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| | e) Key elements of the measure (description of the measure) | The temporary housing incentive scheme for residence permit holders is set up to realise 14,000 additional housing facilities for residence permit holders, enabling municipalities, housing corporations and other property managers to apply for subsidy for the (re)construction of accommodations for residence permit holders. ⁶⁴ These accommodations must house at least 4 asylum seekers, so that they can share living expenses. By applying the cost-sharing norm, social assistance benefit is reduced depending on the number of people living together. This also means that entitlement to a rent allowance is cancelled. |
| | f) Authorities involved in <u>drafting</u> the measure | The State, Municipalities (represented by the VNG), Provinces (represented by IPO) |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | The State, Municipalities (represented by the VNG), Provinces (represented by IPO) |
| | h) Authorities implementing measures | Netherlands Enterprise Agency |

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| 2. Reception centres | 2.4 Easing of regulations for housing corporations | |
| | a) Year and month the measure was established | December 2015: experimental scheme, at the beginning of 2016: legislative proposal to refurbish housing corporation premises, December 2016: Housing Act. |
| | b) Typology of measures (please indicate which of the options apply) | |
| | Measure following an <u>increase</u> or <u>decrease</u> in numbers | Increase |

⁶⁴ ACVZ report *Pieken en Dalen* [Ups and Downs]

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| <u>New measure</u> or <u>change to an existing measure</u> | New measures |
| <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Temporary and structural measure |
| Type of measure: | Clearing recourses, government subsidies to create/promote housing |
| Other elements | |
| c) General aim of the measure (what was intended?) | Regulations for housing corporations have been eased. As a result housing corporations can, for example, offer services to property managers, and buildings owned by third parties can be refurbished, rented and maintained if at least half of the tenants are beneficiaries of international protection. |
| d) Intended and actual duration of the measure | December 2016 – indefinite period of time |
| e) Key elements of the measure (description of the measure) ⁶⁵ | Housing corporations were enabled to provide services to residents of buildings made available by third parties for housing residence permit holders. As of 1 December 2015, an experimental scheme entered into force which enables corporations to provide services to residents of premises that are rented by third parties, such as administration services and cleaning activities. At the beginning of 2016, as a next step, a legislative proposal was submitted to enable housing corporations to refurbish, rent and maintain buildings belonging to third parties. However, a condition here is that more than half of the occupants in the building must be residence permit holders. The amendment to the Housing Act that makes it possible for corporations to do more for residence permit holders entered into force in December 2016. |

⁶⁵ COA (2016) *Logeerregeling* [accommodation scheme]. <https://www.coa.nl/nl/asielopvang/huisvestingvergunninghouders/logeerregeling>. Consulted on 10 August 2017 and Bulletin of Acts and Decrees 2016 534

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| | f) Authorities involved in <u>drafting</u> the measure | The State, Municipalities (represented by the VNG), Provinces (represented by IPO) |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | The State, Municipalities (represented by the VNG), Provinces (represented by IPO) |
| | h) Authorities implementing measures | The State, municipalities, housing corporations |

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| 2. Reception centres | 2.5 Letting of government premises to municipalities | |
| | a) Year and month the measure was established | With effect from November 2015 |
| | b) 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 measures |
| | <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Temporary measure |
| | Type of measure: | - Clearing recourses, government subsidies to create/promote housing |
| | Other elements | |

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| | c) General aim of the measure (what was intended?) | The letting of government premises to municipalities offers more accommodations to beneficiaries of international protection. |
| | d) Intended and actual duration of the measure | Maximum of 10 years |
| | e) Key elements of the measure (description of the measure) | Government premises from the existing stock have been let to municipalities to accommodate residence permit holders. A period of up to 10 years is possible within the framework of the so-called Dutch Vacancy Act. |
| | f) Authorities involved in <u>drafting</u> the measure | The State, Municipalities (represented by the VNG), Provinces (represented by IPO) |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | The State, Municipalities (represented by the VNG), Provinces (represented by IPO) |
| | h) Authorities implementing measures | The State, municipalities, housing corporations |

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| 2. Reception centres | 2.6 Establishing the Accelerated Municipal Housing Scheme | |
| | a) Year and month the measure was established | With effect from 1 January 2016 |
| | b) <i>Typology of measures (please indicate which of the options apply)</i> | |
| | Measure following an <u>increase</u> or <u>decrease</u> in numbers | Increase |

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| <u>New measure</u> or <u>change to an existing measure</u> | New measures |
| <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Temporary measure |
| Type of measure: | - Clearing recourses, government subsidies to create/promote housing |
| Other elements | |
| c) General aim of the measure (what was intended?) | An Accelerated Municipal Housing Scheme (GVA) was established to facilitate temporary accommodations for 10,000 residence permit holders |
| d) Intended and actual duration of the measure | Indefinite period of time |
| e) Key elements of the measure (description of the measure) | The Accelerated Municipal Housing Scheme (GVA) was established. This was intended to be a temporary, individual housing solution for 10,000 residence permit holders, arranged by municipalities. COA pays the municipality a contribution towards housing costs (furnishing, management, maintenance) of EUR 50 per week per adult and EUR 25 per week per child. Residence permit holders do not get social assistance benefits via the GVA, but a living allowance. The GVA falls within the programme target of the municipality. Residence permit holders are housed in temporary homes for a maximum period of 24 months. |
| f) Authorities involved in <u>drafting</u> the measure | The State, Municipalities (represented by the VNG), Provinces (represented by IPO) |
| g) Authorities involved in <u>proposing and approving</u> of each measure | The State, Municipalities (represented by the VNG), Provinces (represented by IPO) |
| h) Authorities implementing measures | The State, municipalities, housing corporations |

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| 2. Reception centres | 2.7 Introduction of the Self-care scheme | |
| | a) Year and month the measure was established | With effect from November 2017 |
| | b) 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 measures |
| | <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Temporary measure |
| | Type of measure: | - Clearing recourses, government subsidies to create/promote housing |
| | Other elements | |
| | c) General aim of the measure (what was intended?) | The introduction of a Self-care Scheme (ZZA) makes it possible for beneficiaries of international protection to seek accommodation with friends or family. |
| d) Intended and actual duration of the measure | November 2015 – September 2016 | |

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| | e) Key elements of the measure (description of the measure) ⁶⁶ | In the Self-care Scheme (ZZA), an asylum seeker could voluntarily forgo staying at a COA location by arranging their own residency, for example, with friends or family. In practice, very little use was made of this. The ZZA entailed that a beneficiary of international protection staying at a reception centre because they could not yet be housed in a municipality could personally arrange accommodation outside the reception centre, for example, with family or friends. The scheme could also be used by municipalities to offer temporary accommodation to beneficiaries of international protection outside asylum centres (until final matching to a municipality has been completed). The beneficiaries of international protection or the municipality - in the event that the municipality arranged temporary accommodation - received an allowance for arranging such accommodation outside a reception centre. Due to the decreased influx in 2016, the ZZA was discontinued. New applications for the ZZA are referred to the accommodation scheme. The accommodation scheme enables residence permit holders to stay with friends or family in the Netherlands for a short period (up to 3 months). To do so, they receive an allowance of up to EUR 150 per week per family. |
| | f) Authorities involved in <u>drafting</u> the measure | The State, Municipalities (represented by the VNG), Provinces (represented by IPO) |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | The State, Municipalities (represented by the VNG), Provinces (represented by IPO) |
| | h) Authorities implementing measures | The State, municipalities, housing corporations |

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| Reception centres | 2.8 Change of prioritization in Housing Allocation Act | |
| | a) <i>Year and month the measure was</i> | December 2016 |

⁶⁶ COA (2016) *Logeerregeling* [accommodation scheme]. <https://www.coa.nl/nl/asielopvang/huisvestingvergunninghouders/logeerregeling>. Consulted on 10 August 2017

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| | <i>established</i> | |
| | b) 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 measures |
| | <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Structural measure |
| | Type of measure: | - Clearing recourses, government subsidies to create/promote housing |
| | Other elements | |
| | c) General aim of the measure (what was intended?) | The purpose of the legislative proposal was to identify other forms of housing for beneficiaries of international protection. It is envisaged that municipalities make a distinction between beneficiaries of international protection and regular housing seekers as regards the type of housing that is made available. The housing supply made available to all (or a portion of the) beneficiaries of international protection then has an austere character in order to curb the costs borne by society that arise from the high influx of beneficiaries of international protection |
| | d) Intended and actual duration of the measure | Indefinite period of time |

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| | <p>e) Key elements of the measure (description of the measure)⁶⁷</p> | <p>The Housing Act stipulates that municipalities are legally responsible for the accommodation of residence permit holders. The programme target of this accommodation is determined by the forecast number of residence permit holders and the number of inhabitants in the municipality. Municipalities can mutually redistribute this programme target.⁶⁸</p> <p>Due to an amendment to the Housing Allocation Act, priority for beneficiaries of international protection has been withdrawn to prevent displacement of regular housing seekers in the public housing market by preventing an increased influx of beneficiaries of international protection. Scrapping the priority of beneficiaries of international protection could make it more difficult for municipalities to fulfil their statutory programme target for housing beneficiaries of international protection. There are basically two ways for municipalities to deal with this. Firstly, these municipalities could nonetheless grant priority to beneficiaries of international protection in their housing regulation. If municipalities do so on a large scale, the legislative amendment will effectively scarcely bring about any change. Another way for municipalities to fulfil their programme target is by providing alternative housing.</p> |
| | <p>f) Authorities involved in <u>drafting</u> the measure</p> | <p>The State, Municipalities (represented by the VNG), Provinces (represented by IPO)</p> |
| | <p>g) Authorities involved in <u>proposing and approving</u> of each measure</p> | <p>The State, Municipalities (represented by the VNG), Provinces (represented by IPO)</p> |
| | <p>h) <i>Authorities implementing measures</i></p> | <p>The State, municipalities, housing corporations</p> |

⁶⁷ Bulletin of Acts and Decrees 2016 534

⁶⁸ 142 Section 29, second paragraph of the Housing Allocation Act 2014.

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| 2. Reception centres | 2.9 Implementation of a small-scaled reception model for unaccompanied minor third-country nationals | |
| | a) Year and month the measure was established | With effect from January 2016. |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | 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: | - Specific reception model for vulnerable group of asylum applicants Small-scale reception model for unaccompanied minor asylum seekers |
| | Other elements | |
| | c) General aim of the measure (what was intended?) | The Administrative Agreement states that the position of unaccompanied minor asylum seekers (UAMs) requires special attention. ⁶⁹ It was agreed for UAMs that, in addition to foster families, the aim is a small-scale reception model. UAMs are also housed in the same municipality where they are accommodated, which may contribute to their integration and participation because the social |

⁶⁹ Administrative Agreement on Increased Influx of Asylum Seekers, 27 November 2015 (*Parliamentary Papers II*, 2015-2016, 19637, no. 2107).

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| | | environment remains the same (school, friends, clubs). |
| d) Intended and actual duration of the measure | | January 2016 – indefinite period of time. |
| e) Key elements of the measure (description of the measure) | | <p>The State has set up a new reception model for UAMs under the age of eighteen, focused on small-scaleness. This should prevent UAMs from ending up in (crisis) emergency accommodations as much as possible. If this fails due to the increased influx, the intention is that UAMs stay there as short as possible. The aim is also that youths are transferred as little as possible and that continuity in their reception, counselling and education is guaranteed. The reception of UAMs forms part of the municipality's programme target, enabling the UAM to stay in the municipality where he or she was previously accommodated. Municipalities are responsible for follow-up housing from the moment that the UAM turns 18, so that reception facilities are readily available for new UAMs.</p> <p>NIDOS is responsible for UAMs until their 18th birthday. After that, NIDOS transfers responsibility for this group to the municipalities. For this purpose, a joint protocol has been developed by NIDOS and VNG to guarantee a proper transfer and to share necessary information about who needs what kind of counselling and how people can be counselled properly.⁷⁰</p> |
| f) Authorities involved in <u>drafting</u> the measure | | Minister of Migration |
| g) Authorities involved in <u>proposing and approving</u> of each measure | | Minister of Migration, municipalities. |
| h) Authorities implementing measures | | Municipalities must provide NIDOS and COA with space to realise the small-scale reception locations. This forms part of the programme target of municipalities. |

⁷⁰ Development Agreement on Increased Influx of Asylum Seekers, 28 April 2016.

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| 2. Reception centres | 2.10 Drawing up improvement measures regarding protected reception for unaccompanied minor third-country nationals⁷¹ | |
| | a) Year and month the measure was established | With effect from March 2016 |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | Measure following an <u>increase</u> or <u>decrease</u> in numbers | Indirectly due to increase |
| | <u>New measure</u> or <u>change to an existing measure</u> | Change to an existing measure |
| | <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Structural |
| | Type of measure: | - <u>(National) Action plan</u> Evaluation, improvement reception of specific vulnerable group. |
| | Other elements | |
| | c) General aim of the measure (what was intended?) | The aim of the measure is to improve the protective reception of unaccompanied minor third-country nationals (UAMs). In March 2016, the Youth Care and Justice and Security Inspectorates published a report on the quality |

⁷¹ Justice and Security Inspectorate, Youth Care Inspectorate. (2016). *De kwaliteit van de beschermde opvang voor alleenstaande minderjarige vreemdelingen* [Quality of protected reception for UAMs]. http://www.ivenj.nl/Images/de-kwaliteit-van-de-beschermdeopvang-voor-alleenstaande-minderjarige-vreemdelingen_tcm131-621922.pdf

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| | | of protected reception of unaccompanied minor third-country nationals (UAMs). One of the findings of this report is that the Inspectorates judged the quality of this protected reception to be inadequate. They concluded, among other things, that youths who need extra protection do not receive adequate protection and that youths, particularly a specific group, cannot be prevented from leaving for unknown destinations. In response to this, COA developed improvement plans which were implemented in the course of 2016. |
| | d) Intended and actual duration of the measure | With effect from March 2016, for an indefinite period of time. |
| | e) Key elements of the measure (description of the measure) | <ul style="list-style-type: none"> • To keep a close watch on the safety of youths, COA has developed a risk assessment instrument. This instrument allows employees at the protected reception to assess the safety of a youngster both on entry and on a periodic basis. In July 2016, the risk assessment instrument was taken into service. • A safety plan for the protected reception was drawn up. Based on this plan, the professionals can determine for each resident in the protected reception the counselling in case of safety risks, limit the safety risks, and ascertain whether the risks have reduced. The safety plan has been applied by employees of the protected reception since June 2016. • With effect from 1 June 2016, a residents' meeting is held once every two weeks. During this meeting, various topics are discussed, including the physical living environment of the youths. This is how the youths' participation in and influence on their safety and living environment are guaranteed. • A complaints procedure was drawn up. This is currently being translated into several languages before being taken into use. In addition, an external confidential counsellor has been appointed at the protected reception, who periodically visits the location. |
| | f) Authorities involved in <u>drafting</u> the measure | Youth Care Inspectorate, Ministry of Justice and Security, COA |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | Youth Care Inspectorate, Ministry of Justice and Security, COA |
| | h) Authorities implementing measures | COA |

3. Wider reception services

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| 3. Wider reception services | 3.1 Raised budget for social counselling of beneficiaries of international protection⁷² | |
| | a) Year and month the measure was established | With effect from November 2015 |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | 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 to an existing measure |
| | <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Structural measure |
| | Type of measure: | - <u>Legislative instrument</u> |
| | Other elements | |
| | c) General aim of the measure (what was intended?) | The aim of the measure is improving the social counselling of beneficiaries of international protection, offering practical assistance, and improving integration and participation. Increased social counselling should provide an extra impetus for civic integration. |

⁷² Administrative Agreement on Increased Influx of Asylum Seekers, 27 November 2015 (*Parliamentary Papers II*, 2015-2016, 19637, no. 2107).

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| | d) Intended and actual duration of the measure | November 2015 – indefinite period of time |
| | e) Key elements of the measure (description of the measure) | The measure mainly consists of an increase in the financial contribution to municipalities for the social counselling of beneficiaries of international protection. The financial contribution of EUR 1000 per residence permit holder has been increased to EUR 2370 per residence permit holder. This amount, which is independent of the housing scheme (temporary or permanent), is reimbursed to a municipality once. On raising the budget, requirements were set by the Ministry of Social Affairs and Employment (SZW) and the VNG on how it should be spent, for example, on supporting beneficiaries of international protection in practical matters, integration and participation. Social counselling activities are linked to the participation statement of beneficiaries of international protection. |
| | f) Authorities involved in <u>drafting</u> the measure | Ministry of Social Affairs and Employment, VNG |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | Ministry of Social Affairs and Employment, VNG |
| | h) Authorities implementing measures | Municipalities |

4. Registration process of the asylum seeker

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| Registration process of the asylum seeker | 4.1 Changes in the identification and registration process of third-country nationals | |
| | a) Year and month the measure was established | With effect from September 2015 |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | Measure following an <u>increase</u> or <u>decrease</u> in numbers | Increase |

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| <u>New measure</u> or <u>change to an existing measure</u> | Change to existing measure |
| <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Ad-Hoc / Temporary |
| Type of measure: | - <u>(National) Action plan</u> |
| Other elements | |
| c) General aim of the measure (what was intended?) | To speed up the identification process, additional locations for the identification and registration of third-country nationals have been set up. |
| d) Intended and actual duration of the measure | During the peak, and closed again in times of volume decreases |
| e) Key elements of the measure (description of the measure) | For the National Police, the high influx of asylum seekers resulted in identity investigations in the asylum procedure coming under pressure. As a result, not all asylum seekers could be identified directly after registration, which caused delays. In order to solve this and prevent it further, additional identification channels were set up. ⁷³ These additional identification channels likewise ensure that fluctuations in the asylum influx can be adequately anticipated. ⁷⁴ Six additional locations have been set up for the identification and registration of third-country nationals. |

⁷³ Registration and identification of asylum seekers in the first instance takes place in the Identification and Registration process in the so-called identification channels. In addition, signals of human trafficking, smuggling of persons and terrorism are kept track of in the identification channels. Activities in the Identification and Registration process and in the identification channels are carried out by the Aliens Police Department, Identification and Human Trafficking (AVIM) and by KMar. At the National Police, Identification and Registration take place in the identification channels. Here, KMar provides back-up in the investigation of travel and identity documents. The Documents Office, which is part of the IND, also works in the background of the identification channels. Source documents are also checked here for authenticity, formatting, issuance and contents. Identification channels are used for collecting and registering the identification data of a person. Identification data, for example, are the name of the person, an assigned personal number or identifying biometric detail, whether or not combined with other personal particulars such as address, place of residence, date of birth, or nationality. For asylum seekers they encounter while doing their work (e.g. border control in the Netherlands and along the EU external borders, including Schiphol Airport, Eindhoven Airport, and Mobile Security Monitoring (MTV) at the internal borders with Germany and Belgium), KMar undertakes its own Identification and Registration process at the abovementioned locations.

⁷⁴ Justice and Security Inspectorate (2016). AVIM's plan of action '*Versterking proces ID straten*' ['Strengthening identification channel process'] p. 55

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| | f) Authorities involved in <u>drafting</u> the measure | National Police |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | National Police |
| | h) Authorities implementing measures | National Police, KMar, and the Documents Office of the IND |

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| 4. Registration process of the asylum seeker | 4.2 Pooling the expertise in Municipal Personal Records Database (BRP) fast-tracks⁷⁵ | |
| | a) Year and month the measure was established | With effect from September 2014 (pilot BRP fast-track) |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | 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 to existing measure |
| | <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Structural |

⁷⁵ At a BRP fast-track, third-country nationals with an asylum residence permit can already be registered in the Municipal Personal Records Database (BRP) during the general asylum procedure.

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| Type of measure: | - <u>(National) Action plan</u> |
| Other elements | |
| c) General aim of the measure (what was intended?) | The purpose of a BRP fast-track is to accelerate the outflow of third-country nationals (with an asylum residence permit) to regular housing within the municipalities. |
| d) Intended and actual duration of the measure | Long-term |
| e) Key elements of the measure (description of the measure) | <p>On 1 September 2014, the pilot BRP fast-track began. At a BRP fast-track, third-country nationals with an asylum residence permit can already be registered in the Municipal Personal Records Database (BRP) during the general asylum procedure. This means that the process involving registration in the BRP, assignment of a Citizen Service Number, and issuance (in the long term) of residence documents take place sooner, which means that third-country nationals with a residence permit go from the registration location to a Reception Centre in possession of the correct documents. This makes subsequent registration in the BRP at the municipalities of final residence merely a matter of transfer, and is therefore faster and easier.</p> <p>The BRP fast-track contains an entire team with various expertises where the Identification and Registration (I&R) process takes place centrally and everything is linked to each other. Municipalities and the IND work in close cooperation in the BRP fast-track. The IND provides information for the BRP registration to the municipality. In its turn, the municipality provides the proper name registration at the IND. During the registration process an international private law verification (IPR test) and a verification of the law on names take place. Based on the outcome of these verifications, the municipality advises the Aliens Police Department, Identification and Human Trafficking (AVIM) on the manner of registration of the asylum seeker's name. This ensures that the first registration is immediately in accordance with the method of registration in the BRP. Actual registration in the BRP takes place during the general asylum procedure. After a positive asylum decision and after registration in the BRP, the asylum seeker receives a Citizen Service Number and a residence document with a BRP-compliant registration.</p> |
| f) Authorities involved in <u>drafting</u> the measure | Ministry of Justice and Security, municipalities, National Police (Aliens Police Department, Identification and Human Trafficking (AVIM)) |

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| | g) Authorities involved in <u>proposing and approving</u> of each measure | Ministry of Justice and Security, municipalities, National Police (Aliens Police Department, Identification and Human Trafficking (AVIM)) |
| | h) Authorities implementing measures | Ministry of Justice and Security, municipalities, National Police (Aliens Police Department, Identification and Human Trafficking (AVIM)) |

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| 4. Registration process of the asylum seeker | 4.3 Implementation of the Central Identity Details and Identification System kiosk (BVID kiosk) | |
| | a) Year and month the measure was established | With effect from the beginning of 2015 |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | 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 to existing measure |
| | <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Structural |
| | Type of measure: | - <u>(National) Action plan</u> |
| | Other elements | |
| | c) General aim of the measure (what was intended?) | Improvement of procedure for identification and registration processes |

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| | d) Intended and actual duration of the measure | Long-term |
| | e) Key elements of the measure (description of the measure) | The Central Identity Details and Identification System kiosk (BVID kiosk) was introduced with the aim of integrating the identification and registration processes for immigration law (asylum and monitoring), criminal law, and aliens in criminal law (VRIS) into a single provision. At the BVID kiosk various (biometric) data of the asylum seeker are entered, and registers that are connected to the kiosk are consulted. ⁷⁶ The BVID kiosk contains a document scanner, fingerprint scanner and camera that are interfaced with a computer. The computer is connected to various data sources. The BVID kiosk is used for taking electronic fingerprints of the asylum seeker and for taking a facial photograph of the asylum seeker. The BVID kiosk is also used to scan any travel or identity documents. ⁷⁷ |
| | f) Authorities involved in <u>drafting</u> the measure | KMar and National Police |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | KMar and National Police |
| | h) Authorities implementing measures | KMar and National Police |

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| Registration process of the asylum | 4.4 Checking of data carriers such as "smartphones" | |
| | a) Year and month the measure was established | With effect from May 2016 |

⁷⁶ Enquiries are made to, among other things, the Central Shared Database with Information on Applicants (BVV), HAVANK (the Automated Fingerprint System Dutch Collection at IPOL, the Department of International Police Information), the European system for a short-stay visa (EUVIS), and the European fingerprint system for asylum and monitoring (Eurodac).

⁷⁷ Justice and Security Inspectorate (2016). *De identificatie van asielzoekers in Nederland* [The identification of asylum seekers in the Netherlands] April 2016

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| b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| 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: | Soft measure |
| Other elements | |
| c) General aim of the measure (what was intended?) | Improvement in the quality of establishing identity. |
| d) Intended and actual duration of the measure | Long-term |
| e) Key elements of the measure (description of the measure) | Since the increased influx, data carriers such as "smartphones" are subjected to a general check (scrolling). Then, based of signals detected in the identification process, a selection is made for further investigation of the data carriers. These smartphones are connected to a PC and "read". In suspicious cases, the data carriers are then transferred to the investigative authorities outside the Identification and Registration process (I&R process), for digital forensic investigation. ⁷⁸ |

⁷⁸ *Parliamentary Papers II*, 2015-2016, 19 637, no. 2187. See also response AHQ on 2017.1180 - Mobile device information

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| | f) Authorities involved in <u>drafting</u> the measure | IND, KMar, National Police |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | IND, KMar, National Police |
| | h) Authorities implementing measures | IND, KMar, National Police |

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| 4. Registration process of the asylum seeker | 4.5 <u>Language indication for both documented and undocumented Syrians</u> | |
| | a) Year and month the measure was established | With effect from the end of 2016 |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | 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: | Soft measure |
| | Other elements | |

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| | c) General aim of the measure (what was intended?) | Improvement of identification |
| | d) Intended and actual duration of the measure | Long-term |
| | e) Key elements of the measure (description of the measure) | Due to the high influx of Syrians, linguists at the IND have made use of language analysts to ascertain a language indication of both documented and undocumented Syrians since the end of 2016. A language indication is a short voice recording (5-10 minutes) of asylum seekers who allege that they come from Syria. A language analyst at IND's Language Investigation and Country Expertise Team (TOELT) evaluates the language variation in these recordings. If the language is clearly derived from Syria, this is stated in the language indication. If this is not the case, a complete language analysis for further investigation is recommended. ⁷⁹ By entering the language indication for all Syrian asylum applications by making use of a short voice recording, it can already be established whether extensive language analysis is necessary. This language indication has led to an improved establishing of identity, and the number of pseudo-Syrians has decreased. As of 1 January 2017, similar measures were taken for third-country nationals with Iraqi passports. Since then, IND linguists also carry out a language indication in all Iraqi asylum application cases. |
| | f) Authorities involved in <u>drafting</u> the measure | IND |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | IND |
| | h) Authorities implementing measures | IND |

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| 4. Reg istr | 4.6 Accelerated Documents Office procedure |
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⁷⁹ TOELT Management Report, January - June 2016, p. 12

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| a) Year and month the measure was established | With effect from mid-2015 |
| b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| 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: | Soft measure |
| Other elements | |
| c) General aim of the measure (what was intended?) | Improvement of identification |
| d) Intended and actual duration of the measure | Long-term |
| e) Key elements of the measure (description) | Since mid-2015, the IND's Documents Office ⁸⁰ has put into service a kind of accelerated procedure in which experts examine many documents in a short space of time. These can be sorted in advance in |

⁸⁰ The Documents Office is a part of the IND that, among other things, is responsible for investigations into documents other than travel documents that may be relevant for the assessment of asylum applications. The Documents Office focuses on investigations into so-called 'source documents' (documents relating to the 'nature' of the person, e.g. arrest warrants, ration books and military cards, marriage certificates, and birth and death certificates).

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| | of the measure) | respect of cases where additional attention must be paid. Incoming documents are sorted into categories by experts at the Documents Office. The documents in the 'toughest' category go to the back office for in-depth investigation. By categorising the documents, the workload becomes more efficient. ⁸¹ More specifically, in this way a quick distinction is made between different types of documents, which accelerates the working process in the rest of the system. This also improves the quality. The Documents Office has also employed additional staff. |
| | f) Authorities involved in <u>drafting</u> the measure | IND |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | IND |
| | h) Authorities implementing measures | IND |

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| Registration process of the asylum seeker | 4.7 Establishing the System-wide Operational Coordination Centre for Foreign Nationals (KOCV) | |
| | a) Year and month the measure was established | With effect from November 2015 |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | Measure following an <u>increase</u> or <u>decrease</u> in numbers | Increase |

⁸¹ Documents Office interview, 9 May 2017 in Rijswijk

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| | <u>New measure or change to an existing measure</u> | New measure |
| | <u>Structural or ad hoc (temporary) measure</u> | Structural |
| | Type of measure: | Specific interinstitutional / multi-agency working group |
| | Other elements | |
| | c) General aim of the measure (what was intended?) | In the short term, the KOCV coordinates the identification of asylum seekers (it determines which identification channels are opened and arranges the transportation of asylum seekers). In the long term, the aim is to develop system-wide practices, procedures and instructions for organisations cooperating in the immigration system. ⁸² |
| | d) Intended and actual duration of the measure | Long-term |
| | e) Key elements of the measure (description of the measure) | <p>The System-wide Operational Coordination Centre for Foreign Nationals (KOCV) was established at the time of the increased influx of asylum seekers with the aim of managing this increased influx. The KOCV is a logistics centre in which all cooperating organisations within the asylum procedure are represented. The KOCV coordinates the identification of asylum seekers (it determines which identification channels are opened and arranges the transportation of asylum seekers). With regard to the locations of the National Police's identification channels, the System-wide Operational Coordination Centre for Foreign Nationals (KOCV) determines every week which locations are opened.</p> <p>The thousands of people who must be placed and/or relocated for the purpose of identification, registration and application interviews demand the utmost from cooperating organisations. So, in support of the entire system, the KOCV was established with support from the Ministry of Defence to</p> |

⁸² Newsletter 55 of Asylum Subcommittee 22 November 2015

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| | | <p>contribute to an optimisation of the (logistics) processes, to resolve the bottlenecks, and to provide critical information. The KOCV, which is stationed at the Ministry of Justice and Security in The Hague, consists of employees from the narrow asylum system who work together with employees from the Ministry of Defence.</p> <p>The short-term tasks of the KOCV are:</p> <ol style="list-style-type: none"> 1. Obtaining a clear picture (Situational Awareness) 2. Preparing an across-the-system logistics plan including a transport logistics plan 3. Resolving operational bottlenecks (e.g. supply to the locations for the purpose of identification) 4. Operational management <p>For the (medium) long-term, the aim is to institute system-wide practices, procedures and instructions for the organisations cooperating in the immigration system-wide Operational Coordination Centre for Foreign Nationals (KOCV).⁸³</p> |
| | f) Authorities involved in <u>drafting</u> the measure | Responsibility for KOCV falls under the Migration Coordination Department (DRM) at the Ministry of Justice and Security, but in practical terms it is controlled by the Asylum Subcommittee. |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | Responsibility for KOCV falls under the Migration Coordination Department (DRM) at the Ministry of Justice and Security, but in practical terms it is controlled by the Asylum Subcommittee |
| | h) Authorities implementing measures | The KOCV is a logistics centre in which all cooperating organisations within the asylum procedure are represented |

5. Asylum procedure

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| 5. Asylum procedure | 5.1. Introduction of the multi-track policy⁸⁴⁸⁵ | |
| | a) Year and month the measure was established | With effect from March 2016 |

⁸³ Newsletter 55 of Asylum Subcommittee 22 November 2015

⁸⁴ *Parliamentary Papers II*, 2015-2016, 19637, no. 2086.

⁸⁵ <https://www.vreemdelingensvisie.nl/vreemdelingensvisie/2016/04/wat-is-het-sporenbeleid>. Consulted on 25 October 2017.

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| b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| 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: | <u>(National) Action plan, Legislative instruments.</u> New infrastructure in handling asylum applications. |
| Other elements | |
| c) General aim of the measure (what was intended?) | The purpose of the multi-track policy is to prevent a further increase in waiting times for asylum seekers, which rose significantly in 2015 due to the high influx, and to structure the asylum procedure as efficiently as possible. Due to the lack of capacity, the aim was to distribute funds and employees better. Finally, the aim was to make a distinction between promising applicants and those without prospect. |
| d) Intended and actual duration of the measure | Continuous process |
| e) Key elements of the measure (description of the measure) | The IND formerly treated all (first) asylum applications, with the exception of Dublin claimants, in the same way. In the multi-track policy, different procedures (tracks) are used for different target groups. By implementing certain changes to the procedures within these tracks, the asylum procedure can take place in a more efficient manner. The Immigration and Naturalisation Service (IND) determines at an early stage (registration phase) which procedure (track) will be followed for the asylum application. However, the tracks are only pursued after the identification and registration phase. |

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| | | <p>In concrete terms, the multi-track policy consists of the following five tracks:</p> <p>Track 1: Dublin procedure: This track is intended for asylum seekers who have or should have applied for asylum within the countries of the Dublin Regulation (EU Member States, Iceland, Norway and Switzerland), for example, if they have entered the Dublin-regulated territory via that country. In such a case, the other Member State is responsible for handling the asylum application. This was already an existing track before 1 March.</p> <p>Track 2: Safe country of origin or legal stay in another EU Member State: Asylum applications are handled in this track if the applicant originates from a safe country of origin or if he/she has international protection in another Member State. The Minister of Migration determines which country may be designated as a safe country of origin.</p> <p>Track 3: Evident decisions to grant an application: Asylum applications from people who are evidently eligible for a residence permit, may have their applications granted in this accelerated track. Examples are properly-documented Syrians or stateless Palestinians from Syria. This track has not yet entered into force.</p> <p>Track 4: General Asylum Procedure: In this track all asylum applications are handled that cannot be handled in another track. Within this track the standard asylum procedure is followed.</p> <p>Track 5: Evident decision to grant an application after brief investigation: If an asylum application is evidently promising, but a brief investigation is needed, for example, of a nationality check, the application ends up in this track. Examples are insufficiently-documented Syrians. This track has not yet entered into force.</p> <p>The multi-track policy has a number of advantages. Due to accelerations in the procedures, the IND is able to handle more asylum applications with the same number of employees. Benefits for the COA are that asylum seekers need to be transported less frequently and that their stay in the reception centre is shorter. According to the IND, asylum seekers also benefit from the multi-track policy because they have clarity on their stay in the Netherlands sooner. Dutch NGOs, however, have reservations about the track policy, because they are concerned that the process is less thorough and that access to legal assistance in the proceedings could be jeopardised.</p> |
| | <p>f) Authorities involved in <u>drafting</u> the measure</p> | <p>Minister of Migration</p> |

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| | g) Authorities involved in <u>proposing and approving</u> of each measure | Minister of Migration |
| | h) Authorities implementing measures | IND, COA, DT&V |

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| 5. Asylum procedure | 5.2. Preparing a list of safe countries of origin^{86 87} | |
| | a) Year and month the measure was established | With effect from March 2016 |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | 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 measure |

⁸⁶ For more information see: <https://www.rijksoverheid.nl/actueel/nieuws/2016/10/11/staatssecretaris-dijkhoff-breidt-lijst-veilige-landen-verder-uit> Consulted on 25 October 2016

⁸⁶ EMN (2017): 2016 Annual Policy Report. Migration and Asylum in the Netherlands.

⁸⁶ For more information see: <https://www.rijksoverheid.nl/onderwerpen/asielbeleid/vraag-en-antwoord/lijst-van-veilige-landen-van-herkomst> Consulted on 25 October 2016

⁸⁷ For more information see <https://www.rijksoverheid.nl/documenten/kamerstukken/2016/12/13/tk-maatregelen-tav-asielzoekers-uit-veilige-landen-van-herkomst-1docx>. Consulted on 19 December 2017.

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| <p>Type of measure:</p> | <p>- <u>(National) Action plan</u> - <u>Legislative instruments</u></p> |
| <p>Other elements</p> | |
| <p>c) General aim of the measure (what was intended?)</p> | <p>The aim of preparing a list of safe countries of origin was to deal faster with asylum seekers who appeal for a right to asylum on improper grounds. Asylum seekers from safe countries have very little chance of getting a residence permit and burden the asylum procedure and its associated facilities. In 2016, a large part of the influx of asylum seekers came from safe countries of origin. A number of these asylum seekers also caused nuisance in and around reception centres. The <i>multi-track policy</i> (see measure 5.1) made it possible to assess applications from asylum seekers from safe countries of origin in an accelerated procedure.</p> |
| <p>d) Intended and actual duration of the measure</p> | <p>March 2016 – present</p> |
| <p>e) Key elements of the measure (description of the measure)</p> | <p>The list of safe countries of origin was introduced as a result of the increased influx of asylum⁸⁸ seekers from safe countries. This list was expanded three times in 2016 and mainly contains North African countries and countries in the Western Balkans. Various measures have been tightened for asylum seekers from a safe country of origin. An important measure is the accelerated handling of asylum applications, which is made possible by the <i>multi-track policy</i> (see measure 5.1). The most important changes relate to:</p> <ul style="list-style-type: none"> • When an application from an asylum seeker originating from a safe country is rejected, a two-year entry ban is imposed. • Faster asylum procedures and Dublin procedures. • After the first rejection, reception is discontinued for asylum seekers from safe countries. For Dublin Claimants it is checked whether facilities can be cut back. • Sooner placing asylum seekers in detention of foreign nationals and imposing a zero-days departure period from the Netherlands. An asylum seeker can only be placed in detention of foreign nationals if there is a risk that this person will abscond from supervision and there is a possibility of refoulement. In order to make this assessment, more time is invested in the |

⁸⁸ <https://www.rijksoverheid.nl/onderwerpen/asielbeleid/vraag-en-antwoord/lijst-van-veilige-landen-van-herkomst> Consulted on 2 November 2017

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| | | <p>interview and dossier of the asylum seeker and, if possible, information is exchanged between cooperating organisations.</p> <ul style="list-style-type: none"> • Discontinuation of return support via IOM's Return and Emigration of Aliens from the Netherlands (REAN) programme for the Western Balkans. This measure applies since 27 September 2016 and aims to limit the number of asylum applications from safe countries, especially the Western Balkans. They could only qualify for an aeroplane ticket via the DT&V. • Discontinuation of financial support for return. This measure has applied since 1 December 2016 for asylum seekers from Morocco and Algeria, and since 1 January 2017 for other countries encircling Europe. These asylum seekers are no longer eligible for financial support and support in kind, and only get an aeroplane ticket and assistance in obtaining travel documents via the IOM. |
| | f) Authorities involved in <u>drafting</u> the measure | IND, Minister of Migration |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | IND, Minister of Migration |
| | h) Authorities implementing measures | Public Prosecution Service, National Police, municipality, DT&V, COA and IND |

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| 5. Asylum procedure | 5.3 Broader interpretation of statutory decision period of asylum applications⁸⁹ | |
| | a) Year and month the measure was established | With effect from February 2016 |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | Measure following an <u>increase</u> or <u>decrease</u> in | Increase |

⁸⁹ Parliamentary Papers II, 2015-2016, 19637 no. 2086.

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| numbers | |
| <u>New measure</u> or <u>change to an existing measure</u> | New measure |
| <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Temporary measure |
| Type of measure: | <u>Legislative instruments:</u> Use has been made of the possibilities provided for by law to extend the decision period on asylum applications. |
| Other elements | |
| c) General aim of the measure (what was intended?) | Due to the high influx of asylum seekers, there were a large number of asylum applications at the same time, making it too difficult for the IND to complete procedures within the period of 6 months. The IND also wanted to prioritize dealing with applications for asylum seekers who were already staying in the Netherlands instead of family members seeking asylum family reunification. |
| d) Intended and actual duration of the measure | February 2016 – summer of 2016. |
| e) Key elements of the measure (description of the measure) | By way of the Order amending the Aliens Act Implementation Guide (WBV) 2016/3 of 9 February 2016, paragraph C1/2.11 (currently C1/2.13) of the Aliens Act Implementation Guidelines 2000 (Vc) has been amended, and under the heading 'decision period' it stipulates that with effect from 11 February 2016 the IND makes use of the authority provided for in Article 42, fourth paragraph, under b of the Aliens Act to extend the decision period in individual cases of regular asylum applications up to nine months. This is because the situation arises that a large number of third-country nationals submit applications at the same time, which makes it very difficult in practice to complete the procedure within six months. |
| f) Authorities involved in <u>drafting</u> the measure | Minister of Migration |

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| | g) Authorities involved in <u>proposing and approving</u> of each measure | Minister of Migration |
| | h) Authorities implementing measures | IND |

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| 5. Asylum procedure | 5.4 Information letter to asylum seekers on reception and asylum procedure^{90 91 92} | |
| | a) Year and month the measure was established | With effect from October 2015 |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | 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 to existing measure |
| | <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Temporary measure |
| | Type of measure: | <u>Soft measures</u> (handbooks, circulars, policy/staff guidance, employing new staff): Circulating information letter to asylum seekers |
| | Other elements | |
| | c) General aim of the measure (what was | The purpose of the information letter was to provide information on the reception and asylum procedure |

⁹⁰ For more information see <https://nos.nl/artikel/2064032-dijkhoff-tempert-verwachtingen-in-brief-aan-asielzoekers.html> Consulted on 2 November 2017.

⁹¹ 'Letter from the Minister of Migration to asylum seekers', published on 19 October 2015.

⁹² Supplemented at the end of 2016 with a special departure letter for third-country nationals from safe countries. For more information see <https://www.rijksoverheid.nl/documenten/kamerstukken/2016/12/13/tk-maatregelen-tav-asielzoekers-uit-veilige-landen-van-herkomst-1docx>. Consulted on 19 December 2017.

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| | intended?) | directly to asylum seekers, and in this way provide clarity about what awaits them. |
| | d) Intended and actual duration of the measure | October 2015 – present, although the letter does get rewritten. |
| | e) Key elements of the measure (description of the measure) | The letter originating from the Minister of Migration contained information on the Dutch asylum procedure. A number of important topics were: the lengthy duration of asylum procedures, the lack of regular reception places and housing, procedures for family members seeking asylum family reunification, and family reunification procedures. |
| | f) Authorities involved in <u>drafting</u> the measure | Minister of Migration |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | Minister of Migration |
| | h) Authorities implementing measures | Minister of Migration, IND distributed the letters. |

6. Infrastructure, personnel and competencies of the responsible authorities

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| 6. Infrastructure, personnel and competencies of the responsible authorities | 6.1 Development of a 'Draaiboek Hoge Instroom Asielzoekers' ['High influx of asylum seekers contingency plan'] | |
| | a) Year and month the measure was established | With effect from June 2016 |
| | b) Typology of measures (please indicate which of the options apply) | |
| | Measure following an <u>increase</u> or <u>decrease</u> in numbers | Increase |

The changing influx of asylum seekers in 2014-2016: Member State responses

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| | <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: | Soft measure (handbooks, circulars, policy/staff guidance, employing new staff) |
| | Other elements | |
| | c) General aim of the measure (what was intended?) | Improved coordination → in managing the increased influx using information and a communications plan |
| | d) Intended and actual duration of the measure | Long-term |
| | e) Key elements of the measure (description of the measure) | <p>To learn how to deal with the increased numbers of asylum seekers in the past few years, the KOCV⁹³ developed a <i>Draaiboek Hoge Instroom Asielzoekers</i> [High influx of asylum seekers contingency plan]. This contingency plan contains arrangements made with all the cooperating organisations in the asylum system on how to upscale and downscale capacities to cope in reception centres. The contingency plan clearly describes four 'influx scenarios'⁹⁴, bottlenecks, and decisions to be made, including the effects of those decisions, the possible risks that may arise, and the consequences of a possible delay of necessary decisions. The idea behind the contingency plan is that resources can be harmonised better with one another due to timely and proper coordination, and these are used more efficiently and bottlenecks are identified much faster, so that undue loss of capacity in the system can be prevented as much as possible.⁹⁵</p> <p>The contingency plan also contains an information and communications plan. The information plan</p> |

⁹³Responsibility for the KOCV falls under the Migration Coordination Department (DRM) at the Ministry of Justice and Security, but is practically controlled by the Asylum Subcommittee.

⁹⁴ Scenario 'normal' is based on a maximum of 1,500 first asylum applications per week, scenario 'high' is based on 1,500–2,500 first applications per week, scenario 'very high' is based on 2,500–3,500 first applications per week, and scenario 'extremely high' is based on more than 3,500 first applications per week.

⁹⁵ KOCV, *Draaiboek Hoge Instroom Asielzoekers* ['High influx of asylum seekers contingency plan'], version 4.2 (13 June 2016), p. 9 (not published).

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| | | stipulates what information is decisive for the decision to upscale or downscale. The purpose of the communications plan is that employees at all cooperating organisations in all locations get clear and concurring instructions on decisions regarding upscaling and downscaling and associated duties, and that external parties are informed jointly and in good time about the upscaling and downscaling decisions and the impact thereof on their processes or on their environment. The contingency plan is regularly discussed in the Asylum Subcommittee. If necessary, it will be revised. The contingency plan has not been published. It is meant for internal use in the (wider) asylum system. |
| | f) Authorities involved in <u>drafting</u> the measure | KOCV |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | KOCV |
| | h) Authorities implementing measures | KOCV |

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| .6. Infrastructure, personnel and competencies of the responsible authorities | 6.2 Enlarging and changing staff complement | |
| | a) Year and month the measure was established | During the entire period (2014-2016) |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | Measure following an <u>increase</u> or <u>decrease</u> in numbers | Increase |
| | New measure or change to an existing measure | Change to an existing measure |

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| | Structural or <u>ad hoc</u> (temporary) measure | Structural/Ad Hoc |
| | Type of measure: | Resources (staff or financing) |
| | Other elements | |
| | c) General aim of the measure (what was intended?) | Improving working pressure/managing of crisis |
| | d) Intended and actual duration of the measure | Varying |
| | e) Key elements of the measure (description of the measure) | <p>DT&V (Repatriation and Departure Service)</p> <p>Since the end of 2016 there have been expansions in the staff complement at DT&V. Additional capacity was granted until 1 January 2019. External staff have also been engaged. These new employees have undergone an accelerated training.</p> <p>DT&V has also provided assistance to the National Police, COA and IND in the identification process. Furthermore, an experiment was carried out to deploy personnel more flexibly within the narrow asylum system. For example, supervisors were loaned to IND. This exchange of personnel, however, was incidental and prompted by a dire need, not a structural change.</p> <p>IND</p> <p>In order to deal with the backlog of work in good time after the peak influx of 2014, the IND hired external employees and personnel within the IND were reshuffled, whereby, where possible, the IND made use of employees from other work processes in the asylum procedure. Furthermore, external staff was hired. In June 2015, IND hired 100 people externally and in September 2015 a further 100 people were hired.⁹⁶ The new interviewers and decision-makers underwent an accelerated training. However, the new deployment of personnel had disadvantages, because it took longer to train the</p> |

⁹⁶ *Parliamentary Papers II*, 2014-2015, 19 637, no. 2027

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| | | <p>new employees than expected. As a result, initially capacity decreased because the new staff had to be trained by current employees.</p> <p>Royal Netherlands Marechaussee (KMar)</p> <p>KMar made a great deal of capacity available for taking care of basic services, such as beds. KMar also assisted the Aliens Police Department, Identification and Human Trafficking (AVIM) with document investigations.</p> <p>COA</p> <p>COA also hired external employees during the increased influx.</p> <p>National Police</p> <p>There was an internal reshuffle of employees. AVIM employees from various units provided assistance to the units involved at an identification channel / Application Centre. A lot of assistance was also provided by the front-line team to the I&R process</p> |
| | f) Authorities involved in <u>drafting</u> the measure | DT&V, IND, COA, KMar, National Police |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | DT&V, IND, COA, KMar, National Police |
| | h) Authorities implementing measures | DT&V, IND, COA, KMar, National Police |

7. Law enforcement

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| 7. Law enforcement | 7.1 Raising maximum sentences for the smuggling of persons | |
| | a) Year and month the measure was established | With effect from January 2016 |
| | b) Typology of measures (please indicate which of the options apply) | |

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| 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 to an existing measure |
| <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Structural |
| Type of measure: | Legislative instruments Raising the maximum sentences in Article 197a, first paragraph of the Penal Code |
| Other elements | |
| c) General aim of the measure (what was intended?) | The amendment envisages combating the smuggling of persons by raising maximum sentences. ⁹⁷ The raised penalty for the smuggling of persons offence assumes a normative effectiveness. This delivers a strong message that benefiting from and encouraging irregular migration will not be tolerated. The proposed higher maximum sentences are also intended to express the changing attitudes in society about the reprehensibility of this criminal behaviour and the punishment it deserves. For (organised) smuggling of persons, considering its nature and the impact for victims of smuggling, it is fitting that a raised penalty does justice to the severity of the offence. The raised maximum sentences show that the Netherlands takes the offence of smuggling of humans seriously. |
| d) Intended and actual duration of the measure | From now on this is the section of a law, long-term |

⁹⁷ *Parliamentary Paper* 34 345, no. 5 Amendment to the Penal Code in respect of the raising of maximum sentences for the smuggling of persons

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| | e) Key elements of the measure (description of the measure) | See above. |
| | f) Authorities involved in <u>drafting</u> the measure | The government makes laws in conjunction with the Senate and Dutch House of Representatives (legislative authority). A law starts with a legislative proposal and is adopted after publication in the Bulletin of Acts and Decrees. For an overview of the entire process see https://www.rijksoverheid.nl/onderwerpen/wetgeving/hoe-komt-een-wet-tot-stand . |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | The government has decided to set up a temporary Ministerial Committee on Migration ⁹⁸ . One of the measures proposed by the Committee to better combat the smuggling of persons is the raising of maximum sentences, which has been taken over by the government. |
| | h) Authorities implementing measures | The government makes laws in conjunction with the Senate and Dutch House of Representatives (legislative authority). A law starts with a legislative proposal and is adopted after publication in the Bulletin of Acts and Decrees. For an overview of the entire process see https://www.rijksoverheid.nl/onderwerpen/wetgeving/hoe-komt-een-wet-tot-stand |

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| 7. Law enforcement | 7.2. Development of a coordinated comprehensive strategy to prevent nuisance by a group of asylum seekers in the vicinity of Reception Centres (AZCs) | |
| | a) Year and month the measure was established | With effect from 2016 |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | Measure following an <u>increase</u> or <u>decrease</u> in numbers | Increase |

⁹⁸ *Parliamentary Papers II*, 2014-2015, 19 637, no. 2028

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| <u>New measure</u> or <u>change to an existing measure</u> | Change to existing measures → stricter application |
| <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Structural |
| Type of measure: | <u>(National) Action plan</u> : More stringent approach + more competences + cooperation |
| Other elements | |
| c) General aim of the measure (what was intended?) | More intensive cooperation between the Public Prosecution Service (OM), the National Police, municipalities, DT&V, COA and IND, aiming for a quick and targeted tackling of third-country nationals that cause nuisance, under criminal law, immigration law, and administrative law. Inter alia, through case consultations in the Local Repatriation Consultations (LTOs) and Regional Repatriation Consultations (RAOs). In addition, by means of a pilot being tested by the LTOs, they're trying to establish the possibilities for using the legal instruments available as effectively as possible. |
| d) Intended and actual duration of the measure | Long-term |
| e) Key elements of the measure (description of the measure) | More intensive cooperation → tackling those that cause nuisance both under criminal law, immigration law as well as administrative law |
| f) Authorities involved in <u>drafting</u> the measure | Public Prosecution Service (OM), National Police, municipality, DT&V, COA and IND |
| g) Authorities involved in <u>proposing and approving</u> of each measure | Public Prosecution Service (OM), National Police, municipality, DT&V, COA and IND |
| h) Authorities implementing measures | Public Prosecution Service (OM), National Police, municipality, DT&V, COA and IND |

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| 7. Law enforcement | 7.3. Setting up four Flexible Intervention Teams (FIT) | |
| | a) Year and month the measure was established | With effect from December 2015 |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | 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 | |
| | c) General aim of the measure (what was intended?) | Combating smuggling of persons and trafficking in human beings / Making better use of capacity |
| | d) Intended and actual duration of the measure | Indefinite period of time |

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| | e) Key elements of the measure (description of the measure) | Four Flexible Intervention Teams (FIT) of the National Unit of the National Police have been fully focused on combating the smuggling of persons and trafficking in human beings since 1 December 2015. This commitment should not only lead to a greater ability to catch offenders red-handed for these criminal acts, but also yield crucial information for criminal investigations. ⁹⁹ |
| | f) Authorities involved in <u>drafting</u> the measure | National Police |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | National Police |
| | h) Authorities implementing measures | National Police |

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| 7. Law enforcement | 7.4. Intensifying the national cooperation structure to gain a better insight into increased migration flows of Eritreans and Syrians | |
| | a) Year and month the measure was established | With effect from the beginning of 2014 |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | 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 |

⁹⁹ <https://www.politie.nl/nieuws/2016/januari/22/interventieteams-in-strijd-tegen-mensensmokkel.html>

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| | <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Ad Hoc |
| | Type of measure: | Specific interinstitutional / multi-agency <u>working group</u> on the situation |
| | Other elements | |
| | c) General aim of the measure (what was intended?) | Tackling the smuggling of persons |
| | d) Intended and actual duration of the measure | Long-term |
| | e) Key elements of the measure (description of the measure) | <p>KMar, the Dutch Public Prosecution Service (OM), the National Police, IND, COA and the Expertise Centre for Human Trafficking and Human Expertise (EMM) have intensified their cooperation to gain a better insight into the increased migration flow of Eritreans and Syrians. The aim was also to track down the organised smuggling of these groups and to prosecute smugglers. For this purpose a National Large-scale Special Operations Unit (LSGBO) on migration crime was established. This has a national cooperation structure.</p> <p>The LSGBO pursues the enforcement, detection and intelligence of KMar and the National Police regarding the tackling of smuggling Eritrean and Syrian people.</p> <p>On establishing this structure, it became easy to switch between the various services and the available information was quickly shared between the partners involved. In this process, the IND, KMar and National Police have investigated the travel routes and modus operandi of the smugglers or facilitators, such as travel agents in a coordinated manner. They have also done so on the basis of interviews with asylum seekers. This made it possible, within a short space of time, to get a better picture of the migration flows and modus operandi of the smuggling of Eritreans and Syrians to the Netherlands.¹⁰⁰</p> |

¹⁰⁰ *Parliamentary Papers II*, 2014-2015, 28638, no. 127

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| | f) Authorities involved in <u>drafting</u> the measure | KMar, the Dutch Public Prosecution Service (OM), National Police, IND, COA and the Expertise Centre for Human Trafficking and Human Smuggling (EMM) |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | KMar, the Dutch Public Prosecution Service (OM), National Police, IND, COA and the Expertise Centre for Human Trafficking and Human Smuggling (EMM) |
| | h) Authorities implementing measures | KMar, the Dutch Public Prosecution Service (OM), National Police, IND, COA and the Expertise Centre for Human Trafficking and Human Smuggling (EMM) |

8. Integration

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| 8 Integration | 8.1 Considerable expansion of educational capacity in and around reception centres | |
| | a) Year and month the measure was established | With effect from the autumn of 2015 |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | 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 to an existing measure |
| | <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Structural measure |
| | Type of measure: | <u>Soft measures</u> |

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| | Other elements | |
| | c) General aim of the measure (what was intended?) | Facilitating education for school-aged asylum-seeking children and young adults |
| | d) Intended and actual duration of the measure | Long-term |
| | e) Key elements of the measure (description of the measure) | In order to accommodate this high volume of school-aged asylum-seeking children, major expansion in the education capacity was required at and in the vicinity of reception centres. |
| | f) Authorities involved in <u>drafting</u> the measure | Ministry of Education, Culture and Science, sector organisations, Association of Dutch municipalities (VNG), the network for National Support for Education of Newcomers (LOWAN), the University Assistance Fund (UAF), EP Nuffic, the Ministry of Social Affairs and Employment (SZW), Ministry of Justice and Security (JenV) and COA |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | Ministry of Education, Culture and Science (OCW) |
| | h) Authorities implementing measures | Ministry of Education, Culture and Science, sector organisations, VNG, the network of National Support for Education of Newcomers (LOWAN), University Assistance Fund (UAF), EP Nuffic, Ministry of Social Affairs and Employment (SZW), Ministry of Justice and Security (JenV), COA, and schools |

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| 8 Integration | 8.2 Making available and updating teaching methods for Dutch as a Second Language (NT2) | |
| | a) Year and month the measure was established | With effect from October 2015 |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |

The changing influx of asylum seekers in 2014-2016: Member State responses

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| 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 to an existing measure |
| <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Structural measure |
| Type of measure: | <u>Soft measures</u> |
| Other elements | |
| c) General aim of the measure (what was intended?) | Facilitating education for school-aged asylum-seeking children and young adults |
| d) Intended and actual duration of the measure | Long-term |
| e) Key elements of the measure (description of the measure) | In order to promote the inflow of asylum-seeking children into regular education, a number of measures were taken including providing and updating methods for teaching Dutch as a Second Language. |
| f) Authorities involved in <u>drafting</u> the measure | Ministry of Education, Culture and Science, sector organisations, Association of Dutch municipalities (VNG), the network for National Support for Education of Newcomers (LOWAN), the University Assistance Fund (UAF), EP Nuffic, the Ministry of Social Affairs and Employment (SZW), Ministry of Justice and Security (JenV) and COA |
| g) Authorities involved in <u>proposing and approving</u> of each measure | Ministry of Education, Culture and Science (OCW) |
| h) Authorities implementing measures | Ministry of Education, Culture and Science, sector organisations, VNG, the network of National Support for Education of Newcomers (LOWAN), University Assistance Fund (UAF), EP Nuffic, Ministry of Social |

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| | | Affairs and Employment (SZW), Ministry of Justice and Security (JenV), COA, and schools |
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| 8 Integration | 8.3 Improving the expertise of teachers on traumas that possibly distress asylum-seeking children | |
| | a) Year and month the measure was established | With effect from 2016 |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | 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 measure |
| | Type of measure: | <u>Soft measures</u> |
| | Other elements | |
| | c) General aim of the measure (what was intended?) | Facilitating education for school-aged asylum-seeking children and young adults |
| | d) Intended and actual duration of the measure | Long-term |

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| | e) Key elements of the measure (description of the measure) | Asylum-seeking children may suffer from trauma. A programme was developed in 2016 to enhance the expertise of teachers on traumas. For example, an online course was developed for teachers in primary and secondary education. The Netherlands Youth Institute reports that play therapy is a treatment for children with social and emotional problems or traumatic experiences. With that in mind, schools sometimes engage expert play therapists. Play therapy can be a good alternative for coping orally. |
| | f) Authorities involved in <u>drafting</u> the measure | Ministry of Education, Culture and Science, sector organisations, Association of Dutch municipalities (VNG), the network for National Support for Education of Newcomers (LOWAN), the University Assistance Fund (UAF), EP Nuffic, the Ministry of Social Affairs and Employment (SZW), Ministry of Justice and Security (JenV) and COA |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | Ministry of Education, Culture and Science (OCW) |
| | h) Authorities implementing measures | Ministry of Education, Culture and Science, sector organisations, VNG, the network of National Support for Education of Newcomers (LOWAN), University Assistance Fund (UAF), EP Nuffic, Ministry of Social Affairs and Employment (SZW), Ministry of Justice and Security (JenV), COA, and schools |

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| 8 Integration | 8.4. Information campaign for education welfare officers on unaccompanied minor third-country nationals | |
| | a) Year and month the measure was established | With effect from 2014 |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | 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 |

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| | <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Structural measure |
| | Type of measure: | <u>Soft measures</u> |
| Other elements | | |
| | c) General aim of the measure (what was intended?) | Facilitating education for school-aged asylum-seeking children and young adults |
| | d) Intended and actual duration of the measure | Long-term |
| | e) Key elements of the measure (description of the measure) | UAMs come to the Netherlands without a parent or carer. Schools have noticed that it is generally more difficult to motivate unaccompanied minors to go to school. So, in 2016, additional information was given to education welfare officers about this target group. It is important that schools, COA and education welfare officers work together to get these pupils to go to school and to keep it that way. There is also an important role for guardians, the recipient parents or the mentor who are responsible for the daily counselling of UAMs in the Netherlands. |
| | f) Authorities involved in <u>drafting</u> the measure | Ministry of Education, Culture and Science, sector organisations, Association of Dutch municipalities (VNG), the network for National Support for Education of Newcomers (LOWAN), the University Assistance Fund (UAF), EP Nuffic, the Ministry of Social Affairs and Employment (SZW), Ministry of Justice and Security (JenV) and COA |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | Ministry of Education, Culture and Science (OCW) |
| | h) Authorities implementing measures | Ministry of Education, Culture and Science, sector organisations, VNG, the network of National Support for Education of Newcomers (LOWAN), University Assistance Fund (UAF), EP Nuffic, Ministry of Social |

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| | Affairs and Employment (SZW), Ministry of Justice and Security (JenV), COA, and schools |
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| 8 Integration | 8.5. Language lessons for promising asylum seekers | |
| | a) Year and month the measure was established | With effect from spring of 2017 |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | 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: | - <u>Soft measures</u> (handbooks, circulars, policy/staff guidance, employing new staff) |
| | Other elements | |
| | c) General aim of the measure (what was intended?) | Language proficiency of asylum seekers |
| | d) Intended and actual duration of the measure | Long-term |

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| | e) Key elements of the measure (description of the measure) | A rapid integration starts by learning the Dutch language. The government believes it is important that promising asylum seekers start with this as soon as possible. Together with COA it was agreed that language lessons currently being given at reception centres in view of the pre-civic integration programme should be brought forward for promising asylum seekers. "Promising" is understood to mean established nationalities with a good chance of getting a residence permit. At this point in time these are Syrian and Eritrean. For the vast majority of promising asylum seekers, it will be possible to take part in NT2 language lessons at Reception Centres (AZC) in their neighbourhoods as from the spring of 2017. ¹⁰¹ |
| | f) Authorities involved in <u>drafting</u> the measure | Ministry of Social Affairs and Employment (SZW) |
| | A. Authorities involved in <u>proposing and approving</u> of each measure | Ministry of SZW, COA |
| | B. Authorities implementing measures | Ministry of SZW, COA |

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| 8 Integration | 8.6. Training language volunteers | |
| | g) Year and month the measure was established | With effect from June 2016 |
| | h) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | Measure following an <u>increase</u> or <u>decrease</u> in numbers | Increase |

¹⁰¹ Parliamentary Papers II, 2016-2017, 34334, no. 23.

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| <u>New measure or change to an existing measure</u> | New measure |
| <u>Structural or ad hoc</u> (temporary) measure | Structural |
| Type of measure: | - <u>Soft measures</u> (handbooks, circulars, policy/staff guidance, employing new staff) |
| Other elements | |
| i) General aim of the measure (what was intended?) | Language proficiency of asylum seekers |
| j) Intended and actual duration of the measure | Long-term |
| k) Key elements of the measure (description of the measure) | In June of 2016 the training of language volunteers commenced. This training is geared towards ensuring that volunteers learn how to support asylum seekers in learning the Dutch language. In this training an explanation is given on how the curriculum is made up, how to work with the curriculum, teaching tips are given, and it is established which materials are relevant and suitable for which language levels. After the training, volunteers can apply what they have learned in AZCs or at other places. |
| l) Authorities involved in <u>drafting</u> the measure | Ministry of Education, Culture and Science (OCW) |
| C. Authorities involved in <u>proposing and approving</u> of each measure | Ministry of OCW, COA |
| D. Authorities implementing measures | Ministry of OCW, COA |

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| 8 Integration | 8.7. Possibility to do voluntary work | |
| | a) Year and month the measure was established | With effect from 2016 |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | 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: | <u>Soft measures</u> (handbooks, circulars, policy/staff guidance, employing new staff) |
| | Other elements | |
| | c) General aim of the measure (what was intended?) | The purpose of the approach is to involve asylum seekers and beneficiaries of international protection who are still staying at the reception centre to do voluntary work in various municipalities. |
| | d) Intended and actual duration of the measure | Long-term |
| e) Key elements of the measure (description of the measure) | In the years ahead, more asylum seekers and beneficiaries of international protection will be given the opportunity to do voluntary work in the Netherlands. To be able to link up asylum seekers, beneficiaries of international protection and civil society organisations to each other, the Ministry of Social Affairs and Employment (SZW) has made EUR 1 million available. This financial support enables two successful tests | |

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| | | to be introduced on a larger scale. The purpose of the approach is to involve asylum seekers and beneficiaries of international protection who are still staying at the reception centre to do voluntary work in various municipalities. This already happened in 2016 by way of tests in Nijmegen and Utrecht. In 2017, reception centres in 10 municipalities will follow. The objective is that after 2.5 years, asylum seekers and beneficiaries of international protection at 25 reception centres, will actively be involved in voluntary work in the particular municipality. In those 2.5 years, 14,000 volunteer jobs will be carried out by asylum seekers and beneficiaries of international protection. The voluntary work consists of activities that an organisation normally has carried out unpaid, so should not replace paid jobs. ¹⁰² |
| | f) Authorities involved in <u>drafting</u> the measure | Ministry of Education, Culture and Science, Ministry of Social Affairs and Employment, Pharos. |
| | g) Authorities involved in <u>proposing and approving</u> of each measure | Ministry of Education, Culture and Science, Ministry of Social Affairs and Employment, Pharos |
| | h) Authorities implementing measures | Ministry of Education, Culture and Science, Ministry of Social Affairs and Employment, Pharos |

9. National Security

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| 9. National Security | 9.1 Checking of identification process | |
| | a) Year and month the measure was established | During the period February - June 2016 |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | Measure following an <u>increase</u> or <u>decrease</u> in | Increase |

¹⁰² For more information see <http://www.pharos.nl/nl/kenniscentrum/projectenoverzicht/52/aan-de-slag-vrijwilligerswerk-voorasielzoekers> and <https://www.rijksoverheid.nl/actueel/nieuws/2016/08/13/meer-vluchtelingen-gaan-vrijwilligerswerk-doen>. Consulted on 2 January 2017.

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| numbers | |
| <u>New measure</u> or <u>change to an existing measure</u> | Change to existing measures --> improvement |
| <u>Structural</u> or <u>ad hoc</u> (temporary) measure | Temporary |
| Type of measure: | Action Plan |
| Other elements | |
| c) General aim of the measure (what was intended?) | Contribution to National Security |
| d) Intended and actual duration of the measure | Long-term |
| e) Key elements of the measure (description of the measure) | <p>As insufficient care was exercised in the identification process during a certain period in 2015, the National Police additionally scrutinized the entire asylum influx of 2015 with general and targeted checks (on the basis of relevant criteria) at the beginning of 2016 for possible dangers to national security. In addition, more focused checks were carried out on persons who allegedly belonged to a higher risk category. In February and April 2016, the Justice and Security Inspectorate also carried out unannounced inspections of the identification process of asylum seekers at three locations.</p> <p>Those inspections showed several bottlenecks, for example, the examination of documents and the read-out of data carriers, like mobile telephones, did not happen according to plan, and the quality of staff, equipment and working instructions was sometimes inadequate. Bottlenecks have purposefully been tackled and remedied by the police</p> <p>In response to the inspections, the government has implemented several improvement measures to</p> |

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| | | combat residential fraud, smuggling of persons, trafficking in human beings, terrorism and jihadism. The measures are elaborated further under Identification & Registration. |
| | f) Authorities involved in <u>drafting</u> the measure | Justice and Security Inspectorate |
| | E. Authorities involved in <u>proposing and approving</u> of each measure | Justice and Security Inspectorate and National Police |
| | F. Authorities implementing measures | Justice and Security Inspectorate and National Police |

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| 9. National Security | 9.2 National Management Committee on Radicalisation | |
| | a) Year and month the measure was established | With effect from January 2017 |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | 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: | Specific interinstitutional working group on the situation |

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| Other elements | |
| c) General aim of the measure (what was intended?) | Contribution to National Security |
| d) Intended and actual duration of the measure | Long-term |
| e) Key elements of the measure (description of the measure) | To improve the exchange of information between various implementing organisations the first National Management Committee on Radicalisation in the immigration system met under the chairmanship of the National Coordinator for Security and Counterterrorism (NCTV) on 27 January 2017. ¹⁰³ Members of this committee are the National Coordinator for Security and Counterterrorism (NCTV), General Intelligence and Security Service (AIVD), National Police, KMar, IND (also on behalf of COA and DT&V) and the Public Prosecution Service (OM). In this national management committee a multidisciplinary picture is created on the basis of subliminal signs of persons that may possibly radicalise or have radicalised. The national management committee offers the possibility to consolidate signs and to jointly establish their importance. On the basis of this picture the involved organisations handle it at their own discretion. These sign detections then end up at the right experts and organisations. ¹⁰⁴ |
| f) Authorities involved in <u>drafting</u> the measure | The National Coordinator for Security and Counterterrorism (NCTV), General Intelligence and Security Service (AIVD), National Police, KMar, IND (also on behalf of COA and DT&V) and the Public Prosecution Service (OM) |
| G. Authorities involved in <u>proposing and approving</u> of each measure | The National Coordinator for Security and Counterterrorism (NCTV), General Intelligence and Security Service (AIVD), National Police, KMar, IND (also on behalf of COA and DT&V) and the Public Prosecution Service (OM) |

¹⁰³ *ibid.*

¹⁰⁴ *Parliamentary Papers II*, 2015-2016, 19637, no. 2277

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| | H. Authorities implementing measures | The National Coordinator for Security and Counterterrorism (NCTV), General Intelligence and Security Service (AIVD), National Police, KMar, IND (also on behalf of COA and DT&V) and the Public Prosecution Service (OM) |
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| 9. National Security | 9.3 System-wide courses on Radicalisation | |
| | a) Year and month the measure was established | With effect from spring of 2016 |
| | b) Typology of measures <i>(please indicate which of the options apply)</i> | |
| | 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: | <u>Soft measures</u> (handbooks, circulars, policy/staff guidance, employing new staff) |
| | Other elements | |
| | c) General aim of the measure (what was intended?) | Contribution to National Security |
| | d) Intended and actual duration of the | Long-term |

| | | |
|--|---|---|
| | measure | |
| | e) Key elements of the measure (description of the measure) | <p>In the Netherlands a great deal has been and is invested in improving safety awareness among employees in the immigration system (including COA, DT&V, IND). For instance, the employees get trained at COA's many new locations, which are currently being made available, with special attention for safety issues. In this, among other things, attention is paid to safety awareness in the context of national security. Also, the Dutch Training Institute for Combating Radicalisation (ROR), which has been operational since September 2015, will provide training courses for professionals (in the broadest sense) in the Security, Counterterrorism and Immigration system.</p> <p>In a general sense, it can be said that detection of potential radicalisation or jihadist intentions can take place at various levels in the immigration system. A reporting structure has been set up for such detections among the implementing organisations in the immigration system. These detections form part of registration and screening procedures, but signs are also detected via employees on the work floor and from the refugee population itself.</p> <p>Attention is also paid to risks of recruitment by jihadists in reception centres. In this regard, an endeavour is made to prevent feelings of frustration among asylum seekers. After all, frustration can augment susceptibility to radicalisation and recruitment. A letter sent by the Minister of Migration to all asylum seekers in which he explains the reception, asylum procedure, and what they can expect is supportive to this. A practical guide is also being developed for municipalities to prevent unrest and frustrations.¹⁰⁵</p> |
| | f) Authorities involved in <u>drafting</u> the measure | |
| | I. Authorities involved in <u>proposing and approving</u> of each measure | |
| | J. Authorities implementing measures | Dutch Training Institute for Combating Radicalisation (ROR) |

¹⁰⁵ *Parliamentary Papers II, 2015-2016, 29754, no. 355*

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? Please elaborate further.

- It has come to the fore that the Dutch Council for Refugees (VWN) is disappointed because many measures are not in keeping with their goals

| Area | Extent of involvement of non-state entities (if yes, to what extent) |
|--|--|
| Border control (<i>please specify if it refers to external border control, temporary control at internal borders and/or police controls in border areas</i>) | N/A |
| Reception centres / accommodation arrangements and other housing | <p><i>Dutch Council for Refugees</i></p> <p>When the emergency accommodations were opened, the Dutch Council for Refugees was there to answer questions about the length of stay, the right to a lawyer, tracing family members, sickness, family reunification and requesting documents. These topics were also repeated in a so-called 'public information sheet', which was handed out to groups of asylum seekers. After the IND had sent its letter of expectations, nervous unrest rose at the locations. After a while the IND decided to verbally explain the letter of expectation, because of further unrest that this had caused at locations. This was a good development. Where possible, the Dutch Council for Refugees was present at these information gatherings, so that it could answer questions from asylum seekers about waiting times.</p> <p>When it appeared that a number of emergency accommodations 'switched' to regular AZCs, the Dutch Council for Refugees offered its regular services at these locations too. This means, among other things, providing information on asylum procedures, legal counselling, support for applications for family reunification.</p> <p><i>The Netherlands Red Cross</i></p> <p>The Netherlands Red Cross has:</p> <ul style="list-style-type: none"> • set up crisis reception locations; • sorted clothing and toiletries and handed these out at 21 locations via 'welcome shops'. |

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| <p>Wider reception services (social services, health services), rights afforded to applicants</p> | <p><i>Dutch Council for Refugees</i></p> <p>At the crisis reception locations the Dutch Council for Refugees fulfilled a detecting role for cooperating organisations where it concerned safety, atmosphere, access to healthcare, and privacy (where possible).</p> <p><i>Netherlands Red Cross</i></p> <p>The Netherlands Red Cross has set up 11 First Aid posts at reception locations and provides support in the reception, care and counselling of refugees. The Netherlands Red Cross has offered tracing services (renewed contact with family members).</p> <p>The Netherlands Red Cross has offered support in 491 initiatives by private individuals and companies for refugees, by matching up the supply and demand at AZC's</p> |
| <p>Registration process of the asylum seeker</p> | <p>N/A</p> |
| <p>Asylum procedure (at first and second instance)</p> | <p><i>Dutch Council for Refugees</i></p> <p>Within the immigration system, the Dutch Council for Refugees plays a formal role in informing asylum seekers about the asylum procedure. When the locations 'switched', the Dutch Council for Refugees (mainly) used mobile information teams to inform asylum seekers in good time about their procedure.</p> |
| <p>Infrastructure, personnel and competencies of the responsible authorities</p> | <p>N/A</p> |
| <p>Law enforcement</p> | <p>N/A</p> |
| <p>Immediate integration measures for asylum applicants</p> | <p>N/A</p> |

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?

While it is beyond the scope of the study to be able to describe and analyse impacts on all different local authorities concerned, please elaborate on how national measures taken generally impacted on regional or local authorities.

| Area | Impact on local authorities | Influence on the process |
|--|---|--|
| Border control | N/A | |
| Reception centres / accommodation arrangements and other housing | <p>In order to adequately deal with the increased influx of refugees, the government asked the municipalities to tackle this issue "shoulder to shoulder".¹⁰⁶</p> <p>At the end of 2015, the government and local and regional authorities made arrangements to resolve the issues together regarding the reception and housing, schooling and integration, in relation to the increased asylum influx that the Netherlands has to face. The issues mainly occur at a local level, but it is a joint responsibility to resolve them. It is for this reason that an intensive and permanent cooperation was started between the State, municipalities and provinces at a national and regional level.</p> <p>These arrangements are based on a shared basic thought to encourage integration and participation of residence permit holders by focusing on education, employment and healthcare.</p> | <p>The Association of Dutch municipalities (VNG) and the Association of Provincial Authorities (IPO) were involved in setting up this cooperation.</p> <p>The VNG is an umbrella organisation of all municipalities. The VNG supports municipalities in translating national policy into municipal policy, in sharing knowledge on practical implementation, and to promote the interests of all municipalities to various parties.</p> <p>The Association of Provincial Authorities manages the joint interests of the provinces in 'The Hague' and 'Brussels'. On the one hand, by playing an informative and guiding role in the (formal) preparation of policy that is of importance for provinces. On the other hand, by sharing knowledge and providing information to provincial partners and stakeholders.</p> |
| Wider reception services (social services, health services), rights afforded to applicants | <p>Increased budget for social support.</p> <p>The measure mainly consists of an</p> | <p>The VNG was involved in the budget being increased.</p> |

¹⁰⁶ For more information see <https://www.coa.nl/nl/voor-gemeenten/landelijke-en-provinciale-regietafels>. Consulted on 17 November 2017.

| | | |
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| | <p>increase in the financial contribution to municipalities for the social counselling of beneficiaries of international protection. The financial contribution of EUR 1000 per residence permit holder has been increased to EUR 2370 per residence permit holder. This amount is independent of the housing scheme (temporary or permanent), which is reimbursed once to a municipality. On increasing the budget, requirements were set by the Ministry of Social Affairs and Employment (SZW) and the VNG on how it should be spent, for example, on supporting beneficiaries of international protection in practical matters, integration and participation.</p> | |
| 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 | |
| Integration measures for asylum applicants | N/A | |

2.2 SCALING DOWN OR DISMANTLING MEASURES FOLLOWING A DECREASE IN NUMBERS OF ASYLUM APPLICATIONS

Q13. Many Member States experienced a decrease in the influx of asylum applications in the third and fourth quarters of 2016, while several Member States experienced a more irregular decrease at certain intervals after the period 2014-2016. If your (Member) State experienced a decrease in asylum applications, were any changes made to (scope of) previously adapted or introduced measures? *This question seeks to understand if and how measures adopted during the previous increase were cancelled or changed. Please elaborate on the process on how the assessment was made (by the government) to change the scope of measures.*

Yes, the decreasing influx of asylum seekers at the end of 2015 that continued in 2016 has had an impact on measures taken during the increased influx. (See question 4 for a definition of the increase and decrease of the influx of asylum seekers for the Netherlands). Adaptations have been made to measures taken in the area of a. Measure 1.1 Intensifying Mobile Security Monitoring (MTV) at internal borders with Belgium and Germany, b. Measure 2.1 Increasing the technical capacity and c. Measure 6.2 Enlarging and changing the staff complement.

a. Measure 1.1 Intensifying Mobile Security Monitoring (MTV) at internal borders with Belgium and Germany

Since February 2016, Mobile Security Monitoring (MTV) at internal borders with Belgium and Germany, have been intensified. The purpose of a tightening up of MTVs was three-fold: 1. The fight against illegal immigration in general, and combating the smuggling of persons in particular, 2. The prevention of incidents (such as asylum seekers perishing in trucks) and 3. The prevention of substantial risks to public order and security.¹⁰⁷ On 2 March 2016 these monitoring checks were extended for six months. The MTV was discontinued on 1 September 2016 by way of not re-applying for extension of the expanded competences required for the intensification of MTVs. During the extension in the period from March to September 2016, the number of monitoring checks decreased, since this caused too much nuisance for traffic and transport in the Netherlands.

The Ministry of Justice and Security decided to expand competences to enable intensification of border controls, extend them, and that it was not needed to re-apply for an extension. The intensification of monitoring checks at the internal borders was discontinued because of the reduced inflow. Border controls are the responsibility of KMar, which is part of the Ministry of Defence. KMar performs this task on behalf of the Ministry of Justice and Security.

b. Measure 2.1 Increasing the technical capacity

In 2017, the reception capacity for asylum seekers was downscaled. The spare capacity kept in abeyance by COA to help out during an increased influx of asylum seekers was reduced. The extent of the spare capacity is reflected in the difference between what COA calls the 'logistical capacity' and the 'technical capability'. The logistical capacity is the number of places actually occupied in the reception centre. The technical capacity concerns the total capacity of beds available to COA. In 2016, COA managed a technical capacity size of 48,700 reception centre places. The logistical capacity and thus the actual occupancy of the reception centre places was almost the same as the technical capacity. In the course of 2016 and 2017, the logistical capacity decreased to approximately 22,000 reception centre places. In the first place, this led to a downscaling of crisis reception location places.¹⁰⁸ ¹⁰⁹ Subsequently, in light of this decrease, it was decided also to adjust the

¹⁰⁷ *Parliamentary Papers II*, 2015-2016, 19637, no. 2077.

¹⁰⁸ NOS (news broadcaster) 2016. *COA sluit noodopvanglocaties voor asielzoekers* [COA closes emergency accommodations for asylum seekers]. Consulted on 6 November 2017. <http://nos.nl/artikel/2121283-coasluit-noodopvanglocaties-voor-asielzoekers.html>

technical capacity in April 2017. At the end of 2017, the technical capacity was reduced to 31,000 reception centre places.¹¹⁰ The result is that the spare capacity decreased by 17,700 places. Spare capacity – the difference between technical capacity and reception capacity – has been approximately 9,000 instead of approximately 26,700 reception centre places since the end of 2017.

Downscaling the reception capacity for asylum seekers is a decision taken on the basis of joint consultations between COA and the Ministry of Justice and Security when the asylum influx and the number of required reception centre places decreased. Due to the fact that the asylum influx decreased, gradually fewer reception centre places were needed. As a result, the funding was also reviewed. The reception of asylum seekers is the responsibility of COA. At the request of the Ministry of Justice and Security, COA offers reception and counselling to asylum seekers, refugees and specific groups, such as unaccompanied minor third-country nationals in the Netherlands. COA is an independent administrative body that falls under the political responsibility of the Ministry of Justice and Security. COA is funded by the Ministry of Justice and Security on the basis of the number of reception centre places provided.

c. Measure 6.2 Enlarging and changing the staff complement

As a result of the decreased influx of asylum seekers, less capacity was needed for the purpose of identification and registration, asylum procedure and reception. This meant an adjustment of the workforce. At the IND and COA, shrinkage of the workforce occurred of employees in the flexible shell who had been recruited during the increased influx. At the National Police personnel was redeployed back to their units/duties where they had been withdrawn from during the increased influx.

Expansion of the workforce had been necessary in view of the implementation of tasks at the National Police, the IND and COA during the increased influx of asylum seekers. When the influx of asylum seekers decreased, this also meant an immediate decrease in the need of deployed personnel. The financing of personnel in the flexible shell to tackle the consequences of the influx of asylum seekers was thus reduced. The decision to shrink the staff complement at the National Police, the IND and COA was taken in consultation with the client, the Ministry of Justice and Security. The additional capacity at the DT&V continues until 2019.

Q14. To what extent did the decrease result in adapting or abolishing/dismantling measures taken in periods of increase?

Pursuant to the decreased asylum influx, a measure that was put in place during the increased influx was discontinued: the Self-care Scheme (ZZA). The ZZA was a temporary, supplementary regulation in the accommodation scheme that could be provided by COA. The ZZA was introduced on 8 September 2015 and was discontinued as at 16 September 2016 due to the decreased influx.¹¹¹ The ZZA made it possible for beneficiaries of international protection to find own accommodations with family and friends. Since 16 September 2016 it is no longer possible to admit new residence permit holders in the ZZA. Residence permit holders who were already using the arrangement may continue to make use of the ZZA until their final placement in a municipality. New applications for the ZZA are referred to the accommodation scheme. The accommodation scheme that is provided for by COA enables residence permit holders to stay with friends or

¹⁰⁹ NOS (news broadcaster) 2016. *Minder asielzoekers: 13.500 opvangplaatsen weg* [Fewer asylum seekers: 13,500 places of shelter gone]. Consulted on 6 November 2017. <http://nos.nl/artikel/2148347-minder-asielzoekers-13-500-opvangplaatsen-weg.html>

¹¹⁰ <https://www.coa.nl/nl/actueel/nieuws/opvangcapaciteit-coa-voor-eind-2017-naar-31000-plaatsen>

¹¹¹ COA. (2016) *Zelfzorgarrangement (ZZA) stopgezet per 16 september* [Self-care scheme (ZZA) discontinued as of 16 September]. Consulted on 6 November 2017. <https://www.coa.nl/nl/actueel/nieuws/zelfzorgarrangement-zza-stopgezet-per-16-september>

family in the Netherlands for a short period (up to 3 months). To do so, they receive an allowance of up to EUR 150 per week per family.¹¹²

Q15. To what extent did the decrease lead to a shift in political and administrative prioritisation of measures taken (e.g. from asylum procedure to integration and or return)?

In the Netherlands, no political shift took place in prioritising measures relating to border control, identification, reception and the asylum procedure towards prioritising measures relating to return or integration. Although there is a shift in the sense of an administrative prioritisation in several areas. In the asylum procedure, attention has shifted to asylum family reunification; that is to say, an application for family reunification from a beneficiary of international protection. There is more attention for the integration of beneficiaries of international protection. Attention has also been intensified to return rejected asylum seekers.

Q16. To what extent did the decrease lead to measures (and/or debate) about maintaining established admission, housing and integration capacities as well as preserving gained expertise (e.g. regularly training of former staff; maintaining infrastructure; increasing capacities within other admission procedures such as resettlement, relocation, humanitarian admission)?

No specific measures have been taken to maintain the capacity and expertise, nor has there been any particular debate on this. Organisations such as IND and COA have done their own downscaling of capacity, while maintaining the quality of their services according to their own programme target. However, the additional capacity that IND recruited for handling the asylum applications was partially transferred and used for the family reunification applications of beneficiaries of international protection; in the Netherlands, this kind of asylum family reunification is called '*nareis*'.

¹¹² COA (2016) *Factsheet logeeregeling vergunninghouders september 2016* [Accommodation scheme fact sheet for residence permit holders, September 2016]. Consulted on 6 November 2017.
https://www.coa.nl/sites/www.coa.nl/files/paginas/media/bestanden/factsheet_logeeregeling_vergunninghouders_sept_2016.docx

Section 3: Effectiveness of the measures taken

This phase concerns the period after the implementation of new practices and ad hoc measures and their follow-up. Only Member State who implemented national measures in response to a fluctuation of the influx are required to reply. Please copy the entire table below for all the measures listed in Q10.

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

1. Border control

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| 1.1 Intensifying Mobile Security Monitoring (MTV) at internal borders with Belgium and Germany | Immediate impact (in the first days or weeks after its implementation) | <p>The duration and frequency of the number of checks has been doubled. Now, six trains per line and at most forty trains in total are allowed to be checked. On roads, KMar is now allowed to carry out checks twelve hours per day instead of six.</p> <p>The KMar (2015) results show that intensification is bearing fruit. Between 13 September 2015 and 1 November 2015 there were 40 apprehensions carried out in the MTV on suspicion of smuggling of persons.</p> |
| | Medium or longer term effect (a month or longer after its implementation) | <p>Since the intensification, the number of apprehensions has risen to 7 per week. Before that it was an average of 3 per week. Between 1 January 2015 and 1 November 2015 a total of 160 suspects were apprehended in the MTV for the smuggling of persons.¹¹³</p> |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | <p>Some of the illegal foreign nationals encountered have applied for asylum in the Netherlands after having been detected, which may not have been their intention. Monitoring has therefore also led to a slight increase in the number of asylum seekers.</p> <p>This is a good concept for a build-up of the information position. This shows a better picture of what is going on at the internal border and which people cross this border</p> |
| | Was the measure evaluated for effectiveness? If so, by whom? | <p>Yes, internally by KMar and the Ministry of Justice and Security.¹¹⁴</p> |
| | What was the outcome of the evaluation? | <p>Intensification has been reduced because there was no longer any reason to uphold the measures taken for the external borders (EU-Turkey deal and closing of the</p> |

¹¹³ *Parliamentary Papers II*, 2015-2016, 19637, no. 2077

¹¹⁴ KMar's Mobile Security Monitoring (MTV) has been tightened since 17 September 2015 based on the exception clause, as stipulated in Article 4.17b of the Aliens Decree. On the basis of risk analyses, the information-driven MTV checks on certain routes was intensified in the border zone.

| | | |
|---|--|--|
| | | Western Balkan route). |
| 1.2 Intensifying exit checks at external borders: Dutch ports | Immediate impact (in the first days or weeks after its implementation) | More stowaways discovered during surveillance. |
| | Medium or longer term effect (a month or longer after its implementation) | Relatively fewer stowaways are discovered during surveillance in the UK. However, the incremental figures show that the number of incidents are also rising and intensive checks are required with the assistance of personnel at Defence. |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | More stowaways discovered during surveillance. |
| | Was the measure evaluated for effectiveness? If so, by whom? | Yes, internally by the Ministry of Defence and KMar |
| | What was the outcome of the evaluation? | KMar has deployed more capacity in Dutch ports in the detection of stowaways who try to travel to England. The number of illegal third-country nationals staying in the Netherlands that tried to reach Great Britain through Dutch seaports rose in 2015 and 2016. In 2015, more than 510 'stowaways' were identified by KMar, and this was approximately 660 in the period from January to July 2016 (numbers have been rounded off). This increase of the number of 'stowaways' already found in the Netherlands shows that the checks have become more effective. |
| 1.3. Intensifying structural information exchange | Immediate impact (in the first days or weeks after its implementation) | N/A |
| | Medium or longer term effect (a month or longer after its implementation) | Intensifying the exchange of information between the transport sector and KMar has likewise ensured that 'stowaways' are detected more often. ¹¹⁵ |
| | Collateral or side effect(s) and unexpected/unforeseen effects | N/A |

¹¹⁵ *Parliamentary Papers II*, 2015-2016, question no. 2016Z15203

| | | |
|--|--|--|
| | (effects not initially considered when the measure was implemented) | |
| | Was the measure evaluated for effectiveness? If so, by whom? | No |
| | What was the outcome of the evaluation? | N/A |
| 1.4 Intensifying cooperation with border control authorities | Immediate impact (in the first days or weeks after its implementation) | N/A |
| | Medium or longer term effect (a month or longer after its implementation) | Due to this intensified cooperation and checks, more 'stowaways' are detected. |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | No |
| | What was the outcome of the evaluation? | N/A. |

2. Reception centres / accommodation arrangements and other housing

| | | |
|---------------------------------------|---|---|
| 2.1 Increasing the technical capacity | Immediate impact (in the first days or weeks after its implementation) | Before the end of 2015, at least 500 additional emergency accommodations had to be realised per region. By the beginning of 2016, this aim of 500 promised places had not been fulfilled in all regions. ¹¹⁶ |
| | Medium or longer term effect (a month or longer after its implementation) | In 2015, this concerned an expansion of about 10,200 places |

¹¹⁶ For more information see https://www.divosa.nl/sites/default/files/onderwerp_bestanden/20160115_stand_van_zaken_bestuursakkoord_verhoogde_asielinstroom.pdf. Consulted on 1 December 2017.

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| | <p>Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)</p> | <p>N/A</p> |
| | <p>Was the measure evaluated for effectiveness? If so, by whom?</p> | <p>No</p> |
| | <p>What was the outcome of the evaluation?</p> | <p>N/A</p> |
| <p>2.2 Introduction of a new administrative cooperation structure</p> | <p>Immediate impact (in the first days or weeks after its implementation)</p> | <p>Improvement in cooperation.</p> |
| | <p>Medium or longer term effect (a month or longer after its implementation)</p> | <p>By now, there is a nationwide-functioning network of regional committee tables.</p> |
| | <p>Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)</p> | <p>N/A</p> |
| | <p>Was the measure evaluated for effectiveness? If so, by whom?</p> | <p>The Advisory Committee for Migration Affairs (ACVZ) has issued an opinion <i>'Pieken en dalen. Naar een duurzaam systeem voor de opvang van asielzoekers en de huisvesting en integratie van vergunninghouders'</i> ['Ups and downs. Towards a sustainable system for the reception of asylum seekers and the housing and integration of residence permit holders'] on tackling the increased influx of asylum seekers in the Netherlands in the period of 2014-2016. The second part of the study on which the opinion by the ACVZ is based relates to administrative cooperation during the increased influx.</p> |
| | <p>What was the outcome of the evaluation?</p> | <p>Research has shown that the State, provinces and municipalities have been cooperating better to find solutions for the consequences of increased volumes of asylum seekers. All parties involved think that must be adhered to. The most import factors to succeed are the joint approach, making use of Royal Commissioners as intermediaries between the State, provinces and municipalities, and the scope allowed for provinces and municipalities to provide tailor-made solutions for the reception of asylum seekers and the housing of residence permit holders. The foremost points of improvement are communications, clarity on mandate and competences, and attention for a rapid integration</p> |

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| | | of residence permit holders. ¹¹⁷ |
| 2.3 Introducing a temporary subsidy scheme for property managers | Immediate impact (in the first days or weeks after its implementation) | N/A |
| | Medium or longer term effect (a month or longer after its implementation) | The subsidy available is EUR 87.5 million. A subsidy of EUR 6,250 can be applied for each residence permit holder, with a maximum of EUR 15 million per property manager per year. At the end of 2017, more than 25% of the subsidy was reserved or granted. ¹¹⁸ |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | Yes, the Association of Housing Corporations Aedes has done research into building plans of housing corporations for refugees with a residence permit. |
| | What was the outcome of the evaluation? | Almost all housing corporations are familiar with the government subsidy for housing residence permit holders. One-fifth of the corporations make use of the subsidy. The most frequently cited reasons not to apply for the subsidy are the limited rentals that corporations may ask and the requirement of having at least four residence permit holders in each house. There are also municipalities where no premises are available for refurbishment. ¹¹⁹ |
| 2.4 Easing of regulations for housing corporations | Immediate impact (in the first days or weeks after its implementation) | Regulations have been eased for housing corporations. This means, for example, that housing corporations can offer services to property managers, and buildings owned by third parties can be refurbished, rented and maintained when at least half of the tenants are beneficiaries of international protection |
| | Medium or longer term effect (a month or longer after its implementation) | An amendment in the Housing Act entered into force in December 2016, making it possible for corporations to |

¹¹⁷ <https://acvz.org/wp-content/uploads/2017/05/70519-14961-Pieken-en-dalen-web-2.pdf>

¹¹⁸ For more information see <https://www.rvo.nl/subsidies-regelingen/tijdelijke-regeling-stimulering-huisvesting-vergunninghouders>. Consulted on 1 December 2017.

¹¹⁹ For more information see <https://www.aedes.nl/artikelen/klant-en-wonen/bijzondere-doelgroepen/statushouders/bouwplannen-voor-huisvesting-14600-vergunninghouders.html>. Consulted on 1 December 2017.

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| | implementation) | do more for residence permit holders. |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | No |
| | What was the outcome of the evaluation? | N/A |
| 2.5 Letting of government premises to municipalities. | Immediate impact (in the first days or weeks after its implementation) | Government premises from the existing stock are let to municipalities to accommodate residence permit holders. A period of up to 10 years is possible within the framework of the so-called Dutch Vacancy Act. |
| | Medium or longer term effect (a month or longer after its implementation) | N/A |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | No |
| | What was the outcome of the evaluation? | N/A |
| 2.6 Establishing the Accelerated Municipal Housing Scheme (GVA) | Immediate impact (in the first days or weeks after its implementation) | The GVA is a temporary emergency measure, aimed at the short-term housing of residence permit holders in buildings that are not intended or suitable for permanent living. |
| | Medium or longer term effect (a month or longer after its implementation) | N/A |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |

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| | Was the measure evaluated for effectiveness? If so, by whom? | No |
| | What was the outcome of the evaluation? | N/A |
| 2.7 Introduction of the Self-care scheme. | Immediate impact (in the first days or weeks after its implementation) | Little use was made of the Self-care Scheme. ¹²⁰ |
| | Medium or longer term effect (a month or longer after its implementation) | As of 16 September 2016 the Self-care scheme (ZZA) was discontinued. ¹²¹ |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | N/A |
| | What was the outcome of the evaluation? | N/A |
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| 2.8 Change of prioritization in Housing Allocation Act. | Immediate impact (in the first days or weeks after its implementation) | N/A |
| | Medium or longer term effect (a month or longer after its implementation) | Contrary to expectation, little effect, see below. |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | No, but the Association of Housing Corporations Aedes has done exploratory research. |

¹²⁰ ACVZ (2017) *Pieken en Dalen* [Ups and Downs]

¹²¹ For more information see <https://www.coa.nl/nl/asielopvang/huisvesting-vergunninghouders/logeerregeling>. Consulted on 1 December 2017.

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| | What was the outcome of the evaluation? | This research shows that many large municipalities continue to give priority to residence permit holders. About half the municipalities have no housing regulation; in the (often smaller) municipalities, changes to legislation have no direct effect. Municipalities that do have a housing regulation, must ensure that the residence permit holders category is explicitly stated if they want to continue giving them priority. ¹²² |
| 2.9 Implementation of a small-scaled reception model for unaccompanied minor asylum seekers. | Immediate impact (in the first days or weeks after its implementation) | Youths are not transferred more than is necessary, and continuity is guaranteed in their reception, counselling and education. |
| | Medium or longer term effect (a month or longer after its implementation) | N/A |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | No. |
| | What was the outcome of the evaluation? | N/A |
| 2.10 Developing improvement measures relating to protected reception for | Immediate impact (in the first days or weeks after its implementation) | In July 2016, the risk assessment instrument was taken into service. Further, a safety plan has been drawn up, residents meetings are held on a regular basis, and a complaints procedure has been developed. |
| | Medium or longer term effect (a month or longer after its implementation) | N/A |

¹²² For more information see <https://www.aedes.nl/artikelen/klant-en-wonen/huisvesting-vergunninghouders/geen-voorrang-meer-voor-vergunninghouders.html>. Consulted on 1 December 2017.

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| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | No |
| | What was the outcome of the evaluation? | N/A |

3. Wider reception services (social services, health services), rights afforded to applicants

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| 3.1 Raised budget for social counselling of beneficiaries of international protection | Immediate impact (in the first days or weeks after its implementation) | An increase in the financial contribution to municipalities for social counselling of beneficiaries of international protection |
| | Medium or longer term effect (a month or longer after its implementation) | N/A |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | No. |
| | What was the outcome of the evaluation? | N/A |

4. Registration process of the asylum seeker

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| 4.1 Changes in the Identification and Registration | Immediate impact (in the first days or weeks after its implementation) | In the short-term, this has resulted in a rapid catch-up of the backlog relating to the identification of asylum seekers. The identification process that asylum seekers undergo in the identification channels is an initial and important link in the asylum and security system. |
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| | | <p>The high influx of asylum seekers in 2015 brought about a backlog in the identification and registration of asylum seekers.¹²³ At its peak, in the first week of October 2015, the number of asylum seekers that had undergone the initial registration, but had not yet been identified, was approximately 4,500. The backlog was caught up at a rapid pace. Among other things the backlog was caught up because additional locations were opened throughout the Netherlands, where asylum seekers were formally identified by the police. For this purpose, it was agreed with the police that flexible additional capacity could be deployed.¹²⁴</p> |
| | <p>Medium or longer term effect (a month or longer after its implementation)</p> | <p>In the medium and longer term, this has ensured that the identification process proceeds quickly and with due care, without backlogs.</p> <p>In December 2016, the Justice and Security Inspectorate determined that by now the identification process proceeds with due care, the quality is guaranteed and all asylum seekers are registered after undergoing the procedure.¹²⁵</p> <p>Generally the identification channels have been improved and now don't only ensure identification, but also National Security.</p> |
| | <p>Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)</p> | <p>Identification channels now also include National Security.</p> |
| | <p>Was the measure evaluated for effectiveness? If so, by whom?</p> | <p>Yes, by the Justice and Security Inspectorate</p> |
| | <p>What was the outcome of the evaluation?</p> | <p>The initial assessment was positive, but points for improvement are mentioned relating to the quality of identification. The second assessment was positive and areas for improvement have been tackled. Positive, after assessment the identification process has improved, according to the Justice and Security Inspectorate</p> |

¹²³ *Parliamentary Papers II*, 2015-2016, 19637, no. 2067.

¹²⁴ *Parliamentary Papers II*, 2015-2016, 19637 no. 2077.

¹²⁵ For more information see <https://www.inspectievenj.nl/Publicaties/rapporten/2016/12/21/de-identificatie-van-asielzoekers-in-nederland---vervolgonderzoek-naar-de-registratie-en-identificatie-van-asielzoekers-door-de-politie-en-de-koninklijke-marechaussee>. Consulted on 21 November 2017.

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| 4.2 BRP fast-tracks | <p>Immediate impact (in the first days or weeks after its implementation)</p> | <p>The procedure for registration in the BRP, the issuing of a Citizen Service Number and (in the long-term) the issuing of residence documents take place sooner.</p> |
| | <p>Medium or longer term effect (a month or longer after its implementation)</p> | <p>In the BRP fast-track, registration in the BRP, the issuing of a Citizen Service Number, and the issuing of residence documents take place sooner in the procedure, allowing residence permit holders to go from the registration location to an AZC in possession of the correct documents. This makes registration in the BRP at the municipalities, merely a matter of transfer. This makes a difference to capacity and costs.</p> |
| | <p>Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)</p> | <p>N/A</p> |
| | <p>Was the measure evaluated for effectiveness? If so, by whom?</p> | <p>Yes, by the Ministry of Justice and Security and <i>Platform Opnieuw Thuis</i> (home again platform).¹²⁶</p> |
| | <p>What was the outcome of the evaluation?</p> | <p>The project "National BRP fast-track implementation" was started in 2015 to set up a structural modus operandi as of 1 January 2017, so that all residence permit holders, family members for asylum family reunification, and also asylum seekers in the long term, can be registered in the Municipal Personal Records Database (BRP). During the increased influx of asylum seekers in 2016 no fewer than seven BRP fast-tracks were implemented. The project was discontinued as planned, on 31 December 2016. The intended result, namely the implementation (even doubling) of BRP fast-tracks, had been achieved.</p> |
| 4.3 Implementation of the | <p>Immediate impact (in the first days or weeks after its implementation)</p> | <p>The BVID kiosk is used for taking electronic fingerprints of the asylum seeker and for taking a facial photograph of the asylum seeker. The BVID kiosk is also used to scan any travel or identity documents.¹²⁷ This is also a known process in the criminal law system, so it is not unique to the asylum system.</p> |

¹²⁶ For more information see <https://www.opnieuwthuis.nl/documents/Processen/Eindrapportage%20Landelijke%20uitrol%20BRP-straten.pdf>. Consulted on 22 November 2017.

¹²⁷ Justice and Security Inspectorate (2016). *De identificatie van asielzoekers in Nederland* [The identification of asylum seekers in the Netherlands] April 2016

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| | Medium or longer term effect (a month or longer after its implementation) | N/A |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | No. |
| | What was the outcome of the evaluation? | N/A |
| 4.4 Checking of data carriers such as "smartphones". | Immediate impact (in the first days or weeks after its implementation) | N/A |
| | Medium or longer term effect (a month or longer after its implementation) | The quality of identity verification has improved. In suspicious cases, the data carriers are then transferred for digital forensic investigation to the investigative authorities outside the identification and registration process (I&R process). ¹²⁸ |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | N/A |
| | What was the outcome of the evaluation? | N/A |
| 4.5 Language | Immediate impact (in the first days or weeks after its implementation) | By implementing the language indication for all Syrian asylum applications, it can already be established whether extensive language analysis is necessary by |

¹²⁸ Parliamentary Papers II, 2015-2016, 19 637, no. 2187. See also response AHQ on 2017.1180 - Mobile device information

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| | implementation) | making use of a short voice recording. |
| | Medium or longer term effect (a month or longer after its implementation) | Due to the language indication, the number of 'pseudo-Syrians' decreased. This language indication has led to an improved identity verification. |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | As at 1 January 2017, similar measures were taken for third-country nationals with Iraqi passports. Since then, IND linguists also carry out a language indication in all Iraqi asylum application cases. |
| | Was the measure evaluated for effectiveness? If so, by whom? | N/A |
| | What was the outcome of the evaluation? | N/A |
| 4.6 Accelerated Documents Office procedure. | Immediate impact (in the first days or weeks after its implementation) | N/A |
| | Medium or longer term effect (a month or longer after its implementation) | In the accelerated procedure, experts can process many documents in a short space of time. As a result, cases can be sorted in advance in respect of cases where additional attention must be paid. |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | N/A |
| | What was the outcome of the evaluation? | N/A |
| 4.7 Establishing the | Immediate impact (in the first days or weeks after its implementation) | In the short term, the KOCV coordinates the identification of asylum seekers (it determines which identification channels are opened and arranges the transportation of asylum seekers). |

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| | Medium or longer term effect (a month or longer after its implementation) | In the long-term, the KOCV develops system-wide practices, procedures and instructions for the organisations cooperating in the immigration process. ¹²⁹ |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | Yes, by the Advisory Committee for Migration Affairs (ACVZ) as part of an evaluation/opinion on the reception of asylum seekers and housing, as well as the integration of residence permit holders. The second part of the study on which the opinion by the ACVZ is based relates to administrative cooperation during the increased influx. ¹³⁰ |
| | What was the outcome of the evaluation? | The report has shown that the State, provinces and municipalities have been cooperating better to find solutions for the consequences of increased volumes of asylum seekers. All parties involved think that must be adhered to. The most important factors to succeed are the joint approach, making use of Royal Commissioners as intermediaries between the State, provinces and municipalities, and the scope allowed for provinces and municipalities to provide tailor-made solutions for the reception of asylum seekers and the housing of residence permit holders. The foremost points of improvement are communications, clarity on mandate and competences, and attention for a rapid integration of residence permit holders. |

5. Asylum procedure

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| Measure 5.1. Multi-track policy measure 5.2 | Immediate impact (in the first days or weeks after its implementation) | <p>The introduction of track 2 in which asylum applications of asylum seekers from safe countries of origin can be rejected, immediately led to faster decisions on asylum applications for that group.¹³¹</p> <p>In exceptional cases, asylum seekers do need protection. The Dutch Council for Refugees are concerned whether adequate attention in this fast track is paid to this</p> |
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¹²⁹ Newsletter 55 of Asylum Subcommittee 22 November 2015

¹³⁰ ACVZ (2017) *Pieken en Dalen* [Ups and Downs]

¹³¹ However, exceptions do need protection. The Dutch Council for Refugees are concerned whether adequate attention in this fast track is paid to this aspect.

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| <p>5.3. Broader information</p> | | <p>aspect.</p> |
| | <p>Medium or longer term effect (a month or longer after its implementation)</p> | <p>In the medium term, this meant that the DT&V was sooner able to deal with the group of asylum seekers from safe countries of origin in the context of returns.</p> <p>The influx from safe countries has decreased.</p> <p>With the introduction of the various tracks there is greater focus at the beginning of the procedure (the moment the track is determined, the registration and verification interviews take place). The third-country national undergoes the procedure and that is the first time that legal assistance or information is made available. This means there is no longer a genuine rest and preparation period.</p> |
| | <p>Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)</p> | <p>After rejection of the asylum application in track 2, a travel ban is imposed. Third-country nationals consider that to be unpleasant and, for example, withdraw their asylum application beforehand, do not appear at the asylum interview or leave to an unknown destination.</p> |
| | <p>Was the measure evaluated for effectiveness? If so, by whom?</p> | <p>Yes, by the asylum system</p> |
| | <p>What was the outcome of the evaluation?</p> | <p>The evaluation has shown that many third-country nationals in track 2 leave prematurely to an unknown destination. In addition, it appeared that planning matters could cause delays in track 2, which means the deadlines are not met.</p> <p>Furthermore, the evaluation showed that there was a high influx in 2016 from the Western Balkans (Bosnia, Serbia, Kosovo, Macedonia, Montenegro and Albania). Many of these cases were Dublin Claimants and another Member State was responsible for handling these cases. These countries, however, are also considered in the Netherlands as being safe countries of origin. Because the Dublin Procedure (track 1) takes much longer than the safe country of origin procedure (track 2), it was decided to handle asylum applications from these countries in track 2. That also meant that returns could be prepared sooner.</p> |
| | <p>Immediate impact (in the first days or weeks after its implementation)</p> | <p>The standard decision period of 6 months was extended in February 2016</p> |

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| | Medium or longer term effect (a month or longer after its implementation) | The standard decision period of 6 months was extended in February 2016 |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | Unrest at location. In response to this, IND started handing out information by letter |
| | Was the measure evaluated for effectiveness? If so, by whom? | The information from IND was evaluated by the research agency Bex. |
| | What was the outcome of the evaluation? | Research report with many recommendations on providing information effectively. As a result of this, IND, COA, and the Dutch Council for Refugees also held discussions with groups of asylum seekers about how they had perceived receiving information. |
| 5.4. Information letter to asylum seekers about reception and asylum procedure | Immediate impact (in the first days or weeks after its implementation) | To provide asylum seekers directly with information, a newsletter with information about reception and the asylum procedure was disseminated in October 2015. |
| | Medium or longer term effect (a month or longer after its implementation) | N/A |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | Unrest at location. In response to this, IND started handing out information by letter. ¹³² |
| | Was the measure evaluated for effectiveness? If so, by whom? | The information from IND was evaluated by the research agency Bex. |
| | What was the outcome of the evaluation? | Research report with many recommendations on providing information effectively. As a result of this, IND, COA, and the Dutch Council for Refugees also held discussions with groups of asylum seekers about how they had |

¹³² When waiting times for the asylum procedure rose, employees at the Dutch Council for Refugees seemed less and less able to answer questions from asylum seekers about the state of affairs in their procedure. After all, the Dutch Council for Refugees could say very little about how long it would still take (dependent on COA/IND). Subsequently, the IND started sending letters about expected waiting times. The Dutch Council for Refugees who, in contrast to the IND, was present at all crisis reception locations, was not notified beforehand about this letter. After some time, the IND decided to verbally explain the contents of the letters about expected waiting times. This action calmed any unrest that was caused by the letter.

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6. Infrastructure, personnel and competencies of the responsible authorities

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| 6.1 Development of a 'Draaiboek Hoge Instroom Asielzoekers' [High influx of asylum seekers contingency plan] | Immediate impact (in the first days or weeks after its implementation) | N/A |
| | Medium or longer term effect (a month or longer after its implementation) | This contingency plan contains arrangements made with all partners in the asylum system on how to upscale and downscale capacities to cope in reception centres (not published). |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | The contingency plan also contains an information and communications plan. The information plan stipulates what information is decisive for the decision to upscale or downscale. |
| | Was the measure evaluated for effectiveness? If so, by whom? | No. |
| | What was the outcome of the evaluation? | N/A |
| 6.2 Enlarging and changing the staff complement: IND, COA, DT&V, KMar | Immediate impact (in the first days or weeks after its implementation) | Hiring external employees and internal transfers of personnel (e.g. utilising staff from other work processes in the asylum procedure). |
| | Medium or longer term effect (a month or longer after its implementation) | Relief of employees, accelerated procedures. |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | No. |
| | What was the outcome of the evaluation? | N/A |

7. Law enforcement

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| 7.1 Raising maximum sentences for the smuggling of persons | Immediate impact (in the first days or weeks after its implementation) | Delivering a strong message that benefiting from and encouraging irregular migration will not be tolerated. The raised maximum sentences show that the Netherlands takes the offence of smuggling of humans seriously. |
| | Medium or longer term effect (a month or longer after its implementation) | From now on this is the section of a law, long-term effect. |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | No |
| | What was the outcome of the evaluation? | N/A |
| Developing a coordinated comprehensive local approach – nuisance caused by group of asylum seekers | Immediate impact (in the first days or weeks after its implementation) | Through an intensification of cooperation, those causing nuisance will be dealt with on the strength of criminal law, immigration law, and administrative law. |
| | Medium or longer term effect (a month or longer after its implementation) | N/A |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | No. |
| | What was the outcome of the evaluation? | N/A |
| 7.3 Setting up four Flexible Intervention | Immediate impact (in the first days or weeks after its implementation) | Four Flexible Intervention Teams (FIT) of the National Unit of the National Police have been fully focused on combating the smuggling of persons and trafficking in human beings since 1 December 2015. |
| | Medium or longer term effect (a month or longer after its implementation) | Providing information, combating the smuggling of persons |

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| | implementation) | and trafficking in human beings. |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | No |
| | What was the outcome of the evaluation? | N/A |
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| 7.4 Intensifying national cooperation structure | Immediate impact (in the first days or weeks after its implementation) | Establishing a National Large-scale Special Operations Unit (LSGBO) on migration crime. This has a national cooperation structure. |
| | Medium or longer term effect (a month or longer after its implementation) | The LSGBO's strategy on migration crime was effective. In the period from May to October 2014, more than 230 people were registered for incidents relating to the smuggling of persons. |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | Yes |
| | What was the outcome of the evaluation? | On establishing this structure, it became easy to switch between the various services and the available information was quickly shared between the partners involved. In this process, the IND, KMar and National Police have investigated the travel routes and modus operandi of the smugglers or facilitators, such as travel agents, in a coordinated manner. They have, inter alia, done so on the basis of interviews with asylum seekers. This made it possible, within a short space of time, to get a better picture of the migration flows and modus |

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| | | operandi of the smuggling of Eritreans and Syrians to the Netherlands. ¹³³ |
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¹³³ *Parliamentary Papers II*, 2014-2015, 28638, no. 127

8. Integration

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| 8.1 Considerable expansion of educational capacity in and around reception centres | Immediate impact (in the first days or weeks after its implementation) | Increasing education capacity. |
| | Medium or longer term effect (a month or longer after its implementation) | Increasing education capacity. |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | Yes, a progress report on Education for asylum seekers ¹³⁴ |
| | What was the outcome of the evaluation? | Joint efforts among schools, institutions, municipalities, COA and the various ministries have made an impact. In a short space of time, the Netherlands has succeeded in organising training courses for asylum seekers in many places throughout the country. |
| 8.2 Making available and updating teaching methods for Dutch as a Second Language | Immediate impact (in the first days or weeks after its implementation) | Increasing education capacity. |
| | Medium or longer term effect (a month or longer after its implementation) | Since 2014, the capacity of NT2 (Dutch as a second language) courses has nearly tripled. At this point in time, 500 NT2 teachers are being trained per year. ¹³⁵ |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | No. No evaluation, but it is being monitored. |

¹³⁴ *Parliamentary Papers II*, 2016-2017, 34334, no. 24.

¹³⁵ *Parliamentary Papers II*, 2016-2017, 34334, no. 24.

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| | What was the outcome of the evaluation? | N/A |
| 8.3 Improving the expertise of teachers on traumas | Immediate impact (in the first days or weeks after its implementation) | N/A |
| | Medium or longer term effect (a month or longer after its implementation) | In 2016, a programme was developed to improve the expertise of teachers on traumas. For example, an online course was developed for teachers in primary and secondary education. |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | No. |
| | What was the outcome of the evaluation? | N/A |
| 8.4. Information campaign for education welfare officers on unaccompanied minor third-country nationals | Immediate impact (in the first days or weeks after its implementation) | N/A |
| | Medium or longer term effect (a month or longer after its implementation) | In 2016, additional information was given to education welfare officers about this target group. |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | No. |
| | What was the outcome of the evaluation? | N/A |
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| 8.5. Language lessons for promising asylum seekers | Immediate impact (in the first days or weeks after its implementation) | With effect from the spring of 2017, the focus has been on participation in NT2 language lessons in their neighbourhood for the most promising asylum seekers at a reception centre (AZC). ¹³⁶ |
| | Medium or longer term effect (a month or longer after its implementation) | N/A |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | No. |
| | What was the outcome of the evaluation? | N/A |
| 8.6. Training language volunteers | Immediate impact (in the first days or weeks after its implementation) | Better training/preparation of language volunteers. |
| | Medium or longer term effect (a month or longer after its implementation) | Better training/preparation of language volunteers. |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | No. |
| | What was the outcome of the evaluation? | N/A |
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¹³⁶ *Parliamentary Papers II*, 2016-2017, 34334, no. 23.

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| 8.7. Possibility to do voluntary work | Immediate impact (in the first days or weeks after its implementation) | N/A |
| | Medium or longer term effect (a month or longer after its implementation) | The purpose of the approach is to involve asylum seekers and beneficiaries of international protection who are still staying at the reception centre to do voluntary work in various municipalities. This already happened in 2016 by way of tests in Nijmegen and Utrecht. In 2017, reception centres in 10 municipalities will follow. The objective is that after 2.5 years, asylum seekers and beneficiaries of international protection at 25 reception centres, will actively be involved in voluntary work in the particular municipality. In those 2.5 years, fourteen thousand volunteer jobs will be carried out by asylum seekers and beneficiaries of international protection. The voluntary work consists of activities that an organisation normally has carried out unpaid, so the work should therefore not substitute paid jobs. ¹³⁷ |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | No |
| | What was the outcome of the evaluation? | |

9. National Security

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| 9.1 Checking of identification process | Immediate impact (in the first days or weeks after its implementation) | The identification and registration process, which initially served merely for the identification and registration of asylum seekers, has been changed. ¹³⁸ Since that time, the activities carried out in this process also focus on the early detection of any signs that may provide evidence of terrorism or other forms of crime. ¹³⁹ |
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¹³⁷ For more information see <http://www.pharos.nl/nl/kenniscentrum/projectenoverzicht/52/aan-de-slag-vrijwilligerswerk-voorasielzoekers> and <https://www.rijksoverheid.nl/actueel/nieuws/2016/08/13/meer-vluchtelingen-gaan-vrijwilligerswerk-doen>. Consulted on 2 January 2017.

¹³⁸ *Parliamentary Papers II*, 2015-2016, 19637, no. 2187

¹³⁹ *Parliamentary Papers II*, 2016-2017 19637 no. 2272

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| | <p>Medium or longer term effect (a month or longer after its implementation)</p> | <p>See above.</p> |
| | <p>Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)</p> | <p>N/A</p> |
| | <p>Was the measure evaluated for effectiveness? If so, by whom?</p> | <p>Yes, the Justice and Security Inspectorate has conducted research into the identification and registration process of third-country nationals in the asylum procedure. In this, the Justice and Security Inspectorate has particularly researched the quality of the procedure. This research has resulted in several successive reports with which this procedure was monitored. According to a follow-up report <i>'De identificatie van asielzoekers in Nederland. Vervolgonderzoek naar de registratie en identificatie van asielzoekers door de politie en de KMar'</i>¹⁴⁰ ['The identification of asylum seekers in the Netherlands. Follow-up research into the registration and identification of asylum seekers by the police and KMar'] the findings of the initial report have been followed up.</p> |
| | <p>What was the outcome of the evaluation?</p> | <p>In this research, the Justice and Security Inspectorate determined that important steps have been taken in the right direction within the identification process. More so than was the case at previous inspections the identification process can now be seen as a process that is currently running the way that it was meant to. The quality of the identification process is secured and the process runs according to process descriptions and instructions. All asylum seekers have been registered after their visit to the identification channel.¹⁴¹</p> |
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¹⁴⁰ <https://www.inspectieenj.nl/toezichtgebieden/a/asiel-en-migratie/documenten/rapporten/2016/12/21/de-identificatie-van-asielzoekers-in-nederland---vervolgonderzoek-naar-de-registratie-en-identificatie-van-asielzoekers-door-de-politie-en-de-koninklijke-marechaussee>

¹⁴¹ <https://www.inspectieenj.nl/toezichtgebieden/a/asiel-en-migratie/documenten/rapporten/2016/12/21/de-identificatie-van-asielzoekers-in-nederland---vervolgonderzoek-naar-de-registratie-en-identificatie-van-asielzoekers-door-de-politie-en-de-koninklijke-marechaussee>

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| 9.2 National Management Committee on Radicalisation | Immediate impact (in the first days or weeks after its implementation) | On 27 January 2017, the first National Management Committee on Radicalisation in the immigration system met under the chairmanship of the National Coordinator for Security and Counterterrorism (NCTV). ¹⁴² |
| | Medium or longer term effect (a month or longer after its implementation) | N/A |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | No |
| | What was the outcome of the evaluation? | N/A |
| 9.3 System-wide courses on Radicalisation | Immediate impact (in the first days or weeks after its implementation) | Employees at COA are being trained to especially focus on security issues. |
| | Medium or longer term effect (a month or longer after its implementation) | The Dutch Training Institute for Combating Radicalisation (ROR), which has been operational since September 2015, will provide training courses for professionals (in the broadest sense) in the Security, Counterterrorism and Immigration system. ¹⁴³ |
| | Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented) | N/A |
| | Was the measure evaluated for effectiveness? If so, by whom? | No. |
| | What was the outcome of the evaluation? | N/A |

¹⁴² *Parliamentary Papers II*, 2016-2017, 19637, no. 2272

¹⁴³ *Parliamentary Papers II*, 2015-2016, 29754, no. 355

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.

Due to a sharp increase in the number of applications for family reunification by beneficiaries of international protection, the Aliens Act 2000 has been amended in relation to an adaptation of the applicable time limit in the procedure for asylum family reunification.¹⁴⁴ This measure was decided upon, because it was apparent that the duration from the submission of an asylum family reunification application until the decision had increased in the period 2014-2016.¹⁴⁵

No other policy changes were introduced for other forms of migration as a result of the changing influx of asylum seekers.

¹⁴⁴ *Parliamentary Papers II*, 2016-2017, 34544, no. 5

¹⁴⁵ *Parliamentary Papers II*, 2016-2017, 34544, no. 3

Section 4: Financing of the implemented measures

Q18a. How were the implemented national measures financed? (i.e. on the basis of an emergency budget passed in parliament, additional budget allocation by the responsible ministry/authority, budgetary contributions from multiple authorities, a budgetary contribution key)

The additional expenses associated with the increased influx have become part of the total budget of the Ministry of Justice and Security partly via interim budgets approved by parliament. As far as the additional expenses were not budgeted and were also not accounted for via interim budgets, they have been reflected as a financial deficit in the annual report which is likewise approved by the Dutch parliament.

The Dutch central government budget consists of budgets for the various ministries in which the revenue and expenditure of the Ministries are shown for each budget chapter. The Ministry of Justice and Security has its own budget which is part of the central government budget. This contains a budget statement with the estimated revenue and expenditure. The costs of the increased influx form part of the budget of the Ministry of Justice and Security. This budget is approved by the Dutch parliament. The Spring Memorandum and the Autumn Memorandum provide an interim overview of the current fiscal year and represent a point in time in which the budget can be adjusted in the interim. In turn, there is an Annual report for each ministry that is submitted to the Senate and Dutch House of Representatives to grant a discharge on the financial management in that year.

Expenditure for the central government with regard to the influx of asylum seekers largely consists of expenditure for reception, but also for expenditure on admission procedures and expenditure on any departure procedures. Here any additional costs are not easy to determine, because they depend on many factors (including country of origin, the possible decision to grant a residence permit, the average length of stay at COA). Furthermore, in a scenario of high influx, non-financial factors also play a role, whereby an increase in the budget does not guarantee that adequate reception can be provided. On the assumption of what has been realised, in 2015 an additional asylum seeker cost an average of approximately EUR 22,500 for reception and admission, which takes into account an average duration of approximately 10 months for reception.¹⁴⁶

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.

No.

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.

Yes, there was an increase in expenses for the relevant organisations such as IND and COA, who are responsible for settling asylum applications and the reception of asylum seekers.

Those organisations fall under the Ministry of Justice and Security, and the budgets of the Ministry have been

¹⁴⁶ <https://www.rijksoverheid.nl/documenten/kamerstukken/2016/03/18/antwoorden-kamervragen-over-onduidelijkheden-rond-het-door-de-regering-gevoerde-asielbeleid>

increased from the central government budget (see response to question Q18a).

Q20. To what extent did the adoption of additional measures directly result in an increase in staff/human resources at national (ministry, national services) or local level? *You can report on one or two case studies if differences are significant among large numbers of local municipalities.*

In 2015, the National Police released additional staff for the registration of asylum seekers (and an additional location has been occupied where this registration can take place).

Faced with the high influx of asylum seekers in 2015, where possible, the IND deployed employees from other work processes in the asylum procedure. Furthermore, in June 2015, the IND hired around 100 people externally and in September 2015 around another 100 external people were hired. Moreover, in October 2015 the IND opened up the general asylum procedure again during the weekends so as to make a more efficient use of the interview rooms and to be able to deploy a larger pool of interpreters.¹⁴⁷

¹⁴⁷ *Parliamentary Papers II*, 2014-2015, 19 637, no. 2027 and EMN (2016) 2015 Annual Policy Report. Migration and Asylum in the Netherlands

Section 5: The way forward - future preparedness

This Section is relevant for all Member States and Norway, including those countries which did not experience significant fluctuations in the number of asylum applications.

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?

Yes

Please substantiate your answer below.

With the aim of managing the increased influx, the Chain-wide Operational Coordination Centre for Foreign Nationals (KOCV) was established at the time of the increased influx at the end of November 2015. The KOCV is a logistics centre in which all cooperating organisations within the asylum procedure are represented. The KOCV still exists. To learn how to deal with the increased numbers of asylum seekers in the period 2014-2016, the KOCV developed a *Draaiboek Hoge Instroom Asielzoekers* [High influx of asylum seekers contingency plan].¹⁴⁸ The contingency plan clearly describes bottlenecks and decisions to be made in four 'influx scenarios'¹⁴⁹, including the effects of those decisions, the possible risks that may arise, and the consequences of a possible delay of necessary decisions. The idea behind the contingency plan is that resources can be harmonised better with one another due to timely and proper coordination, and these are used more efficiently and bottlenecks are identified much faster, so that undue loss of capacity in the system can be prevented as much as possible.¹⁵⁰

The contingency plan also contains an information and communications plan. The information plan stipulates what information is decisive for the decision to upscale or downscale. The purpose of the communications plan is that employees at all cooperating organisations in all locations get clear and concurring instructions on decisions regarding upscaling and downscaling and associated duties, and that external parties are informed jointly and in good time about the upscaling and downscaling decisions and the impact thereof on their processes or on their environment. The contingency plan is regularly discussed in the Asylum Subcommittee. If necessary, it will be revised. The contingency plan has not been published. It is meant for internal use in the (wider) asylum system.

¹⁴⁸ Responsibility for KOCV falls under the Migration Coordination Department (DRM) at the Ministry of Justice and Security, but is practically controlled by the Asylum Subcommittee.

¹⁴⁹ Scenario 'normal' is based on a maximum of 1,500 first asylum applications per week, scenario 'high' is based on 1,500–2,500 first applications per week, scenario 'very high' is based on 2,500–3,500 first applications per week, and scenario 'extremely high' is based on more than 3,500 first applications per week.

¹⁵⁰ KOCV, *Draaiboek Hoge Instroom Asielzoekers* ['High influx of asylum seekers contingency plan'], version 4.2 (13 June 2016), p. 9 (not published).

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? Please elaborate.

Strengthening cooperation

The increased influx of asylum seekers in the period 2014-2016 has shown that solutions to deal with it come about in cooperation projects between organisations in the asylum system, Central government organisations in other systems, local authorities, and civil society organisations. This cooperation was strengthened during the increased influx. The State, provinces and municipalities have been cooperating better to find solutions for the consequences of increased volumes of asylum seekers.

Facts and figures

As a result of the increased influx the Ministry of Justice and Security constantly monitors developments in the asylum influx. These developments are taken into consideration by the government in determining and possibly adapting the budget, as well as the government's policy.¹⁵¹ Up-to-date figures in the area of asylum and migration can be found on the Central government's website.¹⁵²

During the period 2014-2016 it was apparent that it is of vital importance to constantly have highly reliable, unambiguous and specified, up-to-date facts and figures available and accessible to everyone.¹⁵³

The Migration Coordination Department (DRM) has developed an asylum dashboard. The purpose of the asylum dashboard is to inform about bottlenecks in the asylum system, which obstruct achieving a fast and thorough identification, reception and counselling of asylum seekers regarding their stay or getting them to return. The asylum dashboard measures whether the asylum system runs according to plan.

To monitor the increased influx of asylum seekers, the research and analysis department at the IND developed an Asylum Migration Radar and a fact sheet. In order to identify signals a number of ad hoc analyses were also done. Aside from just monitoring, the purpose of this product is to identify and, where possible, to look ahead. The products are for internal use, however, use is made of a published public summary of the Migration Radar.

Contingency plan for increased influx

To better harmonize resources by way of a timely and proper coordination, and by deploying this more efficiently and identifying bottlenecks faster, a contingency plan for an increased influx has been developed.¹⁵⁴

Highly versatile personnel

The increased influx of asylum seekers proved that there was an inadequate handling capacity at several different cooperating organisations. At one point there were not enough qualified people to carry out the various steps in the process in good time and in full, such as identification and registration (I&R process).¹⁵⁵ It took quite some time to expand the manpower at implementation services. In a critical phase, both the National Police as well as COA and the IND had to invest a lot of time and energy in recruiting and training new people, and also getting them familiarized with the work. The Advisory Committee for Migration Affairs recommends that staff in the immigration system should be highly versatile in exchanges between the cooperating organisations, and

¹⁵¹ See also question 18a.

¹⁵² The figures can be found here. Consulted on 22 November 2017. <https://www.rijksoverheid.nl/onderwerpen/asielbeleid/vraag-en-antwoord/asiel-en-migratiecijfers>

¹⁵³ ACVZ (2017) *Pieken en Dalen* [Ups and Downs] The Hague.

¹⁵⁴ KOCV, *Draaiboek Hoge Instroom Asielzoekers* ['High influx of asylum seekers contingency plan'], version 4.2 (13 June 2016), p. 9 (not published).

¹⁵⁵ See also Justice and Security Inspectorate (2016) *De identificatie van asielzoekers in Nederland* [The identification of asylum seekers in the Netherlands]. The Hague.

to train a flexible shell of 'reserves' who can be deployed temporarily in the event of a rapid, sharp increase in the number of asylum seekers for activities at the implementing organisations in the immigration system.¹⁵⁶

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

Yes. The high influx of asylum seekers into the Netherlands turned out to be a challenge for reception. Eventually success was achieved by using the existing crisis management for controlling disasters, making use of additional temporary, short-term emergency accommodations, and taking ad hoc measures.¹⁵⁷ However, it has also become clear that the Dutch reception system is not flexible enough to handle large volume fluctuations in the number of asylum seekers quickly and smoothly. Fluctuations in the influx level that result in having to realise additional reception facilities in a short space of time have a major impact on the Dutch population and can undermine support for reception.

The asylum procedure and the related reception of asylum seekers is complicated: There are varying compositions of nationalities, the inflow and outflow varies greatly and is difficult to predict; the relationship between more promising asylum applications and less promising applications varies greatly.

On 10 October 2017, the coalition agreement '*Vertrouwen in de toekomst*' ['Confidence in the future'] was presented, which contains new plans for the reception of asylum seekers in the Netherlands.¹⁵⁸ The message is clear: the Netherlands should continually respond flexibly to fluctuations in the scope or composition of the influx. This requires a flexible asylum system, which, both socially and financially, is more effective than taking ad hoc measures. In this system, the asylum procedure and integration or return must be approached comprehensively, and cooperation among organisations in the immigration system and with municipalities must be strengthened.

As part of this flexible asylum system in the Netherlands, currently a number of reception centres are being developed at a limited number of sites in the country, where all cooperating organisations can work together under one roof. A first selection is made in these reception centres in a fast and efficient procedure where it is determined in which track the asylum seeker continues the procedure.

- Promising asylum seekers are sent to smaller reception centres in the vicinity of the municipality who will house them at a later stage. That is where language lessons are started and asylum seekers can already start to integrate at the municipality where they will be housed at a later stage. On placing promising asylum seekers, the government keeps account of their qualifications for employment and local jobs on offer. This comprehensive approach restricts the number of relocations to a minimum, especially where it concerns school-going children. In principle, they are not required to move elsewhere in the Netherlands.
- Asylum seekers whose applications stand a small to no chance of succeeding, continue to stay in the medium-sized centres. They are immediately directed to the fast procedure. Consequently, a rejection immediately leads to a departure procedure. This means that in proximity to those handling locations, there also has to be space for freedom-restricting centres (VBLs) and additional counselling and supervision locations (EBTLs) for nuisance-producing asylum seekers.

¹⁵⁶ ACVZ (2017) *Pieken en Dalen* [Ups and Downs] The Hague.

¹⁵⁷ See questions 9 and 10 for more information on all measures.

¹⁵⁸ For more information see <https://www.kabinetsformatie2017.nl/documenten/publicaties/2017/10/10/regeerakkoord-vertrouwen-in-de-toekomst>. Consulted on 22 November 2017.

Section 6: Good practices and lessons learnt

Section 6.1 examines the existing challenges and obstacles for the design and implementation of specific policies to adapt to changing influx of asylum applications. EMN NCPs are kindly asked to justify their answers by identifying (a) for whom the issue identified constitutes a challenge, (b) specifying the sources of the information provided (e.g. existing studies/evaluations, information received from competent authorities or case law) and (c) why it is considered to be a challenge.

Section 6.2 aims to highlight any good practices of the (Member) States that have successfully implemented and managed fluctuations of influx of asylum applicants. This section can include also lessons learnt from the practical implementation of specific policies and measures. EMN NCPs are kindly asked to justify their answers by identifying (a) who considers it to be a good practice, (b) specify the sources of information provided and (c) why it is considered to be a good practice.

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 most important challenges in response to the fluctuating asylum influx in the Dutch context concern the following points:

a. Recruiting trained personnel

During the increased influx the implementing organisations had difficulty in finding new personnel with appropriate training and expertise for admission, reception, and identification and registration. The challenge was particularly in having to keep pace with these increments. Before new personnel could be deployed they required training to achieve the necessary level of expertise. Staff training takes time and sometimes also calls for an investment in time from personnel in the existing staff complement. That is time that cannot be spent on the actual implementation of activities. This led to delays. In context of the declining asylum influx, the new personnel that is trained – often engaged on a temporary basis – are then the first to be laid off.

b. Reception of asylum seekers

The increased influx has demanded a great deal from COA, the organisation responsible for the reception of asylum seekers. By making use of the utmost amount of resources and input, it was possible to secure a bed and basic needs (food, drink etc.) for all asylum seekers. The boundaries to the reception capacity were partly influenced by the intermittent inflow and outflow, in particular of beneficiaries of international protection from the central reception centres to municipalities. As a result, places at reception centres remained occupied for longer than was previously anticipated.

c. Housing of beneficiaries of international protection

Beneficiaries of international protection are placed in a municipality from the central reception centres. During the increased influx of asylum seekers, this transition from the central reception centre to municipalities came under pressure. The rate at which accommodation places became available for asylum seekers at municipalities was too slow. This meant that beneficiaries of international protection could sometimes not be relocated.

d. Identification of asylum seekers

During the increased influx, the identification process came under pressure. The identification of asylum seekers is carried out by the National Police. In consequence, not all asylum seekers could be identified and this caused backlogs. To resolve this issue, additional locations were opened where the identification process could be carried out.

e. Asylum Family Reunification

In continuation of the granted asylum applications, the number of applications for family reunification for beneficiaries of international protection rose in the Netherlands. These are also called applications for asylum family reunification. To speed up the handling of initial asylum applications, process-oriented adaptations were made regarding the documents that have to be submitted. For example, documents that may be required later for an application for asylum family reunification. The increase in the number of applications for asylum family reunification as well as choices in the initial asylum application in respect of, for example, documentation have led to a increasing backlog of applications for asylum family reunification. Eventually, the IND deployed additional personnel to be able to handle the backlog within a set time limit, and extra staff was withdrawn from other duties and deployed for this procedure.

f. Screening

Because a large portion of the asylum influx originated from countries where IS fighters were active, security screening was developed further. For example, by scanning mobile telephones and searching social media. These new screening methods offer new possibilities for detecting jihadists in the asylum procedure.

g. Integration budgets

The integration of beneficiaries of international protection takes place in the municipality where these people are offered housing. Because of the increased influx, more beneficiaries of international protection have arrived in the municipalities. Available budgets for special assistance, language lessons, youth aid and assistance in finding employment proved to be too tight to offer all newcomers adequate support.

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.

No comprehensive evaluation of policies and measures has taken place or has already been scheduled on a national level in response to the increased influx. However, research in sub areas has been conducted into a. the system of reception of asylum seekers, and the housing and integration of asylum residence permit holders; and b. administrative cooperation during the increased influx of asylum seekers.

a. The system of reception of asylum seekers, and the housing and integration of asylum residence permit holders

The Advisory Committee for Migration Affairs (ACVZ) has issued an opinion '*Pieken en dalen. Naar een duurzaam systeem voor de opvang van asielzoekers en de huisvesting en integratie van vergunninghouders*' ['Ups and Downs. Towards a sustainable system for the reception of asylum seekers and the housing and integration of residence permit holders'] on tackling the increased influx of asylum seekers in the Netherlands in the period 2014-2016. This opinion is based on research in which national measures in the area of reception, housing and integration were analysed. The first part of the ACVZ report covers the system of reception of asylum seekers and the housing and integration of asylum residence permit holders. As part of

this, a retrospective look was also taken at the bottlenecks during the increased influx. It also contains a part two (see point b. below).

b. Administrative cooperation during the increased influx of asylum seekers

The second part of the study on which the opinion by the ACVZ is based, relates to administrative cooperation during the increased influx.

These are the key findings from the report '*Pieken en dalen. Naar een duurzaam systeem voor de opvang van asielzoekers en de huisvesting en integratie van vergunninghouders*' ['Ups and Downs. Towards a sustainable system for the reception of asylum seekers and the housing and integration of residence permit holders'] which include the aforementioned research a. and b.:¹⁵⁹

- The reception of asylum seekers, the integration and housing of residence permit holders, and the return policy have conflicting policy objectives;
- The reception system for asylum seekers functions reasonably well. This was also the case during the increased influx. However, operational bottlenecks were detected during the increased influx based on structural causes, for example in respect of the through-flow and outflow at the reception centres;
- There are structural weaknesses or risks in the current reception system;
- The contours of a more sustainable reception system include the following points:
 1. The influx in the Netherlands is part of a wider framework of international and (intra) European migration movements;
 2. From a national point of view, the Netherlands should prepare to take measures to keep these migration movements manageable;
 3. A sustainable concept calls for the recognition, learning and identifying of shared interests within the national context;
 4. An active supply of information and clear communications about (dealing with) the influx of asylum seekers;
 5. Sustainment and development of interministerial and administrative collaborations;
 6. Flexibility of reception facilities and handling capacity, logistical organisation in the system and national budgetary framework;
 7. Maintaining the 'outflow' from reception centres through structural investments in flexible housing options;
 8. Placing additional focus on the integration of residence permit holders.

¹⁵⁹ <https://acvz.org/wp-content/uploads/2017/05/70519-14961-Pieken-en-dalen-web-2.pdf>

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? If yes, please elaborate.

Yes, based on the national response in the Netherlands to the increased influx of asylum seekers, the following best practices have been identified:

- The existing asylum procedure based on the one-status system has offered the flexibility needed during the increased influx. The existing asylum procedure is the product of the increased influx dating back to the 1990s. The consequences of assigning the same status to convention refugees and beneficiaries of subsidiary protection has meant that no backlogs have arisen in respect of additional follow-up and appeal proceedings;
- The efforts made by various organisations, particularly COA and the Dutch municipalities, have prevented asylum seekers from having to sleep rough. Every night arrangements were made for everyone to have a place to sleep. A key factor here is not only the close cooperation between COA and the municipalities, but assistance from other organisations is also of importance to address the reception and housing issue as a communal challenge;
- An important aspect in dealing with the fluctuating influx, is that there is close cooperation between organisations and departments who each have their own responsibility in respect of border control, admission, reception, return and the integration of asylum seekers. By having short lines of contact in the various levels between organisations and departments, for example, by making use of consultations and committee tables, fast communications are possible;
- Application of the multi-track policy within the asylum procedure has accelerated the handling of asylum applications. Part of this multi-track policy is also the policy concerning safe countries of origin; this is one of the tracks. Similarly, the multi-track policy has a structuring effect for the system of admissions, reception and returns. The implementing organisations responsible for these tasks are respectively the IND, COA and DT&V. COA and DT&V harmonize their work processes for the tracks used for admissions. This achieves efficiency;
- Processes for the identification and registration of asylum seekers have been streamlined. Various organisations have adapted their own processes to the streamlined general identification and registration process. This calls for a close coordination of the mutual processes and concept of the special interests and responsibilities of the organisations concerned.

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.

| Lesson learnt | Responsible authority/stakeholder |
|---|---|
| <p>1. The asylum system has endured</p> <p>Despite the fact that the asylum system was put to the test, the Dutch asylum system has endured during the increased influx – <i>albeit with the utmost of efforts in some instances, such as reception.</i></p> | |
| <p>2. Intensive collaboration between organisations</p> <p>This crisis resistance of the asylum system is thanks to existing intensive cooperation between the organisations within the asylum system, as well as amendments in laws and regulations that came into force in the 1990s as a result of a previous increased influx.</p> | <p>A temporary Ministerial Committee on Migration (MCM) was established, consisting of all the most relevant ministers and supported by the Migration Policy Department.¹⁶⁰</p> |
| <p>3. Crisis management</p> <p>The response to the increased influx can be characterized as crisis management. On a national level, crisis management has been implemented for organisations dealing with the asylum procedure including liaisons and partnerships between authorities at various levels.</p> | |
| <p>4. Establishing a logistics centre</p> <p>With the aim of managing the increased influx, the Chain-wide Operational Coordination Centre for Foreign Nationals (KOCV) was established at the time of the increased influx at the end of November 2015. The KOCV is a logistics centre in which all partners from the narrow asylum system¹⁶¹ within the asylum procedure are represented. The KOCV still exists. To learn how to deal with the increased numbers of asylum seekers in the period 2014-2016, the KOCV developed a <i>Draaiboek Hoge Instroom Asielzoekers</i></p> | <p>Responsibility for KOCV falls under the Migration Coordination Department (DRM) at the Ministry of Justice and Security, but in practical terms it is controlled by the Asylum Subcommittee.</p> |

¹⁶⁰ For further information see question 6 d.

¹⁶¹ The Central Agency for the Reception of Asylum Seekers (COA), Immigration and Naturalisation Service (IND) and Repatriation and Departure Service (DT&V), jointly form the narrow asylum system.

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| <p>[High influx of asylum seekers contingency plan] in 2016. This contingency plan contains arrangements made with all the cooperating organisations in the asylum system on how to upscale and downscale capacities to cope in reception centres. The idea behind the contingency plan is that resources can be harmonised better with one another due to timely and proper coordination, and these are used more efficiently and bottlenecks are identified much faster.</p> | |
| <p>5. More efficient set-up of the asylum procedure</p> <p>For a more efficient structure of the asylum procedure and not to lengthen the waiting times for asylum seekers even further, which increased considerably in 2015 because of the high influx, the multi-track policy was introduced with effect from 1 March 2016. Different procedures (tracks) are used for different target groups within the multi-track policy. By implementing certain changes to the procedures within these tracks, the asylum procedure can take place in a more efficient manner. The Immigration and Naturalisation Service (IND) determines at an early stage (registration phase), which procedure (track) will be followed for the asylum application.</p> <p>With effect from 14 November 2015 the Netherlands has a national list of 'safe countries of origin'. For an asylum seeker originating from a safe country of origin, this means that, in principle, it is assumed that he/she is not eligible for international protection. The applicant may, however, put forward substantial reasons why the country is not safe in his/her specific case. This means that a heavier burden of proof rests with the third-country national to make it plausible that he/she is eligible for international protection. The multi-track policy makes it possible to assess applications from asylum seekers from safe countries of origin in an accelerated procedure.</p> | <p>Minister of Migration</p> |
| <p>6. Reception during the asylum procedure</p> <p>The existing system for centrally organised sheltering capacity in reception centres spread throughout the country appeared to be insufficiently flexible to accommodate all asylum seekers at a regular reception centre. The</p> | <p>The State, Municipalities (represented by the VNG), Provinces (represented by IPO)</p> |

| | |
|--|---|
| <p>system came under so much pressure that large-scale emergency accommodations and crisis reception locations had to be fitted-out. The starting point in dealing with the increased numbers of asylum seekers in this period was 'nobody sleeps rough'. That starting point has been maintained, everyone was taken care of and was sheltered, and got access to essential facilities. Though sometimes the choice had to be made for very large-scale locations with almost no privacy and lesser living conditions.</p> | |
| <p>7. Reception of residence permit holders</p> <p>Not only was there a shortage of reception places, but at certain times there was also a shortage of personnel at institutions such as the National Police, COA and the IND. The 'through-flow' of residence permit holders slowed down significantly. Asylum seekers made use of reception centres for longer periods because applications for residence permits took longer to be dealt with. In addition, beneficiaries of international protection also stayed longer in reception centres because the waiting times had lengthened for definite housing in the municipalities after a residence permit had been granted.</p> | <p>The State, Municipalities (represented by the VNG), Provinces (represented by IPO)</p> |
| <p>8. Identity investigation in the asylum procedure</p> <p>For the National Police, the high influx of asylum seekers resulted in identity investigations in the asylum procedure coming under pressure. As a result, not all asylum seekers could be identified directly after registration, which caused delays. In order to solve this and prevent it from happening in the future, additional identification channels were set up. These additional identification channels likewise ensure that fluctuations in the asylum influx can be adequately anticipated. Six additional locations have been set up for the identification and registration of third-country nationals.</p> | <p>National Police, KMar, and the Documents Office of the IND</p> |

Section 7: Conclusions

The Synthesis Report will outline the key findings, main observations of the Study, present conclusions relevant for policymakers at national and EU level and identify policy pointers for future actions. Specific conclusions drawn by (Member) State should be included in the Top Line Factsheet to prevent duplication of efforts.

Note: not to be drafted by NCPs.

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