

Managing the Refugee Crisis in Germany



First Regional Conference of
Quality Initiative in Eastern Europe (QIEE), Phase II

What are we talking about?

- 1 – From crossing the border up to the asylum application
- 2 – Statistics (number of asylum applications etc.)
- 3 – Challenges – Staff / Work processes and structures / Legislative changes
- 4 - Summary

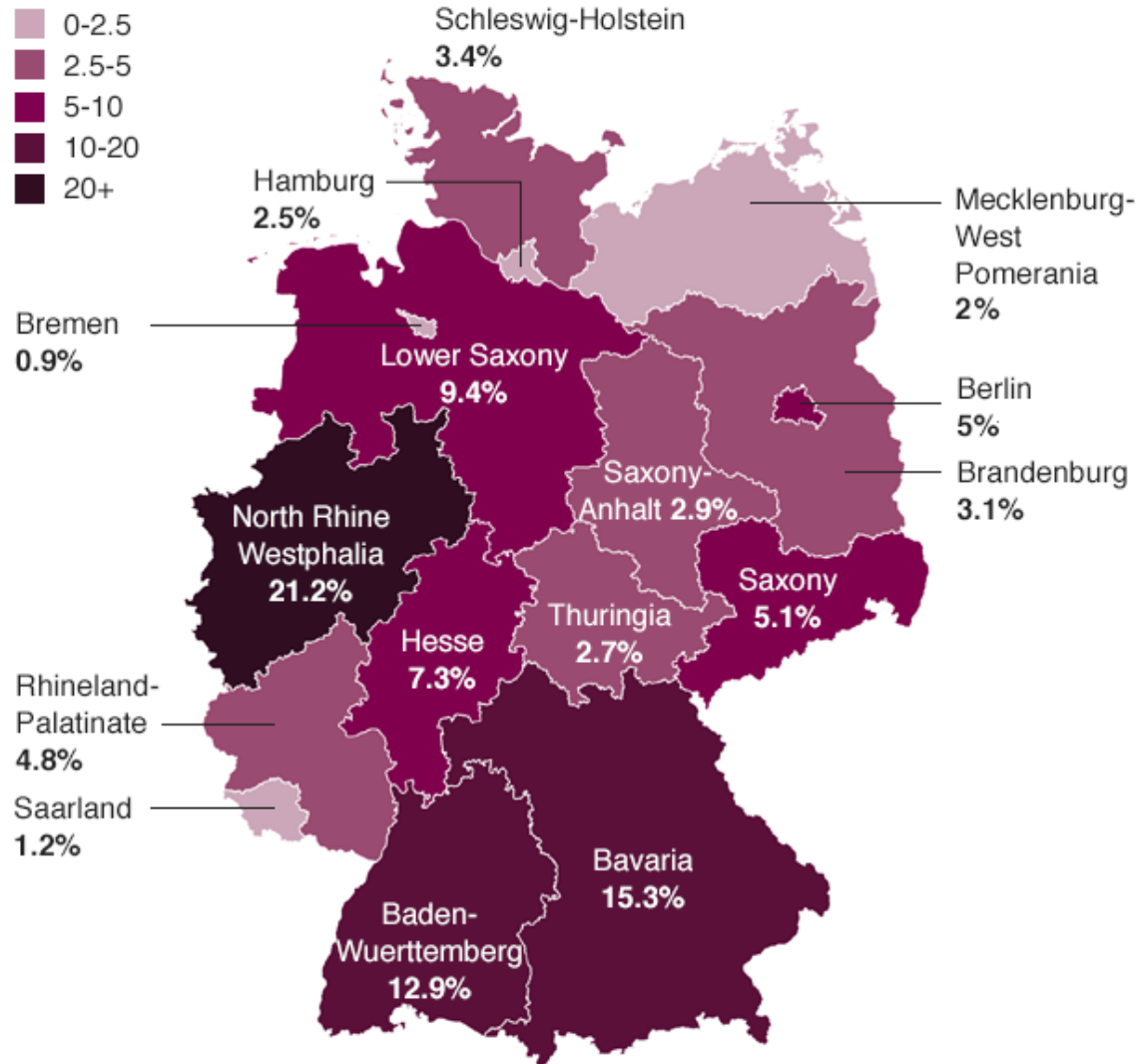
1 –

From crossing the border up to the asylum application

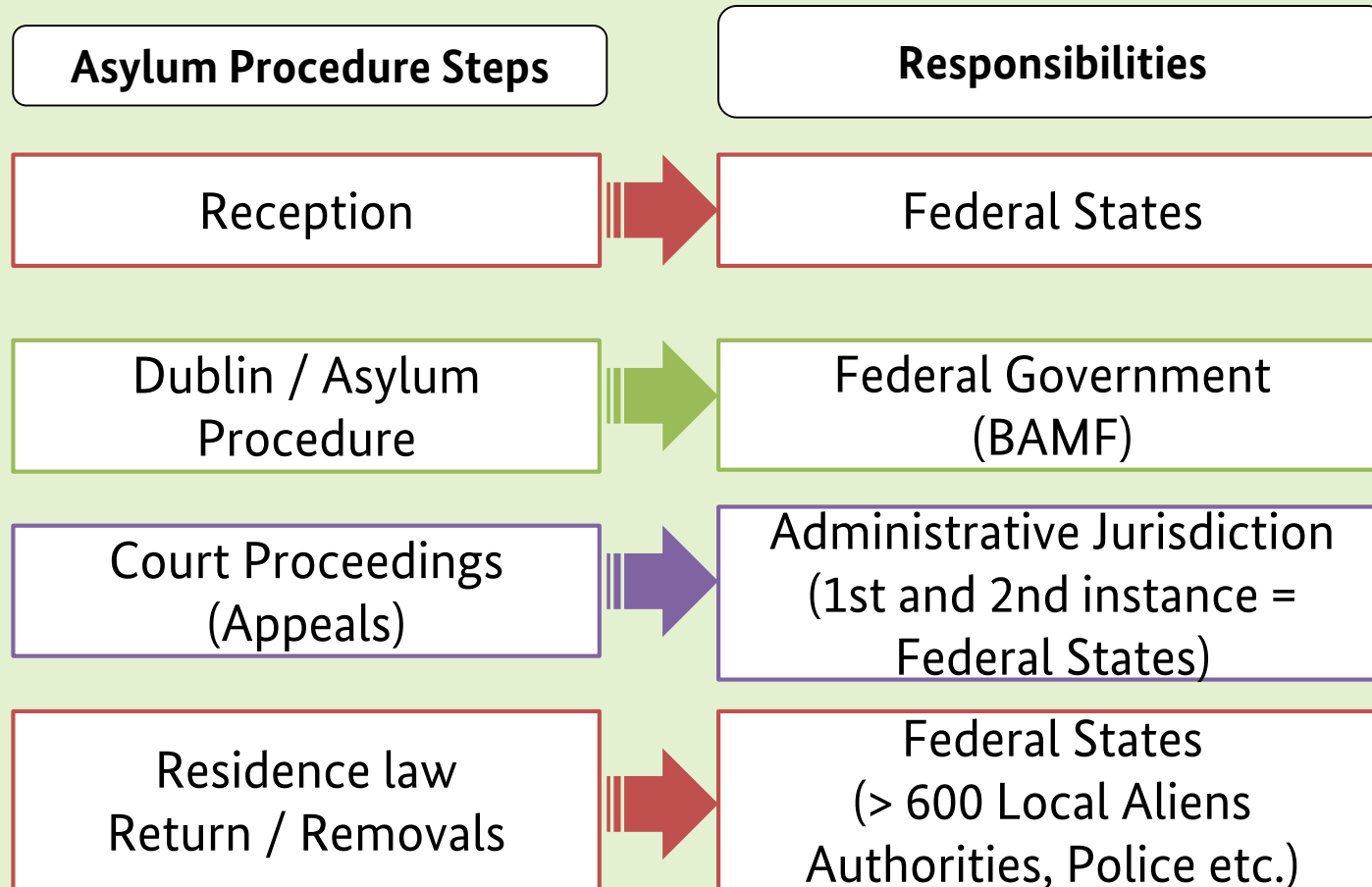
- 1 – Background information - Germany as a federal state
- 2 – The Western Balkans route – Bavaria as the “door to Germany”
- 3 – Emergency shelters and first checks
- 4 - Registration

Germany is a Federal State

Distribution of Asylum Seekers in Germany



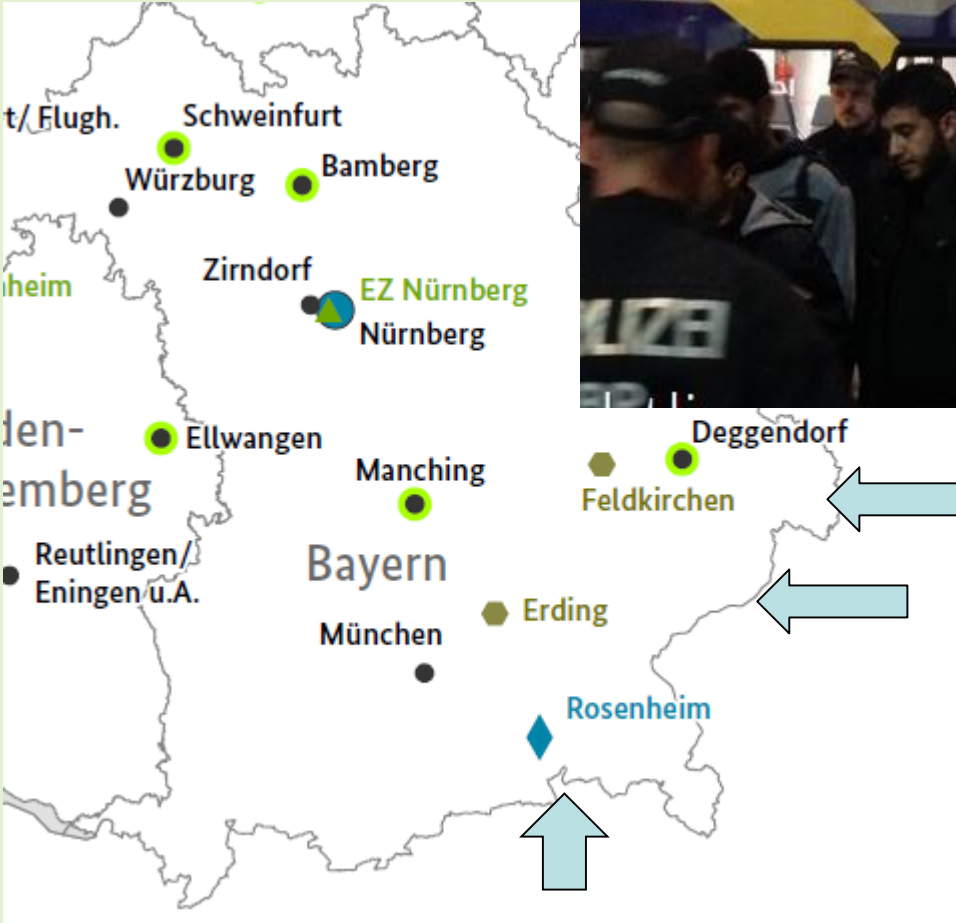
Distributed Responsibilities between Federal Government and Federal States



Western Balkans Migration Route



The Federal State of Bavaria is the Main Entry Point for ALL Refugees from the Western Balkans Route



Request for Asylum (Asylgesuch) to the Asylum Application (Asylantrag)

First Contact with Federal Police (BPOL) as request for asylum. Procedures to establish identity and registration in the IT system of Federal Police

After distribution to the nearest First Reception Centre registration in EASY through the responsible Federal State. Issue of a certificate (notification about being an asylum-seeker, „Bescheinigung über die Meldung als Asylsuchender“ (BÜMA))

With EASY system now distribution to the competent Reception Centre (Quota, relatives, country of origin)

In the competent Reception Center the asylum application is lodged by the BAMF branch office. With this step the asylum-seeker is provided with a temporary residence permit.

Interview in the competent BAMF branch office.

EASY=Erstverteilung von Asylsuchenden

Request for Asylum (Asylgesuch) to the Asylum Application (Asylantrag)

First Contact with Federal Police (BPOL) as request for asylum. Procedures to establish identity and registration in the IT system of Federal Police

This is the normal procedure in Germany

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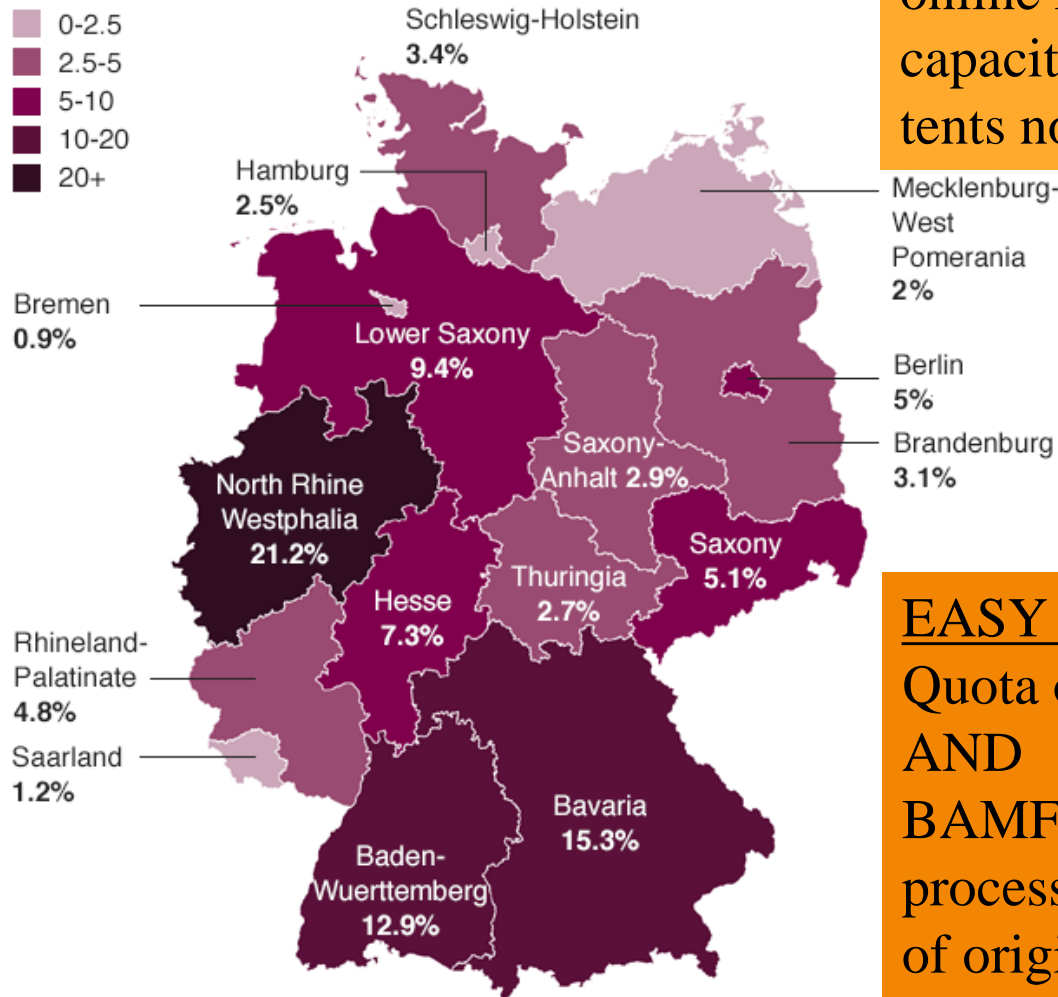
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Distribution Quota System – Federal Burden Sharing (IT system EASY)

Distribution of Asylum Seekers in Germany



Now more than **105,000 beds** online in EASY. (Emergency capacities like sports halls or tents not included)

EASY Criteria:
Quota of a Federal State
AND
BAMF Branch Office
processes the relevant country
of origin

Crossing the Border – first steps in Germany

- Meanwhile “orderly handover” through Austrian authorities
- New German-Austrian Police Cooperation Centre in Passau (Bavaria)
- First Checks by Federal Police including medical screening
- Registration (fingerprints, photo etc.)
- If emergency shelters at the border are fully booked, refugees are brought to the “Waiting Rooms” (*Warteräume*) in Erding and Feldkirchen
- “Waiting Rooms” usually for one night - max. 3 days, before distribution to the First Reception Centre (RFC)
- Registration in Waiting Rooms by BAMF together with Federal Army (Bundeswehr)

Waiting Room in Erding – A former Military Airport



Waiting Rooms are new short-time emergency shelters before the nationwide distribution to first reception centres (“overflow reserve”)

Waiting Room in Erding

Both waiting rooms in Erding and Feldkirchen will provide 5,000 beds (being established)



(c) Süddeutsche Zeitung und BR

“Processing Streets” (*Bearbeitungsstraßen*) in Rosenheim and Deggendorf



Processing of Registration in Deggendorf: managed by BPOL



Rest area (in sports hall) in Deggendorf



Taking fingerprints

Processing Street: Registration of Refugees; first medical checks; fingerprinting and photos (ID)

(c) Süddeutsche Zeitung

Waiting Rooms and Processing Streets provide early registration and screening; creation of a “pre-file” in the BAMF asylum case management system (MARiS).

Bavarian “Coordinating Staff Asylum and Security”, in Munich (*Koordinierungsstab Asyl und Sicherheit*)



Managing the logistics of nationwide refugee distribution

First Step Distribution:

By train (5 refugee trains according to a special timetable by German Railways / Deutsche Bahn) or by bus (230 busses)

5 Corridors:

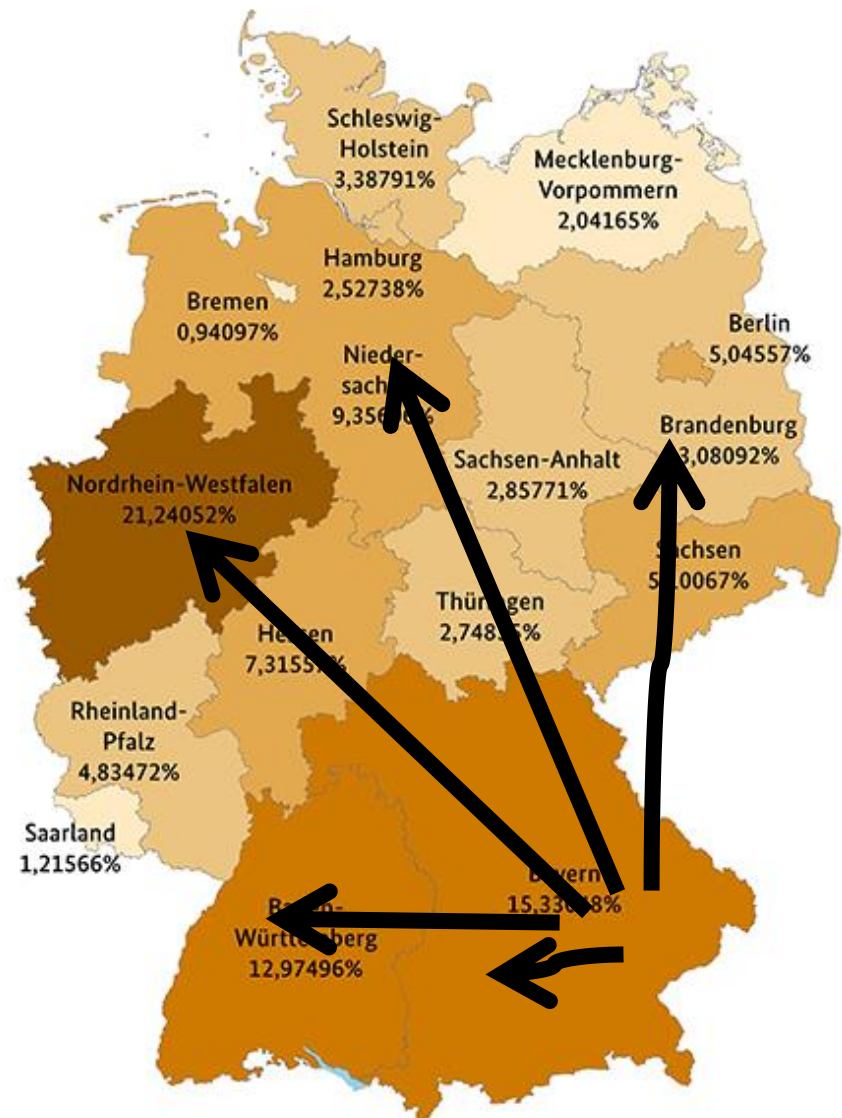
1 in Bavaria

2 South-West

3 North Rhine-Westphalia

4 North

5 East



Managed by the
Coordinating Staff in Munich

Registrations in the EASY - System

In **November 2015** in EASY – System **206.101 persons** were booked.

Main countries of origin:

Syria	97.463
Afghanistan	44.846
Iraq	24.678
Iran	10.080
Pakistan	3.655

From **January until November 2015** in EASY-System **964.574 persons** were registered for distribution. Main countries of origin:

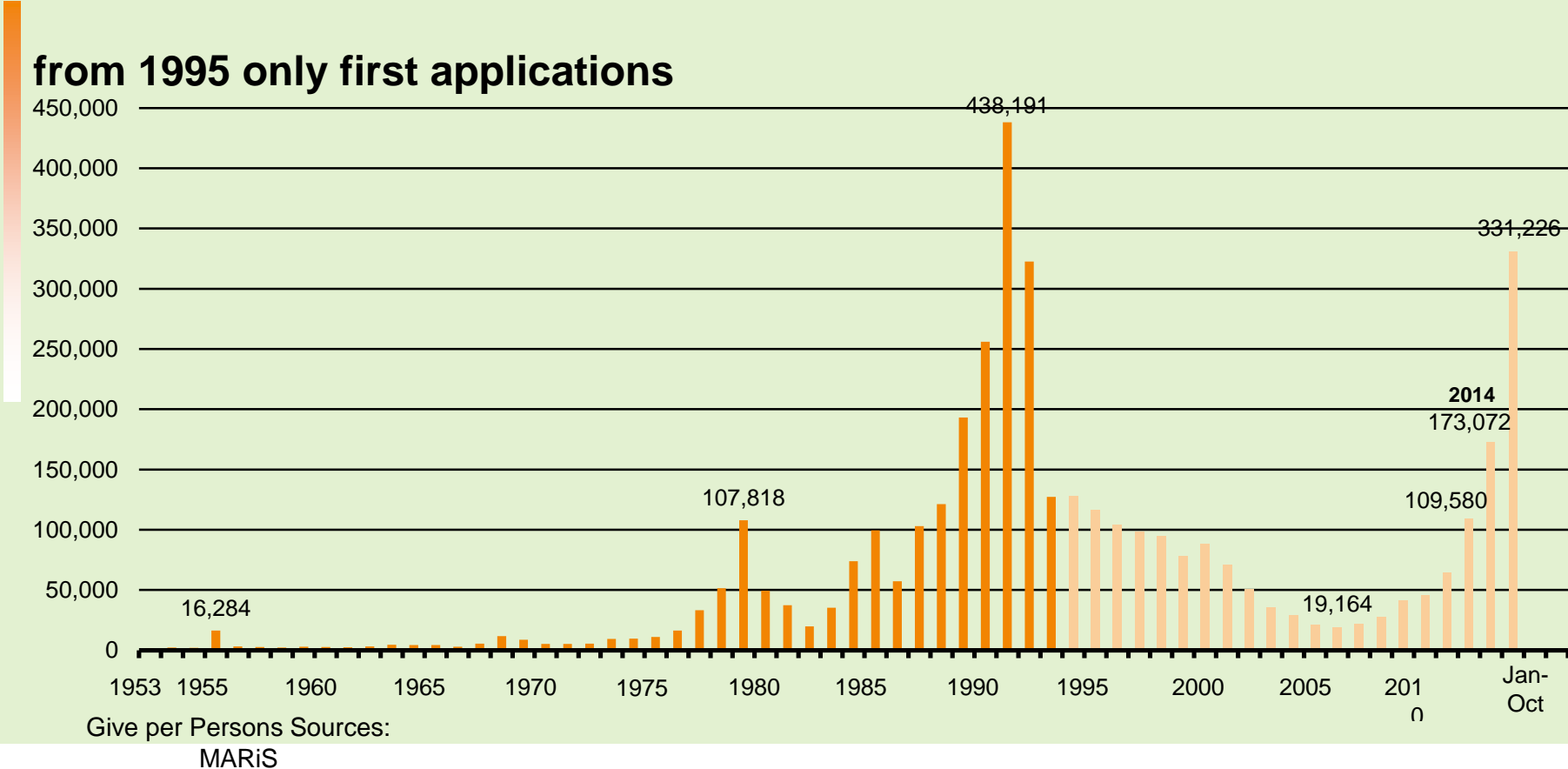
Syria	383.946
Afghanistan	127.540
Iraq	93.343
Albania	69.027
Kosovo	32.881

2 – Statistics

- 1 – Asylum applications since 1953 and current situation
- 2 – Main countries of origin; applications from Western Balkan countries
- 3 – Average processing time and protection rate
- 4 – Unaccompanied minors
- 5 – Dublin cases and court proceedings
- 6 – Voluntary return programme with regard to Western Balkans

Asylum applications

from 1953 until October 2015



New applications, decisions, pending cases

Year	Applications	Increase	Decisions	Pending cases
2009	33,033		28,816	22,710
2010	48,589	+ 47 %	48,187	23,289
2011	53,347	+9,8 %	43,362	33,773
2012	77,651	+45,5 %	61,826	49,811
2013	127,023	+63,6 %	80,978	95,743
2014	202,834	+59,7 %	128,911	169,166
11/2015	425,035	+134,2 %	240,058	355,914

Main countries of origin - 2014 and 2015

	Countries of Origin	January to November 2015	2014
1	Syria	136,273	41,100
2	Albania	52,859	8,113
3	Kosovo	36,551	8,923
4	Afghanistan	26,742	9,673
5	Iraq	26,251	9,499
6	Serbia	25,976	27,148
7	Macedonia (FYROM)	13,580	8,906
8	Eritrea	10,203	13,253
9	Undetermined	7,921	3,678
10	Pakistan	7,716	3,989
	In total	425,035	202,834

Western Balkans

(First and subsequent applications)

Country of origin	Applications submitted 01/15 - 11/15	Decisions 01/15 - 11/15	Pending cases End of 11/15
Albania	52,859	32,150	26,241
Kosovo	36,551	28,526	15,058
Serbia	25,976	20,371	18,246
Macedonia (FYROM)	13,580	7,506	10,458
Bosnia and Herzegovina	7,174	5,834	5,127
Montenegro	3,551	1,752	2,394
In total (absolute)	139,691	96,139	77,524
In total (relative)	32.9%	40.0%	21.8%
<u>all Countries</u>	<u>425,035</u>	<u>240,058</u>	<u>355,914</u>

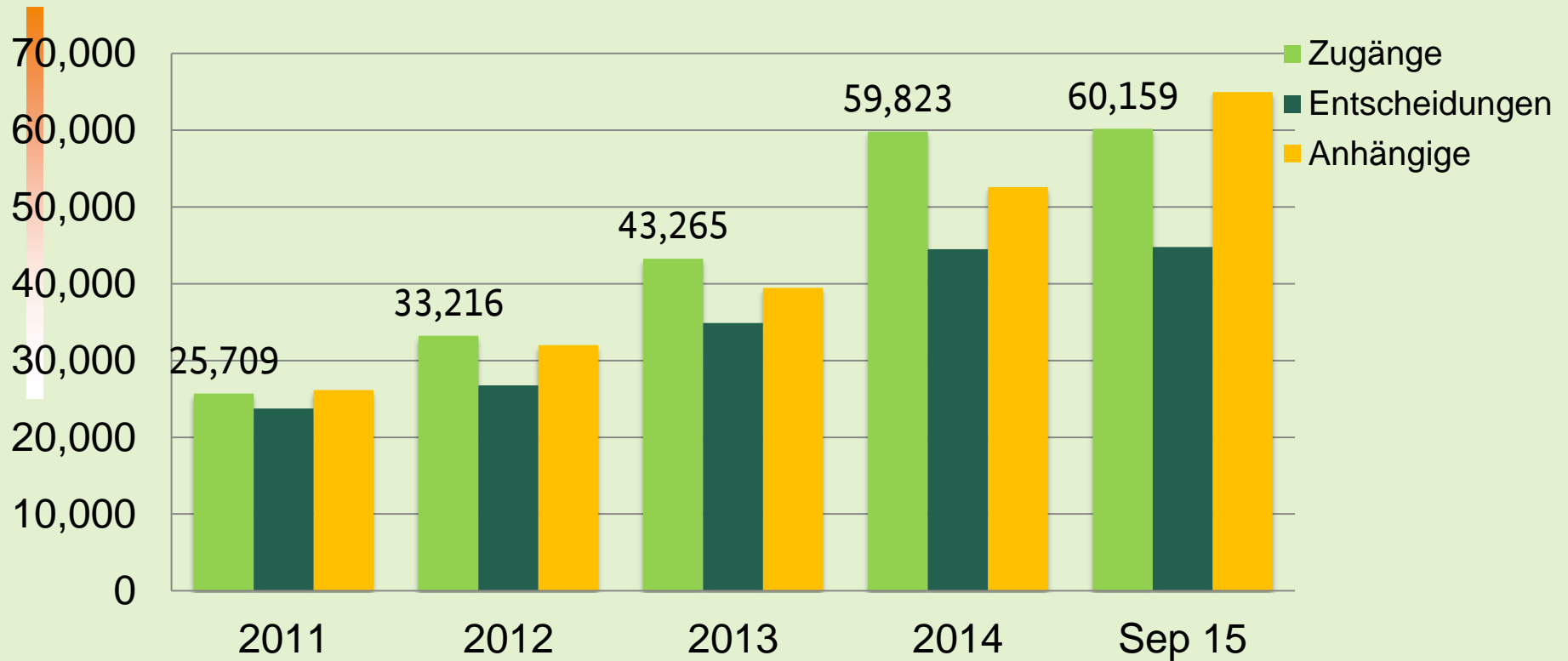
Decision making practice

(First and subsequent applications, January - November 2015)

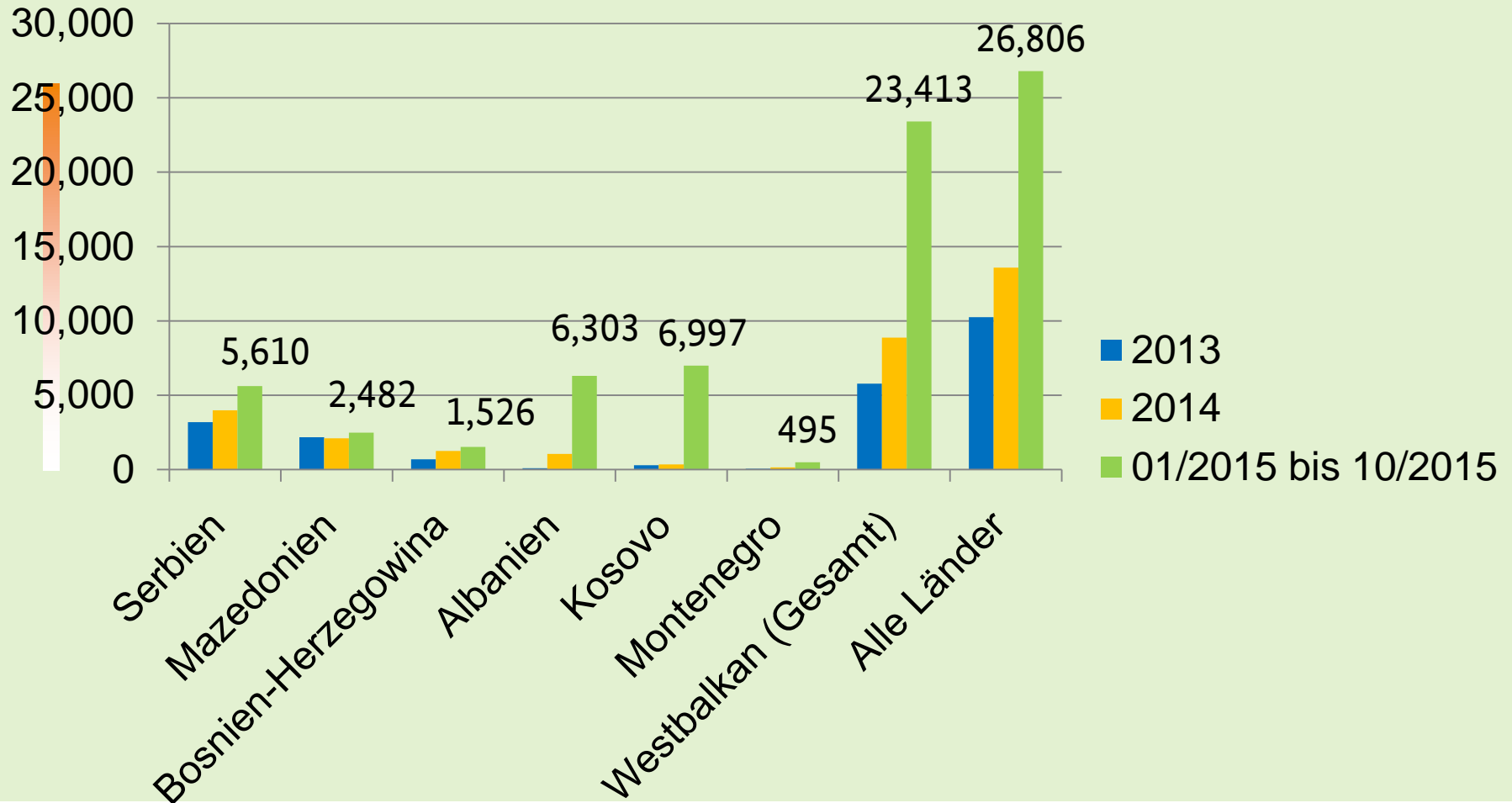
	Countries of Origin	Decisions	Protection status granted to persons	Protection rate
1	Syria	80,713	76,519	94.8%
2	Albania	32,150	61	0.2 %
3	Kosovo	28,526	115	0.4 %
4	Afghanistan	5,457	2,528	46.3%
5	Iraq	14,688	12,940	88.1 %
6	Serbia	20,371	25	0.1 %
7	Macedonia (FYROM)	7,506	43	0.6 %
8	Eritrea	7,740	6,978	90.2%
9	Undetermined	3,540	2,757	77.9%
10	Pakistan	1,733	181	10.4%
	In total	240,058	109,905	45.8 %

Court Proceedings

As of 15.11.2015



Western Balkans – Assisted Voluntary Return (AVR) (German programme REAG/GARP)



3 – Challenges

Staff (recruitment, training, quality)



Work Processes and Creating Structures



Legislative Changes



Recruit new staff

Increase in staffing:

Budget year 2014: 300 additional positions

Budget year 2015:

-- 350 additional positions

-- 1,000 additional positions in July 2015 (supplementary budget 2015) – all positions already occupied

Budget year 2016: 4,000 additional positions – decision in December 2015 for budget year 2016

Number of BAMF
employees today:

3,300

Planned end of 2016:

7,300

Recruit new staff

Personnel recruitment:

- Recruitment centre and decentralized selection committees
- Temporary staff increase from other Federal authorities
- Job offers to staff of Federal Employment Agency (*Bundesagentur für Arbeit*) with temporary contracts

Retraining of staff (former decision-makers) from other departments and other organizations

Training and qualification

- New BAMF Qualification Centre (*Qualifizierungszentrum Nürnberg*) and use of Training Centres of the Employment Agency
- Using inter alia the EASO Training Curriculum (ETC) as a basis
- Training on the job through experienced staff in the local branch offices



Qualification Centre building
in Nuremberg



BAMF Organisational Chart: New units for Processes and Infrastructure



www.bamf.de

Accelerating procedures

Accelerating procedures inter alia through

- Prioritizing case-load; accelerated procedure for new safe countries of origin (Western Balkans)
- Simplified written applications
- “Asylum Decision Centres” (*Asylentscheidungscentren, AEZ*) in Nuremberg, Mannheim, Bonn and Berlin (centralised decision-making for pending cases that are ready for taking a decision)
- Concentrated processing of asylum applications from Western Balkans (safe countries of origin), currently in the branch offices at Manching and Bamberg
- Pilot project in the new branch office at Heidelberg (registration centre of the Federal State Baden-Württemberg, branch office of the BAMF and office of the Federal Employment Agency)
- Using more IT solutions for supporting the asylum procedure (e.g. video conferencing for interpreters)

Recent Legislative Changes

Residence Act (“Aufenthaltsgesetz”)

Reform of the right to stay / Reform of removal

in force since 1st August 2015

entry ban (negative decisions)

subsidiary protection -> right to family reunification

Asylum Procedures Acceleration Act (“Asylverfahrensbeschleunigungsgesetz”)

in force since 24th October 2015

From “Asylum Procedure Act” to “Asylum Act” (“Asylgesetz”)

Safe countries of origin, new: Albania, Kosovo and Montenegro -

Employment ban for applicants from safe countries if application filed after 1.9.15

Recent Legislative Changes

Asylum procedures acceleration act (continuation)

Change of age of legal capacity

Minors of 16 / 17 years -> guardian

Integration course for applicants (when long-term stay is expectable)

Obligation to stay in a Reception Centre – extended to max. 6 month

Act on improvement of reception and care of foreign minors

in force since 1st November 2015

Distribution of unaccompanied minors throughout Germany

Provision on age assessment

Expected Legislative Changes

Act for accelerated asylum procedures
for applicants with no perspective to stay

Accelerated procedure according to Art. 31 Par. 8 APD

-> special reception center

Procedure BAMF: 1 week

Procedure Courts: 2 weeks

Provisions for medical certificates

In discussion: suspension of family reunification for applicants with subsidiary protection???

Expected Legislative Changes

Data exchange improvement act

Central data system

Refugee card

(proof of registration, social benefits depend on registration and refugee card)

Dublin procedure

No application of Dublin procedure for Syrians since 21th August 2015

→ Discretionary clause

Since 21th October 2015


→ Dublin procedure for Syrians

Summary

- Mass influx requires new structures for providing first shelter and medical screening before forwarding refugees to the “normal reception infrastructure”
- In the beginning volunteers and helpers provided support for the basic needs of exhausted and tired refugees; more and more military and police staff supports refugees together with volunteers
- Distribution mechanism (burden sharing between Federal states) and reception capacities were not prepared for such a mass influx
- Necessity to distribute refugees fast (in order to have free emergency shelter capacities in the frontier region) in the past month led to the “registration gap” – now 160 mobile registration teams stepwise close this gap

Summary

- The high number of asylum applications (57.816) in November (with more than 200,000 persons registered in that month in the national EASY distribution system) indicates the historic dimension.
- It needs time to recruit additional 4,000 staff members and to guarantee a highly professional training and qualification for decision-makers and all other asylum support staff.
- The BAMF organisational structures need to be adapted step by step to the increasing number of local branch offices (e.g. IT services).
- Different ways of accelerating and streamlining of case processing have been introduced or are at a test phase (e.g. Clustered procedures in Heidelberg).

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Thank you for your
kind attention!
Questions?