

**Spain
2017**

**The Changing influx of asylum
seekers in 2014-2016: responses
in Spain**



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Its objective is to meet the information needs of EU institutions and of Member States' authorities and institutions by providing up-to-date, objective, reliable and comparable information on migration and asylum, with a view to supporting policymaking in the European Union in these areas. The EMN also serves to provide the general public with such information.

To that end, the EMN has a network of National Contact Points (NCPs).

The Spanish NCP is composed by experts from the Ministry of Labour, Migrations and Social Security, Ministry of the Interior, Ministry of Foreign Affairs, European Union and Cooperation, and Ministry of Justice and the General Prosecutor's Office. It is coordinated by the Deputy General Directorate for Legal Affairs of the Directorate General for Migrations, General Secretariat for Immigration and Emigration, Secretariat of State for Migrations.

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Third focussed study 2017

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

This study aims to offer an overview of the changes to Spanish strategies approaches and measures in response to increase to the influx of asylum seekers over the period 2014-2016.

The aim of the study is to explain the resources used and measures implemented by Spain to react to the sudden or gradual changes in the number of asylum seekers arriving in the country, focusing on the **changes in the Spanish asylum system and the implementation of resettlement and relocation mechanisms**. In particular, it should be highlighted the **resizing of the Spanish asylum system with a considerable budget and human resources increase, as well as the reinforcement of cooperation at national level**, involving other Ministries and with other administrative levels.

This study is structured in six sections.

The **first section** of the study provides a brief overview of the legislative and policy changes introduced to address fluctuations in the number of asylum applications over the period 2014–2016. This section also includes information on national and European co-operation.

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

Section 3 analyses the impact and effectiveness of the measures described in the previous section.

Section 4 concentrates on the financing of the implemented measures at national level.

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

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

Section 1: Overview of national context

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

The efforts made by Spain in the area of international protection can be seen in the sharp increase in the number of applications over recent years: while in 2010, the figure stood at 2,744 persons, it amounted to 14,780 in 2015, which represents an increase of almost 150% compared to 2014 (when the figure was 5,952 applications). This trend continued in 2016: 6,851 applications were received between January and June, in addition to the 2,260 applicants whose return to Spain was requested through the Dublin procedure (individuals who applied for asylum in another Member State but who entered Europe through Spain).

In 2015, two asylum offices were opened, one at the border post of El Tarajal in Ceuta and one at Beni Ensar in Melilla. The purpose of this was to facilitate access to international protection in these strategic cities.

Relocation and resettlement programmes

The mass arrivals of migrants to front-line countries (Greece and Italy) continued throughout 2015 and the first half of 2016. In this context, the implementation of the responsible distribution and solidarity measures agreed by the Council on 15 and 22 September 2015 began in late 2015, resulting in relocation processes from both Member States. **In figures, the relocation of people from Greece resulted in the transfer of 344 people and 50 people were relocated from Italy.**

Besides relocation measures, the responses adopted by the EU to address the refugee crisis include resettlement commitments, to which Spain expressed its firm commitment. The Council of Ministers of Home Affairs decided in its extraordinary meeting of 20 July 2015 on the resettlement of 22,504 people. **It felt to Spain to resettle and receive 1,449 people**, the seventh Member State (behind Norway, France, the United Kingdom, Italy, Austria and Germany) in terms of numbers of people to be resettled.

This resettlement programme was carried out on an annual basis. The Council of Ministers of 6 November 2015 adopted the National Resettlement Programme, which provided for the resettlement of 724 refugees in 2016 from the quota assumed by Spain, in addition to the 130 places provided for in the Programme for 2014 (pending implementation). **In total, the resettlement of 854 people in Spain was authorised during 2016** (half of the figure committed to with the EU).

Following the meeting of the European Council on 17 and 18 March 2016, the EU and Turkey agreed a joint declaration that included the 1:1 scheme, which consisted of the resettlement, for each Syrian returned to Turkey from Greece, of another citizen of the same nationality as part of the commitments adopted. Spain announced its willingness to participate in this resettlement process and assumed an initial commitment of 100 people, a figure that was subsequently increased by a further 200. All these people were part of the framework for the resettlement of up to 20,000 individuals agreed by the Council in July 2015. **Following implementation of the National Resettlement Programme, 279 people were effectively resettled, 57 from Turkey (of the 300 notified) and 222 from Lebanon.**

Contributions of Spanish experts to European agencies

The solidary response to the heavy pressure on other EU Member States was materialised not only through the implementation of commitments on relocation and resettlement but also by offering and dispatching Spanish experts who contributed to the implementation of these mechanisms with their experience.

In connection with this expert contribution, **Spain provided 50 staff following initial requests from FRONTEX and EASO**: 20 police officers for FRONTEX; 10 officials of the Ministry of Employment and Social Security and 20 police officers for EASO. In this regard, on 1 March 2016, at the request of EASO, Spain sent six police officers to Italy for a period of 3 months (a significant number of Member States sent their experts for much shorter periods). EASO requested their renewal, which Spain accepted. Spain also responded to EASO's call following the EU-Turkey Declaration.

These offers of Spanish experts were a supplement to the contributions that Spain made to FRONTEX for some years (345 civil guards in 2015 and 473 in 2016) and the bilateral operations with Mauritania and Senegal (46 civil guards in 2015 and as many in 2016).

Between 2015 and 2016 Spain contributed with more than a thousand officials to control the external borders of the EU and for the relocation and resettlement mechanisms approved by the EU.

Resizing of the Spanish asylum system

The increase in asylum applications in Spain and arrivals of applicants from implementation of the relocation and resettlement mechanisms highlighted the need to resize the Spanish asylum system in two ways: firstly, in its ability to manage larger numbers of applications and, secondly, in the capacity of the host system.

All these resizing efforts were carried out in the framework of an **Inter-ministerial Working Group, which, under the direction of the Vice-President of the Government, analysed the issue of asylum and immigration overall.** The group was composed of the following ministries: the Presidency; Justice; Home Affairs; Foreign Affairs and Cooperation; Employment and Social Security; Health, Social Services and Equality; Education, Culture and Sport, and Defence.

The resizing efforts also included the **Agreement by all parliamentary groups in the Congress of Deputies on 29 September 2015 laying the foundations for expediting the asylum and refuge policy in Spain.**

To **improve the integration system** on 26 January 2016, the General Secretariat for Immigration and Emigration **approved the Management Manual of the system of reception and integration for applicants and beneficiaries of international protection.**

This Management Manual establishes common guidelines for the different actions that all centres participating in the system have to carry out: initial reception in the national territory or at border crossings; information and guidance in an understandable language; personalised social intervention through personalised pathways; temporary reception; economic support; psychological care; legal assistance; translation and interpretation; employment, and resettlement. The Management Manual also applies to people who are part

of the national resettlement programmes, which the Government approves every year, in cooperation with UNHCR.

Mention should be made **of the grant from the Ministry of Employment and Social Security to the International Organization for Migration for collaboration in the implementation of the Refugee Resettlement Programme and the action plan launched in mid 2015 to improve the management of international protection procedures.** Its objective was to shorten the time frames in which an applicant would be interviewed and could submit their application. The National Police Force provided support to the Asylum and Refuge Office in matters relating to the submission of asylum applications. In addition, **a draft Action Protocol** was drawn up, with the participation of the Ministry of Interior, the Ministry of Health, Social Services and Equality, and the Vice- President of the Government. Observations from the UNHCR were also used to prepare this draft.

Budget increases

The upscaling of the Spanish asylum system also required a considerable financial effort. The State Budget for 2016 included a provision of EUR 24,125,090 to finance the activities of NGOs specialising in refugees arriving in Spain by their own means. This amount was a 150% increase on the planned figure for 2015 of EUR 9.65 million. The budget also included a new application that did not previously exist, to meet the EU's decisions on relocation and resettlement.

As a result, **the 2016 budget for the National System for the Reception and Integration of applicants/beneficiaries of international protection amounted to €253.075 million (+2.522% over the initial 2015 budget).**

Likewise, **the budget of the Ministry of Home Affairs for the processing of asylum records also increased by 105% from the previous budget, to a total of EUR 6,201,000.**

Reinforcement of the allocation for human resources

Besides a considerable budget increase, the Spanish asylum system has increased the number of its human resources. It was found necessary to increase the staff both of the Ministry of Employment and Social Security and the Ministry of Home Affairs, to ensure adequate management of the greater numbers of applicants. **The staff of the Ministry of Employment assigned to the management and coordination of the National System of Reception and Integration increased by 89 people** who, prior to starting their jobs, went on a 60-hour course on administrative organisation, human resources management, procedure, budgets and economic management, EU funds, grant management, asylum and immigration legislation, and the National System for the Reception and Integration of applicants/beneficiaries of international protection. **The staff of the Asylum and Refuge Office also increased by 94 people**, all of whom were then fully incorporated.

Reinforcement of the comprehensive care strategy

The number of places in the Spanish reception system increased: while the number of people dealt with under the national reception system totalled 2,528 in 2014, this figure increased to 9,078 in 2015.

In order to reform and resize the national system for the reception and integration of applicants and beneficiaries of international protection, in April 2016, the Council of Ministers authorised the Directorate-General for Migration to make a call for proposals for the sum of EUR 83.4 million. Previously, in September 2015, a direct grant was awarded for implementation of the resources of the asylum seeker reception system to the Cruz Roja, ACCEM and CEAR associations, with an allocation of EUR 13 million.

Following the Sectorial Immigration Conference of 8 September 2015 and its follow-up meetings, a flexible system of reporting to the Autonomous Communities on the reception of applicants/beneficiaries of international protection was established in a resource of the National System of Reception/Integration located in their regions.

Furthermore, the Annual Plan for Employment Policy 2016 identified refugees as a priority group for which specific measures could be taken to promote their employability.

Lastly, several private entities proposed projects to assist in the support and integration of applicants and beneficiaries of international protection. This collaboration ranged from training projects for minors to creating web platforms with useful and practical information aimed specifically at asylum seekers and refugees.

Involvement of other Ministries

The European Commission promoted the use of the OLS (Online Linguistic Support) platform for the evaluation and promotion of language skills as a specific action for refugees. The Commission also launched an initiative to incorporate social inclusion issues into the 2016 call for proposals for KA2 strategic partnership projects by adding a specific new category for "refugees" to the application form.

The SEPIE agreed to support the possible participation of refugees enrolled in Spanish higher education institutions who wish to participate in any of the actions in the 2016 call for proposals for the mobility of students and staff between countries of the Erasmus+ programme. **Thus, an additional monthly aid of €100, financed by the SEPIE, was granted to students with refugee status or the right to subsidiary protection for those who have filed an application for international protection in Spain.**

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

Besides the EU legislation (Directive 2001/55/CE), implemented in the Spanish legal system by means of Royal Decree 1325/2003 of October 24, on temporary protection regime in case of massive influx, there is no legal definition of the term "massive influx". Under such provision, the declaration of such situation in order to grant temporary protection can be undertaken either by the EU Council or by the Spanish Council of Ministers.

However, the services responsible for these issues (the Office of Asylum and Refuge (OAR) of the Ministry of Interior) regularly monitor changes to asylum applications and may, therefore, take appropriate measures if there is a significant rise in the number of requests which could have an impact on processing requests or the organisation of services.

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

Figures since 2007 entail an inter-annual decrease in the period 2007-2010. In 2011, an increase of 25% in the number of asylum seekers took place. **In 2013, a significant increase compared to the previous year can be observed: 4,513 applications were made, which represents an increase of 74.4 %**

compared to the 2,588 made the previous year. 2013 saw continued work on improvements to procedures for determining international protection, with a view to moving towards quicker, more efficient, more effective and higher quality management of the reception system for international protection applicants. Over the past few years, Spain has been adopting a series of measures to strengthen guarantees for access to the procedure, aware of the importance this access has for the protection of persons. Thus, as well as the guarantees provided under law in terms of free access to an interpreter and lawyer, the participation of the UNHCR in every stage of the international protection procedure, including the decision-making stage and proposal for a solution, the role of specialized NGOs in the protection of refugees, etc. has strengthened aspects relating to improved information to immigrants, as well as specific training for agents participating in international protection matters, specifically training aimed at employees from Immigration Offices, border crossings and Foreigner Detention Centers.

In terms of improving the quality of the international protection procedure, it is important to highlight that 2013 saw renewed cooperation with the UN High Commissioner for Refugees (UNHCR) through the signing of a Cooperation Agreement between the Ministry of Interior and the UNHCR's Spanish Delegation, to ensure the UNHCR's participation in the procedure for determining international protection, authorizing an ordinary contribution in favour of the UNHCR to the same end, for a sum of 270,848 euros.

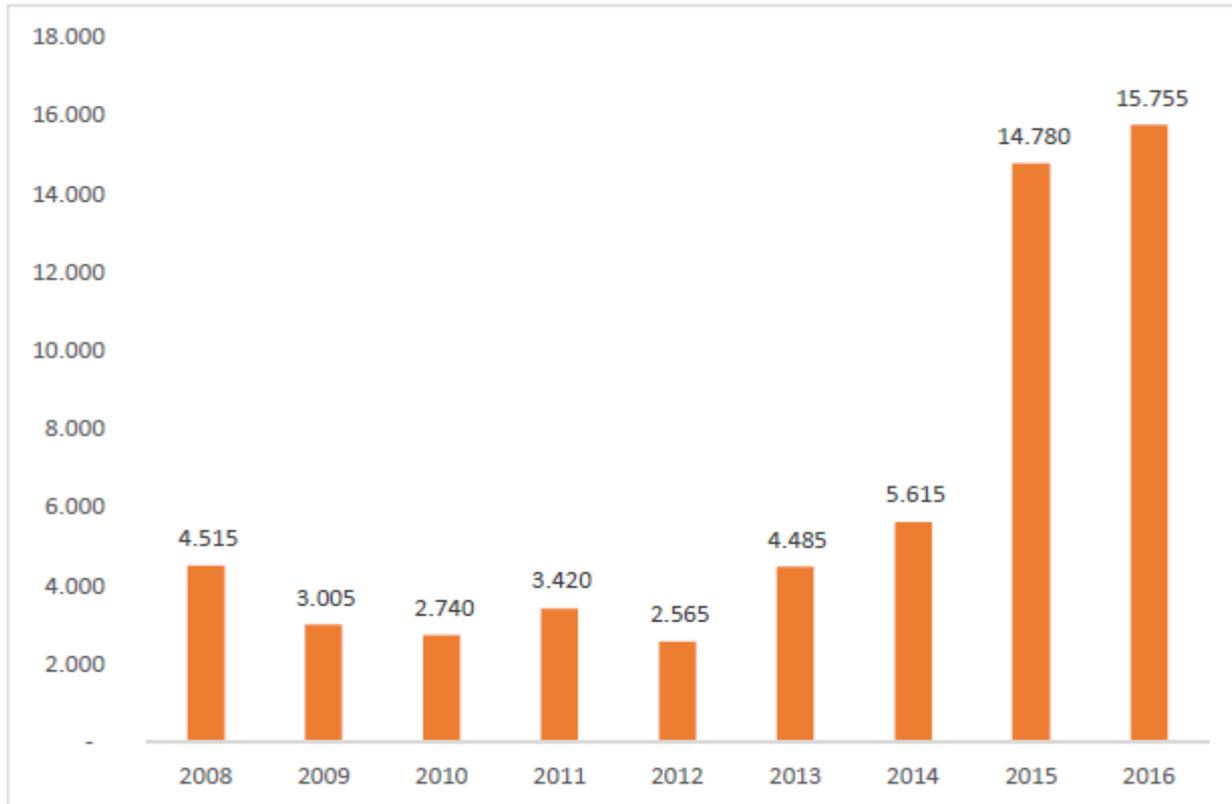
Spain also designed an integration service strategy, which contained a state reception network and an integration strategy.

It should be mentioned that the First Additional Provision of the Asylum and Subsidiary Protection Act (*Ley 12/2009*), was passed in 2009, and it lays down the current legal framework of international protection in Spain under the principles of solidarity and generosity.

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

Over the last few years, the number of applications has increased incessantly. 2016, in absolute terms, was the year in which the highest numbers of applications for international protection were received, with 15 755 applications for asylum. However, the largest increase in relative terms was in 2015, with an increase of 263.22 % compared with 2014.

GRAPH 17. CHANGE IN APPLICATIONS FOR INTERNATIONAL PROTECTION IN SPAIN. ABSOLUTE VALUES

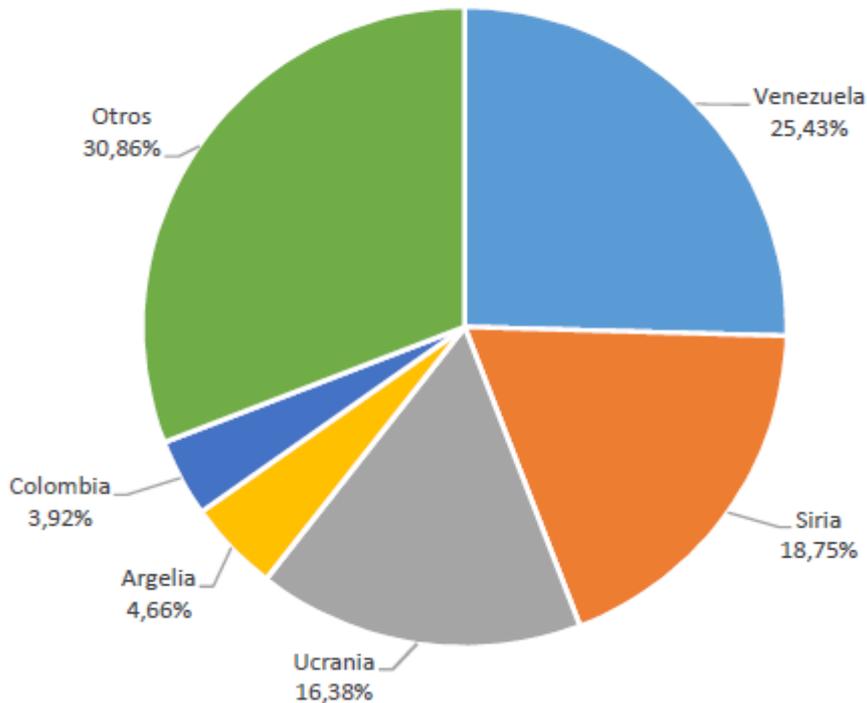


Source: EUROSTAT. May 2017

In 2016, the asylum applications received in Spain represented 1.25 % of applications made to the whole of the European Union. When the Member States are compared, Spain is the twelfth State of the European Union in terms of numbers of asylum applications.

With regard to the most common nationalities among the applications, 3 960 applications were from Venezuelan nationals, 2 975 from Syrian nationals, and 2 570 from Ukrainian nationals. If these data are compared with the main nationalities of the applicants in other Member States of the European Union, there is a consistency with the proportion of applications from Syrian nationals; in 22 Member States Syrians were among the three most common applicant nationalities.

GRAPH 19. MAIN NATIONALITIES OF INTERNATIONAL PROTECTION APPLICANTS IN SPAIN (2016)



Source: EUROSTAT. May 2017.

In terms of the gender of applicants, 9 400 applications were from men (59.68 %) and 6 350 from women. Over the last three years, a higher relative proportion of applications from women has been observed. In 2013, they amounted to 21.85 % of applications; in 2014, 31.79 %; in 2015, 39.14 %; and they reached 40.32 % in 2016.

In 2016, 10 250 decisions were delivered, which is triple the number in 2015. A total of 6 855 of these decisions were positive, 6 500 of which recognised the status of subsidiary protection and 355 the status of refugee⁵⁶. There was a total of 3 395 negative decisions.

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

n/a

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

National co-operation was strengthened as part of measures to respond to the arrival of migrants. Moreover, given the distribution of competences among the diverse administrative levels, the Autonomous Communities

have been attributed competences in social policy (welfare, education, health, etc.) whose access by applicants and beneficiaries of international protection contributes to improved integration. Given that the State has exclusive competence in matters of asylum and responsibility for compliance with the international commitments adopted by Spain, collaborative solutions with other administrative levels must uphold this State competence and guarantee the ability to coordinate and control its uniformity throughout the country.

Following the Sectorial Immigration Conference of 8 September 2015 (chaired by the Minister of Employment and Social Security) and its follow-up meetings (organised by the Secretariat General for Immigration and Emigration, with assistance of the directors general of Autonomous Communities with competences in this matter and the FEMP – the Spanish Federation of Municipalities and Provinces), **a flexible system of reporting to the Autonomous Communities on the reception of applicants/beneficiaries of international protection was established in a resource of the National System of Reception/Integration located in their regions.**

Each Autonomous Community appointed a focal point in this matter, with an e-mail address for forwarding information on the number of people who were going to be hosted in a resource of the National System located in their region on a certain date (specifying whether they were families or single adults, their sex, and, in the case of families, the number of adults and minors).

As a result of the agreements reached at these meetings, the focal point of the Autonomous Community, based on this information, was required to coordinate the implementation of general services for these individuals (schooling, health insurance card, registration, etc.), in collaboration with the managers of the resource of the National System concerned.

To structure this offer, the Ministry of Employment and Social Security **created an electronic system** which was directly incorporated into the Map of Resources of the National Reception System for applicants and beneficiaries of international protection.

The process had the **support of civil society**. At the start of the humanitarian crisis, the Secretariat General for Immigration and Emigration met with the three specialist NGOs (CEAR, ACCEM and Cruz Roja) and UNHCR for informal talks on the status of the decisions and to ask for their cooperation in strengthening and upscaling the National System for the Reception and Integration of Refugees.

In the framework of social dialogue, the Vice-President of the Government and the Minister of Employment and Social Security met with social contacts to discuss possible lines of cooperation to promote the integration of refugees in the workplace in Spain. Furthermore, ongoing communication has been established with the main agents of social dialogue in the framework of the Tripartite Labour Commission on Immigration. Both in its meetings and through the regular forwarding of information, the state of affairs (both at EU and national level) of the issue was updated and a specific tripartite group was going to be set up to analyse the social and labour market integration of applicants and beneficiaries of international protection.

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

Coordination between MS has taken place in the context of the meetings of EASO's Management Board and thematic meetings of national contact points on different topics (e.g. reception, statistic, etc.) as well as regular meetings at the Dublin Contact committee where Spain regularly took part.

Cooperation with the European Asylum Support Office (EASO):

a) Supporting EASO and FRONTEX with human resources

Both agencies called for national experts to be selected for relocation work. Spain showed its support for starting the relocation process, by providing a team of national experts to work under the command of EASO and FRONTEX (41 officials from the National Police Force and 30 from the Ministry of Employment and Social Services). In 2016, staff from the Asylum and Refuge Office (OAR) took part in specific training activities on EASO's curriculum.

b) Participation in developing common practical tools

In 2016, staff from the Sub-Directorate General for the Integration of Immigrants of the Directorate- General for Migration (General Secretariat for Immigration and Emigration, Ministry of Employment and Social Security) took part in EASO working groups to develop practical 'Quality tools' to support Member States. In 2016, the participation of an expert in the Working Group to develop a guide on reception standards and of another expert in the Working Group to develop the reception indicator in the EASO 'Early Warning and Preparedness System' were particularly noteworthy. In 2016 began the participation in the EASO Network of Reception Authorities.

Intra-European solidarity, including relocation

Spanish work in the area of relocation was carried out on the basis of the framework organised by the European Union. Therefore, under Council Decisions (EU) 2015/1523 and 2015/1601 of 14 and 22 September establishing provisional measures in the area of international protection for the benefit of Italy and of Greece, Spain committed to relocating 9 323 people, with the possibility of this figure increasing by another 6 565 (up to a total of 15 888).

In November and December 2015, Spain started participating in the pilot programme for relocation from Italy, by transferring 18 asylum seekers to this country. Throughout 2016, relocations from Italy continued, and relocations from Greece started. As at 16 February 2017, 811 relocations were carried out, 667 of which came from Italy and 144 from Greece.

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

To learn about other positive experiences, **a meeting was held in Spain for EU Member States to exchange practices (peer review) on the labour market integration of refugees, organised jointly with the European Commission and held on 23 and 24 May 2016.**

The seminar was an attempt at sharing the experiences of diverse Member States in the social and labour market integration of asylum seekers and beneficiaries of protection international. It was attended by representatives from Austria, Belgium, Czech Republic, Finland, Germany, Latvia, Macedonia, Norway and Sweden, and the European Commission itself.

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

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

Area	Directly impacted (yes/no)	Time period (when)	Very brief explanation on the basis of short titles (how and what the impact was, including whether it concerned an increase/decrease)
1. Border control (<i>please specify if it refers to external border control, temporary control at internal borders and/or police controls in border areas</i>)	Yes	2014-2016	External border control, in particular in the enclaves of Ceuta and Melilla (geographically located in Africa).
2. Reception centres / accommodation arrangements and other housing	Yes	2014-2016	Sharp increase of available reception places from 2014 to the end of 2016.
3. Wider reception services (social services, health services), rights afforded to applicants	Yes	2014-2016	Sharp increase of public budget targeted to reinforce reception and integration services from 2014 to 2016.
4. Registration process of the asylum seeker	Yes	2015-2016	Accelerated registration process.
5. Asylum procedure (at first and second instance)	yes	2016	Priority for relocation/resettlement cases in the evaluation of asylum requests.
6. Infrastructure, personnel and competencies of the responsible authorities	Yes	2016 onwards	Increased personnel and budget structure to speed up decision of asylum requests.
7. Law enforcement	No		
8. Integration measures for asylum applicants	Yes	From 2015 to 2016	Increasing of available reception places together with hiring of new personnel to manage the National Reception System.
9. <i>Other, please specify</i>			

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

2. Reception centres / accommodation arrangements and other housing	2. Reception centres / accommodation arrangements and other housing	
	a) Year and month the measure was established	2015 to 2016
	b) Typology of measures	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase
	<u>New measure</u> or <u>change to an existing measure</u>	Change to an existing measure.
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Structural.
	Type of measure: - <u>(National) Action plan</u> - <u>Legislative instruments</u> - <u>Specific interinstitutional / multi-agency working group</u> on the situation - <u>Soft measures</u> (handbooks, circulars, policy/staff guidance, employing new staff) - <u>Resources</u> (staff or financing) - <u>Emergency/contingency plan</u> - Other, please specify	National Action Plan
	Other elements	
	c) General aim of the measure (what was intended?)	Adapt the reception capacity of National System to the new influx of asylum seekers.
	d) Intended and actual duration of the measure	It continues.
e) Key elements of the measure (description of the measure)	Increasing of available reception places together with hiring of new personnel to manage the National Reception System.	

	f) Authorities involved in <u>drafting</u> the measure	Ministry of Employment and Social Security.
	g) Authorities involved in <u>proposing and approving</u> of each measure	General Secretariat of Immigration and Emigration
	h) Authorities implementing measures	Deputy Directorate for Integration of immigrants
	i) Other	NGOS finance by Ministry of Employment and Social Security.
3. Wider reception services (social services, health services), rights afforded to applicants	3. Wider reception services (social services, health services), rights afforded to applicants	
	a) Year and month the measure was established	2015 to 2016
	b) Typology of measures	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase
	<u>New measure</u> or <u>change to an existing measure</u>	Change to an existing measure.
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Structural.
	Type of measure: - <u>(National) Action plan</u> - <u>Legislative instruments</u> - Specific interinstitutional / multi-agency <u>working group</u> on the situation - <u>Soft measures</u> (handbooks, circulars, policy/staff guidance, employing new staff) - <u>Resources</u> (staff or financing) - <u>Emergency/contingency plan</u> - Other, please specify	National Action Plan
	Other elements	
	c) General aim of the measure (what was intended?)	Adapt the reception services of National System to the new influx of asylum seekers.

	d) Intended and actual duration of the measure	It continues.
	e) Key elements of the measure (description of the measure)	Strengthening legal advice, psychological support and social support for persons with special needs etc.
	f) Authorities involved in <u>drafting</u> the measure	Ministry of Employment and Social Security.
	g) Authorities involved in <u>proposing and approving</u> of each measure	General Secretariat of Immigration and Emigration
	h) Authorities implementing measures	Deputy Directorate for Integration of immigrants
	i) Other	NGOS financed by the Ministry of Employment and Social Security.

5. Asylum procedure (at first and second instance)	5. Asylum procedure (at first and second instance)	
	a) Year and month the measure was established	2015-2016
	b) Typology of measures	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase
	<u>New measure</u> or <u>change to an existing measure</u>	New measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Ad hoc
	Type of measure: - (National) <u>Action plan</u> - <u>Legislative instruments</u> - Specific interinstitutional / multi-agency <u>working group</u> on the situation - <u>Soft measures</u> (handbooks, circulars, policy/staff guidance, employing new staff) - <u>Resources</u> (staff or financing) - <u>Emergency/contingency plan</u> - Other, please specify	Soft measure (policy guidance)

Other elements	
c) General aim of the measure (what was intended?)	Accelerate the evaluation of candidates of relocation in Spain. Similar guidance in the context of resettlement after ad hoc missions in Jordan, Lebanon and Turkey.
d) Intended and actual duration of the measure	As long as relocation/resettlement applies.
e) Key elements of the measure (description of the measure)	Priority cases of relocation candidates.
f) Authorities involved in <u>drafting</u> the measure	Spanish Asylum Office.
g) Authorities involved in <u>proposing and approving</u> of each measure	Spanish Asylum Office.
h) Authorities implementing measures	Spanish Asylum Office.
i) Other	

6. Infrastructure, personnel and competencies of the responsible authorities	6. Infrastructure, personnel and competencies of the responsible authorities	
	j) Year and month the measure was established	2016 (since January additional staff was available)
	k) Typology of measures	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase
	<u>New measure</u> or <u>change to an existing measure</u>	New measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Structural
	Type of measure: - (National) <u>Action plan</u> - <u>Legislative instruments</u> - Specific interinstitutional / multi-agency <u>working group</u> on the situation	Increase of human resources availability (case-handler, administrative support)

	<ul style="list-style-type: none"> - <u>Soft measures</u> (handbooks, circulars, policy/staff guidance, employing new staff) - <u>Resources</u> (staff or financing) - <u>Emergency/contingency plan</u> - Other, please specify 	
Other elements		
l) General aim of the measure (what was intended?)		Increase the number of decisions.
m) Intended and actual duration of the measure		As long as needed
n) Key elements of the measure (description of the measure)		Interim staff hired.
o) Authorities involved in <u>drafting</u> the measure		Head of personnel within the Ministry of Interior
p) Authorities involved in <u>proposing and approving</u> of each measure		Directorate General of Internal Policy (within which Spanish Asylum Office is included)
q) Authorities implementing measures		Ministry of Interior/Asylum Office.
r) Other		

8. Integration measures for asylum applicants	8. Integration measures for asylum applicants	
	j) Year and month the measure was established	2015 to 2016
	k) Typology of measures	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase
	<u>New measure</u> or <u>change to an existing measure</u>	Change to an existing measure.
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Structural.

	<p>Type of measure:</p> <ul style="list-style-type: none"> - <u>(National) Action plan</u> - <u>Legislative instruments</u> - Specific interinstitutional / multi-agency <u>working group</u> on the situation - <u>Soft measures</u> (handbooks, circulars, policy/staff guidance, employing new staff) - <u>Resources</u> (staff or financing) - <u>Emergency/contingency plan</u> - Other, please specify 	National Action Plan
Other elements		
	l) General aim of the measure (what was intended?)	Adapt the integration measures implemented in the framework of National Reception System to the new influx of asylum seekers, and their specific needs.
	m) Intended and actual duration of the measure	It continues.
	n) Key elements of the measure (description of the measure)	Adapt the integration measures implemented in the framework of National Reception System to the new influx of asylum seekers, and their specific needs.
	o) Authorities involved in <u>drafting</u> the measure	Ministry of Employment and Social Security.
	p) Authorities involved in <u>proposing and approving</u> of each measure	General Secretariat of Immigration and Emigration
	q) Authorities implementing measures	Deputy Directorate for Integration of immigrants
	r) Other	NGOS finance by Ministry of Employment and social security.

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

Area	Extent of involvement of non-state entities (if yes, to what extent)
Border control (<i>please specify if it refers to external border control, temporary control at internal borders and/or police controls in border areas</i>)	No
Reception centres / accommodation arrangements and other housing	Yes
Wider reception services (social services, health services), rights afforded to applicants	Yes
Registration process of the asylum seeker	No
Asylum procedure (at first and second instance)	UNHCR plays a strong role in the asylum administrative procedure, but no significant changes apply.
Infrastructure, personnel and competencies of the responsible authorities	No
Law enforcement	No.
Immediate integration measures for asylum applicants	Yes
<i>Please add rows where necessary</i>	

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

Area	Impact on local authorities	Influence on the process
Border control (<i>please specify if it refers to external border control, temporary control at internal borders and/or police controls in border areas</i>)	N/A	No.
Reception centres / accommodation arrangements and other housing	No	No
Wider reception services (social services, health services), rights afforded to applicants	N/A	No
Registration process of the asylum seeker	N/A	No.
Asylum procedure (at first and second instance)	N/A	No.
Infrastructure, personnel and competencies of the responsible authorities	N/A	No.
Law enforcement	No	No.
Integration measures for asylum applicants	No	No
<i>Please add rows where necessary</i>		

Section 3: Effectiveness of the measures taken

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

4. Registration process of the asylum seeker	Immediate impact (in the first days or weeks after its implementation)	Reduce the persons awaiting asylum formalisation and entering the reception system.
	Medium or longer term effect (a month or longer after its implementation)	
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	N/A
	Was the measure evaluated for effectiveness? If so, by whom?	No.
	What was the outcome of the evaluation?	N/A

5. Asylum procedure (at first and second instance)	Immediate impact (in the first days or weeks after its implementation)	N/A
	Medium or longer term effect (a month or longer after its implementation)	Faster decisions for certain clear-cut cases of subsidiary protection (Syria).
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	N/A
	Was the measure evaluated for effectiveness? If so, by whom?	No.
	What was the outcome of the evaluation?	

6. Infrastructure, personnel and competencies of the responsible authorities	Immediate impact (in the first days or weeks after its implementation)	No (training and becoming familiar with the asylum environment as a precondition).
	Medium or longer term effect (a month or longer after its implementation)	Increase in the number of decisions taken every month.
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	N/A
	Was the measure evaluated for effectiveness? If so, by whom?	No.
	What was the outcome of the evaluation?	N/A

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

No, the influx of asylum seekers in Spain had no impact on regulations concerning economic migration or family reunification.

Section 4: Financing of the implemented measures, other resources, and administrative burden

Q18a. How were the implemented national measures financed?

The State Budget for 2016 included a provision of EUR 24,125,090 to finance the activities of NGOs specialising in refugees arriving in Spain by their own means. This amount was a 150% increase on the planned figure for 2015 of EUR 9.65 million. The budget also included a new application that did not previously exist, to meet the EU's decisions on relocation and resettlement.

As a result, the 2016 budget for the National System for the Reception and Integration of applicants/beneficiaries of international protection amounted to €253.075 million (+2.522% over the initial 2015 budget).

Likewise, the budget of the Ministry of Home Affairs for the processing of asylum records also increased by 105% from the previous budget, to a total of EUR 6,201,000.

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

Ad hoc measures required by the upscaling of the Spanish asylum system, and to meet the EU's decisions on relocation and resettlement.

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

Besides a considerable budget increase, the Spanish asylum system has increased the number of its human resources.

It was found necessary to increase the staff both of the Ministry of Employment and Social Security and the Ministry of Home Affairs, to ensure adequate management of the greater numbers of applicants. The staff of the Ministry of Employment assigned to the management and coordination of the National System of Reception and Integration increased by 89 people who, prior to starting their jobs, went on a 60-hour course on administrative organisation, human resources management, procedure, budgets and economic management, EU funds, grant management, asylum and immigration legislation, and the National System for the Reception and Integration of applicants/beneficiaries of international protection. The staff of the Asylum and Refuge Office also increased by 94 people, all of whom were then fully incorporated.

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

See Q 19.

Section 5: The way forward - future preparedness

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

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

Since 2013 Spain has been improving procedures for determining international protection, with a view to moving towards quicker, more efficient, more effective and higher quality management of the reception system for international protection applicants.

In 2015, two asylum offices were opened, one at the border post of El Tarajal in Ceuta and one at Beni Ensar in Melilla. The purpose was to facilitate access to international protection in these strategic cities.

A resizing of the Spanish asylum system also took place, which was carried out in the framework of an Inter-ministerial Working Group, which, under the direction of the Vice-President of the Government, analysed the issue of asylum and immigration overall.

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

The experience of 2014-2016 strengthened the ways in which asylum policy was managed at the local and national level, increasing economic and human resources and learning from the experience of implementing the relocation and resettlement mechanisms.

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

The further regulatory expansion upon Law 12/2009 governing the right of asylum and subsidiary protection is still pending.

Section 6: Good practices and lessons learnt

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

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

The main challenges are related to setting matters in policy and political agenda

6.2. GOOD PRACTICES AND LESSONS LEARNT

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

No specific national evaluation was undertaken in asylum matters

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

The resizing of the Spanish asylum system that has taken place and the increase of human and economic resources.

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

Lesson learnt	Responsible authority/stakeholder
1. Relevance of additional human resources	Ministry of Interior/Employment
2. Relevance of additional budget resources	Ministry of Interior/Employment
3. Relevance of coordination between Ministries	Ministry of Interior/Employment/Foreign Affairs
4. Complexity of relocation process (involving internal coordination within Spain and between Spanish, Italian and Greek authorities)	Ministry of Interior/Employment
5. Relevance of contingency planning in the context of massive arrivals in the Southern border to minimise future crisis	All Ministries in migration should be involved.
6. Link between migration and asylum policies, involving interconnected areas such as border control, return, external relations, relocation/resettlement and asylum management.	All Ministries in migration should be involved.



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