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Federal Department of Justice and Police FDJP  
**Federal Office for Migration FOM**



# Migration Report 2013

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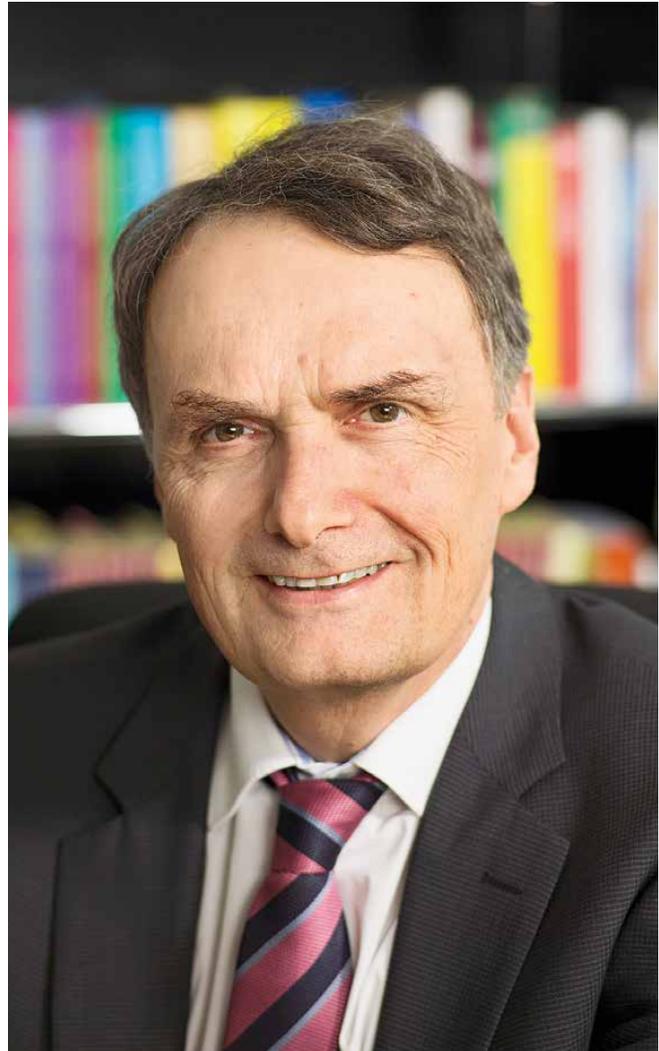
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## Editorial

Legal immigrants should feel at home in their adopted country and should be able to assimilate in working, social and cultural life. This requires a willingness on the part of both immigrants and the host community to meet each other half way. In the interests of developing a successful integration policy, the Confederation and the Cantons work together in pursuit of binding integration targets. Integration mainly occurs in daily life – at school or at work. Cantonal integration programmes (CIPs) are intended to remedy gaps in the integration process. The aim is not just to assist immigrants but also to help local communities by showing them how to provide immigrants with the best possible information.

Invariably, migration to a new country involves a trip. This trip may be the result of a carefully pondered decision or an involuntary response to external circumstances. The war in Syria has forced thousands of people to flee their home country. Many have found refuge in neighbouring countries and others have made it all the way to Switzerland. In September 2013, the head of the Federal Department of Justice and Police (FDJP), Federal Councillor Simonetta Sommaruga, ordered an easing of visa requirements for Syrian nationals. The aim of this measure was to enable Syrian nationals with family members in Switzerland to escape the war zone as quickly as possible and seek refuge in Switzerland. By the end of 2013, 1154 Syrian nationals had travelled to Switzerland in this manner. The Confederation also intends to accept a total of 500 particularly vulnerable refugees over the next three years. The first group of 30 refugees – including 9 women and 15 children – arrived in November 2013.

Migration has many different facets. Whether it is freely chosen, or the involuntary result of displacement, persecution, war or poverty, migration is something that the Federal Office for Migration is confronted with on a daily basis. Often unseen is another darker shade of migration. A recent UN report estimates that each year around 800 000 people worldwide fall victim to human traffickers. While trips initially start out as voluntary endeavours – albeit with flowery promises – they often end with coercion and oppression. Working with cantonal agencies, other federal agencies, NGOs and charities, the Federal Office for Migration organised an action week “Switzerland Against Human Trafficking” to take a stand against this phenomenon and raise public awareness of the problem. Guided discussions were also held among experts in the field. The aim of the action week was to give a voice and a face to victims. At the international level, the Federal Office for Migration



tion has also taken steps to counter human trafficking and has provided support to survivors of human trafficking in Sudan.

As you can see, the Federal Office for Migration handles a broad range of topics, which are described at greater length in the present report. I wish you a pleasant reading experience!

A handwritten signature in black ink, which appears to read "M. Gattiker".

Mario Gattiker  
Director of Federal Office for Migration



*People from around 190 different countries live in Switzerland.*

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# A Overview



*In 2013, 21 465 persons applied for asylum in Switzerland.  
The main countries of origin were Eritrea, Syria, Nigeria, Tunisia and Morocco.*

## Key figures in 2013

- Last year, Switzerland issued 488 856 Schengen visas. As in the previous year, most of these visas were issued by Swiss consulates in China, followed by those in India and Russia.
- At the end of the year, there were 1 886 630 (2012: 1 825 060) legally resident foreigners in Switzerland. Of these legally resident foreigners, 1 279 455 persons (2012: 1 194 640) were EU-28/EFTA nationals. The proportion of foreigners to the total Swiss population stood at around 23 %.
- 114,481 EU-28/EFTA nationals immigrated to Switzerland. Around 62 % of these foreign nationals immigrated to Switzerland for the purpose of taking up employment.
- 34 123 persons were granted Swiss citizenship. As in previous years, those naturalised came chiefly from Italy, Germany and Kosovo.
- 21 465 persons applied for asylum in Switzerland. The main countries of origin were Eritrea, Syria, Nigeria, Tunisia, Morocco, Afghanistan, Algeria, Kosovo, Sri Lanka and China.
- Of the 23 966 asylum applications handled at first instance in 2013, 3167 persons were granted asylum. This corresponds to an approval rate of 15.4 %.
- 3432 were temporarily admitted.
- 2204 persons obtained residence permits as hardship cases.
- A total of 3478 persons left Switzerland under the federal return assistance programme.
- Swiss authorities ensured the removal by air of 11 982. 77 % of these cases fell within the scope of the Asylum Act and 23 % fell within the scope of the Foreign Nationals Act.
- The Federal Office for Migration issued 10 617 entry bans.

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At the end of the year, the proportion of foreign nationals stood at around 23 %.

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## Main highlights in 2013

### Launch of cantonal integration programmes

Newcomers to Switzerland should feel welcome within a short time. This will require good-quality integration measures. Cantonal integration programmes (CIPs) should help to fill existing gaps and the lack of specific programmes to encourage integration. CIPs should also help communal authorities to welcome and provide targeted information to immigrants. CIPs are jointly funded by the Confederation and the Cantons.

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Processing of asylum applications will increasingly take place at federal asylum centres. For this reason, the Confederation needs to expand its accommodation capacity from around 1600 to 5000 persons.

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### “Urban Projects”: specific integration measures

“Urban Projects” is an integration programme that seeks to encourage development in local neighbourhoods. Long-term projects in small- and medium-sized towns seek to bring migrants and Swiss together to play an active role in the neighbourhoods where they live. After completion of the first phase (2008–2011), the second phase was launched in 2013. In this second phase, the “Urban Projects” programme has been expanded to include the communes of Aarburg, Olten, Pratteln, Regensdorf, Rorschach, Schlieren, Spreitenbach, Vernier, Versoix and Vevey.

### Overall planning of asylum reform

Asylum seekers should be informed as quickly as possible whether they can remain in Switzerland or whether they must return to their country of origin. In order to accelerate the asylum procedure, more asylum applications need to be processed directly at federal centres. This requires a reallocation of tasks between the Confederation and the Cantons in the area of asylum. The aim is to build asylum centres in six regions of Switzerland for the purpose of processing asylum applications and arranging for the departure of those required to leave Swiss territory. There will also be a legal advisor at each asylum centre.

### Expansion of federal accommodation capacity

As part of asylum reform, processing of asylum applications will increasingly take place at federal asylum centres in six different regions of Switzerland. For this reason, the Confederation needs to expand its accommodation capacity from around 1600 to 5000 persons. In response to fluctuations in incoming asylum applications, the Confederation has already been operating temporary housing since 2008.

### Pioneering work at the asylum centre in Zurich

Introduced on 6 January 2014, a new fast-track asylum procedure is being tested at the asylum centre in Zurich, as part of the asylum reform process. For the first time, all of the stakeholders involved (i.e. the Federal Office for Migration, legal counselling centres and return centres) are all working together under a single roof. The results of the test will have an impact on asylum reform planned by the national asylum conference.

### New partners for federal reception and processing centres

The Federal Office for Migration works with external partners who are responsible for monitoring of asylum seekers and ensuring security at federal reception and processing centres as well as in the non-public transit zones at the Zurich and Geneva Airports. A call for tenders was issued in June 2013 and the first bids were received from potential service providers in October.

### Impact of Asylum Action Plan in 2013

In mid-2012, the Federal Office for Migration adopted a new Asylum Action Plan, which was continued in 2013. Applications from nationals of countries that do not require a visa in order to travel to Switzerland (e.g. Bosnia and Herzegovina, Serbia and Macedonia, and later also Georgia and Kosovo) are processed in 48 hours. On 1 January 2013, a fast-track procedure was introduced for asylum applications submitted by nationals of Morocco, Nigeria, Tunisia and Algeria. Both the 48-hour procedure and the fast-track procedure enabled asylum applications for nationals from these countries to be processed more quickly.

### Easing of visa requirements for Syrian nationals with family members in Switzerland

Given the dramatic situation in Syria, the Federal Department of Justice and Police (FDJP) decided to ease visa requirements for Syrian nationals with relatives in Switzerland. This measure went into effect on 4 September 2013 and remained in effect

until 29 November 2013. By early March 2013, a total of 1154 persons entered Switzerland in this manner.

#### Switzerland resumes admission of groups of refugees

Under a resettlement programme by the United Nations High Commissioner for Refugees (UNHCR), Switzerland is to admit 500 refugees by the end of 2016. Those to be admitted will include particularly vulnerable persons. The first group of refugees arrived in Switzerland from Damascus at the end of November 2013. The seven families spent the first ten days in the reception centre in Altstätten, before continuing to Canton Solothurn.

#### Priorities of Swiss foreign migration policy in 2013

In 2013, Swiss foreign migration policy priorities included further development of migration partnerships and intensified cooperation with countries of origin for the return of their nationals. At the UN High Level Dialogue on International Migration and Development (HLD), Federal Councillor Simonetta Sommaruga also stressed the importance of migration for social and economic development and underscored the necessity of protecting migrants.

#### Five years of Dublin cooperation

The aim of the Dublin Agreement is to ensure that only one country is responsible for processing an asylum application for any given asylum seeker. While asylum seekers are free to submit additional applications in other Dublin countries, these applications will invariably be forwarded to the country where their first application was submitted. There are currently 32 countries within the Dublin Agreement area.

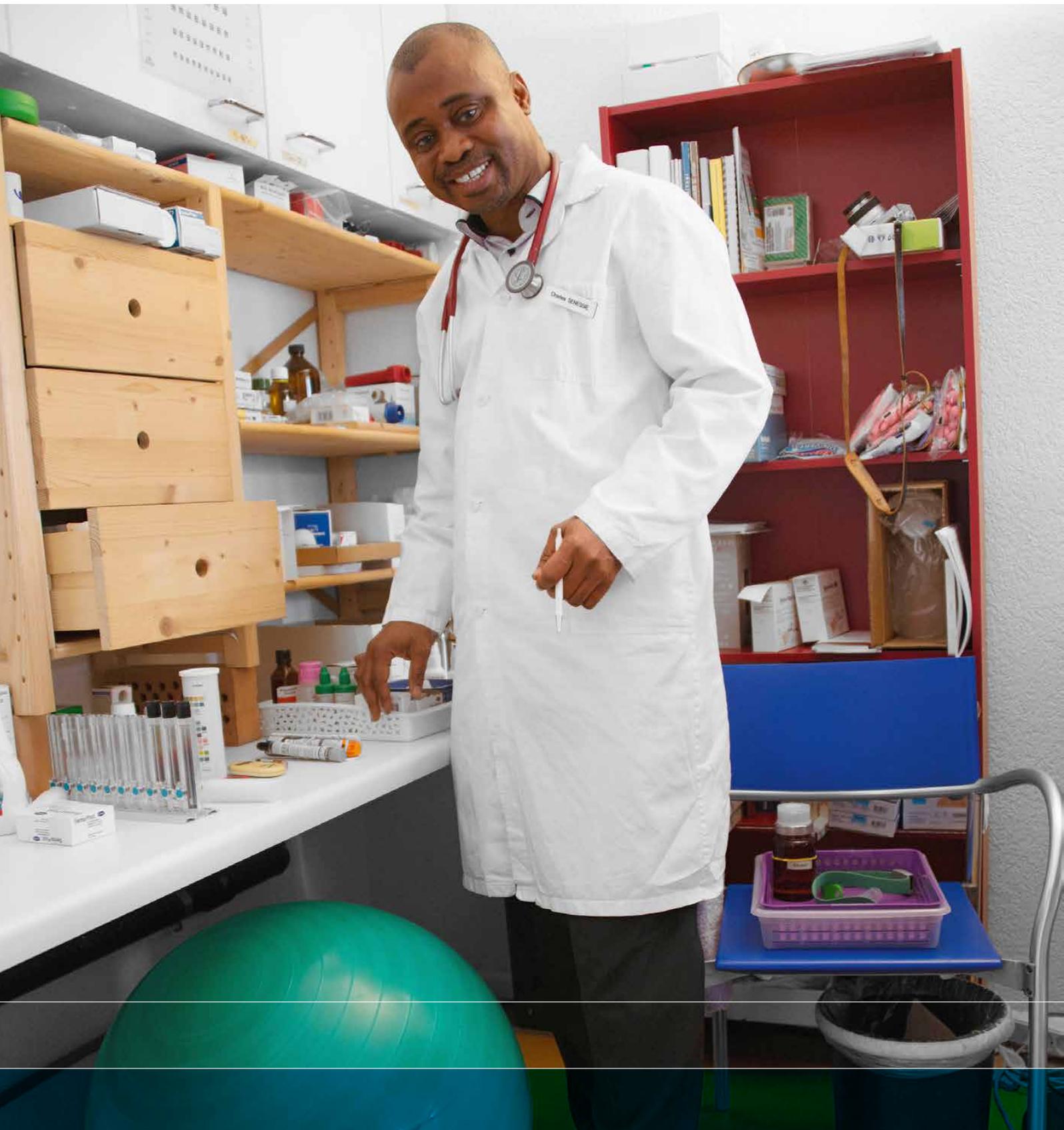
#### Week against human trafficking organised in 2013

The Federal Office for Migration works with international organisations, charities, cantonal authorities and other federal agencies to counter human trafficking. Between 18 and 25 October 2013, a special event was organised in twelve cantons. The action week "Switzerland Against Human Trafficking" was intended to bring actors together, share knowledge and raise awareness of this theme within the general public.



*At the end of 2013, there were 8 136 700 people living in Switzerland, of which 1 886 630 were of foreign origin.*

# B Migration facts



*84.0% of all workers who came to Switzerland over the past ten years were holders of either an upper-secondary level or tertiary-level qualification.*

## 1. New developments

In recent times, global migration flows have changed and intensified. Relations between Switzerland and the EU have become close as a result of bilateral agreements covering many different areas, including migration. Switzerland therefore works with its European partners to face new challenges, in many cases in direct cooperation with countries of origin and transit countries outside the EU. With adoption of the popular initiative "Against Mass Immigration", Swiss migration policy will have new challenges to face in the coming years.

Globalisation continues to accelerate the pace and lower the cost of global trade. The transfer of information over the Internet and cell phone networks has revolutionised the way in which we live. People are also becoming more geographically mobile. In many developing countries, Internet, cell phone and satellite TV are now commonplace. Some emerging countries are actually already ahead of the rest of the world. More people are now aware of events transpiring on the other side of the planet and also have the possibility to travel there.

Over the past few years, many regions have experienced robust economic growth, which has gradually shifted the global balance towards Asia. However, the world's richest countries are still in Western Europe, North America and Australia.

Millions of people remain in a situation of poverty without prospects. These push factors have led to a considerable increase in the number of people who are willing and able to leave their home countries, even more so under migration pressures. There are also pull factors such as a demand for workers in countries like Switzerland. For one thing, the Swiss economy needs workers from outside the EU. Migration is viewed as offering benefits to Switzerland, and a permit procedure exists to enable the Confederation and the Cantons to manage migration flows. At the same time, however, there has also been a market for labour that was either illegal or borderline legal. Here, we are mainly referring to work done under the table by people who lack a work permit, but also to prostitution and drug trafficking. Illegal migration has been fuelled by lucrative business prospects, especially for employers and financial backers. It is also sustained by the fact that many people arriving in Switzerland have no opportunity to legally live and work here.

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According to UNHCR, 2013 was the year with the largest number of IDPs in recent history.

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Globalisation has therefore made it possible for an unprecedented number of people to obtain information about distant locations and to migrate there. Given different levels of prosperity and economic growth – as well as democracy and human rights – people have naturally taken advantage of the possibilities afforded to them. In the number of international migrants (nearly 50 % of whom are women) reached an all-time high: according to the International Organization for Migration (IOM), over 232 million international migrants, i.e. around 3 % of the world's population, spend over one year outside of their country of birth. This estimate does not include over 45 million internally displaced persons (IDPs), most of whom remain relatively close to conflict zones. According to UNHCR, 2013 was the year with the largest number of IDPs in recent history.

Alongside the general increase in migration, highly developed countries have become more knowledge-based, which has led to a decrease in demand for unqualified workers. With introduction of the Swiss-EU/EFTA bilateral agreement on the free movement of persons, Switzerland decided to apply a restrictive policy on immigration by third-state nationals. Most international migrants, particularly from less developed countries, do not meet the stringent criteria.

Switzerland places considerable value on the social integration of migrants, which would have become more difficult in a situation of uncontrolled immigration. Since migration has now become a global phenomenon, it has to be managed before migrants reach national borders. Switzerland has therefore intensified its foreign policy in the area of migration by developing new approaches: e.g. migration partnerships, targeted bilateral agreements, return assistance, structural projects in the country of origin, programmes to prevent illegal migration, and active migration dialogue with key partner countries.

On 9 February 2014, Swiss voters adopted the popular initiative "Against Mass Immigration". As a result, immigration from the EU/EFTA area will no longer be unlimited and will be subject to Swiss requirements. Considerable work will be done in 2014 to implement.

## 2. Facts and figures

The figures speak for themselves:

- Since World War II, over two million people have immigrated to Switzerland or live here as the descendants of immigrants.
- At the end of 2013, there were over 1.88 million legally resident foreigners in Switzerland.
- One in every four employed persons in Switzerland has a foreign passport.
- At over 23 %, Switzerland has one of the highest foreigner-to-total population ratios in Europe.
- Migration makes a larger contribution to Switzerland's population growth than in the classic immigration countries USA, Canada and Australia.
- Around one in every ten Swiss citizens lives abroad.



*At the end of 2013, there were 29602 recognised refugees living in Switzerland.*

### 3. Historical context

Switzerland was predominantly a country of emigrants until well into the 19th century. It was mainly impoverished small-holder farmers that were forced to leave the country to escape unemployment and demographic pressures. The most popular destination countries – apart from Switzerland’s neighbouring countries – were North and South America, Australia and Russia. With the advent of industrialisation towards the end of the 19th century, Switzerland went from being a country of emigration to one of immigration. In 1890, the registered inflow of immigrants exceeded the outflow of emigrants for the first time. Compared to other countries, the more attractive working conditions and full freedom of movement favourably influenced immigration to Switzerland from neighbouring countries. In 1914, the level of legally resident foreigners in Switzerland peaked at approximately 600 000 persons, resp. 15 % of the usual resident population – a development that gave cause for great concern among Swiss nationals. In 1925, the Federal Council was given authority to establish a policy on refugees, foreign nationals and the labour market to counter the “excessive influx of foreigners”. In the period of National Socialism, Switzerland did not want to be perceived by refugees as a country of asylum but rather as merely a transit country. This policy led to the steady reduction in the number of legally resident foreigners in Switzerland. By the middle of World War II, the foreigner-to-total population ratio had reached a historical low of around 5 %, or 223 000 people. This was also the result of a restrictive asylum policy, which led to the expulsion of thousands of Jewish refugees to the Swiss border.

The favourable economic development in Switzerland after World War II resulted in a great demand for foreign labour. Most of these “guest workers” were Italian nationals who found employment in the agricultural, industrial and construction sectors. Until the mid-1960s, Switzerland’s post-war policy on foreign nationals was essentially based on the principle of rotation whereby foreign workers were only allowed to stay in Switzerland for a few years to fill cyclical gaps in our economy. Furthermore, work permits were not automatically renewed and integration of these foreign workers was not an established objective. Despite these restrictive measures, the number of guest workers continued to rise steadily.

In 1970, for the first time in its history, Switzerland had over one million legally resident foreigners. Heated discussions on the “excessive influx of foreigners” led to a culmination point with the Schwarzenbach initiative, which was narrowly rejected by the Swiss electorate in the same year. The author-

ities reacted to growing xenophobic tendencies within the population by launching a series of capping measures to limit the influx of foreign workers, who now came mostly from Yugoslavia, Turkey and Portugal. Despite an economic recession in the mid-1970s and cantonal quotas on annual and seasonal workers, the number of legally resident foreigners continued to rise under the effects of family reunification, prompted by a restrictive naturalisation policy. In 1994, the number of legally resident foreigners in Switzerland exceeded the 20 % threshold for the first time. The year 2000 popular vote approving the Swiss-EU bilateral agreement on the free movement of persons marked a milestone in Switzerland’s relationship to its foreign labour force: skilled and unskilled workers could now be recruited from EU/EFTA countries. The admission of foreign workers from non-EU/EFTA countries, in contrast, was only possible for persons with high professional qualifications.

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In 1970, for the first time in its history, Switzerland had over one million legally resident foreigners.

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After World War II, parallel to the legal influx of labour, a large number of people also came to Switzerland as refugees. Until the early 1980s, Switzerland had special programmes to readily admit large numbers of people in need of protection: 14 000 Hungarians in 1956, 12 000 Czechs and Slovaks in 1968 and several thousand refugees from Tibet, China and Indochina. Since the early 1980s, the number of asylum applications, particularly from Turkey, Lebanon, Sri Lanka and the West Balkans, as well as from other countries of origin, has shown a marked increase, peaking at 46 000 applications in 1999. After the end of armed conflicts in the Balkans, the number of asylum applications in Switzerland and in most European countries decreased significantly. In recent years, Switzerland has registered an average of approximately 16 000 asylum applications per year. Due to political upheavals in Arab countries since December 2010, the number of persons seeking asylum in Switzerland has once again increased: from 22 000 in 2011 to over 28 000 in 2012. In 2013, this figure fell by one-fourth to around 21 500.

## 4. Conclusions

A look at the historical context reveals the main migration challenges that Switzerland has had to face over the years. While new problems have emerged in recent decades, the main migration challenges have remained largely unresolved and constitute present and future concerns for Swiss migration policy. With this in mind, nine conclusions may be drawn:

- In the past, Switzerland has demonstrated its ability to handle and assimilate a large influx of migrants. It is an immigration country surrounded by other immigration countries.
- Migration is a reality; it is a part of our human history. Globalisation facilitates mobility and accelerates migration.
- National and international instruments are needed to manage legal and illegal migration flows.
- A sustainable migration policy is one that makes our country more prosperous and competitive. Foreign workers can make an important contribution along this line.
- It is impossible to clearly separate Switzerland's policies on asylum, foreign nationals and the labour market. People often leave their home countries for several reasons. Specific attempts should be made to classify migrant groups, their objectives and underlying interests.
- Migration patterns and reasons for fleeing may vary but a country's migration policy always needs to strike a balance between conflicting objectives: adhering to a "humanitarian tradition" while nevertheless safeguarding national interests.
- Migration and integration are two closely linked aspects of Swiss policy that must be continuously reconciled in order to safeguard the interests of both Swiss citizens and legally resident foreigners in Switzerland.
- Migration and integration cannot be achieved without tensions or conflicts. Swiss citizens and migrants share the same burden.
- Migration and integration can work if a coherent concept reconciling the two can be found. The opportunities and risks associated with migration and integration must be the subject of continuous public debate.

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The opportunities and risks associated with migration and integration must be the subject of continuous public debate.

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*In 2013, 71.5% of foreign workers in Switzerland were citizens of an EU or an EFTA member state. Around half of these foreign workers were from Germany or Italy.*

# C Migration figures for 2013



*Around 62% of EU/EFTA nationals moving to Switzerland came for the purpose of taking up employment in Switzerland.*

## 1. Immigration and foreign resident population

At the end of December 2013, the usual foreign resident population in Switzerland stood at 1 886 630 (2012: 1 825 060).<sup>1</sup> A total of 1 279 455 (2012: 1 226 406) people (just under 68 % of the usual foreign resident population in Switzerland) are nationals of EU-28/EFTA member states; 607 175 or 32 % (2012: 598 654) are nationals of other states. The number of EU-28/EFTA nationals increased by 4.3 % compared to the previous year. The number of third-state nationals increased by 1.4 %. The largest group of foreigners is comprised of Italian nationals (301 254 persons or 16 % of the usual foreign resident population in Switzerland), followed by German nationals (293 156 persons [15.5 %]) and Portuguese nationals (253 769 persons [13.5 %]). The largest increases compared to the previous year were nationals from Kosovo (+ 15 703), Portugal (+ 15 337) and Germany (+ 7777).

<sup>1</sup> The Federal Office for Migration's statistics on foreign nationals are based on data taken from the Central Migration Information System (ZEMIS), but nevertheless exclude the following categories of foreign nationals: international civil servants and their family members, short-term residents < 12 months, asylum seekers and temporarily admitted persons.

<sup>2</sup> The current member states of the European Union are known as EU-28 member states. They are Austria, Belgium, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden and the United Kingdom. When Croatia joined the EU on 1 June 2013, Switzerland chose not to extend the provisions of the Agreement on the Free Movement of Persons to this country. Croatian nationals are therefore still subject to the pro-

## 2. Employment

Switzerland draws a distinction between two types of foreign workers when awarding residence and work permits: EU/EFTA nationals and third-state nationals. The first group enjoys all of the benefits of the Swiss-EU/EFTA bilateral agreement on the free movement of persons and the second group is subject to quotas on the number of residence and work permits issued. On 9 February 2014, Swiss voters adopted the popular initiative "Against Mass Immigration". As a result, quotas will apply to certain nationals from the EU/EFTA area. Plans are currently being made to implement this initiative and an implementation concept should be ready by June 2014. A draft bill will then be submitted for consultation by the end of the year.

In 2013, a total of 11 4481 EU-28/EFTA<sup>2</sup> nationals immigrated to Switzerland – around 62 % (70 660) of whom came for the purpose of taking up employment (usual foreign resident population).

On 24 April 2013, the Federal Council decided to invoke the safeguard clause to limit the number of B permits issued to workers from EU-17 member states. The Federal Council had already invoked the safeguard clause with regard to workers from EU-8 member states back on 1 May 2012; the Federal Council then extended this safeguard clause for an additional year on 1 Mai 2013. This safeguard clause ended for workers from EU-8 member states on 30 April 2014 and for workers from EU-17 member states on 31 May 2014.

EU-17/EFTA<sup>3</sup> nationals work mainly in the tertiary sector (75 %).<sup>4</sup> 23 % work in the secondary sector (industry and crafts) and 2 % work in the primary sector. The employment situation for EU-8<sup>5</sup> nationals is similar: around 70 % work in the tertiary sector and 20 % work in the secondary sector (industry and

visions of Federal Act of 16 December 2005 on Foreign Nationals Act (FNA, SR 142.20). In 2013, a total of 412 Croatian nationals immigrated to Switzerland; of this figure, 78 came for the purpose of taking up employment. The current member states of the European Free Trade Association (EFTA) are Switzerland, Iceland, Liechtenstein and Norway.

<sup>3</sup> EU-17/EFTA: citizens of Belgium, Denmark, Germany, Finland, France, Greece, Ireland, Iceland, Italy, Liechtenstein, Luxembourg, Malta, Netherlands, Norway, Austria, Portugal, Sweden, Spain, United Kingdom and Cyprus have enjoyed unrestricted freedom of movement since 1 June 2007.

<sup>4</sup> These values are based on the usual foreign resident population.

<sup>5</sup> The EU-8 member states comprise the following east European countries that joined the EU in 2004 (excluding Malta and Cyprus): Poland, Hungary, Czech Republic, Slovenia, Slovakia, Estonia, Lithuania, Latvia.

crafts). Compared to EU-17/EFTA nationals, however, considerably more EU-8 nationals (around 10 %) work in the primary sector. For their part, Bulgarian and Romanian nationals (EU-2 nationals) have been able to benefit from the provisions of the Swiss-EU bilateral agreement on the free movement of persons since 1 June 2009. The vast majority of EU-2 nationals (80 %) work in the tertiary sector; around 10 % work in the secondary sector (industry and trade); and 10 % in the primary sector.

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In 2013, 84 % of all third-state nationals who received a permit were holders of a higher education qualification.

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#### Third-state nationals on the Swiss labour market

A quota of 5000 short-stay permits (L) and 3500 normal residence permits (B) was established for third-state nationals for 2013. A separate quota of 3000 short-stay permits and 500 normal residence permits was established for service providers from EU/EFTA member states wishing to work for longer than 120 days.

The 3000 short-stay permits available to service providers were all used up in 2013. Of the 500 normal residence permits available, only 370 permits (around 10 % more than in 2012) were issued. Permits for service providers were issued mainly in the tertiary sector (financial services, corporate consulting, IT) and the secondary sector (machine industry, electrical engineering, construction).

92 % of the 2013 quota for normal residence permits (B) for third-state nationals was used up (3219 permits issued). Likewise, 89 % of the 2013 quota for short-stay permits (L) for third-state nationals was used up (4469 permits issued).

While the demand for normal residence permits remained stable during the reporting year, the demand for short-term residence permits increased by 5 % compared to the previous reporting year.

In 2013, most of the permits were issued in the IT field (around 1800 permits), followed by the chemical and pharmaceuticals industry (850), corporate consulting (680), the machine industry (630) and the food and beverage industry (480). In 2013, 84 % of all third-country nationals who received a work permit were holders of a higher education qualification. As in 2012, third-state nationals mainly came from the following countries: India (1721), USA (1356), China (492) and Russia (451).

The Federal Council has announced that the 2014 quota will be the same as the one approved for 2013.

#### Bilateral traineeship agreements

Over the past decade, Switzerland has signed bilateral traineeship agreements with various countries. These agreements give young professionals between the ages of 18 and 35 the opportunity to work in their occupation for up to 18 months in another country and pursue subsequent training. This option is available for all occupations.

In 2013, a total of 297 Swiss nationals took advantage of this opportunity to spend some time abroad. Most of the young Swiss nationals travelled to Canada (250) and the USA (29). In that same year, a total of 118 permits were issued to foreign nationals for traineeships in Switzerland. Most of the permits were issued to young professionals from Canada (36), the Philippines (28) and the USA (19). Traineeships in Switzerland took place in various branches, mainly in health care, architecture and finance.

### 3. Migration cooperation in Europe

The Federal Office for Migration (FOM) monitors migration policy developments within the EU and seeks to ensure that Swiss interests in the area of migration are adequately taken into account in the various EU bodies and international organisations. New Schengen/Dublin-related acquis are being handled on a regular basis in Brussels. In 2013, Switzerland adopted 16 Schengen/Dublin acquis. Since the start of the Schengen/Dublin cooperation in 2008, there have been a total of 154 acquis. The FOM represents Swiss interests in these legislative processes either directly or indirectly through local experts or the Swiss mission in Brussels.

The head of the Federal Department of Justice and Police (FDJP), Federal Councillor Simonetta Sommaruga, regularly represents Switzerland on the EU's Justice and Home Affairs Council (JHA), which also discusses various topics relating to migration. One of the main projects in 2013 was the Smart Borders computer system, which is slated to come online in around 2020. The new system should facilitate border controls for both border control officers and passengers and help to improve the security within the Schengen area. Arrivals and departures will be entered into a database as a replacement for more easily falsified entry/exit stamps. In addition, business travellers who have already been checked and registered will be able to walk through automatic border control gates.

Another important topic last year was the Task Force Mediterranean (TFM). The TFM was approved by the JHA Council in October 2013 after a boat carrying migrants sank off the coast of Lampedusa. The TFM has established 38 measures that should help to prevent similar tragedies from occurring. Cooperation with third states is essential to discourage migrants from making such hazardous journeys to Europe.

The FOM also pursues bilateral cooperation as a means of helping countries that are experiencing particularly intense migration pressures: in Greece, projects have been launched to exchange information regarding the country of origin of migrants; trips have also been arranged to enable Greek migration officials to become more familiar with Switzerland's asylum system. In addition, Romanian asylum experts spent some time at the FOM. The FOM also supported and coordinated a visit to Switzerland by Polish migration authorities for the purpose of providing them with more information about cantonal integration programmes.

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Cooperation with third states  
is essential to discourage migrants  
from making such hazardous  
journeys to Europe.

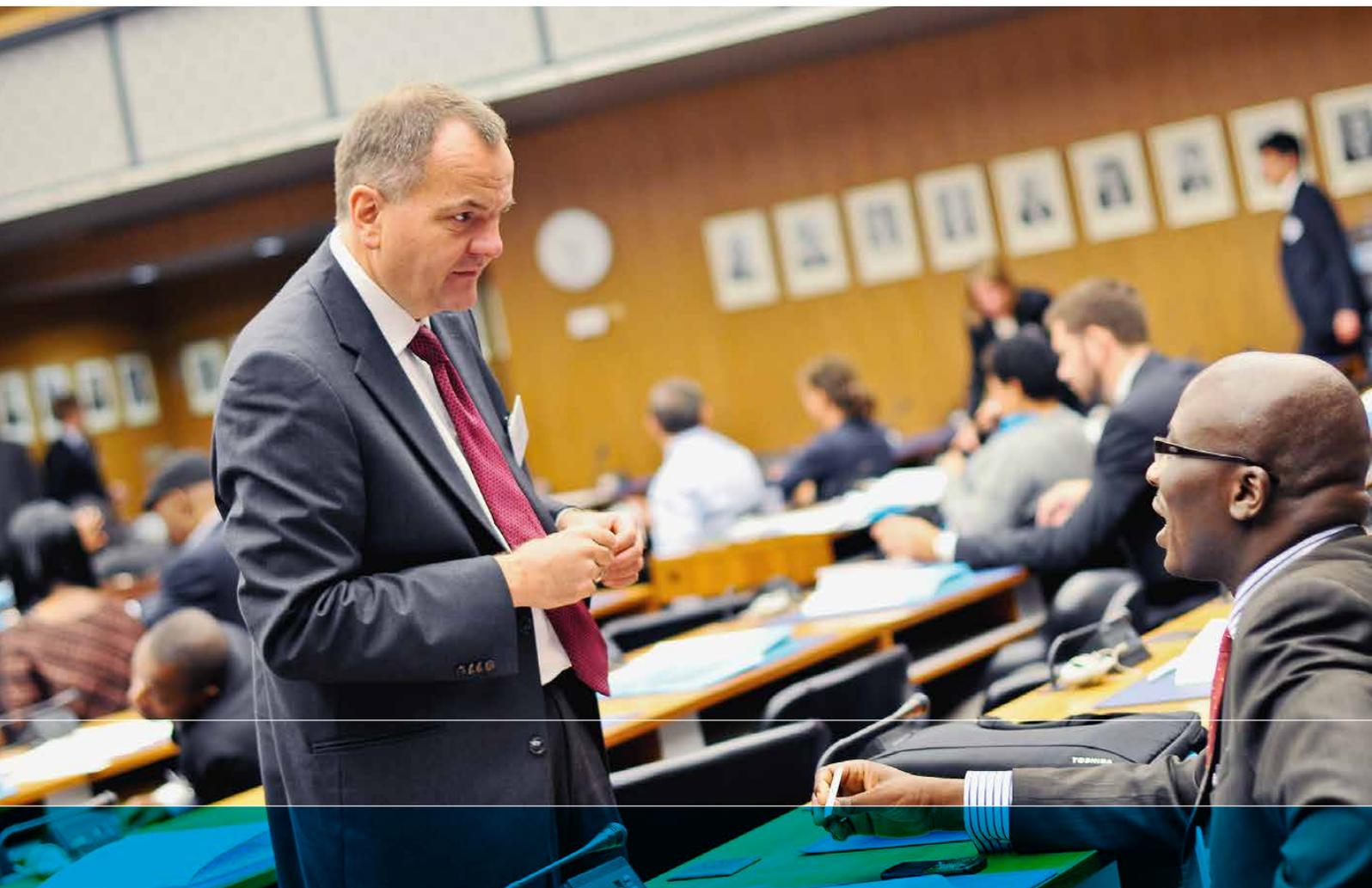
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## 4. Migration cooperation with third countries

Switzerland has ties with third countries outside the European Union in such areas as trade, tourism and development cooperation. International migration is an integral part of these ties. How does one plan cooperation in this area and how does Switzerland face the various challenges? What instruments does the FOM use and how is foreign migration policy formulated?

Migration dialogue is the most important instrument used by the FOM in its cooperation with third countries. Migration dialogue includes formal negotiations, application of agreements and specific projects and migration partnerships. In February 2013, Federal Councillor Simonetta Sommaruga travelled to Angola and the Democratic Republic of Congo.

The purpose of this trip was to sign a bilateral migration agreement as well as a visa waiver agreement for diplomats in Angola. Before signing this agreement, the Federal Councillor visited Nigeria to recognise the migration partnership that was signed with the country in February 2011. In this agreement, the parties agree to maintain regular dialogue to improve migration cooperation. In October 2013, Swiss cooperation with Nigeria has drawn international attention: Federal Councillor Sommaruga and the Nigerian Minister presented their migration partnership to the United Nations in New York at a round table discussion on how to strengthen cooperation in the area of migration. So far, Switzerland maintains a total of five migration partnerships: Nigeria, Serbia, Bosnia and Herzegovina, Kosovo and Tunisia.



*Switzerland currently has migration partnerships with Nigeria, Serbia, Bosnia and Herzegovina, Kosovo and Tunisia.*

## 5. Schengen visas

Schengen visas are valid for short-term stays (i.e. no longer than 90 days within a 180-day period) usually required by tourists and business travellers. A single Schengen visa allows the holder to travel anywhere within the entire Schengen area, including Switzerland. A total of 488 856 Schengen visas were issued in 2013. Switzerland rejected 28 221 visa applications. Most of these visas were issued by Swiss consulates in China (103 557 visas), India (88 936 visas) and Russia (57 361 visas). Like other Schengen countries, Switzerland also maintains a list of third countries for which preliminary (or post) consultation with fellow Schengen countries is required. In 2013, the FOM handled preliminary consultation requests from other Schengen countries in relation to 354 762 persons. At the same time, the Swiss authorities submitted around 62 290 consultation requests to Schengen member countries. The Central Visa Information System (C-VIS) has been in operation since October 2011. All Schengen member countries store biometric data of visa applicants in this system. At present, biometric data are already obtained from visa applicants from places such as Africa, South America, Central and South-East Asia. By the end of 2015, this will be the case worldwide.

In December 2012, Switzerland – as one of the first Schengen countries – began comparing the fingerprints of asylum seekers with the Schengen C-VIS. In 2013, Swiss authorities determined in this manner that 861 of those who applied for asylum in Switzerland had done so after already obtaining a Schengen visa from another country. 85 others had submitted an asylum application in Switzerland after their visa application had been denied.

Under the Dublin Agreement, the Schengen country that issued the visa is responsible for handling any asylum applications submitted by the visa holder.

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In December 2012, Switzerland began comparing the fingerprints of asylum seekers with the Schengen Central Visa Information System.

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*Integration mainly occurs in daily life – at school or at work.*

## 6. Integration

Integration mainly occurs in daily life – at school or at work. Cantons and communes encourage integration by means of specific measures that are co-funded by the FOM. These measures include, for instance, language courses for immigrants who have difficulties with reading and writing. The FOM also lends support to pilot projects aimed at enhancing integration efforts.<sup>6</sup>

In order to coordinate integration Swiss-wide, the Cantons have devised cantonal integration programmes (CIPs) and signed uniform performance agreements with the FOM (see page 33, chapter D1).

In 2013, the FOM and the Federal Office for Gender Equality (FOGE) launched a federal programme to prevent forced marriages. Funding was provided for a total of 18 projects in 15 cantons. One of the aims of this programme is to establish networks to inform adults who may be in contact with possible victims to come in contact with one another (e.g. teachers, co-workers or social workers). A further aim is to develop specific prevention measures and counselling services.<sup>7</sup>

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In 2013, the FOM and the Federal Office for Gender Equality (FOGE) launched a federal programme to prevent forced marriages.

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In 2013, the FOM was also able to complete a series of pilot projects that had been launched to facilitate the occupational integration of traumatised refugees and temporarily admitted persons. In November, the first group of refugees from Syria arrived in Switzerland as part of the test phase of a proposed resettlement project. Based on the Federal Council decision of September 2013, Switzerland will accept a total of 500 UNHCR-recognised refugees between now and 2016. The FOM is responsible for managing the integration programme for this group of refugees (see page 42, chapter D9). Finally, the FOM has been working with the Cantons, towns and communes to continue integration dialogue with employers and extend this to the health-care field (see [www.dialog-integration.ch](http://www.dialog-integration.ch)).

The basic principle of integration is to help people to help themselves. The Confederation therefore seeks to facilitate the integration of foreigners by encouraging them to be self-sufficient and to take active steps towards their own integration. This is a key aim of the revision of the Foreign Nationals Act (FNA, SR 142.20).

<sup>6</sup> *The Annual Report 2013 "Federal Support for Integration and its Impact on the Cantons" will be published in October 2014.*

<sup>7</sup> [www.gegen-zwangsheirat.ch](http://www.gegen-zwangsheirat.ch) / [www.mariages-forces.ch](http://www.mariages-forces.ch) / [www.matrimoniforzati.ch](http://www.matrimoniforzati.ch)

## 7. Naturalisations

In 2013, a total of 25 545 persons applied for Swiss citizenship. Compared to the previous year, naturalisation applications relating to the fast-track naturalisation procedure increased, requests to reinstate Swiss citizenship remained roughly the same and applications under the normal naturalisation procedure decreased. The decrease in the number of applications under the normal naturalisation procedure was mainly due to more stringent integration criteria (e.g. mandatory attendance of language courses) introduced by the Cantons.

The number of naturalisation applications has increased substantially over the past few years: In 2008, 34 965 applications were filed, setting a new record in the number of naturalisation applications. Since then the number of applications has been decreasing. In 2012, a new low was reached with 24 806 applications for citizenship.

In 2013, 36 161 persons were granted Swiss citizenship (+ 3 % compared to 2012). 25 249 persons acquired Swiss citizenship

through the standard naturalisation procedure – around 4 % fewer than in 2012. 10 764 persons acquired Swiss citizenship through the fast-track naturalisation procedure (+ 23 %); and 148 persons were renaturalised (+ 26 %). The number of persons living abroad who obtained Swiss citizenship either through the fast-track procedure or through reinstatement of lost citizenship increased by 51 % to 2306 persons.

The newly naturalised Swiss citizens in recent years have come mainly from Italy, Germany, Kosovo, Serbia, France, Portugal and Turkey. A total of 4665 Italian nationals (+ 12 %), 3925 German nationals (+ 14 %), 2641 persons from Kosovo<sup>8</sup> and 2553 from Serbia obtained Swiss citizenship. Combined, the number of naturalisations of persons from Kosovo and Serbia fell by 14 % compared to 2012. The largest increase was observed for French nationals at 2467 (+ 42 %). The number of Portuguese nationals obtaining Swiss citizenship increased by 4 % to 2197 persons. Naturalisation of Turkish nationals remained constant at 1638 persons.

<sup>8</sup> Since 2008, nationals from the Republic of Kosovo have been shown separately in statistics.



*In 2013, 36 161 persons were granted Swiss citizenship. Most came from Italy, Germany, Kosovo, Serbia, France, Portugal and Turkey.*

## 8. Asylum seekers

### Asylum applications in Switzerland

In 2013, the number of asylum applications decreased by around 25% (–7166) compared to the previous year, reaching 21 465.

The ten major countries of origin of asylum seekers were:

Country	Applications in 2013	Change from 2012 to 2013 in persons	Change from 2012 to 2013 in %
Eritrea	2563	–1844	–41.8 %
Syria	1901	+672	+54.7 %
Nigeria	1764	–982	–35.8 %
Tunisia	1737	–502	–22.4 %
Morocco	1068	+137	+14.7 %
Afghanistan	892	–494	–35.6 %
Algeria	782	+30	+3.9 %
Kosovo	698	+119	+20.6 %
Sri Lanka	684	+190	+38.5 %
China (People's Rep.)	675	–133	–16.5 %

At 2563 asylum applications, Eritrea was once again the main country of origin. However, the number of asylum applications submitted by Eritrean nationals fell considerably. In addition, 791 applications related to infants.

In 2013, Switzerland was no longer the main country of destination for Eritrean asylum seekers in Europe. Sweden, Germany and Norway all received more asylum applications from this group than Switzerland.

Due to the ongoing conflict, asylum applications from Syrian nationals increased. Starting from November 2013, most of the asylum seekers in Switzerland came from Syria. On 4 September 2013, the Federal Department of Justice and Police ordered the easing of visa requirements for Syrian nationals with relatives living in Switzerland. This directive was lifted on 29 November 2013 (see page 41, chapter D8). By the end of the year, a total of 692 asylum applications came from Syrians who had travelled to Switzerland on a short-term visa.

The fall in the number of asylum applications from Nigeria and Tunisia was the result of the fast-track procedure intro-

duced in April 2013 for the processing of asylum applications from citizens of these countries (see page 40, chapter D7). Asylum applications from citizens of other countries also declined substantially: Serbia at 303 (–1586 fewer than in the previous reporting year), Macedonia at 115 (–1022), Bosnia and Herzegovina at 221 (–294) and Somalia at 604 (–204).

The increase in the number of asylum applications from Sri Lankan nationals was caused by a temporary suspension of enforcement of removal orders starting from the end of August 2013. This measure was taken following the arrest on Sri Lankan soil of two Sri Lankan nationals who were returned to Sri Lanka after their asylum applications had been denied in Switzerland. After this incident, a large proportion of incoming asylum applications were resubmissions from Sri Lankan nationals who had already been in Switzerland for quite some time.

### Handling of asylum applications

Cases handled in first instance	2013	Change from 2012–2013	Change from 2012–2013 in %
Asylum granted	3167	+660	+26.3 %
Recognition rate	15.4 %	+3.7 %	+31.6 %
Applications dismissed	10997	–3011	–21.5 %
Of which related to Dublin	7078	–2052	–22.5 %
Asylum denied	6404	1476	30.0 %
Application cancelled	3398	–100	–2.9 %
<b>Total cases handled</b>	<b>23 966</b>	<b>–975</b>	<b>–3.9 %</b>
<b>Applications pending in first instance</b>	<b>18 097</b>	<b>–882</b>	<b>–4.6 %</b>

There were 975 fewer asylum applications handled in 2013 than in 2012. This decrease in asylum applications was the result of a new processing strategy, which also significantly lowered the number of Dublin cases and poorly justified asylum applications. Consequently, there was a decrease in the number of asylum applications that could be handled with a relatively low workload. This freed up resources, enabling more attention to be given to the rising number of pending cases, which generally take considerably more time to process.

### Duration of asylum applications handled in first instance

The strong decrease in long-pending asylum applications lengthened the average duration of asylum applications handled in the first instance. All decisions considered, the total duration of asylum applications handled in first instance in 2013 stood at 258 days. While the average duration in 2012 was 163 days, this simultaneously created a backlog of pending cases.

Nearly 44 % of the asylum applications handled in first instance in 2013 were settled within two months and around 66 % within six months after the asylum application was submitted. For asylum applications that led to a negative decision under the Dublin II Regulation, the amount of time required for processing was reduced to 53 days (2012: 63 days).

### Dublin procedures

The Dublin Association Agreement came into force in Switzerland on 12 December 2008. In around 40 % of the cases, another Dublin country turned out to be responsible for the asylum application submitted to Switzerland. In 2013, 29.5 % of all asylum applications handled fell under the provisions of the Dublin Association Agreement.

So far, Switzerland has transferred considerably more asylum seekers back to the corresponding Dublin country than vice versa (2013: 4165 transfers to another Dublin country compared to 751 transfers to Switzerland).

### European trends

In EU and EFTA member states (incl. Switzerland), around 446 000 asylum applications were submitted in 2013, around 27 % more than in 2012 (351 000 asylum applications). In 2013, the number of asylum applications reached a new peak: the volume of incoming applications has never been as high since 2002 (465 000 asylum applications).

With the decrease in asylum applications in Switzerland and the simultaneous increase in Europe, Switzerland's share of asylum applications in Europe fell from 8.2 % in 2012 to around 4.8 % in 2013. Nevertheless, compared to other European countries, Switzerland has an above-average proportion of asylum seekers at 2.7 applications per 1000 inhabitants. In

2013, the European average stood at around 0.85 asylum applications per 1000 inhabitants.

### Main European destination countries for asylum seekers in 2013<sup>9</sup>

Country	Asylum applications		Change	
	2013	2012	absolute	relative
Germany	110 000	64 500	+45 500	+70.5 %
France	66 000	61 500	+4 500	+7.3 %
Sweden	54 000	44 000	+10 000	+22.7 %
Italy	30 000	17 000	+13 000	+76.5 %
UK	29 000	27 000	+2 000	+7.4 %
Switzerland	21 465	28 631	-7 166	-25.0 %
Hungary	19 000	2 200	+16 800	+763.6 %
Austria	17 500	17 400	+100	+0.6 %
Belgium	16 000	21 500	-5 500	-25.6 %
Poland	15 000	11 000	+4 000	+36.4 %
Netherlands	14 000	9 700	+4 300	+44.3 %
Norway	12 000	9 800	+2 200	+22.4 %

### Main countries of origin of asylum seekers in Europe<sup>9</sup>

	Asylum applications in 2013	Difference compared to 2012	Asylum applications in Switzerland in 2013	Proportion of asylum applications in Switzerland with respect to total
Syria	51 500	+29 000	1 901	3.7 %
Russia	40 500	+18 000	412	1.0 %
Afghanistan	26 000	-1 000	892	3.4 %
Pakistan	21 000	+3 000	195	0.9 %
Somalia	20 500	+6 500	604	2.9 %
Eritrea	20 500	+10 000	2 563	12.5 %
Kosovo	19 500	+10 000	698	3.6 %
Serbia	16 000	0	303	1.9 %
Nigeria	13 500	+4 000	1 764	13.1 %
Iran	12 500	0	218	1.7 %

<sup>9</sup> The figures are partly based on provisional data or estimates taken from Web sites of the various migration authorities, the Office of the United Nations High Commissioner for Refugees (UNHCR), Intergovernmental Consultations (IGC) and Eurostat.

## 9. Hardship cases

The Asylum Act (SR 142.31) and the Foreign Nationals Act (SR 142.20) recognise three types of hardship cases for which asylum seekers may obtain a residence permit from a Canton, subject to FOM approval:

Under the Asylum Act, asylum seekers must have lived in Switzerland for at least five years (their place of residence known by the Swiss authorities at all times) and experience personal hardship following intensive efforts to integrate in Switzerland. In 2013, 148 asylum seekers received residence permits under these conditions (2012: 144).

Under the Foreign Nationals Act, persons admitted on a temporary basis must have lived in Switzerland for at least five years, and in-depth verification must be carried out to determine whether or not personal hardship is present. In 2013, 2056 persons admitted on a temporary basis were granted a residence permit (2012: 1674).

Finally, the Foreign Nationals Act enables a residence permit to be granted in the event of serious personal hardship. In 2013, 280 illegal immigrants living in Switzerland were granted residence permits (2012: 270). There is also a special rule whereby a residence permit may be revoked if a person becomes divorced under particular circumstances (e.g. domestic violence, forced marriage).



*In 2013, 148 asylum seekers received residence permits due to conditions of hardship.*

## 10. Returns

### Return assistance

“In my case, everything was correctly handled, and delivered as I wished. My business is running quite well”, explains a Kosovar national nine months after his return from Switzerland. His experience is similar to that of the 3478 foreign nationals who returned to their country of origin in 2013 under the return assistance programme.

All asylum seekers and certain categories of foreign nationals (e.g. victims of human trafficking) may request return assistance at the local return counselling office in their canton of residence, at a reception and processing centre. Return assistance includes financial, material and medical support. In 2013, the average cost of return assistance stood at around CHF 2400 per returnee.

Persons from over 60 different countries receive return assistance. Most of the people who have benefitted from the return assistance programme came from Tunisia (662 returnees), Nigeria (310), Kosovo (219), Georgia (192) and Gambia (150).

For years, the most popular forms of return assistance have been agricultural projects (cultivation of land, cattle raising), small business ventures (newsstands), transport operations

(taxis) or restaurants (bars). In 2013, the FOM asked a partner organisation to conduct an evaluation, which found that nine months after the person’s return, two-thirds of the returnees had implemented the agreed projects and were generating at least some of their income on this basis.

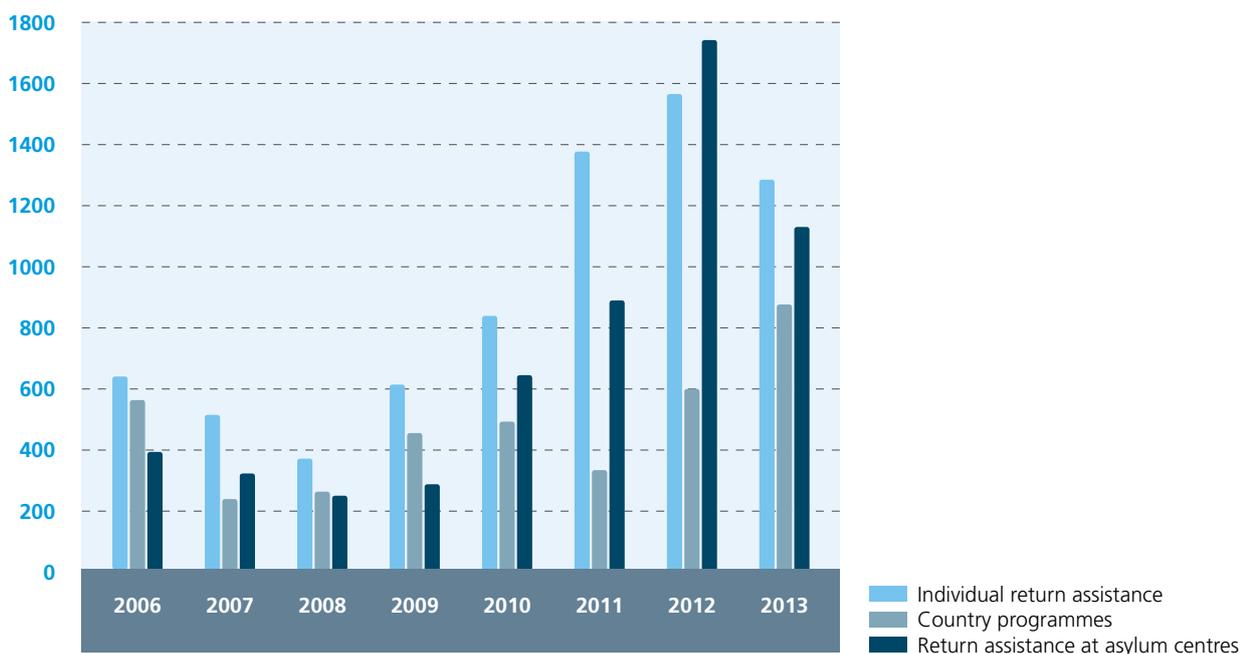
### Removal by air

Individuals do not always return to their country of origin on a voluntary basis. Asylum seekers whose application has been turned down must leave Switzerland after the deadline for departure. Other foreign nationals residing illegally in Switzerland may be issued a removal order. If the individuals in question do not leave Switzerland, then detention and other coercive measures are applied.

On 1 September 2013, FOM restructuring gave rise to a new Return Division, which was placed under the International Cooperation Directorate. This should improve cooperation with the Cantons in this area. Current challenges include such things as medical issues in conjunction with forced return.

In 2013, the Swiss authorities ensured the removal by air of 11982 persons. Compared to 2012, this corresponds to a decrease of 13 % (2012: 13801 departures).

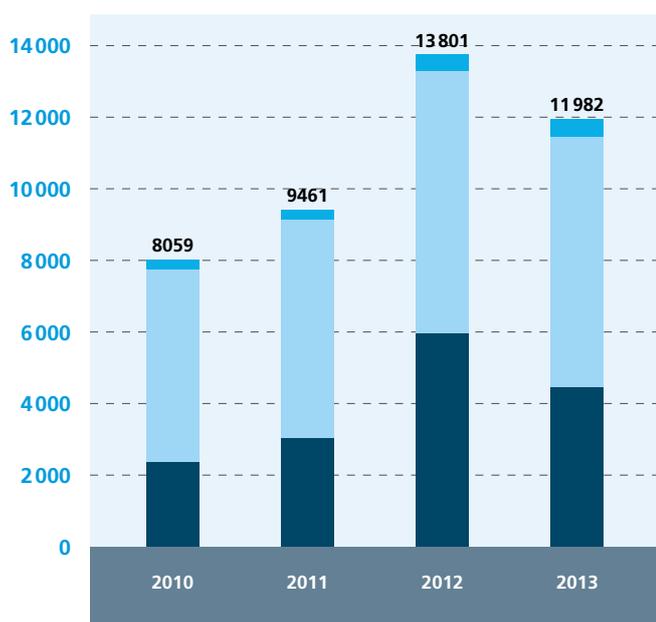
Number of departures by type of return assistance programme 2006–2013



37% of those ordered to depart Switzerland left voluntarily. Like last year, many persons failed to comply with removal or expulsion orders; choosing instead to go underground or refusing to leave. Most of these persons were returned under enforcement level 1 (police escort to the departure gate to ensure that the person boarded the aircraft). Only 480 persons (4% of the departures) were accompanied by specially trained security officials to their destination country on standard flights and 181 on special deportation flights.

In 2013, Switzerland took part in three joint flights for the removal of illegal immigrants. These flights were coordinated by the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union (Frontex). The Federal Department of Justice and Police (FDJP) is currently checking possible expansion of Swiss participation in these joint flights.

### Removal by air 2010–2013



All special flights organised by Switzerland include observers from the National Commission for the Prevention of Torture (NCPT). Monitoring of enforcement of Swiss legislation on foreign nationals is an important instrument to ensure that special flights are conducted lawfully and that the dignity of the persons being removed from Switzerland is respected.

### Detention

The average duration of administrative detention was 22 days (2012: 26 days), which is slightly lower than in the previous reporting year. As in the previous reporting year, Nigeria, Tunisia and Albania were the three main countries of origin of foreign nationals held in administrative detention in 2013. All nationalities considered, a total of 5982 detention orders were issued (2012: 6804).

In anticipation of asylum reform (see page 36, chapter D3), additional administrative detention centres will be needed to ensure effective enforcement of removal orders. At present, most of the Cantons lack sufficient space for the detention of deportees. According to a joint statement adopted at the National Asylum Conference in 2013, the Federal Department of Justice and Police (FDJP) and the Cantons intend to build enough detention space to accommodate 500 to 700 more people. In February 2014, the corresponding legal basis came into effect, authorising the Confederation to contribute funding for the construction and operation of cantonal detention centres for the purpose of enforcing administrative detention of foreign nationals.

On 1 September 2013,  
FOM restructuring gave rise  
to a new Return Division.

## 11. Procedures to remove and keep people away

The Foreign Nationals Act (SR 142.20) provides for a range of measures designed for categories of foreign nationals whom Switzerland wishes to send back and/or deny entry for a limited or unlimited duration. These categories include foreign nationals who have seriously and/or repeatedly undermined Switzerland's security and public order or who constitute a serious threat to Switzerland's internal or external security. These measures include, in particular, removal orders (Wegweisung), expulsion orders (Ausweisung) and entry bans (Einreiseverbot).

Entry bans and expulsions are aimed at preventing the uncontrolled entry to Switzerland of undesirable foreign nationals. Both measures are preventive rather than penal in nature. As long as they remain in force, the foreign national may not enter our country without obtaining the explicit authorisation of the competent authority. In the case of EU nationals, the conditions are more restrictive. Indeed, for an entry ban to be ordered, the person in question must represent a real, current and sufficiently serious threat to security and public order. In 2013, 10 617 entry bans were issued (2012: 10 018).

Since the Swiss-EU bilateral agreement on Schengen/Dublin cooperation came into effect, all bans on entry ordered by our country have been entered into the Schengen Information System (SIS). This enables undesirable foreign nationals to be barred from entry to the Schengen area.

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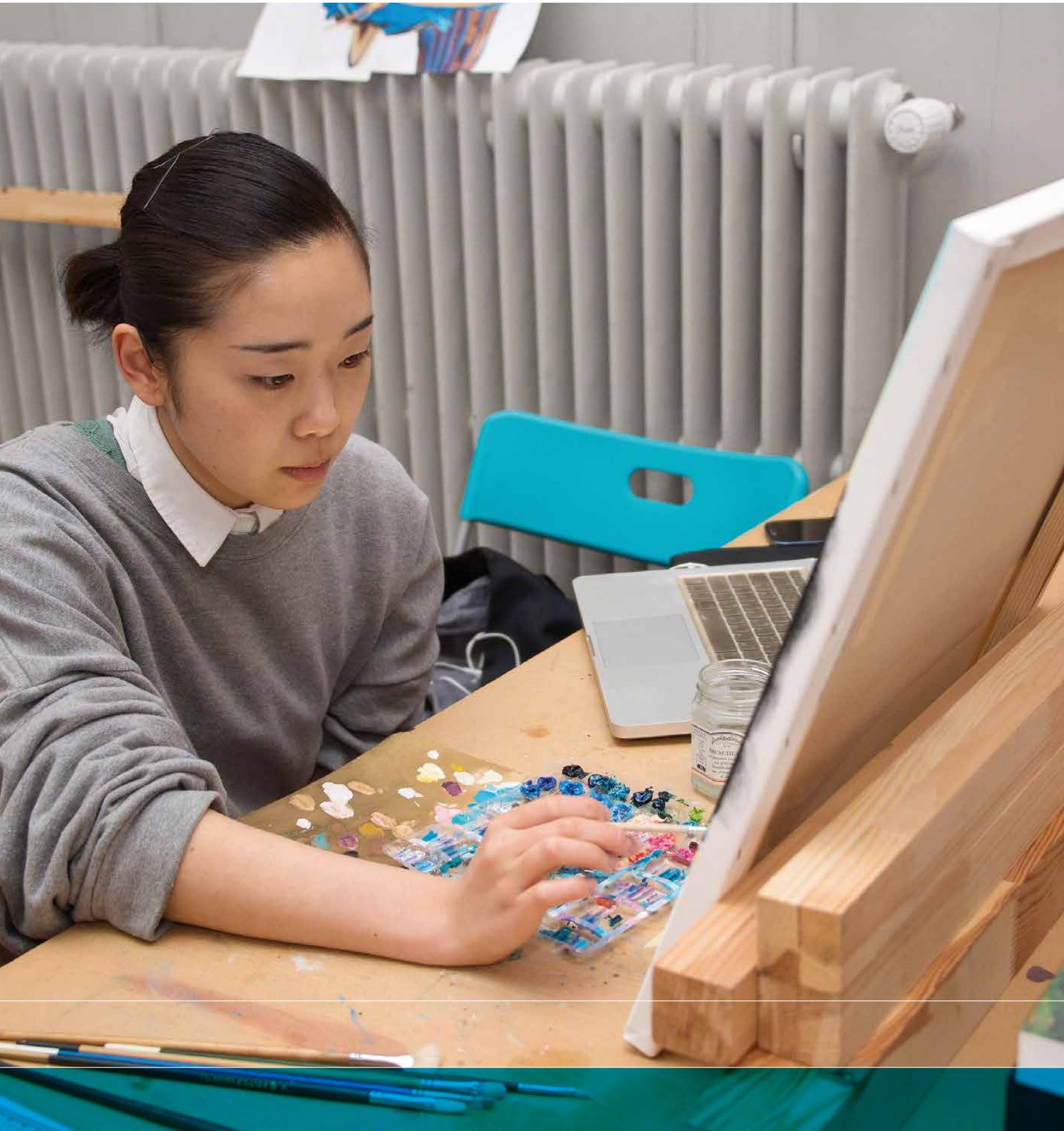
Both expulsions and entry bans are preventive rather than penal in nature.

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*A total of 10617 entry bans were issued in 2013.*

# D Main highlights in 2013



*In 2013, 118 young people were able to gain experience and training in their chosen occupation in Switzerland under traineeship agreements.*

## 1. Launch of cantonal integration programmes

Migrants are well-integrated in Switzerland. A study conducted by the Organisation for Economic Development and Co-operation (OECD)<sup>10</sup> concludes that the vast majority of immigrants play an active role in economic, social and cultural life.

The Confederation and the Cantons intend to continue to actively support the integration of foreigners in Switzerland. Starting in 2014, integration measures will be taken all over Switzerland in eight areas of action (see chart below).

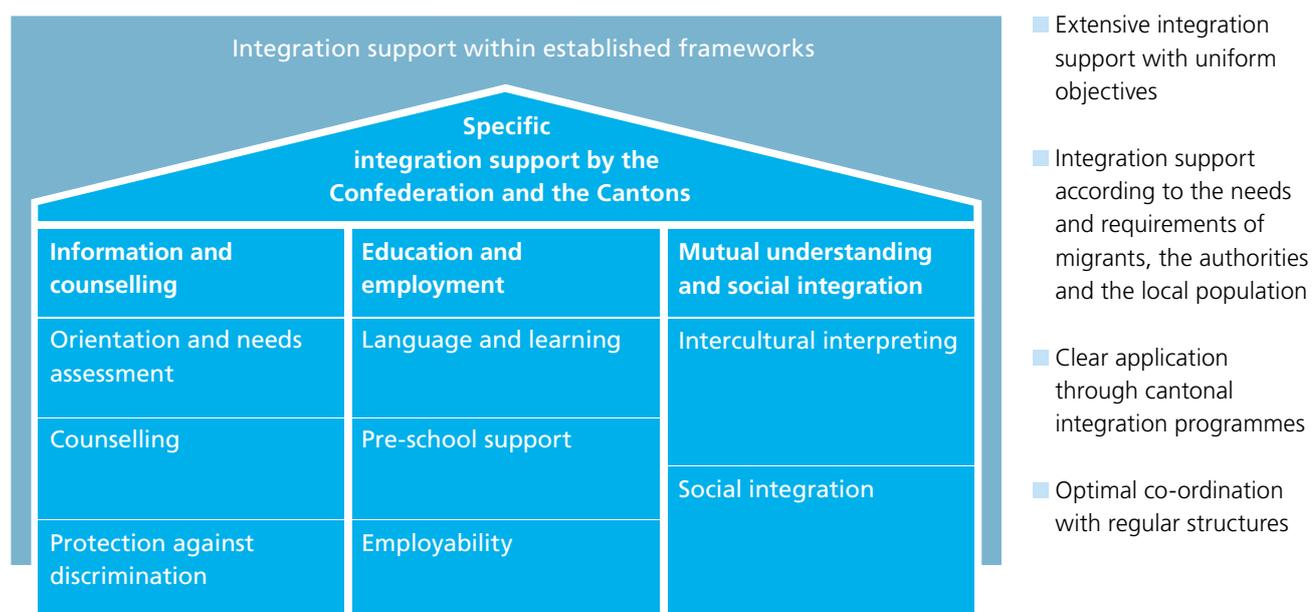
Successful integration support always starts with the leveraging of established frameworks that are open to both Swiss and foreign nationals: e.g. schools, VET and labour market. Generally speaking, established frameworks are enough to encourage and ensure integration.

Cantonal integration programmes (CIPs) provide additional support in cases where access is not always guaranteed and where gaps persist. Since co-existence is organised differently in each Canton, all of the Cantons have devised their own

strategies for encouraging integration through their CIP. This includes such things as local language courses or support services from communal authorities to welcome and orient newcomers.

Each CIP includes binding integration targets as well as indicators to monitor the impact of measures. Each year, the Confederation and the Cantons will set aside a total of CHF 115 million for CIPs. This corresponds to about CHF 15 per inhabitant. The first programme period will continued until the end of 2017.

Mastery of one or more national languages is an important factor for successful integration. With these CIPs, the Cantons have committed themselves to helping migrants to develop their language skills. Migrants should be fluent enough in a national language to be able to handle day-to-day activities and working life. The children of migrants will learn one of Switzerland's four national languages in school. Adults, in contrast, are required to attend special courses. In Switzerland,



<sup>10</sup> [www.bfm.admin.ch/content/bfm/de/home/dokumentation/medienmitteilungen/2012/2012-02-14.html](http://www.bfm.admin.ch/content/bfm/de/home/dokumentation/medienmitteilungen/2012/2012-02-14.html)

there are around 5000 local CIP-sponsored courses catering to over 100 000 participants. These courses are designed to address the different needs and capabilities of migrants. Over one-third of these courses are pure language courses and the remainder are intended for specific target groups, such as those in need of literacy training.

Swiss national languages should be learnt and applied in daily life (e.g. shopping, parent-teacher meetings at school) as quickly as possible. In order to improve the quality of language courses, the Federal Office for Migration launched the "Français, Italiano, Deutsch (fide) in Switzerland: learn, teach,

assess" programme. The programme website [www.fide-info.ch](http://www.fide-info.ch) provides teachers with learning materials that enable lesson plans to be as practical as possible and targeted to daily life. This includes 72 short videos that present migrants in realistic day-to-day situations with native speakers of one of Switzerland's national languages. The same situation (e.g. registration with a commune) is filmed several times with different people who do not have the same level of fluency in the national language. These videos can be directly shown in the classroom. In addition, these films help the authorities and institutions to better assess a person's fluency and recommend a suitable language course.



*Nearly half of the foreign resident population in Switzerland was born here or has lived in Switzerland for over fifteen years.*

## 2. “Urban Projects”: specific integration measures

At first glance, integration may seem to be an abstract notion. However, the “Urban Projects” integration programme shows that integration can be actively fostered on a daily basis in neighbourhoods. In an effort to improve the quality of life and social cohesion in local communities that face specific challenges, the Federal Office for Migration (FOM) teamed up with the Federal Office for Spatial Development (ARE), the Federal Office for Housing (FOH) and the Federal Office of Sport (FOSPO), the Service for Combating Racism (SCRA) and the Federal Commission on Migration (FCM) to launch this programme in 2008. “The ‘Urban Projects’ programme is ideally suited for small- and medium-sized towns wishing to achieve sustainable neighbourhood development. The programme allows different approaches to co-existence to be tested that include social, environmental and economic aspects,” says Renate Amstutz, the head of the Swiss Union of Cities (SVC). She further explains: “The programme enables support to be given for the development of neighbourhoods and for the easing of tensions between different social segments and generations.” The Confederation covers 50 % of the costs (excl. contributions for infrastructures), and the Cantons and communes pay the remainder.

### The example of Pratteln

One of the first communes to take part in the programme was Pratteln in 2008. Since then, a lot has happened: “There was extensive construction and development – playgrounds and recycling stations. We built a leisure centre for all of the schoolchildren in Pratteln, a pre-school coordination centre and a neighbourhood development centre”, explains Marcel Schaub, who heads the project to develop the neighbourhood of Pratteln and runs the communal council’s Security Services Division. “However, the most important thing is that the image of the commune and neighbourhoods concerned has improved greatly thanks to the intensive work done over the past few years.” He adds: “It’s not something that you can see, but the difference can be felt. The population speaks differently and more positively than people who do not live there.”

Nico Scholer works as coordinator for neighbourhood development in the commune of Pratteln. He recalls a key integration-related moment: A Turkish mother brought her daughter for the first time to a pre-school course called “Making music for parents with small children”. She was initially very sceptical and unconvinced about the structure of the course. The course instructor then asked her if she knew a Turkish song and whether she was willing to translate it for the group. The woman translated and sang the song to them. The woman immediately felt different about the course because she was able to contribute her own knowledge and abilities. “From that moment onwards, she was enthusiastic about the course,” Scholer explains. “The change in demeanour from sceptic to active supporter was dramatic.”

Twice each year, representatives of all participating communes exchange experiences at a meeting organised by the Confederation. The aim of this meeting is to improve the programme at all levels and draw lessons for future action steps. The “Urban Projects” programme has been particularly successful in recent years thanks to an interdisciplinary, holistic and participative approach. Upon completion of the first phase (2008–2011), the second phase was launched in 2013. In this second phase, the “Urban Projects” programme will be expanded to include the communes of Aarburg, Olten, Pratteln, Regensdorf, Rorschach, Schlieren, Spreitenbach, Vernier, Versoix and Vevey.

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The “Urban Projects” programme seeks to improve the quality of life and social cohesion in local communities.

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### 3. Overall planning of asylum reform

Persons whose lives are at risk should receive protection. At the same time, incentives to submit clearly unjustified asylum applications should be eliminated. Asylum reform is intended to achieve two objectives: accelerate processing of asylum applications and improve the level of legal protection afforded to asylum seekers. This should help to steadily improve the credibility of asylum practices.

At the national asylum conference held on 21 January 2013, the Confederation and the Cantons as well as associations representing Swiss towns and communes agreed on an overall plan to restructure the asylum sector. The joint working group received a mandate to develop an implementation concept where a substantial portion of overall planning is devoted to providing accommodation for asylum seekers.

The streamlining of asylum processing will require a reallocation of tasks between the Confederation and the Cantons. In order for 60 % of asylum applications to be processed and completed at federal asylum centres, the Confederation needs to expand its accommodation capacity from around 1600 to 5000 beds. This will reduce the need for cantonal accommodation to be provided to asylum seekers. With the new sys-

tem, cantonal accommodation capacity will fall from around 24500 to around 9900 beds.

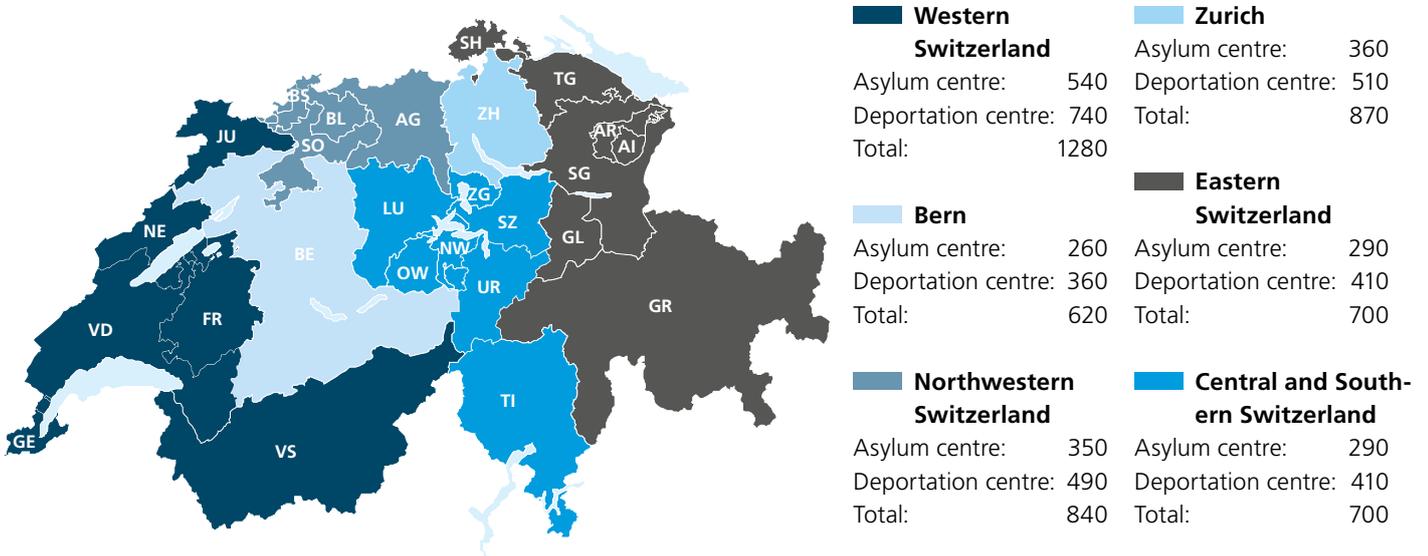
The tasks of the Confederation and the Cantons should now be carried out in six regions. In each region, the Confederation will operate one asylum centre and up to three deportation centres. These deportation centres will be used to house asylum seekers (whose application for asylum has been legally denied at the federally run asylum centre) until their departure. These persons will no longer be under the responsibility of the Cantons. The size of these centres will be in proportion to the size of the local population in the region. In order to ensure efficient structures, each asylum centre should be able to accommodate at least 350 people and each deportation centre at least 250 people. If an asylum centre in a given region is to accommodate more than 500 persons, then it may be divided into two different locations.

The asylum reform will bring major changes to the distribution of asylum seekers in the various Cantons:

- At present, all asylum seekers are distributed to the various Cantons on the basis of a distribution scale. In the future, this will be the case for only half of all asylum seekers.

**Map of six regions showing proposed capacity of the various federal asylum and deportation centres:**

[www.bfm.admin.ch/content/dam/data/pressemitteilung/2014/2014-03-28/zonenkarte-d.pdf](http://www.bfm.admin.ch/content/dam/data/pressemitteilung/2014/2014-03-28/zonenkarte-d.pdf)



## 4. Expansion of federal accommodation capacity

- In fast-track and Dublin procedures (total of around 60 % of all asylum applications), removal orders will be enforced directly from the federal deportation centre. Because the Cantons will retain authority over implementation of removal orders, this will result in a concentration of such tasks in cantons where federal deportation centres have been built.
- At the same time, Cantons and communes that perform special tasks (e.g. as a location where asylum seekers are housed or as a location where an airport is located) will benefit because they will no longer have to handle as many complex asylum applications.

Given these projections, the working group felt that a new compensation model was needed. The distribution of asylum seekers will continue to be based on the corresponding proportion of the population within the cantons. Nevertheless, the following four deductions will be applied:

- 20 % deduction (or 0.2 of the cases) per bed at an asylum centre or deportation centre
- 40 % deduction (or 0.4 of the cases) per bed in special centres
- 15 % deduction (or 0.15 of the cases) per asylum seeker who is transferred to a deportation centre
- 10 % deduction (or 0.1 of the cases) per controlled return via an airport

Even with this new compensation model, all Cantons will continue to share responsibility for receiving and integrating recognised refugees and temporarily admitted persons. For this reason, the calculation model is designed in such a way as to ensure that at least 10 % of all of the asylum applications handled by each Canton (after the above deductions have been made) relate to more complex asylum applications.

At the national Asylum Conference held on 28 March 2014, representatives of federal, cantonal, municipal and communal authorities approved the final report on overall planning of asylum reform. The current working group was tasked with coordinating the planning of construction sites for federal asylum and deportation centres and drafting both a timetable and implementation concept for the gradual introduction of asylum reform. In addition, the working group was asked to devise a monitoring concept that would enable the objectives and effects of asylum reform to be evaluated.

### Accelerated processing of asylum applications

At the national Asylum Conferences held in January 2013 and March 2014, the Cantons and the Confederation decided how they intended to restructure the asylum sector. Their decisions were based on an awareness that processing of asylum applications could only be accelerated if all of the persons concerned (i.e. asylum seekers, employees involved in the asylum procedure, legal representatives, interpreters) were present at the same location. In order to create a new asylum structure, the Confederation needs to expand its accommodation capacity from around 1600 to 5000 persons. The new federal asylum and deportation centres, however, will only be ready in a few years. Until then, small temporary housing solutions will be required.

In order to remain flexible and versatile, the Confederation set up temporary housing back in 2008. Most of the housing sites were former military buildings that had been converted to civilian purposes. These buildings may be used as housing for asylum seekers for a period of three years without the need for a permit to be issued. Current capacity stands at around 100 to 200 beds. The local monitoring and security service providers commissioned by the Confederation work with the communal authorities to provide employment opportunities to asylum seekers that serve the public interest.

The FOM has established temporary housing at Jaunpass (BE), in Sufers (GR), Eigenthal (LU), Tschorren (BE), Les Pradières (NE), Châtillon (FR), Nottwil (LU), Medel (GR), Schweig (UR), Alpnach (OW) and Bremgarten (AG). Cooperation with the communal authorities where these facilities are located has worked well so far and initial concerns expressed by local inhabitants proved to be unfounded. The period of use of two housing sites was even extended at the request of the communal authorities.

## 5. Pioneering work in Zurich test centre

Seen from the outside of this red building on the Förrlibuckstrasse in Zurich, nothing – not even from the sign above the door bell – would indicate that inside around 30 employees of the Federal Office for Migration are busy testing the new fast-track asylum procedure. At some point during the asylum reform process, it was realised that the only way to accelerate the processing of asylum applications was for all of the main participants (i.e. asylum seekers, FOM staff responsible for processing asylum applications, legal advisors and return counsellors, document verification and Eurodac specialists) to work together in the same location. This new procedure is now being tested at the test centre in Zurich. On 1 January 2014, the test centre was given responsibility for handling asylum applications submitted at the Zurich Airport. On the first floor of this building, we find the offices of a team of legal advisors sponsored by the Swiss Refugee Council (SRC) as well as the offices of return counsellors for the Canton of Zurich. The heart of the test centre is located on the second floor: this is where Securitas guards receive the asylum seekers who were selected at random for transfer from federal reception and processing centres to the test centre. Asylum seekers travel here with their luggage. Once their personal details have been registered, they will board a shuttle bus with their personal belongings to the Juch-Areal asylum centre where they will be housed while their asylum applications are being processed. Most of the asylum seekers have responded favourably to the fast-track procedure. The good-quality legal advisory services and explanations that they received upon arrival at the test centre have been helpful, says Claudio Martelli, head of the Zurich Test Centre Division. Asylum seekers are better informed during questioning and hearings. This accelerates the procedure. “In some cases, the asylum applicants are sur-

prised at how fast obviously unjustified asylum applications are handled – also by legal advisors – and soon understand that their asylum applications have no chance of succeeding,” Martelli explains. In the large waiting room, there are two TV screens, one with MTV and the other Al-Jazeera. “We are testing a new procedure that has not yet been applied in the field. Essential legal and organisational questions arise almost daily and these need to be quickly clarified and resolved. In many cases, there is no previous experience that can be used as a frame of reference,” states Michael Glauser, who is responsible for the preparatory phase at the test centre. Creative and innovative solutions aligned with test phase principles are therefore needed. In this intensive start-up phase, procedures are continuously reviewed on the basis of their cost-effectiveness and quality. As a result, Michael Glauser and Claudio Martelli are in constant contact with all of the parties involved. They receive support from an expert group comprised of cantonal representatives and specialists. The interim results of the first evaluation will be used in the planning of subsequent asylum reform measures.

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The only way to accelerate the processing of asylum applications is for all of the main participants to work together in the same location.

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## 6. New partners for federal reception and processing centres

Last year, the Federal Office for Migration issued a public call for tenders for all monitoring and security services at its reception and processing centres. Various potential suppliers were given the opportunity to submit their bids. After evaluation of incoming bids, new partners were chosen. Henceforth, the following two companies will be responsible for providing monitoring services: ORS Service AG and Asyl Organisation Zürich (AOZ). Security services will be provided by Securitas AG, Abacon Sicherheit AG, Juggers Sécurité SA and Prosecur SA.

The call for tenders took place in June 2013 and was designed to ensure that at least two bidders would be awarded contracts in each of the two service areas (i.e. monitoring and security).

Over twenty bids were submitted during the fifty-day tendering period. The Federal Office for Migration and an external expert group examined all of the bids. The key selection criteria included experience with similar contracts as well as the level of initial and continuing training provided to personnel. Bidders also had to demonstrate that they were able to respond within a reasonable period of time to fluctuations in the number of persons. Bidders for monitoring services also had to present a convincing monitoring and employment concept.

The aim was to be able to offer asylum seekers a regular daily routine – including language courses and work. Basing itself on these criteria, the Federal Office for Migration and the external expert group chose the least costly option.

In October 2013, the Federal Office for Migration awarded the various contracts. On 1 January 2014, ORS Service AG was made responsible for monitoring asylum seekers at the reception and processing centres in Basel, Vallorbe and Chiasso as well as at the non-public transit zone at the Geneva-Cointrin Airport. For its part, Asyl Organisation Zürich AOZ was made responsible for monitoring asylum seekers at the reception and processing centre in Kreuzlingen and Altstätten as well as at the non-public transit zone at the Zurich Airport. Securitas AG was made responsible for providing security services at the reception and processing centres in Basel, Kreuzlingen, Vallorbe and Chiasso. Abacon Sicherheit AG will provide security services at the reception and processing centres in Altstätten. Foot patrols around the various centres will be handled by Abacon Sicherheit AG in Kreuzlingen, Juggers Sécurité SA in Vallorbe, Securitas AG in Altstätten and Prosecur SA in Chiasso.

Any changes were handled smoothly with no impact on quality during the transition phase.



*Employment programmes enable asylum seekers living in federal accommodation to carry out work in the public interest.*

## 7. Effect of Asylum Action Plan in 2013

In mid-2012, the FOM launched its new Asylum Action Plan, which continued in 2013. By giving priority to specific categories of applications, the intended result was more efficient handling of asylum applications.

The general objectives of this Asylum Action Plan include:

- Quickly enforcing removal orders – through coercive measures if needed and without further need for clarification – in cases where processing of asylum applications is suspended (particularly cases leading to Dublin and Safe Countries outcomes)
- Reducing the appeal of the Swiss asylum system for asylum seekers whose applications will invariably be rejected
- Easing housing burdens
- Avoiding the pull effect
- Minimising the overall costs of the asylum sector

In mid-2012, the Federal Office for Migration adopted a new procedure for the processing of visa applications from visa-exempt European countries (“48-hour procedure”), e.g. Bosnia and Herzegovina, Serbia and Macedonia, and in the spring of 2013, also Kosovo and Georgia.

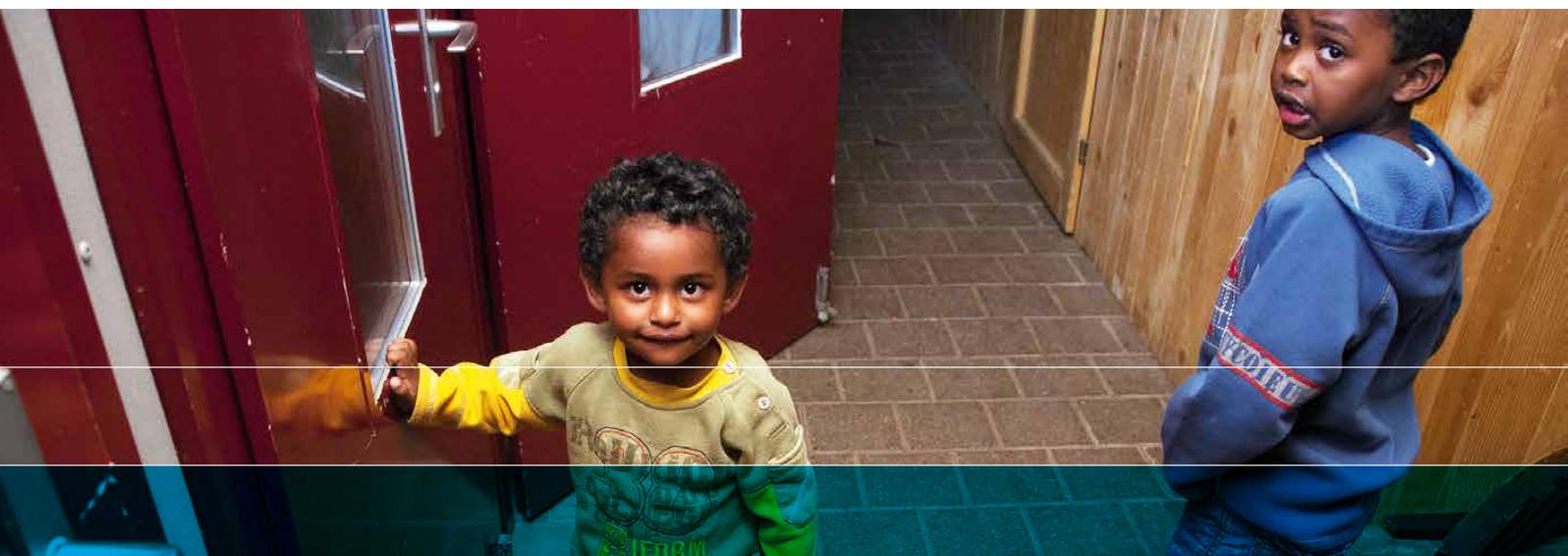
In December 2012, a fast-track procedure was introduced for asylum applications submitted by nationals of Morocco. This procedure was then extended in April 2013 to nationals from Nigeria, Tunisia and Algeria. The main difference between the “48-hour procedure” and the “fast-track procedure” is

that with the latter, it is more difficult to enforce removal orders and obtain the necessary documents for departure.

The measures taken as part of the new Asylum Action Plan have had an impact. The number of asylum applications submitted by nationals from Bosnia and Herzegovina, Serbia, Macedonia, Georgia, Nigeria and Tunisia has fallen sharply. The number of incoming asylum applications from nationals from Kosovo, Morocco and Algeria has remained stable or has fallen slightly.

In the spring of 2012, the Federal Office for Migration took steps to counter the problem of multiple submissions of asylum applications by asylum seekers for whom another Dublin country was responsible. Implementation of action steps continued in 2013. As a result, asylum seekers may no longer re-submit an asylum application in Switzerland within six months of having been transferred to a Dublin country. This change in practices has significantly reduced the number of multiple submissions of asylum applications under the Dublin procedure.

The Asylum Action Plan helped to reduce the overall volume of incoming asylum applications in Switzerland in 2013 by around 25 % with respect to 2012. During the same period, the total number of incoming asylum applications in Europe increased by over 25 %.



*In 2013, a total of 3167 persons were granted asylum. The recognition rate for 2013 therefore stood at 15.4%.*

## 8. Easing of visa requirements for Syrian nationals with family members in Switzerland

In response to the escalating situation in Syria, the Federal Department of Justice and Police (FDJP/FOM) decided on 4 September 2013 to ease visa requirements for Syrian nationals with relatives in Switzerland. The easing of visa requirements applies to members of the nuclear family; relatives in ascending and descending order and members of their nuclear family; brothers and sisters and members of their nuclear family. In order to qualify, visa applicants had to have relatives who already live in Switzerland (holders of a type B residence permit, holders of a type C settlement permit or naturalised Swiss citizens). Intended as a temporary measure, the easing of visa requirements was designed to reduce red tape so that family members could escape the war zone as quickly as possible to seek refuge in Switzerland. This easing of visa requirements served to complement local relief efforts, acceptance of groups of refugees as well as humanitarian aid in the Syrian conflict zone.

The visa entitled the holder to reside in Switzerland without a permit for a period of three months. After this period of time was over, the person was required to leave Swiss territory if they had not been issued a standard residence permit, had not applied for asylum or had not been temporarily admitted to Switzerland by the Federal Office for Migration (at the request of the Canton under the terms of the Foreign Nationals Act). Given the ongoing civil war, none of the Syrian nationals who have entered Switzerland thus have had to leave.

The FDJP discontinued this measure on 29 November 2013. It can be assumed that most of the family members in direct need of assistance have already taken the necessary steps to apply for a visa. Many were indeed able to benefit from this easing of visa requirements: by the end of 2013, a total of 1154 Syrian nationals travelled to Switzerland. A total of 1839 visas were issued and around 5872 persons scheduled an appointment with a Swiss diplomatic/consular mission to apply for a visa. The measure therefore achieved the desired impact and served its intended purpose.

Standard visa requirements were reintroduced after this date. In other words, family reunification within the nuclear family is still possible. Those who risk life and limb may also apply for a humanitarian visa.

Applications from persons who contacted Swiss authorities or submitted a visa application prior to 29 November 2013 will be processed in accordance with the Directive of 4 September 2013 (i.e. easing of visa requirements). Under the terms of this directive, visa applicants must not be in possession of a residence permit in a third country and the host family member must have enough living space and financial resources to accommodate his/her relative. In many cases, the Swiss Red Cross was able to extend an initial subsidiary guarantee of funding. If this funding is no longer sufficient, then the canton of residence may ask the Federal Office for Migration to temporarily admit the person.

By 9 March 2014, of the 2178 persons who entered Switzerland with a visa, 1402 applied for asylum, 302 persons were temporarily admitted by virtue of the Foreign Nationals Act (SR 142.20) and 28 persons by virtue of the Asylum Act (SR 142.31).

These persons were assigned to the Cantons on the basis of the percentages established in the allocation key set forth in the Asylum Ordinance. Only members of the nuclear family were given the right to request assignment to a specific canton. In practice, and whenever possible, the FOM tried to assign Syrian nationals to the canton or region of residence of their family members.

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The easing of visa requirements was designed to reduce red tape so that family members could escape the war zone as quickly as possible to seek refuge in Switzerland.

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## 9. Switzerland resumes admission of groups of refugees

Under a resettlement programme by the United Nations High Commissioner for Refugees (UNHCR), Switzerland is to admit 500 refugees by the end of 2016. The Federal Council approved a plan in September 2013 to admit groups of refugees over a three-year period. The groups are to include particularly vulnerable persons who have been granted refugee status by the UNHCR. As part of the pilot phase, between 40 and 60 % of those admitted will be women, and 0.7 % will be persons with physical and mental frailties.

The first group of refugees arrived in Switzerland from Damascus at the end of November 2013. The seven families, which included nine women and fifteen children, spent the first ten days in the reception centre in Altstätten, before continuing to Canton Solothurn. There they are taking part in a special integration programme that will last for two years. The programme is based on a model implemented in Scandinavia and comprises, in particular, language courses, personal orientation, training adapted to each person, and individual coaching and support. The costs of the programme for all 500 refugees are expected to be around CHF 12 million.



Anne Birk, who works at the Office for Social Security of Canton Solothurn, is co-ordinating the individual support of the refugees who arrived in November. She met up with the families shortly after their arrival in Switzerland.

### Resettlement

As part of resettlement, refugees who have sought protection in another country are selected to proceed to a third country that has agreed to grant them asylum. This measure provides a solution for people who cannot return to their country of origin and who do not receive sufficient protection or chance to integrate in the first host country.

*What was your first impression when you met the refugees in the reception and procedure centre in Altstätten?*

Anne Birk: The families were exhausted after the long journey from Damascus to Zurich via Beirut. Nevertheless, they asked a lot of questions, especially on life in Switzerland. They were happy to be able to start a new life in Switzerland. During this meeting in Altstätten, we took the opportunity of gaining their trust and confidence, and of informing them of what to expect in the near and distant future.

*Where were the families accommodated on their arrival in Solothurn?*

Anne Birk: The families lived for one to two months in two different transit centres in Canton Solothurn. Because they stayed in the same place for a certain time, we were able to prepare the children in our in-house school class for enrolment in regular school. We were also able to provide medical care and information with the help of an interpreter. After that, the families were assigned to various communes within the canton.

*Under the two-year integration programme, the refugees will be provided with individual coaching. How will that work?*

Anne Birk: Our programme consists of several phases, the first being intensive language courses. Thanks to this coaching we were quickly able to determine each person's individual needs. For example, some refugees first required literacy courses because most of them had to learn the Roman alphabet. In a second phase we will focus on integration measures and access to the labour market, making use of the workshops used for employment programmes. We intend to assess progress every three months, adapting the individual programmes if necessary.

*What is your experience up to now?*

Anne Birk: The work involved in implementing special integration programmes is not to be underestimated. Nevertheless, it is an exciting challenge. Implementing such a scheme also allows us to reflect upon existing integration programmes. Monitoring and supporting each refugee on an individual basis allows us to identify each person's abilities and needs quicker. That facilitates their integration. Solothurn intends to admit a second group of refugees as part of the pilot phase.

## 10. Priorities of Swiss foreign migration policy in 2013

The Federal Office for Migration (FOM) works closely with other federal agencies – particularly the Federal Department of Foreign Affairs (FDFA) and the Federal Department of Economic Affairs, Education and Research (EAER) – to safeguard Swiss interests within the framework of international cooperation in migration at both the bilateral and multilateral levels. Switzerland's wide range of activities is coordinated through interdepartmental cooperation so as to ensure a coherent foreign migration policy.

In 2013, the main highlights of Swiss foreign migration policy were as follows:

The most important event at multilateral level was Swiss participation in the UN High Level Dialogue on International Migration and Development. In her speech delivered on that occasion, Federal Councillor Simonetta Sommaruga took advantage of the opportunity to stress the importance of international migration as a key driver of social and economic change. She also emphasised the importance of ensuring that the human rights of migrants are effectively protected.

At the bilateral level, the main focus was placed on consolidating existing migration partnerships. As a case in point, several projects favouring various parties and populations concerned were launched within the framework of Switzerland's migration partnership with Tunisia. Strong participation in the voluntary return assistance programme is also worth mentioning together with the innovative project to encourage the Tunisian community in Switzerland to become more actively involved in the development of their country of origin. In addition, it

should be noted that the Tunisian authorities are actively working to organise and conduct regular special flights.

A further priority for Swiss foreign migration policy was to implement measures in the countries listed for international cooperation in migration. This list was prepared by the Federal Office for Migration and includes those countries where cooperation in the area of return has become difficult. For the moment, these countries include Ethiopia, Algeria, Iran, Morocco and Mongolia. Interdepartmental cooperation has opened the way for the issue of return of migrants to be tied to other foreign policy projects. This should help to improve Switzerland's negotiating position. The aim is to facilitate cooperation in the area of returns.

### Clarification of structure of international cooperation in migration

Interdepartmental cooperation takes place at three different levels: the Plenary Meeting of the Interdepartmental Working Group on Migration (IAM Plenum), which is comprised of directors and state secretaries; the Committee of the Interdepartmental Working Group on International Cooperation on Migration (IMZ Committee), which is comprised of deputy directors and division heads; and working groups for regions, countries and priority themes. The main federal agencies involved are the FDJP (FOM and FEDPOL), the FDFA (DPA and SDC) and the EAER (SECO).



3478 persons from over 60 countries received return assistance in 2013.

## 11. Five years of Dublin cooperation

The Dublin Agreement is an international treaty signed by EU member states and other European countries. It ensures that only one Dublin country has jurisdiction over a particular asylum application. This prevents asylum seekers from submitting multiple asylum applications in various countries.

The Dublin area is currently comprised of 32 countries, namely the EU-28 member states and the four associate states of Norway, Iceland, Switzerland and the Principality of Liechtenstein. Switzerland became associated with the Dublin Agreement on 12 December 2008. Entry into force of the Dublin Association Agreement has no bearing on the right of asylum seekers to submit their application in any Dublin country. With the Dublin system, however, it may be that another Dublin country has jurisdiction over the asylum application regardless of where the asylum application has been submitted.

2013 marked the fifth year of Swiss implementation of the Dublin Association Agreement (DAA). During this five-year period, Switzerland requested that 42 090 asylum seekers be transferred to another Dublin country. In 33 619 cases, the Dublin country concerned confirmed that it was responsible for processing the asylum application and was therefore willing to take over the case. In 6 839 cases, the Dublin country denied Switzerland's transfer request. For the remaining 1 632 persons, Switzerland had not yet received a reply by the end of 2013. A total of 17 049 asylum seekers were effectively transferred to the corresponding Dublin country. Over the same period, Switzerland received 9 957 transfer requests. In 5 161 cases, Switzerland confirmed that it was responsible for processing the asylum application and stated its willingness to have the asylum seekers transferred to Switzerland. In 4 289 cases, Switzerland denied the transfer request. In 107 cases, Switzerland had not yet replied. 2 483 asylum seekers were transferred to Switzerland.

The overall outcome of this five-year period has been positive for Switzerland:

- Multiple applications were immediately detected thanks to the European fingerprint database (EURODAC).
- So far, Switzerland has been able to transfer considerably more asylum seekers to other Dublin countries than vice versa.
- The duration of the Dublin procedure is much shorter than the duration of the national asylum procedure.
- In Dublin cases, Switzerland is not required to conduct any hearings or any material examination of the merits of the asylum application.
- Enforcement of removal orders is easier because transfer of the asylum seeker does not require clarification of the person's identity nor valid travel documents.
- It may be presumed that fewer asylum applications are submitted to Switzerland because of the possibility that asylum seekers will be transferred to another Dublin country if that country is indeed responsible for processing the asylum application.

For the most part, cooperation with Dublin countries has been smooth, although there have been persistent problems with Greece. Back in 2009, Switzerland began restricting Dublin procedure requests from Greece due to particularly difficult circumstances. On 26 January 2011, Switzerland decided to forego most of its Dublin cooperation with Greece because the situation had still not improved. In the meantime, the European Asylum Support Office (EASO) has been working with Greece to develop local asylum structures. It is therefore possible that Dublin cooperation with Greece will resume in the medium term. Swiss dealings with other Dublin countries such as Hungary, Malta and Bulgaria have also been challenging, particularly with regards to particularly vulnerable persons. Generally speaking, Dublin transfer requests involving such persons are not processed.

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In Dublin cases, Switzerland is not required to conduct any hearings or any material examination of the merits of the asylum application.

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## 12. Week against human trafficking in 2013

Anna left her rural life of poverty behind in the hopes of finding a well-paid job and better living conditions in Switzerland. However, the dreams of a young girl were soon shattered after she crossed the border. The friend that she had followed to Switzerland stole her passport and threatened her. What followed was an odyssey of suffering in a host of different brothels in Switzerland. Anna was forced into prostitution. The story told in the documentary film "Anna in Switzerland" is shocking, disturbing – and by no means the exception. Anna's fate is typical of that of thousands of other migrants who fall victim to human traffickers.

Human trafficking is a brutal reality – with millions of victims according to UN reports. It is estimated that each year around 800 000 persons worldwide become victims of international human trafficking. Switzerland is also affected. According to Swiss law enforcement statistics, there were 78 reported cases of human trafficking detected in 2012. At a conference against human trafficking held on 18 October 2012, Federal Councillor Simonetta Sommaruga stated: "We can no longer delude ourselves, what we have detected is just the tip of the iceberg as far as human trafficking is concerned." The National Action Plan to Combat Human Trafficking (NAP-CHT) was launched at that conference. With the action week, an important aspect of this plan was implemented, namely: raising public awareness of the issue.

The showing of the above-mentioned documentary film was only one of the highlights of the action week "Switzerland Against Human Trafficking". In addition to improving public

awareness, the action week was also intended to bring experts together. For this reason, 27 institutions, including federal and cantonal agencies, international organisations and charities were involved in the planning and helped to organise and fund various events in twelve cantons between 18 and 25 October 2013. The Federal Office for Migration – whose employees frequently encounter human trafficking issues in relation to stays in Switzerland, the labour market and asylum applications – was among the organisers. The FOM also funded a theatrical performance during the action week.

The action week included a full range of awareness-raising measures: an exhibition on prostitution in Switzerland in the form of a labyrinth where thoughts and images on the subject are posted on the walls; a play in which two sisters from the Caribbean dream of a dancing career in Switzerland; a film on the subject of child trafficking; school workshops on labour exploitation. All of these measures helped visitors to gain a better understanding of and think more about human trafficking. An international conference, podium discussions and technical symposiums drew experts and enabled synergies to be established between stakeholders at all levels.

The NAP-CHT also includes future action by Switzerland in the area of prevention and information, e.g. public campaigns. In addition, partnerships between the various federal agencies as well as between the Confederation and the Cantons will be reinforced.



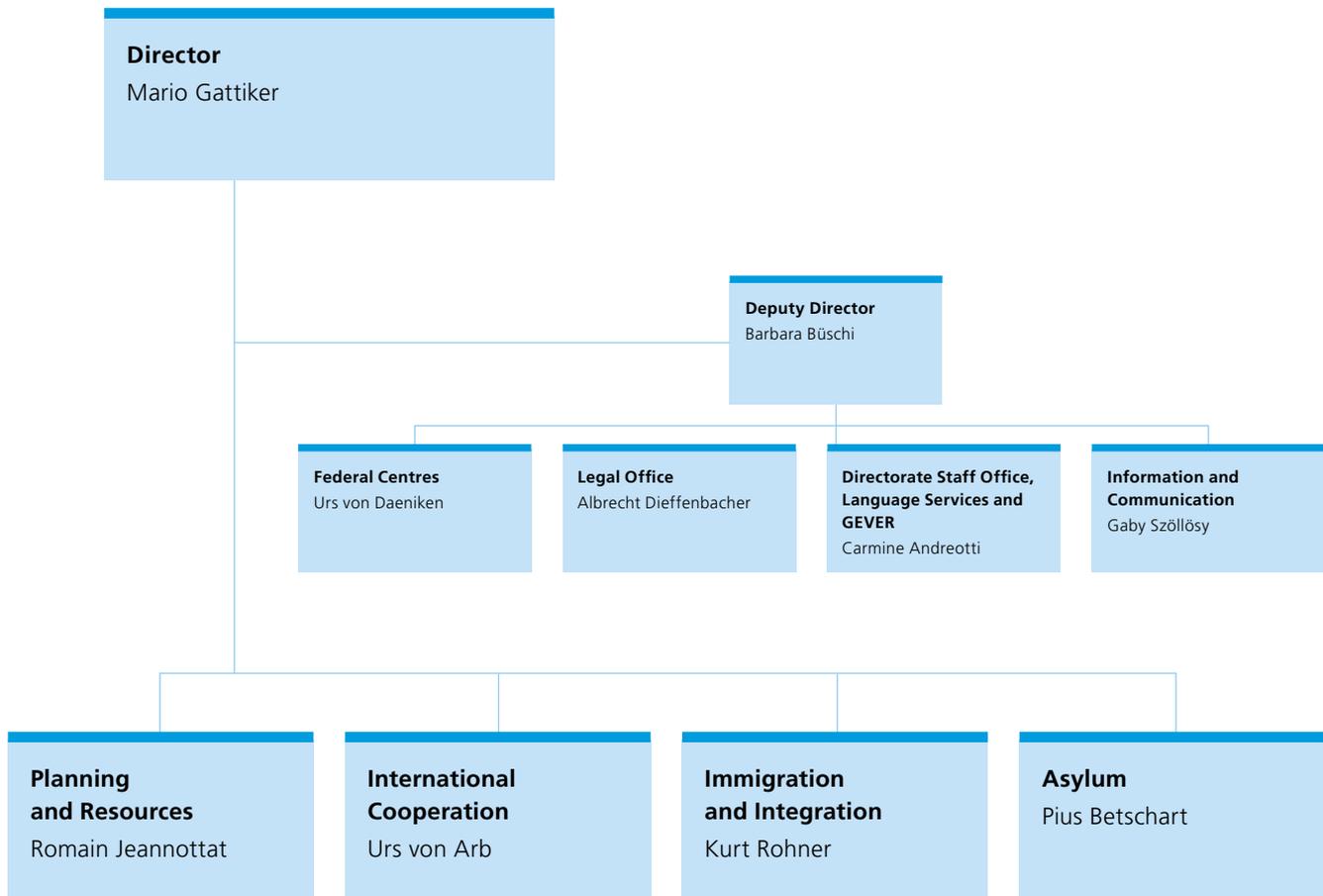
*According to UN reports, each year around 800 000 persons worldwide become victims of international human trafficking.*

# E General information about the FOM



*In 2013, the Federal Office for Migration had 930 employees.*

## Organisation chart



The Federal Office for Migration (FOM) was created on 1 January 2005 from the merger of the Federal Office for Refugees (FOR) and the Federal Office of Immigration, Integration and Emigration (IMES). The FOM establishes the conditions whereby a person may enter Switzerland and live and work there and it decides who receives protection from persecution in Switzerland. The FOM coordinates migration activities at the federal, cantonal and communal levels and is responsible for naturalisations at the federal level. In all areas of migration policy, the FOM actively fosters international dialogue with countries of origin, transit or destination as well as with international organisations.

## 1. “Welcome to the FOM” – Orientation programme for new employees

Is there a recipe for efficient and successful integration of new employees, one that also enables them to become familiar with the rules and values of the employer? Yes, there is: on 1 June 2013, the Federal Office for Migration (FOM) launched an orientation programme enabling new employees to learn about their tasks in a targeted and compact manner and to quickly become productive. Organisation-wide implementation of this orientation programme relieves the burden on FOM divisions and sections, allowing them to focus on imparting more technical expertise to new employees. In addition, new employees receive a more personalised welcome and are able to get to know each other better.

The orientation programme “Welcome to the FOM” ensures that new employees are provided with the same standard information package. The FOM’s Personnel and Organisational Development Service developed the orientation programme in close cooperation with various FOM directorates and executive staff offices.

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The orientation programme  
“Welcome to the FOM” has proven  
to be a valuable tool.

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### Aspects of the orientation programme

One week before their first day of work, new employees receive a welcome kit with initial information and a general overview of the FOM and the Federal Administration. The welcome kit is a way of saying “We look forward to meeting you”.

On their first day of work, new employees are welcomed by the FOM Director or Deputy Director. After this, they are provided with information about the FOM’s main activities. The Human Resources Division then explains the overall structure of the FOM. By the end of the day, new employees understand the tasks, structures and objectives of the FOM as well as the challenges it faces – and will have met many new co-workers.

On the second day of work, new employees meet their supervisors and fellow team members and are shown their workstation. Supervisors use a “Supervisor Checklist” to prepare an individual orientation plan, which enables new employees to blend in with the team and familiarise themselves with their tasks as quickly as possible. An online module is also provided to enable self-study. This module enables employees to gain a good understanding of the various tasks and activities of the FOM, efficiently and at their own pace.

All employees have something to offer and the FOM wants them to feel appreciated from day one. A few months after commencement of work, new employees are invited to a reception where they can ask the FOM Director and Deputy Director questions, exchange views in a relaxed atmosphere and get to know each other better.

The orientation programme has proven to be a valuable tool that has had many positive effects: new employees quickly feel a closer bond with the organisation thanks to the personalised attention and respect that they receive. The orientation also allows them to see the FOM as a whole and not just their individual areas of responsibility.



*Most immigration is guided by the needs of the economy.*

## 2. FOM activities

The FOM's expenditure can be broken down into four categories:

- **Transfer services:** around 79 % of total expenditure relates to support services for asylum seekers; persons admitted on a temporary basis and refugees; costs associated with enforcement of removal orders; costs associated with providing return assistance; costs associated with integration measures for foreign nationals; and costs associated with international cooperation in the area of migration.
- **Payroll:** around 12 % of the total expenditure relates to payroll (including social insurance contributions for all categories of staff) and other associated costs such as initial and continuing education and training.
- **Operations:** around 8 % of the total expenditure relates to running reception and processing centres; maintaining and developing IT infrastructure; consultancy; and other operating costs.
- **Development projects:** around 1% of the total expenditure relates to developing and introducing specialised software applications.

### FOM activities – only major expenditures

(Government accounts for 2010–2013, budget for 2014 including salary measures, financial plan for 2015–2017)

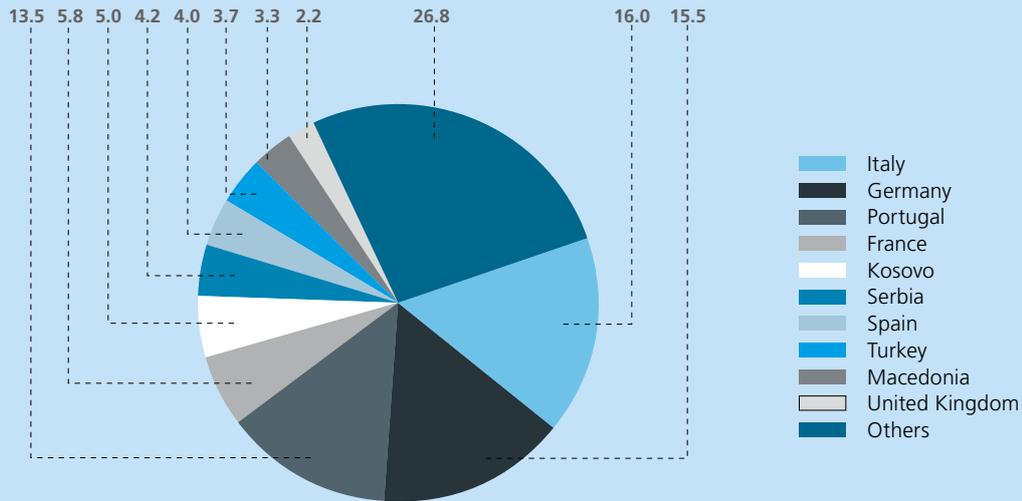




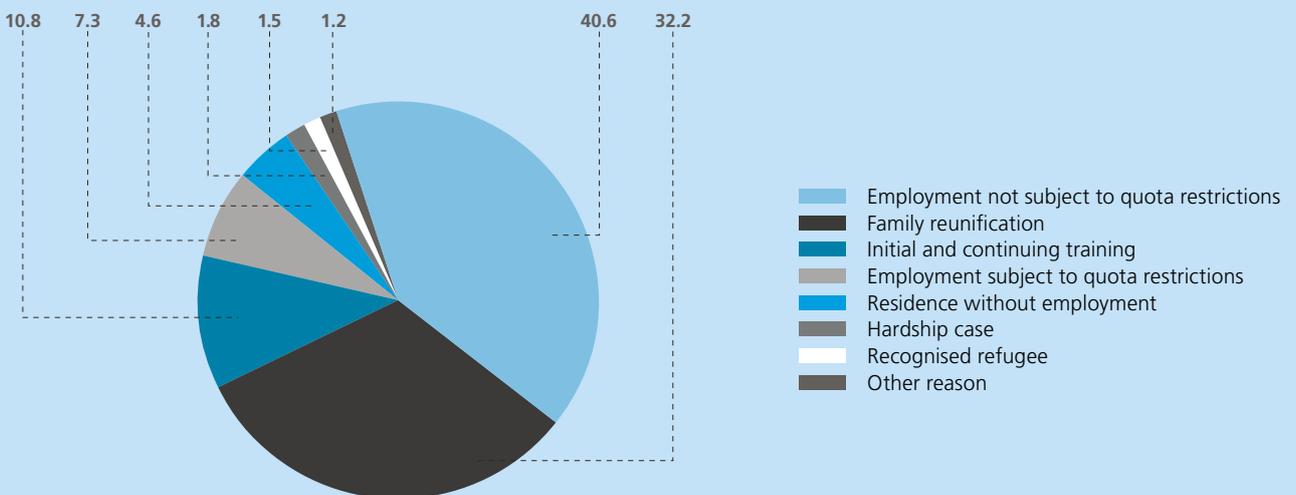
*In 2013, nearly 17 000 people came to Switzerland for the purpose of pursuing initial or continuing training.*

## Appendix

### Usual foreign resident population (in %, on 31 December 2013)

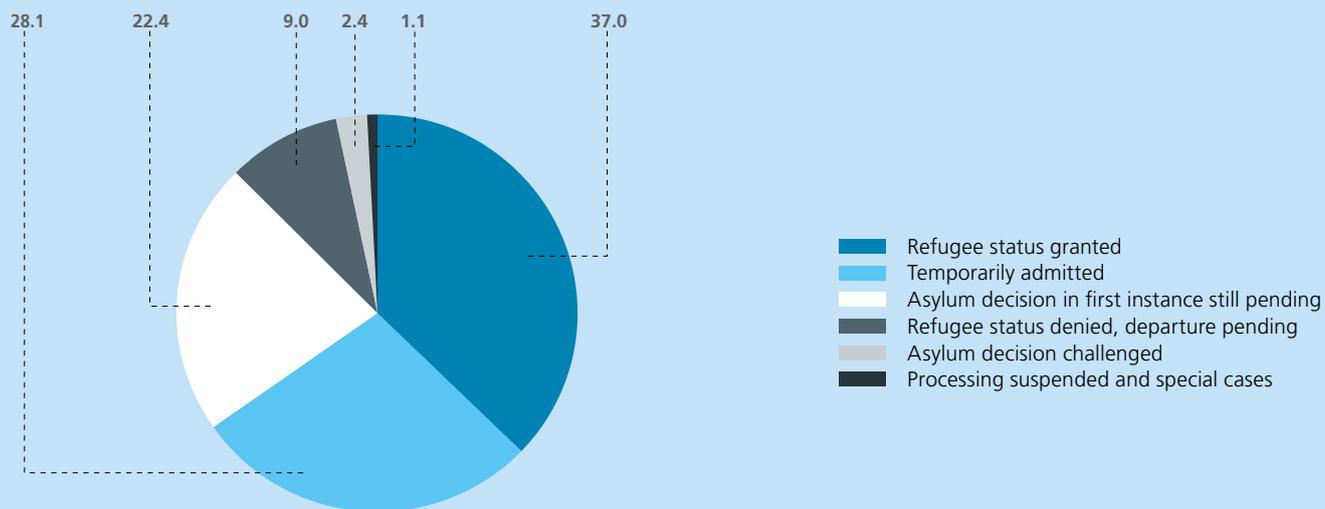


### Reason for immigrating (in %, on 31 December 2013)



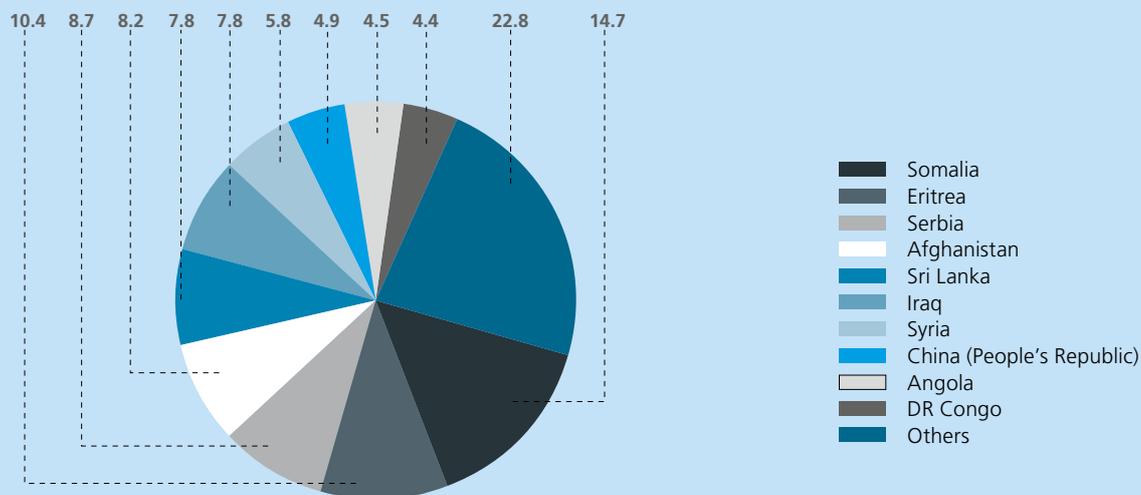
### Asylum figures

(in %, on 31 December 2013)



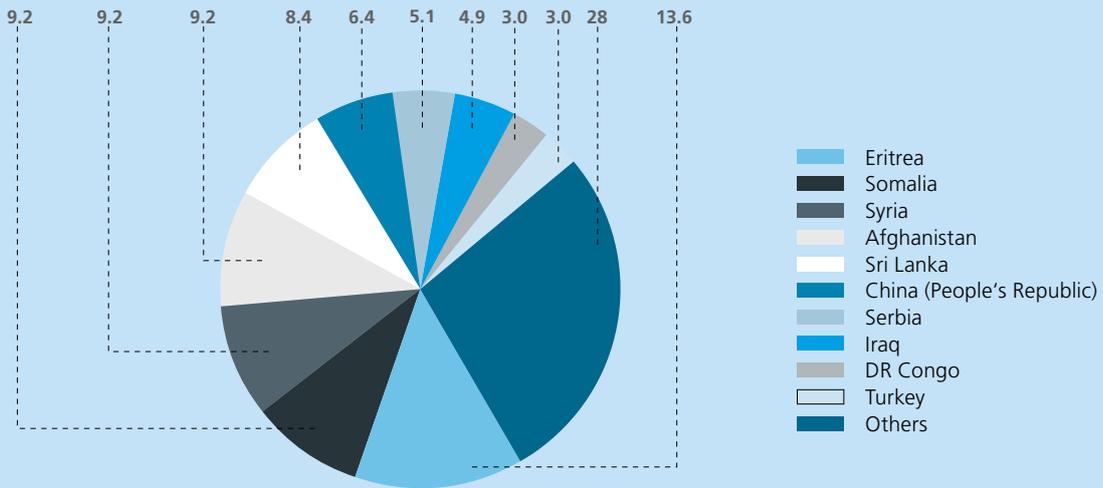
### Asylum applications by country

(in %, on 31 December 2013)



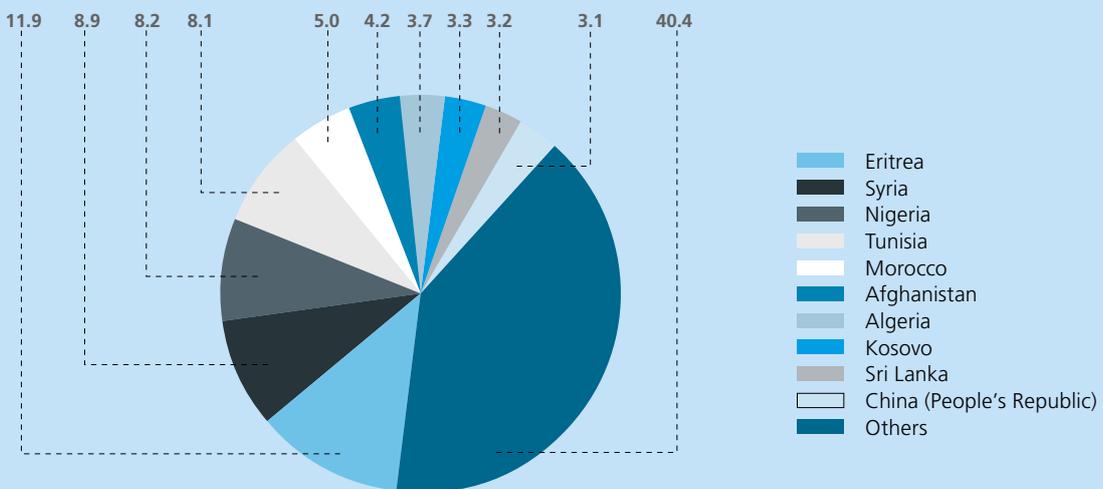
**Asylum seekers**

(in %, on 31 December 2013)



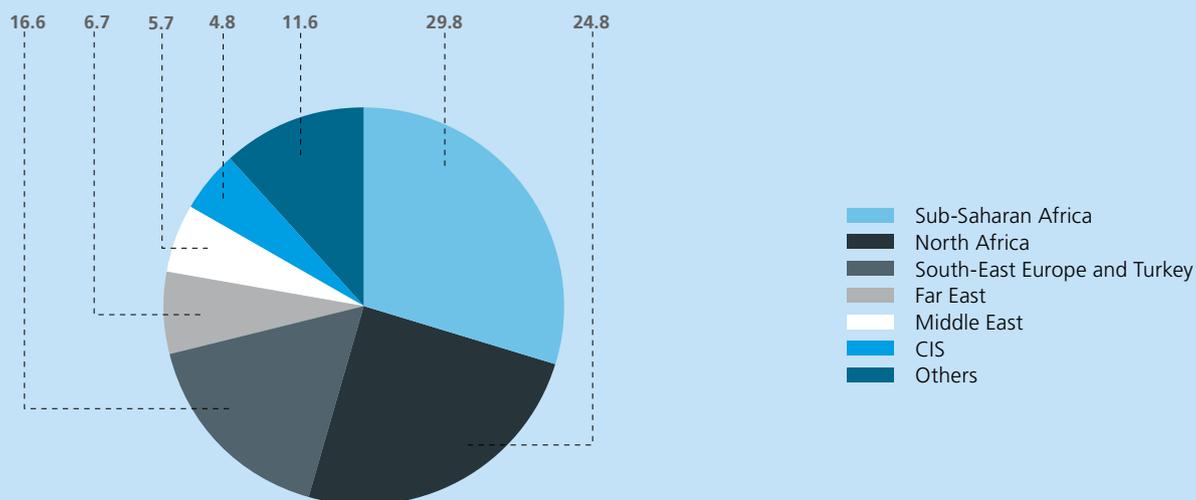
**Asylum applications by country**

(in %, on 31 December 2013)



### Refugee status denied, departure pending, by region

(in %, on 31 December 2013)



### Asylum applications per year

