



# A focus on the IND

Annual results 2008

*Justitie*



Immigratie- en Naturalisatiedienst

In 2008, the IND finalised its *'IND moving with the times'* programme, which produced very good results. During the implementation of this programme we learnt a great deal from our twinning partner, the Social Insurance Bank (SVB). We cleared most of our backlogs, improved our services, and gave structure to the General Amnesty Scheme. These are matters the IND may be proud of. Procedures were improved and have become simpler, and the foundation for the INDIGO information system was laid. In 2009, the IND will start with the introduction of INDIGO on a phased basis. The IND will also prepare itself for the implementation of the Modern Migration Policy and the new asylum procedure.

Key elements for 2009 are satisfied applicants, satisfied employees, and satisfied clients.

A challenge we will gladly assume after all the preparations mentioned above!

## Managed migration

A system for Managing Timeliness (SoT) was introduced, so that more attention is currently paid to a timely handling of applications. The introduction of SoT provided the IND with a better insight into situations when periods threaten to be exceeded. As a result, we can manage the process more effectively, and consequently the IND has been handle applications in a more timely - and thus in a more customer-friendly - manner.

The provision of services to our clients has improved. The telephone lines for private clients were joined into one Managed Migration info line. As a result of this, accessibility has increased and the average waiting time has decreased.

Accessibility of the “labour” and “study” info lines for business clients also increased.

Staff members of the IND offices applied basic principles for the provision of efficient services.

Clients expressed their approval on this in a client satisfaction survey.

In addition, several experimental areas were introduced, in order to gain experience with the Modern Migration policy. One example of this is the Expat Centre Amsterdam Area (ECAA) in which municipalities and the IND provide more flexible procedures to highly skilled migrants. Another example is the Digital Desk for Labour Migrants ([www.arbeidsmigratie.nl](http://www.arbeidsmigratie.nl)) of the IND and the UWV Werkbedrijf (which is the work placement division of the Netherlands Employees Insurance Agency, formerly CWI) which deals with combined applications for residence permits and work permits.

<b>Other managed migration procedures *</b>	<b>2008</b>	<b>2007</b>
Number	27,600	62,800
Number of decisions	26,700	62,500
Files still being processed as of 31-12	1,050	

\* Relate to: withdrawal of VVR, loss of VVR, extension of VVR, return visa

<b>Provisional residence permit (mvv)</b>	<b>2008</b>	<b>2007</b>
Number of applications	49,400	40,250
- of which reduced mvv <i>(including highly-skilled migrants)</i>	15,350	12,900
Number of decisions	45,900	37,950
Number of application review decisions	1,750	3,050
Granted applications <i>(% total no. of decisions, including application review)</i>	75%	74%
Files still being processed as of 31-12	7,250	
Number of application review decisions still to be taken as of 31-12	450	
<b>Regular residence permit (vvr)</b>	<b>2008</b>	<b>2007</b>
Number of applications	60,400	55,000
Number of decisions	58,200	55,250
Number of application review decisions	11,200	22,450
Granted applications <i>(% total no. of decisions, including application review)</i>	80%	66%
Files still being processed as of 31-12	5,850	
Number of application review decisions still to be taken as of 31-12	4,550	
<b>Extensions of regular residence permit</b>	<b>2008</b>	<b>2007</b>
Number of applications	95,800	129,300
Number of decisions	98,450	140,200
Granted applications <i>(% total no. of decisions, including application review)</i>	90%	88%
Files still being processed as of 31-12	7,500	
<b>Short-stay visa</b>	<b>2008</b>	<b>2007</b>
Number of applications	7,950	14,600
Number of decisions	8,050	14,650
Number of application review decisions	5,200	6,700
Granted applications <i>(% total no. of decisions, including application review)</i>	34%	50%
Files still being processed as of 31-12	450	
Number of application review decisions still to be taken as of 31-12	1,050	

### Top 10 nationalities for mvv applications

1. Chinese	5,277	11%	7. Iraqi	2,185	4%
2. Indian	5,000	10%	8. Indonesian	1,580	3%
3. Turkish	4,413	9%	9. Filipino	1,512	3%
4. Somali	3,603	7%	10. Brazilian	1,306	3%
5. Surinamese	2,763	6%	Other	19,291	39%
6. Moroccan	2,470	5%	<b>Total</b>	<b>49,400</b>	

### Top 10 nationalities for vvr applications

1. Turkish	5,567	9%	7. Romanian	1,845	3%
2. Chinese	5,080	8%	8. Surinamese	1,617	3%
3. American	4,840	8%	9. Japanese	1,549	3%
4. Indian	4,097	7%	10. Indonesian	1,496	2%
5. Bulgarian	4,064	7%	Other	27,412	45%
6. Moroccan	2,833	5%	<b>Total</b>	<b>60,400</b>	

<b>MVV applications according to purpose of stay</b>	<b>% of total number of applications</b>	<b>% granted applications for each purpose of stay</b>
Family formation/reunification	54%	64%
Work	7%	81%
Study	17%	96%
Highly-skilled migrants	14%	96%
Other	8%	74%
<b>VVR applications according to purpose of stay</b>		
Family formation/reunification	36%	93%
Work	8%	87%
Study	15%	97%
Highly-skilled migrants	12%	98%
Other	29%	79%

## Asylum

In 2008, the influx of asylum seekers increased, mainly from Iraq and Somalia. At the beginning of 2008, there was also a sudden, nonrecurring increase in asylum applications by Chinese.

In close collaboration with the cooperating organisations, the implementation of the Application Centre (AC) procedure was started at the reception centre in Zevenaar. New to the IND is that asylum seekers who follow the AC procedure in Zevenaar spend the night elsewhere.

The IND participated in an ex ante implementation review (EAUT) of the policy proposals for an improved asylum procedure. In this review, particular attention was paid to feasibility and costs. One of the recommendations was to design a programme to be applied

throughout the whole system of cooperating organisations, to ensure that the implementation of the improvements would proceed as smoothly as possible for all organisations involved. In the course of 2008, the necessary preparations were made to this end.

In 2008, the pilot project 'Protected Reception of UMAs at Risk' was started. This pilot project is directed at unaccompanied minor asylum seekers (UMAs) aged 13 and upwards, who may be victims of human trafficking and who are considered to be at risk of disappearing. With protected reception and intensive supervision, the risk of disappearing should be reduced to a considerable degree. In order to accelerate the decision-making procedure, the IND collaborated closely with its cooperating organisations.

## Pronouncement of undesirability

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A pronouncement of undesirability is the decision of the Minister of Justice to deny a foreign national permission to enter the Netherlands. This pronouncement is made when a foreign national has committed a serious crime. If a

foreign national who has been pronounced undesirable is found in the Netherlands, he is liable to punishment (Section 197 of the Penal Code). The foreign national may request the withdrawal of the pronouncement of undesirability

<b>Influx of asylum seekers</b>	<b>2008</b>	<b>2007</b>
AC influx 1st application	12,600	6,300
AC influx 2nd or subsequent application	1,700	2,100
Other influx of asylum seekers	1,000	1,350
<b>Total</b>	<b>15,300</b>	<b>9,750</b>
% unaccompanied minor asylum seekers	5%	6%
% applications granted in AC	10%	13%
% applications rejected in AC	11%	15%
<b>Asylum procedures (incl. asylum-related)</b>	<b>2008</b>	<b>2007</b>
Number	20,650	22,300
Number of decisions	15,700	25,750
Number of application review decisions	1,350	2,950
Granted applications <i>(% total no. of decisions, including application review)</i>	43%	47%
Files still being processed as of 31-12	11,200	
Number of application review decisions still to be taken as of 31-12	400	

<b>Top 10 asylum nationalities</b>					
1. Iraqi	5,300	35%	7. Armenian	250	2%
2. Somali	4,000	26%	8. Sierra Leonian	200	1%
3. Afghan	700	5%	9. Sri Lankan	200	1%
4. Chinese	600	4%	10. Guinean	150	1%
5. Iranian	400	3%	Other	3,200	20%
6. Eritrean	300	2%	<b>Total</b>	<b>15,300</b>	

<b>Pronouncement of undesirability</b>	<b>2008</b>	<b>2007</b>
Number of decisions	2,100	1,700
Number of pronouncements of undesirability	1,550	1,300

after a specific period. The length of this period depends on the criminal acts in respect of which the foreign national was pronounced undesirable.

## Legal representation

<b>Handling of regular procedures</b>	<b>2008</b>	<b>2007</b>
Appeal	8,250	11,000
Appeal declared well-founded by judge	19%	22%
Appeals declared well-founded by judge excluding appeals against overdue decisions	16%	16%
Provisional ruling	7,700	12,650
Applications granted in provisional rulings	1,100	1,350
<b>Handling of asylum procedure</b>	<b>2008</b>	<b>2007</b>
Appeal	5,050	8,500
Appeal declared well-founded by judge	17%	19%
Appeals declared well-founded by judge excluding appeals against overdue decisions	14%	13%
Provisional ruling	3,150	3,650
Applications granted in provisional rulings	1,350	1,850
<b>Handling of Habeas Corpus procedures</b>	<b>2008</b>	<b>2007</b>
Number	22,150	22,950
Number of applications granted in provisional rulings	1,650	1,250

In 2008, there was again a decrease in the number of court proceedings initiated and dealt with within the IND. Because of improved planning, it is now possible to considerably shorten the processing times for the backlog of files now awaiting processing by the courts.

The IND strives for the highest quality possible in its legal representation. The mechanisms developed in 2007 to make quality measurable and manageable were introduced in 2008 and produced the necessary results. The percentage of IND decisions upheld by the court in 2008 increased across the board compared to 2007.



# Naturalisation

<b>Naturalisation</b>	<b>2008</b>	<b>2007</b>
Number of applications	24,500	27,100
Number of decisions	26,200	26,650
Number of application review decisions	1,700	1,300
Granted applications <i>(% of total no. of decisions, incl. review decisions)</i>	85%	81%
Files still being processed as of 31-12 <i>(excl. review decisions)</i>	9,900	

In 2008, much was done to further improve the quality and efficiency of the naturalisation process. The decision-making quality is measured at two moments of decision-making: at the moment the application is sent on by the municipality and at the moment of decision-making by the IND. As a result of the use of this method - which we adopted from the Social Insurance Bank (SVB) - we were able to make various improvements, both short-term and long-term actions. The results have meanwhile become visible and are satisfactory.

In addition, several pilot projects were started to further streamline the decision-making process among the cooperating organisations. Together with the Municipality of Rotterdam a pilot project was started to ensure that the applications are as complete as possible at an early stage. In this way, processing time is sped up and naturalisation applications are completed more quickly.

# Glossary

## **Regular permits**

A *provisional residence permit (mvv)* is an entry visa for residents of most countries outside of the European Union who want to stay longer than three months in the Netherlands. For stays in the Netherlands of less than three months, a *visa* application is necessary. Companies and educational institutions who submit more than ten mvv applications per year for foreign workers and students can make use of a shortened application procedure (*reduced mvv*). As soon as the alien has entered the Netherlands with a mvv, he/she must apply for a *regular residence permit (vvr)*. The vvr must be periodically extended (*extensions*).

## **Modern Migration Policy**

The government wants to make a fundamental review of the admissions policy in order to be able to respond quickly and decisively to the needs of society and the employment market and to make optimal use of the possibilities offered by migration.

## **EAUT**

An *ex ante* implementation review (EAUT) examines the consequences of implementing a new policy.

## **UMA**

Unaccompanied Minor Asylum Seeker.

## **Cooperating Organisations**

The IND collaborates closely with several partners, such as the Aliens Police, the Royal Marechaussee, the Repatriation and Departure Service (*DT&V*), the Central Agency for the Reception of Asylum Seekers (*COA*), and the International Organisation for Migration (*IOM*). Each partner has its own responsibility arising from the Aliens Policy. Please visit [www.ind.nl](http://www.ind.nl) for more information on our partners.

## **W-document**

A W-document is an identity document for asylum seekers during their procedure.

## **The Residence Wizard**

The Residence Wizards helps website visitors with finding information about the steps to take towards residing in the Netherlands.

## **INDIGO**

IND's information system based on new working processes.

## **Sponsor**

(Principal) person with whom the foreign national wants to stay in the Netherlands.

## Legal representation

*Appeal:* if an application for admission to the Netherlands is refused, the alien may submit an appeal against the decision before the judge of the Aliens Chamber.

*Provisional ruling:* an alien can request a provisional ruling if he/she wants to wait for the ruling in his/her appeal or review case in the Netherlands.

*Appeal to the Council of State:* if an asylum seeker does not agree with the ruling of the judge, he/she can, in most cases, submit an appeal to the Council of State. The IND can also submit an appeal to the Council of State against the ruling of a judge.

*Habeas Corpus (detention):* an alien who is in the Netherlands illegally or an alien to whom access has been refused at the Dutch border is taken into detention. After several weeks, the judge must examine whether the detention is lawful or not. This is the Habeas Corpus procedure.

## Accessibility

### Website

IND's website ([www.ind.nl](http://www.ind.nl)) supports the IND in performing its tasks by clearly setting out the admission, residence, and naturalisation procedures.

The information on the website assists the client in going through these procedures. In addition, interested citizens can browse the website for subjects such as an explanation of the implementation of the Aliens Policy and the IND as an organisation.

The IND aims at optimal transparency and is always seeking ways to perform its work as well as possible. Therefore, a suggestion box and the publication of internal operational instructions were added to the website in 2008.

The website's visitor statistics show that [www.ind.nl](http://www.ind.nl) was visited three millions times by 1.2 unique visitors in 2008. The Residence Wizard was by far the best-visited part of the website.

Since 2008, people could also access the website [www.newtoholland.nl](http://www.newtoholland.nl). With this website it has become easier for both the foreign national and the sponsor to see what has to be arranged and with which organisations those foreign

<b>Accessibility by telephone</b>	<b>number of enquires</b>	<b>average accessibility</b>
Managed migration	466,100	92%
Asylum	28,300	74%
Naturalisation	27,700	99%
Public information	229,800	90%
Co-operation authorities line	144,950	92%
<b>Total</b>	<b>896,850</b>	<b>91%</b>

nationals planning to come and stay in the Netherlands will have to deal. Contributions to this website are not only made by the IND but also by other organisations, including the Tax and Customs Administration (*Belastingdienst*), the Information Management Group (*IB-groep*), the Social Insurance Bank (*SVB*), and the UWV Werkbedrijf. One of the objects of the Manifest Group (*Manifestgroep*), of which these organisations are members, is to improve the provision of services to clients by close collaboration.

### **Telephone service**

In 2008, the IND took steps once more to improve telephone accessibility and the quality “on the line”. The employees of the telephone front desk - the department where all 0900 calls come in first - now have a knowledge database at their disposal. With the aid of this

knowledge database they can immediately answer many questions of clients.

In addition, a further concentration of the telephone service was effected. This resulted in improved average accessibility. The IND aims to organise its telephone service in a generic front office and a back office for public and business services by 2009. As a result of the improved accessibility, the number of calls decreased considerably.

# Documents

<b>Documents</b>	<b>2008</b>	<b>2007</b>
Regular temporary residence permit	148,600	139,550
Regular permanent residence permit	35,250	92,600
Temporary asylum residence permit	7,700	6,100
Permanent asylum residence permit	3,550	8,150
Residence permit for community citizen	5,050	4,550
W-document	15,300	14,900
<b>Total</b>	<b>215,450</b>	<b>265,850</b>

The number of documents issued to foreign nationals fluctuates annually. This is related to the fact that permanent residence permits are valid for a maximum period of 5 years and the “issue peaks” from the past repeat themselves periodically. In 2008, for example, 60,000 fewer permanent residence permits were issued than in the previous year, but 10,000 more documents for temporary residence were issued. This was mainly due to the General Amnesty Scheme.

The IND clearly noticed that the increasing attention for identity and document fraud was effective. Its Documents Office received 50% more requests to examine documents for genuineness, amounting to more than 10,000 documents. Nearly 1 out of the 10 documents examined proved to be false or forged. One of the most important reasons for this increase was the use of DISCS (the reference system for identity and source documents developed by the IND), which is, by now, also combined with Edison TD (the reference system for passports).

## IND staffing

	<b>Male</b>	<b>Female</b>	<b>2008</b>	<b>2007</b>
Number of FTE's	1,412	1,798	3,210	3,410
Scale 1 - 10	890	1,439	2,329	2,533
Scale 11 and above	522	359	881	877
Younger than 35	342	816	1,158	1,332
35 - 45 years	540	656	1,196	1,222
Older then 45	530	326	856	856

## Complaints

	numbers		complaints in relation to procedures	
	<b>2008</b>	<b>2007</b>	<b>2008</b>	<b>2007</b>
<b>Complaints</b>				
Managed migration	2,420	3,543	0,8%	0,8%
Asylum	593	782	1,8%	2,0%
Naturalisation	91	172	0,2%	0,4%
Other	217	324		
<b>Total</b>	<b>3,221</b>	<b>4,821</b>	<b>0,8%</b>	<b>1,0%</b>

After the substantial decrease in complaints in previous years, the IND again received 31% fewer complaints in 2008 than in 2007. This decrease is the result of quicker decisions on applications and applications for review, and the implementation of measures to improve the provision of services even further.

Forty-three percent of the complaints related to the processing time, and fifty percent related to the provision of services. Other complaints related to the treatment

by the IND employees or to the Aliens Policy. The majority of the complaints (93%) were settled within the statutory period of six weeks; 55% were settled within three weeks.

An audit was conducted for the first time by TNO in connection with the IKM 3000 certification procedure for integral client management. The IND obtained the "IKM 3000 committed" status. The recommendations from the audit report will be realised in 2009.

## IND moving with the times

The tasks that were part of the '*IND moving with the times*' Programme were finalised at the end of 2008 and, where necessary, transferred to the present organisation.

The object of '*IND moving with the times*' was to structurally improve the IND's performance. During the implementation of the programme (three years) this resulted in improvements in IND's operations, such as a substantial decrease in the number of complaints, cleared backlogs, and improved telephone accessibility. In addition, the provision of services improved as a result of, among other things, more flexible procedures for students and highly skilled migrants as well as the realisation of the IND Desk.

In 2008, the IND focussed explicitly on designing IND's structural reform. The new INDIGO information system will be introduced on a phased basis in 2009. An IND Careers Advisory Agency was set up for the purpose of personnel development. This advisory agency will give

employees the opportunity to plan their own careers. Finally, the IND Training Centre aims at supporting IND's strategic objectives as a whole and a Management Development Programme and a course on providing services were started.

At the end of 2008, the twinning between the IND and the SVB ended as agreed. The twinning with the SVB was valuable; assisted by the SVB, the IND succeeded in implementing a number of successful changes in the areas of services, quality and promptness.

The IND Social Advisory Council (*Maatschappelijke Adviesraad IND*) that was formed in 2007 was actively involved in implementing the '*IND moving with the times*' reform programme. By means of the Social Advisory Council, the IND gave structure and substance to openness towards society, and IND stakeholders could obtain an understanding of IND's objectives and working procedure.

# General Amnesty Scheme

At the end of December 2008, the General Amnesty Scheme was finalised. The scheme entered into force on 15 June 2007 and was aimed at settling the legacy of the former Dutch Aliens Act.

In 2008, 6,900 foreign nationals obtained residence permits on the basis of the General Amnesty Scheme. Together with the residence permits granted previously (in 2007), this resulted in granting residence to 27,300 foreign nationals.

In total, 20,000 procedures were withdrawn and in respect of 6,000 foreign nationals it was established that they did not comply with the

criteria of the General Amnesty Scheme. For the purpose of implementing the General Amnesty Scheme, the IND collaborated closely with cooperating organisations such as the Repatriation and Departure Service (*DT&V*), municipalities, the Association of Netherlands Municipalities (*VNG*), and the Central Agency for the Reception of Asylum Seekers (*COA*), but also with interest groups such as INLIA (International Network of Local Initiatives) and the Dutch Refugee Council. This collaboration and good preparations were decisive for a smooth proceeding of the General Amnesty Scheme.

This folder provides an overview of the most important results obtained by the IND. Large numbers have mostly been rounded off to the nearest hundred. An overview of all annual results (figures) can be found on the IND's website ([www.ind.nl](http://www.ind.nl)).

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