



Immigration and Naturalisation
Service
Ministry of Security and Justice

The IND explained

Annual results 2012

Contents

Preface	4
Inflow and decisions	6
Services	13
Enforcement	21
Operations	23
Cooperation in international contexts	27

Preface

He who sows shall reap rewards. 2012 was a year during which the IND made investments across the board in order to retain its status as a 'future proof' organisation.

There was ongoing development of the new information system INDiGO and most of the files from the old system, INDIS, have now also been converted, meaning that INDiGO is now our primary information system.

Our telephone and desk employees conducted a pilot study of the advantages and disadvantages of a less formal approach to clients and it soon became clear that a friendly call seems to be much more effective than a distant, formal letter. As a result, both client and employee satisfaction have increased. In 2013, we will be introducing this on a much larger scale wherever possible.

We have made substantial investments in shortening the time it takes to process asylum and naturalisation. This has proven successful and is reflected in the fact that we no longer have an issue with backlogs.

Together with our chain partners, we have also made a very promising start on charting how and where more intensive collaboration could be advantageous. Improved quality, greater efficiency and cost savings are just a few of the many benefits to be achieved both in the sphere of execution and operations (accommodation, collective purchasing, shared services).

This is also clearly necessary as 2012 was also the year in which a new coalition agreement was created for the coming period, with a challenging set of financial tasks for the entire chain of foreign nationals.

It also encompassed the introduction of the so-called child pardon, on which we have now started work.

In the short term, as of 1 June this year, the Modern Migration Policy act will also come into force and impact upon our programme. The significant simplification of regular procedures and the introduction of mandatory sponsorship for most migrants and further enforcement options (including governmental fines) represent important milestones. Milestones, however, that will involve challenges for us.

This abbreviated annual report provides our production figures. It is more general and less detailed this year as a result of working with two systems and the conversion from the old system to new one. You can also find details of the investments we made in 2012. We hope these begin to bear fruit this year.

R.J.T. van Lint
Director IND

Inflow and decisions

The IND is the admissions organisation for the Netherlands. The IND takes decisions, on behalf of the Secretary of State for Security and Justice, regarding residence applications (regular and asylum) and naturalisation requests. On behalf of the Minister of Foreign Affairs, the IND also processes some of the short stay visa applications.

In 2012, the IND used both the old information system INDIS and the new information system INDiGO. Work began on converting files from INDIS to INDiGO. As a result of this, only limited figures are available (temporarily).

Regular residence

In 2012, the number of applications for a Regular Provisional Residence Permit (mvv) dropped, as did the number of decisions in relation to these requests. In total, 45,750 mvv's were processed.

The Chinese, Indian and Turkish nationalities formed the top three nationalities for mvv applications granted in 2012.

In 2012, a further 58,500 applications for a regular residence permit (vvr) were submitted to the IND. This is slightly less than in 2011. The number of processed vvr requests slightly increased.

The Chinese, American and Indian nationalities formed the top three nationalities for vvr applications granted in 2012.

Regular residence	2011	2012	difference
• mvv applications	49,700	46,600	-6.3%
• mvv decisions	48,900	45,750	-6.5%
• vvr applications	58,950	58,500	-0.7%
• vvr decisions	53,150	53,800	+1.2%
• Applications for short stay	2,400	1,500	-39%
• Decisions visa short stay	2,350	1,400	-41%

The figures have been rounded to the nearest 50. This method of rounding can lead to discrepancies with other, external reports. The difference percentages in the various tables have been calculated using un-rounded figures.

Asylum

In 2012, the number of first asylum requests reduced from 11,600 to 9,800 applications. The number of second or subsequent asylum applications increased from 3,050 to 3,800, a continuation of the increasing line over the past few years. This is a trend that is also evident in a number of other European countries. The Iraqi, Afghan and Somali nationalities formed the top three nationalities for asylum applications in 2012, as they did in 2011.

Asylum	2011	2012	difference
• First application	11,600	9,800	-15%
• Second and subsequent applications	3,050	3,800	+26%
• Total number of asylum applications	14,650	13,650	-6.8%
• Total processed asylum applications (<i>including decisions after well-founded appeal and withdrawal decisions</i>)	19,050	15,650	-18%
• Totaal afgehandelde aanvragen Asiel vervolg	5,350	7,200	+35%

Legal representation

The IND's legal representatives act on behalf of the State Secretary for Security and Justice in appeal cases. Among other things, this involves requests for a provisional ruling, appeals to the Council of State and Habeas Corpus (detention cases). In total slightly fewer cases were submitted to the IND in 2012 than in 2011. Fewer cases were processed too as a result of court planning.

Legal representation	2011	2012	difference
• Number of appeal cases	52,950	48,750	-7.9%
• Processed appeal cases	52,750	45,850	-13%

Documents

The IND provided more residence documents in 2012 than in 2011. Primarily, the number of 'temporary regular residence permit' and 'residence permit for community citizens' documents increased. The number of issued 'temporary regular residence permits' and 'W-documents' (for foreign nationals awaiting an asylum decision) reduced.

Documents	2011	2012
• Temporary regular residence permit	103,650	120,150
• Permanent regular residence permit	60,000	55,150
• Temporary asylum residence permit	12,150	9,400
• Permanent asylum residence permit	5,900	6,950
• Residence permit for community citizens	3,200	9,950
• W-document	14,800	8,600
• W2-document	10,100	8,500
<i>Total</i>	<i>209,800</i>	<i>218,700</i>

Naturalisation

The number of applications for naturalisation as a Dutch citizen rose in 2012 from 26,300 to 28,900. This is the result of foreign nationals that were issued, in 2007 and 2008, with regular residence permits on the basis of the General Pardon being able to apply for naturalisation as a Dutch citizen from 2012.

The number of cases processed increased dramatically. This was the result of extra efforts in terms of processing outstanding demands.

Naturalisation	2011	2012	difference
• Number of applications	26,300	28,900	+9.8%
• Processed applications	22,650	32,750	+45%

Dutch Caribbean

The IND is responsible for processing residence applications and naturalisation requests in the Dutch Caribbean (Bonaire, Sint-Eustatius and Saba). In 2012, numbers were slightly higher than 2011. The number of completed procedures also rose slightly.

Dutch Caribbean	2011	2012	difference
• Number of applications and requests	5,350	5,600	+4.9%
• Completed procedures	5,600	5,750	+3.1%

Services

In 2012, the IND invested heavily in optimising services.

Customer satisfaction

In 2012, TNS Nipo and the IND conducted research into customer satisfaction within the two client channels, i.e. services provided by the Client Information Centre and the IND helpdesks. This research showed that clients are generally satisfied with these services. The clients gave the Client Information Centre a score of 6.9. The desks scored 7.6. We are fulfilling our agreements, according to the clients. And our staff are generally friendly and knowledgeable. People are also satisfied with the IND's availability and opening hours. There are, however, also points for improvement. The clients would like to be better informed about the progress of applications and how long the procedure will take. We will, of course, work on these points in order to improve the services we offer.

Desks

In 2012, the desk units were successful in making decisions on the majority of the requests submitted via this facility. Only elaborate cases, such as those that required further investigation (e.g. medical advice or in the event of suspicions of fraud) were sent onto the decision-making units. The ability of the desks to process their requests led to shorter processing times. The client was therefore provided with a rapid response to his request and the administrative burden for the IND remained limited.

In autumn 2012, the Amsterdam desk moved from the Orlyplein near the Amsterdam Sloterdijk station to the Stadhouderskade in central Amsterdam.

From 23 October onwards, clients were able to access all desk services at this new location.

Client information centre

The Client Information Centre (KIC) processed almost all of the incoming telephone calls for all IND departments. In addition to providing explanations and making desk appointments, this department also provides presentations and processes e-mail requests. The employees provide both written and telephone-based information on behalf of the entire IND. The KIC comprises a Front desk and a Back office.

The KIC answered an average of 1,800 e-mails from clients every month in 2012. In 2012, the Front desk conducted almost 2,200 meetings with clients every day. In the Back offices, almost 450 meetings took place each day on the more complex issues. The KIC's Business Services department conducts all meetings with the chain partners, such as the Repatriation and Departure Service, the municipalities, the Aliens Police and legal representatives. This amounted to an average of 450 meetings per day in 2012.

Availability

	2011	2012
• Total number of incoming calls	678,400	637,800
• Average telephone availability	84%	89%

The figures in this table specifically focus on telephone availability on the general 0900 number for the IND (0900 1234561).

IND Website

In 2012 a great deal of work went into creating a new IND website as of 1 April 2013, technically combining the Client Service Information Guide, the Digital Labour Migration Desk UWV/IND (www.arbeidsmigratie.nl) and a document site.

In anticipation of this, *the Pilot digital applications for highly-skilled migrants and authentication of employers began successfully on www.ind.nl in 2012; this pilot offers employers the option to complete an online application in order to be granted access to the highly-skilled migrant procedure.*

Asylum registration desk Ter Apel

Since 2011, at the asylum registration desk in Ter Apel, registrations have been classified and registered at an early stage in order to be able to customise processes more effectively. This means that in 2012, so-called Dublin-claims (European agreement about processing asylum seekers in the country in which they first submit their applications) could be recognised and commenced during the registration procedure itself.

In addition, enforcement activities within the context of fraud and abuses of the asylum procedure could be initiated at a very early stage. Asylum-seekers who were registering for a repeat asylum request could also be planned in immediately after registration.

In November 2012, work started on granting asylum requests for foreign nationals in possession of an mvv for a family reunification journey (family members following those who have already requested asylum) before the General Asylum procedure. As a result, many of these applicants are able to join their families within one week.

In 2012, around 12,500 asylum-seekers registered at the desk in Ter Apel.

Talking works! and Effective Conversations

In 2012, the IND continued the use and ongoing development of a less formal approach to client contact. This IND programme - *Talking Works! (Praten Werkt!)* - connects into the state-wide programme *Pleasant contact with the government (Prettig contact met de overheid)*. This approach seems to lead to an increase in client satisfaction, a reduction in the number of procedures, a reduction in costs and an increase in employment satisfaction among civil servants.

In 2012, the IND conducted the *Effective Conversations (Goed Gesprek)* pilot. In this pilot, the informal approach was united with a secure public task. This pilot demonstrated that the use of the informal approach also leads to lower levels of aggression. The employees feel safer and are less scared of confrontation and, as a result, find their work to be more pleasant. At the same time, they also know what they must do

in order to prevent aggression and how to respond if it occurs. As a result of the success and the broad application – also within other organisations – *Effective Conversations* has been nominated for the Secure Public Task Award 2012.

This approach has now moved from being a pilot to becoming a permanent aspect of our working methods.

Processing times

The IND endeavours to make prompt decisions (within the legal limit or the period agreed with the foreign national) on applications or appeals. The table shows the percentage of cases, per process, that were completed within the agreed period compared to the target percentage as included in the IND’s budget. The departments Regular Immigration (Economic and Social) and Naturalisation did not achieve the agreed target of 100% because of the transfer from the old system INDIS to INDiGO.

Processing times

	actual	target	difference
• Asylum	88%	85%	+3%
• Regular	89%	100%	-11%
• Naturalisation	91%	100%	-9%

Upholding decisions

An indicator of the quality of a decision is the willingness of a court to uphold the IND’s decision regarding an application or appeal. The table shows the percentage of decisions upheld compared to the target percentage for the departments Asylum and Regular. These departments more or less achieved the target values.

Upholding decisions

	actual	target	difference
• Asylum	86%	85%	+1%
• Regular	79%	80%	-1%

Complaints

In 2012, the absolute number of complaints compared to 2011 increased from 4,440 to 4,750. Most complaints related to the time taken to process an application. Of the complaints processed, 83% were completed within the legal time limit of six weeks.

Complaints

	2011	2012
• Number of complaints	4,440	4,750
• Prompt completion complaints (target 90%)	91%	83%

If a prompt decision is not made regarding an application or appeal, the IND can be issued with a notice of default by the client on the grounds of the Penalty Act and appeal for late decisions. Since 1 October 2012, there has been an automatic penalty regulation for requests, mvv applications, applications for a residence permit (asylum and regular) and appeals submitted on or after 1 October 2012. In addition to these automatic penalties, if the IND is notified of default, penalties can also be imposed on the IND by a court.

The number of default notices submitted in 2012 was 3,819. This is an increase of 33% compared to 2011 (2,878). In 2012, 3,806 notices of default were processed.

Enforcement

The IND applies an enforcement approach referred to as 'systematic' enforcement. This essentially involves the IND taking serious enforcement measures if the risks of fraud and abuse are considered to be high. A focussed enforcement approach also benefits the position of bonafide clients that, in the context of effective service provision, will hardly even notice this approach is being used.

Spearheads in 2012

In 2012, the IND developed a range of activities for removing bogus knowledge enterprises from the highly-skilled migrants scheme, approaching incorrectly documented and undocumented foreign nationals abroad and tackling sham marriages and relationships at as early a stage as possible. In 2012, the IND also worked on tackling problematic EU subjects and sham constructions within the context of labour. In addition, the instrument of continuous control, i.e. checking the continuous fulfilment of the conditions set for residence or recognition, were further developed, improved and successfully applied. This also applies to the analysis, registration and follow-up of fraud signals.

Collaboration with chain partners

In 2012, ties with the Aliens Police, Royal Netherlands Marechaussee, the Central Agency for the Reception of Asylum Seekers and the Repatriation and Departure Service were further strengthened. Collaboration with the Tax Department, the Chamber of Commerce, the Netherlands Employees Insurance Agency, the Ministry for Social Affairs and Employment and the Executive Agency for Education was also intensified. In 2012, an automatic link was realised with the criminal law chain system. Thanks to this connection, the IND is better able to respond to criminal convictions concerning foreign nationals.

Biometrics: residence documents with a chip

Since May 2012, the IND has been issuing residence documents which have a photo and signature and also fingerprints on the chip. Taking fingerprints and placing these on the residence document is set to be introduced in a phased manner for each target group. In 2012, a start was made with new asylum inflow and invited refugees. As of January 2013, biometric data is also recorded with respect to desk applications. The basic principle is that the biometric data is taken during the first contact with the applicant. Work is taking place with the Foreign Office on the option of recording biometric details when applications are made at foreign sites.

Operations

The IND is an agency of the Ministry of Security and Justice. The IND is financed by this department in order to carry out its tasks. In 2012, the IND achieved a small positive result, INDiGO became the primary system used by the IND and chain collaboration was intensified.

Incomings and outgoings

The IND's income amounted to around € 364 million in 2012. Most of this amount (circa 80%) comes from the department. The remaining part (circa 20%) is made up of income from fees. The costs for the IND in 2012 were slightly less than € 364 million and, as a result, there was a small positive result (€ 500,000). The IND's costs are largely made up of personnel costs (circa 58%). The remaining portion (circa 42%) relates to the cost of materials.

Fees

On 26 April 2012, the Court of Justice ruled in the infraction procedure brought by the European Commission against the

Netherlands regarding the fees for long-term residents. In October 2012, the Council of State ruled on the level of fees. As a result of both rulings, the fees for certain categories of application have been reduced. On the basis of the ruling in April, many foreign nationals have been refunded fees that had been paid previously. Fees that are to be refunded as a result of the October ruling will be paid out at the beginning of 2013. Four million Euros have been set aside for this purpose.

Personnel deployment

The total number of employees working for IND at the end of 2012 was 3,478 FTE. Within this total figure, the number of civil servants remained at the same level as 2011 (around 2,900). External recruitment increased from 13% in 2011 to around 17% in 2012. The reason for this increase in external hiring is connected to the implementation and conversion of INDiGO and the processing of backlogs.

INDiGO

INDiGO became the IND's primary system in 2012. In order to achieve this, the IND made significant progress in 2012. New versions of INDiGO have been developed and made available for the employees. As a result, improvements have been implemented and the user-requirements of employees as well as legislation and regulations have been included within the

system. These new versions of INDiGO meant that the IND was able to start the IND-wide roll-out of INDiGO in August 2012. This has led to an increasing number of procedures being conducted and completed within INDiGO. Since October, all types of residence procedures (asylum, naturalisation, regular residence and [higher] appeals procedures) have been processed within INDiGO.

A third step along this path was large-scale conversion: the files of foreign nationals were converted from the old IND system (INDIS) to INDiGO. This has now resulted in all of the cases that the IND receives being processed in INDiGO and over one million foreign nationals being transferred to the new system. In the coming period, IND would like to implement and finalise INDiGO and invest in a future-proof and maintainable system.

Modern Migration policy

In 2012, the IND programme Implementation of Modern Migration policy continued with preparations for the implementation of the Modern Migration Act as of 1 June 2013. The trials, in which the IND and its clients are accumulating experience with new policy, were continued and expanded. In anticipation of the implementation of the act, experience has also been gained with the working method for supervision and enforcement.

Chain collaboration

In 2011, agreements were made about more intensive collaborations between the IND, the Repatriation and Departure Service and the Central Agency for the Reception of Asylum Seekers. This was followed up in 2012 with the creation of a collective year plan for 2013. The year plan bears the motto: ‘Together for effective implementation of the Aliens Act’ and encompasses concrete activities that will be collectively executed in 2013. The year plan will have repercussions on the increasingly intensive collaborations between the IND, the Repatriation and Departure Service and the Central Agency for the Reception of Asylum Seekers. The collaboration involves both operations, including accommodation and a collective Purchasing Centre, and the primary process.

Organisational overview

General management	Staff directorate	Departments
• General management	• Information provision	• Legal representation
• Support General management	• Implementation strategy and advice	• Specialist Services and International Collaboration
• Corporate Communication	• Human Resources	• Asylum
	• Finance and Control	• Regular Economic
		• Regular Social
		• Naturalisation

Collaboration in an international setting

European Asylum Support Office

In 2012, the IND actively contributed towards the work of the European Asylum Support Office (EASO). The IND thus took part in the Management Board meetings (four times a year) and provided Dutch experts who were regularly used to execute and further develop the European asylum curriculum (EAC), a course for migration service employees in the EU on the basis of collectively developed lesson material.

Dutch experts also took part in various EASO-themed meetings that focussed on creating a system that can serve both short-term needs (emergency support: rapid response to an unexpected flow of asylum seekers) and long-term needs (special and permanent support).

On the request of the EASO, in 2012, the IND provided experts on a number of occasions for the Asylum Support Teams that contribute towards the implementation of the Greek Action Plan on Migration Management. The Netherlands also provided regular information as a result of requests by the EASO.

General Directors' of Immigration Services Conference

The IND also played an active role in the General Directors of Immigration Services Conference (GDISC). The IND worked with France on the organisation of a workshop about identity held in March 2012, during which the Netherlands dealt with the use of biometrics.

During the Annual Conference in Berlin, the Netherlands also took a leading role as a result of participation in a forum about customer-friendliness and the provision of a workshop about impacting upon migration flows in the land of origin.

In September, the Management Board of the EASO, as a result of recommendations from the Netherlands and Sweden, decided to develop a management module for the European Asylum Curriculum (course for asylum employees).

Twinning and other international collaboration


IND employees are not just used in candidate EU member states such as Croatia and Serbia, but also outside the EU in order to exchange best practices in the sphere of migration, in countries such as Cap Verde and Azerbaijan.

The IND uses the knowledge and experience of its employees to advise foreign sister-services who wish to raise levels of professionalism and increase capacity.

This is usually financed by the European Commission but also often via funds from the Foreign Office, for example.

Just as was the case in 2011, the IND also contributed in 2012 to supporting Greece, particularly via the use of interpreters.

In addition to operational efforts, the IND also worked on innovative projects in a European setting. The IND hereby aims to improve quality and shorten procedures. As a result of a Dutch idea, a system which enables the provision of digital medical information about the asylum seekers' countries of origin is now used in 13 European countries. Waiting times with respect to investigations abroad can thus be prevented. Finally, the International Cooperation Unit received a subsidy to set up an Immigration Liaison Officer network for the Caucuses, including a course for future ILOs from other member states.



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