

EMN FOCUSSED STUDY 2/2013

Organisation of Reception Facilities for Asylum Seekers in different Member States



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ISBN 978-952-5920-28-4 (PDF)

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

National contribution

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

In Finland, the body responsible for the practical steering of reception is the Finnish Immigration Service. The Reception Unit of the Finnish Immigration Service is in charge of steering the practical activities in the reception of asylum seekers. This includes, for instance, the steering of the accommodation of asylum seekers.

According to the Finnish Act on the Reception of Persons Seeking International Protection, reception centre activities in Finland are carried out by municipalities and organisations with which the Reception Unit of the Finnish Immigration Service has signed an agreement on the arrangement of these activities. In addition, the state has two reception centres: the Joutseno reception centre and the Oulu reception centre. The National Assistance System for Victims of Trafficking in Human Beings (IHKA) has been centralised to the Joutseno reception centre.

For the duration of the asylum interview and investigation, the asylum seeker is accommodated in a transit reception centre. The term "transit reception centre" refers to a reception centre or part thereof where a person seeking international protection is accommodated for the asylum investigation and interview or otherwise for a short period of time. The transit reception centres are selected by the Reception Unit of the Finnish Immigration Service. After the completion of the asylum investigation and interview, the applicant is accommodated in a reception centre for the duration of the processing – the transit reception centres have an accommodation status report available, on the basis of which asylum seekers are divided among reception centres. The Finnish Immigration Service has agreed with reception centres on the maximum number of beds, which constitutes the capacity of each reception centre.

The number of clients within the scope of reception activities is influenced by the number of new asylum seekers and the time it takes for a person who has been issued with a residence permit to move to a municipality (this period often becomes prolonged in the case of quota refugees, for instance). The capacity of the Finnish reception activities was put to the test in 2008, when the number of asylum seekers arriving in the country was nearly three times as high as the accommodation capacity (2008: 4,035 asylum seekers for 1,603 beds). In 2009, the increase in the number of asylum seekers continued (5,988 new applications); however, the number of beds could be increased to 4,741 by acquiring temporary accommodation, for instance at private hotels and campsites. The strategic aim of reception activities is to move from institutionalised activities to activities based on accommodation in

flats to an increasing extent in future, in which case the number of beds can be flexibly increased, when necessary, by signing new tenancy agreements or, on the other hand, decreased by terminating agreements with a month's notice, in response to the number of asylum seekers.

The starting point is that all asylum seekers are provided with reception services. According to the Finnish Act on the Reception of Persons Seeking International Protection, a person who has been issued a residence permit on the basis of an application for international protection and a beneficiary of temporary protection who has been issued a continuous residence permit may be provided with reception services for a reasonable period of time.

Reception activities are regulated by the Finnish Act on the Reception of Persons Seeking International Protection, according to which reception services include accommodation, reception allowance and pocket money, social services, health care services, interpretation and translation services as well as employment and education activities. In addition, meals can be arranged as part of reception services (this influences the amount of the reception allowance).

Section 1

Different types of Reception Facilities and different Actors

This section of the Synthesis Report will address the organisation of reception facilities in different (Member) States. An overview will be provided of the different types of accommodation facilities, and different actors involved in the provision of reception facilities.

The Reception Conditions Directive (Directive 2003/9/EC, Article 13) and the Commission's proposal for the recast Reception Conditions Directive (Article 17) stipulate that Member States shall ensure availability of material reception conditions to applicants for international protection. Housing constitutes an essential, if not the primary, element of reception conditions. Provision of accommodation can be provided in a variety of possible manners. Directive 2003/9/EC (Article 14) makes broad reference to: a) accommodation premises for applicants who lodged their application at the border; b) accommodation centres which guarantee an adequate standard of living; c) private houses, flats, hotels or other premises adapted for housing applicants for international protection. Consequently, (Member) States have established different types of reception facilities, such as, collective/communal reception facilities, individual housing (private houses, flats or hotels arranged and paid for by the State), or, some also offer the applicant financial compensation which covers housing expenses.

This Section aims to provide an overview of the different types of reception facilities (Member) States have in place. It will also provide an overview on the number of facilities as well as their capacity. With regard to the organisation, this Section will furthermore address the different actors involved in the provision of reception facilities to applicants for international protection, specifying which authorities carry financial and executive responsibility and whether third parties are involved, such as for example, NGOs or other actors of civil society.

Q1. Please indicate in Table 1 below what type of reception facilities exist in your (Member) State.

In case your (Member) State offers a different type of facility which is not listed in the table below, please include and describe this by adding additional rows to the table below. Please also indicate how many of these facilities exist and indicate what their capacity is and how many applicants were accommodated in these facilities per year starting from 1 January 2008 to 31 December 2012.

Should your (Member) State not be able to provide the maximum capacity, please provide a brief explanation for this and specify the actual number of applicants accommodated in a certain type of facility on an annual basis for the period 2008-2012.

Table 1 Different types of Reception Facilities

Type of accommodation	Does this type of facility exist in your Member State?	If so, how many of these facilities existed at the end of 2012?	Specify the maximum number of applicants the facilities could accommodate	Number of applicants accommodated in such facilities per year during 2008-2012
Collective initial/transit reception centres	Yes. At first, a new asylum seeker is accommodated in a transit reception centre. The asylum seeker lives in these transit reception centres until the police and the Finnish Immigration Service have carried out the asylum interview and investigation. The transit reception centres are the Helsinki, Turku, Oulu and Joutseno reception centres.	4	Helsinki: 200+200+40 (detention) Turku: 150 Oulu: 260 Joutseno: 300	N/A
Collective open reception centres¹	Yes. These centres are based on accommodation in flats (flat-based centres), or clients live in rented flats.	2 (state owned), 6 Municipality owned centres, The Finnish Red Cross held 10 centres for asylum seekers. A total of 18 in 2012.	1,916	2008: 800 2009: 2400 2010: 2650 2011: 2700 2012: 2700 NB! Those in individually arranged accommodation not included -ca 1000 applicants per year. UAMs also not included.
Special reception centres or facilities for vulnerable groups (e.g. victims of torture or specific vulnerable female applicants)	No.	N/A	N/A	N/A
Special separate reception centres for unaccompanied minors	Yes. Group homes and supported living units.	7	Group homes: 21 Supported living units: 40	

Private houses or flats: arranged and paid for by competent authorities	Yes. The reception centre pays for accommodation.	281	1,438	1,502 (2008) 3,424 (2009) 2,867 (2010) 2,296 (2011) 2,468 (2012)
Private hotels: arranged and paid for by competent authorities	Yes. This accommodation possibility is available, if necessary, when there are many applicants.	0	N/A	Roughly speaking, there were approximately 500 beds in this arrangement in 2008–2012.
Individually arranged accommodation such as houses, flats, hotels and/or possibilities of staying with friends and/or family²	Yes. The applicant him-/herself arranges this accommodation.	Approximately 1,000.	No maximum number has been set for this type of accommodation, and it is not supported with public funds.	Approximately 1,000 persons per year.
Other premises for the purpose of accommodating applicants for international protection which are arranged and paid for by the competent authorities	Yes. The detention unit of the Met-sälä reception centre. In cases involving child welfare aspects, accommodation can be acquired from child welfare facilities. In cases involving trafficking in human beings, special accommodation can be acquired taking safety aspects into account. Other than this, the Joutseno reception centre is responsible for the accommodation of persons admitted to the National Assistance System for Victims of Trafficking in Human Beings.	40	40 N/A All alleged victims of human trafficking cases are attended to, there are no quotas.	40 applicants per year in Met-sälä detention unit. 90-100 alleged victims of human trafficking accommodated in Joutseno reception centre.

Q2. Which authority(ies) carry financial responsibility over the reception facilities?

State authorities -> Yes

Local authorities / regional governments -> Only over costs related to education provided to children at the basic education age; the state pays compensation for these on the basis of actual expenses.

External service provider such as NGOs, actors from the private sector or any other kind of third party involvement? -> No, the Finnish Red Cross maintains a reception centre, the operations of which are financed by the state.

The state compensates for costs incurred by activities referred to in the Finnish Act on the Reception of Persons Seeking International Protection within the limits of the state budget. The Finnish Immigration Service pays the establishment and maintenance costs of a reception and organising centre as well as compensation to service providers for organising reception services. Expenses are compensated for the period during which the alien is entitled to reception services according to Sections 12 and 14 of the Finnish Act on the Reception of Persons Seeking International Protection. The Finnish Immigration Service pays compensation to a service provider for assisting a victim of trafficking in human beings who has no municipality of residence in Finland in the sense of the Municipality of Residence Act (201/1994).

Private accommodation is not supported financially, and permission for it is only granted via application.

Q3. Which authorities carry executive responsibility³ over the facilities:

State authorities -> Yes. The Finnish Immigration Service steers reception activities in Finland.

Local authorities / regional government -> No

External service provider such as NGOs, actors from the private sector or any other kind of third party involvement? -> No

Q4. In case reception facilities are run by local authorities/regional governments or with the involvement of an external service provider (e.g. NGOs or actors from civil society), please indicate whether the reception facilities are centrally coordinated (i.e. does one single authority still carry overall responsibility for the reception of applicants for international protection?)

The steering and planning of practical reception activities: the Finnish Immigration Service.

The establishment and closing of reception centres: the Ministry of the Interior makes the decision on the basis of a proposal from the Finnish Immigration Service.

Q5. In case reception facilities are run by local authorities/regional governments or with involvement of an external service provider (e.g. NGOs or actors from civil society), how is their involvement regulated?

Have any formal coordination mechanisms between the different actors been signed (for example cooperation agreements stipulating the division of competences)?

According to the Finnish Act on the Reception of Persons Seeking International Protection, reception centre activities in Finland are carried out by municipalities and organisations with which the Reception Unit of the Finnish Immigration Service has signed an agreement on the arrangement of these activities. In addition, the state has two reception centres: the Joutseno reception centre and the Oulu reception centre. The National Assistance System for Victims of Trafficking in Human Beings (IHKA) has been centralised to the Joutseno reception centre.

Section 2

Take up of Reception Facilities: Factors determining access to the different types of facilities

This Section of the Synthesis Report aims to investigate which categories of applicants for international protection are entitled to reception facilities (standard or specific) and whether, on specific occasions/for specific reasons, authorities exclude such entitled applicants from reception facilities. It will map the competent authorities who decide on the allocation of applicants to (different) reception facilities, and will more specifically, provide an overview on what factors influence the allocation to accommodation. Such factors may, for example, relate to the capacity of centres, existence of a dispersal mechanism (for purposes of burden-sharing as to evenly distribute the costs throughout the country), the stage/type of procedure, profile of the applicant, duration of proceedings or any other factors. It will also be investigated whether Member States take into account the specific needs of vulnerable groups of applicants when deciding on allocation.

Q6. Please provide a short overview of which applicants for international protection are entitled to reception facilities provided by the State. Please complete Table 2 below:

Reception services are provided to persons seeking international protection and beneficiaries of temporary protection.

The starting point is that all asylum seekers are provided with reception services. According to the Finnish Act on the Reception of Persons Seeking International Protection, a person who has been issued a residence permit on the basis of an application for international protection and a beneficiary of temporary protection who has been issued a continuous residence permit may be provided with reception services for a reasonable period of time.

An alien who has received reception services is provided with reception services after the refusal of a residence permit or the discontinuation of temporary protection until s/he has left the country. However, a citizen of a European Union Member State or Iceland, Liechtenstein, Norway or Switzerland who seeks international protection is provided with reception services only until s/he has been informed of the Finnish Immigration Service's negative decision on his/her application for international protection.

A citizen of a European Union Member State or Iceland, Liechtenstein, Norway or Switzerland who has been informed of the Finnish Immigration Service's negative decision on international protection and who consents to leave the country under supervision or consents to the expulsion decision being enforced before 30 days have passed from the decision being served may be provided with reception services until his/her departure from the country (however, for a maximum of 7 days). The director of the reception centre may decide that such a person will be provided with reception services

for a reasonable period of time on special personal grounds.

Table 2 Categories of applicants entitled to reception facilities

Different categories of applicants depending on type/stage of procedure	Entitled to reception facilities (Yes/No)	Are these applicants entitled to standard or specific reception facilities ⁴ ?
Applicants under Dublin II⁵	Yes.	Standard.
Applicants in admissibility procedures⁶	Yes.	Standard.
Applicants subject to accelerated procedures	Yes.	Standard.
Vulnerable groups of applicants⁷ (with specific psychological/medical assistance needs)	Yes.	Standard. Special services are arranged when necessary.
Unaccompanied minors awaiting decision for international protection	Yes.	Standard, special services when necessary. Health care services offered to children are of the same level as those offered to aliens residing permanently in the country.
Unaccompanied minors who have exhausted the procedure for international protection and are awaiting return	Yes.	Standard, special services when necessary.
Applicants who have lodged an appeal procedure	Yes.	Standard.
Applicants who have lodged a subsequent application	Yes.	Standard.
Applicants who have received a positive decision on their international protection application⁸	Yes, for a reasonable period of time.	Standard, special services when necessary.
Applicants who have exhausted the procedure for international protection and who are awaiting return	Yes, until the person is returned.	Standard.
Other (e.g. applicants from other EU Member States, families with children with an irregular migrant status, applicants from safe third countries of origin etc. Please specify)	Yes.	Standard.

Q7. From the aforementioned categories of applicants who are entitled to reception, can any be excluded from reception facilities for particular reasons (e.g. because the applicant has sufficient financial means, or because the applicant has misbehaved in a reception facility, or any other reasons)?

With regard to these situations, there are no sanctions imposed by legislation. According to the reception authorities, they have found it difficult to handle situations in which clients have intentionally or unintentionally destroyed property of a reception centre, for instance. The Finnish Immigration Service is currently preparing resident guidelines for its clients.

Persons seeking international protection, beneficiaries of temporary protection and victims of trafficking in human beings who have no municipality of residence in Finland in the sense of the Municipality of Residence Act are granted a reception allowance in order to ensure means of support necessary for human dignity and to promote independent coping with everyday life if they are in need of support and cannot secure means of support by gainful employment, other income and assets, maintenance from a person liable to provide maintenance to these persons or otherwise.

The income and assets of the applicant of reception allowance and his/her family are taken into account when granting reception allowance in the manner decreed by the Social Assistance Act (1412/1997). Furthermore, if the asylum seeker works, this is taken into account in connection with the application for/granting of a reception allowance.

If a client has moved away from a reception centre without providing an account of private accommodation when demanded to do so or if s/he lives in private accommodation in a flat of which s/he does not provide required up-to-date accounts (however, his/her whereabouts are known and s/he has been contacted), his/her reception services will be suspended. In addition, an entry is made in the client register with regard to the matter. In this case, the client is still registered at the reception centre. If no more information is received of the client's whereabouts after this and s/he cannot be contacted any more, s/he will be registered as missing.

Q8. a) Does your (Member) State carry out an assessment of vulnerability which could result in assignment to special reception facilities for vulnerable groups of applicants?

Yes. According to the Finnish Act on the Reception of Persons Seeking International Protection, special needs arising from the vulnerable position of a person seeking international protection, a beneficiary of temporary protection and a victim of trafficking in human beings, such as the age or physical and psychological state, must be taken into account when applying the Act (Section 6).

All persons employed in reception activities conduct assessments (social workers of a reception centre, nurses, and health care personnel providing care for clients). The Reception Unit trains health care personnel, among other things, to identify asylum seekers who are in a vulnerable position.

Q8. b) If yes, please indicate whether the assessment of vulnerability is:

Obligatory and laid down in law Victims of trafficking in human beings and children are mentioned separately in law.

Standard practice Yes.

Optional No.

Q9. Which authority/(ies) carry responsibility for deciding on the allocation of applicants for international protection to different reception facilities?

Briefly indicate the responsible authority(ies).

In Finland, the body responsible for the practical steering of reception is the Finnish Immigration Service.

The Reception Unit of the Finnish Immigration Service is in charge of steering the practical activities in the reception of asylum seekers. This includes, for instance, the steering of the accommodation of asylum seekers. For the duration of the asylum interview and investigation, the asylum seeker is accommodated in a transit reception centre. The term "transit reception centre" refers to a reception centre or part thereof where a person seeking international protection is accommodated for the asylum investigation and interview or otherwise for a short period of time. The transit reception centres are selected by the Reception Unit of the Finnish Immigration Service.

After the completion of the asylum investigation and interview, the applicant is accommodated in a reception centre for the duration of the processing.

Transit reception centres and reception centres where applicants are accommodated for the duration of the processing are tasked with organising reception services for the applicant. As part of the reception services, such a reception centre is responsible for any costs if the applicant moves to another reception centre.

Q10. How do these authorities allocate applicants to different types of reception facilities?

Please state whether one of the scenarios below, or a combination thereof, are applicable to your (Member) State and briefly describe:

Capacity; YES

Your (Member) State assigns applicants for international protection according to capacity, e.g. your (Member) State monitors occupancy rate of each reception centre and assigns applicants accordingly.

The transit reception centres have an accommodation status report available, on the basis of which asylum seekers are divided among reception centres that will accommodate them for the duration of the processing.

Dispersal Mechanism; YES

Your (Member) State applies a dispersal scheme which defines how many applicants each reception centre at national/regional/local level ought to receive (either in percentages or based on a specific quota).

The Finnish Immigration Service has agreed with reception centres on the maximum number of beds.

Type of asylum procedure; YES

Your (Member) State takes into account the type of asylum procedure and assigns applicants accordingly to a specific reception facility. For example, one or more of the below is applicable to your (Member) State:

Applicants who fall under the Dublin II Regulation are accommodated in specific reception facilities;

The goal is that persons in the Dublin II procedures would remain in transit reception centres until their transfer as per the Dublin II Regulation.

Applicants subject to accelerated procedures are assigned to specific reception facilities;

Etc.

Stage of asylum procedure;

Your (Member) State takes into account the stage of the asylum procedure and assigns applicants accordingly to a specific facility. For example, one or more of the below is applicable to your Member State:

Applicants during the admissibility procedure - when a (multiple) application is assessed for admissibility or when a Dublin examination is carried out – are temporarily placed in specific initial/transit reception facilities;

Applicants who are awaiting a first instance decision are placed in specific reception facilities;

Applicants who have lodged an appeal procedure are transferred to specific reception facilities;

Failed/rejected applicants for international protection are transferred to specific reception facilities.

No, except for applicants in the Dublin II process.

For involuntary return of applicants who have received a negative decision on their asylum application, the applicants can be relocated to the Metsälä detention unit, if it is obvious that the applicant would disappear before the return flight or it is otherwise necessary to ensure return.

Profile of the asylum applicant;

Your (Member) State takes into account the profile of the applicant for international protection (e.g. special needs⁹, nationality, or specific motives underpinning the application) and assigns applicants accordingly to a specific reception facility.

No.

Duration of the asylum procedure;

Your (Member) State moves applicants for international protection from one facility to another after a certain time period has elapsed.

Yes, in the first stage applicants are accommodated in a transit reception centre from where they are relocated to a reception centre for the duration of the remainder of the processing. There is no time limit imposed for this relocation.

Other criteria (e.g. family composition)?

Disciplinary transfers (the premise is that one transfer must suffice); transfers aiming at ensuring family unity in accordance with the Finnish Act on the Reception of Persons Seeking International Protection.

Q11. Is the process for assignment of applicants to different reception facilities:**a) Laid down in legislation**

No

b) Outlined in soft law/guidelines

No

c) Not outlined in official documents, but there is a standard practice in place

Yes.

Q12. Provided there is sufficient capacity, does your (Member) State offer the applicant a choice for reception facility/location?

Asylum seekers cannot choose the centre where they will be accommodated.

Q13. a) Does your (Member) State provide for a possibility to relocate applicants for international protection to different reception facilities after initial assignment to a reception centre?

Yes – such reasons could include the following, for instance: culture-related reasons, health, violent behaviour due to which certain groups must be separated, other personal reasons.

Section 16 of the Finnish Act on the Reception of Persons Seeking International Protection: an applicant can be relocated to another reception centre if it is necessary for the applicant him-/herself, the operations of the reception centre or the processing of an application for international protection. Transfer to another reception centre cannot be processed without consent given by the police.

Accommodation must be arranged so that the members of a family can live together. The reception centre is responsible for the accommodation and the relocation. Before a decision on relocation is made, the person to be relocated must be heard. When making a decision on the relocation of an unaccompanied minor, the representative of the child must also be heard.

Q13. b) If yes, which of the below criteria are applied, or a combination thereof, for relocation to a different reception centre:

Capacity/bed management issues -> Yes

Change in family profile (e.g. birth of a child) -> Yes

Medical or special need reasons -> Yes

Incidents at centres which may require transfer to alternative accommodation ->Yes

Time limits (procedural-driven) ->Yes

Programme for voluntary return to the country of origin -> No
(however, in some cases it is possible for an applicant participating in a programme for voluntary return to move to another reception centre to wait for the return journey – if the distance to the airport is unreasonably long, for instance.)

Section 3 Quality:

National Legislation on Material Reception Conditions

The Synthesis Report will review Member States' national legislation on basic material reception conditions (i.e. the provision of food, clothing, and financial allowance) that relate to the nature of the experience of being accommodated in a reception facility. Additionally, the Synthesis Report aims to provide an overview on some other quality criteria that relate to the nature of the experience of being accommodated in a reception facility, such as the available surface per applicant, the supervision rate (number of staff per applicant), and the possibility of leisure activities. Furthermore, to provide a more comprehensive overview of non-material reception conditions, a table is included in the Annex which will map additional rights granted to applicants for international protection in the (Member) State's reception system as laid down in national legislation. Member States are kindly requested to fill out table 1A in Annex 1 for this purpose.

Q14. According to national legislation in your (Member) State, what are applicants for international protection who are accommodated in reception facilities entitled to in terms of the following reception conditions:

Food;

Clothing;

Financial allowance¹⁰.

Please briefly describe your national legislation in relation to aforementioned material reception conditions and make reference to the relevant provisions in national legislation.

Section 15 of the Finnish Act on the Reception of Persons Seeking International Protection: reception services include accommodation, reception allowance and pocket money, social services, health care services, interpretation and translation services as well as employment and education activities. In addition, meals can be arranged as part of reception services (this influences the amount of the reception allowance). Each applicant purchases his/her clothing with the reception allowance. Reception centres also receive second-hand clothes as donations.

Q15. Please indicate in Table 3 below for each type of reception facility in place in your (Member) State: the available surface per applicant (in square meters); the supervision rate (number of staff per applicant); and specify whether applicants have the possibility to take part in organised leisure activities.

Table 3 Other quality criteria for reception facilities that relate to the applicant's experience of being accommodated in a reception facility

Type of accommodation	Available surface per applicant in square meters	Supervision rate (number of staff per applicant)	Possibility of leisure activities? Yes/No. If yes, briefly describe
Collective initial/transit reception centres	Not defined.	There is a recommendation: Per 100 residents, there should be 5–6 persons in counselling tasks, 1 social worker. Per 150 residents, there should be 6–7 counsellors, 1 social worker. Per 200 residents, there should be 7–8 counsellors, 2 social workers. Per 250 residents, there should be 8–9 counsellors, 2 social workers. Per 300 residents, there should be 9–10 counsellors, 2 social workers. Per 350 residents, there should be 10–12 counsellors, 3 social workers. Per 450 residents, there should be 12–15 counsellors, 4 social workers. ¹¹	Yes, depends on the centre.
Collective open reception centres	Not defined.	See above.	Yes, depends on the centre.
Special reception centres or facilities for vulnerable groups (e.g. victims of torture or specific vulnerable female applicants)	Depending on the case, victims of trafficking in human beings can be provided with tailored accommodation taking into account safety aspects, among other things. If the conditions of an asylum-seeking family are such that the children must be taken into custody, the children can be provided with accommodation at child welfare facilities.	See above.	Yes, depends on the centre.

<p>Special separate reception centres for unaccompanied minors</p>	<p>According to the Finnish Act on the Reception of Persons Seeking International Protection, supported living units can house a maximum of 40 children.</p> <p>Minors: group homes are regulated by the Child Welfare Act (a maximum of 7 children per living unit and a minimum of 7 adults per living unit). At one group home, there may be a maximum of three units.</p>	<p>For ten children, there should be a minimum of three employees working in care and education tasks at a supported living unit. For a supported living unit, the recommendation is for there to be 6 counsellors per 20 minors. Per 21–40 residents, there should be 9–12 counsellors.</p>	<p>Yes, depends on the centre.</p> <p>In supported living units, basic education is organised for unaccompanied minors.</p> <p>Especially at group homes, there are more instructor-led activities, and children attend a normal comprehensive school, which provides a framework for education (arranged by the municipality). The aim is to start providing basic education as soon after the physical examination as possible. This depends on the situation in the municipality/at the school.</p>
<p>Private houses or flats: arranged and paid for by competent authorities</p>	<p>The response applies to flat-based reception centres: there is no definition. Resident guidelines are being prepared; the practice has been that there are two persons per room.</p> <p>The basic principle: two persons per room, e.g. 3 rooms + kitchen = 6 persons. In case of a family, this principle is adapted considering the size of the flat as well.</p>	<p>Recommendation: Per 100 beds, there should be 8–9 employees. Per 150 beds, there should be 10–11 employees. Per 200 beds, there should be 11–13 employees. Per 250 beds, there should be 13–14 employees. Per 300 beds, there should be 15–16 employees. Per 350 beds, there should be 18–20 employees. Per 450 beds, there should be 22–24 employees.</p>	<p>Yes, in cases in which the reception centre organises language lessons, for instance. Activities described in the Finnish Act on the Reception of Persons Seeking International Protection.</p>
<p>Private hotels: arranged and paid for by competent authorities</p>	<p>Has been used as temporary accommodation. Required space per person not defined. The aim is to include these activities under the coordination of a reception centre.</p>	<p>Agreed on separately; related to the flexibility of the system in situations in which there are more applicants arriving in the country than there is capacity for.</p>	<p>Entitlement to the activities of the reception centre that arranges accommodation; the content depends on the centre. Services in accordance with the Finnish Act on the Reception of Persons Seeking International Protection.</p>

<p>Individually arranged accommodation such as houses, flats, hotels and/or possibilities of staying with friends and/or family</p>	<p>The Finnish Immigration Service recommends that living conditions are discussed with a person who is moving or has moved to private accommodation, by going through the following:</p> <ul style="list-style-type: none"> - is the client entitled to live in the flat - the duration of this entitlement - does the client have the means for bearing his/her accommodation costs if no one else is responsible for these costs - is the flat large enough for the client and his/her family (if any) - is the flat in a condition that enables the client to live there - does the client's move result in his/her becoming a client of another reception centre - the effects of private accommodation on the reception allowance - procedures in case of trouble (rights and obligations) - the client's position and status in case s/he is issued a residence permit <p>According to the guidelines on private accommodation, the reception centre tries to monitor the accommodation and the living conditions of its private accommodation clients after their move. In particular, the aim is to monitor address and contact information, the development of clients' need for services and whether clients receive the reception services they need.</p> <p>Special attention is paid to the living conditions of clients in a vulnerable position (pregnant women, families with children, the disabled, people with mental health problems).</p>	<p>No.</p>	<p>No, if a person wants reception services, s/he contacts a reception centre. The reception centre can contact the person, if necessary, e.g. to arrange an appointment with a social worker for the granting of reception allowance.</p>
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<p>Other premises for the purpose of accommodating applicants for international protection which are arranged and paid for by the competent authorities</p>	<p>The detention unit: allocation of space has been left as is, women have separate facilities in the unit. Two persons per room. Family members are accommodated together.</p>	<p>40 beds, 24 employees.</p>	<p>Yes, the detention unit has a gym, a small outdoor recreational area and home entertainment devices.</p> <p>The detention unit is tasked with arranging the required statutory basic services for detained persons for the duration of the detention and with ensuring the security of detention. Key services include accommodation, meals, necessary health care and looking after other necessary basic needs.</p>
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Q16. Has your (Member) State developed guidelines or a handbook in relation to the reception offered to applicants for international protection?

Yes, an online handbook of operations can be found at the immigration authorities' intranet, Manu, and reception centres also have their own handbooks of operations and quality handbooks (required to be prepared and updated). Manu is constantly being developed.

Each applicant is provided with an initial information package that explains the rules of the centre, the rights and obligations of a resident, the right to education and the right to legal aid. In addition, a resident information package is being prepared. The content of the initial information packages is the same in all centres.

Q17. What control mechanisms are in place to ensure that reception conditions are provided according to the standards specified in national legislation or other protocols/regulations?

Authorities acting as guardians of law, such as the Parliamentary Ombudsman and the Chancellor of Justice.

The Parliamentary Ombudsman supervises the lawfulness of operations of closed institutions (the detention centre).

The Reception Unit of the Finnish Immigration Service makes an inspection visit to the detention unit a couple of times a year. In other reception centres, internal inspections are carried out when decisions on the action plan and financing are made annually.

Q18. Has there been a public debate about the quality of reception facilities in your Member State in the period from 2008 onwards - to date?

Yes. The facilities of the detention centre in particular have been constantly criticised by the Free Movement organisation, for instance. The Ombudsman for Minorities has found the facilities of the centre appropriate. The size of the centre has caused problems in the placement of detained persons, resulting in these persons being placed in police prisons. This procedure has

been criticised of violating human dignity.

In 2012, the relocation of the Joutseno reception centre from Tiuruniemi to the premises of the former Konnunsuo prison received criticism due to its accommodation conditions (the building being a former prison) and the institution-grade food served at the centre, for instance. As the distance from the centre to the nearest town, Lappeenranta, is 20 kilometers, the residents are offered bus trips to the town and back for a charge of one euro.

Prejudices related to immigrants become emphasised when the preparations for establishing a new reception centre are begun. The unit has reported that there are fears related to insecurity, disorder, tolerance of diversity, etc. Information meetings are organised for residents in order to sound out the atmosphere.

Q19. Does primary research exist in your Member State, evaluating the quality of reception facilities?

No, reports are mainly related to the projects of the immigration administration. No qualitative academic research on reception activities has been carried out.

Section 4

Flexibility

The Synthesis Report will analyse the flexibility of reception facilities in (Member) States vis-à-vis the fluctuating and/or sudden influxes of applicants for international protection. (Member) States are asked to provide figures or estimations on the total number of applicants entitled to reception¹², the total number of applicants accommodated in reception facilities, as well as figures or estimations on the maximum capacity and average occupation rate of reception facilities. (Member) States are asked to describe whether they have experienced any (disproportionate) pressure on their reception systems during 2008-2012 and are asked to provide an overview of the different flexibility mechanisms that they have in place and/or have applied. The Synthesis Report will aim to identify good practices of (Member) States in handling (disproportionate) pressure on their reception system, and where relevant, reference will be made to the use (and effectiveness) of flexibility mechanisms.

Q20 Please fill out the national statistics in Table 4 below:

Table 4 National statistics on flexibility

	2008	2009	2010	2011	2012
Total number of applicants entitled to reception	1,603 4,035 (new applicants during the year)	4,741 5,988 (new)	6,545 4,018 (new)	4,347 3,088 (new)	3,239 3,129 (new)
Total number of applicants accommodated in reception facilities	937	2,405	3,957	3,050	2,900
Maximum number of applicants that could be accommodated in reception facilities	1,186 (Jan.) 2,177 (Dec.)	2,389 (Jan.) 4,589 (Dec.)	4,639 (Jan.) 3,669 (Dec.)	3,669 (Jan.) 3,169 (Dec.)	3,169
Average occupation rate in reception facilities	79	90	85	79	90

Q 21. Please describe any pressure that your (Member) State may have experienced in relation to the reception of applicants for international protection during the period 2008-2012 and briefly explain possible reasons for such pressure. (Note that annual statistics from Eurostat on the number of applications for international protection, first decisions, etc. over the years 2008-2012 will be incorporated in the relevant section of the Synthesis Report. Hence, if relevant, you may refer to a period of pressure by comparing the number of applications with the capacity of your (Member) State's reception system).

In 2009, the total number of asylum seekers reached an all-time high.

The number of applicants is the number of applicants on the last day of the previous year plus the number of new applicants arriving during the year.

Sources: migri.fi/about_us/statistics/statistics_on_asylum_and_refugees (2008-2012)

migri.fi/tietoa_virastosta/tilastot/vastaanottotilastot
[Voy_tilastokatsaus_2011.pdf](#) and [2012.pdf](#)

manu.migri.fi/Tilastot/Tp-hakijan_majoitustilasto

Q 22. Which flexibility mechanisms are foreseen and/or have been used in case there are shortages or surpluses in reception facilities? Please answer this question by indicating in Table 5 below whether any of the below mechanisms exist in your Member State and whether they have been actually used:

Table 5 Flexibility Mechanisms

Type of mechanism	Does this exist in your (Member) State? (Yes/No)	If yes, please describe	Has this mechanism been used? (Yes/No) If yes, please describe
Early warning mechanism¹³ (including any software programmes monitoring capacity and occupancy in reception facilities)	Yes	Uniform UMA and MAREK-systems provide information on accommodation capacity.	Yes, this mechanism is used on daily basis.
Additional reception centres acting as buffer capacity	No.	No, though every reception centre has additional places in their emergency plans. The capacity may be increased or decreased when necessary.	Yes. Uniform software programs are used on daily basis to monitor occupancy and capacity. Accommodation capacity has been adjusted in accordance with decreased numbers of asylum seekers 2010-2013.

Emergency plans	Yes.	Every reception centre has its own emergency plan. Additional places are agreed with Immigration service. Addition to these, immigration service has emergency plan for reception of asylum seekers. In case of massive influx there are regional emergency plans managed by Centres for Economic Development, Transport and the Environment.	Yes, emergency plans of Finnish Immigration Service and reception centres have been used already at times of increased numbers of asylum seekers.
Budget flexibility (to in-or decrease the budget when necessary)	Yes	Reception system is financed with an estimated budget which may be increased or decreased when necessary.	Yes, during 2008 and 2009 when Finland faced record-breaking numbers of asylum seekers.
Employing more case-workers to speed up decision-making	Only with increased budget.	The Ministry of the Interior may increase Finnish Immigration Service's budget if necessary.	Finnish Immigration Service employed more case-workers to speed up decision-making process after record breaking numbers of asylum seekers during 2010-2011.
Fast-tracking procedures	Yes	Asylum unit's Fast-track section processes manifestly unfounded applications and other applications which may be processed in accelerated procedure.	Fast-tracking has been in full use since 2009.
Application of different standards/modalities of reception conditions in emergency situations¹⁴	No, reception services are laid down by law.	N/A	N/A
Provision of financial vouchers/ allowance to cover costs of private accommodation	No	N/A	N/A
Review for specific categories of applicants who obtain priority access to reception	No. Applicants within the national System for Victims of Trafficking may be organised special housing if necessary.	N/A	N/A
The use of excess space for other purposes	No.	N/A	N/A
Folk High Schools	Not anymore, existed before.	Folk High Schools were utilized to support young asylum seekers and refugees who have arrived in Finland alone and need special support to become independent.	Yes, 2008-2009 around 150 unaccompanied minors were accommodated in Folk High Schools.

Q 23. Please indicate best practices in handling (disproportionate) pressure as well as ability to adjust to fluctuating numbers of applications over time. Where possible, please refer to the use (and effectiveness) of any of the aforementioned flexibility mechanisms.

The accommodation capacity of reception centres is being monitored in real time. The utilization rate of the accommodation has been kept as high as possible (90%). With careful emergency planning and high utilization rate accommodation capacity may be increased if necessary. A new model for reception was introduced in July 2013 as the Finnish Immigration Service publishes a release on its website to chart out suitable rental facilities for accommodating asylum seekers. By using an electronic form lessors can indicate their interest in renting out vacant spaces. In addition to these, the Finnish Immigration Service has an emergency plan with the Finnish Red Cross. Emergency planning has been developed with different projects co-funded by European Refugee Fund.

Section 5

Efficiency

The *Synthesis Report* will provide an overview of the costs of the current reception facilities provided in the (Member) States, as well as the median and interquartile ranges of the duration of an applicant's stay and average occupancy rate in reception facilities. In Table 6 below, Member States are requested to fill out information on the total costs of reception, split up in direct and indirect costs, and Dublin and non-Dublin cases. (Member) States are kindly asked to also explain what is covered by such costs.

The aim is to start collection of such statistics to gain an insight into what is covered under the total costs of reception in different Member States. The *Synthesis Report* will not aim to compare reception costs between Member States due to the complexity involved (e.g. Member States include different services under costs¹⁵).

Q24. Please fill in the national statistics Table 6 below (please provide figures or, if not possible, estimates thereof):

Table 6

	2008	2009	2010	2011	2012
National budget allocated to the reception of applicants for international protection	€7,613,000.00		€10,243,600.00	€86,388,000.00	€69,794,000.00
Total costs of reception	€3,564,100.00	€8,864,200.00	€97,027,000.00	€77,906,400.00	€69,500,559.00
Total direct costs¹⁶	N/A	N/A	€39,793,000.00	€37,395,072.00	€33,360,268.32
Total indirect costs¹⁷	N/A	N/A	€57,234,000.00	€40,511,328.00	€36,140,290.68
Total costs of reception including Dublin cases	N/A	N/A	N/A	N/A	N/A
Total costs of reception excluding Dublin cases	N/A	N/A	N/A	N/A	N/A
Inflow of new applicants to reception facilities	N/A	3,582	4,315	3,085	3,054

Inflow/ return of applicants who have temporarily left a reception facility	N/A	N/A	N/A	N/A	N/A
Outflow of applicants from reception facilities, who do not return later	N/A	N/A	N/A	538	858
Share of applicants in reception facilities who have received a final decision on their application	N/A	N/A	N/A	300 (17%)	550 (18%)
Median¹⁸ range of an applicant's stay	N/A	N/A	N/A	N/A	N/A
Interquar- tile¹⁹ ranges of an applicant's stay	N/A	N/A	N/A	N/A	N/A

Q25. Are cost (estimations) available for the flexibility mechanisms used in your Member State (see Question 22)?

[If yes, please provide these here.]

Q26. What is the tolerance time for extended stay of applicants in reception facilities who have already received a final decision on their application?

The guidelines mention a reasonable period of time; a more detailed definition does not exist. The Finnish Immigration Service has set a 2-month target for the period that passes from the decision to the placement of a recipient of a residence permit in a municipality.

Section 6

Conclusions

This Section will outline the main findings of the Study and present conclusions as to what extent the organisation of the reception system impacts on the flexibility, efficiency, and quality of reception facilities.

Q27. Please summarise the organisation of reception facilities in your (Member) State, indicating main strengths and weaknesses (please specify any evidence for these findings)

In 2010, the steering of the operations of the reception centres was centralised to the Finnish Immigration Service. The Reception Unit of the Finnish Immigration Service is in charge of steering the practical activities. Steering of informational and development activities related to the subject matter as well as steering of application of legislation have been implemented through uniform guidelines. One of the key tools in steering is the online handbook of operations for immigration affairs, Manu, which is being developed constantly.

When a new asylum seeker arrives in Finland, s/he is first accommodated in a so-called transit reception centre. Such centres are located in Helsinki (2), Turku, Oulu and Joutseno. After the asylum interview, the applicant is placed in a reception centre for the duration of the processing on the basis of the accommodation capacity. These centres are flat-based, or residents live in rented flats. There are group homes and supported living units for unaccompanied minor asylum seekers. In cases involving child welfare aspects, the state acquires accommodation at child welfare facilities from municipalities. The Joutseno reception centre is responsible for the accommodation of persons admitted to the National Assistance System for Victims of Trafficking in Human Beings – special accommodation can be acquired from outside the centre, if necessary, taking e.g. safety aspects into account. The responsibility for the accommodation of detained asylum seekers and persons to be removed from the country has been centralised to the detention unit of the Metsälä reception centre located in Helsinki.

The number of clients within the scope of reception activities is influenced by the number of new asylum seekers and the time it takes for a person who has been issued with a residence permit to move to a municipality. There have also been problems in placing the approximately 750 annual quota refugees in municipalities. If a refugee or an asylum seeker who has been issued a residence permit is not placed in a municipality within a reasonable amount of time, prolonged accommodation naturally increases costs. The asylum process, distributed among several parties and affecting the reception activities, can also be considered a weakness of the Finnish reception activities. One phase found to prolong the process has been discovered in efficiency improvement projects to be the fact that according to the Aliens Act, the first instance hearing of asylum seekers is the duty of the police.

Currently, the strategic aim of reception activities is to change the operational concept of reception centres where applicants are

accommodated for the duration of the processing from institutionalised activities to decentralised flat-based activities. In a flat-based reception unit, accommodation facilities are located in regular apartments in different parts of the municipality where the centre is located, in which case the accommodation capacity can be flexibly adjusted by renting new flats or by terminating tenancy agreements usually with a month's notice as necessary.

Q28. Please summarise whether your (Member) State has experienced pressure on its reception facilities (in terms of both in- and outflow, and duration of the processing time of applications) and indicate what measures have been most successful in handling such pressure

In 2008–2009, a record-breaking number of asylum seekers arrived in Finland, and it was necessary to arrange accommodation at hotels and campsites. In Finland, resorting to accommodation in tents has so far not been necessary.

Q29. Please describe best practices in controlling costs of reception facilities whilst ensuring quality (maximum half a page)

According to a press release published by the Ministry of the Interior on 1 March 2013, the effectiveness of the administration of immigration affairs has improved in 2012. The effectiveness was improved, for instance, by reorganising the tasks of the Finnish Immigration Service and especially the stages of the asylum process. The asylum seekers' reception system was also developed and in 2012, appropriations used for reception activities decreased by €14.5 million from the previous year. During 2012, the number of decisions under the Finnish Immigration Service's investigation grew by approximately 400 compared with 2011. The Finnish Immigration Service made first-instance decisions for approximately 1,900 asylum seekers, with 54% of asylum seekers receiving a decision in under six months. The Helsinki Administrative Court, the court of appeal in asylum affairs, managed to shorten its processing times by 21 days through efficiency improvements in 2012. The average asylum investigation by the Police was reduced, and the number of persons removed from the country increased by 5%: in 2012, the number was 2,440, whereas in 2011 it was 2,252.

The steering and monitoring of the operations and finances of reception centres has been harmonised and the uniform Tarek system has been developed for financial monitoring. In addition, special monitoring indicators have been established for monitoring finances.

The accommodation capacity of reception centres in relation to new asylum seekers is being monitored in real time. The utilisation rate of the centre accommodation capacity has been kept as high as possible (90%) in order to avoid underutilisation. A high utilisation rate requires that the centres be capable of increasing their accommodation capacity if necessary. Currently, the strategic aim of reception activities is to change the operational concept of reception centres where applicants are accommodated for the duration of the processing from institutionalised activities to decentralised flat-based activities. In a flat-based reception unit, accommodation facilities are located in regular apartments in different parts of the municipality where the centre is located, in which case the accommodation capacity can be flexibly adjusted by renting new flats or by terminating tenancy agreements usually with a

month's notice as necessary. This operational model generates significant cost savings when compared to an institutional unit where the accommodation capacity is tied to large real estate properties in which renting expenses constitute a significant portion of the unit's fixed costs.

In July 2013, the Finnish Immigration Service published a release on its website in order to chart out suitable rental facilities for accommodating asylum seekers. An electronic form has been created on the Service's website that lessors can use to indicate their interest in renting out vacant spaces to accommodate asylum seekers. The Finnish Immigration Service is primarily seeking ordinary rental apartments that are close to the existing reception centres. If the number of asylum seekers increases significantly, they will also accept vacant institutional facilities, hotels, motels, camping centres and other such facilities, provided that they can accommodate at least 50–200 persons.

By centralising and developing operations it has been possible to harmonise reception activities in different centres and consequently to improve the efficiency of operations.

Each year, the state budget has allocated less funds for expenses related to the reception of refugees and asylum seekers, making it necessary to adjust the reception network and activities to decreasing funds regardless of the fact that the number of new asylum seekers and residents of centres has not decreased. By improving the efficiency of operations and closing down reception centres and special units for minors, reception activities managed to achieve savings of more than 8 million euros in 2012.

The number of clients within the scope of reception activities is influenced by the number of new asylum seekers and the time it takes for a person who has been issued a residence permit to move to a municipality. There have also been problems in placing the approximately 750 annual quota refugees in municipalities. If a refugee or an asylum seeker who has been issued a residence permit is not placed in a municipality within a reasonable amount of time, prolonged accommodation naturally increases costs. A weakness of the Finnish reception activities can also be considered to be the distribution of the asylum process among several parties, thus affecting reception activities. In efficiency improvement projects, the fact that, according to the Aliens Act, the first-instance hearing of asylum seekers is the duty of the police has been identified as one phase that prolongs the process. In July 2013, the Ministry of the Interior set an assignment to the National Police Board and the Finnish Immigration Service to study whether the first phase stage of the foreign-national permits and licences process and the asylum process as well as the serving of decisions on asylum could be transferred from the police to the Finnish Immigration Service. Especially the following measures have been considered as having an impact on the number of reception clients: a) speeding up the placement of recipients of residence permits in municipalities; b) increasing the number of voluntary returnees significantly and c) improving the efficiency of removal from the country substantially. In 2010, the Finnish Immigration Service prepared a so-called "Vastaanottokeskuksesta kuntaan" (From the reception centre to the municipality) operating model, with the aim of encouraging asylum seekers who have been granted a residence permit to seek accommodation on their own initiative in order to be able to move to a flat in a municipality. In autumn 2012, the Ministry of Employment and the Economy launched the VIPRO project which examined official refugee reception processes and how the placement of recipients of residence permits in municipalities could be developed. In addition to the national strategy, the

(Footnotes)

¹ Open centres means that applicants are free to enter and leave the centre whenever they want.

² Please specify whether applicants receive (or have the possibility of receiving) a financial allowance in case they have individually arranged their accommodation.

³ Executive responsibility refers to the day-to-day running of the reception facilities and would also for example include including quality control of the services provided in the facility.

⁴ Specific reception facilities refer to facilities which divert from mainstream reception facilities, e.g. depending on the type of applicant, or stage/procedure.

⁵ Applicants under Dublin II means those applicants for which a Dublin procedure has been initiated and who are awaiting a Dublin decision determining the responsible country for examining the asylum claim.

⁶ Admissibility procedures refer to the stage of the application in which (Member) States determine whether an application will or will not be considered in substance based on the criteria laid down in Article 25 of Directive 2005/85/EC (the Asylum Procedures Directive) which stipulates circumstances in which Member States are allowed to declare application as inadmissible and are subsequently not required to examine the application.

⁷ The Reception Conditions Directive makes reference to the following categories of applicants under vulnerable groups: unaccompanied minors, 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.

⁸ If possible please specify for what duration they are still entitled to reception facilities.

⁹ The Reception Conditions Directive makes reference to the following categories of applicants under vulnerable groups: unaccompanied minors, 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.

¹⁰ Please explain what costs the financial allowance is intended to cover (e.g. does it cover accommodation costs, does it include pocket money etc) and specify whether the financial allowance is provided de facto and/or whether it can be used to remunerate applicants who carry out work (small tasks) within the reception facility.

¹¹ Based on the personnel allocation recommendation of the Reception Unit.

¹² These statistics are requested to provide an overview on the number of applicants in reception as a whole, differentiating between those accommodated in reception facilities and those applicants who are entitled to reception, but who do not require accommodation (but do receive other services e.g. a financial allowance).

¹³ An early warning mechanism refers to a monitoring system, e.g. a mechanism that monitors the inflow of applicants for international protection, evaluating in particular whether the (Member) State possesses the necessary capacity to deal with increased (or decreased) pressure. Such a monitoring system would enable identification of possible shortcomings (or excess capacity) at an early stage. An early warning mechanism could for example include a.o. any software programmes monitoring capacity and occupancy rate in reception facilities.

¹⁴ Article 14 paragraph 8 of the Reception Conditions Directive 2003/9/EC stipulates that: "Member States can exceptionally set modalities for material reception conditions different from those provided for in Article 14 for a reasonable period which shall be as short as possible, when: an initial assessment of the specific needs of the applicant is required; material reception conditions, as provided for in article 14, are not available in a certain geographical area; housing capacities normally available are temporarily exhausted; the asylum seeker is in detention or confined to border posts. The different conditions must cover in any case basic needs".

¹⁵ The European Platform for Reception Agencies (EPRA) has scheduled activities for the 4th quarter of 2013 to start dialogue on development of methods to improve comparability of reception costs between Member States.

¹⁶ Direct costs refer to explicitly defined costs and budgets for the reception of applicants for international protection in each (Member) State.

¹⁷ Indirect costs refer to costs that are not directly measurable (as costs are borne by a wide range of stakeholders and further relate to the applicant's access to general public services).

¹⁸ The median is the numerical value separating the higher half of the distribution of the lower half (middle value).

¹⁹ The interquartile ranges refer to the value of the first quartile (25 percentile) and the third quartile (75 percentile) in a distribution.

²⁰ Arranged and paid for by competent authorities.

²¹ Arranged and paid for by competent authorities.

²² E.g. houses/flats/hotels and/or staying with friends and family.

²³ Please explain what this consists of.

FOKUSOITU EMN-TUTKIMUS 2/2013

Turvapaikanhakijoiden vastaanottojärjestelmä
Euroopan unionin jäsenmaissa

ISBN 978-952-5920-28-4 (PDF)

Euroopan muuttoliikeverkosto (EMN) perustettiin Neuvoston päätöksellä 14 päivänä toukokuuta 2008 ja se saa taloudellista tukea Euroopan unionilta. Euroopan muuttoliikeverkoston tavoitteena on vastata yhteisön toimielinten sekä jäsenvaltioiden viranomaisten ja laitosten tarpeeseen saada tietoa maahanmuuttoa turvapaikka-asioista tuottamalla ajantasaista, puolueetonta, luotettavaa ja vertailukelpoista tietoa näitä asioita koskevan politiikan suunnittelun tukemiseksi Euroopan unionissa. EMN antaa lisäksi yleisölle tietoa kyseisistä asioista.

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Top-line "Factsheet"

SUOMI

National contribution

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

Vastaanoton käytännön ohjauksesta vastaa Suomessa Maahanmuuttovirasto. Maahanmuuttoviraston vastaanottoyksikkö vastaa turvapaikanhakijoiden vastaanoton käytännön toiminnan ohjauksesta. Tähän kuuluu muun muassa turvapaikan-hakijoiden majoittamisen ohjaus.

Kansainvälistä suojelua hakevan vastaanotosta annetun lain mukaan vastaanottokeskustoimintaa Suomessa harjoittavat kunnat ja järjestöt, joiden kanssa Maahanmuuttoviraston vastaanottoyksikkö on tehnyt sopimuksen toiminnan järjestämisestä. Valtiolla on lisäksi kaksi vastaanottokeskusta, Joutsenon ja Oulun vastaanottokeskukset. Ihmiskaupan uhrien auttamisjärjestelmä (IHKA) on keskitetty Joutsenon vastaanottokeskukseen.

Turvapaikanhakija majoitetaan turvapaikkapuhuttelun ja tutkinnan ajaksi kauttakulkukeskukseen. Kauttakulkukeskuksella tarkoitetaan vastaanottokeskusta tai sen osaa, johon kansainvälistä suojelua hakeva majoitetaan turvapaikkatutkintaa ja -puhuttelua varten tai muuten lyhyeksi ajaksi. Kauttakulkukeskukset nimeää Maahanmuuttoviraston Vastaanottoyksikkö. Turvapaikkatutkinnan ja -puhuttelun päätyttyä hakija majoitetaan odotusajan vastaanottokeskukseen – kauttakulkukeskuksilla on käytössään majoitustilanneraportti, jonka perusteella hakijat jaetaan odotusajan keskuksiin. Maahanmuuttovirasto on sopinut vastaanottokeskusten kanssa maksimimäärästä majoituspaikkoja, joka muodostaa kunkin keskuksen kapasiteetin.

Vastaanottotoiminnan asiakasmääriin vaikuttavat uusien turvapaikanhakijoiden määrä sekä oleskeluluvan saaneiden kuntiin siirtymisaika, joka on mm. kiintiöpakolaisten kohdalla usein pitkittynyt. Vastaanottotoiminnan kapasiteettia koeteltiin Suomessa vuonna 2008, jolloin hakijoita saapui lähes kolminkertaisesti yli majoituskapasiteetin (vuosi 2008: 4035 hakijaa, 1603 paikkaa). Vuonna 2009 turvapaikanhakijoiden määrän kasvu jatkoi (5988 uutta hakemusta) joskin majoituspaikkoja oli onnistuttu lisäämään 4741 majoituspaikkaan hankkimalla tilapäismajoitusta mm. yksityisomistuksessa olevista hotelleista sekä leirintäalueilta. Vastaanottotoiminnan strategisena tavoitteena on siirtyä jatkossa yhä enemmän laitospohjaisesta toiminnasta asuntopohjaiseen toimintamuotoon, jolloin majoituspaikkoja voidaan tarvittaessa joustavasti lisätä uusien vuokrasopimuksin tai vastaavasti irtisanoa kuukauden irtisanomisajalla turvapaikanhakijamääriä vastaavasti.

Lähtökohtana on, että vastaanottopalveluja annetaan kaikille turvapaikanhakijoille. Kansainvälistä suojelua hakevan vastaanotosta annetun lain mukaan kansainvälistä suojelua koskevan hakemuksen perusteella oleskeluluvan saaneelle ja tilapäistä suojelua saaneelle, jolle on myönnetty jatkuva oleskelulupa, voidaan antaa vastaanottopalveluja

kohtuullinen aika.

Vastaanotto toimintaa sääntelevän Vastaanottolain mukaisesti vastaanottopalveluihin kuuluvat majoitus, vastaanotto- ja käyttöraha, sosiaalipalvelut, terveydenhuoltopalvelut, tulkki- ja käännöspalvelut sekä työ- ja opintotoiminta. Vastaanottopalveluina voidaan järjestää myös ateriat (vaikuttaa vastaanottorahan suuruuteen).

Section 1

Different types of Reception Facilities and different Actors

This section of the Synthesis Report will address the organisation of reception facilities in different (Member) States. An overview will be provided of the different types of accommodation facilities, and different actors involved in the provision of reception facilities.

The Reception Conditions Directive (Directive 2003/9/EC, Article 13) and the Commission's proposal for the recast Reception Conditions Directive (Article 17) stipulate that Member States shall ensure availability of material reception conditions to applicants for international protection. Housing constitutes an essential, if not the primary, element of reception conditions. Provision of accommodation can be provided in a variety of possible manners. Directive 2003/9/EC (Article 14) makes broad reference to: a) accommodation premises for applicants who lodged their application at the border; b) accommodation centres which guarantee an adequate standard of living; c) private houses, flats, hotels or other premises adapted for housing applicants for international protection. Consequently, (Member) States have established different types of reception facilities, such as, collective/communal reception facilities, individual housing (private houses, flats or hotels arranged and paid for by the State), or, some also offer the applicant financial compensation which covers housing expenses.

This Section aims to provide an overview of the different types of reception facilities (Member) States have in place. It will also provide an overview on the number of facilities as well as their capacity. With regard to the organisation, this Section will furthermore address the different actors involved in the provision of reception facilities to applicants for international protection, specifying which authorities carry financial and executive responsibility and whether third parties are involved, such as for example, NGOs or other actors of civil society.

Q1. Please indicate in Table 1 below what type of reception facilities exist in your (Member) State.

In case your (Member) State offers a different type of facility which is not listed in the table below, please include and describe this by adding additional rows to the table below. Please also indicate how many of these facilities exist and indicate what their capacity is and how many applicants were accommodated in these facilities per year starting from 1 January 2008 to 31 December 2012.

Should your (Member) State not be able to provide the maximum capacity, please provide a brief explanation for this and specify the actual number of applicants accommodated in a certain type of facility on an annual basis for the period 2008-2012.

Table 1 Different types of Reception Facilities

Type of accommodation	Does this type of facility exist in your Member State?	If so, how many of these facilities existed at the end of 2012?	Specify the maximum number of applicants the facilities could accommodate	Number of applicants accommodated in such facilities per year during 2008-2012
Collective initial/transit reception centres	Kyllä. Uusi turvapaikanhakija majoitetaan ensiksi kauttakulkukeskukseen. Näissä kauttakulkukeskuksissa turvapaikanhakija asuu siihen saakka kunnes poliisi ja Maahanmuuttovirasto ovat suorittaneet turvapaikkakuulustelun ja -tutinnan. Kauttakulkukeskuksia ovat Helsingin, Turun, Oulun ja Joutsenon vastaanotokeskukset.	4	Helsinki: 200+200+40 (säilö) Turku: 150 Oulu: 260 Joutseno: 300	N/A
Collective open reception centres¹	Kyllä. Nämä keskukset ovat asuntopohjaisia tai asiakkaat asuvat vuokra-asunnoissa.	2 (valtion omistamaa), 6 kuntien omistamaa keskusta, Suomen Punainen Risti ylläpiti 10 vastaanotokeskusta Yhteensä 18 vuonna 2012.	1916	2008: 800 2009:2400 2010: 2650 2011: 2700 2012: 2700 Turvapaikanhakijoiden itsensä järjestämä majoitus ei sally näihin lukuihin (noin 1000 vuositain), myöskään yksintulleet alaikäiset turvapaikanhakijat eivät sisälly lukuihin.
Special reception centres or facilities for vulnerable groups (e.g. victims of torture or specific vulnerable female applicants)	Ei.	N/A	N/A	N/A

Special separate reception centres for unaccompanied minors	Kyllä. Ryhmäkoteja ja tukiasumisyksiköjä.	7	Ryhmäkodit: 21 Tukiasumisyksiköt: 40	
Private houses or flats: arranged and paid for by competent authorities	Kyllä. Vastaanottokeskus maksaa majoituksen.	281	1438	1502 (2008) 3424 (2009) 2867 (2010) 2296 (2011) 2468 (2012)
Private hotels: arranged and paid for by competent authorities	Kyllä. Tämä majoitusmahdollisuus on käytettävissä tarvittaessa suurten hakijamäärien aikaan.	0	N/A	Karkeasti arvioiden paikkoja on ollut 500 vuosina 2008-2012.
Individually arranged accommodation such as houses, flats, hotels and/or possibilities of staying with friends and/or family²	Kyllä. Henkilö itse hankkii ko. majoituksen.	Noin 1000.	Tähän asumismuotoon ei ole asetettu maksimimäärää. Asumismuotoa ei tueta valtion varoin.	Noin 1000 henkilöä vuosittain.
Other premises for the purpose of accommodating applicants for international protection which are arranged and paid for by the competent authorities	Kyllä. Metsälän vastaanottokeskuksen säilöönottoyksikkö. Lastensuojelutapauksessa voidaan ostaa paikkoja lastensuojelulaitoksesta. Ihmiskauppata-pauksissa erityistä majoitusta voidaan hankkia turvallisuusnäkökohdat huomioiden. Muutoin ihmiskaupan uhrien auttamisjärjestelmässä olevien henkilöiden majoittamisesta vastaa Joutsenon vastaanottokeskus.	40	40 N/A IHKA-tapauksissa kaikki tapaukset hoidetaan, kiintiöitä ei ole olemassa.	40/vuosi Metsälän säilöönottoyksikössä. 90-100 asiakasta majoitettu Joutsenon vastaanottokeskuksessa ihmiskaupan uhrien auttamisjärjestelmän piirissä.

Q2. Which authority(ies) carry financial responsibility over the reception facilities?

State authorities -> Kyllä

Local authorities / regional governments -> Ei muutoin kuin perusopetusikäisten kouluttamiseen liittyvistä kustannuksista, jotka valtio korvaa kulujen mukaan.

External service provider such as NGOs, actors from the private sector or any other kind of third party involvement? -> Ei, Suomen Punainen Risti ylläpitää vastaanottokeskusta jonka toiminnan maksaa valtio.

Valtio korvaa tässä laissa tarkoitettua toiminnasta aiheutuvat kustannukset valtion talousarvion rajoissa. Maahanmuuttovirasto maksaa vastaanotto- ja järjestelykeskuksen perustamis- ja ylläpitokustannukset sekä palvelujen tuottajalle korvauksen vastaanottopalveluiden järjestämisestä. Kulut korvataan silta-ajalta, jona ulkomaalaisella on oikeus saada vastaanottopalveluja Vastanottolain 12 ja 14 §:n nojalla. Maahanmuuttovirasto maksaa palvelujen tuottajalle korvauksen sellaisen ihmiskaupan uhrin auttamisesta, jolla ei ole kotikuntalaissa (201/1994) tarkoitettua kotikuntaa Suomessa.

Yksityismajoitusta ei tueta taloudellisesti ja siihen saa luvan vain hakemuksesta.

Q3. Which authorities carry executive responsibility³ over the facilities:

State authorities -> Kyllä.. Maahanmuuttovirasto ohjaa vastaanottoa Suomessa.

Local authorities / regional government -> Ei

External service provider such as NGOs, actors from the private sector or any other kind of third party involvement? -> Ei

Q4. In case reception facilities are run by local authorities/regional governments or with the involvement of an external service provider (e.g. NGOs or actors from civil society), please indicate whether the reception facilities are centrally coordinated (i.e. does one single authority still carry overall responsibility for the reception of applicants for international protection?)

Vastaanoton käytännön toiminnan ohjaus ja suunnittelu: Maahanmuuttovirasto.

Vastaanottokeskusten perustaminen ja lakkauttaminen: Sisäasiainministeriö päättää Maahanmuuttoviraston esittelystä.

Q5. In case reception facilities are run by local authorities/regional governments or with involvement of an external service provider (e.g. NGOs or actors from civil society), how is their involvement regulated?

Have any formal coordination mechanisms between the different actors been signed (for example cooperation agreements stipulating the division of competences)?

Kansainvälistä suojelua hakevan vastaanotosta annetun lain mukaan vastaanottokeskustoimintaa Suomessa harjoittavat kunnat ja järjestöt, joiden kanssa Maahanmuuttoviraston vastaanottoyksikkö on tehnyt sopimuksen toiminnan järjestämisestä. Valtiolla on lisäksi kaksi vastaanottokeskusta, Joutsenon ja Oulun vastaanottokeskukset. Ihmiskaupan uhrien auttamisjärjestelmä (IHKA) on keskitetty Joutsenon vastaanottokeskukseen.

Section 2

Take up of Reception Facilities: Factors determining access to the different types of facilities

This Section of the Synthesis Report aims to investigate which categories of applicants for international protection are entitled to reception facilities (standard or specific) and whether, on specific occasions/for specific reasons, authorities exclude such entitled applicants from reception facilities. It will map the competent authorities who decide on the allocation of applicants to (different) reception facilities, and will more specifically, provide an overview on what factors influence the allocation to accommodation. Such factors may, for example, relate to the capacity of centres, existence of a dispersal mechanism (for purposes of burden-sharing as to evenly distribute the costs throughout the country), the stage/type of procedure, profile of the applicant, duration of proceedings or any other factors. It will also be investigated whether Member States take into account the specific needs of vulnerable groups of applicants when deciding on allocation.

Q6. Please provide a short overview of which applicants for international protection are entitled to reception facilities provided by the State. Please complete Table 2 below:

Vastaanottopalveluja annetaan kansainvälistä suojelua hakevalle ja tilapäistä suojelua saavalle.

Lähtökohtana on, että vastaanottopalveluja annetaan kaikille turvapaikanhakijoille. Kansainvälistä suojelua hakevan vastaanotosta annetun lain mukaan kansainvälistä suojelua koskevan hakemuksen perusteella oleskeluluvan saaneelle ja tilapäistä suojelua saaneelle, jolle on myönnetty jatkuva oleskelulupa, voidaan antaa vastaanottopalveluja kohtuullinen aika.

Vastaanottopalveluja saaneelle ulkomaalaiselle annetaan oleskeluluvan epäämisen tai tilapäisen suojelun lakkaamisen jälkeen vastaanottopalveluja siihen saakka, kunnes hän on poistunut maasta. Kansainvälistä suojelua hakevalle, joka on Euroopan unionin jäsenvaltion taikka Islannin, Liechtensteinin, Norjan tai Sveitsin kansalainen, annetaan vastaanottopalveluja kuitenkin vain siihen saakka, kun hän on saanut tiedoksi Maahanmuuttoviraston kielteisen päätöksen kansainvälistä suojelua koskevaan hakemukseensa.

Euroopan unionin jäsenvaltion taikka Islannin, Liechtensteinin, Norjan tai Sveitsin kansalainen joka on saanut tiedoksi Maahanmuuttoviraston kansainvälistä suojelua koskevan kielteisen päätöksen ja joka suostuu poistumaan valvotusti maasta tai suostuu siihen, että käännyttämisestä koskeva päätös pannaan täytäntöön ennen kuin 30 päivää on kulunut siitä, kun päätös on annettu tiedoksi, voi saada vastaanottopalveluja maasta poistumiseensa saakka, enintään kuitenkin 7 vuorokauden ajan. Vastaanottokeskuksen

johtaja voi päättää, että tällaiselle henkilölle annetaan vastaanottopalveluja kohtuullinen aika erityisen henkilökohtaisen syyn vuoksi.

Table 2 Categories of applicants entitled to reception facilities

Different categories of applicants depending on type/ stage of procedure	Entitled to reception facilities (Yes/No)	Are these applicants entitled to standard or specific reception facilities ⁴ ?
Applicants under Dublin II⁵	Kyllä.	Standardi.
Applicants in admissibility procedures⁶	Kyllä.	Standardi
Applicants subject to accelerated procedures	Kyllä.	Standardi
Vulnerable groups of applicants⁷ (with specific psychological/medical assistance needs)	Kyllä.	Standardi. Tarpeen mukaan järjestetään erityispalveluita.
Unaccompanied minors awaiting decision for international protection	Kyllä.	Standardi, tarpeen mukaan erityispalveluita. Lapsille tarjottavat terveydenhuoltopalvelut ovat tasoltaan samaa kuin maassa pysyvästi oleskeleville ulkomaalaisille.
Unaccompanied minors who have exhausted the procedure for international protection and are awaiting return	Kyllä.	Standardi, tarpeen mukaan erityispalveluita.
Applicants who have lodged an appeal procedure	Kyllä.	Standardi
Applicants who have lodged a subsequent application	Kyllä.	Standardi
Applicants who have received a positive decision on their international protection application⁸	Kyllä, kohtuullisen ajan.	Standardi, tarpeen mukaan erityispalveluita.
Applicants who have exhausted the procedure for international protection and who are awaiting return	Kyllä, niin kauan kunnes henkilö palautetaan.	Standardi
Other (e.g. applicants from other EU Member States, families with children with an irregular migrant status, applicants from safe third countries of origin etc. Please specify)	Kyllä.	Standardi

Q7. From the aforementioned categories of applicants who are entitled to reception, can any be excluded from reception facilities for particular reasons (e.g. because the applicant has sufficient financial means, or because the applicant has misbehaved in a reception facility, or any other reasons)?

Laissa säädettyjä sanktioita tällaisia tilanteita koskien ei ole olemassa. Vastaanottoviranomaiset ovat kokeneet hankalaksi tilanteet, joissa asiakkaat ovat esimerkiksi tuhonneet vastaanottokeskuksen omaisuutta tarkoituksella tai tahattomasti. Maahanmuuttovirasto valmistelee parhaillaan asiakkailleen asumisohjeistusta.

Kansainvälistä suojelua hakevalle ja tilapäistä suojelua saavalle sekä ihmiskaupan uhrille, jolla ei ole kotikuntalaissa tarkoitettua kotikuntaa Suomessa, myönnetään vastaanottoraha ihmisarvoisen elämän kannalta välttämättömän toimeentulon turvaamiseksi ja itsenäisen selviytymisen edistämiseksi, jos hän on tuen tarpeessa eikä voi saada toimeentuloa ansiotyöllään, muista tuloistaan tai varoistaan, itseensä nähden elatusvelvollisen huolenpidolla tai muulla tavalla.

Vastaanottorahaa hakevan ja hänen perheensä tulot ja varat otetaan huomioon vastaanottorahaa myönnettäessä toimeentulotuesta annetussa laissa (1412/1997) säädetyllä tavalla. Myös mikäli turvapaikanhakija työskentelee, huomioidaan tämä vastaanottorahaa haettaessa/myönnettäessä.

Jos asiakas on muuttanut vastaanottokeskuksesta antamatta selvitystä yksityismajoituksestaan sitä pyydettyä tai hän asuu yksityismajoituksessa asunnossa josta hän ei toimita vaadittavia ajantasaisia selvityksiä (mutta olinpaikka tiedossa ja yhteys henkilöön saatu), hänen vastaanottopalvelunsa keskeytetään. Samalla asiakasrekisteriin tehdään asiasta merkintä. Asiakas on tällöin edelleen vastaanottokeskuksessa kirjoilla. Mikäli asiakkaan olinpaikasta ei jatkossa saada enää tietoja eikä asiakkaaseen saada yhteyttä, hänet merkitään kadonneeksi.

Q8. a) Does your (Member) State carry out an assessment of vulnerability which could result in assignment to special reception facilities for vulnerable groups of applicants?

Kyllä. Vastaanottolain mukaan lakia sovellettaessa on otettava erityistarpeet, jotka johtuvat kansainvälistä suojelua hakevan, tilapäistä suojelua saavan ja ihmiskaupan uhrin haavoittuvasta asemasta, kuten iästä taikka fyysisestä ja psyykkisestä tilasta (6§).

Kaikki vastaanoton piirissä työskentelevät henkilöt suorittavat arviointia (vastaanottokeskuksen sosiaalityöntekijät, terveydenhoitaja, asiakkaita hoitava terveydenhuoltohenkilöstö). Vastaanottoyksikkö kouluttaa mm. terveydenhuoltohenkilöstöä tunnistamaan haavoittuvassa asemassa olevia turvapaikanhakijoita.

Q8. b) If yes, please indicate whether the assessment of vulnerability is:

Obligatory and laid down in law Ihmiskaupan uhrin sekä lapset mainittu laissa erikseen..

Standard practice Kyllä.

Optional Ei.

Q9. Which authority/(ies) carry responsibility for deciding on the allocation of applicants for international protection to different reception facilities?

Briefly indicate the responsible authority(ies).

Vastaanoton käytännön ohjauksesta vastaa Suomessa Maahanmuuttovirasto.

Maahanmuuttoviraston vastaanottoyksikkö vastaa turvapaikanhakijoiden vastaanoton käytännön toiminnan ohjauksesta. Tähän kuuluu muun muassa turvapaikanhakijoiden majoittamisen ohjaus. Turvapaikanhakija majoitetaan turvapaikkapuhuttelun ja tutkinnan ajaksi kauttakulkukeskukseen. Kauttakulkukeskuksella tarkoitetaan vastaanottokeskusta tai sen osaa, johon kansainvälistä suojelua hakeva majoitetaan turvapaikkatutkintaa ja -puhuttelua varten tai muuten lyhyeksi ajaksi. Kauttakulkukeskukset nimeää Maahanmuuttoviraston vastaanottoyksikkö.

Turvapaikkatutkinnan ja -puhuttelun päätyttyä hakija majoitetaan odotusajan vastaanottokeskukseen.

Kauttakulkukeskuksen ja odotusajan vastaanottokeskuksen tehtävänä on järjestää hakijalle vastaanoton palvelut. Osana vastaanoton palveluja vastaanottokeskus vastaa kustannuksista, jos hakija siirtyy toiseen vastaanottokeskukseen.

Q10. How do these authorities allocate applicants to different types of reception facilities?

Please state whether one of the scenarios below, or a combination thereof, are applicable to your (Member) State and briefly describe:

Capacity; KYLLÄ

Your (Member) State assigns applicants for international protection according to capacity, e.g. your (Member) State monitors occupancy rate of each reception centre and assigns applicants accordingly.

Kauttakulkukeskusten käytössä on majoitustilanneraportti, jonka perusteella hakijat jaetaan odotusajan vastaanottokeskuksiin.

Dispersal Mechanism; KYLLÄ

Your (Member) State applies a dispersal scheme which defines how many applicants each reception centre at national/regional/local level ought to receive (either in percentages or based on a specific quota).

Maahanmuuttovirasto on sopinut yhdessä vastaanottokeskusten kanssa maksimimäärän majoituspaikkoja.

Type of asylum procedure; KYLLÄ

Your (Member) State takes into account the type of asylum procedure and assigns applicants accordingly to a specific reception facility. For example, one or more of the below is applicable to your (Member) State:

- *Applicants who fall under the Dublin II Regulation are accommodated in specific reception facilities;*
- *Pyrkimyksenä on, että Dublin II menettelyssä olevat olisivat transit-keskuksissa aina vastuunmäärittämisasetuksessa tarkoitettuun siirtoonsa saakka.*
- *Applicants subject to accelerated procedures are assigned to specific*

reception facilities;

- *Etc.*

Stage of asylum procedure;

Your (Member) State takes into account the stage of the asylum procedure and assigns applicants accordingly to a specific facility. For example, one or more of the below is applicable to your Member State:

- *Applicants during the admissibility procedure - when a (multiple) application is assessed for admissibility or when a Dublin examination is carried out - are temporarily placed in specific initial/transit reception facilities;*
- *Applicants who are awaiting a first instance decision are placed in specific reception facilities;*
- *Applicants who have lodged an appeal procedure are transferred to specific reception facilities;*
- *Failed/rejected applicants for international protection are transferred to specific reception facilities.*

Ei paitsi Dublin II prosessissa olevat hakijat.

Kielteisen turvapaikkapäätöksen saaneiden hakijoiden vastentahtoista palauttamista varten hakijat voidaan siirtää Metsälän säilöönottoyksikköön mikäli on ilmeistä että hakija katoaisi ennen palauttamislentoa tai on muutoin tarpeen turvata palauttamistoimi.

Profile of the asylum applicant;

Your (Member) State takes into account the profile of the applicant for international protection (e.g. special needs⁹, nationality, or specific motives underpinning the application) and assigns applicants accordingly to a specific reception facility.

Ei.

Duration of the asylum procedure;

Your (Member) State moves applicants for international protection from one facility to another after a certain time period has elapsed.

Kyllä, hakijat majoitetaan ensi vaiheessa transit-keskukseen josta heidät siirretään myöhemmässä vaiheessa ns. odotusajan keskuksiin. Säädettyä aikarajaa siirtymiselle ei ole.

Other criteria (e.g. family composition)?

Kurinpäälliset siirrot (lähtökohta on että yhden siirron on oltava riittävä); vastaanottolain mukaiset siirrot perheen yhtenäisyyden turvaamiseksi.

Q11. Is the process for assignment of applicants to different reception facilities:

a) Laid down in legislation *Ei*

b) Outlined in soft law/guidelines *Ei*

c) Not outlined in official documents, but there is a standard practice in place *Kyllä.*

Q12. Provided there is sufficient capacity, does your (Member) State offer the applicant a choice for reception facility/location?

Turvapaikanhakijoilla ei ole mahdollisuutta valita keskusta johon hänet majoitetaan.

Q13. a) Does your (Member) State provide for a possibility to relocate applicants for international protection to different reception facilities after initial assignment to a reception centre?

Kyllä –tällaisia syitä voivat olla esimerkiksi kulttuuriin liittyvät syyt, terveydentila, väkivaltainen käytös jonka vuoksi tietyt ryhmät on erotettava toisistaan, muut henkilökohtaiset syyt.

VastaanottoL 16 §: hakija voidaan siirtää toiseen vastaanottokeskukseen jos se on tarpeen hänen itsensä, vastaanottokeskuksen toiminnan tai kansainvälistä suojelua koskevan hakemuksen käsittelyn vuoksi. Majoitus on järjestettävä niin, että perheenjäsenet voivat asua yhdessä. Majoittamisesta ja siirrosta vastaa vastaanottokeskus, ennen siirtoa koskevan päätöksen tekemistä siirrettävää on kuultava. Ilman huoltajaa olevan lapsen siirtämisestä päätettäessä myös lapsen edustajaa on kuultava.

Q13. b) If yes, which of the below criteria are applied, or a combination thereof, for relocation to a different reception centre:

Capacity/bed management issues -> Kyllä

Change in family profile (e.g. birth of a child) -> Kyllä

Medical or special need reasons -> Kyllä

Incidents at centres which may require transfer to alternative accommodation ->Kyllä

Time limits (procedural-driven) ->Kyllä

Programme for voluntary return to the country of origin -> Ei (mutta vapaaehtoiseen paluuohjelmaan osallistuvan hakijan on joissakin tapauksissa mahdollista siirtyä toiseen vastaanottokeskukseen odottamaan paluumatkaansa –mikäli esimerkiksi välimatka lentokentälle on kohtuuttoman pitkä.)

Section 3 Quality:

National Legislation on Material Reception Conditions

The Synthesis Report will review Member States' national legislation on basic material reception conditions (i.e. the provision of food, clothing, and financial allowance) that relate to the nature of the experience of being accommodated in a reception facility. Additionally, the Synthesis Report aims to provide an overview on some other quality criteria that relate to the nature of the experience of being accommodated in a reception facility, such as the available surface per applicant, the supervision rate (number of staff per applicant), and the possibility of leisure activities. Furthermore, to provide a more comprehensive overview of non-material reception conditions, a table is included in the Annex which will map additional rights granted to applicants for international protection in the (Member) State's reception system as laid down in national legislation. Member States are kindly requested to fill out table 1A in Annex 1 for this purpose.

Q14. According to national legislation in your (Member) State, what are applicants for international protection who are accommodated in reception facilities entitled to in terms of the following reception conditions:

Food;

Clothing;

Financial allowance¹⁰.

Please briefly describe your national legislation in relation to aforementioned material reception conditions and make reference to the relevant provisions in national legislation.

VastaanottoL 15§: vastaanottopalveluihin kuuluvat majoitus, vastaanotto- ja käyttöraha, sosiaalipalvelut, terveydenhuoltopalvelut, tulkki- ja käännöspalvelut sekä työ- ja opintotoiminta. Vastaanottopalveluina voidaan järjestää myös ateriat (vaikuttaa vastaanottorahan suuruuteen). Vaatteet jokainen hakija hankkii itse vastaanottorahan turvin, samoin vastaanottokeskuksiin lahjoitetaan käytettyjä vaatteita.

Q15. Please indicate in Table 3 below for each type of reception facility in place in your (Member) State: the available surface per applicant (in square meters); the supervision rate (number of staff per applicant); and specify whether applicants have the possibility to take part in organised leisure activities.

Table 3 Other quality criteria for reception facilities that relate to the applicant's experience of being accommodated in a reception facility

<i>Type of accommodation</i>	<i>Available surface per applicant in square meters</i>	<i>Supervision rate (number of staff per applicant)</i>	<i>Possibility of leisure activities? Yes/No. If yes, briefly describe</i>
Collective initial/transit reception centres	<i>Ei määritelty</i>	<i>Suositus on olemassa: per 100 asukasta koskien. 5-6 henkilöä ohjaustyössä, 1 sosiaalityöntekijä. Per 150 asukasta edellytetään 6-7 ohjaajaa, 1 sosiaalityöntekijä. Per 200 asukasta 7-8 ohjaajaa, 2 sosiaalityöntekijää. Per 250 asukasta 8-9 ohjaajaa, 2 sosiaalityöntekijää. Per 300 asukasta 9-10 ohjaajaa, 2 sos.työntekijää. Per 350 asukasta 10-12 ohjaajaa, 3 sos.työntekijää. Per 450 asukasta 12-15 ohjaajaa, 4 sos.työntekijää.¹¹</i>	<i>Kyllä, riippuu keskuksista</i>
Collective open reception centres	<i>Ei määritelty</i>	<i>Kts. edellinen kohta.</i>	<i>Kyllä, riippuu keskuksista</i>
Special reception centres or facilities for vulnerable groups (e.g. victims of torture or specific vulnerable female applicants)	<i>Ihmiskaupan uhreille voidaan tapauksesta riippuen räätälöidä majoitus esimerkiksi turvallisuusnäkökohdat huomioiden. Jos turvapaikanhakijaperheen olosuhteet ovat sellaiset että lapset on otettava huostaan, lapsille voidaan järjestää paikat lastensuojelulaitoksista.</i>	<i>Kts. edellinen kohta.</i>	<i>Kyllä, riippuu keskuksista</i>
Special separate reception centres for unaccompanied minors	<i>Tukiasuntoloihin voidaan vastaanottolain mukaan majoittaa enintään 40 lasta. Alaikäiset: ryhmäkohteja säätelee lastensuojelulaki (maksimissaan 7 lasta/yksikkö sekä 7 aikuista per lapsi). Samassa ryhmäkodissa voi olla maksimissaan kolme yksikköä per ryhmäkoti.</i>	<i>Kutakin kymmentä lasta kohden tukiasuntolassa on oltava vähintään kolme hoito- ja kasvatustehtävissä toimivaa työntekijää. Suositus tukiasumisyksikköjä koskien on, että jokaista 20 alaikäistä kohti on oltava 6 ohjaajaa. 21-40 asukasta kohti 9-12 ohjaajaa.</i>	<i>Kyllä, riippuu keskuksista. Tukiasunnoissa alaikäisille järjestetään perusopetusta yksintulleille alaikäisille. Etenkin ryhmäkohteissa enemmän ohjelmoitua toimintaa, lapset käyvät normaalia peruskoulua joka muodostaa rungon (kunta järjestää). Perusopetus pyritään aloittamaan mahdollisimman pian terveystarkastuksen jälkeen. Tämä riippuu kunnan/koululaitoksen tilanteesta.</i>

<p>Private houses or flats: arranged and paid for by competent authorities</p>	<p>Vastaus koskee asuntopohjaista vastaanottokeskusta: määritelmää ei ole. Asumisohje on tulossa, käytäntö ollut että henkilöitä olisi kaksi per huone.</p> <p>Peruseriaate: Kaksi henkilöä /asuinhuone. Esim. 3h+kt = 6 henkilöä. Sovelletaan perheiden kohdalla huomioiden asunnon koko.</p>	<p>Suositus: per 100 paikkaa 8-9 henkilöä per 150 paikkaa 10-11henkilöä, per 200 paikkaa 11-13 henkilöä, per 250 paikkaa 13-14 henkilöä, per 300 paikkaa 15-16 henkilöä, per 350 paikkaa 18-20 henkilöä, per 450 paikkaa 22-24 henkilöä.</p>	<p>Kyllä, silloin kun vastaanottokeskus järjestää esimerkiksi kielenopetusta. Vastaanottoalassa kuvattu toiminta.</p>
<p>Private hotels: arranged and paid for by competent authorities</p>	<p>Käytetty tilapäismajoituksena. Ei määriteltä tilaa joka oltava per asiakas. Pyritään kytkemään vastaanottokeskuksen alaisuuteen.</p>	<p>Sovitetaan erikseen, liittyy järjestelmän joustavuuteen tilanteessa jossa hakijoita tulee enemmän kuin kapasiteettia.</p>	<p>Oikeus sen vastaanottokeskuksen aktiviteetteihin jonka alaisuudessa majoitus järjestetään, riippuu keskuksista mikä sisältö. Vastaanottolain mukaiset palvelut.</p>

<p>Individually arranged accommodation such as houses, flats, hotels and/or possibilities of staying with friends and/or family</p>	<p>Maahanmuuttovirasto suosittelee, että yksityismajoitukseen muuttavan tai muutaneen kanssa selvitetään yhdessä asumisolosuhteet seuraavasti:</p> <ul style="list-style-type: none"> -onko asiakkaalla oikeus asua asunnossa - asumisoikeuden kesto - onko asiakkaalla keinoja vastata asumismenoistaan, jos ei kukaan muu vastaa asumiskustannuksista - onko asunnossa riittävästi tilaa asiakkaalle ja hänen mahdolliselle perheelleen. - mahdollistaako asunnon kunto asiakkaan asumisen - edellyttääkö asiakkaan muutto hänen siirtymistään toisen vastaanottokeskuksen asiakkaaksi - yksityismajoituksen vaikutukset vastaanottorahaan - menettelytavat ongelmatilanteissa (oikeudet ja velvollisuudet) - asiakkaan tilanne ja asema siinä tapauksessa että hänelle myönnetään oleskelulupa <p>Yksityismajoituksesta annetun ohjeen mukaan vastaanottokeskus pyrkii seuraamaan yksityismajoitusasiakkaidensa asumista ja elinoloja muuton jälkeen. Eriytyisesti pyritään seuraamaan osoite- ja yhteystietoja, asiakkaiden palveluntarpeen kehitystä ja sitä saavatko asiakkaat tarvitsemansa vastaanottopalvelut.</p> <p>Erityistä huomiota kiinnitetään haavoittuvassa asemassa olevien asiakkaiden (raskaana olevat äidit, lapsiperheet, vammaiset, mielenterveysongelmaiset) asumisolosuhteisiin.</p>	<p>Ei.</p>	<p>Ei, halutessaan vastaanoton palveluja ottaa yhteyden vastaanottokeskukseen. Jos vastaanottokeskus haluaa ottaa yhteyttä henkilöön, esim. sosiaalityöntekijän vastaanotto vastaanottorahaa varten.</p>
<p>Other premises for the purpose of accommodating applicants for international protection which are arranged and paid for by the competent authorities</p>	<p><i>Säilöönottoyksikö: mitoitukseen ei puututtu, naisille on erotettu yksikössä oma tilansa. Kaksi henkilöä per huone. Perheet majoitetaan kokonaisina.</i></p>	<p><i>40 paikkaa, 24 ohjaaja.</i></p>	<p><i>Kyllä, säilöönottoyksikössä on kuntosalia, pieni ulkoilualaue sekä viihde-elektroniikkaa.</i></p> <p><i>Säilöönottoyksikön tehtävänä on järjestää säilöönotetuille tarvittavat lakisääteiset peruspalvelut säilöönoton ajaksi sekä turvata säilöönoton varmuus. Keskeisiä palveluita ovat majoitus, ruokahuolto, välttämätön terveydenhoito sekä muu välttämätön perustarpeiden turvaaminen.</i></p>

Q16. Has your (Member) State developed guidelines or a handbook in relation to the reception offered to applicants for international protection?

Kyllä, sähköinen toimintakäsikirja löytyy maahanmuuttoviranomaisten intranetistä Manusta, vastaanottokeskuksilla on myös omia toimintakäsikirjoja ja laatukäsikirjoja (edellytetty laadittavan ja päivitettävän). Manua kehitetään koko ajan.

Jokaiselle hakijalle annetaan alkuinfo jossa kerrotaan keskuksen säännöt, asukaan oikeudet ja velvollisuudet, asumisinfo tekeillä, oikeus opetukseen, oikeus oikeudelliseen apuun. Alkuinfopaketit ovat samansisältöisiä joka keskuksessa.

Q17. What control mechanisms are in place to ensure that reception conditions are provided according to the standards specified in national legislation or other protocols/regulations?

Oikeusvalvontaviranomaiset kuten Eduskunnan oikeusasiamies ja Oikeuskansleri.).

Eduskunnan oikeusasiamies valvoo suljettujen laitosten toiminnan lainmukaisuutta (säilöönottokeskus).

Maahanmuuttoviraston Vastaanottoyksikkö käy muutaman kerran vuodessa säilöönottoyksikössä tarkastuskäynnillä, muissa vastaanottokeskuksissa sisäistä tarkastusta tehdään, kun toimintasuunnitelma ja rahoitus päätetään vuosittain.

Q18. Has there been a public debate about the quality of reception facilities in your Member State in the period from 2008 onwards - to date?

Kyllä. Etenkin säilöönottokeskuksen tiloja on arvosteltu alituisen mm. Vapaa liikkuvuus –järjestön taholta. Vähemmistövaltuutettu on todennut keskuksen tilat asianmukaisiksi. Keskuksen koko aiheuttanut ongelmia säilöönnotettujen sijoittamiselle, jolloin tällaisia henkilöitä on sijoitettu poliisivankiloihin. Tätä menettely on moitittu ihmisarvoa loukkaavaksi.

Joutsenon vastaanottokeskuksen siirtymistä Tiuruniemestä Konnunsuon entisen vankilan tiloihin arvosteltiin vuonna 2012 mm. majoitusolosuhteiden vuoksi (entinen vankila) sekä keskuksessa tarjottavan laitosruoan vuoksi. Matkaa lähimpään kaupunkiin Lappeenrantaan on keskukselta 20 kilometriä, jonka vuoksi asukkaille tarjotaan edestakaisia bussimatkoja keskukselta kaupunkiin euron hintaan.

Maahanmuuttajiin liittyvät ennakkoluulot korostuvat silloin kun lähdetään järjestämään uutta vastaanottokeskusta. Yksikkö on raportoinut peloista liittyen turvattomuuteen, levottomuuteen, erilaisuuden sietämiseen jne. Asukkaille järjestetään tiedotustilaisuuksia joissa ilmapiiriä tunnustellaan.

Q19. Does primary research exist in your Member State, evaluating the quality of reception facilities?

Ei, selvitykset liittyvät pääsääntöisesti maahanmuuttohallinnon projekteihin. Akateemista laadullista tutkimusta vastaanottotoiminnasta ei ole tehty.

Section 4

Flexibility

The Synthesis Report will analyse the flexibility of reception facilities in (Member) States vis-à-vis the fluctuating and/or sudden influxes of applicants for international protection. (Member) States are asked to provide figures or estimations on the total number of applicants entitled to reception^{1,2}, the total number of applicants accommodated in reception facilities, as well as figures or estimations on the maximum capacity and average occupation rate of reception facilities. (Member) States are asked to describe whether they have experienced any (disproportionate) pressure on their reception systems during 2008-2012 and are asked to provide an overview of the different flexibility mechanisms that they have in place and/or have applied. The Synthesis Report will aim to identify good practices of (Member) States in handling (disproportionate) pressure on their reception system, and where relevant, reference will be made to the use (and effectiveness) of flexibility mechanisms.

Q20 Please fill out the national statistics in Table 4 below:

Table 4 National statistics on flexibility

	2008	2009	2010	2011	2012
Total number of applicants entitled to reception	1 603 4 035 (uusiahak. vuoden aikana)	4 741 5 988 (uusiah)	6 545 4018 (uusiah)	4 347 3 088 (uusiah)	3 239 3 129 (uusiah)
Total number of applicants accommodated in reception facilities	937	2 405	3 957	3 050	2 900
Maximum number of applicants that could be accommodated in reception facilities	1 186 (tam) 2 177 (jou)	2 389 (tam) 4 589 (jou)	4 639 (tam) 3 669 (jou)	3 669 (tam) 3 169 (jou)	3 169
Average occupation rate in reception facilities	79	90	85	79	90

Q 21. Please describe any pressure that your (Member) State may have experienced in relation to the reception of applicants for international protection during the period 2008-2012 and briefly explain possible reasons for such pressure. (Note that annual statistics from Eurostat on the number of applications for international protection, first decisions, etc. over the years 2008-2012 will be incorporated in the relevant section of the Synthesis Report. Hence, if relevant, you may refer to a period of pressure by comparing the number of applications with the capacity of your (Member) State's reception system).

Vuonna 2009 turvapaikanhakijoiden kokonaismäärä nousi kaikkien aikojen ennätykseen.

Hakijoiden määrä on edellisen vuoden lopun päivän tilanteesta lisättyvuoden aikana tulleiden uusien hakijoiden määrä.

Lähteet: migri.fi/Tietoa virastosta/Tilastot/Turvapaikka- ja pakolaistilastot (vv. 2008 - 2012)

migri.fi/Tietoa virastosta/Tilastot/Vastaanottotilastot/ Voy_tilastokatsaus_2011. pdf ja 2012.pdf

manu.migri.fi/Tilastot/Tp-hakijan majoitustilasto

Q 22. Which flexibility mechanisms are foreseen and/or have been used in case there are shortages or surpluses in reception facilities? Please answer this question by indicating in Table 5 below whether any of the below mechanisms exist in your Member State and whether they have been actually used:

Table 5 Flexibility Mechanisms

Type of mechanism	Does this exist in your (Member) State? (Yes/No)	If yes, please describe	Has this mechanism been used? (Yes/No) If yes, please describe
Early warning mechanism¹³ (including any software programmes monitoring capacity and occupancy in reception facilities)	Kyllä	Yhteiset UMA- sekä MAREK-järjestelmä antavat reaaliaikaista tietoa majoituskapasiteetista.	Kyllä, mekanismi päivittäisessä käytössä.
Additional reception centres acting as buffer capacity	Ei.	Ei, joskin jokaisella vastaanottokeskuksella on varautumissuunnitelman mukaisesti lisäpaikkoja, jotka voidaan ottaa nopeasti käyttöön. Majoituskapasiteetti on siten nopeasti lisättävissä tai supistettävissä.	Kyllä. Yhteiskäytössä olevia tietojärjestelmiä käytetään päivittäistasolla majoituskapasiteetin/majoitusasteen tarkasteluun. Majoituskapasiteettia on sopeutettu Suomessa vastaamaan turvapaikanhakijamäärän laskua.

Emergency plans	Kyllä.	Jokaisella vastaanottokeskuksella on oma varautumissuunnitelmansa. Lisäpaikoista sovitaan aina erikseen Maahanmuuttoviraston kanssa. Vastaanottokeskusten omien varautumissuunnitelmien lisäksi Maahanmuuttovirastolla on oma varautumissuunnitelmansa turvapaikanhakijoiden vastaanotosta. Suuria hakijamääriä varten on lisäksi olemassa alueellisia varautumissuunnitelmia, joista vastaavat ELY-keskukset.	Kyllä, Maahanmuuttoviraston sekä vastaanottokeskusten varautumissuunnitelmia on jo käytetty aikoina, jolloin turvapaikanhakijamäärät ovat osoittaneet kasvua.
Budget flexibility (to in-or decrease the budget when necessary)	Kyllä.	Vastaanottojärjestelmää rahoitetaan arviomäärärahoihin, jolloin budjettia voidaan tarpeen mukaan kasvattaa tai supistaa.	Kyllä, vuosina 2008-2009, jolloin Suomeen saapui ennätysmäärä turvapaikanhakijoita.
Employing more case-workers to speed up decision-making	Vain lisäbudjetin turvin.	Sisäasiainministeriö voi tarpeen mukaan korottaa vastaanotto toiminnan vuosibudjettia.	Maahanmuuttovirasto palkkasi lisähenkilökuntaa purkaakseen hakemusjonoja vuosina 2010-2011, jolloin käsiteltävänä olevia turvapaikkahakemuksia oli ennätysmäärä (hakemusten ennätysvuodet 2008 ja 2009 jonottivat pto- sessin).
Fast-tracking procedures	Kyllä.	Maahanmuuttoviraston ns. fast-track-tulosalue käsittelee ilmeisen perusteetomat hakemukset sekä muut sellaiset hakemukset, jotka voidaan käsitellä nopeutetussa menettelyssä.	Nopeutettuun menettelyyn keskittynyt tulosalue on ollut olemassa vuodesta 2009 lähtien.
Application of different standards/modalities of reception conditions in emergency situations¹⁴	Ei, vastaanottopalveluiden sisällöstä säädetään lailla.	N/A	N/A
Provision of financial vouchers/ allowance to cover costs of private accommodation	Ei.	N/A	N/A
Review for specific categories of applicants who obtain priority access to reception	Ei. Ihmiskaupan uhrien auttamisjärjestelmässä oleville voidaan järjestää majoitusta erityistarpeiden mukaisesti mikäli tarvis.	N/A	N/A

The use of excess space for other purposes	Ei.	N/A	N/A
Folk High Schools	Ei olemassa enää.	Kansanopistoja hyödynnettiin vuosina 2008-2009 majoituskapasiteettina yksintulleille alaikäisille turvapaikanhakijoille, jotka tarvitsevat erityistukea tullakseen itsenäisiksi.	Kyllä, vuosina 2008-2009 noin 150 yksintullutta alaikäistä turvapaikanhakijaa majoitettiin kansanopistoihin.

Q 23. Please indicate best practices in handling (disproportionate) pressure as well as ability to adjust to fluctuating numbers of applications over time. Where possible, please refer to the use (and effectiveness) of any of the aforementioned flexibility mechanisms.

Vastaanottokeskusten majoituskapasiteettia monitoroidaan reaaliajassa. Keskusten käyttöaste pyritään pitämään mahdollisimman korkeana (90%). Huolellisella varautumisella sekä korkean käyttöasteen avulla majoituskapasiteettia voidaan tarpeen tulleen nostaa.

Heinäkuussa 2013 Maahanmuuttovirasto otti käyttöön uuden majoitusmallin julkaisemalla internet-sivuillaan ilmoituksella, jolla pyydettiin yksityisiä vuokranantajia ilmoittautumaan ns. majoitusrekisteriin. Sähköisen lomakkeen avulla vuokranantajat voivat ilmaista halukkuutensa vapaiden asuntojen vuokraamiseen.

Edellä mainittujen lisäksi Maahanmuuttovirasto on laatinut varautumissuunnitelman Suomen Punaisen Ristin kanssa.

Varautumissuunnitelmien laatimista on kehitetty erilaisilla Euroopan pakolaisrahaston rahoittamilla projekteilla.

Section 5

Efficiency

The *Synthesis Report* will provide an overview of the costs of the current reception facilities provided in the (Member) States, as well as the median and interquartile ranges of the duration of an applicant's stay and average occupancy rate in reception facilities. In Table 6 below, Member States are requested to fill out information on the total costs of reception, split up in direct and indirect costs, and Dublin and non-Dublin cases. (Member) States are kindly asked to also explain what is covered by such costs.

The aim is to start collection of such statistics to gain an insight into what is covered under the total costs of reception in different Member States. The *Synthesis Report* will not aim to compare reception costs between Member States due to the complexity involved (e.g. Member States include different services under costs¹⁵).

Q24. Please fill in the national statistics Table 6 below (please provide figures or, if not possible, estimates thereof):

Table 6

	2008	2009	2010	2011	2012
National budget allocated to the reception of applicants for international protection	7 613 000,00€	N/A	102 436 00,00	86 388 000,00	69 794 000,00
Total costs of reception	3 564 100,00€	8 864 200,00€	97 027 000,00	77 906 400,00	69 500 559,00
Total direct costs¹⁶	N/A	N/A	39 793 000,00	37 395 072,00	33 360 268,32
Total indirect costs¹⁷	N/A	N/A	57 234 000,00	40 511 328,00	36 140 290,68
Total costs of reception including Dublin cases	N/A	N/A	N/A	N/A	N/A
Total costs of reception excluding Dublin cases	N/A	N/A	N/A	N/A	N/A
Inflow of new applicants to reception facilities	N/A	3 582	4 315	3 085	3 054

Inflow/return of applicants who have temporarily left a reception facility	N/A	N/A	N/A	N/A	N/A
Outflow of applicants from reception facilities, who do not return later	N/A	N/A	N/A	538	858
Share of applicants in reception facilities who have received a final decision on their application	N/A	N/A	N/A	300 (17%)	550 (18%)
Median ¹⁸ range of an applicant's stay	N/A	N/A	N/A	N/A	N/A
Interquartile ¹⁹ ranges of an applicant's stay	N/A	N/A	N/A	N/A	N/A

Q25. Are cost (estimations) available for the flexibility mechanisms used in your Member State (see Question 22)?

N/A

Q26. What is the tolerance time for extended stay of applicants in reception facilities who have already received a final decision on their application?

Ohjeissa mainitaan kohtuullinen aika, tämän tarkempaa määritelmää ei ole.

Oleskeluluvan saaneen kuntaan siirtymiselle on Maahanmuuttoviraston asettama 2 kuukauden tavoiteaika päätöksen saamisesta

Section 6

Conclusions

*This Section will outline the main findings of the Study and present conclusions as to what extent the organisation of the reception system impacts on the flexibility, efficiency, and quality of reception **facilities**.*

Q27. Please summarise the organisation of reception facilities in your (Member) State, indicating main strengths and weaknesses (please specify any evidence for these findings)

Vastaanottokeskusten toiminnan ohjaus siirtyi vuonna 2010 keskitetysti Maahanmuuttovirastolle. Käytännön toiminnan ohjauksesta vastaa Maahanmuuttoviraston Vastaanottoyksikkö. Substanssiin liittyvä informaatio- ja kehitystoiminnan ohjaus, sekä lainsäädännön soveltamisohjaus on toteutettu yhdenmukaisilla ohjeistuksilla. Keskeisenä ohjausvälineenä toimii maahanmuuttoasioiden sähköinen toimintakäsikirja Manu, jota kehitetään säännöllisesti.

Suomeen saapuessaan uusi turvapaikanhakija majoitetaan ensin ns. kauttakulkukeskukseen, jollaisia on Helsingissä (2), Turussa, Oulussa ja Joutsenossa. Turvapaikkapuhuttelun jälkeen hakija sijoitetaan majoituskapasiteetin perusteella ns. odotusajan vastaanottokeskukseen. Tällaiset keskukset ovat asuntopohjaisia tai asukkaat asuvat vuokra-asunnoissa. Yksintulleita alaikäisiä turvapaikanhakijoita varten on olemassa ryhmäkoteja ja tukiasumisyksiköjä. Lastensuojelutapauksissa valtio ostaa kunnalta paikkoja lastensuojelulaitoksista. Ihmiskaupan uhrien auttamisjärjestelmässä olevien majoittamisesta vastaa Joutsenon vastaanottokeskus – erityistä majoitusta voidaan tarpeen mukaan hankkia esim. turvallisuusnäkökohdat huomioiden keskuksen ulkopuolelta. Säilöön otettujen turvapaikanhakijoiden sekä maasta poistettavien henkilöiden majoituksesta vastaa keskitetysti Helsingissä sijaitseva Metsälän vastaanottokeskuksen säilönnötoyksikkö.

Vastaanottotoiminnan asiakasmääriin vaikuttavatuusienturvapaikanhakijoiden määrä sekä oleskeluluvan saaneiden kuntiin siirtymisaika. Ongelmia on esiintynyt myös ns. kuntapaikkojen saamisessa vuosittain valittaville noin 750 kiintiöpakolaiselle. Mikäli oleskeluluvan saanut pakolainen tai turvapaikanhakija ei saa kuntapaikkaa kohtuullisessa ajassa, pitkittynyt asuminen luonnollisesti lisää kustannuksia. Suomalaisen vastaanottotoiminnan heikkoutena voidaan pitää myös siihen vaikuttavaa turvapaikkaprosessia, joka on jaettu eri toimijoiden kesken. Yhdeksi prosessia pitkittäväksi vaiheeksi on tehostamishankkeissa todettu turvapaikanhakijan ensiasteen kuulemisen kuuluminen ulkomaalaislain mukaisesti poliisille.

Vastaanottotoiminnan strategisena tavoitteena on tällä hetkellä muuttaa niin sanottujen odotusajan vastaanottokeskusten toimintakonsepti laitostyyppisestä toiminnasta hajautettuun asuntopohjaiseen toimintamuotoon. Asuntopohjaisessa vastaanottoyksikössä majoitustilat ovat tavallisissa asunnoissa eri puolilla keskuksen sijaintipaikkakuntaa, jolloin majoituskapasiteettia voidaan säädellä joustavasti vuokraamalla uusia asuntoja tai irtisanomalla yleensä yhden kuukauden irtisanomisajalla olevia asuntoja tarpeen mukaan.

Q28. Please summarise whether your (Member) State has experienced pressure on its reception facilities (in terms of both in- and outflow, and duration of the processing time of applications) and indicate what measures have been most successful in handling such pressure

Vuosina 2008–2009 Suomeen saapui ennätysmäärä turvapaikanhakijoita ja majoitusta jouduttiin järjestämään hotelleista sekä camping-alueilta. Telttamajoitukseen Suomessa ei ole vielä kertaakaan turvauduttu.

Q29. Please describe best practices in controlling costs of reception facilities whilst ensuring quality (maximum half a page)

Sisäasiainministeriön 1.3.2013 julkaiseman mediatiedotteen mukaan maahanmuuttopolitiikan tuloksellisuus on parantunut vuonna 2012. Tuloksellisuutta parannettiin mm. organisoidulla Maahanmuuttoviraston töillä sekä erityisesti turvapaikkaprosessin vaiheita. Myös turvapaikanhakijoiden vastaanottojärjestelmää kehitettiin ja vastaanotto toiminnan määrärahoja käytettiin vuonna 2012 14,5 miljoonaa euroa vähemmän kuin edellisellä vuonna. Vuoden 2012 aikana Maahanmuuttoviraston tutkinnassa olevien päätösten määrä kasvoi vuoteen 2011 verrattuna noin 400 päätöksellä. Ensimmäisen päätös tehtiin Maahanmuuttovirastossa noin 1900 turvapaikanhakijalle, jolloin 54 prosentissa hakijoista päätös tehtiin alle kuudessa kuukaudessa. Turvapaikka-asioiden valitusviranomaisen Helsingin hallinto-oikeus puolestaan onnistui tehostamistoimilla lyhentämään käsittelyaikaansa 21 päivällä vuoden 2012 aikana. Poliisin keskimääräinen turvapaikkatutkinta-aika lyhenyi ja maasta poistettujen määrä nousi 5 prosentilla: vuonna 2012 määrä oli yhteensä 2440 kun edellisvuonna maasta poistettiin 2252 henkilöä.

Vastaanottokeskusten toiminnan ja talouden suunnittelun ohjaus ja seuranta on yhdenmukaistettu ja talouden seurantaan on kehitetty yhtenäinen Tarek-talousseurantajärjestelmä. Talouden seurantaan on lisäksi luotu erityisiä seurantamittareita.

Vastaanottokeskusten majoituskapasiteettia suhteessa uusiin turvapaikanhakijoihin seurataan reaaliaikaisesti. Keskusten majoituskapasiteetin käyttöaste on pidetty mahdollisimman korkeana (90%) niin, ettei vajaakäyttöä syntyisi. Korkea käyttöaste edellyttää, että keskuksilla on tarvittaessa valmiudet lisätä majoituskapasiteettiaan. Vastaanotto toiminnan strategisena tavoitteena on tällä hetkellä muuttaa niin sanottuja odotusajan vastaanottokeskusten toimintakonsepti laitostyyppisestä toiminnasta hajautettuun asuntopohjaiseen toimintamuotoon. Asuntopohjaisessa vastaanottoyksikössä majoitustilat ovat tavallisissa asunnoissa eri puolilla keskuksen sijaintipaikkakuntaa, jolloin majoituskapasiteettia voidaan säädellä joustavasti vuokraamalla uusia asuntoja tai irtisanomalla yleensä yhden kuukauden irtisanomisajalla olevia asuntoja tarpeen mukaan. Kustannussäästö tällaisessa toimintamuodossa on merkittävä verrattuna laitospohjaiseen yksikköön, jossa majoituspaikat ovat sidottuina suuriin kiinteistöihin, joiden vuokratulot muodostavat merkittävän osan yksikön kiinteistä kustannuksista.

Maahanmuuttovirasto julkaisi heinäkuussa 2013 internet-sivuillaan ilmoituksen, jolla virasto kartoittaa turvapaikanhakijoiden majoittamiseen sopivia vuokratiloja. Viraston sivuille on luotu sähköinen lomake vuokranantajille, jotka voivat ilmoittaa kiinnostuksensa vuokrata vapaana olevia tiloja turvapaikanhakijoiden majoittamiseen. Ensisijaisesti Maahanmuuttovirasto haluaa vuokrata tavallisia vuokra-asuntoja olemassa

olevien vastaanottokeskusten läheisyydestä. Jos tulijamäärät kasvavat merkittävästi, vuokrattavaksi tiloiksi sopivat myös tyhjätkiinteistöt, hotellit, motellit ja leirikeskukset tai muut vastaavat tilat, joissa majoituspaikkoja tulisi olla vähintään 50–200.

Toiminnan keskittämällä ja kehittämällä on onnistuttu yhdenmukaistamaan vastaanottotoimintaa eri keskuksissa ja siten myös parantamaan toiminnan tehokkuutta.

Pakolaisten ja turvapaikanhakijoiden vastaanottomenoihin on budjetoitu valtion talousarviossa vuosi vuodelta vähemmän määrärahoja, jolloin myös vastaanottoverkostoa ja toimintaa on jouduttu sopeuttamaan supistuvien määrärahojen suhteessa siitä huolimatta, että uusien turvapaikanhakijoiden määrä eikä keskuksissa asuvien määrä ole vähentynyt. Toiminnan tehostamisella sekä vastaanottokeskuksia ja alaikäisyksiköjä lakkauttamalla vastaanottotoiminnassa kyettiin säästämään vuonna 2012 yli 8 miljoonaa euroa.

Vastaanottotoiminnanasiakasmääriinvaikuttavatuusienturvapaikanhakijoiden määrä sekä oleskeluluvan saaneiden kuntiin siirtymisaika. Ongelmia on esiintynyt myös ns. kuntapaikkojen saamisessa vuosittain valittaville noin 750 kiintiöpakolaiselle. Mikäli oleskeluluvan saanut pakolainen tai turvapaikanhakija ei saa kuntapaikkaa kohtuullisessa ajassa, pitkittynyt asuminen luonnollisesti lisää kustannuksia. Suomalaisen vastaanottotoiminnan heikkoutena voidaan pitää myös siihen vaikuttavaa turvapaikkaprosessia, joka on jaettu eri toimijoiden kesken. Yhdeksi prosessia pitkittäväksi vaiheeksi on tehostamishankkeissa todettu turvapaikanhakijan ensiasteen kuulemisen kuulumisen ulkomaalaislain mukaisesti poliisille. Sisäministeriö on heinäkuussa 2013 antanut Poliisihallitukselle ja Maahanmuuttovirastolle toimeksiannon selvittää voitaisiinko ulkomaalaislupa-asioiden sekä turvapaikkaprosessin ensimmäinen vaihe sekä turvapaikkapäätöksen tiedoksianto siirtää poliisilta Maahanmuuttovirastolle. Vastaanoton asiakasmääriin vaikuttaviksi toimenpiteiksi on katsottu erityisesti: a) oleskeluluvan saaneiden kuntaan muuton nopeuttaminen; b) vapaaehtoisesti palaavien määrän merkittävä lisääminen sekä c) maasta poistamisen olennainen tehostaminen. Maahanmuuttovirasto laati vuonna 2010 ns. vastaanottokeskuksesta kuntaan -toimintamallin, minkä tarkoituksena on aktivoida oleskeluluvan saaneita turvapaikanhakijoita omaehtoisesti etsimään asuntoa ja näin päästä muuttamaan omaan asuntoon kuntaan. Työ- ja elinkeinoministeriö käynnisti syksyllä 2012 VIPRO-hankkeen, jossa selvitettiin pakolaisten vastaanoton viranomaisprosesseja ja sitä, miten etenkin oleskeluluvan saaneiden kuntiin osoittamista voidaan kehittää. Hankkeessa laaditaan valtakunnallisen strategian ohella käsikirja viranomaisten yhteistyön tehostamiseksi niin kansainvälistä suojelua saavien kuin haavoittuvassa asemassa olevien, yksin tulleiden alaikäisten ja UNHCR:n osoittamien hätätapausten osalta. Hanke päättyi 30.6.2013.

Annex 1 Reception Conditions in different Reception facilities

Please fill out the table below concerning the rights granted to applicants for international protection as laid down in national legislation in different reception facilities.

Table A1.1 **Reception conditions in different reception facilities**

	Collective initial/ transit reception centres	Collective open reception centres	Special reception centres/ facilities for vulnerable groups	Special separate receptions centres for UAMs	Private houses or flats ²⁰	Private hotels ²¹	Individually arranged accommodation ²² edellytyksenä osoitteen ilmoittamine ⁿ	Other premises	Comments
Food	X	X	X	X					
Clothing				X					
Financial allowance²³	X	X	X	X			X		
Emergency health care	X	X	X	X			X		
M e d i c a l care	X	X	X	X			X		
Psycholog- ical care				X			X		Psykologisia terveydenhoitopalveluita ostetaan tarvittaessa.
Free legal assistance							X		

(Footnotes)

¹ Open centres means that applicants are free to enter and leave the centre whenever they want.

² Please specify whether applicants receive (or have the possibility of receiving) a financial allowance in case they have individually arranged their accommodation.

³ Executive responsibility refers to the day-to-day running of the reception facilities and would also for example include including quality control of the services provided in the facility.

⁴ Specific reception facilities refer to facilities which divert from mainstream reception facilities, e.g. depending on the type of applicant, or stage/procedure.

⁵ Applicants under Dublin II means those applicants for which a Dublin procedure has been initiated and who are awaiting a Dublin decision determining the responsible country for examining the asylum claim.

⁶ Admissibility procedures refer to the stage of the application in which (Member) States determine whether an application will or will not be considered in substance based on the criteria laid down in Article 25 of Directive 2005/85/EC (the Asylum Procedures Directive) which stipulates circumstances in which Member States are allowed to declare application as inadmissible and are subsequently not required to examine the application.

⁷ The Reception Conditions Directive makes reference to the following categories of applicants under vulnerable groups: unaccompanied minors, 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.

⁸ If possible please specify for what duration they are still entitled to reception facilities.

⁹ The Reception Conditions Directive makes reference to the following categories of applicants under vulnerable groups: unaccompanied minors, 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.

¹⁰ Please explain what costs the financial allowance is intended to cover (e.g. does it cover accommodation costs, does it include pocket money etc) and specify whether the financial allowance is provided de facto and/or whether it can be used to remunerate applicants who carry out work (small tasks) within the reception facility.

¹¹ Perustuu Vastaanottoyksikön henkilöstömitoitus-suositukseen.

¹² These statistics are requested to provide an overview on the number of applicants in reception as a whole, differentiating between those accommodated in reception facilities and those applicants who are entitled to reception, but who do not require accommodation (but do receive other services e.g. a financial allowance).

¹³ An early warning mechanism refers to a monitoring system, e.g. a mechanism that monitors the inflow of applicants for international protection, evaluating in particular whether the (Member) State possesses the necessary capacity to deal with increased (or decreased) pressure. Such a monitoring system would enable identification of possible shortcomings (or excess capacity) at an early stage. An early warning mechanism could for example include a.o. any software programmes monitoring capacity and occupancy rate in reception facilities.

¹⁴ Article 14 paragraph 8 of the Reception Conditions Directive 2003/9/EC stipulates that: "Member States can exceptionally set modalities for material reception conditions different from those provided for in Article 14 for a reasonable period which shall be as short as possible, when: an initial assessment of the specific needs of the applicant is required; material reception conditions, as provided for in article 14, are not available in a certain geographical area; housing capacities normally available are temporarily exhausted; the asylum seeker is in detention or confined to border posts. The different conditions must cover in any case basic needs".

¹⁵ The European Platform for Reception Agencies (EPRA) has scheduled activities for the 4th quarter of 2013 to start dialogue on development of methods to improve comparability of reception costs between Member States.

¹⁶ Direct costs refer to explicitly defined costs and budgets for the reception of applicants for international protection in each (Member) State.

¹⁷ Indirect costs refer to costs that are not directly measurable (as costs are borne by a wide range of stakeholders and further relate to the applicant's access to general public services).

¹⁸ The median is the numerical value separating the higher half of the distribution of the lower half (middle value).

¹⁹ The interquartile ranges refer to the value of the first quartile (25 percentile) and the third quartile (75 percentile) in a distribution.

²⁰ Arranged and paid for by competent authorities.

²¹ Arranged and paid for by competent authorities.

²² E.g. houses/flats/hotels and/or staying with friends and family.

²³ Please explain what this consists of.