European Commission

The Organisation of Reception Facilities for Asylum Seekers in different Member States

European Migration Network Study 2014

Home Affairs

The European Migration Network (EMN) is co-ordinated by the European Commission with National Contact Points (EMN NCPs) established in each EU Member State plus Norway.

EMN European Migration Network

CONTENTS

Disclaimer

This Synthesis Report has been produced by the European Migration Network (EMN), which comprises the European Commission, its Service Provider (ICF GHK-COWI) and EMN National Contact Points (EMN NCPs). The report does not necessarily reflect the opinions and views of the European Commission, EMN Service Provider (ICF GHK-COWI) or the EMN NCP, nor are they bound by its conclusions. Similarly, the European Commission, ICF GHK-COWI and the EMN NCPs are in no way responsible for any use made of the information provided.

The Focussed Study was part of the 2013 Work Programme for the EMN.

Explanatory note

This Synthesis Report was prepared on the basis of National Contributions from 24 EMN NCPs (**Austria, Belgium, Cyprus, Czech Republic, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Netherlands, Poland, Portugal, Slovak Republic, Slovenia, Spain, Sweden**, **United Kingdom, Norway**) according to a Common Template developed by the EMN and followed by EMN NCPs to ensure, to the extent possible, comparability.

National contributions were largely based on desk analysis of existing legislation and policy documents, reports, academic literature, internet resources and reports and information from national authorities. Statistics were sourced from Eurostat, national authorities and other (national) databases. The listing of Member States in the Synthesis Report results from the availability of information provided by the EMN NCPs in the National Contributions.

It is important to note that the information contained in this Report refers to the situation in the above-mentioned (Member) States up to and including 2013 and specifically the contributions from their EMN National Contact Points. More detailed information on the topics addressed here may be found in the available National Contributions and it is strongly recommended that these are consulted as well.

EMN NCPs from other Member States could not, for various reasons, participate on this occasion in this Study, but have done so for other EMN activities and reports.

EXECUTIVE SUMMARY

KEY POINTS TO NOTE:

- Under the Common European Asylum System (CEAS), persons, regardless of the Member State in which their application for international protection is made, should be offered an equivalent level of treatment as regards reception conditions. The Reception Conditions Directive[1] has laid down minimum standards for the reception of applicants and the Recast Reception Conditions Directive[2] (hereafter "the Recast") further aims to ensure "adequate and comparable reception conditions throughout the EU". However, (Member) States report difficulties to ensure this in practice.

- The **organisation** of reception facilities **differs greatly** amongst (Member) States. Differences exist in the type of facilities and in the actors involved in the provision of reception. Such differences are not only apparent between (Member) States but also occur within some (Member) States at sub-state level. Unequal treatment between and within (Member) States may result, in some cases, in sub-standard reception conditions.

- In view of the wide differences in the organisation of reception facilities, it is of pivotal importance that **reception conditions** and **(minimum) quality standards** are consistently maintained in all facilities within and across (Member) States, also in times of pressure. **Coordination**, **implementation** and **(external) control mechanisms** could be further developed as a tool to ensure homogeneity and to allow for the recognition and sharing of good practices.

- The **special reception needs** of vulnerable persons are taken into account by (Member) States but further efforts are required to ensure that the appropriate standards are met, for example on the assessment of special needs and for the provision of tailored accommodation. Although most (member) States conduct vulnerability assessments, great differences exist in terms of assessment criteria, methods, timing and follow-up measures. Similarly, (Member) States provide tailored accommodation for vulnerable persons, but differences exist in how and whom they cater for.

- Most (Member) States report to have experienced **pressure** on their asylum system between 2008 and 2012/2013. Pressure results from: high and/or sudden influx of applicants[3]; fluctuation in the number of applicants; internal challenges in the reception system's organisation; and pressure resulting from other dimensions of the asylum system.

- The **process** of the dispersal by a (Member) State of applicants for international protection within its territory can be an effective measure to lift pressure from certain reception facilities. (Member) States primarily decide to allocate applicants to different regions or to (re)allocate applicants depending on the stage of procedure, with both approaches offering benefits for (Member) States and for applicants for international protection.

- **Good practice** approaches to ensure flexibility of reception systems include:

  - **Strategy to prepare for, mitigate and respond to pressure on the asylum reception system**

  - **Management of reception as a chain** (i.e. from inflow, reception, procedure, outflow, to return/integration)

- **Strategy to prepare, mitigate and respond to pressure on the asylum reception system**:

  - Good practices in terms of preparedness include: emergency plan and maintenance of buffer capacity in regular facilities (+/- 15% of the total capacity).

  - Existing practices to **mitigate** the negative effects of pressure include: an early warning mechanism; speeding up of the decision-making process; and budget flexibility.

  - Good practices to **respond** to pressure on the asylum reception system include: creation of new facilities or creation of new places within existing

[1] Council Directive 2003/9/EC; http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2003:031:0018:0025:EN:PDF

[2] Directive 2013/33/EU; http://easo.europa.eu/wp-content/uploads/Dve-2013-33-Reception-conditions.pdf

[3] Either linked to the security situation in third countries and/or related to the removal of the visa obligation for certain Western Balkan countries.

facilities. In case of temporary pressure, creation of "emergency structures" (e.g. hotels and unused state facilities) are used as a temporary necessary evil (rather than good practice).

- In the concept of **chain management**, the reception process is treated as a continuum. (Member) States undertake measures at different stages of the process by limiting inflow, increasing capacity, making the asylum procedure more efficient, facilitating outflow, and/or operating an effective return or settlement policy.

- There is a general lack of standardised approaches to collect and use statistics related to reception conditions. This underscores the need to develop **common indicators** and **standardised methods** to measure and calculate **capacity** and **pressure**, to record **in/outflow** of applicants from reception facilities and to facilitate comparison of reception **costs**.

Aims and results of the study

The main aim of this EMN Focussed Study was to identify good practices and existing mechanisms for flexible, efficient reception facilities whilst maintaining quality of reception conditions. The Study was prepared on the basis of National Contributions from 24 EMN NCPs. The organisation of reception and the provision of dignified standards of living to applicants for international protection is complex. The reception of applicants is often characterised by strong fluctuations in applicant numbers, requiring a high degree of flexibility in the organisation of reception. Moreover, (Member) States must ensure that the applicant's entitlement to request protection and dignified reception standards are met, whilst ensuring efficient processing of claims for protection and prevention of misuse of the asylum system. Whilst harmonised reception standards have been introduced at EU level, this study highlights both similarities and differences in the type, nature and organisation of reception facilities across Member States. The Study addresses:

- Similarities and differences in the organisation of reception facilities (organisation);

- Similarities and differences in the provision of basic material reception conditions (legislation/quality);

- Identification of good practices of (Member) States in handling pressure on their reception system (flexibility);

- Factors impacting on the in- and outflow of applicants (efficiency)

Organisation

Which types of applicants are entitled to reception facilities?

The following **categories of applicants** for international protection are **entitled to reception conditions** in the different (Member) States: asylum applicants under the Dublin II Regulation, in admissibility procedures, in accelerated procedures, vulnerable persons, unaccompanied minors (UAMs, including those who have exhausted the asylum procedure), asylum applicants who have lodged an appeal procedure or have applied for a subsequent procedure; those who have received a positive decision as well as rejected applicants. Beyond these categories, some (Member) States also allow **other categories of person** access to reception, for example, EU/EEA nationals, or applicants' family members. Access to reception may also be granted **subject to demonstration of insufficient means of subsistence**. Most (Member) States **reduce or withdraw receptions conditions for applicants** from reception facilities for reasons such as violation of internal house rules in reception facilities; being absent from the facilities; where the applicant is lodging a subsequent procedure etc.

What different types of reception facilities exist? Which actors are involved in the provision of reception?

Large differences exist with regard to the **type** of **facilities** and **actors** involved in the provision of reception. Whereas the majority of (Member) States accommodate applicants in collective facilities, some accommodate applicants in both collective and private facilities. Most (Member) States also make use of initial/transit facilities to house applicants during admissibility procedures.

With regard to actors, a distinction can be made between those (Member) States that centralise financial and executive responsibility in State authorities, and those (Member) States in which responsibility is shared between State and local authorities. Many (Member) States also involve third parties in the management of reception facilities (e.g. NGOs, private sector companies). As such, the organisation of reception facilities differs greatly between and within some (Member) States.

What factors influence the allocation of applicants to different types of reception facilities?

Various factors, often acting simultaneously, influence the choice for **allocation**. Reception capacity, the needs and profile of the applicant as well as the status of the application are common factors that play a role in allocation in all (Member) States. The main choice for allocation is, however, in most (Member) States based on one of the following two approaches, or a combination thereof:

- Allocation driven by a concept of **burden-sharing** between State regions or provinces via a **dispersal system**
- Allocation reflects the different **stages** of the **procedure** for international protection via a system of initial/transit and follow-up accommodation

The strategies and methods of dispersal-systems differ between (Member) States. Whereas all (Member) States aim to spread financial and social costs, some take dispersal one step further by also encouraging long-term settlement of beneficiaries in a particular region.

Are the specific reception needs of vulnerable persons sufficiently taken into account?

The **special reception needs** of **vulnerable persons** are taken into account by (Member) States but further efforts are required to ensure that the appropriate standards are met, for example on the assessment of special needs and for the provision of tailored accommodation. **Vulnerability assessments** are laid down in legislation in most Member States and/or are conducted as standard practice. Great differences exist, however, in terms of assessment criteria, methods, timing and follow-up measures, with only few (Member) States monitoring special needs over time. Similarly, all (Member) States provide tailored accommodation for vulnerable persons, but differences exist in how and whom they cater for; some (Member) States provide special designated areas within existing facilities, whereas others have created separate facilities (or provide a combination of both).

Legislation/quality

Are there any differences in (Member) States' national legislation concerning material reception conditions?

Basic material reception conditions are provided in different ways by (Member) States, either in kind, through financial allowance, or by a combination of both. As a result, the financial allowance for applicants varies greatly as (Member) States either grant financial allowance to cover all subsistence needs, or provide pocket money in addition to in-kind provision.

Do (Member) States stipulate any specific quality requirements in relation to surface area, number of staff per applicants and access to leisure activities?

The review of three quality criteria (surface area, supervision rate, and leisure activities) shows that a large number of (Member) States stipulate requirements for surface area in reception facilities (17 out of 24 Member States) and provide applicants access to leisure activities[4] (22 out of 24 Member States), whereas only half of the (Member) States set requirements concerning the supervision rate. Substantial differences may be experienced by applicants as the available surface area varies from 4 to 10m^2 and the number of applicants per staff from 11-13 persons to 170 persons between (Member) States. Minimum standards cannot always be maintained in times of pressure.

Which control mechanisms are in place to ensure quality standards at reception facilities?

To ensure quality standards, most (Member) States have adopted internal control mechanisms, such as on-site inspections carried out by the responsible government bodies, special commissions, or may draw on input from applicants by satisfaction survey, complaint mechanisms and/or confirmation by applicants that they were provided with adequate reception conditions. External control mechanisms are applied in only few (Member) States, such as review by e.g. National Ombudsman, Chancellor of Justice or by UNHCR representatives.

Flexibility

Have (Member) States experienced pressure on their reception systems and what does this result from?

Most (Member) States report to have experienced pressure on their asylum system between 2008 and 2012/2013. Pressure results from: high and/or sudden influx of applicants[5]; fluctuation in the number of applicants over time; internal challenges in the reception system's organisation; pressure resulting from other dimensions of the asylum system (e.g. the procedures for international protection, settlement/return processes).

What flexibility mechanisms do (Member) States apply? What good practice flexibility mechanisms can

[4] Although in some Member States not in all types of facilities

[5] Either linked to the security situation in third countries and/or the removal of the visa obligation for certain Western Balkan countries

be applied to handle pressure on the reception system?
(Member) States apply a range of different flexibility mechanisms to prevent and handle pressure. These include: emergency plans; budget flexibility; buffer capacity; speeding-up decision-making on procedures for international protection with additional case-workers; fast-tracking procedures, and; early warning mechanisms.

Good practice approaches to ensure flexibility of the reception systems include:

- ★ **Strategy to prepare for, mitigate and respond to pressure** on the asylum reception system
- ★ **Management of reception as a chain** (i.e. from inflow, reception, procedure, outflow, to return/integration)

Strategies to prepare, mitigate and respond to the various pressures
Good practices in terms of **preparedness** include:

- Emergency plan (outlining what type of action will be undertaken by whom and to what effect)

- Maintenance of 'buffer' capacity in regular facilities (+/- 15% of total capacity).

Existing practices to **mitigate the negative effects of pressure** include:

- An **early warning mechanism** to monitor capacity in reception facilities, thereby enabling the identification of shortage (or excess) capacity. Here, it is important that (Member) States regularly (daily/weekly) monitor capacity to enable authorities to initiate pre-emptive action;

- Speeding up of the **decision-making** process on applications for international protection (to reduce the duration of stay in facilities);

- Budget flexibility to allow activation of these flexibility mechanisms, enabling rapid and appropriate action.

Good practices to **respond to pressure on the reception asylum system** include:

-Increasing capacity by the **creation** of **new facilities** or by creation of **new places** within existing facilities. This is important to ensure similar quality standards of reception to all applicants for international protection.

In case of temporary pressure, "emergency structures" (e.g. hotels, unused state facilities) are used as a temporary necessary evil rather than a good practice.

Reception as part of a chain
In the concept of **chain management**, the reception process (from inflow, reception, procedure, outflow, return/integration) is seen as a continuum. Member States undertake measures at different stages of the process, e.g. limiting inflow, increasing capacity, making the asylum procedure more efficient, facilitating outflow, and operating an effective return or integration policy.

Efficiency

How can (Member) States ensure a balanced flow of applicants through reception?
The efficiency of reception facilities is determined by the maintenance of a balanced flow of applicants through reception. Although inflow is primarily determined by uncontrollable external factors, i.e. the number of applicants lodging a claim for international protection, some (Member) States, apply strategies to reduce inflow by providing financial allowance for applicants to individually arrange their accommodation and/or by running information campaigns in specific countries of origins with the aim to reduce the scale of further migratory movement. In several (Member) States the efficient use of reception facilities is in particular reduced by a difficult outflow as a certain tension exists between efficiency and humanitarian considerations with continued residence for rejected applicants and beneficiaries of international protection. Some (Member) States apply strategies to improve outflow by e.g. setting time-limits for continued stay and/or transfer to other facilities.

1 INTRODUCTION

This Synthesis Report presents the main findings of the Second 2013 EMN Focussed Study on "The Organisation of Reception Facilities for Asylum Seekers in the different Member States".

The provision of dignified standards of living for applicants for international protection constitutes a core pillar in the Common European Asylum System (CEAS). Under the CEAS, individuals, regardless of the Member State in which their application for international protection is made, should be offered an equivalent level of treatment as regards reception conditions. For this purpose, the Reception Conditions Directive[6] has laid down minimum standards for the reception of applicants and the Recast Reception Conditions Directive[7] (hereafter "the Recast") now further aims to ensure "adequate and comparable reception conditions throughout the EU". However, (Member) States report difficulties to ensure this in practice, with unequal treatment between and within (Member) States and, sometimes, sub-standard reception conditions as a result.

Many (Member) States' reception systems have faced particular pressure over the past few years. Such pressure results from different challenges presented by both external as well as internal factors. The number of applications for international protection lodged in the EU has steadily increased in recent years as indicated in Table 1.1.

Table 1.1 Number of applications for international protection for EU27 (Eurostat).

Year	Nr of applications
2010	257 800
2011	302 000
2012	332 000

Member States such as **Germany**, **France**, **Sweden**, **United Kingdom**, and **Belgium** received the majority of applications (more than 70% of all applications lodged in the EU in 2012). Beyond the overall trend of increasing numbers of applications, the number of applications in individual (Member) States has significantly fluctuated over time. This was for example the case in **Austria**, **Germany**, **Italy**, **Latvia**, **Netherlands**, and **Norway**. In general, fluctuations present a continuous challenge for all (Member) States as they have to adjust their reception capacity (and budget) to match the number of applicants (see section 5.1.2).

Moreover, lengthy procedures for international protection and an inefficient outflow of applicants from facilities once decisions have been reached may result in the inefficient use of reception capacity.

These factors can adversely affect the quality of reception facilities, and they have, on several occasions, resulted in overcrowding and the use of emergency facilities (e.g. tents, barracks, and low-cost hotels). The Reception Conditions Directive and the Recast allow Member States to set different modalities for material reception conditions, when, for example, housing capacities become exhausted. The Recast however limits the circumstances in which different modalities can be set.

The main aim of this Study is to inform policymakers on the organisation of reception facilities for applicants for international protection in the different (Member) States, and to identify good practices and existing mechanisms for efficient, flexible reception facilities whilst maintaining quality and controlling costs.

More specifically, the Study aims to:

- Analyse similarities and differences in the organisation of reception facilities. The Study will further aim to investigate whether (Member) States sufficiently take into account the special needs of vulnerable groups in the provision of reception (**organisation**);
- Analyse similarities and differences in basic material reception conditions provided for by (Member) States' national legislation: food, clothing, housing and financial allowance (**quality**);
- Identify good practices of (Member) States in handling (disproportionate) pressure on their reception system (**flexibility**);
- Provide an overview of the in- and outflow of applicants for international protection and the costs of reception facilities as a first step to assessing the efficiency of (Member) States' reception facilities (**efficiency**).

[6] Council Directive 2003/9/EC; http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2003:031:0018:0025:EN:PDF

[7] Directive 2013/33/EU; http://easo.europa.eu/wp-content/uploads/Dve-2013-33-Reception-conditions.pdf

The last objective has not been met by this Study in full as many (Member) States were not able to provide national statistics on costs and in-and outflow of applicants to and from facilities. Where available these can be found in the National Contributions on the EMN Website[8].

The focus of this Study is on the organisation of reception *facilities*, i.e. basic material reception conditions, in particular, accommodation. This Study does not aim to provide an exhaustive overview on the quality of the full range of reception conditions as much work on this has already been carried out in the different Member States. For example, a comprehensive comparative overview on the transposition and implementation of the Reception Conditions Directive was conducted by the Odysseus network in 2006[9]. Rather, this Study addresses quality from an organisational perspective; exploring how these aspects may interact with quality, in particular when reception systems come under pressure.

This Study is divided into 6 different sections.

Section 2: (Organisation)	Provides an overview of the take-up of reception facilities and different factors influencing the allocation of applicants to the available reception facilities.
Section 3: (Organisation)	Describes different types of reception facilities and different types of actors involved in the provision of reception.
Section 4: (National legislation-Quality)	Summarises (Member) States' national legislation on basic material reception conditions and addresses other quality criteria.
Section 5: (Flexibility)	Presents an overview of the pressure that (Member) States have experienced, maps the use of flexibility mechanisms and identifies good practices of (Member) States in handling pressure.
Section 6: (Efficiency)	Addresses the efficiency of (Member) States' asylum procedures by discussing inflow/outflow of applicants to and from reception facilities.
Section 7: (Conclusions)	Presents the conclusions of this Study.

This Synthesis Report was prepared on the basis of National Contributions from 24 out of 28 EMN NCPs who responded to the request for information (**Austria, Belgium, Cyprus, Czech Republic, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Netherlands, Poland, Portugal, Slovak Republic, Slovenia, Spain, Sweden**, **United Kingdom, Norway**) according to Common Specifications developed by the EMN and followed by EMN NCPs to ensure, to the extent possible, comparability.

In this Study it should be borne in mind that **Ireland** is not bound by the Reception Conditions Directive and its Recast, and whilst the **United Kingdom** opted in for the application of the Reception Conditions Directive, it has opted out of its Recast. **Norway** is not an EU Member State and therefore not a party to these legislative instruments.

2 TAKE-UP AT RECEPTION FACILITIES

This section provides an overview of which categories of applicant for international protection are entitled to reception facilities and for what reasons authorities may withdraw reception conditions from applicants. It also provides information on the allocation procedure of applicants to reception facilities, where particular attention is paid to the specific needs of vulnerable persons.

2.1 Categories of applicant entitled to reception

Table A1.1 in Annex 1 provides an overview of the different categories of applicants that are entitled to reception. In most (Member) States these are:

- Applicants falling under the Dublin II Regulation;
- Applicants in admissibility procedures;
- Applicants subjected to accelerated procedures;
- Vulnerable groups of applicants (with specific psychological/medical assistance needs);
- Unaccompanied minors (UAMs) awaiting decision on their claim for international protection;
- UAMs who have exhausted the procedure for international protection and await return;
- Applicants having lodged an appeal procedure;
- Applicants having lodged a subsequent procedure;
- Applicants granted international protection;
- Rejected applicants who exhausted international protection procedures and await return.

Several (Member) States provide access to reception to other persons in need of protection (who are not

[8] www.emn.europa.eu
[9] http://ec.europa.eu/dgs/home-affairs/e-library/docs/pdf/odysseus_synthesis_report_2007_en_en.pdf

necessarily applicants for international protection). These include, amongst others; EU/EEA nationals (**Finland**, **Ireland**, **Norway**); families with children that have an irregular status (**Belgium, Netherlands**) and applicants' family members (**Belgium**, **Germany, Spain, Norway**), all minors irrespective of their legal status (**Greece**).

2.1.1 Preconditions for access to reception facilities

In several (Member) States (**Austria**, **Belgium**, **Italy**, **Luxembourg**, **Netherlands**, **Portugal, Spain, United Kingdom**), access to reception facilities is conditional upon applicants not having sufficient means for their subsistence, in line with the Reception Conditions Directive and its Recast (Art. 13 (3) and Art. 17 (3) respectively). Although most applicants are destitute and dependent on state support, some may have financial resources upon arrival or acquire these if they have worked for a reasonable period of time and/or by other means, e.g. support from friends and/or relatives. In **Luxembourg** reception conditions may be withdrawn from an applicant in case he/she can be accommodated and supported by a national or a legally residing third-country national who has sufficient financial resources to support the applicant for at least one year.

2.1.2 Reduction and withdrawal of reception

Most (Member) States (**Austria**, **Belgium**, **Finland, France**, **Greece, Ireland**, **Italy**, **Luxembourg**, **Netherlands**, **Poland**, **Spain, United Kingdom**) have the possibility to withdraw applicants for international protection from reception facilities for different reasons. The most frequently cited reasons include violations of the reception facilities' internal rules (**Austria**, **Belgium**[10], **France**, **Greece**, **Ireland**, **Italy**, **Luxembourg**, **Netherlands**, **Poland**, **Portugal**) and absence from facilities without informing staff or without permission (**Austria**[11], **Belgium**[12], **Finland**, **France**, **Greece**, **Italy**, **Luxembourg, Poland**, **Spain**).

Some (Member) States may reduce or withdraw certain categories of applicants from reception facilities, for example applicants receiving a negative decision but then lodging a subsequent application (**Austria**, **Belgium, Netherlands**). The latter are excluded from reception in the period between the receipt of the negative decision and a subsequent application being considered admissible. In **Austria**, applicants lodging a subsequent application within six months following receipt of a negative decision may be excluded from reception[13].

Other reasons for reduction or withdrawal from material reception conditions include:

- Not having lodged the application for international protection as soon as "reasonably practicable" (**United Kingdom**[14])
- Non-cooperation in the establishment of identity (**Austria, France, Greece, Sweden**)
- Non-cooperation in establishing the facts of a case (some provinces in **Austria, Greece, Sweden**)

The Recast Reception Conditions Directive introduces a new requirement that withdrawal may "only occur" in exceptional and duly justified cases (Art. 20 (1)) whilst "under all circumstances ensuring access to health care and a dignified standard of living for all applicants" (Art. 20 (5)). **Member States will need to take account of this new requirement** in future decisions on reduction and withdrawal of material reception conditions.

2.2 Factors determining allocation to reception facilities

The allocation of applicants for international protection to (different) reception facilities in (Member) States is governed by various factors - and often by multiple factors at once. The choice for allocation is in most (Member) States based on either one of the following two main approaches, or a combination thereof:

- Allocation is driven by a concept of **burden-sharing** between State regions or provinces, via a **dispersal system**; and/or
- Allocation broadly reflects the different **stages of the procedure for international protection**, via a system of initial/transit and follow-up accommodation.

[10] In Belgium, this consists of temporary withdrawal of maximum 30 days during which the applicant can still access medical assistance.
[11] In Austria this only applies to absence exceeding three days.
[12] In case of absence, the applicant loses his bed in the facility, however, the applicant can re-apply to the Dispatching Office for reallocation to a different facility.
[13] In Austria, this applies to most of the provinces.
[14] However this would not be the case if it caused a breach of a person's rights under the European Convention on Human Rights

Reception capacity, the needs and profile of the applicant as well as the status of application are common factors that play a role in allocation in all (Member) States. In some (Member) States capacity and/or the profile of the applicant are the main criteria for allocation. These approaches and common factors determining the choice for allocation are in turn discussed below.

In ten (Member) States (**Belgium**, **Czech Republic**, **Estonia**, **Greece**, **Hungary**, **Lithuania**, **Luxembourg**, **Poland**, **Slovenia**, **Slovak Republic**) the processes for allocation are outlined in legislation[15] and in nine (Member) States (**Belgium**, **France, Cyprus**, **Czech Republic**, **Italy**, **Netherlands**, **Spain**, **United Kingdom, Norway**) they are formalised in guidelines. In **Austria**, **Finland**, **Ireland**, **Portugal** and **Sweden** the detailed processes are not stipulated in law, but take the form of administrative arrangements (see also section 2.2.1).

2.2.1 Dispersal systems

In eight (Member) States (**Austria, Germany, Finland, Ireland, Italy, Portugal, Sweden, United Kingdom**) dispersal of applicants for international protection across the national territory lies at the centre of the reception system and constitutes standard practice in terms of allocation to reception facilities. In a further three (**Cyprus**, **Slovenia**, **Slovak Republic**) dispersal may occur on an ad-hoc basis (e.g. when there is a sudden influx of applicants)[16].

In **Austria** and **Germany**, **the aim of the dispersal mechanism** is to ensure an **even spread of financial and social costs** throughout the Member State; each province / Länder has a set quota, which is calculated as a proportion of the population in the province, as well as the tax revenue of the Länder in **Germany**. Similarly, in **Ireland**, the aim of the dispersal mechanism is to **prevent 'overburdening' of public services** in specific regions of the country. It does not set a quota, but monitors the proportion of applicants per total population in each national 'Health Executive Area'[17].

In **Italy**, **Finland**, **Portugal** and the **United Kingdom**, the focus of the dispersal mechanism is not only on burden-sharing amongst regions. In **Italy**, **Portugal** and the **United Kingdom**, the focus is on providing the **best options for integration** of the applicants. The criteria for allocating the applicant to a specific region of the country includes availability of spaces in the region (i.e. capacity), availability of support services, housing supply, cultural fit of the applicant(s) with the resident community and the risk of social tension. In **Finland**, the government and **municipalities mutually agree** how many applicants for international protection they will accommodate[18].

France applies an a-typical dispersal system in which it is **the applicant** who **has the freedom to choose** in which part of the country to reside.[19] The applicant must first go to a prefecture (regional government) which will assign them to (one of) the reception facilities in their jurisdiction. Non-surprisingly, this can in some cases lead to specific regions hosting proportionally larger numbers of applicants than others (e.g. when applicants are more likely to have family ties or communities of the same ethnic heritage living there).[20] To counter this, the central government's *Office of Immigration and Integration (OFII)*, however, monitors overall reception capacity and reserves 30% of all places as a 'buffer' to ensure that specific regions are not overburdened. In **Sweden** an applicant may also choose to arrange accommodation on his/her own anywhere in the country.

2.2.2 Stage of the procedure

Sixteen (Member) States (**Austria**, **Belgium**, **Czech Republic**, **Finland**, **France**, **Germany**, **Ireland**, **Italy**, **Luxembourg**, **Netherlands**, **Poland**, **Portugal**, **Slovak Republic**, **Spain**, **Sweden**, and **Norway**) have established systems whereby applicants are **first received in initial/transit facilities.** For most, but not all Member States, this is during the admissibility phase. The duration of stay in these initial facilities is usually one month or less (depending on the Member State), although in **Germany**, applicants can be obliged to stay there between 6 and up to 12 weeks. Applicants are subsequently allocated to follow-up accommodation (once admitted to the asylum procedure - see also section 3.1.2). **Austria, Finland, Ireland, Italy, Portugal, and Sweden**, apply both approaches

[15] In the Czech Republic, Luxembourg, Poland and the Slovak Republic allocation processes are outlined in legislation for some types of applicant only – e.g. for UAMs in Luxembourg.

[16] In Luxembourg, although dispersal is not standard practice, attention is paid to avoiding concentration of applicants from the same country or region of origin.

[17] i.e. the different jurisdictions of the national health services in Ireland.

[18] See European Parliament (2010) *What System of Burden-Sharing between Member States for the Reception of Asylum Seekers*: http://www.europarl.europa.eu/committees/en/studiesdownload.html?languageDocument=EN&file=29912

[19] European Parliament (2010) *Ibid*

[20] European Parliament (2010) *Ibid*

(allocation based on the stage of procedure and a dispersal-system), whereby applicants are first received in initial/transit facilities and then dispersed to follow-up accommodation once admitted to the asylum procedure. In the **United Kingdom** applicants are admitted to the asylum system first, and if they claim to be destitute, they are moved to the initial transit accommodation. If destitution is confirmed and they qualify for accommodation and/or financial subsistence, they are then moved to dispersal accommodation. In **Belgium**, a three-stage reception model exists with the timing for transfer to follow-up facilities being only partially determined by the asylum procedure. Applicants are initially assigned to collective reception facilities. After four months the applicant can request to be accommodated in private facilities (provided by NGOs or municipalities). In case of a negative decision on the asylum application (confirmed in appeal) the applicant is transferred to a special reception facility in preparation for voluntary return. In **France**, accommodation is normally not determined by the stage of the asylum procedure, except in certain circumstances. Upon arrival, applicants are first received in reception platforms for applicants for international protection where initial guidance is provided. Applicants are normally then accommodated in CADA, except if there are not enough places in CADA. In these exceptional circumstances, applicants are first accommodated in emergency facilities. In practice, however, many asylum seekers spend the whole procedure in the same centre.

The number of accommodation transfers usually corresponds to the amount of procedural stages, which should be kept to a minimum as required by the Reception Conditions Directive and its Recast (Art. 14 (4) and Art. 18 (6) respectively). The number of stages can go up to a total of four (including detention) in **the Netherlands**. The admissibility procedure (and stay in the initial reception facility) lasts four days. Immediately after this, the applicant is reallocated to a second reception facility for an initial assessment of his/her application (lasting up to 12 days). After this, should the application require more time (i.e. extended asylum procedure), the applicant is again transferred to another facility. In case of a negative decision, following a period of 28 days of continued residence in reception facilities, the applicant is transferred to a detention centre in preparation for return.

2.2.3 Reception capacity

The question "are there places available?" is of course essential to the decision on where to accommodate applicants. Indeed, in most (Member) States reception capacity is a key determining factor, with it being the sole factor in **Cyprus, Luxembourg** and **Greece** (along with the applicant's profile).

Several (Member) States (**Austria**, **Belgium**, **Czech Republic**, **Cyprus, Estonia, Finland**, **France, Ireland**, **Italy**, **Latvia**, **Netherlands, Poland, Spain, Sweden, Norway)** have set up **mechanisms to monitor** the inflow and/or stock of applicants for international protection residing in reception facilities to assess (remaining) accommodation capacity of those facilities. These **vary in terms of complexity**. For example, in **Cyprus, Estonia** and **Poland**, monitoring is undertaken 'manually[21]' through regular reporting from centre officers to the central *Asylum Services*; this is feasible in **Cyprus**, as there is only one main reception centre and temporary centres, and in 2012, the inflow of applicants was just under 150. By contrast, **France**, which had 269 collective reception facilities (in addition to individually arranged accommodation) and an inflow of almost 13,500 at the end of 2012, makes use of a national database '*Dispositif national d'accueil'* (DNA - national reception system-), which records and stores information on new arrivals (inflows), outflows, occupation rates and waiting lists. Every three months, information from the DNA is sent to the competent authorities to inform them of reception availability. In the **United Kingdom**, there is no fixed capacity. The contractors respond to changing demands for dispersal housing, sourcing additional spaces as required. This allows for flexibility in the system.

2.2.4 The status of the application

In several (Member) States, changes to the status of the application can result in a reallocation of accommodation. This happens in four clear cases:

- **Following a final negative decision**: in most (Member) States this is only after a period of continued residence in reception facilities, whereas in **Lithuania**[22], **Luxembourg**, **Slovenia**, the rejected applicant will be immediately transferred to a detention facility to await return (unless they return voluntarily). In **Belgium**, rejected applicants are directly transferred to a special open reception place to await voluntary return (see also section 6.3).

- **Those subject to Dublin II procedures**: applicants awaiting transfer to another (Member)

[21] For example, daily communication and on-site visits.

[22] In Lithuania, although the detention facility is separate from the reception facility (i.e. different building), it is located on the same premises.

State under Dublin procedures are transferred to transit facilities in **Finland and Sweden**, to emergency accommodation in **France**, or to detention centres in **Slovenia,** and **Norway**. In Luxembourg applicants may also be placed in a detention centre, if decided by the minister.

- **Those subject to accelerated procedures** (e.g. applicants originating from countries listed as 'safe countries'): are allocated to distinct accommodation in **Belgium**, **France**, **Slovenia**, **Sweden** and **Norway**. In **France**, access to reception for these applicants is only to emergency accommodation.

- **Following a positive decision**: In all (Member), applicants receiving a positive decision are allowed to stay on for a limited period of time before other arrangements are made. In the **Czech Republic,** holders of international protection are accommodated in integration asylum centres designated for a temporary stay or they can of course find their own housing (see section 6.3).

2.2.5 Profile of the applicant

Most (Member) States also take into account the profile of the applicant for allocation to reception facilities; in this respect, most undertake an assessment of vulnerability (see section 2.2.6). There is some variation between (Member) States as to the elements of the applicant's profile that affect allocation. The most cited elements are:

- Vulnerability (**Austria, Belgium, Cyprus, Czech Republic**, **Germany, Greece, Italy, Luxembourg, Netherlands, Poland, Slovak Republic, Spain, Sweden, United Kingdom, Norway**);

- Specific medical or psychological needs (**Austria, Belgium, Cyprus, Greece, Italy, Latvia, Poland, Spain, Sweden, Norway**);

- Age (**Austria, France, Hungary, Italy, Latvia, Poland**) – specifically if the applicant is a UAM (**Austria, Belgium, Cyprus, Czech Republic**, **Estonia**, **Finland, France, Greece, Hungary, Italy, Lithuania, Luxembourg, Netherlands, Slovak Republic, Sweden**, **Norway**)

- Gender (**Austria, Belgium, Cyprus, France, Italy, Latvia, Poland, Spain, Sweden**);

- Family situation (i.e. whether the applicant has come with his/her family) (**Austria, Belgium, France, Greece, Italy, Latvia, Luxembourg, Poland, Slovak Republic, Spain, Sweden**);

- Family ties (in particular parts of the country) (**Austria, Czech Republic, Slovak Republic, Spain**);

- Nationality / ethnicity and the resulting prospects for integration in specific regions (**Austria**, **Cyprus, Luxembourg, United Kingdom, Norway**);

- Language capabilities (**Belgium**).

Most (Member) States (except **France**, **Hungary**, **Ireland**[23], **Lithuania**[24] and **Slovenia**) provide tailored accommodation for vulnerable persons (see section 3.1.3).

2.2.6 Vulnerability assessment

It is of great importance that (Member) States take into account the special needs of vulnerable persons in the provision of reception. However, addressing special reception needs was identified by the Odysseus Study as one of the areas where national standards are problematic. The Recast Reception Conditions Directive (Articles 21-25) therefore introduces provisions to better address special reception needs. Member States are required to:

- Take into account the specific situation of vulnerable persons, with the Recast extending the non-exhaustive list of vulnerable persons (Art. 21);

- Assess whether a vulnerable person is an applicant with special needs (Art. 22);

The assessment for special needs must be initiated "within a reasonable period of time" and it must be ensured that special needs are attended to "throughout the duration of the asylum procedure" by providing for appropriate monitoring.

Currently, most (Member) States included in the Study (**Belgium**, **Cyprus**, **Czech Republic**, **Germany**, **Greece**, **Finland**, **Hungary**, **Italy**, **Luxembourg**,

[23] In Ireland**,** though dedicated accommodation is not provided, individual vulnerabilities are taken account of at allocation stage; UAMs are given care-placements.

[24] In Lithuania accommodation for all asylum seekers (except UAMs) is provided in the same facility, however, special needs are taken into account.

Poland, **Slovenia**, **Slovak Republic**, **Spain**, **United Kingdom**) report to have already laid down the obligation to conduct an assessment of vulnerability in national law and/or state to have this as standard practice (**Belgium**, **Cyprus**, **Germany**, **Estonia**, **Finland**, **Ireland**, **Latvia**, **Lithuania**, **Luxembourg**, **Netherlands**, **Poland**, **Portugal, Slovenia**, **Slovak Republic**, **Spain, Sweden, United Kingdom**). (Member) States differ however as to how the assessment is conducted in terms of methods and timing. For example, **Ireland** and **Latvia** assess special needs when conducting medical screening[25], whereas the **Czech Republic, Estonia, Finland, Luxembourg** and the **Netherlands** assess special needs during interviews[26]. In **Finland** the latter is done by social workers. Few (Member) States (e.g. **Belgium** and **Sweden)** assess vulnerability regularly. Sweden assesses vulnerability continuously and always conducts an individual housing assessment for families with children and persons with special needs. **Belgium** conducts regular vulnerability assessments and monitors changes to applicants' needs over time. This is done as follows:

- **Belgium:** the vulnerability assessment is required to take place within 30 days following allocation and should be repeated at several intervals during the applicant's stay at the reception facility.

Austria[27], **France**[28], **Italy**[29] do not have standard practices in place to conduct a vulnerability assessment.

2.2.7 Other criteria determining (re)allocation

Applicants are given the choice of where they are received in very few (Member) States. This is the case in **France** (as described in section 2.2.1). In **Sweden**, applicants have the choice to arrange individual accommodation and are then free to decide where to reside[30]; however, if they want the Swedish Migration Board to provide accommodation, the location is decided by the Board.

Relocation of applicants **to different reception facilities within the Member States' territory**, is a possibility in most (Member) States (not in **Lithuania**[31]**, Latvia**[32]**, Slovenia**), although it is less common in some than in others. Potential reasons for relocation, other than those covered in previous sections are:

- Capacity/bed management issues: **Austria, Czech Republic, Cyprus, Estonia, Finland, Greece, Hungary, Italy, Luxembourg, Netherlands, Poland, Portugal, Slovak Republic, Spain, Sweden, United Kingdom, Norway**
- Changes in family situation (e.g. birth of a child): **Belgium, Cyprus, Czech Republic, Finland, Greece, Italy, Luxembourg, Netherlands, Poland, Portugal, Slovak Republic, Spain, Sweden, United Kingdom**
- Where medical or special needs arise: **Belgium, Cyprus, Czech Republic, Estonia, Finland, Greece, Hungary, Italy, Luxembourg, Netherlands, Poland, Portugal, Slovak Republic, Spain, Sweden, United Kingdom, Norway**
- Following incidents at the centre (e.g. fires, building problems, conflict between residents, etc. which may require transfers to alternative accommodation): **Belgium, Cyprus, Czech Republic, Estonia, Finland, Greece, Italy, Luxembourg, Netherlands, Poland, Portugal, Slovak Republic, Spain, Sweden, United Kingdom, Norway**
- Where time limits (procedure-driven) apply: **Belgium**[33]**, Greece, Italy, Netherlands, Slovak Republic.**

[25] In Cyprus, for the effective implementation of Articles 21 and 22 of the Directive 2013/33/EU (Recast) and more specifically in order to take into account the specific situation of the vulnerable persons, is in the process of upgrading the medical examination procedure which is carried out at the initial stage of the asylum process and covers all applicants in order to enable the identification of specific needs.

[26] Comparative Overview of the Implementation of the Directive 2003/9/EC by the Odysseus Network: http://ec.europa.eu/dgs/home-affairs/e-library/docs/pdf/odysseus_synthesis_report_2007_en_en.pdf

[27] In Austria a vulnerability assessment is neither stipulated in national law, nor carried out in practice. Austria reported however that special needs can be identified by medical and other personnel in initial reception facilities.

[28] In France, vulnerability assessments are optional and if carried out, this is done in a non-homogeneous way.

[29] National law in Italy stipulates the requirement of a vulnerability assessment but there are no standard procedures in place in practice.

[30] In fact, 40% of all applicants in Sweden individually arranges accommodation; most stay with friends and/or family. The Swedish Migration Board supports these applicants with a financial allowance.

[31] Lithuania has only one reception facility and there is therefore no possibility for relocation.

[32] Latvia has only one reception facility and there is therefore no possibility for relocation.

[33] Stay in initial/transit facilities cannot exceed 30 days.

3 DIFFERENT TYPES OF FACILITIES AND ACTORS INVOLVED IN THE PROVISION OF RECEPTION

This section provides an overview of the different types of reception facilities and the different actors involved in the provision of reception.

3.1 Types of facilities

The Receptions Conditions Directive does not oblige Member States to establish **specific types** of facilities for applicants; instead, Article 18(1) of the Recast states that where housing is provided in kind, it should take the form of one or a combination of transit centres (when at the border), (collective) accommodation centres, and private houses (including flats and hotels).

In practice the types of facility used in (Member) States differ in the following three ways:

- **Use of collective facilities/ combination of collective and private facilities**: a distinction can be made between those (Member) States that accommodate applicants for international protection in collective facilities and those that accommodate applicants in both collective and private facilities. In these (Member) States, private facilities are either used as a 'back-up' option or on a regular basis.

- **Use of initial / transit facilities**: most (Member) States have established initial / transit facilities – i.e. facilities reserved for newly arrived applicants going through admissibility procedures (see section 2.2.2 – in addition to follow-up facilities, whereas in other (Member) States no such distinction applies.

- **Provision of separate facilities for vulnerable persons**: (Member) States provide tailored accommodation for vulnerable persons, but differ as to which *types* of vulnerable persons they cater for and whether they do so in separate facilities or within standard facilities.

3.1.1 Collective and private facilities in (Member) States

According to the Recast, accommodation centre means "any place used for the collective housing of applicants".[34] The majority of (Member) States (**Cyprus, Czech Republic, Estonia, Greece, Hungary, Ireland, Latvia, Lithuania, Luxembourg, Netherlands, Poland, Slovenia, Slovak Republic**) make use of collective facilities. Accommodation centres are 'open' in that residents have permission to leave the facility whenever they want. However, some reception facilities close their doors between midnight and six o'clock in the morning, for example, in **Estonia**[35] and **Luxembourg**.

Private facilities comprise private houses / apartments and hotels. Thirteen (Member) States (**Austria**, **Belgium**, **Czech Republic,** **Finland**, **France**, **Hungary**, **Italy**, **Luxembourg**, **Portugal**, **Spain**, **Sweden, United Kingdom, Norway**) make use of private houses or flats (in addition to collective facilities) as standard accommodation. In most of these (Member) States, collective facilities are usually first used during the admissibility procedure, but once admitted to the asylum procedure applicants are accommodated in either collective or private facilities. In **France,** however, the type of accommodation does not vary according to the stage of the procedure and in the **United Kingdom** applicants are admitted to the asylum procedure first and if they claim they are destitute, they are transferred to IA accommodation. Should applicants be confirmed as destitute and qualify for accommodation and/or financial subsistence they are transferred to dispersal accommodation. Other (Member) States (**Poland**, **Slovenia**) provide cash benefits or financial aid to applicants that cannot be housed in collective facilities, or have decided against being accommodated in such facilities **(Austria, Poland)**.

In the **Czech Republic**, applicants may stay either in open reception centres or in individually arranged accommodation – in the latter case they receive housing allowance for up to 3 months. Nine (Member) States (**Austria**, **Belgium**, **Cyprus**, **Finland**, **France**, **Italy**, **Luxembourg**, **Sweden, United Kingdom**) report that they have made use of private hotels to accommodate applicants for international protection, but only in exceptional or emergency situations (e.g. in case of a sudden influx) in all cases except for: **Austria** where provincial authorities can assign applicants to follow-up accommodation in hotels; **Luxembourg** where hotels are standardly used as reception facilities; and **Germany** where it lies within the discretion of local and Länder authorities to assign applicants to either collective or private facilities (including hotels).

[34] Article 2(i) Directive 2013/33/EU.

[35] Applicants are still able to enter the facilities as there is a security guard who may open the doors.

3.1.2 Initial / transit accommodation facilities

As described in section 2.2.2, sixteen (Member) States first accommodate applicants in initial/transit accommodation facilities. Most (Member) States use initial accommodation facilities to house applicants during admissibility procedures[36] e.g. whilst applicants undergo medical screening, needs assessments, first aid, etc. and authorities review where they should/can go (e.g. **Austria**, **Germany**, **Netherlands, Portugal, Spain, Sweden**).

3.1.3 Special reception facilities for vulnerable persons

Art. 18(3) of the Recast[37] introduces a new provision that requires Member States to consider "gender and age-specific concerns and the situation of vulnerable persons in relation to applicants within the premises and accommodation centres". As described in section 2.2.5 and 2.2.6 several (Member) States take into account the specific medical or psychological needs of the applicant, their level of vulnerability, age, gender and their family situation when allocating applicants to facilities.

All (Member) States provide tailored accommodation for vulnerable persons, but differ as to whether this is done through separate facilities and/or in designated areas within standard reception facilities.

For example, UAMs can be accommodated in separate specialised reception facilities in **Austria**, **Belgium**, **Estonia**, **Finland**, **France**, **Greece**, **Italy, Lithuania**, **Luxembourg**[38], the **Netherlands** and **Norway**[39] and in protected zones within standard reception facilities in **Belgium**, **Czech Republic, and Norway**. In **Cyprus**, **Finland**, **Ireland**, **Poland**, **Spain**, **Sweden** and the **United Kingdom**, UAMs are not housed in reception facilities for applicants for international protection, as it is the responsibility of Social Welfare Services (**Cyprus**), Health Service Executive (**Ireland**), or the local authorities (Poland, **Spain**, **Sweden, United Kingdom**) to house them (e.g. through homes specifically for children). In **Finland**, children are placed in group homes, which are governed by the Child Welfare Act.

As to *who* "vulnerable persons" are, the Reception Conditions Directive and its Recast include an in-exhaustive list of categories and the Recast has extended this list as follows:

2003 Reception Conditions Directive	**2013 Recast** Reception Conditions Directive
★ Minors; ★ UAMS; ★ disabled people; ★ elderly people; ★ pregnant women; ★ single parents with minor children; ★ persons who have been subjected to torture, rape or other serious forms of psychological, physical or sexual violence.	★ Minors; ★ UAMs; ★ disabled people; ★ elderly people; ★ pregnant women; ★ single parents with minor children; ★ **victims of human trafficking**; ★ **persons with serious illnesses;** ★ **persons with mental disorders**; ★ persons who have been subjected to torture, rape or other serious forms of psychological, physical or sexual violence, **such as victims of female genital mutilation.**

At present, (Member) States report on providing for the following types of vulnerable persons:

- ★ UAMs: **Austria, Belgium, Cyprus, Czech Republic, Estonia, Germany, Finland, France, Hungary, Ireland, Italy, Lithuania, Luxembourg, Netherlands, Poland, Portugal, Slovak Republic, Spain, Sweden, United Kingdom, Norway**;
- ★ (Other) children with specific welfare needs: **Cyprus, Czech Republic, Finland, Italy, Poland, Sweden**;
- ★ Victims of trafficking in human beings: **Belgium**, **Cyprus**, **Czech Republic**, **Estonia, Finland, Italy, Lithuania, Luxembourg, Netherlands** (including minors), **United Kingdom, Norway**;
- ★ Persons with medical or psychological needs including victims / traumatised persons: **Belgium**, **Cyprus**, **Czech Republic**, **Germany, Estonia, Finland, Italy, Latvia, Luxembourg, Spain, Sweden, Norway**;

[36] This is however not true for all (Member) States, e.g. Belgium and France.
[37] Directive 2013/33/EU. The equivalent article in Directive 2003/9/EC is Article 17(1).
[38] In Luxembourg, UAMs can be housed in *either* reception facilities (if suitable for minors) or in special reception facilities specific to minors (including nationals).
[39] UAMs below the age of 15 years old are cared for by the Child Welfare Services.

- Those with higher security needs: **Czech Republic**, **Estonia**; **Luxembourg, Norway**.

3.2 Authorities responsible for reception facilities

(Member) States have adopted a variety of models to finance, manage and coordinate the reception of applicants for international protection. This section describes the actors with financial responsibility for reception facilities and those responsible for the management of facilities (executive responsibility), as well as other actors involved and the coordination and implementation mechanisms utilised to support delivery between different actors.

3.2.1 Authorities with financial responsibility for reception facilities

The **financial responsibility** for reception facilities for applicants for international protection is carried by:

- State level authority(s): **Belgium, Cyprus, Czech Republic, Estonia, France, Greece, Hungary, Ireland, Latvia, Lithuania, Luxembourg, Netherlands, Poland, Slovenia, Slovak Republic, Spain, Sweden, United Kingdom, Norway**; or
- State level and local authorities together: **Austria, Finland, Italy, Portugal**; or
- Regional and local authorities: **Germany**.

Hence, in all (Member) States except for **Germany**, an authority at the level of **the State** has full or partial financial responsibility for material reception conditions. In **Belgium**, **Estonia**, **Luxembourg, Poland** and **Sweden**, a single state authority holds this responsibility, whereas, for example, in **Cyprus**, **Ireland**, **Latvia** and **Portugal**, it is shared between more than one governmental department/agency – e.g. in **Ireland** various departments are responsible for asylum, education, health, etc.

In **Germany**, the **regional authorities** – the Federal Länder – either pay for reception facilities in full (e.g. as in Bavaria, Berlin, Bremen and Hamburg) or share this with municipalities and rural and urban districts. In the latter case, 70-85% of the costs are paid for by the Länder. In **Austria**, financial responsibility for reception facilities is shared between the **State and provincial authorities** at a ratio of 6:4, with the costs for reception facilities being distributed amongst provinces according to their reception quota (which is based on their population size)[40]. When a province provides support beyond its quota it is recompensed by the remaining provinces through an annual settlement. In **Italy**, reception facilities are financed through the *National Fund for Asylum Policies and Services* which follows a co-financing model, whereby **local authorities** together with private and social organisations submit proposals for grants to support applicants - during 2011-2013, 23% of the costs of these projects were financed by local authorities[41]. In **Spain** and the **United Kingdom**, local authorities are responsible for the support and accommodation of UAMs, whereas in **Finland**, local authorities only have financial responsibility for the education of children.

3.2.2 Authorities with executive responsibility for reception facilities

Similarly to the above, State authorities have **executive responsibility** for reception facilities in all (Member) States except for **Germany**. In ten (**Czech Republic**, **Finland**, **Greece**, **Hungary**, **Latvia**, **Lithuania**, **Netherlands**, **Poland, Slovenia**, **Slovak Republic**) the **State** has full responsibility for the implementation and day-to-day running of reception facilities. In a further five (**Austria**, **Belgium**, **Cyprus**, **Italy, Sweden**), the **State shares this responsibility with local authorities** (e.g. provinces, municipalities etc.). The division of responsibility is mostly based on the stage of procedure as is the case in e.g. **Austria**, **Italy**, **Portugal** or the type of applicant, e.g. UAMs (**Sweden**). For example:

- In **France**, the *Office Français de l'Immigration et de l'Intégration* (OFII) carries responsibility for the reception platforms that provide initial guidance for applicants, whereas the local authorities are responsible for follow-up accommodation – *Centres d'Accueil pour Demandeurs d'Asile* (CADA) as well as the identification and management of emergency accommodation. Local authorities do not have operational responsibilities; the centres are run and operated by private partners, mostly NGOs.
- In **Sweden**, the Swedish Migration Board carries overall executive responsibility for all reception facilities for applicants for international protection,

[40] However, when an individual procedure for international protection takes longer than 12 months, the Austrian State authority will take full financial responsibility.

[41] Local authorities in Italy have also in the past paid for reception facilities during emergency reception interventions (e.g. in recent years, in response to the large mixed migration flows coming from North Africa) through budgets assigned to the National Civil Protection.

but local municipalities are responsible for the accommodation and general welfare provided to UAMs.

Many (Member) States (**Austria**, **Belgium**, **Cyprus**, **Estonia**, **France**, **Germany**, **Greece**, **Ireland**, **Italy**, **Luxembourg**, **Poland**, **Portugal**, **Spain**, **Sweden** (to some extent), **United Kingdom**, **Norway**) subcontract service providers to manage reception facilities. In some (Member) States (e.g. **Austria**, **France, Estonia**, **Luxembourg**) a mixture of NGOs and private sector companies have executive responsibility; whereas in **Belgium** and **Portugal**, it is NGOs only (e.g. for Belgium, it is the Refugee Action and the Red Cross) and in **Cyprus** a mixture of local authorities and private sector companies (e.g. G4S). In **Ireland**, contracted service providers have executive responsibility for the day-to-day management of reception facilities (i.e. it is not shared with State or local authorities).

3.2.3 Coordination and implementation mechanisms

Centralising responsibility facilitates a uniform approach to the provision of reception, but involvement of other actors offers different advantages as well (e.g. interaction with local community, municipal services etc.). However, **where multiple actors are involved** in the implementation and/or financing of reception facilities, it is of crucial importance that **their contributions are coordinated.** In most (Member) States, central coordination takes place; in **France**, however, where the provision of reception conditions is regulated at national level, coordination on a day-to-day basis is at local level (through various formal and informal coordination mechanisms); emergency reception facilities are managed at a regional level, although with a budget from the central state[42]. Dependent on the type of actors involved, the following coordination mechanisms are used in (Member) States:

- **Agreements** between State and regional / local authorities: **Austria, Cyprus, Sweden**
- **Contracts** between government (either national, regional or local) and private / third sector service providers: **Austria, Cyprus, Estonia, Ireland, Italy, Poland, United Kingdom, Norway**
- **Cooperation agreements** between government (either national, regional or local) and private / third sector service providers: **Ireland, Luxembourg, Spain**
- **Conventions** between government and service provider partners ("reception partners"): **Belgium France.**

Some (Member) States supplement these mechanisms with informal platforms/networks where different actors have the possibility to exchange experiences. A **good practice example** of an informal coordination mechanism at local level is the **departmental network in Aude (sub-region)** in **France**. The network is managed at departmental level and includes all actors involved in the provision of reception in that region; e.g. the prefecture, the OFII, the managing association running the CADA reception facilities and emergency accommodation, and the departmental directorate for social cohesion and protection of the general public. This network convenes every month to assess capacity in reception facilities; to discuss and refer vulnerable persons to OFII, and; to exchange good practices and other information. Similarly, in **Germany** representatives from the central government and the Länder meet during working parties to exchange information and in **Austria**, State and provincial authorities meet regularly in a federal government-province coordination council.

Additionally, (Member) States make use of different **implementation mechanisms to ensure consistency in the provision of reception.** For example, all (Member) States except for **Austria**, **Germany**, **Latvia** and **Lithuania** have **guidelines** in place to support the implementation of reception facilities. These are either developed at national level (and hence with a view to standardising reception conditions across the (Member) State) as in **Belgium**, **Finland**, **Ireland**, **Luxembourg** and **Norway**, or are specific to individual regions or even specific accommodation facilities, as in **Cyprus, France** and **Italy. Austria** and **Hungary** have expressed plans to develop internal protocols that would identify and require compliance with common standards.

4 NATIONAL LEGISLATION AND IMPLEMENTATION OF MATERIAL RECEPTION CONDITIONS

This section reviews (Member) States' national legislation and implementation on basic material reception conditions and reviews three quality criteria that relate to the experience of being accommodated

[42] In Germany, the Federal Office for Migration and Refugees operates as the central agency for coordination, to which the Federal Lander report vacancies in the reception facilities.

in reception facilities. In the following discussion it should be borne in mind that **Ireland** and the **United Kingdom** opted out of the adoption and application of the Reception Conditions Directive and its Recast. Norway is not a party to these legislative instruments.

4.1 Basic material reception conditions

This section provides a summary overview of (Member) States' national provisions on basic material reception conditions. Basic material reception conditions are provided to ensure applicant's subsistence and basic needs during his/her stay at reception facilities. For a comparative overview on the transposition and implementation of non-material reception conditions, the reader is referred to the Study carried out by the Odysseus network in 2006 on the Reception Conditions Directive[43]. Additionally, a complete overview of Member States' national provisions on non-material reception conditions is included in Annex 3.

The Reception Conditions Directive (Art. 13) and its Recast (Art. 17) stipulate that "Member States should ensure the availability of material reception conditions to applicants for international protection sufficient to provide dignified living conditions". Material reception conditions include housing, food and clothing, and a daily expense allowance, which aim to ensure applicants' subsistence and basic needs during their stay at reception facilities. These may be provided in kind, or in the form of financial allowances or vouchers or in a combination of these provisions[44]. The exact amount of financial allowances/vouchers is determined by the Member State but must in any case ensure adequate standards of living for nationals[45].

4.1.1 Food

The provision of food in the (Member) States is ensured in the following ways:

- In-kind at reception facilities (**Hungary**, **Ireland**, **Lithuania, Portugal, Slovenia**, **Slovak Republic**): usually cooked meals are provided three times a day for adults and five times a day for children and vulnerable groups.
- Through financial allowances to buy food (**Estonia, Latvia,** and **Netherlands**).
- Through a combination of food in-kind and financial allowances depending on the type of facility (**Austria**, **Belgium, Cyprus, Czech Republic, Finland, France, Germany, Greece, Italy, Lithuania, Luxembourg, Poland, Spain, Sweden, United Kingdom, Norway**)[46].

4.1.2 Clothing

Similarly to the provision of food, clothing is provided in the following ways:

- In-kind at reception facilities (**Belgium, Czech Republic, Estonia, Hungary, Lithuania, Portugal, Slovak Republic**[47]**, Slovenia**);
- Through a financial allowance (**Austria, Finland**, **Netherlands**, **Poland**, **Spain, Sweden, United Kingdom**);
- Through a combination of clothing in-kind and financial allowances depending on the type of reception facility (**Cyprus**, **Germany**, **Greece**, **Italy, Norway**).

In **Ireland**, applicants can make an application to the community welfare services for an exceptional needs payment, which includes clothing.

In some (Member) States (**France, Ireland, Latvia, Luxembourg**[48]**, Slovak Republic,** and **Norway**), there is no legal basis for the provision of clothing.

4.1.3 Financial Allowance

In all (Member) States, some form of financial allowance is granted to applicants for international protection. Some (Member) States (**Estonia, France, Greece, Latvia, Netherlands, Sweden** and **United Kingdom, Norway**) provide financial allowances for all subsistence costs, including food, clothing and other expenses whilst others (**Austria**, **Belgium**, **Cyprus**, **Czech Republic**[49]**, Germany**, **Hungary**, **Ireland**,

[43] Comparative overview on the implementation of Directive 2003/9/EC by the Odysseus Network: http://ec.europa.eu/dgs/home-affairs/e-library/docs/pdf/odysseus_synthesis_report_2007_en_en.pdf

[44] Directive 2003/9/EC, Article 2 and 13(5).

[45] Directive 2003/9/EC, Article 17 (5)

[46] Normally, applicants who reside outside reception facilities receive a financial allowance, while those staying in a reception facility are more likely to be provided with prepared meals.

[47] In the case of the Slovak Republic, the provision of clothing is included in the category of "items necessary for living".

[48] In Luxembourg according to article 1 of the Grand-ducal regulation of 8 June 2012 the applicant is not entitled to clothing.

[49] In the Czech Republic, where meals are provided directly by the RFA, pocket money is also provided (1.2 EUR per person per day); alternatively, applicants may be provided with a financial allowance, paid directly, the amount of which is based on the subsistence minimum to enable them to buy their own meals. This financial allowance is paid in those facilities where equipped kitchens are available and where applicants can cook on their own. For a person who is alone, the amount of the financial allowance is 4.5 EUR per day.

Lithuania, **Poland**, **Portugal, Slovenia**, **Slovak Republic**, **Spain, Norway**) grant 'pocket money' in addition to providing food and clothing in kind or in cash. Applicants residing outside reception facilities are usually granted a higher allowance to cover food expenses in **Belgium**[50]**, Cyprus, Germany, Finland, France** and **Luxembourg**. With regard to family allowances, the amount of allowance can vary depending on the number of family members and their ages.

4.2 Quality indicators for reception facilities

The quality of life experienced by applicants in reception facilities is affected not only by having access to basic material conditions (as described above), but also by the amount of living space they have, the number of staff supervising them, access to support, e.g. councillors, medical support and psychological support, and to leisure activities. This sub-section provides an overview of the following three indicators of the quality of reception facilities:

- Surface area available per applicant (in m^2);
- Supervision rate (in number of applicants per staff member);
- Access to leisure activities.

4.2.1 Available surface area per applicant

A large number of (Member) States provide data on the available surface area per applicant (**Belgium**, **Cyprus**, **Czech Republic**, **Germany**, **Greece, Estonia**, **France**, **Ireland**, **Latvia**, **Lithuania**, **Luxembourg**, **Netherlands**, **Poland**, **Portugal, Slovenia**, **Slovak Republic**, **Sweden, United Kingdom**). The available surface area varies in (Member) States between 4 m^2 and 15 m^2. Table A3.2 in Annex 3 provides an overview of the available surface area per applicant (in m^2) per type of facility.

In some (Member) States, a minimum space per applicant is outlined either in primary (general housing) legislation (**Ireland**) or in internal regulations (**Belgium**, **Greece, Poland, Sweden, United Kingdom**). In other (Member) States (**Austria, Finland**, **Hungary**, **Italy**, **Latvia, Luxembourg, Norway**), the minimum surface area that should be available is not outlined in national legislation or internal provisions. However, the national legislation in **Italy** specifies other minimum standards for living conditions, stipulating that the reception centres must:

- Be located in places which are already inhabited and easily accessible via public transport;
- Provide adequate and sufficient sanitation facilities (an average of 1 every 6 persons); and
- Have an occupation rate of a maximum of 4 people per room in medium-sized collective centres and 2-3 people per room in apartments.

4.2.2 Supervision rate

Table A3.3 in Annex 3 below illustrates the supervision rate, measured in number of applicants per staff member, in reception centres per type of reception facility. The number of applicants per staff member varies from 11-13 persons (**Finland**) to 170 persons (**Austria**). Information on supervision rate is available only for some (Member) States (**Austria**, **Belgium**, **Cyprus, Czech Republic**, **Estonia**, **Finland**, **France**, **Germany**, **Latvia**, **Lithuania**, **Poland, Portugal, Sweden)**. In **Ireland**, the supervision rate is individually decided in specific contracts with service providers; in **Austria** it is outlined in legislation, in **France**, it is set out in a Ministerial Decree, while in **Finland**, a recommended rate is provided in internal guidelines.

4.2.3 Leisure activities

Table A3.4 in Annex 3 illustrates the available leisure activities provided in reception centres per type of reception facility. A large number of (Member) States provide some form of leisure activities. The most commonly provided leisure activities include sports, language courses, cultural events and libraries.

4.3 Control mechanisms for safeguarding quality standards in reception facilities

To ensure that quality standards of reception facilities laid out in national provisions are adhered to, most (Member) States have adopted internal control mechanisms, but few apply external control mechanisms.

The most common mechanism amongst (Member) States is on-site inspections carried out by the responsible state or local bodies (**Austria**, **Belgium**, **Cyprus**, **Czech Republic**, **Estonia**, **Finland**,

[50] In Belgium, applicants residing outside collective facilities (including those staying at private facilities) are granted a higher allowance.

France, Ireland, **Italy**, **Latvia, Lithuania**, **Netherlands**, **Poland**, **Portugal, Slovak Republic, Slovenia**, **Spain**, **Sweden, United Kingdom**, **Norway**). In **Austria** and **Belgium**, a negative evaluation resulting from an inspection can result in the suspension or even closing-down of the involved reception facility. The frequency of inspections varies widely between (Member) States, ranging from at least four times a year in the **Netherlands**, every six months in the **Czech Republic** and at least once during a period of three years in **Norway**. Other internal control mechanisms adopted by (Member) States include the creation of special commissions (**Italy**) and regular reporting by the management of reception facilities (**Cyprus, Poland**).

In **Belgium, Latvia** and the **Netherlands**, applicants can **provide feedback on the facilities and care provided**. **Latvia** asks applicants to indicate whether or not they have been provided with adequate financial means, plus various items and services, by signing a statement. In the **Netherlands**, an annual occupant satisfaction survey asks occupants to rate: liveability, safety and living conditions, treatment by staff and provision of information. In **Belgium** and **Poland**, there are mechanisms for applicants to lodge complaints on living conditions. In **Belgium**, these are addressed to the director of the facility or to the director of the Federal Agency for the reception of asylum seekers (FEDASIL). Such complaints have in the past led to mediation and in some cases to the imposition of measures. Moreover, applicants can also lodge appeals to the Labour Court in case reception rights are violated/living conditions not respected, or, when the applicant disagrees with an imposed sanction.

External control mechanisms are applied by only a few (Member) States. Independent monitoring of reception facilities can be carried out by a national Ombudsman and/or Chancellor of Justice as in the case of **Austria**, **Belgium, Czech Republic, Greece, Latvia, Finland** and **Estonia**. In **Estonia**, for example, the Chancellor of Justice can carry out inspections in reception facilities to check how and if reception rights are guaranteed. In the **Czech Republic**, external checks may also be performed by the authority for the protection of public health. Some (Member) States **(Austria, Ireland, Latvia, Lithuania, Poland, Slovenia** and **Slovak Republic**) also refer to visits of UNHCR representatives or NGOs to reception facilities as another external control mechanism. In **Poland**, UNHCR representatives can access reception facilities without authorisation from the Head of the Office for Foreigners following a notification sent to the director of the facility.

5 FLEXIBILITY

An important **aim** of this Study is to further understanding on **how Member States set up** and **run reception facilities** that are **sufficiently flexible to deal with fluctuations in the number of applicants** entitled to reception**.** In other words; how can the supply of reception facilities continuously meet a higher or lower demand for places?

This section describes the **pressure on Member States' reception systems** (section 5.1). The description of pressure is based on self-reporting by (Member) States and (limited) quantitative data (see Section 5.2). Subsequently, section 5.3 identifies **the** type of measures **(i.e. flexibility mechanisms)** that (Member) States have put in place to deal with, or avert, pressure on the reception system. These measures are briefly analysed and commonalities, variety, as well as any pros and cons, discussed. Finally, section 5.4 proposes **two frameworks for identifying good practices** to ensure that the reception system is flexible to deal with (immanent) pressures.

5.1 Pressure on the national reception systems (2008-2012)

All (Member) States, except for the **Czech Republic**, **Lithuania**, **Portugal**, **Slovenia**, and the **Slovak Republic**, reported to have experienced pressure on the international protection system, in general, and/or the reception system, in particular, between 2008 and 2012/3. **Hungary** stated that pressure had built up in 2013.

Four types of pressure on the reception system (and related causes), which are not mutually exclusive are reported by (Member) States:

- Pressure **due to high and/or sudden influx** of applicants;
- Pressure **to respond to fluctuating numbers of applicants over time**;
- Pressure **springing from internal challenges in the system's organisation;**
- Pressure **due to other dimensions of the international protection system** (e.g. the procedure for international protection, and the return procedure).

These different types of pressures are discussed in turn below.

5.1.1 Pressure due to high and/or sudden influx of applicants

The most common pressure on the reception system that **Member States identify is a high and/or sudden influx of applicants** for international protection. This was the case for **Belgium** (increase from 2008 to 2011)[51], **Finland** (2009)[52], **France** (rising since 2007)[53], **Greece** (2008-2012), **Italy** (2008 and 2011)[54], **Latvia** (increase from 2008-2012)[55], **Luxembourg** (2011, 2012)[56], the **Netherlands** (2009)[57], **Poland** (2009, 2012)[58] and **Norway** (2009 and 2013)[59]. **Pressure** exerted on (Member) States' reception systems **is underpinned by various factors**. A large proportion of applications for international protection are linked to **security situations in third countries**, e.g. the security situation in Afghanistan, Pakistan, Iran, and Iraq; the civil war in Syria, tensions in the Southern Mediterranean; and the situation in Chechnya and the Caucasus region[60]. Moreover, (Member) States received a significant flow of applicants for international protection from the Western Balkans. This influx is related to the **removal of the visa obligation** in 2009/2010.

In **Italy** the **number of applications** for international protection **tripled in one year**, from 10,050 in 2010 to 34,115 in 2011. Next to the **geographical location** of this Member State (at the Mediterranean Sea, and external border of the EU), **geopolitical developments in other world regions**, in this case the "Arab Spring", accounted for this very high influx. As a result, 81,774 persons were accommodated in reception facilities across the Italian territory in 2011[61]. This holds true as an absolute number, but also relative to the previous year (2010) when reception facilities accommodated 9,916 persons. This highlights the **extreme pressure that this high influx exerted on the national reception system**.

In **Belgium**, the **number of applications** for international protection increased from 15,940 in 2008, and **doubled in three years**, i.e. to 32,270 in 2011. In terms of the reception system, the occupancy rate increased from 75% to 90% in less than a year, and had already reached its saturation point of 94% by the beginning of 2008. Thus from mid-2008 to beginning 2012 Belgium faced a **significant reception crisis,** with **more than 12,000 applicants** who **could not be accommodated** between end 2009 and beginning 2012. Next to existing facilities working with surplus capacity, many applicants were accommodated in low-cost hotels or in **emergency structures** and the body responsible for organising reception in Belgium, i.e. FEDASIL, was condemned several times by the Labour Court which instructed FEDASIL to pay fines to applicants for international protection who could not be accommodated on several occasions.

Greece's asylum system is under permanent pressure and its reception capacity is generally lower than demand. The high pressure is a direct result of Greece's geographic situation; one of the main entry routes to the EU from Asia and Africa goes by land through Turkey and Greece[62]. High number of applications were in particular received in 2007 (25,115) when applications more than doubled in comparison to 2006 (12,265) and was still particularly high in 2008 (19,885). In addition, internal factors (long processing time) and external factors, e.g. the Dublin II effect and other domestic factors such as Greece's instable economic situation have further contributed to the enormous pressure exerted on the Greek asylum system.

Luxembourg witnessed a **five-fold increase in applications** for international protection from **463** in **2008** to **2,056** in **2012**. National authorities link this rise in the number of applications to the lifting of visa

[51] 15,940 in 2008, 22,955 in 2009, 26,560 in 2010 and 32,270 in 2011, hence, the capacity over the time increased as well

[52] The number of applicants increased from 3,770 in 2008 to 5,700 in 2010 also the capacity increased from 2,177 beds in 2008 to 4,589 beds in 2009

[53] The number of applicants has increased by 47% since 2008 (41,845 in 2008 and 61,455 in 2012) also capacity has increased with 1,000 new places created in 2010 and a further 2,000 in 2013. In 2012, emergency accommodation provided 20,000 beds in response to pressures caused by sudden influx of applicants for international protection.

[54] The number increased to 34,115 applicants in 2011 compared to 10,050 in 2010, also the capacity increased to 5,116 beds in 2011 compared to 4,373 in 2010

[55] The number of applicants increased significantly in 2011 and 2012 (340 and 205 accordingly) compared to the previous years when it was around 60, however the capacity has stayed the same – 200 beds

[56] The number increased significantly in 2011 (2,155) and 2012 (2,055) compared to 2010 (785), also the number of premises accommodating the applicants increased from 31 in 2010 to 48 and 58 in 2011 and 2012 respectively

[57] The number of applicants in 2009 increased by almost 6% (16,140) compared to 2008 (15,255)

[58] The number increased significantly in 2009 (10,595) compared to 2008 (8,515) and in 2012 (10,755) compared to 2011 (6,890), while the capacity has decreased over 2008-2012

[59] With permission to settle: 1479; with permission, cannot settle: 677; application processing: 2163; negative decision sent to appeals board: 2973; undecided: 113; to be returned: 5279; UM limited:13. Total: 15397

[60] EASO Annual Report on the situation of asylum in the EU (2012): http://easo.europa.eu/wp-content/uploads/EASO-Annual-Report-Final.pdf

[61] This number includes only the collective initial/transit and collective open reception centres, and excludes 7.598 beneficiaries accommodated in the System for the Protection of Asylum Seekers and Refugees (SPRAR), of whom 2.120 were applicants.

[62] EASO Annual Activity Report 2011.

requirements for citizens from countries from the West Balkan region and Luxembourg's economic and social attractiveness. This increase put **pressure on the reception capacity** in 2011 and 2012 and as a result some applicants had to be accommodated in camping facilities and scouts homes.

In 2012, **Sweden** experienced **a nearly 50% growth** in the number of applications for international protection in comparison to 2011 (29,710 in 2011 and 43,945 in 2012). The high increase is a direct result of the situation in **Syria**, with Sweden being one of the main countries of destination for persons fleeing Syria[63]. Following the high increase, the Swedish Migration Board had to **rapidly increase capacity** in a short time frame and the renting of **temporary structures** such as **hostels** or **camping villages / sites** became inevitable.

Since 2008**, France** has experienced **a 47% growth in the number of applications for international protection** (41,845 applicants in 2008 and 61,455 in 2012). As in the above discussed Member States, this growth has brought about **delays** in the procedure for international protection and a **saturation** of the accommodation system. In turn, these factors have provoked an increase in the numbers of persons accommodated in **emergency facilities**.

Latvia experienced a gradual rise in the number of applications for international protection in the period of 2008-2012, reaching the **largest number** of **340 in 2011** (55 in 2008, 60 in 2009 and 65 in 2010). Given that the infrastructure of the reception facilities "allow for the provision of comfortable living conditions for 100 persons", the **basic needs of applicants cannot be (satisfactorily) met if these facilities have to work with surplus capacity**, as was the case in 2011 and 2012.

5.1.2 Pressure to respond to fluctuating numbers of applicants over time

Some (Member) States (**Austria**, **Belgium**, **Germany**, **Greece**, **Italy, Latvia**, the **Netherlands** and **Norway**) consider the fluctuating numbers of applications for international protection over time to exert (additional) pressure on the reception system. As a result of this **fluctuation over time,** reception facilities have to **continuously increase/decrease capacity**.

In **Austria**, for example, many **reception facilities** at the provincial level, which provide follow-up accommodation to applicants for international protection **decreased capacity following a decline in the number of applications** in 2003-2007 and 2009-2010. An increase **in the number of applications led to** problems in 2012. In October 2012, **the main initial reception facility** was **overcrowded** accommodating 1,500 instead of the normal 480 applicants. This was caused by delays in transferring applicants to reception facilities at the provincial level as these had insufficient capacity.

Similarly, **Germany** linked the reasons for the pressure exerted on the reception system to the fact that **applications** for international protection **had been previously falling**. **When applications in 2012 rose significantly**, the Member State was "not prepared" and **newly arrived outnumbered the spaces available in initial reception facilities**.

Italy and **Latvia** have observed that **the number of applications for international protection fluctuate with the seasons**. In **Italy**, for example, landings on the Southern coasts become more frequent with more favourable weather conditions.

5.1.3 Pressure due to internal challenges in the system's organisation

The **Netherlands** and the **United Kingdom** reported having experienced **pressures on the national reception system deriving from internal challenges to the system**. In the **United Kingdom**, the transition from old to new accommodation contracts led to insufficient longer-term dispersal accommodation, with initial accommodation filling up. In the **Netherlands**, a substantial amount of reception places had to be replaced in 2009 because **occupancy permits for the locations expired**. As a result, the body responsible for organising reception for applicants "created" new places by, for example, expanding the capacity of existing facilities through the establishments of temporary pavilions/camps.

5.1.4 Pressure due to other dimensions of international protection system

In spite of a decrease in the inflow to the reception system, (Member) States may **still** experience **pressure on the reception system due to a problematic or hindered outflow**. For example, in **Ireland** the overall number of new applicants has steadily decreased from 3 866 in 2008 to 956 in 2012. However, Ireland reports that the system is nevertheless under pressure because, designed as a

[63] In 2012, the Swedish Migration Board received 7,814 applications for international protection from Syrian nationals.

short-term system, it is not suited to the length of time some applicants have to spend in the direct provision system.

In **Norway**, aside from the pressure derived from fluctuating numbers of applications for international protection, the **outflow** from the reception system is also problematic. Of the persons accommodated in reception facilities in mid-2013, approximately 1/3 is having their claim for international protection assessed. Rejected applicants comprise another 1/3 and those whose claim was approved and are awaiting private accommodation in a municipality make up the final 1/3.

The Irish and Norwegian observations illustrate how **other dimensions of the international protection system**, such as the efficiency of the procedure for processing claims as well as the effectiveness of the settlement and return procedures, **affect** outflow from the reception system and, hence, **the overall pressure on the reception system**.

5.2 Availability of data and indicators on pressure and capacity

In order to 'measure' the pressure on reception systems, this Study sought to collect data on the following:

- Total number of applicants for international protection who can be accommodated in reception facilities in a given year (i.e. maximum capacity);
- The total number of applicants accommodated in a given year.

Few (Member) States were, however, able to provide these indicators and even where this was possible, statistics differed in terms of method for calculation and presentation[64]. In particular, estimation of the total number of applicants that can be accommodated in a given year is problematic as it is dependent on different variables[65]. As a result, available data does not allow comparative analysis between (Member) States, which constitutes a limitation in this context. Alternatively, however, the below analyses data provided on capacity (i.e. the number of beds/places per year) and by linking it to the number of applications for international protection, some hypotheses are proposed as to the pressure experienced by (Member) States.

An overview of the number of applicants for international protection and the number of beds/places (Member) States have available in reception facilities at the end of 2012 are presented in Annex 4. The number of beds/places in reception facilities at the end of 2012 varied as follows[66]:

- 0-500 beds/places: **Cyprus, Estonia, Latvia, Lithuania**, **Portugal**, and **Slovenia**;
- 500-1,000 beds/places: **Czech Republic** and **Slovak Republic**;
- 1,000-5,000 beds/places: **Finland, Hungary, Luxembourg**, **Poland, Spain**;
- 5,000-10,000 beds/places: **Ireland** and **Italy**;
- 10,000-20,000 beds/places: **Netherlands** and **Norway**;
- +20,000 beds/places: **Belgium**, **France, Sweden**.

In broad terms, trends in a (Member) State's capacity following the number of applications for international protection, may constitute an **approximate indicator for the pressure** on national reception systems. An increase in the number of applications may necessitate an increase in capacity and vice versa. Indeed, in general, (Member) States do adjust capacity to match trends in the number of applications for international protection. For example, **Belgium**, **Italy, France** and **Sweden** increased capacity following an increase in the number of applications for international protection: in **Belgium** the **number of applications increased by 77%** at the end of 2012 in comparison to 2008 and **capacity** also **increased by 51%** from 15 862 beds in 2008 to 23 989 beds in 2012. Similarly, in **Italy** the **number of applications increased by 73%** from 2010 to 2012 and standard accommodation **capacity** also **increased by 26%** from 4,373 beds in 2010 to 5,516 beds in 2012[67]. In **France**, the number of **applications increased by 29%** in 2012 compared

[64] e.g. as a snapshot on a particular date, an average per year, or the total number per year.

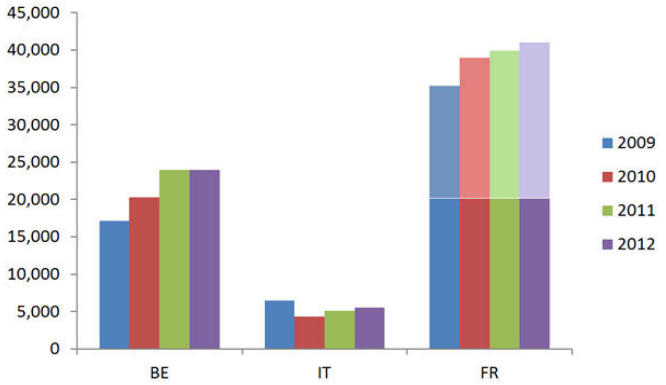
[65] Some (Member) States referred to the following arithmetical estimation: number of beds*average duration of stay. However, the average duration of stay is the result of a complex interplay of variables, e.g. length of asylum procedure, whether applicants lodges an appeal/subsequent application, continued residence in reception facilities for beneficiaries of international protection or rejected applicants etc.

[66] Germany is not included in this overview due to the complexity in calculating capacity in view of the federal structure.

[67] In addition to various kinds of flexibility mechanisms that were applied, as outlined in section 5.1.1.

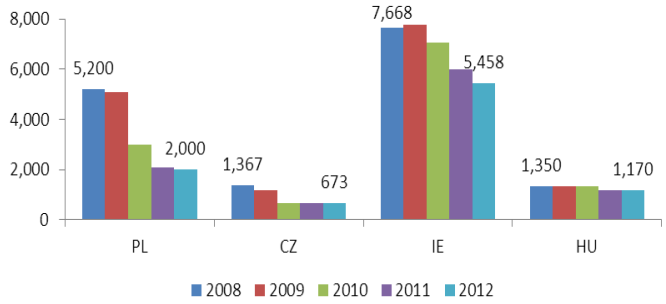
to 2009 and **capacity** (including emergency facilities) **increased by 39%.** See Figure 5.1 below[68].

Figure 5.1. Increase of capacity in selected (Member) States, 2009-2012



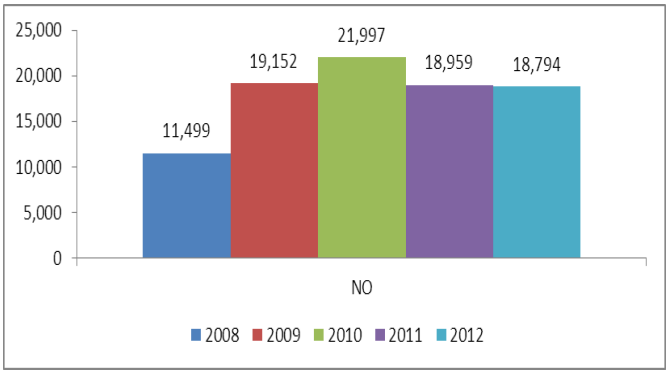
Similarly, several (Member) States decreased capacity following a decrease in the number of applications for international protection. This is illustrated by: the **Czech Republic** where the **number of applications decreased by 52%** in 2010 compared to 2008, and **capacity also decreased** by **51%** from 1,367 beds in 2008 to 673 beds in 2010[69]; **Ireland** where **the number of applications decreased by 75%**[70] in 2012 compared to 2008 and **capacity decreased** by **29%** at the end of 2012 (5,458 beds) compared at the end of 2008 (7,668 beds); **Hungary** where the **number of applicants decreased** by **18%**[71] in 2011 compared to 2008-2010 and **capacity decreased by 13%** in 2011 (1,170 beds) compared to 2008-2010 (1,350 beds); and **Spain** where the number of applicants **decreased by 25%** in 2012 compared to 2011, and **capacity also decreased by 20%** from 1.132 beds in 2011 to 909 beds in 2012. Exceptionally, in **Poland** the number of **applications increased** by **26%** in 2012 compared to 2008[72], whilst capacity **decreased** by **62%** in 2012 (2,000 beds) compared to 2008 (5,200 beds). This decrease can be explained by a **low occupancy rate** (70-80%) in reception facilities which offered sufficient capacity to accommodate the increasing numbers of applicants and even motivated Poland to further decrease capacity to better match supply to demand. See Figure 5.2 below.

Figure 5.2. Decrease of capacity in selected (Member) States, 2008-2012



In **Norway**, capacity has strongly fluctuated following fluctuations in the number of applications for international protection. Although broadly speaking the trend in the number of applications results in changes in capacity; variations in the number of applications are not immediately reflected in changes on capacity. For example, in **Norway** the **number of applications** significantly **decreased** by **42%** in 2010 compared to 2009, whereas the **capacity increased by 15% in the same time period**. Indeed, although the number of new applicants entitled to reception amounted to 10,064 in 2010, the number of persons actually accommodated that year was 17,932 (as settlement and return processes are slower than increase/decrease in the number of applications). See Figure 5.3 below.

Figure 5.3 Fluctuation of capacity in Norway 2008-2012



The examples of **Poland** and **Norway** illustrate that other factors (beyond exclusively the number of applications) influence decisions by (Member) States on an increase/decrease of capacity. The average

[68] The increase of capacity for Belgium and Italy indicates an increase in regular facilities, whereas in France the capacity of regular facilities remained the same, with capacity of emergency facilities showing a steady increase.

[69] The number of applicants started to decrease in 2009 (1,245 compared to 1,650 in 2008) with a significant drop in 2010 (790), since then the number has stayed stable (755 in 2011 and 2012); source: Eurostat

[70] The number of applicants has been decreasing constantly since 2008 (3,866) till 2012 (956)

[71] In 2011 Hungary had 1,720 asylum applicants while in previous years the number was higher (3,175 in 2008, 4,670 in 2009 and 2,105 in 2010)

[72] The number of applicants dropped to 6,540 in 2010 compared to 10,595 in previous year, the following year it started to increase again (6,890) and in 2012 was back to the previous level (10,755)

duration of an applicant's stay in reception facilities, for example, significantly influences capacity and is taken into account by (Member) States when authorities decide on whether the number of beds/places will be sufficient to accommodate all those entitled to reception the following year. However, the duration of stay itself is dependent on a complex interplay of different variables, such as; the length of the asylum procedure; possibilities of lodging an appeal/subsequent application, continued residence for beneficiaries of international protection or rejected applicants. Applicants may also decide to stay with family or friends, or to privately rent accommodation using their private resources. This complexity explains the difficulties (Member) States have in estimating the total number of applicants that will need to be accommodated in a given year and demonstrates the need for the development of **common indicators and standardised methods** to measure the pressure on reception systems in order to ultimately apply **(common) tools to monitor capacity and forecast needs** which would help (Member) States to **better manage** their reception system and **facilitate matching demand for reception places and supply on short notice**.

5.3 Flexibility mechanisms to cope with reception shortages or surpluses

All (Member) States apply **flexibility mechanisms to cope with shortages or surpluses in reception facilities**. These mechanisms can broadly be categorised as:

- Emergency plans (16 Member States);
- Budget flexibility (17 Member States);
- Buffer capacity (14 Member States);
- Applying different modalities and standards of reception conditions in emergency situations (13 Member States);
- Speeding up decision-making on procedures for international protection with additional case workers (16 Member States);
- Fast-tracking procedures (11 Member States);
- Early warning mechanisms (11 Member States)

A few (Member States) have, in case of pressure, the option available of providing financial allowance for private accommodation (4 Member States), reviewing priority access to reception facilities (3 Member States) or another mechanism.

These flexibility mechanisms are in turn discussed below.

5.3.1 Emergency plans

The majority of (Member) States (**Austria, Czech Republic, Estonia, Finland, France, Hungary, Italy, Latvia, Lithuania, Netherlands, Poland, Slovak Republic, Slovenia**, **Spain, Sweden,** and **Norway**) have developed an **emergency plan,** in case of a **high influx** of applicants for international protection putting pressure on the reception system. These emergency plans are generally devised at the national level, with the exception of **Finland**, **Italy** and **Norway** where also regional emergency plans (**Finland**, **Italy, Norway**) and emergency plans for each reception centre exist (**Finland**). In general, emergency plans:

- Identify responsible authorities and who is to coordinate these;
- Define the type and scope of activities, and of follow-up actions; and
- Make cost estimates.

Emergency plans often cover, for example, increasing capacity through existing or new facilities (e.g. **Czech Republic, France, Italy, Netherlands, Slovak Republic, Sweden, Norway**) – i.e. triggering the activation of other flexibility mechanisms discussed below.

In nine (Member) States (**Estonia, Finland, France, Italy**, **Netherlands**, **Slovak Republic, Spain, Sweden, Norway**), these emergency plans were activated in the past. In **Estonia**, this was for training purposes only.

5.3.2 Budgetary flexibility

The majority of (Member) States (**Austria, Belgium, Estonia, Finland, Greece, Hungary, Ireland, Italy, Latvia, Luxembourg, Netherlands, Poland, Slovak Republic, Slovenia, Sweden, United Kingdom** and **Norway**) benefit from the possibility to increase or decrease the budget for reception. This **budgetary flexibility is key to financing other flexibility mechanisms**, such as stimulating capacity in existing or new reception facilities or recruiting extra case workers to process applications.

Budget flexibility may consist of the internal reallocation or internal application for additional funds of the Ministry's, Department's or Service's budget. For example, this is the case in **Latvia** should the number of applicants for international protection exceed the estimated number by less than 20%; and in **Finland** where the Reception Unit of the Immigration Service operates with an estimated budget.

In some (Member) States (**United Kingdom** and **Norway** – see Box 1), where accommodation is provided by external service providers, budgetary flexibility may derive from the type of contracts established with those service providers.

*Box 1. Illustration of budget flexibility (**Norway**)*

"The contract with each service provider stipulates that the facilities should have extra capacity (15%). For this, the operator will be paid on a per head basis. Procurement regulations allow the possibility to increase capacity with another 20% based on the same contract without having to go through an award procedure. If extra capacity is however exhausted, then the regular procedure via public procurement will be used to create additional places."

In still other cases, changes to the budget require the application for additional funds from the State reserve through normal budgetary processes, which may include scrutiny from the Parliament. For example, this is the case in **Austria**; in **Latvia**, if the number of applicants for international protection exceeds the estimated number by more than 20%.

The following (Member) States recently made use of this flexibility mechanism: **Belgium** (since 2008), **Estonia** (2011), **Italy** (e.g. 2011, 2012), the **Netherlands** (2009), the **Slovak Republic** (2010-2012), **Sweden** (several times between 2008 and 2012) and the **United Kingdom** (2009-2010).

5.3.3 Buffer capacity and/or use of excess space for other purposes

Several mechanisms to adapt the reception system's capacity to accommodate fluctuating numbers of applicants for international protection have been put in place in the (Member) States.

Reserve capacity

Some (Member) States (**Finland, Ireland, Luxembourg, Netherlands, Slovak Republic** and **Norway**) operate on a "more beds available than needed"-basis. Hence, these extra beds/reception places are on-standby to respond to a sudden increase in applicants for international protection requiring accommodation. In **Norway**, reception facilities aim to operate at a minimum of 85% occupancy rate, in **Ireland**, at a 90% occupancy rate and in the **Netherlands** at 95%. In **Luxembourg**, "a certain amount of beds" are held on stand-by and **Belgium** is currently considering holding 2000 places available. In **Finland**, each reception centre has emergency places available that can be occupied when needed. In the **United Kingdom**, the external service providers contracted to provide accommodation to applicants for international protection are obliged to respond to changing volumes; service providers are paid per person per night and there are no set limits. This provides the necessary flexibility to provide additional bed spaces as necessary.

Reserve locations/excess space

Several (Member) States (**Austria, Belgium, Czech Republic, Netherlands, Poland, Slovak Republic** and **Slovenia**) have the possibility to use excess space, originally created for other State purposes, in case there is a need for additional reception places. These include:

- Schools, training facilities;
- Military barracks;
- Reserve hospitals normally reserved for pandemics.

The use of these state accommodation facilities often require agreements with other Ministries (e.g. Ministry of Defence, Ministry of Health) and require a certain period of time before these are suitable for accommodation. These are often considered as temporary and/or transit accommodation facilities. These have, and continue to be, used by (Member) States.

Use of hotels

In the case of mass influx, (Member) States have also made use of hotels (e.g. **Belgium, Estonia, France, Italy, Luxembourg, Netherlands, Portugal, Sweden**). Again, in principle, hotels are used as temporary and/or transit facilities, also due to the high costs of this type of reception.

Create new or extend existing reception facilities

Finally, some (Member) States (e.g. **Austria, Belgium, Germany, Italy, Poland**, **Slovak Republic, Sweden**) establish new reception facilities (**Germany** and **Slovak Republic**) or allotments (**Italy** – private housing provided by local authorities through

the SPRAR system and **Sweden** – private accommodation is procured by Swedish Migration Board). In **Germany**, for example, the Lander must create additional follow-up accommodation capacity if places in existing reception centres are not sufficient to accommodate the number of applicants that the region must receive on the basis of the quota system (see Section 2.2.1). The **Slovak Republic** also referred to a former reception centre, currently closed but which could be opened again if required.

In sum, securing **buffer capacity** for reception facilities **is a key mechanism** for the reception system to be able to respond to changing accommodation needs. The **strategies and/or practices concerning buffer capacity differ** between (Member) States however. This section has shown that some (Member) States operate **existing** reception facilities with **reserve capacity**, i.e. either through extra beds on standby, emergency places, an occupancy rate below a certain level, or demand-led provision, whereas others use **excess space in other state facilities** in case of high influx. In case the (Member) State operates facilities with reserve capacity, differences are apparent with regard to: 1) the **size** of **reserve capacity;** ranging from 15% in **Norway**, 10% in **Ireland**, to 5% in the **Netherlands**; and 2) the method for securing buffer capacity; some secure buffer capacity through contract clauses with external service providers, but where in **Norway** contracts foresee a 15% buffer capacity; in the **United Kingdom**, the external service provider "has to respond to demand".

Such differences have implications for the quality of the provision of reception in the following ways:

- **Accessibility**; evidence suggests that buffer capacity within existing facilities and buffer capacity secured through contracts with external service providers enables an immediate response to demand, whereas the use of excess space in other state accommodations requires more time before these can be accessed;
- **Quality of the accommodation places**: extra places in existing facilities provide a similar level of quality as other places in that facility, whereas the quality of accommodation places arranged for in other state facilities (e.g. schools or military barracks) or in hotels is of lower quality due to infrastructure and inability to access other services;
- **Sustainability**: buffer capacity within existing facilities or the building of new reception facilities (e.g. **Germany**) constitute more sustainable measures than resort to sub-optimal facilities for the reasons outlined in the above (accessibility, quality, etc.).

5.3.4 Applying different modalities and standards of reception in situations of pressure

The Reception Conditions Directive and its Recast (Art. 14 (8) and Art. 18 (9) respectively) endorse Member States to exceptionally set different modalities for material reception conditions when material reception conditions are not available in a certain geographical area or when housing capacities normally available are temporarily exhausted, "for a reasonable period which shall be as short as possible".

The approach of applying different standards and modalities of reception facilities in emergency situations is used in thirteen (Member) States (**Austria, Belgium, Czech Republic, Estonia, Hungary, Ireland, Italy, Latvia, Luxembourg, Netherlands, Poland**, **Slovenia, Sweden**).

As to the use of different reception *modalities*, **Belgium** (2008-2012), **France** (2011-2013), **Italy** (2011-2012) and **Sweden** (2012) accommodated applicants in hotels and other emergency structures; **Luxembourg** (2011) in camping facilities and scouts homes; and the **Netherlands** (2009) in a holiday park. (Member) States recognise that the duration of applicants' staying in such facilities are often longer than originally set, undermining the temporary nature of the measure. For example, in **Belgium**, during the reception crisis, the stay of applicants in hotels has exceeded the ten days stipulated in the *Reception Act*. Similarly, **France** reported that in 2013 nearly 57% of applicants housed in emergency accommodation were placed in hotels.

5.3.5 Speeding up the procedure for international protection: more case workers

Sixteen (Member) States (**Belgium, Cyprus, Finland, France, Greece, Hungary, Ireland, Latvia, Luxembourg, Netherlands, Poland, Portugal, Slovak Republic**, **Slovenia, Sweden, Norway**) deploy more case workers to speed up the processing and decision-making on applications for international protection when the reception system is under pressure.

Belgium argues that efforts to cope with reception crises should not be limited to enlarging reception capacity. It advocates the approach of "chain management", i.e. where reception of applicants for international protection is perceived as part of a process (inflow – asylum procedure – reception – return). Hence, the importance of employing extra case workers **to accelerate the processing of applications and reduce the number of pending ones**. This in turn reduces the duration of applicants in reception facilities, hereby **facilitating the outflow**. This positive effect only works if those, who have received a positive or negative decision in final instance and are no longer entitled to reception, actually leave the reception structures (see also Section 6 Efficiency).

In **Belgium** (in 2011), **Cyprus** (in 2008), **Finland** (2010-2011), **France** (in 2012), **Latvia** (experts through ERF, 2011-2012), **Luxembourg** (2011), the **Netherlands** (2009), **Slovenia** and **Sweden** (on a continuous basis) additional case workers were/are employed in case of a sudden increase and/or backlog in applications. In **Cyprus**, this led to the reduction of pending applications from 9,823 at the end of 2007, to 1,800 at the end of 2009. In **Ireland**, there is the possibility to reassign staff and in **Estonia** and **Latvia**, reserve officials have been trained to work on applications for international protection, should this be needed. In **Sweden**, next to hiring extra staff, **an entire unit** in the Swedish Migration Board has been **trained** and **reassigned** to process applications for international protection (in 2012). Moreover, certain employees' **working hours have changed** (six day working week as opposed to five days) to meet the increasing number of applications.

5.3.6 Speeding up the procedure for international protection: fast-tracking procedures

Eleven (Member) States (**Belgium, Cyprus, Estonia**, **Finland, France, Italy, Latvia, Luxembourg, Poland, Portugal, Sweden**) consider fast-tracking procedures as a means to respond to an increased number of applications for international protection. Again the use of fast-tracking procedures features within the "chain management" approach that Belgium described and where other dimensions, e.g. the duration of the procedure, **affecting the in- and outflow of applicants in reception facilities** are to be addressed.

The practice and conditions for the acceleration or prioritisation of the examination procedure are laid down in the Asylum Procedures Directive 2005/85/EC[73] and its Recast 2013/32/EU[74]. Art. 23 (3) of the Asylum Procedures Directive 2005/85/EC stipulates that *"Member States may also provide that an examination procedure in accordance with the basic principles and guarantees of Chapter II be prioritised or accelerated"* and goes on to specify the conditions in paragraphs (a) to (o). The most commonly referred to conditions by Member States are: the applicant originates from a safe country of origin (**Belgium**, **Finland, France** and **Luxembourg**), from the EU (**Belgium, Finland** and **France**); is suspected of fraud (**France**); is a danger to the public order (**France**); or clearly does not meet the minimum criteria to be granted refugee status (**Luxembourg**). **France** and **Sweden** fast-track applications for international protection by families, plus manifestly unfounded applications.

In **Belgium** and **Luxembourg**, for example, a list of safe countries was adopted in 2012 (or updated in the case of **Luxembourg**) and applications from those countries were treated under a fast-track procedure. In both cases, this step was taken following a sharp increase in applications for international protection, which put pressure on the reception system.

5.3.7 The use of an early warning system

Eleven (Member) States (**Austria, Czech Republic, Finland, Greece, Ireland, Italy, Netherlands, Slovenia**, **Spain**, **Sweden**, **Norway**) make use of an early warning system as a mechanism to effectively respond to shortages or surpluses in reception facilities. Two types of mechanisms were described by (Member) States.

Firstly, a monitoring system that monitors the inflow and/or stock of applicants for international protection residing in reception facilities in order to assess the (remaining) accommodation capacity of those facilities, which is in place in **Austria**, **Czech Republic**, **Cyprus**, **Finland**, **France**, **Ireland**, **Italy**, **the Netherlands, Spain,** and **Norway**. Such a monitoring system has the capacity to enable the identification of possible shortages (or excess capacity) by the responsible authorities in the reception of applicants and to facilitate action at short notice. This type of early warning system sometimes operates on the basis

[73] Council Directive 2005/85/EC of 1 December 2005 on minimum standards on procedures in Member States for granting and withdrawing refugee status. http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2005:326:0013:0034:EN:PDF

[74] Directive 2013/32/EU of the European Parliament and of the Council of 26 June 2013 on common procedures for granting and withdrawing international protection. http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2013:180:0060:0095:EN:PDF

of a software programme, with functionalities to register/update the number of applicants in the different facilities and to generate reports[75]. The frequency with which those monitoring systems are checked (e.g. through the generation, and review of, reports), however, differs, ranging from daily (e.g. **Austria**, **Czech Republic**, **Finland, France**, **Italy, Spain**), over weekly (e.g. **Ireland**), to monthly (e.g. **Netherlands**).

Secondly, some (Member) States (**Belgium, Ireland, Lithuania, Netherlands, Slovenia**, **Sweden, Norway**) make use of projections or risk analyses to manage the (accommodation) capacity of their reception network in the medium- and long-term. For example, **Belgium** draws on data projection tools to estimate the number of applicants to be accommodated in the following year. The basis for the assessment is the actual average growth in numbers over the previous twelve months, plus projected inflows, outflows and planned capacity. Similarly, in **Norway** a forecast and coordination mechanism has been established which, on the basis of an analysis of current trends with regard to the number of applicants who come to the EU and Norway, as well as of case processing, integration and return capacities, makes medium- to long-term projections four times a year. These projections are then used as a basis for operational planning and budgeting by all affected agencies. Also in the **Netherlands**, a prognosis analysing whether capacity is to be increased or reduced is drawn up on an annual and two-year basis. In **Ireland** and **Lithuania**, relevant authorities report on emerging trends and/or risks in relation to migratory flows. **Sweden** produces several activity and cost prognosis reports per year which are based on migration intelligence.

5.3.8 Other mechanisms

In a few (Member) States (**Belgium, Cyprus, Italy, Poland**), national legislation includes the provision that, in exceptional circumstances when applicants cannot be accommodated in the ordinary reception facilities, financial assistance (**Belgium**[76]) / vouchers (**Cyprus**) may be issued to them to cover the costs of private accommodation. The applicant is responsible for finding private accommodation. Hence, this is different from private accommodation which is arranged and paid for by the responsible authorities, and which is in place – as a standard practice – in several Member States (see Section 3.1.1).

[75] The UMA and MAREC systems of Finland are widely considered as a best practice example.

[76] This was only applied during the reception crisis.

5.4 Good practices in accommodating flexibility

Member States have highlighted a number of good practices in accommodating flexibility based on their national experiences. This section provides a summary; more detailed information is available in the (Member) States' National Contributions.

5.4.1 Good practices to prepare, mitigate and respond to fluctuating demand

"What works" in terms of organising a reception system capable of adapting to high or fluctuating numbers of applicants for international protection? Reviewing the selection and the combination of good practices put forward by the (Member) States, **a first approach** is **to develop a strategy to prepare, mitigate and respond**. This strategy should be able to answer the following questions:

1) *How many individuals may we expect to have to accommodate over the next year(s)?*

2) *What will be our strategy if we are confronted with a sudden, high influx of applicants?*

3) *How can we assure that the quality of reception offered to an applicant for international protection meets national and EU standards, independent of whether the applicant (1) resides in initial or follow-up accommodation, or (2) has been allocated to a particular region or local authority, or (3) arrived in the country at a time of high influx?*

4) *In the event of a sudden and/or high influx of applicants for international protection, how can we minimise the scale and type of negative effects that this has on the reception system?*

Preparation

Good practices in terms of **preparing reception systems** for dealing with sudden, as well as fluctuating, numbers of applicants for international protection include:

- **Projections, risk analyses, and prognoses** which help the responsible authorities to estimate the required reception capacity and **to devise an operational plan and budget** for realising this. *(Question 1)*

- **Emergency plan** outlining what type of action will be undertaken, by whom, and to what effect. This may be tied to **establishing agreements** with particular **state authorities to use excess space as emergency reception structures**, should the need present itself. *(Question 2)*

- Creation of **buffer capacity**, in terms of the obligation placed on the **regular reception facilities** to keep extra beds/places available or to operate on a particular occupancy rate (e.g. 85%). Within regular reception facilities, the **quality of reception** offered to applicants filling these extra places is guaranteed to be **up-to-standard and equal** to that provided to others. In contrast, the lessons learnt in several (Member) States is that the use of emergency structures (e.g. hotels, military barracks) results in a deviation of reception standards and modalities as laid down in national and EU law, often for a duration longer than anticipated or justified and fosters heterogeneity in the quality provided to applicants across different types of reception/ the territory. *(Question 3)*

Mitigation

Good practices in terms of developing **reception systems capable of mitigating negative effects** include:

- **Early warning system** monitoring the capacity of reception facilities and the in- and outflow and helps responsible authorities to quickly detect (the imminent threat of) shortages. If the monitoring data are gathered on a daily or weekly level and are regularly reviewed by affected authorities, this mechanism enables action at short notice. *(Question 4)*

- **Mechanisms to speed up the decision-making process** on applications for international protection, such as deploying **more case workers** or **fast-tracking** certain types of applications, as these decrease the time that applicants have to reside in reception facilities and facilitate outflow. *(Question 4)*

- **Budget flexibility** which ensures financial means to allow authorities to take appropriate and rapid action. In contrast, if increasing the budget constitutes a time-consuming and cumbersome process, it may nullify the positive effect of an early warning system, i.e. the ability to act on short notice and to prevent a worsening of the situation. *(Question 4)*

Hence, these mechanisms **moderate** the **intensity** or **force** with which **influxes of applicants hit the national or regional reception system** and **may prevent a reception crisis**.

Respond

Practices in terms of a **reception system responding to a reception crisis in a swift, efficient and qualitative manner** were also identified. In addition to the *activation* of practices listed under the Preparation and Mitigation phases, such as the emergency plan and budget flexibility, (Member) States refer to:

- **Building new facilities or creating new places within existing facilities** in order to deal with sustained pressure. *(Question 4)*

- **The use of "emergency structures"**, such as tents, hotels, unused State facilities (e.g. schools) in case of temporary pressure. (Member) States differ however in whether they present the use of these emergency structures as a "best practice" or as a necessary evil that allows the reception system to cope temporarily. *(Question 4)*

5.4.2 Practices within a framework of «chain management»

"What works" in terms of organising a reception system capable of adapting to fluctuations in the number of applicants for international protection? Advocated in the Belgian National Contribution but also implicit in other Contributions, is to treat reception as a chain from inflow, reception, procedure, outflow, to return/regular stay. **A reception crisis can only be averted or successfully dealt with, if every part of the asylum and reception chain is addressed.** The examples of (good) practices that **Belgium** puts forward in relation to different parts of the reception chain are:

- To **limit** the **inflow** to reception facilities by introducing (legal) amendments regarding the categories of applicants entitled to reception;

- To **ensure sufficient capacity** by an appropriate match between supply and demand;

- To make the **procedure for international protection** more **efficient**: To reduce the processing time of applications by contracting more case-workers to speed up decision-making, introducing legal amendments to counter

unfounded applications, fast-tracking other applications, etc.

- To **facilitate** the **outflow** from reception facilities by introducing legal amendments to limit the possibilities for rejected applicants to stay in the country and/or to lodge a subsequent application;

- To operate an **effective return** policy by adopting a new law introducing an individualised return path and stimulating voluntary return. Similarly, measures could be identified to help those who have received a positive decision on their application to find accommodation outside of the reception system.

In sum, as several (Member) States argued, it is not one, but **a combination of, mechanisms that enable reception systems to deal with sudden, as well fluctuating, numbers of applicants for international protection**. Sections 5.4.1 and 5.4.2 presented two potential approaches or frameworks for visualising the preferred combination, with the important note that **tailoring these mechanisms to the national context remains crucial**.

6 EFFICIENCY

This section focuses on the organisation of reception facilities that are efficient. It provides insights in how (Member) States work towards an efficient flow of applicants from the moment they lodge their application through to settlement as beneficiaries of international protection or return for rejected applicants. A well balanced in- and outflow of reception facilities frees up spaces and prevents or lifts pressure. Consideration of costs of reception systems is also an important element in any discussion on the efficiency of organising reception facilities. However, few (Member) States were able to provide statistics on costs of reception facilities[77]. Comparison between (Member) States is currently not possible due to the variation in scale and scope of material reception conditions provided to applicants for international protection across (Member) States. The European Platform of Reception Agencies (EPRA) has, however, recently initiated a project to formulate a methodology to facilitate comparison and readers are referred to this Platform to obtain further information on progress made.

[77] For those (Member) States that did, statistics on costs can be consulted in the National Reports on the EMN Website: www.emn.europa.eu

6.1 Efficiency of (Member) States in managing the flow of applicants through the reception system

A potential **indicator for** the **efficiency** with which reception facilities are run is **the duration of applicants' stay**. Only few (Member) States (**Belgium, Estonia, Latvia, Ireland, Luxembourg, Slovenia, Spain, Sweden, Norway**) provided statistics on this. At the end of 2012, the median stay in reception facilities in **Ireland** was 44 months and in **Luxembourg** 3 years. Shorter median stays of one year or less were reported in **Belgium**, **Estonia**, **Slovenia**, **Spain** and **Norway**.

Next to the duration of stay, efficiency also relates to the extent that applicants move quickly and smoothly through the reception system, i.e. maintaining a balanced flow of applicants by effectively managing in- and outflow. Due to the limited number of (Member) States that could provide **statistics on the in-and-outflow of applicants in their reception facilities**, this **indicator of efficiency** cannot be discussed. Sections 6.2 and 6.3 therefore focus on the factors affecting in- and outflow.

6.2 Factors impacting on inflow

Several factors impact on the inflow of applicants for international protection to reception facilities. The **inflow is primarily determined by external factors**: the number of applicants lodging a claim for international protection. Most applicants, if included under one of the **categories entitled to reception** (section 2.1) automatically access reception.

Some (Member) States apply **strategies to reduce inflow** by, for example, providing financial allowances for applicants to individually arrange accommodation (**Italy, Poland, Slovenia, Spain**) and/or by running information campaigns in specific countries of origins with the aim of reducing the scale of further migratory movement (**Belgium** and **Norway**).

6.3 Factors affecting outflow

The outflow is made more efficient by efforts made to shorten the length of the procedure for international protection. When under pressure, some (Member) States (**Belgium, Cyprus, Finland, France, Hungary, Ireland, Latvia, Luxembourg, Netherlands, Poland, Slovak Republic, Slovenia, Sweden**) aim to speed up procedures including by hiring extra case-workers thereby facilitating a swift turnaround in reception facilities (Section 5.3.5).

On the other hand, most (Member) States also adopt the humanitarian approach of **granting applicants** who have just received a positive decision or rejected applicants **a period of continued residence** in reception facilities. **Applicants who have been granted international protection** are allowed continued residence in reception facilities by all (Member) States except the **Czech Republic and Lithuania** (who apply alternative measures). This is to afford them the time to organise alternative accommodation. Nevertheless, in order to improve the outflow of applicants, most (Member) States set time limits. These range from 28 days (**United Kingdom**), over four to six weeks (**Ireland**), two months (**Belgium, Poland**), 14 weeks (**Netherlands**), four months (**Austria**, **Estonia**), up to six months (**France, Hungary, Italy**[78]) and up to eighteen months (**Spain**). The duration of continued residence in reception facilities is undefined in **Finland,** the **Slovak Republic**, **Sweden** and **Norway**.

Rejected applicants who have exhausted international protection procedures are allowed a period of continued residence by all (Member) States except for the **Czech Republic, Latvia, Lithuania, Luxembourg, Slovenia,** and the **Slovak Republic**. (Member) States differ with regard to the length of continued stay in reception, from 10 days (**Estonia**), 15 days (**Spain**), 28 days (**Netherlands**), 30 days (**Belgium, France, Poland**), or a duration which is left undefined (**Austria, Finland, Poland, Sweden**).

Evidence shows, however, that **in practice** the **duration of continued residence** both for beneficiaries of international protection as well as rejected applicants **may further be extended**. This is usually due to administrative obstacles, for example a lack of documents obstructing return[79] for rejected applicants, or the individual circumstances of the applicant (e.g. special needs). In **Ireland**, applicants who have received a positive decision and who extend their stay usually do so, because they are unable to access social welfare and cannot afford to leave the reception facilities or because they do not yet have relevant ID and/or residence documents.

Due to this continued, and often extended, stay in reception facilities, the proportion of applicants with a final (positive or negative) decision on their application is relatively high. For example, in 2012, in **Belgium**, **Finland** and **France**, an average of between 17 and 20% of all residents in reception facilities had received a final decision; in **Sweden**, by the end of 2012, it was 42%; and in **Norway**, the share was 66% in mid-2013[80]. By contrast, in the **Slovak Republic**, less than 1% has received a final decision on their application[81].

Some (Member) States adopt alternative strategies for improving the outflow of applicants following receipt of a final decision. Rather than granting continued residence in reception facilities, the **Czech Republic** and **Lithuania** transfer beneficiaries of international protection to special facilities where they can access language classes and other preparatory courses for integration. In Latvia, beneficiaries have to pay for their stay at the reception centre (which they can do from the allowance granted to them on receipt of international protection status). As to rejected applicants, in **Belgium** they are allowed continued residence in reception facilities under well-defined circumstances[82], but are generally transferred to open return centres where they can stay for 30 days to prepare for voluntary return.

7 CONCLUSIONS

This EMN Focussed Study presents a cross-sectional analysis of the organisation of reception facilities with a specific focus on the identification of good practices and existing mechanisms for flexible and efficient reception facilities whilst maintaining their quality. This Synthesis Report may serve to inform further development of Member States' organisation of reception facilities and ability to deal with pressure on their reception system whilst ensuring high quality standards.

The **organisation** of **reception facilities differs greatly** between (Member) States. Differences exist in the **type of facilities** (i.e. exclusively collective facilities or a combination of collective/private accommodation) and **the actors** involved in the provision of reception (i.e. centralisation of responsibility in state authorities or involvement of other actors, e.g. local authorities, NGOs, private companies).

Such differences are **not only** apparent **between (Member) States**, but also occur **within (Member) States** including for some at sub-state level.

[78] However, the duration of stay may be extended in exceptional circumstances for those who have received a positive decision in. This must be duly motivated.

[79] See the EMN Focussed Study 2012, Establishing Identity for International Protection: Challenges and Practices.

[80] With permission to settle: 1479; with permission, cannot settle: 677; application processing: 2163; negative decision sent to appeals board: 2973; undecided: 113; to be returned: 5279; UAMs limited: 13. Total: 15397

[81] Data not available for other Member States

[82] E.g. medical reasons; if a family member still has right to reception; when return is not possible due to reasons beyond the control of the applicant etc.

Variability in reception facilities by itself does not, by definition, adversely impact on the quality of the provision of reception; it may even be desirable, as it potentially enhances flexibility. Of crucial importance, however, is that **similar reception conditions** and **(minimum) quality standards** are consistently maintained in all facilities within and across (Member) States including in times of pressure. In this respect, **coordination, implementation and control mechanisms** play an important role to ensure homogeneity.

Coordination, implementation and control mechanisms could be **further developed**, as not all (Member) States have implementation mechanisms in place (e.g. guidelines) and only few apply (external) control mechanisms (e.g. checks in reception facilities performed by independent authorities). More could also be done to supplement formal coordination mechanisms (e.g. agreements, conventions) with informal instruments such as network/platform meetings between all actors involved in the provision of reception.

- The **establishment of coordination and implementation mechanisms** between different actors involved in the provision of reception at national level could reduce variability and help ensure similar quality standards. **EASO** could support (Member) States in practical cooperation and the exchange of information on good practices concerning coordination and implementation mechanisms.

- **The establishment of external control mechanisms may be considered** to ensure homogeneity of reception facilities within (Member) States, compliance to quality standards and to identify best practices or lessons learnt.

The **special reception needs of vulnerable persons** are taken into account by (Member) States, but the extent to which attention is translated into practice differs widely. The **identification of vulnerable applicants is of particular importance,** especially in view of the Recast Reception Conditions Directive which introduces a new requirement to "assess whether an applicant has special reception needs". Although most (Member) States report to already conduct such assessments, great differences exist in terms of assessment criteria, methods, timing and follow-up measures, with only few (Member) States currently conducting follow-up assessments (as will be required by the Recast). Similarly, (Member) States provide tailored accommodation for vulnerable persons, but differences exist in *how* and *whom* they cater for; some (Member) States provide special designated areas within existing facilities, whereas others have created separate facilities.

- Ensuring appropriate standards for the **assessment of special needs** and the **provision of tailored accommodation** remains an area where further efforts are required, especially given the revisions brought by the Recast Reception Conditions Directive. **Practical cooperation** between (Member) States (in coordination with **EASO** e.g. identification of best practices, training, etc.) could help in this regard.

Most (Member) States report to have experienced **pressure** on their **asylum system** between 2008 and 2012/2013. Pressure results from: high and/or sudden influx of applicants, fluctuating numbers of applicants over time; internal challenges in the reception system's organisation; and pressure resulting from other dimensions of the asylum system (e.g. settlement and/or return procedures).

The **allocation process** of applicants for international protection is used as a means to **decrease pressure** in reception facilities. (Member) States primarily decide allocation either on **dispersal** of applicants to different regions or (re)allocation of applicants to facilities according to the **stage of the asylum procedure**. Several (Member) States apply a combination of both approaches. Dispersal-systems and allocation based on the stage of procedure offer benefits to both (Member) States as well as applicants for international protection. Through the application of a **dispersal-system** financial and social costs are spread across the territory whilst applicants are provided possibilities for social/local integration into the host society. Similarly, allocation based on the **stage of procedure** allows (Member) States to concentrate resources at initial reception facilities and to efficiently determine admissibility and allocation, whilst applicants are provided with first aid, information on their right to apply for international protection, and the process for lodging an application.

- The process of dispersing applicants for international protection within the territory of a Member State can be **an effective measure to lift pressure from certain reception facilities**; however, it is even more important to ensure that consistent quality standards are maintained across the different facilities.

(Member) States further apply a range of different **flexibility mechanisms** to **prevent/reduce**

pressure. These include: emergency plans; budget flexibility; buffer capacity; speeding-up decision-making on procedures for international protection with additional case-workers; fast-tracking procedures, and; early warning mechanisms.

Good practices for the application of flexibility mechanisms were identified and placed in a broader theoretical framework. Based on the findings of the National Contributions, the following **two good practice approaches** are advocated:

1) Strategy to prepare, mitigate and respond to pressure;

2) Manage reception as a chain (i.e. from inflow, reception, procedure, outflow, to return/integration)

Strategy to prepare, mitigate and respond to pressure

Good practices in terms of preparedness include:

- **Emergency plan** (outlining what type of action will be undertaken by whom and to what effect)
- Maintenance of **buffer capacity in regular facilities** (+/- 15% of the total capacity).

Existing practices to **mitigate the negative effects of pressure** include:

- **Early warning mechanism** to monitor capacity in reception facilities, thereby enabling the identification of shortage (or excess) capacity. Here, it is important that (Member) States regularly (daily/weekly) monitor capacity to enable authorities to act at short notice;
- **Speeding up of the decision-making process** on applications for international protection (to decrease the duration of stay in facilities);
- **Budget flexibility** to allow activation of these flexibility mechanisms, enabling rapid and appropriate action.

Practices to **respond to pressure on the asylum reception system** include:

- **Increasing capacity** by the creation of **new facilities** or by **creation of new places within existing facilities**. This is important to ensure similar quality standards of reception to all applicants for international protection.

In case of temporary pressure, (Member) States also use "emergency structures" (e.g. hotels, unused state facilities), as a temporary necessary evil seeing that emergency facilities cannot be expected to adhere to the same quality standards as regular facilities (neither in terms of services or infrastructure).

Reception as part of a chain

In the concept of **chain management**, the reception process (from inflow, reception, procedure, outflow, return/integration) is seen as a continuum. By undertaking measures at different stages of the asylum procedure, pressure can be reduced or successfully dealt with. For example, (Member) States may undertake measures to limit inflow, increase capacity, make the asylum procedure more efficient, facilitate outflow, and operate an effective return or integration policy.

The **efficiency of reception facilities** can be improved by maintaining a balanced flow of applicants through the asylum and reception system. In several (Member) States the efficient use of reception facilities is reduced by a difficult outflow of applicants from reception facilities. A certain tension exists between efficiency and humanitarian considerations with continued residence for rejected applicants and beneficiaries of international protection. Some (Member) States apply strategies to improve outflow by for example setting **time-limits** for continued stay, **transfer** of rejected applicants or beneficiaries of international protection **to other facilities** (**open return/integration facilities**) or **dissuasion techniques,** where relevant, such as requirement of financial compensation.

- (Member) States are encouraged to exchange information/best practices on the efficient use of reception facilities, addressing both issues affecting the inflow and the outflow of applicants and limiting their continued residence. Practical cooperation on this could be supported by **EASO, EPRA and ENARO**.

This Study has highlighted the **general lack of standardised approaches to collect and use statistics** to monitor and report on: pressure/capacity; inflow/outflow of applicants from reception facilities, and the costs of reception facilities. This lack of consistent and complete statistics limits the scope and detail of the analysis and underscores the need for the development and implementation of a more structured format for data collection and the preparation of statistics. The following would be desirable:

- Development of **common indicators** to measure **capacity** of and **pressure** on reception facilities;
- Development of **standardised methods** for **calculating and projecting** capacity and pressure.
- **Development of standardised methods to record inflow/outflow of applicants from reception facilities.**
- Common indicators and methods to facilitate **comparison** of **reception costs.**

The development and application of the above could be undertaken with support of the **EASO** and/or through the exchange of expertise between Member States in order to help (Member) States better manage reception capacity, matching capacity to demand for reception places on short notice.

.

ANNEX 1 CATEGORIES OF APPLICANTS

Table A1.1 Categories of applicants entitled to reception (standard or specific)

Member State	Categories of applicants										
	Applicants under Dublin II	**Applicants in admissibility procedures**	**Applicants subjected to accelerate procedures**	**Vulnerable groups of applicants**	**UAMs awaiting decision for international protection**	**UAMs who have exhausted the procedure**	**Applicants who have lodged an appeal procedure**	**Applicants who have lodged subsequent procedure**	**Applicants who have received a positive decision**	**Rejected applicants**	**Other**
Austria	X (standard)	X (standard)	X (standard)	X (standard and special)	X (special)	X[83] (special)	X (standard)	X[84] (standard)	X (standard)	X[85] (standard)	X (standard and special)
Belgium	Yes (standard)	Yes (standard)	X (standard)	Yes (special)	Yes (special)	Yes(special)	X (standard)	X (standard)[86]	X (standard)	X (specific)	X (standard)
Czech Republic	X (standard)	X (standard)	X (standard)	X (standard)[87]	X (special)	X(special)	X(standard)	X(standard)	X[88]	X(standard)	X[89]
Cyprus	X (standard)	X (standard)	X (standard)	X (standard)	X (special)[90]	X (special)[91]	X (standard)	X (standard)			
Germany	X	X	X	X (special)	X (special)	X	X	X	X	X	
Greece	X (standard)	X (standard)	X (standard)	X(standard)	X (special)	X (special)	X (standard)	X (standard)	X (standard)	X (standard)	
Estonia	X(standard)	X(standard)	X(standard)	X(special)	X(special)	X(special)	X(standard)	X(standard)	X(standard)	X(standard)	
Finland	X(standard)	X(standard)	X(standard)	X(standard)	X(standard)	X(standard)	X(standard)	X(standard)	X (standard)	X (standard)	X (standard)

[83] Subject to cooperation in return procedures
[84] Applicants lodging a subsequent application are solely allowed to reception if they lodge the subsequent application 6 months after having received a negative decision on their first application.
[85] Subject to cooperation in return procedures
[86] But not before the subsequent application is deemed admissible.
[87] Within all four asylum facilities, there are protected zones for vulnerable groups of applicants.
[88] Holders of international protection are (can be) accommodated in integration asylum centres designated for a temporary stay, during which they receive Czech language lessons and perform activities aimed at facilitating access to employment and housing.
[89] Family members of asylum seekers are only provided with accommodation.
[90] Specific homes/shelters for unaccompanied minors are under the responsibility of the Social Welfare Services.
[91] Specific homes/shelters for unaccompanied minors are under the responsibility of the Social Welfare Services.

Member State	Categories of applicants										
	Applicants under Dublin II	**Applicants in admissibility procedures**	**Applicants subjected to accelerate procedures**	**Vulnerable groups of applicants**	**UAMs awaiting decision for international protection**	**UAMs who have exhausted the procedure**	**Applicants who have lodged an appeal procedure**	**Applicants who have lodged subsequent procedure**	**Applicants who have received a positive decision**	**Rejected applicants**	**Other**
France	X(special)	X(special)	X(special)	X(standard)	X (standard or specific)	X (standard or specific)	X(standard)	X(standard)	X(standard or specific)	X(standard)	
Hungary	X(standard)	X(standard)		X(standard)	X(special)	X(special)	X(standard)	X(standard)	X(standard)	X(standard)	
Ireland	X(standard)	X(standard)	X(standard)	X(standard)	X(special)	X(special)	X(standard)	X(standard)	X (standard)	X(standard)	X (standard)
Italy	X(standard)	X(standard)	X(special)	X(special)	X(special)	X(special)	X(standard)	X(standard)	X (standard)		
Latvia	X(standard)	X(standard)	X(standard)	X(special)	X(standard)	X(standard)	X(standard)	X(standard)	X(standard)[92]		
Lithuania	X(standard)	X(standard)	X(standard)	X(standard)	X(special)	X(special)	X(standard)	X(standard)	X (special)	X	
Luxembourg	X(standard)	X(standard)	X(standard)	X(special)	X(special)	X(standard/special)	X(standard/Special)	X(standard/special)	X(standard/special)	X	
Netherlands	X(standard)	X(standard)	NA	X(standard)	X(special)	X(special)	X(standard)	X[93]	X(standard)	X (standard)	
Poland	X(standard)	X(standard)	X(standard)	X (special)	X (special childcare and education facility)	X (special childcare and education facility)	X(standard)	X(standard)	X (standard)	X (standard)	X
Portugal	X(standard)	X(standard)	X(standard)	X(standard)	X(special)	NA	X(standard)	X(standard)	X(standard)	X(standard)	X(standard)

[92] These persons may stay in reception centre for asylum seekers for 2 months, though other reception conditions are applied (rent must be paid).
[93] Applicants who submit a subsequent application are not entitled to reception in the period after receiving a negative decision and whilst they wait to lodge a subsequent application.

Member State	Categories of applicants										
	Applicants under Dublin II	**Applicants in admissibility procedures**	**Applicants subjected to accelerate procedures**	**Vulnerable groups of applicants**	**UAMs awaiting decision for international protection**	**UAMs who have exhausted the procedure**	**Applicants who have lodged an appeal procedure**	**Applicants who have lodged subsequent procedure**	**Applicants who have received a positive decision**	**Rejected applicants**	**Other**
Slovak Republic	X(standard)[94]	X(standard)[95]	NA	X(special)	X(special)	X(standard)	X(standard)	X (standard)	X(standard)	X(standard)	X(standard)
Spain	X(standard)	X(standard)	X(standard)	X(standard)	X(standard)	X(standard)	X(standard)	X(standard)	X(standard)		
Sweden	X (standard)	X (standard)	X (standard)	X (standard/special)	X (special)	X (special)	X (standard)	X (standard)	X (standard)	X (standard)	
United Kingdom	X(standard)	NA	X(standard)	X (standard)	X(special)	X(special)	X(standard)	X(standard)	X (standard)	X (standard)	X
Norway	X(special-transit)	X(special-transit)	X(special-transit)	X (special)	X (special)	X (special)	X(standard)	X(standard)	X(standard)	X(standard)	X (special)

[94] For all applicants, vulnerability factors are the first factor to be taken into account, this approach applies also in cases of Dublin procedures and repeated applicants.
[95] See above.

ANNEX 2 TYPES OF RECEPTION FACILITIES AND CAPACITY

Table A2.1 Different types of reception facilities per Member State and the number of beds per type of facility at the end of 2012

Member State	Types of reception facilities							
	Initial/transit reception facilities	Collective facilities	Private houses or flats	Private hotels	Individually arranged accommodation	Special reception for vulnerable groups	Special reception for UAMs	Other premises
Austria	X	X	X	X	X	X	X	
Belgium	X (1,361)	X (11,018)	X (11,310)	X	X*	X (113)	X (115)	
Cyprus		X (210)		X (149)	X	X (103)	X	
Czech Republic	X (673)				X**	X[96]	X[97]	
Germany	X	X	X			X	X	X[98]
Greece	X[99]	X	X	X	X	X	X	
Estonia	X (93)	X (35)			X			X
Finland	X (1,150)	X (1,916)	X (1,438)	X	X	X	X (61)	X
France	X (300)[100]	X (21,410)	X (23,600)	X	X		X (33)	X
Hungary		X (989)			X		X (70)	
Ireland	X (369)	X (5,089)			X*		X (18[101])	
Italy	X (4,810)[102]		X	X	X**	X (500)	X (232)[103]	X[104] (25,153)
Latvia		X (200)			X*	X		
Lithuania		X (92)			X*		X (15)	
Luxembourg	X (120)	X (2,479)		X (490)	X	X (153)	X (100)	X (77)
Netherlands	X (500)	X (14,000)					X (250)	X[105] (1,300)

[96] There are no special receptions for vulnerable groups and for UAMs. However, within all four asylum facilities, there are protected zones for vulnerable groups of clients.
[97] See above.
[98] Only for people who need separate accommodation for security reasons, e.g. people under the care of victim support services.
[99] Law 3907/2011, art. 6 et seq provides for the establishment of initial reception centres, but these provisions only came into force in March 2013.
[100] There are two transit centres in France. One is an ad-hoc mechanism to shelter asylum seekers identified by the French State, either because they are people known for their commitment, or because they hold an asylum visa, issued by the embassy or consulate in their country of origin. This centre is very rarely full as it is used as reserve for resettlement operations; for example, today, Syrian asylum seekers are housed there.
[101] This number concerns initial assessment accommodation, if appropriate longer-term placements outside of the reception system will follow.
[102] This figure relates to maximum number of applicants that can be accommodated in both CDAs, CPSAs and CARA facilities. Please note that also migrants (and not just asylum seekers might be included here).
[103] This figure relates to 2011.
[104] The figure refers to the maximum capacity in 2011 in First Aid and Reception Centres (since the North African emergency) and in multifunctional centres located in major cities.

Member State	Types of reception facilities							
	Initial/transit reception facilities	**Collective facilities**	**Private houses or flats**	**Private hotels**	**Individually arranged accommodation**	**Special reception for vulnerable groups**	**Special reception for UAMs**	**Other premises**
Poland	X	X (1,850)	NA	NA	X**	X (130)	NA	X[106]
Portugal	X (58)	X (42)	X	X	X	X (13)		
Slovenia		X (203)			X**			
Slovak Republic	X (550)	X (140)			X*	X (140)		
Spain	X	X (2.642)		X	X	X	X	
Sweden	X (400)		X (30, 700)	X (5000)	X (15, 900)	X	X (2,182)	
United Kingdom	X (1,200)		X	X	X**	X		X[107] (1,500)
Norway	X (2,200)	X (15,484)	X			X (100)	X (220)	X[108]

* *Asylum seekers are free to stay in individually arranged accommodation facilities but in this case they do not receive any (financial) assistance.*
** *Asylum seekers who decide to live in individually arranged accommodation facilities or that cannot be housed receive a financial contribution from the relative Member State*

[105] In the Netherlands there are so-called "family centres" where families can be accommodated together, as well as facilities where asylum seekers are not allowed to move freely everywhere (restricted movements facilities).
[106] In Poland, UAMs awaiting a decision for international protection are accommodated in special childcare and education facilities, that provide custody for Polish and foreign nationals.
[107] The United Kingdom has four special facilities for Dublin Procedure cases and Accelerated Procedures (Detained Fast Track – DFT).
[108] In Norway there are special facilities for female victims of trafficking in human beings as well as shelters provided by municipalities for victims of THB.

ANNEX 3 RECEPTION CONDITIONS AND OTHER QUALITY CRITERIA

Table A3.1 Comparative overview basic material reception conditions

Member State	Food	Clothing	Financial allowance
Austria	**In kind or financial allowance:** Individual accommodation *adult*: €200; *minor:* €90; *UAM:* €180 per month Organised reception facilities (paid to the operator)[109] *general:* €19 per day/person; *UAM:* €77(apartment-sharing); €62 (residential home); €39 (supervised accommodation)per day *Art. 6 and 9 of the Basic Welfare Support Agreement and the Agreement Increasing Maximum Amounts*[110]	**In kind or financial allowance for** €150 per year/person *Art. 6 and 9 of the Basic Welfare Support Agreement and the Agreement Increasing Maximum Amounts*	In addition to food and clothing, beneficiaries receive: Housing allowance (for individual accommodation) Single person: €120 per month/person Family: €240 per month/family Pocket money (not for those in individual accommodation) €40 per month/person *Art. 6 and 9 of the Basic Welfare Support Agreement and the Agreement Increasing Maximum Amounts*
Belgium	**Provision of food** in collective reception facilities **Provision of meal vouchers or financial allowance** for food in individual reception in municipalities **Financial allowance** for food in rent-free private housing ranging from 44 to 69 euro/week for a householder, non-accompanied minor or single adult *Art. Article 6 of the Reception Act*	Provision of clothing in collective reception facilities *Art. Article 6 of the Reception Act*	**Pocket money** provided in collective reception facilities: Minors up to 12 years old:€4.50; minor of 12 years or older: €7.40; UAM: €5.70 per week; adult: €7.40 per week This amount can be raised up to €125per month if the asylum seeker does community service **Financial allowance** in individual reception in municipalities for food and basic commodities **Financial allowance** in rent-free private housing €44 to €69 week for a householder, non-accompanied minor or single adult *Art. Article 6 of the Reception Act*
Cyprus	**Provision of meals daily** in reception and accommodation centers (incl. private hotel centers) **Financial allowances** for food and clothing for persons in individually arranged accommodation a single person: from **€**150 per month a couple: €225 per month a family of 3 persons: €300 per month a family of 4 persons and above: **€**375 per month *Note: The beneficiaries receive the above allowances exclusively for food and clothing. It does not include the allowance for rent and other expenses i.e. electricity, water, minor expenses. The Social Welfare Services are responsible for the provision of material reception conditions in the form*	**Financial allowances** for food and clothing in individually arranged accommodation a single person: **€**150 per month a couple: €225 per month a family of 3 persons: €300 per month a family of 4 persons and above: **€**375 per month *Note: The beneficiaries receive the above allowances exclusively for food and clothing. It does not include the allowance for rent and other expenses i.e. electricity, water, minor expenses. The Social Welfare Services are responsible for the provision of material reception conditions in the form of monthly vouchers that cover the applicants' needs for food and clothing.* **Provision of clothing** in reception and accommodation center *Refugee Law Regulations for Reception Conditions (2005-2013) (latest amendment on July 19, 2013)*	**Financial allowance** in reception and accommodation centers for any personal expenses a single person: €40 per person/per month dependent family member: €10 per person/per month In addition to financial allowances provided for food and clothing, beneficiaries in individually arranged accommodation (the Social Welfare Services carry financial responsibility for these facilities) receive: **Financial allowance** for persons in individually arranged accommodation to cover rent, electricity, water and other expenses a single person: **€**170 per month a couple: €195 per month a family of 3 persons: €280 per month

[109] Covering food and housing.
[110] Applicable since 1st March with retroactive effect as of 1st January 2012.

Member State	Food	Clothing	Financial allowance
	of monthly vouchers that cover the applicants' needs for food and clothing.Refugee Law Regulations for Reception Conditions (2005-2013) (latest amendment on July 19, 2013)		a family of 4 persons and above: **€**360 per month *Refugee Law Regulations for Reception Conditions (2005-2013) (latest amendment on July 19, 2013)*
Czech Republic	**Provision of food in reception facilities** adults:3 times a day children:5 times a day for children F**inancial allowances** in those facilities where equipped kitchens are available and applicants can cook on their own a single person: €4.5 per day *Act on Asylum (Act No. 325/1999, Coll.)*	**Provision of clothing** in reception facilities	**Financial allowance for food** in reception facilities a single person: €4.5 per day in facility where equipped kitchens are available and applicants can cook on their own (i.e. provision of food is not directly by the RFA). Where applicants receive food directly from the RFA, pocket money is provided (1.2 EUR per person per day). *Act on Asylum (Act No. 325/1999, Coll.)*
Germany	**Provision of food** in reception facilities **Financial allowance or benefits in kind** depending on each Federal Land *Section 3 of the Asylum Seekers Benefits Act*	**Provision clothing** in reception facilities **Financial allowance or benefits in kind** depending on each Federal Land *Section 3 of the Asylum Seekers Benefits Act*	**Money in cash** may be received by asylum seekers as an alternative to benefits in kind. **Pocket money** to cover personal daily requirements *Section 3 of the Asylum Seekers Benefits Act*
Estonia	**Provision of food in reception facilities** **Financial allowances** for applicants residing within the reception center only, for consumer expenses (calculated on the basis of minimal consumer expenses; support for family members is 80 % of the support provided to the applicant) (*Section 36 (3) of the Act on Granting International Protection to Aliens*)	**Provision of clothing** in reception facilities **Financial allowances** for applicants residing within the reception center for consumer expenses (calculated on the basis of minimal consumer expenses; support for family members is 80 % of the support provided to the applicant) (*Section 36 (3) of the Act on Granting International Protection to Aliens*)	**Provision of financial allowances** for applicants residing within the reception center for consumer expenses (calculated on the basis of minimal consumer expenses; support for family members is 80 % of the support provided to the applicant) (*Section 36 (3) of the Act on Granting International Protection to Aliens*)
Finland	**Provision of food in reception facilities** Meals can be arranged as part of reception services **Financial allowances in reception facilities** (*Section 15 of the Finish Act on the Reception of Persons seeking International Protection)*	**Financial allowances in reception facilities** Each applicant purchases clothing with the financial allowance. (*Section 15 of the Finish Act on the Reception of Persons seeking International Protection)*	**Financial allowances in reception facilities** (*Section 15 of the Finish Act on the Reception of Persons seeking International Protection)*
France	**Provision of food in certain reception facilities** **Financial allowances** for subsistence *Article R. 348-4 of the Code on Social Action and Family*)	No (*Legal provision not specified*)	**Financial allowances** in **reception facilities** depending on the family composition of asylum seekers (from €91 to 718 € per person/family) and the type of catering provided. **Temporary waiting list allowance** for asylum seekers that are not entitled to accommodation in a reception facility or accommodated in an emergency facility: adults: € 11.20per day in 2013 /person (*Articles L. 5423-8 to -27 of the Labour Code*)
Hungary	**Provision of food in reception facilities** adult: three meals (breakfast, lunch, dinner) a day or food allowance in equivalent value (with a maximum amount of 28500 HUF (about €85.6 person/month) children: five meals per day	**Provision of clothing** in reception facilities Appropriate for the season clothing are provided to asylum-seekers which mainly come from external donations.	**Financial allowances in reception facilities** From 7125HUF (about €23.9) to 28500 HUF (about €95.6)depending on age, medical and family status

Member State	Food	Clothing	Financial allowance
	Article 21 of the Asylum Act and the Government Decree	*Article 21 of the Asylum Act and the Government Decree*	*Article 22 of the Asylum Act and the Government Decree*
Ireland	**Provision of food** Applicants are entitled to cooked meals (*no legal basis; the current system is based on administrative decisions and Ministerial Circulars)*	**Financial allowances for clothing –** Applicants can make an application to a community welfare officer for an exceptional needs payment, which includes clothing. (*no legal basis; the current system is based on administrative decisions and Ministerial Circulars)*	**Financial allowances** for asylum seekers in **direct provision centres** adult: €19.10; child: €9.60 per week (*no legal basis; the current system is based on administrative decisions and Ministerial Circulars)*
Italy	**Provision of food** in collective initial/transit and collective open reception centres: Meals are provided three times a day **Provision of food** in the System for the Protection of Asylum Seekers and Refugees (SPRAR) facilities Food includes breakfast and two main meals – depending on the type of facility, food can be provided internally or externally By means of food stamps or catering services **Provision of food** in apartments via cash contributions or pre-paid food stamps *Operational Manual edited by the Central Service (Q5) based on Legislative Decree no.140 of May 30, 2005*	**Provision of clothing** in collective initial/transit and collective open reception centres. **Provision of clothing** System for the Protection of Asylum Seekers and Refugees (SPRAR) facilities Clothing and footwear are either provided directly or through shopping vouchers. *Operational Manual edited by the Central Service (Q5) based on Legislative Decree no.140 of May 30, 2005*	**Financial allowance** only in some collective centres. **Financial allowance** in System for the Protection of Asylum Seekers and Refugees (SPRAR) facilities Pocket money depending on the number of family members. *Operational Manual edited by Central Service in line with provisions of Legislative Decree no.140, 30 May 2005.*
Latvia	**Financial allowance for subsistence and basic needs** in the reception centre (€2.15) *Cabinet of Ministers Regulation No.24 of 12 January 2010*	No legal provision Donated second-hand clothing is available for the asylum seekers at the reception centre.	**Financial allowance for subsistence and basic needs** in the reception centre (€2.15) *Cabinet of Ministers Regulation No.24 of 12 January 2010*
Lithuania	**Provision of food** Foreigners' Registration Centre (FRC) Adults receive 3 meals per day and minors receive 4 meals per day. Refugees Reception Centre (RRC) – only for UAMs UAMs can get allowance for meals (LTL 210) or choose centralized canteen meals. *Resolution of the Government of Lithuania on "Approval of Order and Conditions of Temporary Accommodation of Foreigners in the Foreigners' Registration Centre"//29 January, 2001.* *Order of the Minister of Social Security and Labour on „Approval of the Order and Conditions of Accommodation of Foreigners in the Refugee Reception Centre, Organisation of Foreigners' Occupation and Application of Disciplinary Measures, Implementation of the Right of Foreigner to Receive Monthly Allowance for Minor Expenses and the Right to Receive Compensation for the Use of Public Transport"// 13*	**Provision of clothing** Foreigners' Registration Centre (FRC) Where possible, individuals may be provided with free clothing and footwear. Refugees Reception Centre (RRC) Where possible, residents are supplied with clothing and footwear. *Resolution of the Government of Lithuania on "Approval of Order and Conditions of Temporary Accommodation of Foreigners in the Foreigners' Registration Centre"//29 January, 2001.* *Order of the Minister of Social Security and Labour on „Approval of the Order and Conditions of Accommodation of Foreigners in the Refugee Reception Centre, Organisation of Foreigners' Occupation and Application of Disciplinary Measures, Implementation of the Right of Foreigner to Receive Monthly Allowance for Minor Expenses and the Right to Receive Compensation for the Use of Public Transport"// 13 February,*	Foreigners' Registration Centre (FRC) and Refugees Reception Centre (RRC) monthly allowance comprises 10 per cent of the state-supported income (35 LTL) *Resolution of the Government of Lithuania on "Approval of Order and Conditions of Temporary Accommodation of Foreigners in the Foreigners' Registration Centre"//29 January, 2001.* *Order of the Minister of Social Security and Labour on „Approval of the Order and Conditions of Accommodation of Foreigners in the Refugee Reception Centre, Organisation of Foreigners' Occupation and Application of Disciplinary Measures, Implementation of the Right of Foreigner to Receive Monthly Allowance for Minor Expenses and the Right to Receive Compensation for the Use of Public Transport"// 13 February, 2002*

Member State	Food	Clothing	Financial allowance
	February, 2002.	*2002.*	
Luxembourg	**Provision of food/financial allowance** Food is either directly provided or beneficiaries have the opportunity to buy food in the reception facilities and cook for themselves *Art. 1 of the Grand Ducal Regulation of 8 June 2012*	No legal entitlement to clothing	**Financial allowance** Financial allowance varies according to the food provision system. If meals are provided, the financial allowance is as follows: adult: €25; children: €12.5; UAM (aged between 16 and 18): €25 per month If food is not provided, , the financial allowance is as follows: 225€ for an adult, 300€ for a household of 2 persons, 200€ for an additional adult, 173€ for a teenager aged between 12 and 18 years, 140€ for a child under twelve years and 225€ for UAM *Art. 8 of the Grand Ducal Regulation of 8 06 2012*
Netherlands	**Financial allowance** for food, clothing and other expenses- provided weekly *Section 9 paragraph 1 of the Central Agency for the Reception of Asylum Seekers Act*	**Financial allowance** for food, clothing and other expenses- provided weekly *Section 9 paragraph 1 of the Central Agency for the Reception of Asylum Seekers Act*	**Financial allowance** for food, clothing and other expenses- provided weekly *Section 9 paragraph 1 of the Central Agency for the Reception of Asylum Seekers Act*
Poland	**Provision of food** meals are provided three times a day **Financial allowance** for parents of children up to 6 years of age and children attending school to prepare meals for their children. *Act of 13 June 2003 on granting protection to foreigners on the territory of the Republic of Poland [Dz. U. of 2012, item 680]; Annex to the Ordinance of the Minister of Interior of 6 December 2011 [Dz. U. of 2011, No. 282, item 1654];Ordinance of the Minister of Interior and Administration of 10 November 2011 [Dz. U. of 2011, No. 261, item 1564]*	**One-off financial assistance for the purchase of clothing and footwear** PLN 140 (€35) *Act of 13 June 2003 on granting protection to foreigners on the territory of the Republic of Poland [Dz. U. of 2012, item 680]; Annex to the Ordinance of the Minister of Interior of 6 December 2011 [Dz. U. of 2011, No. 282, item 1654];Ordinance of the Minister of Interior and Administration of 10 November 2011 [Dz. U. of 2011, No. 261, item 1564]*	**Financial allowances** in reception facilities Pocket money amounting to PLN 50 (approx. EUR 11) per month ; A fixed amount for the purchase of personal hygiene products, amounting to PLN 20 per month (approx. EUR 5); Financing of transportation to participate in the proceedings for granting the refugee status; attending medical examinations or vaccination, and in other justified cases. **Financial allowances for applicants** residing outside reception facilities Depending on the number of family members, the daily amount ranges from PLN 25 (approx. € 6,25) to PLN 12.50 (approx. € 3)
Portugal	**Provision of food** Food is provided in kind, obtained by the participation of public bodies that finance it, and by civil society bodies [e.g.: Banco Alimentar contra a Fome (Food Bank) that provides food to reception centres to be redistributed among international protection applicants]	**Provision of clothing** Clothes obtained by the support of civil society bodies	**Pocket Money** Monthly support amounting to €150
Slovak Republic	**Provision of food** Meals are provided three times a day *Article 22 of the Act on Asylum*	**Provision of clothing** *There is no legal basis, however clothing provision is included in the category of "items necessary for living". All needs in this regard are assessed on an individual basis.* *No legal basis*	**Pocket money** €0.40 per adult; €0.27 per children of up to 18 years of age per day paid on a monthly basis *Instruction of the Director of the Migration Office of the Ministry of Interior on issuing the internal order of the reception centre and internal order of the accommodation centre*
Spain	**Provision of food** Meals are provided three times a day; children and vulnerable groups get two additional intermediate meals	**Provision of clothing** At refugee reception centres applicants have access to the maximum amount of 181,70€ for clothing and shoes, twice a year.	**Financial allowance at reception facilities** 51,60 € per adult, on a monthly basis, plus monthly travel card cost. 19,06€ per child under 18, on a monthly basis.

Member State	Food	Clothing	Financial allowance
			181,70 per baby birth.
Sweden	**Provision of food** At some reception facilities, food is provided in kind. Usually it is not provided in kind, but in the form of a financial allowance.	**Provision of clothing** The financial allowance includes a provision for clothing.	**Financial allowance** The financial allowance covers costs for clothes, shoes, medical care and medicine, dental care, toiletries, other consumables and leisure activities. The amount depends on whether or not food is provided in kind. If food is provided in kind, the amount is as follows: 2,82 EUR per single adults per day; 2,23 EUR for adults sharing accommodation; 1,41 EUR for children up to and including 17 years. If food is not provided in kind, the financial allowance is as follows: 8,35 EUR for single adults; 7,18 EUR for adults sharing accommodation; 4,35 EUR for children aged <3 years; 5,06 EUR for children aged between 4-10 years; 5,88 EUR for children aged 11-17 years.
United Kingdom	**Provision of food** in the initial accommodation centre **Financial allowances** for essential living needs for persons granted support *Part VI of the Immigration and Nationality Act 1999 and the Asylum Support Regulations 2000 set*	No specific provision General financial allowance provided *Part VI of the Immigration and Nationality Act 1999 and the Asylum Support Regulations 2000 set*	No financial allowance for applicants housed in initial accommodation prior to being allocated longer term dispersal accommodation. Persons granted support may be allocated accommodation (utilities paid) and/or an allowance to cover "essential living needs". *Part VI of the Immigration and Nationality Act 1999 and the Asylum Support Regulations 2000 set*
Norway	**Provision of food** **Financial allowances** A higher financial allowance is received when applicant is not accommodated in reception facilities with catering (*No legal basis*)	**Provision of clothing** (*No legal basis*)	**Financial allowance** The amount varies according to type of accommodation (smaller amount in transit centres), family composition (older children receives more than younger) and whether the centre is catered or not. (*No legal basis*)

Table A3.2 Available surface per applicant in square meters[111]

Member State	Collective initial/transit reception centres	Collective reception centres	Special reception centres or facilities for vulnerable groups	Special separate reception centres for unaccompanied minors	Private houses or flats[112]	Private hotels[113]	Individually arranged accommodation	Other premises
Austria	NA	NA	NA	NA	NA	NA	NA	NA

[111] "NA" = Not available. "-" = information not provided.
[112] Arranged and paid for by the competent authorities.
[113] Arranged and paid for by the competent authorities.

Member State	Collective initial/transit reception centres	Collective reception centres	Special reception centres or facilities for vulnerable groups	Special separate reception centres for unaccompanied minors	Private houses or flats[112]	Private hotels[113]	Individually arranged accommodation	Other premises
Belgium	4m²/pp/bedroom, 1,3m²/pp/ restaurant, 30m²/50p/ multifunctional room, 10m²/visitors room, 12m²/medical office	4m²/pp/bedroom, 1,3m²/pp/ restaurant, 30m²/50p/ multifunctional room, 10m²/visitors room, 12m²/medical office	4m²/pp/bedroom, 1,3m²/pp/ restaurant, 30m²/50p/ multifunctional room, 10m²/visitors room, 12m²/medical office	4m²/pp/bedroom, 1,3m²/pp/ restaurant, 30m²/50p/ multifunctional room, 10m²/visitors room, 12m²/medical office	16m²/pp (the regional legislation varies from 15 to18m²/pp)	NA	NA	NA
Cyprus	NA	13 rooms with 12m² capacity of 4 persons and 9 rooms with 8m² capacity 2 of persons). The available surface is 3-4 m^2 per applicant.	NA	NA	NA	NA	NA	NA
Czech Republic	5 m² per person	5 m² per person	NA	NA	NA	NA	NA	NA
Germany	NA	4.5m^2 per person in Baden-Wuerttemberg; 7m2 per person in Bavaria; 6m2 per person in Berlin, Brandenburg, Mecklenburg-West Pomerania, Saxony and Thuringia	-	-	-	-	NA	NA
Greece	At least 4 m^2 per applicant	NA	NA	NA	NA	NA	NA	NA

Member State	Collective initial/transit reception centres	Collective reception centres	Special reception centres or facilities for vulnerable groups	Special separate reception centres for unaccompanied minors	Private houses or flats[112]	Private hotels[113]	Individually arranged accommodation	Other premises
Estonia	7.7 m² per person	18,15 m² per person	-	-	-	-	NA	NA
Finland	-	-	-	-	-	-	-	NA
France	-	Min 7m² per bedroom (for singles)	-	-	variable	variable	-	NA
Hungary	-	-	-	-	-	-	-	-
Ireland	no less than 11 cubic metres (m^3) per person	No less than 11 cubic metres (m^3) per person. All centres operate within the physical limitations of the premises' original use (hotel, college dormitory, hostel etc.	NA	-	NA	NA	NA	NA
Italy	NA	NA	NA	NA	2-3 people per room in apartments or maximum 4 persons per room in medium-sized collective facilities	NA	-	NA
Latvia	NA	5,73 m²	NA	NA	NA	NA	NA	NA
Lithuania	NA	5 m²	NA	-	NA	NA	NA	NA
Luxembourg	-	9 m²	-	-	-	-	-	-
Netherlands	minimum 5 m²	minimum 5 m²	minimum 5 m²	minimum 5 m²	NA	NA	NA	NA
Poland	Living quarters: - single or double rooms: at least 6 m2 - triple rooms or larger: additionally at	Living quarters: - single or double rooms: at least 6 m2 - triple rooms or larger: additionally at	Living quarters: - single or double rooms: at least 6 m2 - triple rooms or larger: additionally at	NA	NA	NA	NA	NA

Member State	Collective initial/transit reception centres	Collective reception centres	Special reception centres or facilities for vulnerable groups	Special separate reception centres for unaccompanied minors	Private houses or flats[112]	Private hotels[113]	Individually arranged accommodation	Other premises
	least 2 m2 per person	least 2 m^2 per person	least 2 m2 per person					
Portugal	22,85 m2 per applicant, including rooms, social and meal areas	67,04 m2 per applicant, including rooms, social and meal areas	-	40,31 m2 per applicant, including rooms, social and meal areas	various	various	-	NA
Slovak Republic	6 m²	6 m²	6 m²	NA	NA	NA	NA	NA
Spain	N/A	N/A	N/A	N/A		N/A	N/A	
Sweden	12-15 m²	12-15 m²	NA	NA	12-15 m²	12-15 m²	NA	NA
United Kingdom	10 m2 for a bedroom for one person; 15m2 for a bedroom for two persons.	NA	NA	NA	-	NA	NA	In detention facilities, room sizes range from 9.5m2 to 15.28m2
Norway	No minimum standards	-	-	-	-	NA	NA	No minimum standards

Table A3.3 Supervision rate (number of staff per applicant)

Member State	Collective initial/transit reception centres	Collective reception centres	Special reception centres or facilities for vulnerable groups	Special separate reception centres for unaccompanied minors	Private houses or flats	Private hotels	Individually arranged accommodation	Other premises
Austria	1:170 *Art. 9 of the Basic Welfare Support Agreement*	1:170 *Art. 9 of the Basic Welfare Support Agreement*	1:170 *Art. 9 of the Basic Welfare Support Agreement*	1:10 in apartment sharing groups, 1:15 in residential homes and 1:20 in supervised or other	1:170 *Art. 9 of the Basic Welfare Support Agreement*	1:170 *Art. 9 of the Basic Welfare Support Agreement*	1:170 *Art. 9 of the Basic Welfare Support Agreement*	NA

Member State	Collective initial/transit reception centres	Collective reception centres	Special reception centres or facilities for vulnerable groups	Special separate reception centres for unaccompanied minors	Private houses or flats	Private hotels	Individually arranged accommodation	Other premises
				accommodation *Art. 9 of the Basic Welfare Support Agreement*				
Belgium	-	50 files per social worker	-	Each centre for observation and orientation for UAMs has 30.5 employees for 50 UAMs whereas during the second phase of reception there are 14 employees for 40 UAMs	10 to 15 files per social worker	NA	NA	NA
Cyprus	NA	Supervision rate is 1:6. (Staff at Kofinou includes 6 officers, 2 cleaning women, 1 caretaker, 1 admin officer, 1 social worker, 1 psychologist)	NA	NA	NA	Supervision rate is 1:35. Regular hotel staff working as part of the special conditions of the contract with the external provider is excluded from this rate)	NA	NA
Czech Republic	on average 1 employee for 10 clients	on average 1 employee for 10 clients	NA	NA	NA	NA	NA	NA

Member State	Collective initial/transit reception centres	Collective reception centres	Special reception centres or facilities for vulnerable groups	Special separate reception centres for unaccompanied minors	Private houses or flats	Private hotels	Individually arranged accommodation	Other premises
Germany	1 to 100 applicants in Brandenburg and Lower Saxony; 1 to 100-150 applicants in Hamburg; 7.5 carers per 400 applicants in Schleswig-Holstein; information for other Länder is not comparable or not provided	1 to 150 in Bavaria; 1 to 97 in Hamburg	-	-	NA	NA	NA	NA
Greece	the number of employees is not stable	the number of employees is not stable	the number of employees is not stable	the number of employees is not stable	NA	NA	NA	NA
Estonia	1 official per 8 persons	1 official for 17.5 persons	NA	NA	NA	NA	NA	-
Finland	-per 100 residents, there should be 6-7 staff persons; -per 150 residents, 7-8 staff persons; -per 200 residents, there should be 9-10 staff persons; -per 250 residents, 10-11 persons;	-per 100 residents, there should be 6-7 staff persons; -per 150 residents, 7-8 staff persons; -per 200 residents, there should be 9-10 staff persons; -per 250 residents, 10-11 persons;	-per 100 residents, there should be 6-7 staff persons; -per 150 residents, 7-8 staff persons; -per 200 residents, there should be 9-10 staff persons; -per 250 residents, 10-11 persons;	1) 3 employees per 10 children; 2) 6 employees per 20 minors; 3) 9-12 employees per 21-40 residents	1) 8-9 employees per 100 beds; 2) 10-11 employees per 150 beds; 3) 11-13 employees per 200 beds	-	-	In detention units there are 24 employees per 40 beds

Member State	Collective initial/transit reception centres	Collective reception centres	Special reception centres or facilities for vulnerable groups	Special separate reception centres for unaccompanied minors	Private houses or flats	Private hotels	Individually arranged accommodation	Other premises
	-per 300 residents, 11-12 persons; -per 350 residents, 13-15 persons; -per 450 residents, 16-19 persons	-per 300 residents, 11-12 persons; -per 350 residents, 13-15 persons; -per 450 residents, 16-19 persons	-per 300 residents, 11-12 persons; -per 350 residents, 13-15 persons; -per 450 residents, 16-19 persons					
France	1 staff member for 2/4 persons	1 staff member for 10/15 persons	-	-	supervision rates vary, but is assured by regional reception platforms for asylum seekers	supervision rates vary, but is assured by regional reception platforms for asylum seekers	supervision rates vary, but is assured by regional reception platforms for asylum seekers	-
Hungary	-	-	-	-	-	-	-	-
Ireland	-	this is individually decided in contract depending on geographical position and the type of centre involved	-	-	-	-	-	NA
Italy	NA	NA	NA	NA	NA	NA	-	NA
Latvia	NA	0.07 - The calculation has been made assuming that there are 100 persons staying at the centre	NA	NA	NA	NA	NA	NA
Lithuania	NA	The Centre has 86	NA	The Centre employs	NA	NA	NA	NA

Member State	Collective initial/transit reception centres	Collective reception centres	Special reception centres or facilities for vulnerable groups	Special separate reception centres for unaccompanied minors	Private houses or flats	Private hotels	Individually arranged accommodation	Other premises
		staff members (the staff also works with foreigners in detention living in the centre)		10 employees who also work with unaccompanied minors asylum seekers				
Luxembourg	-	-	-	-	-	-	-	-
Netherlands	-	-	-	-	-	-	NA	NA
Poland	1:90	1:90	1:90	-	-	-	-	-
Portugal	9:47	19:47	-	10:13	-	-	-	-
Slovak Republic	2 social workers per 30 applicants	2 social workers per 30 applicants	2 social workers per 30 applicants	NA	NA	NA	NA	NA
Spain	N/A	N/A	N/A	N/A		N/A	N/A	
Sweden	1 employee per 25 applicants	NA	NA	NA	1 employee per 39 applicants	NA	1 employee per 64 applicants	NA
United Kingdom	-	-	-	-	-	-	-	In detention facilities, the ratio of Detainee Custody Officers (DCOs) to detainees is based on risk assessment and varies from centre to centre.
Norway	No minimum standards	No minimum standards	No minimum standards	No minimum standards	No minimum standards	No minimum standards	No minimum standards	No minimum standards

Table A3.4 Possibility of leisure activities

Member State	Collective initial/transit reception centres	Collective regular reception centres	Special reception centres or facilities for vulnerable groups	Special separate reception centres for unaccompanied minors	Private houses or flats: arranged and paid for by competent authorities	Private hotels: arranged and paid for by competent authorities	Individually arranged accommodation	Other premises
Austria	**Yes** Activities vary depending on the reception facilities. They usually include language and integration courses, IT courses, sports and excursions	**Yes** Activities vary depending on the reception facilities. They usually include language and integration courses, IT courses, sports and excursions	**Yes** Activities vary depending on the reception facilities. They usually include language and integration courses, IT courses, sports and excursions	**Yes** Language courses and daily routine activities; the latter vary depending on the reception facilities.	**Yes** Activities vary depending on the reception facilities. They usually include language and integration courses, IT courses, sports and excursions	**Yes** Activities vary depending on the reception facilities. They usually include language and integration courses, IT courses, sports and excursions	**No**	**NA**
Belgium	**Yes**	**Yes** Various activities such as sport events, cultural excursions, training courses such as language or computer lessons, sewing or cooking and technical training	**Yes** Each centre has a budget to organise activities or to allow participation in activities outside the centre	**Yes** Each centre has a budget to organise activities or to allow participation in activities outside the centre	**Yes** The local reception initiatives organise activities themselves or pay for leisure activities for residents	NA	**NA**	**NA**
Cyprus	**NA**	**Yes** playground for children; access to the internet and cable TV; a library room; Greek lessons A games / basketball	**NA**	**NA**	**NA**	**Yes** Educational games / sports for the children; educational seminars; Greek lessons; organised field trips for the	**NA**	**NA**

Member State	Collective initial/transit reception centres	Collective regular reception centres	Special reception centres or facilities for vulnerable groups	Special separate reception centres for unaccompanied minors	Private houses or flats: arranged and paid for by competent authorities	Private hotels: arranged and paid for by competent authorities	Individually arranged accommodation	Other premises
		field is planned				residents		
Czech Republic	**Yes** Libraries, Internet rooms, sports grounds, various workshops (for fine arts, manual crafts, music), children's centres, low entry level Czech language lessons	**Yes** in open centres, there is also additionally an opportunity for leisure-time activities outside the reception centres (for example, various trips)	**NA**	**NA**	**NA**	**NA**	**NA**	**NA**
Germany	**-**	**-**	**-**	**-**	**-**	**-**	**-**	**-**
Greece	**Yes**	**Yes.** Sport activities (football, tae-kwon-do etc), educational activities, cinema, excursions.	**Yes.** Sport activities (football, tae-kwon-do etc), educational activities, cinema, excursions.	**Yes.** Sport activities (football, tae-kwon-do etc), educational activities, cinema, excursions.	**NA**	**NA**	**NA**	**NA**
Estonia	**Yes** Library, board games, football	**Yes** The centre has a computer, a TV (cable TV with French, Russian, English channels), a sports room (exerciser, table tennis, pool,	**NA**	**NA**	**NA**	**NA**	**NA**	**-**

Member State	Collective initial/transit reception centres	Collective regular reception centres	Special reception centres or facilities for vulnerable groups	Special separate reception centres for unaccompanied minors	Private houses or flats: arranged and paid for by competent authorities	Private hotels: arranged and paid for by competent authorities	Individually arranged accommodation	Other premises
		badminton, football, volleyball equipment), a library; gardening (vegetables in the garden) and handicraft						
Finland	**Yes** Activities vary depending on the reception facilities, but commonly include clubs for sports, art, cooking, or excursions	**Yes** Activities vary depending on the reception facilities, but commonly include clubs for sports, art, cooking, or excursions	**Yes** Activities vary depending on the reception facilities, but commonly include clubs for sports, art, cooking, or excursions	**Yes** Activities vary depending on the reception facilities. In supported living units, basic education is organised for UAMs	**Yes** language lessons	**Yes** Activities vary depending on the reception facilities, but commonly include clubs for sports, art, cooking, or excursions	**No**	**Yes** In the detention unit, there is a gym, a small outdoor recreational area and home entertainment devices
France	**-**	**Yes** Activities vary depending on the reception facilities, but could include information sessions on life in France, on health system and health prevention, especially for	**-**	**-**	**No**	**No**	**Yes** Activities vary depending on the reception facilities, but could include information sessions on life in France, on health system and health prevention, especially for parents, collective leisure activities, provided by social	**Yes**

Member State	Collective initial/transit reception centres	Collective regular reception centres	Special reception centres or facilities for vulnerable groups	Special separate reception centres for unaccompanied minors	Private houses or flats: arranged and paid for by competent authorities	Private hotels: arranged and paid for by competent authorities	Individually arranged accommodation	Other premises
		parents, collective leisure activities, provided by social workers					workers	
Hungary	**-**	**Yes** social and community workers of the reception facility organise different activities, such as drawing, music activities, film clubs, cooking or sport events. Every facility have computer and community rooms, sport fields and playground	**-**	**Yes** social and community workers of the reception facility organise different activities, such as drawing, music activities, film clubs, cooking or sport events. Every facility have computer and community rooms, sport fields and playground	**-**	**Yes** social and community workers of the reception facility organise different activities, such as drawing, music activities, film clubs, cooking or sport events. Every facility have computer and community rooms, sport fields and playground	**-**	**-**
Ireland	**-**	**Yes** Activities vary depending on the reception facilities.	**-**	**Yes** All UAMs are provided with leisure activities as well as activities related to specific spiritual and cultural	**-**	**-**	**-**	**-**

Member State	Collective initial/transit reception centres	Collective regular reception centres	Special reception centres or facilities for vulnerable groups	Special separate reception centres for unaccompanied minors	Private houses or flats: arranged and paid for by competent authorities	Private hotels: arranged and paid for by competent authorities	Individually arranged accommodation	Other premises
				need				
Italy	**Yes** reading books, newspapers and magazines; playing board games; sports; workshops and other depending on the operator	**Yes** reading books, newspapers and magazines; playing board games; sports; workshops and other depending on the operator	**Yes** reading books, newspapers and magazines; playing board games; sports; workshops and other depending on the operator	**Yes** reading books, newspapers and magazines; playing board games; sports; workshops and other depending on the operator	**Yes** reading books, newspapers and magazines; playing board games; sports; workshops and other depending on the operator	**-**	**-**	**Yes** reading books, newspapers and magazines; playing board games; sports; workshops and other depending on the operator
Latvia	**NA**	**Yes** access to a gym, 2 computer classes, a library, a children's playroom and TV sets, Latvian language e-study	**NA**	**NA**	**NA**	**NA**	**NA**	**NA**
Lithuania	**NA**	**Yes** Library, sport activities, cultural events and crafts	**NA**	**Yes** Lithuanian language courses; vocational guidance activities; psychological counselling; library services and the media (Internet, TV and radio); sports; cultural	**NA**	**NA**	**NA**	**NA**

Member State	Collective initial/transit reception centres	Collective regular reception centres	Special reception centres or facilities for vulnerable groups	Special separate reception centres for unaccompanied minors	Private houses or flats: arranged and paid for by competent authorities	Private hotels: arranged and paid for by competent authorities	Individually arranged accommodation	Other premises
				events				
Luxembourg	**Yes** adults (workshops) or children (outdoor activities)	**Yes** adults (workshops) or children (outdoor activities)	**Yes** adults (workshops) or children (outdoor activities)	**Yes** adults (workshops) or children (outdoor activities)	**NA**	**No**	**NA**	**NA**
Netherlands	**Yes** sports, playgrounds, computer rooms	**Yes** sports, playgrounds, computer rooms	**Yes** sports, playgrounds, computer rooms	**Yes** sports, playgrounds, computer rooms	**NA**	**NA**	**NA**	**NA**
Poland	**Yes** community centres, schools, kindergartens, sport grounds, TV rooms for each sex, a room for religious practice, computer rooms (in 4 centres)	**Yes** community centres, schools, kindergartens, sport grounds, TV rooms for each sex, a room for religious practice, computer rooms (in 4 centres)	**Yes** community centres, schools, kindergartens, sport grounds, TV rooms for each sex, a room for religious practice, computer rooms (in 4 centres)	**NA**	**NA**	**NA**	**NA**	**NA**
Portugal	**Yes** Areas dedicated to social and leisure activities, with television and magazines	**Yes** Areas dedicated to social and leisure activities; kitchen; area with 2nd hand clothes; library and media centre; children area (day-care/kindergarten); internet kiosks;	**NA**	**Yes** Areas dedicated to social and leisure activities; 2nd hand clothes; children area (day-care/kindergarten); There are other activities promoted such as sociocultural	**NA**	**NA**	**NA**	**NA**

Member State	Collective initial/transit reception centres	Collective regular reception centres	Special reception centres or facilities for vulnerable groups	Special separate reception centres for unaccompanied minors	Private houses or flats: arranged and paid for by competent authorities	Private hotels: arranged and paid for by competent authorities	Individually arranged accommodation	Other premises
		laundry; open-air sports field (5 a-side football, basketball and handball). There are also other activities promoted such as sociocultural visits, handicraft workshops, cinema, participation in the theatre group, voluntary work (maintenance work, food distribution, translation and/or social mediation work in the Refugee Reception Centre – CAR).		visits, sports and cultural activities and handicraft workshops (basketball, hip-hop, jiu-jitsu, cooking workshops) and also encouraged the learning of basic housekeeping tasks.				
Slovak Republic	Yes Sports playground, a fitness room, a room for children, a dayroom, a TV room and internet room, library; art therapy and ergotherapy;	Yes Sports; language courses; cultural events; hobby workshop, TV room, internet room, library, fitness room.	Yes Sports; language courses; cultural events; greenhouse for growing their own vegetables, and a hobby workshop; TV room, internet room,	**NA**	**NA**	**NA**	**NA**	**NA**

Member State	Collective initial/transit reception centres	Collective regular reception centres	Special reception centres or facilities for vulnerable groups	Special separate reception centres for unaccompanied minors	Private houses or flats: arranged and paid for by competent authorities	Private hotels: arranged and paid for by competent authorities	Individually arranged accommodation	Other premises
	sports and cultural events		library, fitness room.					
Spain	No	Yes	Yes	**N/A**	**No**	**No**	**Yes**	
Sweden	Possible; not provided by the Swedish Migration Board, but by municipalities and NGOs	Possible; not provided by the Swedish Migration Board, but by municipalities and NGOs	NA	Possible; not provided by the Swedish Migration Board, but by municipalities and NGOs	Possible; not provided by the Swedish Migration Board, but by municipalities and NGOs	Possible; not provided by the Swedish Migration Board, but by municipalities and NGOs	**NA**	**NA**
United Kingdom	**No**	**NA**	**NA**	**NA**	**No**	**NA**	**NA**	**Yes** In detention facilities leisure include library, gym, sports hall, outdoor games area, adult education centre, internet access, health centre
Norway	**Yes** language courses and recreational activities such as sports and hobbies	**Yes** language courses and recreational activities such as sports and hobbies	**Yes** language courses and recreational activities such as sports and hobbies	**Yes** language courses and recreational activities such as sports and hobbies	Not specified in the agreement between UDI and the responsible municipality	**NA**	**NA**	**NA**

Table A3.5 Overview of material and non-material reception conditions

Member State	Food	Clothing	Financial allowance	Emergency healthcare	Medical care	Psychological care	Free legal assistance	Interpretation services	Access to education	Access to vocational training	Access to employment
Austria	✓	✓	✓ i.e. 'pocket money'; not for those in individual accommodation	✓	✓	✓ only for UAM in case of need	✓ in the asylum procedure	✓	✓ Only during the first 9 school years and not in admissibility procedures	✓ only for applicants until the age of 25 who are admitted to the asylum procedure for at least 3 months; restricted to shortage occupations	✓ 3 months after the applicant was admitted to the asylum procedure; restricted to self-employment and seasonal work in tourism, agriculture or forestry
Belgium	✓ except individually arranged accommodation	✓ Except individually arranged accommodation	✓ Except individually arranged accommodation	✓	✓	✓	✓	✓	✓ except collective initial/transit reception centres, special reception centres for UAMs and private hotels	✓ except collective initial/transit reception centres, special reception centres for UAMs and private hotels	✓ except collective initial/transit reception centres
Cyprus	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓ after 6 months
Czech Republic	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓ (after expiration of 365 days from the start of the asylum procedure)
Germany	✓	✓	✓	✓	✓	✓	✓ The initial reception centres are obligated to inform asylum seekers which organizations provide legal counsel. Free services by lawyers are not included	✓			✓ Subordinate work permit after 12 months

Member State	Food	Clothing	Financial allowance	Emergency healthcare	Medical care	Psychological care	Free legal assistance	Interpretation services	Access to education	Access to vocational training	Access to employment
Greece	✓ Not in private accommodation	✓ Not in private accommodation	✓	✓	✓	✓ In private accommodation only when run by NGOs	✓ Not in private accommodation		✓ Except initial centres	✓ Except initial centres	✓ Except initial centres
Estonia	✓ except collective open reception centres	✓	✓ except collective initial/transit reception centres	✓	✓	✓ except collective open reception centres	✓	✓ except collective open reception centres	✓	✓	✓ after 12 months if no decision on the application status has been reached except collective open reception centres
Finland	✓ except collective open reception centres, private houses, private hotels and individually arranged accommodation	Clothing is only provided in special reception centres for UAMs	✓	✓	✓	✓	✓	✓	✓		✓ after 3 months
France	✓ (only in transit centres)		✓	✓	✓	✓	✓	✓ On site or off site, for the asylum procedure	✓		✓ after 12 months of submitting an application (in first instance) for international protection
Hungary	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Ireland	✓	✓	✓	✓	✓	✓	✓	✓	✓		
Italy	✓	✓	✓ except in collective initial/transit centres	✓	✓	✓	✓	✓	✓	✓ except in collective initial/transit centres and collective	✓ except in collective initial/transit centres and collective open

Member State	Food	Clothing	Financial allowance	Emergency healthcare	Medical care	Psychological care	Free legal assistance	Interpretation services	Access to education	Access to vocational training	Access to employment
										open reception centres	reception centres
Latvia	(only provided by ERF project)		✓	✓	✓	(only provided by ERF project)	✓	✓	✓		✓ After 1 year has passed since the submission of the application for international protection, but the 1st instance has not passed the decision and it is not due to the asylum seeker's fault.
Lithuania	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	
Luxembourg	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓[114]
Netherlands	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓ except in collective initial/transit centres
Poland	✓	✓	✓	✓	✓	✓	✓organised by NGOs	✓	✓	✓organised by NGOs	✓
Portugal	✓ Only in collective initial/transit, regular (open) or for UAM reception centres	✓ Only in collective initial/transit, regular (open) or for UAM reception centres	✓ except in collective initial/transit	✓	✓	✓	✓	✓	✓ except in collective initial/transit	✓ except in collective initial/transit	✓ except in collective initial/transit
Slovak Republic	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓ applicant may enter employment in case he/she has not received a final decision on his/her

[114] If the procedure lasts more than 9 months the applicant can apply for a temporary working permit.

Member State	Food	Clothing	Financial allowance	Emergency healthcare	Medical care	Psychological care	Free legal assistance	Interpretation services	Access to education	Access to vocational training	Access to employment
											application within one year from the start of the procedure
Spain	✓	✓	✓	✓	✓	✓	✓	✓	✓ Except initial/transit facilities	✓ Except initial/transit facilities	✓ Except initial/transit facilities
Sweden	✓ at some reception facilities, food is provided in kind. Usually it is not provided in kind, but in the form of a financial allowance.	✓ the financial allowance includes a provision for clothing	✓	✓	✓ care that cannot be deferred. UAMs have same rights as Swedish children		✓	✓	✓ except in initial/transit reception facilities		✓
United Kingdom	✓		✓ except in collective initial/transit centres	✓	✓ (full access to primary medical care)	✓	✓	✓	✓	✓	✓ applicant may enter employment in case he/she has not received a final decision on his/her application within one year from the start of the procedure
Norway	✓	✓	✓	✓	✓ except in collective initial/transit centres	✓ except in collective initial/transit centres	✓ UAMs receive assistance in conjunction of the application claims. All other applicants receive assistance after final rejection on application	✓	✓ children between 6 and 16 have a right and obligation if their stay in NO exceeds 3 months	✓ except in collective initial/transit centres	✓

ANNEX 4 FLEXIBILITY

Table A4.1 Number of asylum and new asylum applicants per (Member) State, 2008-2012[115]

Member State	2008		2009		2010		2011		2012	
	All	New	All	New	All	New	All	New	All	New
European Union (27 countries)	226,330	153,980	266,395	197,465	260,835	208,945	303,645	257,495	335,380	276,630
Austria	12,750	NA	15,815	NA	11,060	NA	14,455	NA	17,450	NA
Belgium	15,940	11,395	22,955	17,215	26,560	21,815	32,270	25,585	28,285	18,450
Bulgaria	745	595	855	700	1,025	855	890	705	1,385	1,230
Cyprus	3,920	3,920	3,200	3,200	2,875	2,835	1,770	1,745	1,635	1,590
Czech Republic	1,650	1,050	1,245	630	790	390	755	485	755	515
Denmark	2,375	2,375	3,775	3,775	5,100	5,100	3,985	3,985	6,075	6,075
Estonia	15	15	40	35	35	30	65	65	75	75
Finland	3,770	NA	5,700	NA	3,675	NA	2,975	NA	3,115	2,920
France	41,845	NA	47,625	42,070	52,725	48,030	57,335	52,140	61,465	55,255
Germany	26,945	21,365	33,035	27,650	48,590	41,330	53,345	45,740	77,650	64,540
Greece	19,885	NA	15,925	NA	10,275	NA	9,310	9,310	9,575	9,575
Hungary	3,175	NA	4,670	NA	2,105	NA	1,720	65	2,155	NA
Ireland	3,865	3,805	2,690	2,660	1,940	1,920	1,290	1,280	955	940
Italy	30,145	30,145	17,670	17,670	10,050	10,050	34,145	34,145	17,350	15,570
Latvia	55	50	60	50	65	60	340	335	205	190
Lithuania	520	NA	450	210	495	370	525	405	645	560
Luxembourg	455	NA	485	NA	785	650	2,155	1,920	2,055	2,000
Malta	2,605	2,605	2,385	2,385	175	145	1,890	1,865	2,080	2,060
Netherlands	15,255	13,380	16,140	14,880	15,100	13,290	14,600	11,565	13,100	9,665
Poland	8,515	7,200	10,595	9,655	6,540	4,330	6,890	4,985	10,755	9,175
Portugal	160	160	140	140	160	160	275	275	295	290
Romania	1,180	NA	965	NA	885	NA	1,720	1,695	2,510	2,420
Slovakia	905	NA	820	NA	540	315	490	320	730	550

[115] Eurostat

Member State	2008		2009		2010		2011		2012	
	All	New	All	New	All	New	All	New	All	New
Slovenia	260	240	200	185	245	195	360	305	305	260
Spain	4,515	NA	3,005	NA	2,745	2,550	3,420	2,975	2,565	2,355
Sweden	24,875	24,365	24,260	23,680	31,940	31,870	29,710	29,690	43,945	43,930
United Kingdom	NA	31315	31,695	30,675	24,365	22,645	26,940	25,900	28,260	27,410
Norway	14,430	NA	17,225	NA	10,065	NA	9,055	NA	9,785	NA

Table A4.2 Number of beds/places provided by state for applicants at the end of 2012 by (Member) State

	Austria	Belgium	Cyprus	Czech Republic	Germany	Estonia	Finland	France	Hungary	Ireland	Italy[116]	Latvia	Lithuania	Luxembourg	Netherlands	Poland	Sweden	Slovenia	Slovak Republic	United Kingdom	Norway
Initial/transit reception facilities	NA	1,361	NA		NA	NA	1,150	300	NA	369		NA	NA	120	500		400	NA	550	1,200	2,420
Collective reception facilities	NA	11,018	219	673	NA	35	1,916	21,410	989	5,089	4,810	200	92	2,106	14,000	1,850	NA	203	140	NA	15,484
Special reception facilities for vulnerable groups	NA	113	103	NA	NA	NA	NA	NA	70	NA	500	NA	NA	153	NA	130	NA	NA	140	NA	100*
Special separate reception centres for UAMs	NA	115	NA	NA	NA	NA	61	33	NA	18	232	NA	15	100	250	NA	NA	NA	NA	NA	165
TOTAL number of state provided beds	NA	12,607	173	673	NA	35	3,127	21,443	1,059	5,476	5,542	200	107	2,479	14,750	1,980	52,000	203	830	1,200	18,169

[116] The numbers provided for 2011 exclude other facilities arranged and funded by the competent authorities, such as the First Aid and Reception Centers managed by the Civil Protection Department since 2011 (established to cope with the North African emergency), and the Multifunctional Centers, located in major cities.

Table A4.3 Number of persons accommodated at the state provided reception facilities as of 31 December, by (Member) State, 2008-2012[117]

	2008	2009	2010	2011	2012
Austria	13,108	12,632	12,400	10,903	12,045
Belgium	16,281	18,164	20,824	23,145	21,382
Germany	127,865	121,235	130,297	143,697	*NA*
France	20 410 persons in CADAs 13,700 persons in emergency accommodation	20 410 persons in CADAs 15,300 persons in emergency accommodation	20 410 persons in CADAs 20,700persons in emergency accommodation	21 410 persons in CADAs 22,400 persons in emergency accommodation	21 410 persons in CADAs 22,600 persons in emergency accommodation
Ireland	7,007	6,494	6,107	5,423	4,841
Italy	8.412 beneficiaries, of whom 3.587 applicants.	14,395 persons in CPSA.CDA,CARA; 7.845 beneficiaries in the SPRAR system of whom 2.540 applicants.	9,916 persons in CPSA.CDA,CARA; 6.855 beneficiaries, in the SPRAR system of whom 2.161 applicants	81,774 persons in CPSA.CDA,CARA; 7.598 persons in the SPRAR system, of whom 2.120 applicants	17,610 persons in CPSA.CDA,CARA; 7.823 beneficiaries in the SPRAR system, of whom 2.347 applicants
United Kingdom	25,135	23,840	18,724	18,108	17,594

[117] Source: National Contributions. The number excludes private accommodation paid for by the state.

Table A4.4 Flexibility Mechanisms

Member State	Flexibility Mechanisms										
	Early warning mechanism	**buffer capacity**	**Emergency plans**	**Budget flexibility**	**Employing more case workers to speed up decision-making**	**Fast-tracking procedures**	**Different standards/ modalities in emergency situations**	**Provision of financial allowance to cover costs of private accommodation**	**Review for specific categories of applicants who obtain priority access to reception**	**The use of excess space for other purposes**	**Other?**
Austria	X (used)	X	X	X			X				X (partly used)[118]
Belgium				X (used)	X (used)	X (used)	X (used)	X (used)	X (used)	X (used)	X (used)[119]
Cyprus				X	X (used)	X (used)	X	X	X		X (used)[120]
Czech Republic	X	X	X				X				
Germany		X (used)									X (used)[121]
Greece	X (used)		X		X						

[118] i) Relocation of applicants to different facilities (exchange between different provinces) in agreement with federal government (this mechanism has not been used).ii) Relocation within reception facilities for certain groups of applicants and some accommodation units can be temporarily transformed to serve applicants with special needs (used in some provinces).
iii) Stand-by capacity (used in some provinces).
iv) Opening up of new facilities by launching a new call for a bid or the conclusion of new short-term service provider contracts (used in some provinces).
v) Facilitation of individual accommodation in private housing (used in one province).
vi) Reduction of capacity in case of surplus through closing-down reception facilities (used in some provinces).

[119] i) Creation of emergency transit reception centres; these complied with the requirements of the Reception Act and does not mean that quality standards were lowered.
ii) Creation of emergency reception in hotels; from 2008-2012 BE placed asylum seekers in low-cost hotels. In May 2009 the nr peaked with approximately 1300 reception places in hotels.
iii) Legal amendments to limit the categories of applicants entitled to reception; the BE Reception Act was amended to limit the categories of applicants in order to reduce pressure. In particular, the reception rights for subsequent applicants were limited.

[120] Two Reception and Accommodation Centers were operated in hotels in main cities from March 2011 to April 2013. This was an action implemented within the framework of the European Refugee Fund (co-funded by ERF and national funds).

[121] Other mechanisms are or have been:
i) Länder and particularly local authorities often commissioned non-state providers (including welfare associations) with both accommodation and care to better deal with increasing numbers of applicants.
ii) Accommodation in housing containers and individual houses or flats has been increasingly used instead of collective accommodation facilities.
iii) In some cases Länder have shortened the period of residence in reception facilities in order to create capacity for newly-arrived asylum seekers.

Member State	Flexibility Mechanisms										
	Early warning mechanism	**buffer capacity**	**Emergency plans**	**Budget flexibility**	**Employing more case workers to speed up decision-making**	**Fast-tracking procedures**	**Different standards/ modalities in emergency situations**	**Provision of financial allowance to cover costs of private accommodation**	**Review for specific categories of applicants who obtain priority access to reception**	**The use of excess space for other purposes**	**Other?**
Estonia			X (used in training exercise)			X	X				
Finland	X (used)		X (used)		X (used)	X (used)					X (used)[122]
France		X (used)	X (used)	X	X (used)	X (used)					
Hungary		X	X	X	X		X				
Ireland	X (used)			X	X		X				X (used)[123]
Italy	X (used)	X (used)	X (used)	X (used)		X (used)	X (used)		X (used)		
Lithuania	X (used)		X								
Luxembourg		X		X (used)	X (used)	X (used)	X (used)				
Latvia			X	X (used)	X (used)	X	X			X (used)	X[124]
Netherlands	X (used)	X	X (used)	X (used)	X (used)		X (used)				X (used)[125]

[122] Folk High Schools were used to support young asylum seekers and refugees who have arrived in Finland alone and needed special support.
[123] Additional reception capacity can be created if required. Several contracts with service providers contain a "full" and "holding" rate providing for capacity for an extra inflow. Future tendering processes are expected to include these two capacities in all contracts.
[124] 1) The number of asylum seekers possible to receive at the reception centre for asylum seekers might be increased to 200 persons
2) The Office of Citizenship and Migration Affairs has a group of 20 employees trained in asylum case reviewing matters and in the event of necessity these employees may add to the number of employees who are engaged in the reviewing of asylum seeker cases on a regular basis, thus increasing the number of cases that may be reviewed within the same period of time
[125] Use of recreation rooms for the temporary expansion of capacity.

Member State	Flexibility Mechanisms										
	Early warning mechanism	**buffer capacity**	**Emergency plans**	**Budget flexibility**	**Employing more case workers to speed up decision-making**	**Fast-tracking procedures**	**Different standards/ modalities in emergency situations**	**Provision of financial allowance to cover costs of private accommodation**	**Review for specific categories of applicants who obtain priority access to reception**	**The use of excess space for other purposes**	**Other?**
Poland			X	X	X (used)	X (used)	X (used)	X		X (used)	X (used)[126]
Slovenia	X (used)	X	X	X	X (used)		X				
Slovak Republic		X (used)	X (used)	X (used)	X					X	
Spain	X		X					X	X	X	
Sweden	X	X (used)	X (used)	X	X (used)	X (used)	X (used)				X[127]
United Kingdom		X (used)		X (used)	X (used)						
Norway	X (used)	X	X	X	X (used)						X (used)[128]

[126] Constant monitoring of the occupancy rates in the facilities by the staff of the Department for Social Assistance of the Office for Foreigners.
Mechanism of monitoring the scale of the influx of foreigners conducted by the Border Guard.
[127] Strengthening of intelligence analysis and establishment of operational coordination.
[128] Sometimes barrack tents are used and are set up at already existing reception facilities. This is however only in emergency situations, is a temporary measure and is season dependent.