



Organisation of reception system for foreigners seeking refugee status

Elements of the French reception policy

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Caroline Muller

Policy Officer at the EMN French Contact Point

Directorate-General for Foreign Nationals in France – Ministry of the Interior

Main figures on asylum



✂ In 2012: 61,468 asylum applications

- Including 6,213 for further requests

✂ Five first countries of origin were:

- **Democratic Republic of Congo, Russia, Sri Lanka, Kosovo, Armenia**

✂ 70% increase between 2007 and 2012

✂ CONSEQUENCES:

- 21.6% of the applicants were granted asylum in 2012 (25.3% in 2011, 27.5% in 2010 and 29.4% in 2009).
- Increase in length of procedures : around 16 months in 2012
- Only **30%** of asylum seekers were granted accommodation in specialised centres

Reception system for asylum seekers

✳️ The reception system is organised through:

- A network of **34 platforms for initial guidance** (held desk) to provide information to asylum seekers
- A network of **270 specialised reception centres for asylum seekers called CADA** (open structures, not only collective)
- A mechanism of **emergency accommodation** to provide shelters to asylum seekers in need, usually in collective housings or in hotel rooms
- **One national centre for unaccompanied minors (CAOMIDA)**
 - Capacity : 33 people (600 requests per year)
- **Two transit centres** to shelter asylum seekers known for their commitment or holding an asylum visa, such as Syrian asylum seekers

Local and national responsibilities

Central government

Distributes budget

Decides political orientations

Regional and local authorities

- deliver temporary authorizations to remain
- implement CADA and emergency accommodation
- manage dispersal of asylum seekers in CADA and emergency accommodation

OFII (State operator)

- funds and directs initial guidance of asylum seekers (platforms)
- manages dispersal in CADA and specialised centres for refugees

Non-profit organisations (external service providers)

- operational management of reception platforms, CADA and emergency accommodation

Landscape of reception centres in France

- ✖ **270 centres – an average of 60 beds per centre**
 - Occupancy rate : 98.1% on 31 December 2012
- ✖ **In collective housings, private houses or flats**
- ✖ **Beneficiaries: asylum seekers admitted for residency (≠ applicants under Dublin II or subject to accelerated procedures)**
- ✖ **Run by NGOs and non-profits of the private sector**
- ✖ **An average of 1 staff member for each 12 occupants and half of the staff must be social workers helping asylum seekers with:**
 - Submitting their asylum application or their appeal
 - Daily paperwork and procedures (national health insurance, medical care, education, etc.)
 - Leisure and daily occupational activities
 - Refugees integration (finding accommodation and work)

Dispersal and admission in CADA

✘ Three level of admission in CADA:

- ✓ Local admission
- ✓ Regional admission (to ensure interdepartmental equalisation)
- ✓ National admission (to ensure national equalisation)

✘ **National dispersal:** Only 17% of asylum seekers are sent outside the region of application – usually Paris and surroundings (goal is 30%)

✘ **Good practice identified:** local piloting committees for concerted admissions in CADA

✘ The **profile** of asylum seekers is taken into account to direct them to reception facilities even there is *no official criteria* to assess **vulnerability**

The limits of reception capacity

- ✖ **33.7% of asylum seekers eligible for accommodation in CADA have effectively access to it, mainly**
 - Families with young children
 - Vulnerable groups
- ✖ **Average time to obtain a place to such a facility: 11 months**
- ✖ **Those on waiting list are hosted on emergency funds in :**
 - Hotels (63%)
 - Collective centres
 - Dispersed flats
- ✖ **Asylum seekers not admitted for residency do not have access to specialised centres**

Flexibility of the reception system



Major increase in number of applications since 2007

Processing applications takes longer – less turnover
in reception centres

Less AS access specialised centres (CADA)

Alternative temporary solution: emergency
accommodation

Emergency accommodation



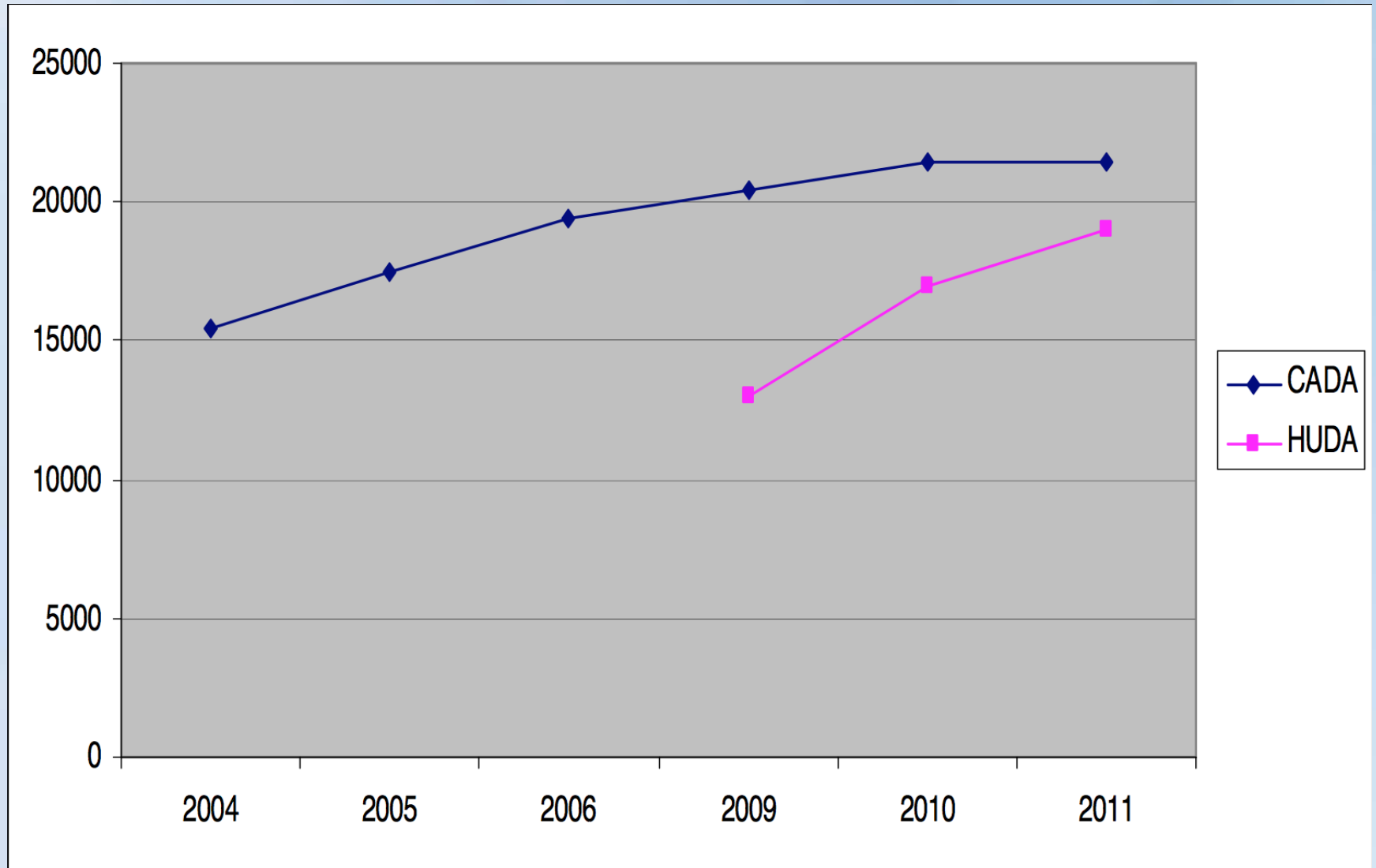
- ✘ **18 000 to 20 000 beds** constantly available financed by the local authorities with national funds
 - 20,637 beds financed in 2012
 - Beneficiaries : AS in regular procedure until they enter a CADA, AS under Dublin II or subject to accelerated procedures
 - 20% collective housings, 23% apartments, 57% hotels and 1% others
- ✘ **2200 beds** financed at the national level to relieve the Paris region
- ✘ Very diverse provision of services from one centre to another
 - Hotels and some flats : accommodation only with no supervision or attendance
 - Other collective centres : accommodation with slight supervision and attendance, provision of services and complementary benefits
- ✘ For attendance and advice on asylum procedure and daily local life, asylum seekers refer to information platforms run by the OFII and non-profit organisations
- ✘ If no solution can be offered, people can dial the **freephone number 115** : emergency reception services for all destitute people

Limits of the emergency accommodation system



- ✘ **Less social and administrative support in emergency shelters**
 - Asylum seekers housed in emergency shelters are less likely to obtain a protection than those accommodated in CADA
- ✘ **Insufficient places in emergency accommodation for asylum seekers**
 - More asylum seekers in general public facilities for homeless people
- ✘ **A system more and more expensive (€135.3M allocated at the national level)**
 - In 2010 and 2011, France spent 30% more for emergency accommodation and the temporary welfare allowance than for accommodation in CADA
- ✘ **No dispersal mechanism**
 - Asylum seekers sent to emergency shelters usually stay in the same department and always stay in the same region

Evolution of capacity since 2004



Social benefits



- ✖✖ Asylum seekers in emergency housing structures are granted
 - **€333** per month per adult (temporary welfare allowance)
- ✖✖ Asylum seekers in CADA are granted
 - Around **€200** per month per single adult
 - Up to **€600** or **€700** per month for big families
- ✖✖ Access to national health insurance for all
- ✖✖ Access to education for all children under 16

Refugee and failed asylum seekers

- ❖ **20%** of the applicants in reception facilities have received a final decision on their application
- ❖ **1 081 beds** in specialised centres for refugees
- ❖ **Refugee integration programmes** financed by local authorities, national funds and the European Refugee Fund
- ❖ Failed asylum seekers try other procedures to be granted leave (health, family, etc.)
- ❖ Very few are sent back by enforced measures or voluntary return

Current developments and main goals

✘ Concerning CADA:

- 8% of budget reduction during 2011-2013
- 4,000 new beds in CADA in 2013-2014
 - 31 (out of 94) departments listed as priority departments as their reception network is not oversaturated
- Goal is to increase turnover in CADA

✘ Concerning emergency housings:

- Reduce the gap between services offered in different types of emergency housings
- Better distribution of AS within each region (regionalisation of the emergency reception system)

✘ Main objective:

- Decentralize and disperse AS flow towards unsolicited regions/departments
- Creation of national balance of housing facilities and a fair dispersal of AS

Current developments and main goals

- ✘✘ **15 July 2013** : The ministry of Interior launched a **national consultation on the asylum reform**
- ✘✘ One of the working groups established in the framework of the consultation process discussed reception of AS
- ✘✘ On the basis of the discussions held during the working group meetings, a range of reform proposals regarding reception of AS will be presented on 29th November 2013 by two MPs to the Minister of Interior

Conclusion



- ✖ Reception of asylum seekers in France : **from initial reception system to housing provision**
- ✖ **Expansion** of the network of specialised centres for asylum seekers but:
 - lack of facilities adapted to vulnerable groups
 - a limited number of asylum seekers have access to CADA
 - Limited national dispersal
- ✖ Large number of actors involved in accommodation for asylum seekers
 - Local piloting committees identified as good practice to manage accommodation admission
- ✖ Emergency accommodation as **flexibility mechanism** to respond to short-term pressure
- ✖ National context: **future reform** of the asylum system



Merci beaucoup !

For further information:

www.immigration.interieur.gouv.fr

Contact: caroline.muller@interieur.gouv.fr

+33 1 72 71 65 94