

EMN FOCUSED STUDY 2017

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

The study has been prepared by Legal-Informational Centre for Non-Governmental Organisations (*Pravno-informacijski center nevladnih organizacij* – PIC) in cooperation with the European Migration Network National Focal Point in the Republic of Slovenia, Ministry of Interior and the Police. With the aim of independent expert assessment of Slovenia's response to increased influx of international protection applicants, an interview with Klemen Grošelj, PhD, expert in the field of defense studies, has been carried out on 10 May 2018.

European Migration Network has been established due to the need for exchange of information on all aspects of migrations and for the establishment of common asylum and migration policy. The European Migration Network reviews migration policies of third-country nationals or non-EU citizens, the scope of EU citizens is considered only supplementary to the European Migration Network's studies and other documents. The Council Decision 2008/381/EC, which provides a legal basis for the establishment of the European Migration Network, was adopted on May 14, 2008.

More information on the European Migration Network is available at: www.emm.si.

Disclaimer: The following responses have been provided primarily for the purpose of completing a Synthesis Report for the above-titled EMN Focused Study. The contributing EMN NCPs have provided information that is, to the best of their knowledge, up-to-date, objective and reliable within the context and confines of this study. The information may thus not provide a complete description and may not represent the entirety of the official policy of an EMN NCPs' Member State.

Top-line "Factsheet" (National Contribution)

Upon establishment of the so-called Western Balkan route and closure of the Croatian-Hungarian border, the migrant influx has reached Slovenia from September 2015 to March 2016. The territory of the Republic of Slovenia (RS) was crossed by about 480,000 migrants, almost a quarter of the Slovenian population. The vast majority of migrants did not want to apply for asylum in Slovenia, but strived towards reaching the Austrian border as soon as possible, and continuing their route towards the North of Europe, therefore they have been in Slovenia only for a short time, from a few hours to a day or a maximum of two. After the crossing the Croatian-Slovenian border, they were placed in the reception centres, and from there, they were transported to accommodation centres in the interior of the country, or had the possibility to continue their journey towards the Northern border with Austria¹. In reception centres, migrants were provided basic humanitarian aid (food,

¹ Dobnik Jeraj, Milena (2017): Mednarodna pomoč ob migrantski situaciji v Sloveniji 2015–2016. UJMA Nr. 31. Accessible at: <http://www.sos112.si/slo/tdocs/ujma/2017/102-113.pdf>.

beverage, and clothing) and first medical aid were provided by the Police, Civil Protection and humanitarian organizations. At these locations, the Police identified the status of each individual².

Due to the nature of migration (short-term care and accommodation of migrants in the territory of RS), and significantly higher number of migrants than expected, in addition to the coordination of the Ministry of the Interior (MoI), the Administration of RS for Civil Protection and Disaster Relief, and Civil Protection have also been engaged in management of the migration situation; Civil Protection is responsible for installing temporary residence facilities in case of severe natural and other disasters. In total, five reception centres were established in Slovenia during the migration situation (they were coordinated by the Police, care was provided by Civil Protection in the same way as in the accommodation centres) and eleven accommodation centres altogether³. On average, 450 members of Civil Protection, humanitarian organizations and volunteers were daily involved in providing accommodation and care for migrants. In addition, 500-1,000 police officers were involved in the reception of migrants with the support of a daily average of 460 soldiers⁴.

For coordinated management of the migrant situation, two coordination groups were established at the Government level, namely an operational group led by the MoI State Secretary and a political group led by the Minister of Foreign Affairs. In addition to these two groups, an interdepartmental analytical group was activated, which operated within the National Center for Crisis Management⁵.

In response to the increased number of refugees and migrants coming to Europe between 2015 and 2016 (the so-called refugee crisis), the Government of RS adopted in June 2015 a Contingency Plan of RS for Provision of Accommodation and Care in Case of an Increased Number of International Protection Applicants⁶. Due to full capacities of the central Asylum Home because of arrival of an increased number of international protection applicants, the Contingency Plan was activated upon increased number of international protection applicants, and two asylum homes branches have been established⁷.

Under the European Union (EU) scheme for relocation and resettlement of international protection applicants and refugees, Slovenia has committed to relocating 218 persons from Italy and 349 persons from Greece, and to resettling 60 persons from third countries (Turkey)⁸.

² Dobnik Jeraj, Milena (2017): Mednarodna pomoč ob migrantski situaciji v Sloveniji 2015–2016. UJMA Nr. 31. Accessible at: <http://www.sos112.si/slo/tdocs/ujma/2017/102-113.pdf>.

³ Dobnik Jeraj, Milena (2017): Mednarodna pomoč ob migrantski situaciji v Sloveniji 2015–2016. UJMA Nr. 31. Accessible at: <http://www.sos112.si/slo/tdocs/ujma/2017/102-113.pdf>.

⁴ Pristavec Đogić, Mojca and Marjana Križaj (2016): Migrantska kriza – primer Slovenije. Ljubljana: Državni zbor RS. Accessible at: https://fotogalerija.dz-rs.si/datoteke/Publikacije/Zborniki_RN/2016/Migrantska_kriza_v_Sloveniji_-_primer_Slovenije.pdf.

⁵ Dobnik Jeraj, Milena (2017): Mednarodna pomoč ob migrantski situaciji v Sloveniji 2015–2016. UJMA Nr. 31. Accessible at: <http://www.sos112.si/slo/tdocs/ujma/2017/102-113.pdf>.

⁶ MNZ (2016): Poročilo z delovnega področja migracij, mednarodne zaščite in vključevanja za leto 2015. Accessible at: http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DUNZMN_2013/DUNZMN_2014/DUNZMN_2015/DUNZMN_2016/Statisticno_porocilo_-_SLO_2015_25052016.pdf.

⁷ MNZ (2017): Poročilo z delovnega področja migracij, mednarodne zaščite in vključevanja za leto 2016. Accessible at: http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DUNZMN_2013/DUNZMN_2014/DUNZMN_2015/DUNZMN_2016/DUNZMN_2017/Statisticno_porocilo_-_SLOVENSKO_2016.pdf.

⁸ MNZ (2016): Poročilo z delovnega področja migracij, mednarodne zaščite in vključevanja za leto 2015. Accessible at: http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DUNZMN_2013/DUNZMN_2014/DUNZMN_2015/DUNZMN_2016/Statisticno_porocilo_-_SLO_2015_25052016.pdf.

In January 2017, the Foreigners Act⁹ was amended, addressing changed migration situation that could threaten the public order and internal security of Slovenia, and provides a legal basis for adoption of temporary and territorially limited measures in the event of irregular mass migration¹⁰. Article 10b of the Act is currently under constitutional review upon request of the Human Rights Ombudsman¹¹.

Based on the experience of 2016, care of migrants and asylum seekers was reorganized with the establishment of a new Government body. In June 2017, the Government Office for the Support and Integration of Migrants (*Urad Vlade RS za oskrbo in integracijo migrantov* – UOIM) was established. Establishment of UOIM as a separate Government service stemmed from the need for targeted and supervised action in the field of care for migrants entering the territory of RS¹². Since June 2016, unaccompanied minors, as the most vulnerable category of vulnerable persons, are provided with special accommodation in student dormitories; by the end of 2018, a systematic solution for accommodation and care of unaccompanied minors should be established as a separate unit for comprehensive treatment¹³.

With the aim of coordinated civil society response to potential humanitarian needs, so-called Coordination of non-governmental and humanitarian organizations, active in the field of asylum and migration, has been established in July 2015. Establishment of the Coordination enabled them to better provide assistance to refugees in the field, to create stronger systemic initiatives, to implement joint activities (in synergy and without duplication), and to have a greater impact on the development of Government response and policy. From closure of the so-called Western Balkan route, the participating organizations are still active in joint advocacy and other systemic issues, awareness-raising, capacity building and information exchange¹⁴.

⁹ Official Gazette of RS, Nr. 50/11, 57/11, 26/14, 45/14, 90/14, 19/15, 47/15, 5/17, 16/17, 59/17, 1/18 and 9/18.

¹⁰ MNZ (2017): Poročilo z delovnega področja migracij, mednarodne zaščite in vključevanja za leto 2016. Accessible at:

http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DUNZMN_2013/DUNZMN_2014/DUNZMN_2015/DUNZMN_2016/DUNZMN_2017/Statisticno_porocilo_-_SLOVENSKO_2016.pdf.

¹¹ More information available on the Human Rights Ombudsman website: http://www.varuh-rs.si/fileadmin/user_upload/word/Zahteve_za_oceno_ustavnosti/2017-ZTuj-2.pdf.

¹² UOIM (2017): Pričetek delovanja Urada Vlade RS za oskrbo in integracijo migrantov. Accessible at: http://www.uoim.gov.si/si/medijsko_sredisce/novica/5689/.

¹³ More information available on the MoI website: http://www.mnz.gov.si/si/novinarsko_sredisce/novica/article/12137/10112/.

¹⁴ PIC and SLOGA (2017): Usklajena civilna družba za krepitev evropske solidarnosti: Vloga civilne družbe v t. i. begunski krizi 2015/2016. Accessible at: <http://pic.si/wp-content/uploads/2014/01/brosura-A5-BRT-SLO.pdf>.

Section 1: Overview of national context

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

The increased influx of asylum seekers during the period covered by the study prompted the revision of the two laws regulating the position of foreigners and the field of international protection in Slovenian legislation: International Protection Act¹⁵ and Foreigners Act; but also other legislation related to the competencies of the authorities and institutions that have participated in the management of enhanced migrant flows across Slovenia.

The International Protection Act amendment, adopted in March 2016, has transposed into the national legal order two EU directives that regulate more in detail the standards of procedures for recognition of international protection, and admission of international protection applicants¹⁶. Aim of the Act amendment has primarily been to introduce legal, efficient and quick asylum procedures, which provide necessary protection to third-country nationals and enable their integration into Slovenian society. The Act defined specific guarantees for international protection applicants from vulnerable groups, and applicants who require special procedural guarantees; it also specified the deadlines for issuing a decision at the first instance and set out more clearly the institute of an inadmissible application. The scope of rights of international protection applicants has not changed with the new Act, and the scope of rights of international protection beneficiaries has decreased where they exceeded the minimum standards established by the European legislative framework of the Common European Asylum System¹⁷ (e.g. abolition of one-time financial assistance after obtaining the international protection status). The Act defined a more detailed way the implementation of the Dublin Regulation, and the EURODAC Regulation¹⁸.

The amendments to the Police Organisation and Work Act¹⁹ of November 2015 have increased human resources capacity in case of evident need identified by the responsible authority. More precisely, amendments increase the age of auxiliary police officers to the age of 60, which allows for the short-term engagement of police officers who have been retired in recent years, but are still sufficiently trained to perform tasks of auxiliary police officers. The migration crisis and similar other events and circumstances dictate the need for engagement of well-trained auxiliary police officers. The Act amendment enables the Police to conclude a contract with retired police officers and police officers who have terminated their employment at will, since they already have the knowledge and skills to perform the duties of an auxiliary police officer²⁰.

The amendment to the Defense Act²¹ provides for the possibility that the National Assembly of RS, by a two-thirds majority vote of the members present, upon proposal by the Government, decides that members of the Slovenian Armed Forces, who cooperate with the Police in the border surveillance, exercise certain powers

¹⁵ Official Gazette of RS, Nr. 22/16, 5/17 and 16/17.

¹⁶ MNZ (2016): Poročilo z delovnega področja migracij, mednarodne zaščite in vključevanja za leto 2015. Accessible at: http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DUNZMN_2013/DUNZMN_2014/DUNZMN_2015/DUNZMN_2016/Statisticno_porocilo_-_SLO_2015_25052016.pdf.

¹⁷ MNZ (2017): Poročilo z delovnega področja migracij, mednarodne zaščite in vključevanja za leto 2016. Accessible at: http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DUNZMN_2013/DUNZMN_2014/DUNZMN_2015/DUNZMN_2016/DUNZMN_2017/Statisticno_porocilo_-_SLOVENSKO_2016.pdf.

¹⁸ Pristavec Đogić, Mojca and Marjana Križaj (2016): Migrantska kriza – primer Slovenije. Ljubljana: Državni zbor RS. Accessible at: https://fotogalerija.dz-rs.si/datoteke/Publikacije/Zborniki_RN/2016/Migrantska_kriza_v_Sloveniji_-_primer_Slovenije.pdf.

¹⁹ Official Gazette of RS, Nr. 15/13, 11/14, 86/15, 77/16 and 77/17.

²⁰ Pristavec Đogić, Mojca and Marjana Križaj (2016): Migrantska kriza – primer Slovenije. Ljubljana: Državni zbor RS. Accessible at: https://fotogalerija.dz-rs.si/datoteke/Publikacije/Zborniki_RN/2016/Migrantska_kriza_v_Sloveniji_-_primer_Slovenije.pdf.

²¹ Official Gazette of RS, Nr. 82/94, 44/97, 87/97, 47/02, 40/04, 103/04 – UPB1 and 95/15.

provided for by the Police Tasks and Powers Act²². Members of the Slovenian Armed Forces can in this case warn, refer, temporarily restrict the movement of persons, and participate in the control of groups and masses. When exercising these powers and tasks, members of the Slovenian Armed Forces are subject to the same restrictions and conditions of implementation as is the case with police officers. The Slovenian Armed Forces must immediately inform the Police about the powers and tasks that they perform under this article. Activation of the Slovenian Armed Forces to assist the Police in the wider state border protection is conducted in two phases and it depends on the evaluation of security situation and decision made by the Government and National Assembly. The National Assembly conferred these powers to the Slovenian Armed Forces between February and May 2016²³.

Foreigners Act Amendment from 2017 addresses changed migration situation that could threaten the public order and internal security of Slovenia, and provides a legal basis for adoption of temporary and territorially limited measures in the event of irregular mass migration²⁴. Article 10b of the Act is currently under constitutional review upon request of the Human Rights Ombudsman²⁵.

In response to the increased number of refugees and migrants coming to Europe between 2015 and 2016 (the so-called refugee crisis), the Government of RS adopted in June 2015 a Contingency Plan of RS for Provision of Accommodation and Care in Case of an Increased Number of International Protection Applicants. MoI started drafting the Contingency Plan already in 2014. The contingency plan specifies objectives, actions and involvement of competent authorities, and various scenarios in terms of the extent of the increase in the number of the international protection applicants, and establishes foreseeable systems for responding to newly emerged emergency situations. In addition to utilization of financial and human resources, the plan also provides for utilization of accommodation facilities, which are determined according to the number of international protection applicants, with a view to meaningfully filling all available capacities, by first utilizing accommodation capacities of the competent migration authorities (Asylum Home, Integration Houses in Ljubljana and Maribor), followed by utilizing capacities of other state administration bodies, and as a measure of last resort, utilization of private facilities, hotels, Civil Protection accommodation capacities, etc. Measures, goals and capacities are set out in the plan to follow the needs according to the influx or the number of international protection applicants in Slovenia.²⁶

Due to full capacities of the central Asylum Home because of arrival of an increased number of international protection applicants, the Contingency Plan adopted on 16 July 2015, was activated. The plan envisages that, in the case of increased number of international protection applicants and filled capacities, international protection applicants are to be placed in other accommodation capacities of the state. Pursuant to the second paragraph of Article 80 of the International Protection Act, which stipulates that when the Government of RS, upon expected increase in the number of international protection applicants, establishes branches of the Asylum

²² Official Gazette of RS, Nr. 15/13 and 10/17.

²³ Pristavec Đogić, Mojca and Marjana Križaj (2016): Migrantska kriza – primer Slovenije. Ljubljana: Državni zbor RS. Accessible at: https://fotogalerija.dz-rs.si/datoteke/Publikacije/Zborniki_RN/2016/Migrantska_kriza_v_Sloveniji_-_primer_Slovenije.pdf.

²⁴ MNZ (2017): Poročilo z delovnega področja migracij, mednarodne zaščite in vključevanja za leto 2016. Accessible at: http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DUNZMN_2013/DUNZMN_2014/DUNZMN_2015/DUNZMN_2016/DUNZMN_2017/Statisticno_porocilo_-_SLOVENSKO_2016.pdf.

²⁵ More information available on the Human Rights Ombudsman website: http://www.varuh-rs.si/fileadmin/user_upload/word/Zahteve_za_oceno_ustavnosti/2017-ZTuj-2.pdf.

²⁶ MNZ (2016): Poročilo z delovnega področja migracij, mednarodne zaščite in vključevanja za leto 2015. Accessible at: http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DUNZMN_2013/DUNZMN_2014/DUNZMN_2015/DUNZMN_2016/Statisticno_porocilo_-_SLO_2015_25052016.pdf.

Home, therefore the Government of RS adopted a decision on establishment of two Asylum Home branches, in Kotnikova Street in Ljubljana, and at the Educational Center of RS for Protection and Rescue in Logatec²⁷.

Under the EU scheme for relocation and resettlement of international protection applicants and refugees, Slovenia has committed to relocating 218 persons from Italy and 349 persons from Greece, and to resettle 20 persons from third countries²⁸. On 4 August 2016, the Government of RS adopted a decision that, based on the EU-Turkey Agreement, 60 third-country nationals in total who are eligible for refugee status may be admitted²⁹. In 2015, the Migration Office of the MoI prepared an Implementation Plan for the relocations from Italy and Greece, and permanent resettlement from third countries, which may be adapted in case of changing mandatory quotas. The Implementation Plan encompasses the foreseen timetable for the gradual reception of international protection applicants, and a comprehensive action plan of measures (admission procedure, determining the refugee / subsidiary protection status, special care for UAMs, accommodation facilities, integration programs, involvement of local communities, role of media, etc.), which is needed for successful relocation and resettlement, and integration of persons into Slovenian society³⁰. In March 2016, the Government of RS established an interdepartmental working group to coordinate the implementation plan, which includes representatives of the MoI, the Ministry of Public Administration, the Ministry of Labour, Family, Social Affairs and Equal Opportunities, the Ministry of Defense and the Ministry of Education, Science and Sport³¹.

Slovenia initiated the relocation procedure in March 2016 with its first announcement to Italy and Greece. In 2016, three relocation operations were carried out, in which 23 Eritrean nationals were relocated from Italy and 84 Syrian citizens and 17 Iraqi nationals were relocated from Greece. By the end of December 2016, 93 applications were resolved, of which 87 persons were granted refugee status, five were rejected international protection, and in one case a decision was issued to stop the international protection due to absconding. By the end of 2016, 124 persons have been relocated to Slovenia, which in reference to Slovenia's commitment represents 21.87% of the persons to be relocated³².

In February 2016, the Government of RS adopted a decree on establishing the list of safe countries of origin. The main purpose of adopting the decree was to ensure the processing of applications for international protection within the statutory deadlines. By designating some countries as safe countries of origin, the international

²⁷ MNZ (2017): Poročilo z delovnega področja migracij, mednarodne zaščite in vključevanja za leto 2016. Accessible at:

http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DUNZMN_2013/DUNZMN_2014/DUNZMN_2015/DUNZMN_2016/DUNZMN_2017/Statisticno_porocilo_-_SLOVENSKO_2016.pdf.

²⁸ MNZ (2016): Poročilo z delovnega področja migracij, mednarodne zaščite in vključevanja za leto 2015. Accessible at:

http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DUNZMN_2013/DUNZMN_2014/DUNZMN_2015/DUNZMN_2016/Statisticno_porocilo_-_SLO_2015_25052016.pdf.

²⁹ MNZ (2017): Poročilo z delovnega področja migracij, mednarodne zaščite in vključevanja za leto 2016. Accessible at:

http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DUNZMN_2013/DUNZMN_2014/DUNZMN_2015/DUNZMN_2016/DUNZMN_2017/Statisticno_porocilo_-_SLOVENSKO_2016.pdf.

³⁰ MNZ (2016): Poročilo z delovnega področja migracij, mednarodne zaščite in vključevanja za leto 2015. Accessible at:

http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DUNZMN_2013/DUNZMN_2014/DUNZMN_2015/DUNZMN_2016/Statisticno_porocilo_-_SLO_2015_25052016.pdf.

³¹ MNZ (2017): Poročilo z delovnega področja migracij, mednarodne zaščite in vključevanja za leto 2016. Accessible at:

http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DUNZMN_2013/DUNZMN_2014/DUNZMN_2015/DUNZMN_2016/DUNZMN_2017/Statisticno_porocilo_-_SLOVENSKO_2016.pdf.

³² MNZ (2017): Poročilo z delovnega področja migracij, mednarodne zaščite in vključevanja za leto 2016. Accessible at:

http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DUNZMN_2013/DUNZMN_2014/DUNZMN_2015/DUNZMN_2016/DUNZMN_2017/Statisticno_porocilo_-_SLOVENSKO_2016.pdf.

protection system is relieved of those who do not actually need protection; but only the fact that a person has the nationality of a state designated as a safe country of origin, or who had a habitual residence in the latter, in the case of a stateless person, does not mean that a person does not have the right to apply for international protection and obtain international protection in RS, if legal conditions are set for this purpose³³.

At the end of June 2016, the Government of RS adopted a decision to ensure that unaccompanied minors, as the most vulnerable category of vulnerable persons, will be provided accommodation in student dormitories. In the framework of pilot project, unaccompanied minors were accommodated in Postojna and Nova Gorica student dormitories between 1 August 2016 and 31 July 2017, as established in the Government decision. In both student dormitories, unaccompanied minors were ensured professional work and care, 24 hours a day, throughout the year. Special attention was paid to strengthening minor's competence in choosing life opportunities, lifestyle and value and normative system that will facilitate integration into the Slovenian society. The pilot project was coordinated by the MoI in cooperation with the competent ministries (Ministry of Labour, Family, Social Affairs and Equal Opportunities and Ministry of Education, Science and Sport³⁴). Upon completion of the pilot project, based on the evaluation, the Government of RS decided to continue with the project in the Postojna student dormitory, and entrusted the (newly established) UOIM to establish, by the end of 2018, in cooperation with the Ministry of the Interior, the Ministry of Labour, Family, Social Affairs and Equal Opportunities, the Ministry of Education, Science and Sport, and the Ministry of Health, the systemic solution of accommodation and care for UAMs as a separate unit for holistic treatment³⁵.

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

The changed migration situation is determined by Articles 10a and 10b of the Foreigners Act.

Article 10a

(changed situation in the field of migration)

- (1) The ministry responsible for internal affairs shall regularly monitor the situation in the field of migration, in particular based on information from national authorities, other European Union Member States and third countries, European Union institutions and relevant international and intergovernmental organizations.*
- (2) If the ministry responsible for internal affairs, based on information from authorities and institutions referred to in the preceding paragraph, assesses that in the Republic of Slovenia, conditions might or have already arisen, due to (potential) changed migration situation, that would represent a threat to public order or the internal security of the Republic of Slovenia, which could hinder the functioning of the central state institutions and provision of its vital functions, proposes that the Government of the Republic of Slovenia propose to the National Assembly of the Republic of Slovenia, in accordance with the principle of proportionality, to decide upon application of Article 10b of this Act, for a period of six months, and*

³³ MNZ (2017): Poročilo z delovnega področja migracij, mednarodne zaščite in vključevanja za leto 2016. Accessible at: http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DUNZMN_2013/DUNZMN_2014/DUNZMN_2015/DUNZMN_2016/DUNZMN_2017/Statisticno_porocilo_-_SLOVENSKO_2016.pdf.

³⁴ MNZ (2017): Poročilo z delovnega področja migracij, mednarodne zaščite in vključevanja za leto 2016. Accessible at: http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DUNZMN_2013/DUNZMN_2014/DUNZMN_2015/DUNZMN_2016/DUNZMN_2017/Statisticno_porocilo_-_SLOVENSKO_2016.pdf.

³⁵ More information available on the MoI website: http://www.mnz.gov.si/si/novinarsko_sredisce/novica/article/12137/10112/.

determine the area of implementation of this measure. The National Assembly of the Republic of Slovenia shall take a decision by a majority vote of all Members. Upon proposal by the Government of the Republic of Slovenia, the National Assembly of the Republic of Slovenia may extend the application of Article 10b of this Act, in the same procedure, for a maximum of six months if there are still grounds for this. Upon proposal by the Government of the Republic of Slovenia, the National Security Council shall give its opinion on the proposal for the application and extension of the application of Article 10.b of this Act.

- (3) In the proposal referred to in the previous paragraph, the ministry responsible for internal affairs shall prepare an assessment of the possible consequences of the changed migration situation with regard to effect on public order and internal security of the Republic of Slovenia, which could hinder functioning of the central state institutions and provision of its vital functions. The assessment takes into account the situation in countries from which foreigners intend to enter or have entered the Republic of Slovenia, and migration situation in the countries in the region, number of illegally staying foreigners and foreigners issued a decision on permission to stay in the Republic of Slovenia, number of international protection applicants, number of persons with recognized international protection in the Republic of Slovenia, and accommodation and integration capacity of the Republic of Slovenia for all these categories of foreigners and possibility of implementing the Act governing international protection and other factors that could affect public order and internal security.*
- (4) The Government of the Republic of Slovenia shall report monthly on implementation of Article 10b of this Act to the National Assembly of the Republic of Slovenia. As soon as the grounds referred to in the second paragraph of this Article and the implementation of Article 10b of this Act cease to exist, the ministry responsible for internal affairs proposes to the Government of the Republic of Slovenia to propose to the National Assembly of the Republic of Slovenia, to decide on the early termination of application of 10.b of this Act. The National Security Council provides its opinion. The National Assembly of the Republic of Slovenia shall take a decision by a majority vote of all Members.*
- (5) The decision referred to in the preceding paragraph may also be proposed by at least ten members of the National Assembly of the Republic of Slovenia. The National Security Council provides its opinion.*
- (6) The Government of the Republic of Slovenia shall notify the Secretary-General of the Council of Europe, the Secretary-General of the United Nations, the United Nations High Commissioner for Refugees and the European Commission on the grounds, the application and the termination of the application of Article 10.b of this Act.*

Article 10b

(action upon changed migration conditions)

- (1) If the National Assembly of the Republic of Slovenia adopts the decision referred to in the second paragraph of the preceding Article, the Police shall not allow entry to the territory to a foreigner who does not fulfil the conditions for entry, a foreigner who entered the Republic of Slovenia illegally, and after the entry into force of this decision, this article is implemented, it is located illegally, it leads to a state border and sends it to the country from which it illegally entered.*
- (2) If a foreigner attempting to illegally enter at the border crossing or has illegally entered the territory of the Republic of Slovenia from a neighbouring European Union Member State and is located in the area in which this article is implemented after the entry into force of the decision of the National Assembly of the Republic of Slovenia from the second paragraph of the previous article, expresses the intention to submit an international protection application, the Police shall carry out the identification procedure and determine the identity of the foreigner in accordance with the Act governing the tasks and powers of the Police. Notwithstanding the provisions of the Act governing international protection, the Police shall reject this intention as inadmissible if there are no systemic deficiencies in the European Union Member State*

which the foreigner entered from, and the conditions for accepting applicants that could endanger the foreigner as subjecting him to torture, inhuman or degrading treatment, and the foreigner is sent to this country. An appeal against a decision shall not suspend the execution. The ministry responsible for internal affairs shall decide on the appeal.

(3) The preceding paragraph shall not apply if the foreigner's health situation would clearly prevent the action referred to in the preceding paragraph, or if the foreigner is a family member of a foreigner in whose case action is not possible due to his health situation, or if the foreigner is by appearance, behaviour or other circumstances an unaccompanied minor.

Changed migration situation is further defined in the Contingency Plan of RS for Provision of Accommodation and Care in Case of an Increased Number of International Protection Applicants. In accordance with the current Contingency Plan, phase 1 of increased number of international protection applicants occurs with from 203 to 280 asylum seekers in the country. Phase 2 is the phase of an extraordinary increase in the number of international protection applicants, with 280 to 500 asylum seekers. The last (3rd) phase, which is defined as mass arrival of applicants, occurs with 500 asylum seekers in the country.

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

In the analysed period, 385 international protection applications were lodged in Slovenia in 2014, 277 applications in 2015, and 1,308 applications in 2016, which is a significantly higher number of applications than in previous years – between 2006 and 2015, the number of requests ranged from 202 (in 2009) and 579 (in 2006). However, since 2000, the number of applications has been considerably higher; in the period between 2000 and 2016, there were on average 1,176.7 international protection applications per year, the highest figures were recorded in 2000 (9,244 applications), 2001 (1,511 applications), 2003 (1,101 applications), 2004 (1,208 applications), 2005 (1,674 applications) and 2016 (1,308 applications)³⁶.

In the period between 1992 and 2004, the Government Office for Immigration and Refugees operated in the field of migration, whose main task was to care for the operation of accommodation centers in which persons with temporary refuge (refugees from Bosnia and Herzegovina and Croatia) were accommodated in accordance with the Temporary Asylum Act³⁷. Initially, the Government Office operated 58 accommodation centers throughout Slovenia with almost 19,000 residents. With stabilization of the situation in Bosnia and Herzegovina, the number of accommodated people and related number of centers decreased. In 1999, the Government Office also prepared the first strategic document in the area of migration in Slovenia – the Resolution on the Immigration Policy of RS³⁸, and the first solutions in the field of integration. The Resolution on Immigration Policy of the Republic of Slovenia defined three main pillars of immigration policy in Slovenia, namely the protection of and assistance to refugees and asylum seekers, integration of immigrants into Slovenian society and prevention of illegal migration. The Resolution also provided the normative and organisational structure necessary for a successful and consistent implementation of immigration policy³⁹. With the amendment to the Temporary Asylum Act, conditions for integration of the remaining persons with

³⁶ MNZ (ND): Statistika. Accessible at: http://www.mnz.gov.si/si/mnz_za_vas/tujci_v_sloveniji/statistika/.

³⁷ Official Gazette of RS, Nr. 20/97 and 67/02.

³⁸ Official Gazette of RS, Nr. 40/99.

³⁹ More information on the European Migration Network National Focal Point in RS website: <http://emm.si/en/migration-and-slovenia/>.

temporary protection were established (obtaining a permanent residence permit, possibility of attending free language course and passing the examination in the Slovene language), and the first bylaw regulated rights and obligations of persons granted refugee status by RS. The Government Office for Immigration and Refugees, as an independent Government service, was abolished in 2004, and its working field went under the MoI⁴⁰. Due to increased influx of asylum-seekers in 2000, and insufficient accommodation facilities, new Asylum Home facility has been established.

Due to a growing complex dynamics of migration flows that required new forms of migration management such as the cooperation with other countries and international organisations as well as the accession to EU, the Resolution on Migration Policy of the Republic of Slovenia⁴¹ was adopted in 2002 which defined even more concrete activities and measures for the application of migration policy by harmonising them with the European acquis and basic European principles such as solidarity, right to freedom of movement and equality⁴².

In 2017, MoI marked 5th anniversary of the implementation of the program for the initial integration of immigrants (i.e. Slovene language and culture course for immigrants). From the beginning of implementation in 2012 to the end of June 2017, more than 6,500 immigrants attended the program⁴³.

An independent expert who was interviewed during drafting the national contribution, identified the changed social context as the key difference: unlike the year 2000, when there has not been a sense of emergency present in the public, the public was more concerned about the scope of the refugee and migrant influx in the 2015/2016 period.

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

Please indicate: Yes / No

In the analysed period, there was a significant increase in applications for international protection in 2016, when 1,308 or 472.2% more applications than in 2015 (277 applications), and 339.7% more applications than in 2014 (385 applications) have been lodged.

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

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⁴⁰ UOIM (ND): Zgodovina. Accessible at: http://www.uoim.gov.si/si/o_uradu/zgodovina/.

⁴¹ Official Gazette of RS, Nr. 106/02.

⁴² More information on the European Migration Network National Focal Point in RS website: <http://emm.si/en/migration-and-slovenia/>.

⁴³ More information on the European Migration Network National Focal Point in RS website: <https://emm.si/migracije-in-slovenija/tujci-v-sloveniji/>.

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

In 2015, the migrant influx to Europe has increased significantly, and with establishment of the so-called Western Balkan route, the influx reached also Slovenia. In the first wave from 17 to 23 September 2015, 3,615 people entered Slovenia. The second wave occurred due to closure of the Croatian-Hungarian border, and began on 16 October 2015 and lasted until 5 March 2016. At that time, about 480,000 migrants crossed the territory of Slovenia, which is almost a quarter of the Slovenian population. On average, between 2,000 and 3,000 people daily entered the country in 2015. The greatest influx of migrants was in the municipality of Brežice, with daily arrivals ranging from 8,000 to 9,000 persons, occasionally also 10,000, and most - 12,616 migrants entered Slovenia on 21 October 2015. In 2016, the number decreased to daily average of 1,000 people. The Western Balkan migrant route was closed in March 2016. The vast majority of migrants did not want to apply for asylum in Slovenia, but strived towards reaching the Austrian border as soon as possible, and continuing their route towards the North of Europe, therefore they have been in Slovenia only for a short time, from a few hours to a day or a maximum of two. After the crossing the Croatian-Slovenian border, they were placed in the reception centers, and from there, they were transported to accommodation centers in the interior of the country, or had the possibility to continue their journey towards the Northern border with Austria⁴⁴. In reception centers, migrants were provided basic necessities (food, beverage, and clothing) and first medical aid were provided by the Police, Civil Protection and humanitarian organizations. At these locations, the Police identified the status of each individual⁴⁵.

The first migrant wave of the Western Balkan route reached Slovenia on 17 September 2015. Since then and until the end of 2016, 359,583 foreigners have been considered as part of a regulated migration flow on the Western Balkan route. Among them, with 46.3%, the majority were Syrian citizens, followed by Afghans with 30.4%, and 16.5% Iraqi citizens⁴⁶.

In response to the increased number of refugees and migrants coming to Europe between 2015 and 2016 (the so-called refugee crisis), the Government of RS adopted in June 2015 a Contingency Plan of RS for Provision of Accommodation and Care in Case of an Increased Number of International Protection Applicants. MoI started drafting the Contingency Plan already in 2014. The contingency plan specifies objectives, actions and involvement of competent authorities, and various scenarios in terms of the extent of the increase in the number of the international protection applicants, and establishes foreseeable systems for responding to newly emerged emergency situations. In addition to utilization of financial and human resources, the plan also provides for utilization of accommodation facilities, which are determined according to the number of international protection applicants, with a view to meaningfully filling all available capacities, by first utilizing accommodation capacities of the competent migration authorities (Asylum Home, the Integration Houses in Ljubljana and Maribor), followed by utilizing capacities of other state administration bodies, and as a measure of last resort, utilization of private facilities, hotels, Civil Protection accommodation capacities, etc. Measures, goals and capacities are set out in the plan to follow the needs according to the influx or the number of international protection applicants in Slovenia.⁴⁷

⁴⁴ Dobnik Jeraj, Milena (2017): Mednarodna pomoč ob migrantski situaciji v Sloveniji 2015–2016. UJMA Nr. 31. Accessible at: <http://www.sos112.si/slo/tdocs/ujma/2017/102-113.pdf>.

⁴⁵ Dobnik Jeraj, Milena (2017): Mednarodna pomoč ob migrantski situaciji v Sloveniji 2015–2016. UJMA Nr. 31. Accessible at: <http://www.sos112.si/slo/tdocs/ujma/2017/102-113.pdf>.

⁴⁶ Policija (2016): Poročilo o delu policije za 2015. Accessible at: https://www.policija.si/images/stories/Statistika/LetnaPorocila/PDF/LetnoPorocilo2015_popravljeno.pdf.

⁴⁷ MNZ (2016): Poročilo z delovnega področja migracij, mednarodne zaščite in vključevanja za leto 2015. Accessible at:

For coordination of management of the migrant situation, two coordination groups were established at the Government level, namely an operational group led by the MoI State Secretary and a political group led by the Minister of Foreign Affairs. In addition to these two groups, an interdepartmental analytical group was activated, which operated within the National Center for Crisis Management⁴⁸.

In Slovenia, the regulation of the area of migration is within the competence of MoI. Due to the nature of migration (short-term care and accommodation of migrants in the territory of RS), and significantly higher number of migrants than expected, in addition to the coordination of the MoI, the Administration of RS for Civil Protection and Disaster Relief, and Civil Protection have also been engaged in management of the migration situation; Civil Protection is responsible for installing temporary residence facilities in case of severe natural and other disasters. In September 2015, the Government of RS decided that Civil Protection in cooperation with other competent ministries and non-governmental and other organizations is responsible for establishing temporary accommodation centers for migrants and their management. The task included reception and accommodation of migrants, food supplies, water, hygiene supplies and other basic aids (clothing, footwear, etc.), first medical aid, protection, provision of cleaning and preparation of rooms after the departure of migrants for the reception and installation of new and other tasks as needed. In total, five reception centers were established in Slovenia during the migration situation (they were coordinated by the Police, care was provided by Civil Protection in the same way as in the accommodation centers) and eleven accommodation centers altogether. The most burdened were the centers in Brežice, Dobova, Šentilj, Gornja Radgona, Lendava, Vrhnika, and occasionally others were also used. Particularly vulnerable groups (families with young children) were placed in the accommodation centre in Logatec⁴⁹.

The scale of the migration situation dictated engagement of additional forces and resources, inter alia by recruiting auxiliary police officers; members of the Slovenian Federation of Military Officers, the Veterans' Association of the War for Slovenia, and, to a greater extent, for logistical assistance, firefighters were engaged. Assistance was sought in a wider international community⁵⁰.

At the level of the Political Director, the Ministry of Foreign Affairs convened coordination meetings with all the departments involved in the provision of international assistance, and the Permanent Representation of RS to the EU in Brussels. In accordance with the decision of the Government of RS, Slovenia requested several types of assistance, coordinated by various departments⁵¹:

- material-technical means for operation of accommodation / reception centers (tents, heating devices, sleeping kits, drinking water units, air driers, etc.), means for supplying refugees (hygiene, medical supplies, blankets, etc.), protective means for work in centers (protective clothing, masks, gloves, etc.), through the EU mechanism in the field of civil protection and at the bilateral level: coordination by the Administration of RS for Civil Protection and Disaster Relief;

http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DUNZMN_2013/DUNZMN_2014/DUNZMN_2015/DUNZMN_2016/Statisticno_porocilo_-_SLO_2015_25052016.pdf.

⁴⁸ Dobnik Jeraj, Milena (2017): Mednarodna pomoč ob migrantski situaciji v Sloveniji 2015–2016. UJMA Nr. 31. Accessible at: <http://www.sos112.si/slo/tdocs/ujma/2017/102-113.pdf>.

⁴⁹ Dobnik Jeraj, Milena (2017): Mednarodna pomoč ob migrantski situaciji v Sloveniji 2015–2016. UJMA Nr. 31. Accessible at: <http://www.sos112.si/slo/tdocs/ujma/2017/102-113.pdf>.

⁵⁰ Pristavec Đogić, Mojca and Marjana Križaj (2016): Migrantska kriza – primer Slovenije. Ljubljana: Državni zbor RS. Accessible at: https://fotogalerija.dz-rs.si/datoteke/Publikacije/Zborniki_RN/2016/Migrantska_kriza_v_Sloveniji_-_primer_Slovenije.pdf.

⁵¹ Dobnik Jeraj, Milena (2017): Mednarodna pomoč ob migrantski situaciji v Sloveniji 2015–2016. UJMA Nr. 31. Accessible at: <http://www.sos112.si/slo/tdocs/ujma/2017/102-113.pdf>.

- assistance of police personnel and in equipment: coordination by the MoI;
- assistance to medical personnel and in equipment: coordination by the Ministry of Health; the military part of the medical assistance was coordinated by the Ministry of Defense; a minor part of healthcare equipment through the mediation of the Administration of RS for Civil Protection and Disaster Relief;
- financial assistance from the EU funds and mechanisms (asylum and migration funds, internal security, European regional development fund), the Council of Europe Development Bank, etc.: coordination by the Office of the Prime Minister, MoI, Government Office for Development and European Cohesion Policy, Ministry of Finance, and Administration of RS for Civil Protection and Disaster Relief.

On average, 450 members of Civil Protection, humanitarian organizations and volunteers were daily involved in providing accommodation and care for migrants. In addition, 500-1,000 police officers were involved in the reception of migrants with the support of a daily average of 460 soldiers⁵².

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

The cooperation was established both on bilateral (with the countries on the Western Balkan migration route) and multilateral level. Cooperation was held between ministers, between the directors-general of the Police, at the operational level and with the ambassadors. Work meetings and meetings were organized in Slovenia as well as in other countries that faced migration issues. The Minister of Interior was in contact with her Austrian colleague on daily basis, to inform them of all activities, and to coordinate the measures. The Minister of the Interior also met with the Croatian Minister of the Interior, and the Director-General of the Police regularly attended regular meetings of police chiefs upon the Western Balkan route, where they agreed on the practical implementation of the measures adopted at higher levels⁵³.

Under the EU scheme for relocation and resettlement of international protection applicants and refugees, Slovenia has committed to relocating 218 persons from Italy and 349 persons from Greece, and to resettle 20 persons from third countries⁵⁴. On 4 August 2016, the Government of RS adopted a decision that, based on the EU-Turkey Agreement, 60 third-country nationals in total who are eligible for refugee status may be admitted⁵⁵. In 2015, the Migration Office of the MoI prepared an Implementation Plan for the relocations from Italy and Greece, and permanent resettlement from third countries, which may be adapted in case of changing mandatory

⁵² Pristavec Đogić, Mojca and Marjana Križaj (2016): Migrantska kriza – primer Slovenije. Ljubljana: Državni zbor RS. Accessible at: https://fotogalerija.dz-rs.si/datoteke/Publikacije/Zborniki_RN/2016/Migrantska_kriza_v_Sloveniji_-_primer_Slovenije.pdf.

⁵³ Pristavec Đogić, Mojca and Marjana Križaj (2016): Migrantska kriza – primer Slovenije. Ljubljana: Državni zbor RS. Accessible at: https://fotogalerija.dz-rs.si/datoteke/Publikacije/Zborniki_RN/2016/Migrantska_kriza_v_Sloveniji_-_primer_Slovenije.pdf.

⁵⁴ MNZ (2016): Poročilo z delovnega področja migracij, mednarodne zaščite in vključevanja za leto 2015. Accessible at: http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DUNZMN_2013/DUNZMN_2014/DUNZMN_2015/DUNZMN_2016/Statisticno_porocilo_-_SLO_2015_25052016.pdf.

⁵⁵ MNZ (2017): Poročilo z delovnega področja migracij, mednarodne zaščite in vključevanja za leto 2016. Accessible at: http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DUNZMN_2013/DUNZMN_2014/DUNZMN_2015/DUNZMN_2016/DUNZMN_2017/Statisticno_porocilo_-_SLOVENSKO_2016.pdf.

quotas⁵⁶. In March 2016, the Government of RS established an interdepartmental working group to coordinate the implementation plan, which includes representatives of the MoI, the Ministry of Public Administration, the Ministry of Labour, Family, Social Affairs and Equal Opportunities, the Ministry of Defense and the Ministry of Education, Science and Sport⁵⁷. Slovenia initiated the relocation procedure in March 2016 with its first announcement to Italy and Greece. In 2016, three relocation operations were carried out, in which 23 Eritrean nationals were relocated from Italy and 84 Syrian citizens and 17 Iraqi nationals were relocated from Greece. By the end of December 2016, 93 applications were resolved, of which 87 persons were granted refugee status, five were rejected international protection, and in one case a decision was issued to stop the international protection due to absconding. By the end of 2016, 124 persons have been relocated to Slovenia, which in reference to Slovenia's commitment represents 21.87% of persons to be relocated⁵⁸.

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

In 2015, the migrant influx to Europe has increased significantly, and with establishment of the so-called Western Balkan route, the influx reached also Slovenia. In the first wave from 17 to 23 September 2015, 3,615 people entered Slovenia. The second wave occurred due to closure of the Hungarian border (construction of a wall), and stricter asylum legislation in Hungary. In the first wave from 17 to 23 September 2015, 3,615 people entered Slovenia. Due to the closure of the Croatian-Hungarian border, the second wave began on 16 October 2015 and lasted until 5 March 2016. About 480,000 migrants crossed the territory of Slovenia, which is almost a quarter of the Slovenian population. On average, between 2,000 and 3,000 people enter Slovenia daily in 2015. The greatest influx of migrants was in the municipality of Brežice, with daily arrivals ranging from 8,000 to 9,000 people, occasionally also 10,000, and most - 12,616 migrants entered Slovenia on 21 October 2015. In 2016, the number decreased on daily average of 1,000 people⁵⁹.

Slovenia also adapted its activities to the responses of neighbouring countries, especially Austria and Croatia. In response to Croatia's unwillingness to direct the refugee flow and ensure controlled entry into RS, Slovenia installed along the Slovenian-Croatian border a razor blade that (even today) prevents irregular entry to Slovenia through the green borders. In November 2015, Austria and Germany announced a restriction on the daily reception of refugees, which Slovenia also needed to adapt to with a greater number of accommodation capacities.

In the assessment, the independent expert emphasizes that in the case of the refugee and migrant influx in the 2015–2016 period, the situation was a multifaceted, multivariate and multinational crisis. The crisis encompassed the whole region, and measures/actions of a single country affected the situation in other countries in the region. According to his opinion⁶⁰, a comprehensive policy to tackle this problem at both the EU and regional levels has been lacking. When the policy was formed (i.e. the closure of the Balkan migration route and other measures),

⁵⁶ MNZ (2016): Poročilo z delovnega področja migracij, mednarodne zaščite in vključevanja za leto 2015. Accessible at: http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DUNZMN_2013/DUNZMN_2014/DUNZMN_2015/DUNZMN_2016/Statisticno_porocilo_-_SLO_2015_25052016.pdf.

⁵⁷ MNZ (2017): Poročilo z delovnega področja migracij, mednarodne zaščite in vključevanja za leto 2016. Accessible at: http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DUNZMN_2013/DUNZMN_2014/DUNZMN_2015/DUNZMN_2016/DUNZMN_2017/Statisticno_porocilo_-_SLOVENSKO_2016.pdf.

⁵⁸ MNZ (2017): Poročilo z delovnega področja migracij, mednarodne zaščite in vključevanja za leto 2016. Accessible at: http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DUNZMN_2013/DUNZMN_2014/DUNZMN_2015/DUNZMN_2016/DUNZMN_2017/Statisticno_porocilo_-_SLOVENSKO_2016.pdf.

⁵⁹ Dobnik Jeraj, Milena (2017): Mednarodna pomoč ob migrantski situaciji v Sloveniji 2015–2016. UJMA Nr. 31. Accessible at: <http://www.sos112.si/slo/tdocs/ujma/2017/102-113.pdf>.

⁶⁰ As well as according to many national and foreign analysts and experts.

this route actually closed. Until such co-ordination was lacking, each country alone could not successfully face the crisis, therefore managing the refugee/migration influx has been a valuable experience both for Slovenia as well as for the EU.

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

2.1 MEASURES TAKEN, THEIR IMPACT AND RESPONSES TO THE CHANGING INFLUX IN MEMBER STATES THAT EXPERIENCED A CHANGE IN THE INFLUX OF ASYLUM APPLICANTS

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

Area	Directly impacted (yes/no)	Time period (when)	Very brief explanation on the basis of short titles (how and what the impact was, including whether it concerned an increase/decrease)
1. Border control	Yes	September 2015	<p><i>Increased influx of asylum-seekers</i></p> <ul style="list-style-type: none"> - operational-tactical measures have been intensified in order to prevent irregular migration within the protection of the external border and countervailing measures - introduced border control at the internal border with Hungary - regular migration monitoring has been established through the exchange of information and statistical data between Austria, Hungary, Croatia and Slovenia, and through cooperation within the European Agency for the Management of Operational Cooperation at the External Borders⁶¹ - technical barriers (200 km of razor-wire fence) installed on the border with Croatia - registration of persons due to ensuring national security and combating terrorism, and family reunification - redeployment of police officers, deployment of special police units and the Army, assistance of special police units from other EU Member States

⁶¹ European Border and Coast Guard Agency.

2. Reception centres / accommodation arrangements and other housing	Yes		<ul style="list-style-type: none"> - increased capacity of reception / registration centres for migrants and accommodation capacities - with the purpose of efficient and quick registration of foreigners, a special computer program has been developed, which has a direct connection with the police records for checking persons and enables issuance of a decision on permission to stay in the territory of RS
3. Wider reception services (social services, health services), rights afforded to applicants	Yes		<p><i>Increased influx of asylum-seekers</i></p> <ul style="list-style-type: none"> - increased scope and intensity of services, supported by international, humanitarian and non-governmental organizations
4. Registration process of the asylum seeker	No		
5. Asylum procedure (at first and second instance)	No		
6. Infrastructure, personnel and competencies of the responsible authorities	Yes		<p><i>Increased influx of asylum-seekers</i></p> <ul style="list-style-type: none"> - increase and allocation of human resources - development of registration and accommodation capacity - above-mentioned change in powers of the Slovenian Army while assisting the Police in terms of border surveillance - strengthened inter-sectorial cooperation, with established regular coordination
7. Law enforcement	Yes		<p><i>Increased influx of asylum-seekers</i></p> <ul style="list-style-type: none"> - increased number of police officers by redeployment of auxiliary police officers, the Army and special police units from other EU Member States

8. Integration measures for asylum applicants	No		
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Q10. Fill out the table below on specific elements of the measures indicated in the previous table.

Measure 1	1. <u>Border control</u>	
	a) Year and month the measure was established	September 2015
	b) Typology of measures	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase
	<u>New measure</u> or <u>change to an existing measure</u>	New measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Temporary measure
	Type of measure: - <u>(National) Action plan</u> - <u>Legislative instruments</u> - Specific interinstitutional / multi-agency <u>working group</u> on the situation - <u>Soft measures</u> (handbooks, circulars, policy/staff guidance, employing new staff) - <u>Resources</u> (staff or financing) - <u>Emergency/contingency plan</u> - Other, please specify	<p>The measure of establishing (stricter) border control was adopted on the basis of a Government decision.</p> <p>Various contingency plans have been developed and passed through inter-sectorial coordination, to respond to a disproportionate increase in the number of refugees.</p> <p>Rules of procedure for treatment of refugees have been adopted.</p> <p>A flyer has been developed to inform refugees with measures and procedures.</p> <p>Threat assessment has been developed.</p>

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		<p>Auxiliary police officers have been redeployed, special police units and the Army have been deployed, and assistance of special police units from other EU Member States has been provided.</p> <p>For the implementation of these measures, budget allocations for the migration item were envisaged from budget reserves.</p>
	Other elements	
	c) General aim of the measure (what was intended?)	To limit unauthorized crossing of the state and external Schengen border.
	d) Intended and actual duration of the measure	September 2015 – still in place.
	e) Key elements of the measure (description of the measure)	Introduction of systematic control at border crossings, installation of a 200 km long technical measures (razor-wire fence) along the Slovenian-Croatian border, registration of refugees.
	f) Authorities involved in <u>drafting</u> the measure	MoI (the Police)
	g) Authorities involved in <u>proposing and approving</u> of each measure	MoI (the Police)
	h) Authorities implementing measures	The Police, the Army
	i) Other	

measure 2	2. <u>Reception centres</u> / accommodation arrangements and other housing
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a) Year and month the measure was established	September 2015
b) Typology of measures	
Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase
<u>New measure</u> or <u>change to an existing measure</u>	New measure
<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Temporary measure
Type of measure: <ul style="list-style-type: none"> - <u>(National) Action plan</u> - <u>Legislative instruments</u> - Specific interinstitutional / multi-agency <u>working group</u> on the situation - <u>Soft measures</u> (handbooks, circulars, policy/staff guidance, employing new staff) - <u>Resources</u> (staff or financing) - <u>Emergency/contingency plan</u> - Other, please specify 	<p>Reception and accommodation capacities have been established based on of Government decisions, and were managed by the Administration of RS for Civil Protection and Disaster Relief (Ministry of Defense). Activities and tasks were coordinated within a broader coordination group, involving humanitarian and non-governmental organizations.</p> <p>Activation of the State Plan for the Protection and Rescue in the Event of an Earthquake for <i>mutatis mutandis</i> implementation of measures for provision of care for migrants.</p> <p>Provision of resources from state reserves, volunteers' work and donations by (international) organizations.</p>
Other elements	
c) General aim of the measure (what was intended?)	Establishment of centers for registration and short-term accommodation of refugees, basic care of refugees.
d) Intended and actual duration of the measure	September 2015 – March 2016

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	e) Key elements of the measure (description of the measure)	Registration. Provision of basic necessities. Emergency health care. Issuance of permission to stay in the territory of RS.
	f) Authorities involved in <u>drafting</u> the measure	MoI
	g) Authorities involved in <u>proposing and approving</u> of each measure	MoI
	h) Authorities implementing measures	Administration of RS for Civil Protection and Disaster Relief, the Police, the Army (ensuring security), Ministry of Public Administration, Financial Administration of the RS
	i) Other	

Measure 3	3. <u>Wider reception services</u> (social services, health services), rights afforded to applicants	
	a) Year and month the measure was established	September 2015
	b) Typology of measures	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase

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<p><u>New measure or change to an existing measure</u></p>	<p>New measure</p>
<p><u>Structural or ad-hoc</u> (temporary) measure</p>	<p>Temporary measure</p>
<p>Type of measure: - <u>(National) Action plan</u> - <u>Legislative instruments</u> - <u>Specific interinstitutional / multi-agency working group</u> on the situation - <u>Soft measures</u> (handbooks, circulars, policy/staff guidance, employing new staff) - <u>Resources</u> (staff or financing) - <u>Emergency/contingency plan</u> - Other, please specify</p>	<p>Agreement between MoI, a wider co-ordination group (including national and international non-governmental and humanitarian organizations).</p> <p>Handbooks, circulars, directions / guidance, instructions.</p> <p>Volunteers, public works.</p> <p>Issued Order and the Instructions for reimbursement of expenses incurred as a result of a migrant flow, based on which the competent authorities claimed reimbursement (Ministry of Health, Ministry of Public Administration ...).</p> <p>Material and financial assistance provided also by the international community and humanitarian organizations.</p> <p>Medicines and medical devices ensured from commodity reserves of RS, work of medical staff from the budget of the Ministry of Health.</p>
<p>Other elements</p>	
<p>c) General aim of the measure (what was intended?)</p>	<p>Appropriate care for refugees, humanitarian aid.</p>
<p>d) Intended and actual duration of the measure</p>	<p>September 2015 – March 2016.</p>
<p>e) Key elements of the measure (description of the measure)</p>	<p>Provision of basic necessities, basic social services, family tracing, vulnerability identification.</p>

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

	f) Authorities involved in <u>drafting</u> the measure	MoI (the Police), Administration of RS for Civil Protection and Disaster Relief.
	g) Authorities involved in <u>proposing and approving</u> of each measure	MoI (the Police), Administration of RS for Civil Protection and Disaster Relief.
	h) Authorities implementing measures	MoI (the Police), Administration of RS for Civil Protection and Disaster Relief, Ministry of Public Administration, Ministry of Labour, Family, Social Affairs and Equal Opportunities, Ministry of Education, Science and Sport.
	i) Other	

Measure 6	6. <u>Infrastructure</u> , personnel and competencies of the responsible authorities	
	a) Year and month the measure was established	September 2015
	b) Typology of measures	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase
	<u>New measure</u> or <u>change to an existing measure</u>	New measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Temporary measure

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

<p>Type of measure:</p> <ul style="list-style-type: none"> - <u>(National) Action plan</u> - <u>Legislative instruments</u> - Specific interinstitutional / multi-agency <u>working group</u> on the situation - <u>Soft measures</u> (handbooks, circulars, policy/staff guidance, employing new staff) - <u>Resources</u> (staff or financing) - <u>Emergency/contingency plan</u> - Other, please specify 	<p>Based on agreements between the Government and the Ministry of Labour, Family, Social Affairs and Equal Opportunities, a public works program titled 'Assistance in Managing Migration Flows' was developed, which was implemented from November 2015 onwards.</p> <p>Ministry of Labour, Family, Social Affairs and Equal Opportunities and Slovenian Network of Volunteer Organizations provided co-ordinators of volunteers for working with refugees.</p>
<p>Other elements</p>	
<p>c) General aim of the measure (what was intended?)</p>	<p>Providing support to the response to an increased migration flow, establishing an interdepartmentally coordinated system for the reception and care of refugees.</p>
<p>d) Intended and actual duration of the measure</p>	<p>September 2015 – March 2016.</p>
<p>e) Key elements of the measure (description of the measure)</p>	<p>Providing temporary accommodation and care for refugees by volunteers.</p> <p>260 long-term unemployed persons involved in the coordination, information provision and reception of refugees (through public works).</p>
<p>f) Authorities involved in <u>drafting</u> the measure</p>	<p>Government and Ministry of Labour, Family, Social Affairs and Equal Opportunities.</p>
<p>g) Authorities involved in <u>proposing and approving</u> of each measure</p>	<p>Ministry of Labour, Family, Social Affairs and Equal Opportunities.</p>
<p>h) Authorities implementing measures</p>	<p>Ministry of Labour, Family, Social Affairs and Equal Opportunities.</p>

	i) Other	
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Measure 7	7. <u>Law enforcement</u>	
	a) Year and month the measure was established	September 2015
	b) Typology of measures	
	Measure following an <u>increase</u> or <u>decrease</u> in numbers	Increase
	<u>New measure</u> or <u>change to an existing measure</u>	New measure
	<u>Structural</u> or <u>ad-hoc</u> (temporary) measure	Temporary measure
	Type of measure: - <u>(National) Action plan</u> - <u>Legislative instruments</u> - Specific interinstitutional / multi-agency <u>working group</u> on the situation - <u>Soft measures</u> (handbooks, circulars, policy/staff guidance, employing new staff) - <u>Resources</u> (staff or financing) - <u>Emergency/contingency plan</u> - Other, please specify	The contingency plan for implementation of Police tasks. Police Organisation and Work Act, Defense Act. Relocation, deployment of auxiliary police officers, special police units, the Army, Financial Administration employees, and special police units of other EU Member States.
	Other elements	

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

c) General aim of the measure (what was intended?)	Implementation of stricter border control, registration of refugees.
d) Intended and actual duration of the measure	September 2015 – March 2016.
e) Key elements of the measure (description of the measure)	Increased human capacities involved in implementation of border control.
f) Authorities involved in <u>drafting</u> the measure	MoI
g) Authorities involved in <u>proposing and approving</u> of each measure	MoI
h) Authorities implementing measures	MoI, Police, Army, Financial Administration of RS.
i) Other	

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

Area	Extent of involvement of non-state entities (if yes, to what extent)
Border control	No
Reception centres / accommodation arrangements and other housing	No
Wider reception services (social services, health services), rights afforded to applicants	Yes - logistics of care activities for accommodation and reception centers and provision of humanitarian assistance (supply of migrants with food, water, hygiene and other essential items, clothes, blankets and other necessities, establishment of wireless access points to the internet and the installation of mobile charging stations) - provision of translation and legal assistance - special care for children and nursing mothers - health care for migrants
Registration process of the asylum seeker	No
Asylum procedure (at first and second instance)	No
Infrastructure, personnel and competencies of the responsible authorities	Yes Slovenian Network of Volunteer Organizations has implemented the coordination of volunteers who also came from public services and individuals who were authorized to join the field work.
Law enforcement	No
Immediate integration measures for asylum applicants	No

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

Area	Impact on local authorities	Influence on the process
Border control	Yes - establishment of registration centers in border areas - installation of wire fence	No
Reception centres / accommodation arrangements and other housing	No - utilization of accommodation facilities and land owned by the state in areas of local communities	Yes
Wider reception services (social services, health services), rights afforded to applicants	No	No
Registration process of the asylum seeker	No	No
Asylum procedure (at first and second instance)	No	No
Infrastructure, personnel and competencies of the responsible authorities	No	No
Law enforcement	No	No
Integration measures for asylum applicants	No	No

2.2 SCALING DOWN OR DISMANTLING MEASURES FOLLOWING A DECREASE IN NUMBERS OF ASYLUM APPLICATIONS

Q13. Many Member States experienced a decrease in the influx of asylum applications in the third and fourth quarters of 2016, while several Member States experienced a more irregular decrease at certain intervals after the period 2014-2016. If your (Member) State experienced a decrease in asylum applications, were any changes made to (scope of) previously adapted or introduced measures?

The number of international protection applications lodged in 2016 was the highest in the first quarter (490 applications), before closure of the Western Balkan route, somewhat lower in the last quarter (421 applications). The number of applications was the lowest in the second quarter (122), while in the third quarter 275 applications for asylum were lodged. The newly established Asylum House branches at Kotnikova Street in Ljubljana and Logatec remained in use throughout 2016.

The measure "Support to reception capacities established to cope and manage mass arrival of third-country nationals at the Slovenian Schengen border" has financially supported deployment of auxiliary police officers and police officers of special police units who were activated to assist regular police forces in reception centers alongside the Slovenian Schengen borders with the Republic of Croatia, and was in place from 20 September 2015 to 31 March 2016. Within the framework of the measure "Establishing of new and facilitation of existing accommodation capacities to cope and manage mass arrival of third country nationals at the Slovenian Schengen border", which was in place from 20 September 2015 to 31 March 2016, financial support for the rental of accommodation facilities was provided. The measure also included co-financing of transport of migrants from reception centers along the Slovenian Schengen border to accommodation facilities and capacities within the country⁶².

Q14. To what extent did the decrease result in adapting or abolishing/dismantling measures taken in periods of increase?

The measure "Support to reception capacities established to cope and manage mass arrival of third-country nationals at the Slovenian Schengen border" has financially supported deployment of auxiliary police officers and police officers of special police units who were activated to assist regular police forces in reception centers alongside the Slovenian Schengen borders with the Republic of Croatia, and was in place from 20 September 2015 to 31 March 2016. Within the framework of the measure "Establishing of new and facilitation of existing accommodation capacities to cope and manage mass arrival of third country nationals at the Slovenian Schengen border", which was in place from 20 September 2015 to 31 March 2016, financial support for the rental of accommodation facilities was provided. The measure also included co-financing of transport of migrants from reception centers along the Slovenian Schengen border to accommodation facilities and capacities within the country⁶³.

⁶² Pristavec Đogić, Mojca and Marjana Križaj (2016): Migrantska kriza – primer Slovenije. Ljubljana: Državni zbor RS. Accessible at: https://fotogalerija.dz-rs.si/datoteke/Publikacije/Zborniki_RN/2016/Migrantska_kriza_v_Sloveniji_-_primer_Slovenije.pdf.

⁶³ Pristavec Đogić, Mojca and Marjana Križaj (2016): Migrantska kriza – primer Slovenije. Ljubljana: Državni zbor RS. Accessible at: https://fotogalerija.dz-rs.si/datoteke/Publikacije/Zborniki_RN/2016/Migrantska_kriza_v_Sloveniji_-_primer_Slovenije.pdf.

Q15. To what extent did the decrease lead to a shift in political and administrative prioritisation of measures taken (e.g. from asylum procedure to integration and or return)?

Upon closure of the Western Balkan refugee route, the asylum system has faced an increased number of asylum applications. Asylum seekers who have been granted international protection status are included in integration programs, and a return decision has been issued to rejected asylum seekers. MoI continues to implement integration programs that have proven to be effective (e.g. integration assistance, Slovene language courses, psychosocial assistance), that are implemented by non-governmental and other organizations on local level⁶⁴.

Q16. To what extent did the decrease lead to measures (and/or debate) about maintaining established admission, housing and integration capacities as well as preserving gained expertise (e.g. regularly training of former staff; maintaining infrastructure; increasing capacities within other admission procedures such as resettlement, relocation, humanitarian admission)?

In June 2017, UOIM was established, responsible also for managing accommodation facilities. Establishment of UOIM as a separate Government service stemmed from the need for targeted and supervised action in the field of care for migrants entering the territory of RS. The main task of UOIM is to provide care and accommodation for foreigners issued permission to stay in Slovenia, displaced persons, persons with temporary protection, international protection applicants and beneficiaries of international protection. UOIM also provides for integration of certain groups of migrants, covering all aspects of integration of migrants into society: accommodation, health care, enrolment into educational and work processes. Since it is a matter of coordinating the work of other state bodies, non-governmental organizations, international organizations and other organizations, it is more effective to provide this within UOIM as a Government service than within a single ministry. An important task of UOIM is also the organization and management of capacities (asylum homes, integration houses and accommodation centers) for the accommodation and care of persons who are granted temporary protection, displaced persons, foreigners issued permission to stay, international protection applicants, and international protection beneficiaries⁶⁵.

In case of strengthened irregular migration, reception and registration centers would be re-established at some points along the border with Croatia. Centers are temporary, they will be activated only in case needed, and their establishment will also make it easier to ensure the safety of people living near the border. It makes sense that all persons who are intercepted by the Police when crossing the border are treated as close as possible to the border and place of return to Croatia. In reception and registration centers, migrants will only stay for a short time, up to 72 hours, and their freedom of movement will be restricted. During this time, they will either be returned to the (safe) country from which they illegally entered Slovenia, either placed in the Aliens Center or the asylum home if they apply for international protection. The reception and registration centers will therefore be of a temporary nature, of a closed type and at all times under the supervision of the Police. They will be terminated as soon as there is no longer a need for their operation. Emergency medical assistance will be provided in the centers, and children and unaccompanied minors will be adequately taken care of. Logistics is under the responsibility of UOIM and the Administration of RS for Civil Protection and Disaster Relief, as well as other contractors involved when necessary⁶⁶.

⁶⁴ Pristavec Đogić, Mojca and Marjana Križaj (2016): Migrantska kriza – primer Slovenije. Ljubljana: Državni zbor RS. Accessible at: https://fotogalerija.dz-rs.si/datoteke/Publikacije/Zborniki_RN/2016/Migrantska_kriza_v_Sloveniji_-_primer_Slovenije.pdf.

⁶⁵ UOIM (2017): Pričetek delovanja Urada Vlade RS za oskrbo in integracijo migrantov. Accessible at: http://www.uoim.gov.si/si/medijsko_sredisce/novica/5689/.

⁶⁶ Vlada RS (ND): Odziv Slovenije. Accessible at: http://www.vlada.si/pomoc_beguncem/odziv_slovenije/.

From 2016, unaccompanied minors, as the most vulnerable category of vulnerable persons, are provided special accommodation in student dormitories. Upon completion of the pilot project, based on the evaluation, the Government of RS decided to continue with the project in the Postojna student dormitory, and entrusted the (newly established) UOIM to establish, by the end of 2018, in cooperation with the Ministry of the Interior, the Ministry of Labour, Family, Social Affairs and Equal Opportunities, the Ministry of Education, Science and Sport, and the Ministry of Health, the systemic solution of accommodation and care for UAMs as a separate unit for holistic treatment⁶⁷.

The independent expert estimates that, with the exception of Slovenia's participation in EU relocation and refugee resettlement schemes, there have been no measures introduced with the purpose of maintaining the established capacities. On a general note, he identifies a need for a discussion at political and society level, with all societal stakeholders, on what kind of migration policy Slovenia needs (taking into account demographic projections and needs of the economy). In the context of migration policy, a very clear concept and a migration management plan should be developed⁶⁸. The measures shall cover both situations: the mobilization of migrants for labour market needs, and the response of the state when an extraordinary case occurs (as was the case in 2015-2016, due to an excessive situation in another geographical area). The last crisis has shown that the stock reserves were insufficient (both from the point of view of commodity reserves and equipment), among challenges have been locations of reception/accommodation centres and their long- or short-term utilization, and shortage of well-trained people. UOIM has been established, but with a limited scope of operation based on the legislative framework. However, as shown at that time, the national security system is not adequately trained to coordinate the response⁶⁹.

⁶⁷ More information available on the MoI website: http://www.mnz.gov.si/si/novinarsko_sredisce/novica/article/12137/10112/.

⁶⁸ In November 2018, the Government of the Republic of Slovenia established the Interdepartmental Working Group for the development and monitoring of the implementation of the Strategy of the Government of the Republic of Slovenia in the field of migration, and for coordination of activities in the field of migration, in which, besides representatives of governmental bodies, an NGO representative is also taking part.

⁶⁹ The Government of the Republic of Slovenia is also drafting the national security strategy that will comprehensively encompass all aspects of threats and approaches and measures to effectively counteract consequences of the threats. Prior to its adoption, a broader discussion is foreseen, engaging representatives of government bodies, non-governmental organizations, representatives of universities (e.g. Faculty of Social Sciences of the University of Ljubljana) and other researchers and experts.

Section 3: Effectiveness of the measures taken

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

Measure 1	Immediate impact (in the first days or weeks after its implementation)	
	Medium or longer term effect (a month or longer after its implementation)	
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	
	Was the measure evaluated for effectiveness? If so, by whom?	
	What was the outcome of the evaluation?	Evaluation has not been implemented or is not publicly available.

Measure 2	Immediate impact (in the first days or weeks after its implementation)	
	Medium or longer term effect (a month or longer after its implementation)	
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	
	Was the measure evaluated for effectiveness? If so, by whom?	
	What was the outcome of the evaluation?	Evaluation has not been implemented or is not publicly available.

Measure 3	Immediate impact (in the first days or weeks after its implementation)	
	Medium or longer term effect (a month or longer after its implementation)	
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	
	Was the measure evaluated for effectiveness? If so, by whom?	
	What was the outcome of the evaluation?	Evaluation has not been implemented or is not publicly available.

Measure 6	Immediate impact (in the first days or weeks after its implementation)	
	Medium or longer term effect (a month or longer after its implementation)	
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	
	Was the measure evaluated for effectiveness? If so, by whom?	
	What was the outcome of the evaluation?	Evaluation has not been implemented or is not publicly available.

Measure 7	Immediate impact (in the first days or weeks after its implementation)	
	Medium or longer term effect (a month or longer after its implementation)	
	Collateral or side effect(s) and unexpected/unforeseen effects (effects not initially considered when the measure was implemented)	
	Was the measure evaluated for effectiveness? If so, by whom?	
	What was the outcome of the evaluation?	Evaluation has not been implemented or is not publicly available.

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

The changes in the asylum influx mostly influenced the asylum legislation and legislation governing the entry and stay of aliens who do not have permission for entry or stay. However, the changes in the asylum influx did not affect regulations of other types of migration e.g. economic in terms of more restrictive approaches and policies. In this field, changes in Slovenia went towards the implementation of directives, such as Directive 2014/36 / EU on seasonal workers and Directive 2014/66/EU on the on the conditions of entry and residence of third-country nationals in the framework of an intra-corporate transfer.

In 2017, on the other hand, the Foreigners Act was amended twice: first amendments⁷⁰ adopting measures that enable the Police in situation of increased migration influx to deny entry to the territory to an alien who does not fulfil the conditions for entry in the Republic of Slovenia. A foreigner who is illegally in the territory of Slovenia, shall be taken by the Police to the state border, and sent to the country from which he illegally entered. According to the amendments, the Police can also use this measure if the foreigner expresses the intention to submit an application for international protection. Article 10b of the Act is currently under constitutional review upon request of the Human Rights Ombudsman⁷¹. The second amendment⁷² to the same Act introduced provisions that narrowed the conditions for family reunification of persons with recognized

⁷⁰ Act amending the Foreigners Act – *Zakon o spremembi in dopolnitvah Zakona o tujcih* (ZTuj-2D), Official Gazette of RS, Nr. 5/2017.

⁷¹ More information available on the Human Rights Ombudsman website: http://www.varuh-rs.si/fileadmin/user_upload/word/Zahteve_za_oceno_ustavnosti/2017-ZTuj-2.pdf.

⁷² Act amending the Foreigners Act – *Zakon o spremembi in dopolnitvah Zakona o tujcih* (ZTuj-2E), Official Gazette of RS, Nr. 59/2017.

subsidiary protection (a person with subsidiary protection has the right to be reunified with the family if the protection is granted for at least one year).

Not necessary as part of changes in national approaches due to increased influx of asylum applicants, the International Protection Act amendment was adopted in 2016. Amendment of the International Protection Act from March 2016, in case of international protection beneficiaries, with the aim of encouraging persons with international protection to integrate into the Slovene society, determines anew the conditions and time period of eligibility for cash compensation for private accommodation, namely the right to financial compensation for private accommodation is limited to 18 months, and can be extended for another 18 months if an international protection beneficiary in the first 18 months participates in 80% of the Slovenian language course. One-time financial assistance was cancelled, which was granted to international protection beneficiaries in accordance with the previous law when they moved out from the Asylum Home, in the amount of financial social assistance (approximately EUR 270), if they did not have their own financial resources that they urgently required for provision of basic necessities. The right of a person with subsidiary protection to compensation for private accommodation for family members was abolished⁷³.

Section 4: Financing of the implemented measures

Q18a. How were the implemented national measures financed?

The Government of RS has not adopted a special budget for covering costs related to increased asylum influx in 2015 and 2016. The majority of costs in 2015 was covered from the budgetary funds, in addition, Slovenia received funds from various funds (*please see below*). Budgetary funds were also provided through reallocations from budget lines for purposes, where the funds have not been fully utilized.

In September 2015, when the number of migrants who entered the country increased, the Government of RS adopted a decision on possible utilization of state reserves of material resources for the purpose of establishing temporary accommodation facilities for migrants, and issued an authorization for the release of commodity reserves of RS. Slovenia also requested the international community's assistance with accommodation and care of migrants, both bilaterally and through the EU's Civil Protection Mechanism. 13 EU Member States responded to the request for material, technical and protective measures.

Upon beginning of the so-called refugee crisis, MoI initiated activities to obtain additional funds to cover the costs incurred, or to obtain necessary financial assistance from the European funds, namely from the Asylum, Migration and Integration Fund (AMIF) and the Internal Security Fund (ISF). In case of emergencies, the rules on utilization of resources of both funds enable provision of additional funds by granting emergency assistance). In addition, funds from the Migration and Refugees Fund (MRF) of the Council of Europe Development Bank (CEB) were also acquired.

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

The response to the increased migration influx was not linked to the increased number of asylum seekers, and the response measures were therefore implemented "outside" the asylum system, and were practically exclusively within the Police powers. The Government adopted a contingency plan in case of an increased

⁷³ Pristavec Đogić, Mojca and Marjana Križaj (2016): Migrantska kriza – primer Slovenije. Ljubljana: Državni zbor RS. Accessible at: https://fotogalerija.dz-rs.si/datoteke/Publikacije/Zborniki_RN/2016/Migrantska_kriza_v_Sloveniji_-_primer_Slovenije.pdf.

number of international protection applicants, but it was not activated in the time of increased migration flow, as the number of applicants was nevertheless low.

Q19. Did the fluctuation of the influx bring an increase/decrease in the administrative burden for national authorities responsible of asylum applicants? If yes, how did your Member State deal with that?

Increased influx has not burdened the national asylum authorities.

Q20. To what extent did the adoption of additional measures directly result in an increase in staff/human resources at national (ministry, national services) or local level?

The adoption of additional measures for the country's response to the increased migration influx directly led to an increase in human capacities through active employment policy programs (260 people) and the volunteer network program (22 people). Other measures have not affected the increase or decrease in human resources, as they mostly referred to transfers within competent authorities. Local impact information is not available.

Section 5: The way forward - future preparedness

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

Yes / No

Based on the experience of 2016, care of migrants and asylum seekers was reorganized with the establishment of a new Government body. In June 2017, UOIM was established, responsible also for managing accommodation facilities. Establishment of UOIM as a separate Government service stemmed from the need for targeted and supervised action in the field of care for migrants entering the territory of RS. The main task of UOIM is to provide care and accommodation for foreigners issued permission to stay in Slovenia, displaced persons, persons with temporary protection, international protection applicants and beneficiaries of international protection. UOIM also provides for integration of certain groups of migrants, covering all aspects of integration of migrants into society: accommodation, health care, enrolment into educational and work processes. Since it is a matter of coordinating the work of other state bodies, non-governmental organizations, international organizations and other organizations, it is more effective to provide this within UOIM as a Government service than within a single ministry. An important task of UOIM is also the organization and management of capacities (asylum homes, integration houses and accommodation centers) for the accommodation and care of persons who are granted temporary protection, displaced persons, foreigners issued permission to stay, international protection applicants, and international protection beneficiaries⁷⁴.

⁷⁴ UOIM (2017): Pričetek delovanja Urada Vlade RS za oskrbo in integracijo migrantov. Accessible at: http://www.uoim.gov.si/si/medijsko_sredisce/novica/5689/.

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

In case of strengthened irregular migration, reception and registration centers would be re-established at some points along the border with Croatia. Centers are temporary, they will be activated only in case needed, and their establishment will also make it easier to ensure the safety of people living near the border. It makes sense that all persons who are intercepted by the Police when crossing the border are treated as close as possible to the border and place of return to Croatia. In reception and registration centers, migrants will only stay for a short time, up to 72 hours, and their freedom of movement will be restricted. During this time, they will either be returned to the (safe) country from which they illegally entered Slovenia, either placed in the Aliens Center or the asylum home if they apply for international protection. The reception and registration centers will therefore be of a temporary nature, of a closed type and at all times under the supervision of the Police. They will be terminated as soon as there is no longer a need for their operation. Emergency medical assistance will be provided in the centers, and children and unaccompanied minors will be adequately taken care of. Logistics is under the responsibility of UOIM and the Administration of RS for Civil Protection and Disaster Relief, as well as other contractors involved when necessary⁷⁵.

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

Article 10b of the Act is currently under constitutional review upon request of the Human Rights Ombudsman⁷⁶. Upon decision of the respective court necessary new measures will be adopted in the future.

Though there have been preceding discussions on how to arrange protection and care of unaccompanied minors, especially accommodation outside the Asylum Home, with higher number of unaccompanied minors arriving to Slovenia, specific accommodation of unaccompanied minors in student dormitories has been established in 2016. At the end of June 2016, the Government of RS adopted a decision to ensure that unaccompanied minors, as the most vulnerable category of vulnerable persons, will be provided accommodation in Postojna and Nova Gorica student dormitories, within the one-year framework of pilot project⁷⁷. Upon completion of the pilot project, based on the evaluation, the Government of RS decided to continue with the project in the Postojna student dormitory, and entrusted the UOIM to establish, by the end of 2018, in cooperation with the Ministry of the Interior, the Ministry of Labour, Family, Social Affairs and Equal Opportunities, the Ministry of Education, Science and Sport, and the Ministry of Health, the systemic solution of accommodation and care for UAMs as a separate unit for holistic treatment⁷⁸.

⁷⁵ Vlada RS (ND): Odziv Slovenije. Accessible at: http://www.vlada.si/pomoc_beguncem/odziv_slovenije/.

⁷⁶ More information available on the Human Rights Ombudsman website: http://www.varuh-rs.si/fileadmin/user_upload/word/Zahteve_za_oceno_ustavnosti/2017-ZTuj-2.pdf.

⁷⁷ MNZ (2017): Poročilo z delovnega področja migracij, mednarodne zaščite in vključevanja za leto 2016. Accessible at: http://www.mnz.gov.si/fileadmin/mnz.gov.si/pageuploads/DUNZMN_2013/DUNZMN_2014/DUNZMN_2015/DUNZMN_2016/DUNZMN_2017/Statisticno_porocilo_-_SLOVENSKO_2016.pdf.

⁷⁸ More information available on the MoI website: http://www.mnz.gov.si/si/novinarsko_sredisce/novica/article/12137/10112/.

Section 6: Good practices and lessons learnt

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

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

During the time of mass migration wave, logistical problems appeared, which were eliminated through international cooperation and communication at various levels. Further activities were implemented efficiently and in a coordinated manner⁷⁹.

Coordination of international assistance (and throughout the migratory situation) was characterized by the uncertainty of the situation (in terms of the number of new migrants and, consequently, the need for their reception and care), limited or rapidly changing information regarding needs in reception / accommodation centres, the need for decision-making with little information and under time pressure, lack of human resources and a high burden on everyone involved in solving the migrant situation. These are all the characteristics of complex situations, including migrant ones, when the concerted action of all national and international structures is required⁸⁰.

The independent expert assesses that responsiveness was initially rather slow, as warning systems have not timely detected and warned of the possibility of an increased influx of migrants and refugees. Both legislative proposals and measures have been lagging behind real-time developments in the field, adopted legislative measures only followed after the beginning of the crisis. After the experience of the first wave, the state prepared itself (in organizational terms) to deal with the second wave, but the experience has shown insufficient capacities. Due to insufficient capacities, the network of structures that carried most of the burden (in addition to the Police, particularly the Civil Protection and Disaster Relief, and humanitarian, charity and non-governmental organizations), has not functioned or co-operated adequately or in optimum *modus operandi*.

Regarding local-level involvement, the independent expert explains the systemic problem: the Police and the military are established and organized as a state-level system, while the civil protection and rescue as a combination of local and national levels. Humanitarian, charity and non-governmental organizations also operate at the national and local level. Consequently, there is a systemic conflict between the local and national levels. In his opinion, in the case of crises related to mass events (e.g. massive natural disasters, refugee or migration influx), the central government should undertake the response. In the event of a massive arrival of refugees and migrants, the state shall have the power to implement measures on its territory, both to protect the border and provide care for people crossing the state border; the interest of local authorities and local organizations cannot be of primary concern. In the last crisis, it turned out that the system spent a lot of time dealing with local political players. This systemic conflict should be overcome in such cases, since the transfer of power to respond to central authority would not constitute a violation of democratic constitutional order. In the framework of the national security legislation, all countries have such a possibility, i.e. as emergency situation or special measures.

According to the independent expert, one of the first steps taken by the EU as well as Slovenia should be a more pro-active policy in the geographical areas which most migrants originate from (excluding crisis spots, but also peace-building requires a proactive stance); not in terms of military interventions, but in terms of necessary interventions aimed at ensuring decent living conditions and conditions for return from crisis situations. In cases

⁷⁹ Pristavec Đogić, Mojca and Marjana Križaj (2016): Migrantska kriza – primer Slovenije. Ljubljana: Državni zbor RS. Accessible at: https://fotogalerija.dz-rs.si/datoteke/Publikacije/Zborniki_RN/2016/Migrantska_kriza_v_Sloveniji_-_primer_Slovenije.pdf.

⁸⁰ Dobnik Jeraj, Milena (2017): Mednarodna pomoč ob migrantski situaciji v Sloveniji 2015–2016. UJMA Nr. 31. Accessible at: <http://www.sos112.si/slo/tdocs/ujma/2017/102-113.pdf>.

of migrations caused also by climate change or economic circumstances (i.e. economic migration or the search for work opportunities), it is a far more rational option for the EU to provide adequate development funds to these areas and, above all, not leave them up to geopolitical interests of other actors. There is also an adequate migration strategy in Slovenia lacking, which would take into account demographic trends and the needs of the economy. In the context of migration policy, a very clear concept and a migration management plan should be developed. The measures shall cover both situations: the mobilization of migrants for labour market needs, and the response of the state when an extraordinary case occurs⁸¹.

In addition, he adds that, despite the distinction between economic migrants and security refugees, the division is extremely difficult, as migration is often a combination of various factors. In the future, we will face migration, which will result from several factors: war, climate change (which will "produce" so-called environmental refugees), and also the search of new opportunities.

6.2. GOOD PRACTICES AND LESSONS LEARNT

Q24. Did or will your Member State undertake a national evaluation of the policies and measures implemented over 2014-2016?

The Administration of RS for Civil Protection and Disaster Relief notes that cooperation with international organizations that assisted with accommodation and care for migrants (UNHCR, UNICEF, IOM, etc.) was gradually established, and was throughout very intensive and effective, in a partnership spirit, the assistance was very valuable and contributed to a better supply of migrants in Slovenia. Cooperation with other departments (MoI, Ministry of Foreign Affairs, Ministry of Health), which also cooperated with the same international stakeholders, has also strengthened; through regular coordination, we managed to ensure the proper flow of information and coordinated operation. Also, the Administration of RS for Civil Protection and Disaster Relief through regular coordination meetings with domestic humanitarian organizations provided information flow and consistency of operations, through domestic ones also with foreign international organizations⁸². The findings of internal evaluations emphasize, *inter alia*, the need for better mutual knowledge of all stakeholders (domestic and foreign), their mandate, organizational culture and the action and operation procedures; better knowledge of international mechanisms for coordinating aid at both governmental and non-governmental level; improving expertise on the organization and operation of temporary accommodation centres; and more joint trainings⁸³.

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⁸¹ In November 2018, the Government of the Republic of Slovenia established the Interdepartmental Working Group for the development and monitoring of the implementation of the Strategy of the Government of the Republic of Slovenia in the field of migration, and for coordination of activities in the field of migration, in which, besides representatives of governmental bodies, an NGO representative is also taking part.

⁸² Dobnik Jeraj, Milena (2017): Mednarodna pomoč ob migrantski situaciji v Sloveniji 2015–2016. UJMA Nr. 31. Accessible at: <http://www.sos112.si/slo/tdocs/ujma/2017/102-113.pdf>.

⁸³ Dobnik Jeraj, Milena (2017): Mednarodna pomoč ob migrantski situaciji v Sloveniji 2015–2016. UJMA Nr. 31. Accessible at: <http://www.sos112.si/slo/tdocs/ujma/2017/102-113.pdf>.

for the activation of the plan. In his opinion, in parallel to the established structure, quiet conversations with local communities should take place, and a clearer and goal-oriented information and communication policy should be implemented. Communication has been rather technical (on good organization and response of the state), explanation of subject-matter related challenges that the system was facing, have been lacking, a specific challenge was responding to fake news⁸⁴, consequently causing negative attitude of some local communities. In crisis situation, communication of credible information is of key importance. He also misses a reflection on long-term effects of the measures.

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

In response to humanitarian needs, a system of humanitarian response and care was established, encompassing governmental bodies and civil society. The Administration of RS for Civil Protection and Disaster Relief assesses the joint operation of representatives of state institutions, governmental and non-governmental organizations and volunteers as very valuable, since it all led the common goal – to assist people on the migrant route to the greatest possible extent in ensuring their adequate care and decent living conditions⁸⁵.

An example of good practice can also be recognized in the coordinated response of civil society. As early as July 2015, with the purpose of coherent civil society response, the so-called Coordination of Non-Governmental and Humanitarian Organizations was established. Although Slovenian non-governmental organizations active in the field of migration and asylum have regularly participated both on individual cases and on systemic issues already before the mass arrival of refugees in the period 2015/2016, the events that followed in the meantime brought the unknown and more extensive challenges, and consequently a significantly larger number of organizations involved and other stakeholders. Such circumstances prompted the actors involved to strengthen and extend existing cooperation; they established a loose connection or coordination of non-governmental organizations working in the field of asylum and migration. This enabled them to better provide assistance to refugees on the ground, to create stronger systemic initiatives and to implement common activities (in synergy and without duplication), and to have a greater impact on the development of government response and policy. During the internal meetings of the Coordination of Non-Governmental and Humanitarian Organizations, the organizations involved agreed on preparations for the arrival of refugees and the sharing of various activities. The role of the coordinator was entrusted to SLOGA, NGO Platform for Development, Global Education and Humanitarian Aid. In the initial period of mass refugee arrival in the period 2015/2016, it became clear that the key challenge of the humanitarian response would not be the lack of material and human resources, but coordination between the various actors involved (including the Police, Civil Protection and other government institutions, UNHCR and other international organizations and non-governmental and humanitarian organizations). Therefore, the list of non-governmental and humanitarian organizations and their capacities, weekly meetings, the exchange of information through the list of e-mail recipients and the joint communication of non-governmental and humanitarian organizations with the authorities have proven to be an important and indispensable part in the gradual establishment of a relatively well-functioning and robust system of care and care refugees who travelled through Slovenia. In addition to providing assistance to refugees on the ground, the Coordination of Non-Governmental and Humanitarian Organizations has been very active in advocacy on behalf of refugees. The shortcomings and problems detected in the monitoring process were discussed at weekly meetings, and the perceived deficiencies were reported to the competent authorities. From closing the Western Balkan route, the

⁸⁴ In response to the challenge of responding to fake news, the European Commission established in November 2017 the High Level Expert Group on Fake News and Online Disinformation. Members of the expert group have been appointed in January 2018, among them Professor Žiga Turk, PhD, from the University of Ljubljana.

⁸⁵ Dobnik Jeraj, Milena (2017): Mednarodna pomoč ob migrantski situaciji v Sloveniji 2015–2016. UJMA Nr. 31. Accessible at: <http://www.sos112.si/slo/tdocs/ujma/2017/102-113.pdf>.

participating organizations are still active in joint advocacy and other systemic issues, awareness raising, capacity building and information exchange⁸⁶.

Q26. What are the key lessons learnt by key national authorities involved over the period 2014-2016?

Lesson learnt	Responsible authority/stakeholder
<ol style="list-style-type: none"> 1. Need for better mutual knowledge of all stakeholders (domestic and foreign), their mandate, organizational culture and the action and operation procedures; 2. Better knowledge of international mechanisms for coordinating aid at both governmental and non-governmental level; 3. Improving expertise on the organization and operation of temporary accommodation centres; and 4. More joint trainings; 	Administration of RS for Civil Protection and Disaster Relief
<ol style="list-style-type: none"> 5. Communication activities have not been developed in detail due to limitations of capabilities and permanent emergency needs on the ground; 6. Communication with foreign NGOs, especially in Croatia and Austria: the exchange of information took place more on an individual basis (between individual organizations) and probably not as regularly as needed. 	Coordination of Non-Governmental and Humanitarian Organizations

⁸⁶ PIC and SLOGA (2017): Usklajena civilna družba za krepitev evropske solidarnosti: Vloga civilne družbe v t. i. begunski krizi 2015/2016. Accessible at: <http://pic.si/wp-content/uploads/2014/01/brosura-A5-BRT-SLO.pdf>.

Section 7: Conclusions