Administrative trajectories of rejected asylum seekers in France

Tatiana Eremenko (INED / CSIC), tatiana.eremenko@ined.fr

International Forum on Migration Statistics 2018

15-16 January 2018 – OECD, Paris

Context

- 1951: signature of Geneva Convention

- Evolution of asylum system:
  - *Destination countries:* low recognition rates, development of other statuses and greater link with immigration control
  - *Origin countries:* Internally displaced persons and "safe" countries

- Consequences:
  - "break-down" of refugee status
  - persons fleeing their countries and seeking asylum who are NOT recognized as REFUGEES by destination countries
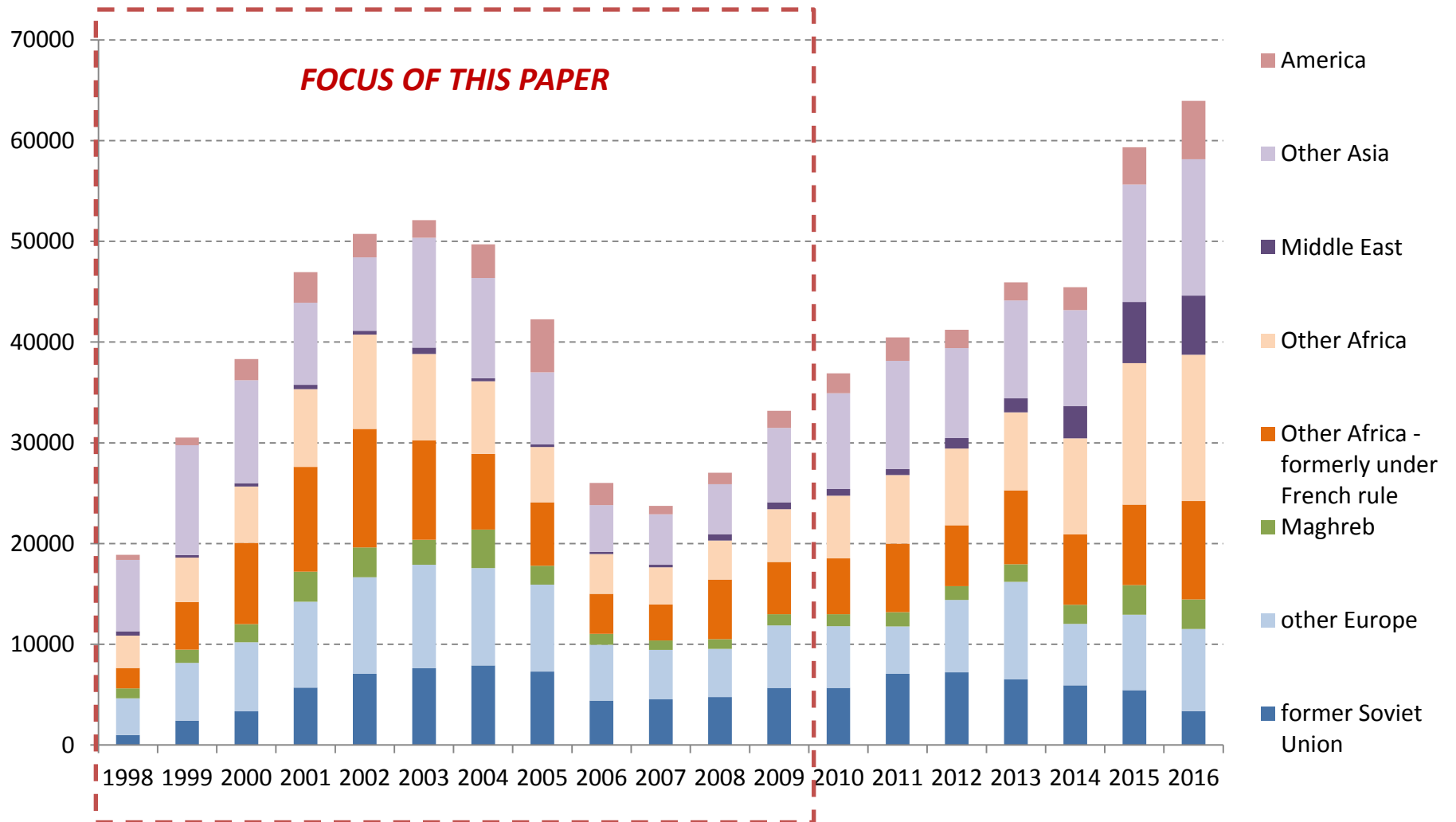
Research objective and methodology of this paper

- **Research objective:** understand what becomes of persons who file for asylum
  - **How many are recognized as refugees?**
  - **What becomes of the rejected asylum seekers?**

- **Methodology:** combine data on asylum seekers at different stages of administrative trajectories in order to estimate % and timing of legal admission
  - Entries of asylum seekers: OFPRA (aggregate)
  - Admissions to stay: ELIPA (survey)
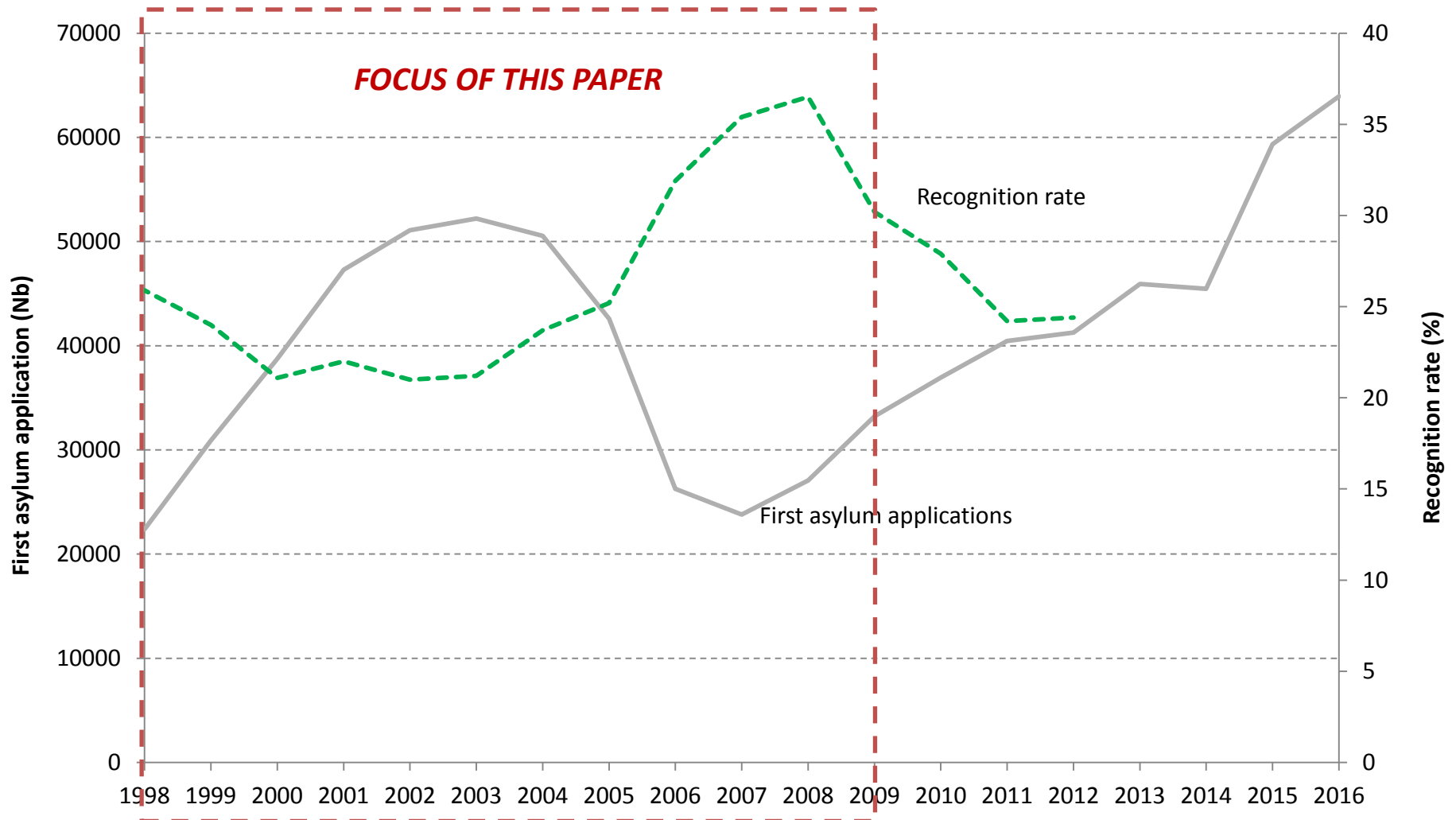
Asylum system in France

- Signatory of the Geneva Convention

- Law of 25 July 1952:
    - French Office for the Protection of Refugees and Stateless people (OFPRA)
    - Refugee Appeal Commission (CRR)

- Ministry in charge:
    - Until 2007: Foreign Affairs
    - 2007-2010: Ministry of Immigration
    - Since 2010: Ministry of Interior

- Asylum procedures:
    - 1990s: development of territorial asylum (temporary status) processed by prefectures
    - Law of 10 December 2003: all asylum applications are processed by OFPRA

- Recent developments:
    - Law of 20 November 2007: National Court of Asylum (CNDA) (appeal)
    - Law of 25 July 2015: Reception of asylum seekers

First asylum applications, 1998-2016

FOCUS OF THIS PAPER

Legend:
- America
- Other Asia
- Middle East
- Other Africa
- Other Africa - formerly under French rule
- Maghreb
- other Europe
- former Soviet Union

Source: OFPRA

Global recognition rate (OFPRA and CNDA), 1998-2012

FOCUS OF THIS PAPER

Recognition rate

First asylum applications

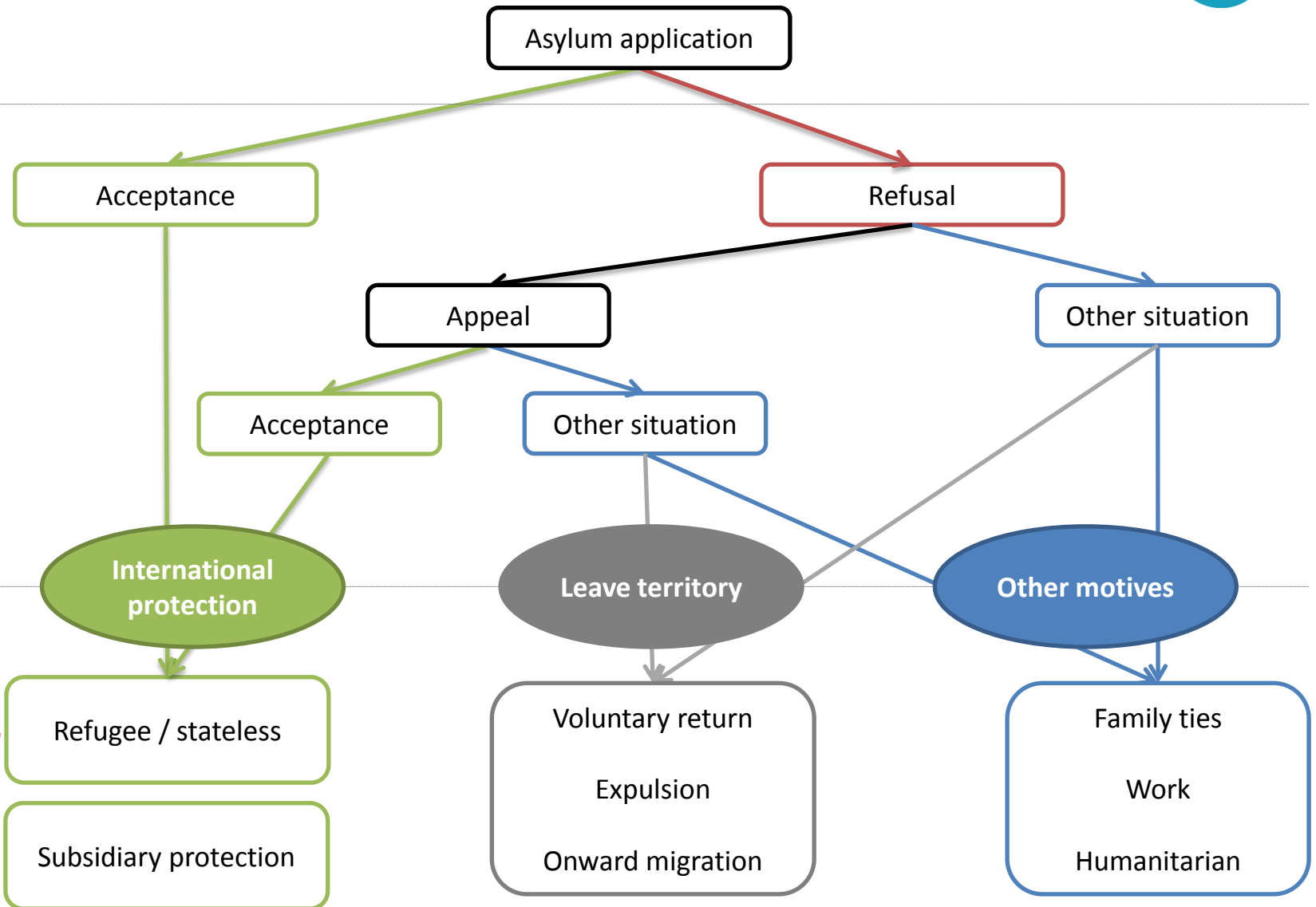*Source: OFPRA*

Administrative trajectories of asylum seekers in France
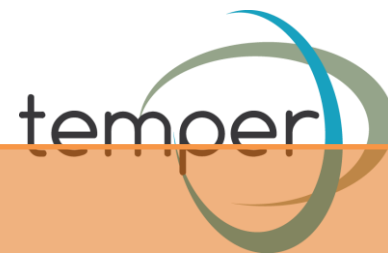
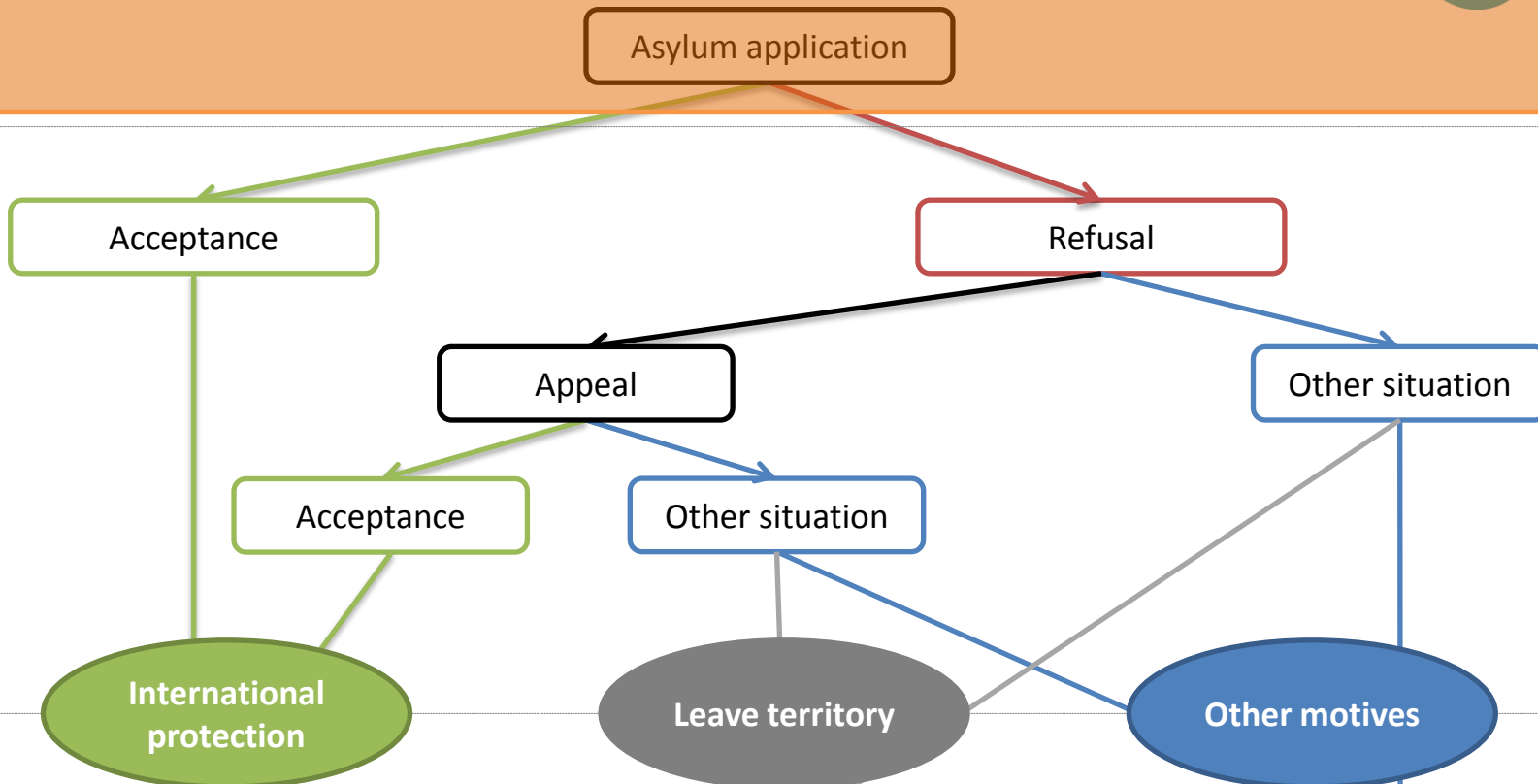# Existing evidence on outcomes of former asylum seekers

- **Subsidiary protection:** increase of asylum seekers granted temporary protection *(source: Ministry of Interior, metropolitan France, TCN)*
  - 1% of "humanitarian" residence permits in 2003 (out of 11400)
  - 17% of "humanitarian" residence permits in 2015 (out of 15000)

- **Admission to stay for other motives:** among migrants admitted for "permanent" stay in 2009 (around 100 000), 27% had filed an asylum application in France *(source: ELIPA survey, Ministry of Interior)*
  - 11% granted international protection
  - 15% admitted for other motives (work, personal and family ties)

- **Voluntary return programs:** low numbers of participants among former asylum seekers *(source: OFII)*

- **Expulsions of migrants in irregular situation** *(source: report to Parliament)*:
  - Concern the most numerous nationalities of migrants in France: Algeria, Morocco, Tunisia, Turkey
  - Asylum seekers are not identified

Data sources

Statistics on first asylum applications (OFPRA)

Arrival in France

Asylum application

Acceptance

Refusal

Appeal

Other situation

Acceptance

Other situation

International protection

Leave territory

Other motives

Admission to stay

Refugee / stateless

Voluntary return

Family ties

Statistics on residence permits

Subsidiary protection

Expulsion

Work

Longitudinal Survey on Newly Arrived Migrants (ELIPA)

Onward migration

Humanitarian

Longitudinal Survey on Newly Arrived Migrants (Elipa)

- Statistical Service of the Directorate General of Foreigners in France (DSED)

- Third-country nationals admitted for "permanent" stay in 2009 (*signature of reception and integration contract, CAI*)
  - 6,107 respondents representative of 97,736 migrants
  - Exclusion of students and some groups of workers
  - Received a residence permit September 2009 – February 2010

- Longitudinal survey with 3 waves (2010 – 2011 – 2013)
  - 1st wave: March – June 2010

- Information on ASYLUM
  - Detailed category of admission: refugee/stateless, subsidiary protection, other *(Source: residence permit database)*
  - Having filed an asylum application / appeal in France *(Source: self-declared)*

Methodology

- **General approach:** combine information on entries (OFPRA) and admissions to stay (ELIPA) of asylum seekers in order to estimate % and timing of legal admission

- **Target population:** adult migrants seeking asylum in France in 1998-2009 (see table)

- **Analyses:**
  - Timing of legal admission to stay: synthetic life table
  - Profiles of asylum seekers admitted in different admission categories

|	OFPRA	ELIPA
Identification of asylum applicants	Registered	Self-declared
Cohort	Year of first asylum application	Year of arrival
Adult applicant	-	18 or older at time of arrival
Number of 1° asylum applicants / Sample size	434 097	N obs.: 1 575 N (W): 23 253

Construction of life table (1): estimation of observed rates of admission to stay

temper

Persons admitted to permanent stay (ELIPA)

Vertical axis (persons admitted to permanent stay, ELIPA):

Value	Persons admitted
12	250
11	538
10	1147
9	2041
8	2874
7	1824
6	1302
5	1348
4	1527
3	2400
2	3355
1	2878
0	2031

First asylum applications (OFPRA)

Year	First asylum applications
1996	17405
1997	21416
1998	22375
1999	30907
2000	38747
2001	47291
2002	51087
2003	52204
2004	50547
2005	42578
2006	26268
2007	23801
2008	27601
2009	21231

$$m_x = \frac{\substack{Persons\ admitted^{2009} \\ to\ permanent\ stay}}{\substack{Number\ of\ first \\ asylum\ applications_{2009-t}}}$$

$$m_3 = \frac{2400}{26268} = 9\%$$
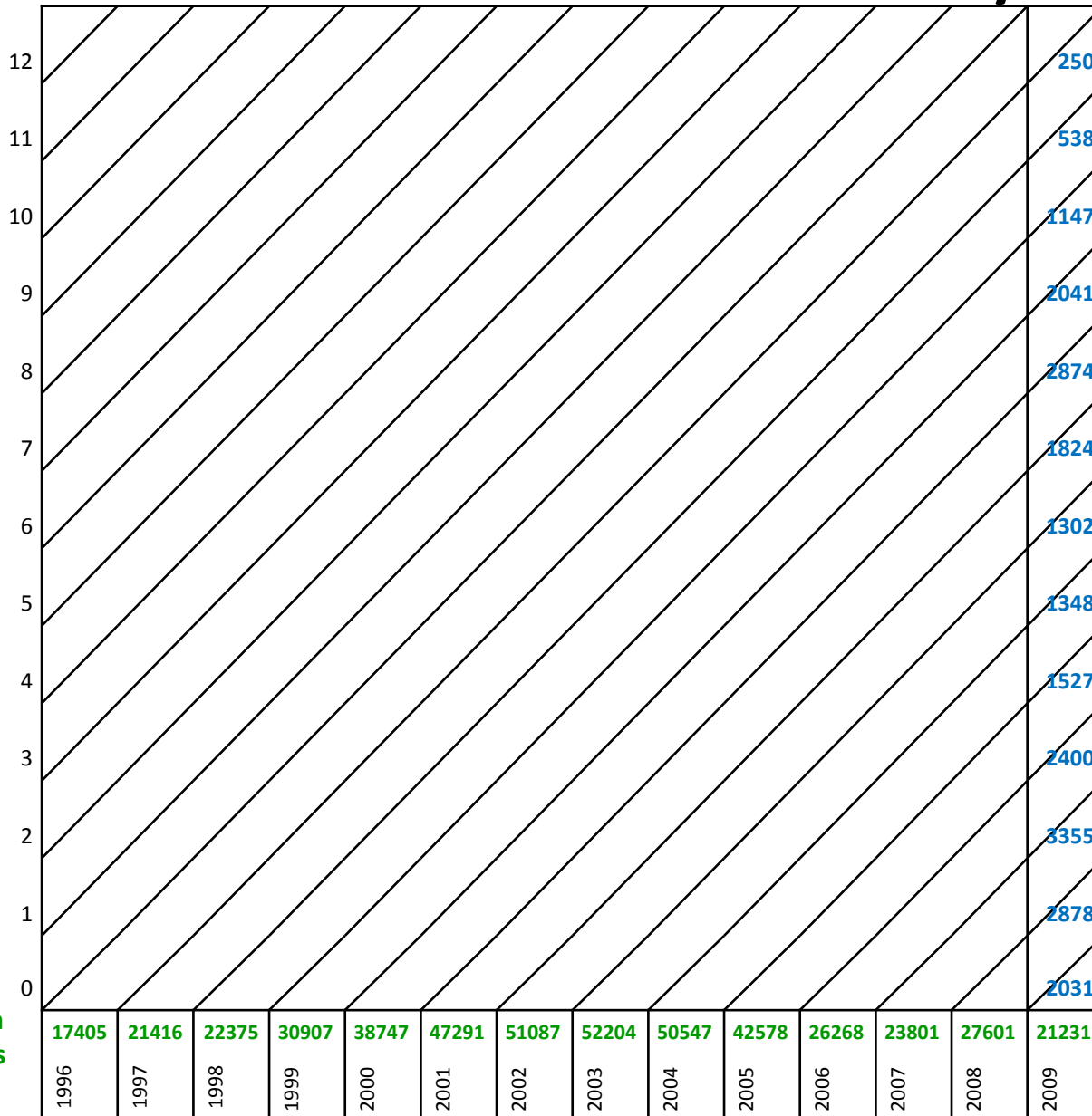
Construction of life table (2): estimation of life table

x	Rates (mx)	Asylum seekers (Sx)	Admissions to stay (Ex)
0	10	100	10
1	11	90	10
2	14	80	11
3	9	69	6
4	4	63	2
5	3	61	2
6	2	59	1
7	4	58	2
8	6	56	3
9	5	53	3
10	4	50	2
11	2	48	1
12		47	

Construction of life table (3): estimation of types of admission

We reassign the estimated number of admissions to stay (Ex) to the two categories:

- **International protection:** refugee / stateless, subsidiary protection
- **Other motives:** family ties, work

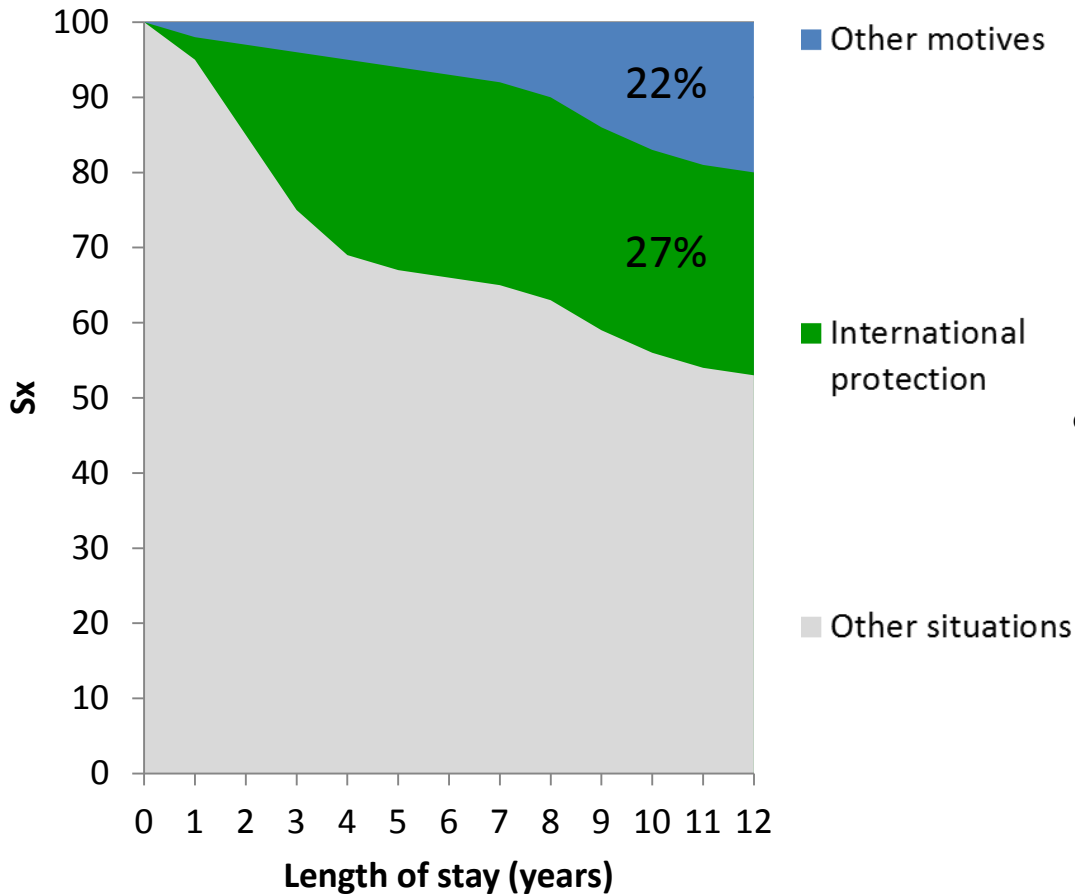using the observed distribution of admissions for each cohort
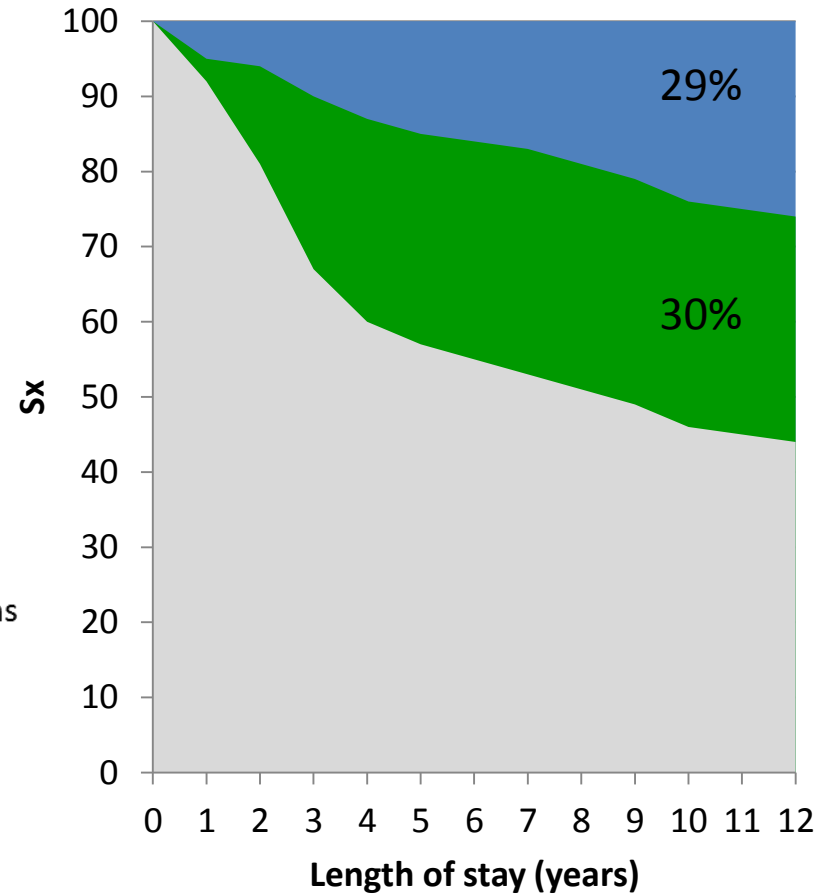
Findings (1): % of asylum seekers admitted to stay

temper

- **Other motives** (blue)
- **International protection** (green)

24% (blue region label)

29% (green region label)

24% refugee / stateless

Official statistics OFPRA & CNDA: 25% *(weighted average cohorts 1998-2009)*

Sx (y-axis)

Length of stay (years) (x-axis)
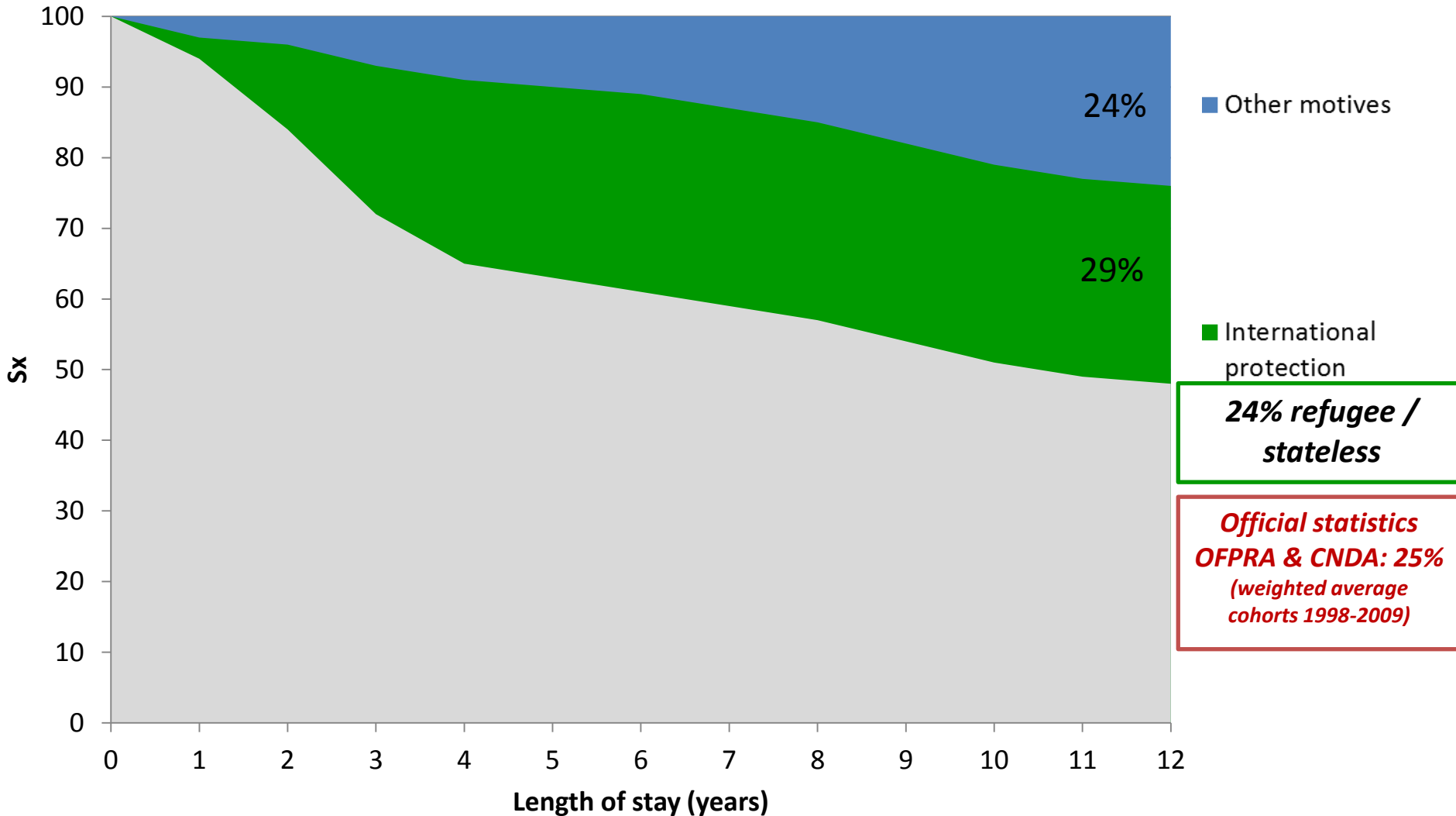
Findings (2): % of asylum seekers admitted to stay by sex
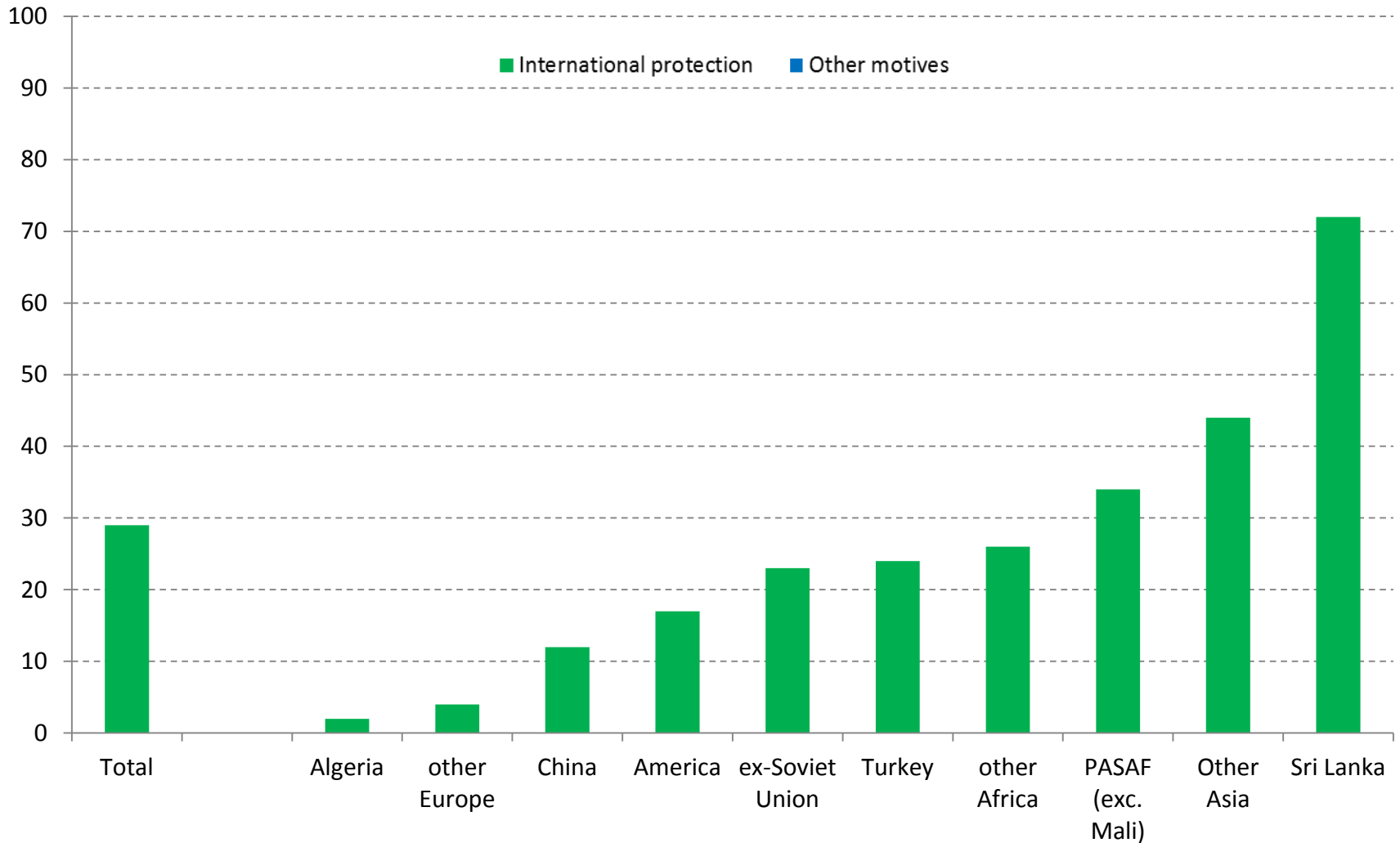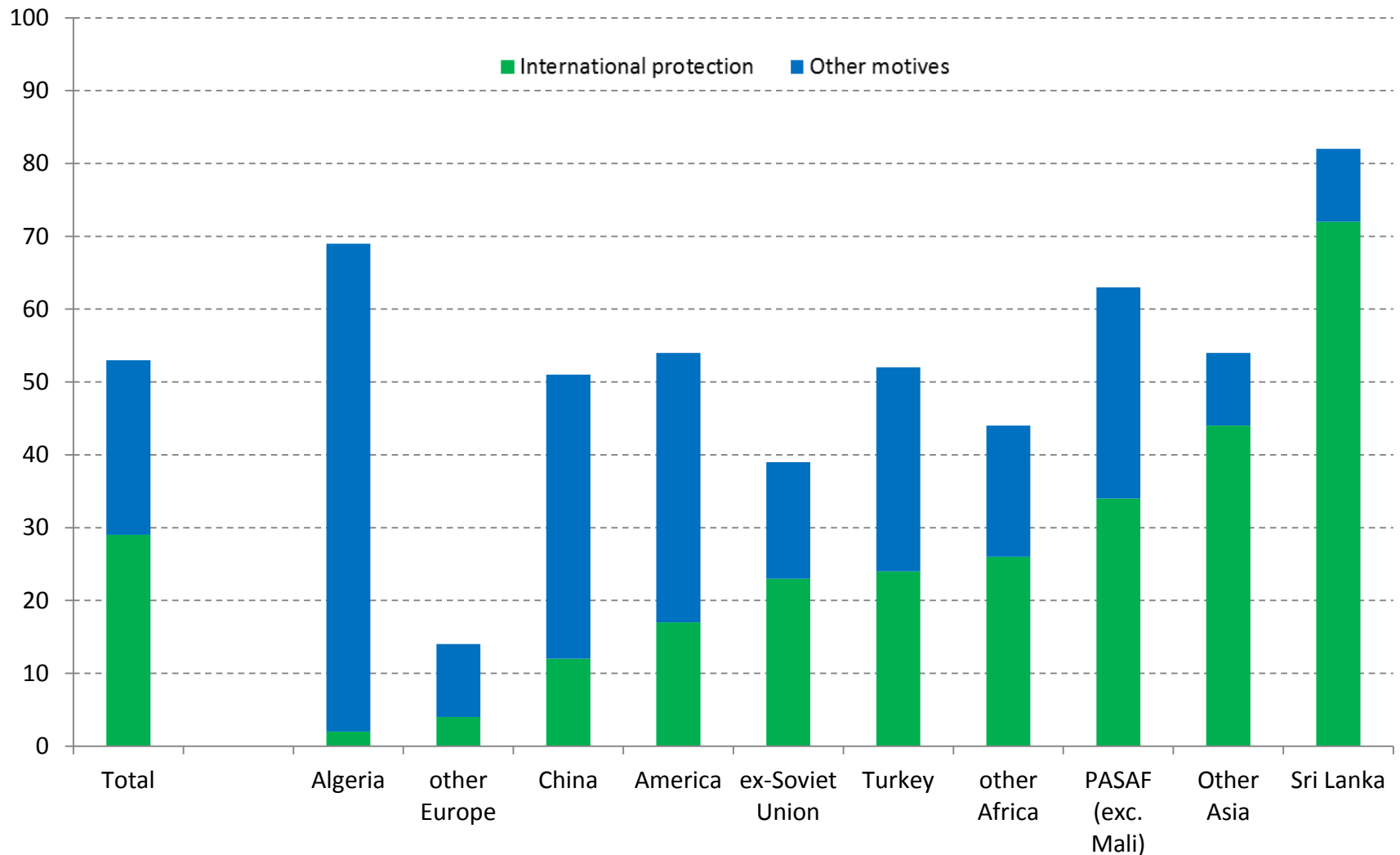
Male

Female

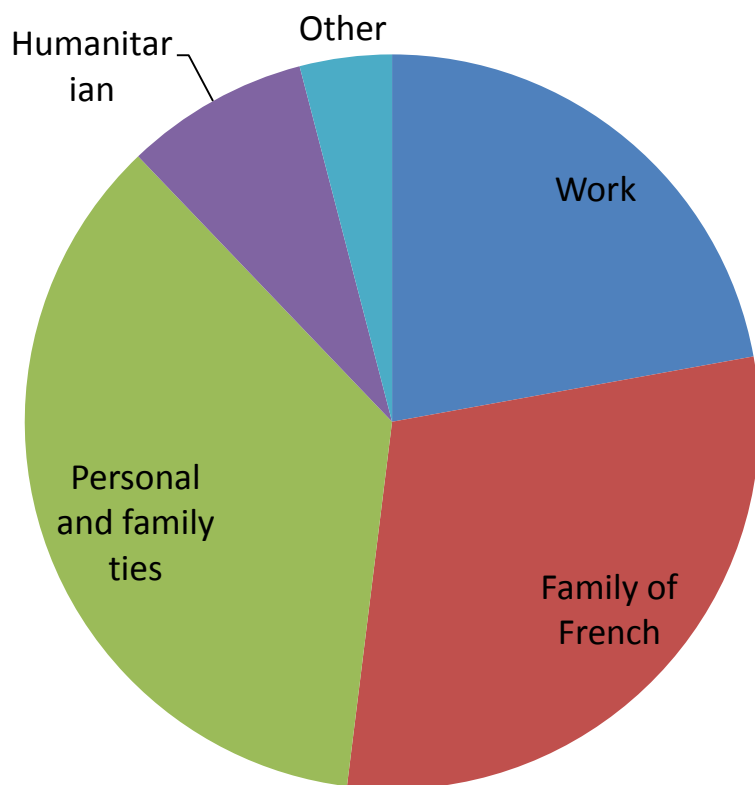# Findings (3): % of asylum seekers admitted to stay by nationality (after 12 years)

Findings (3): % of asylum seekers admitted to stay by nationality (after 12 years)
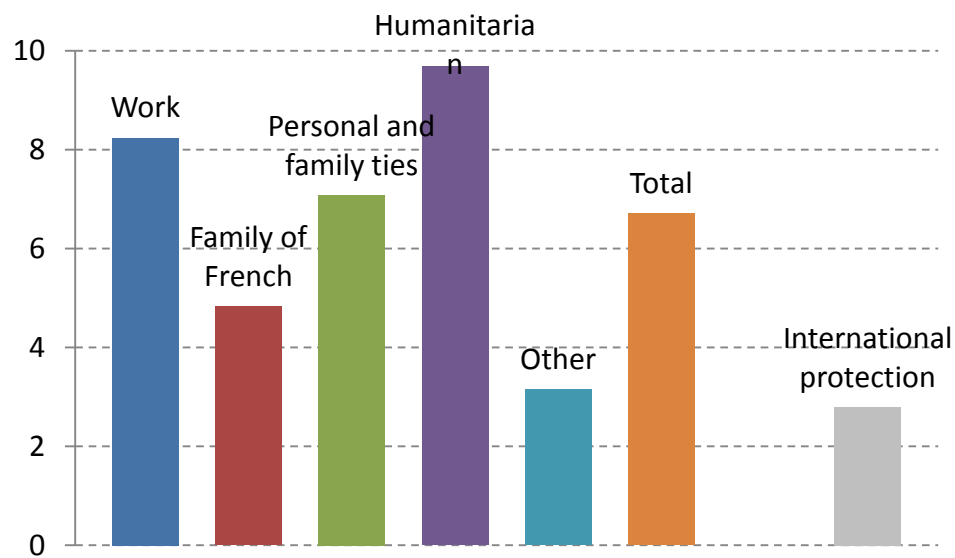
Admissions for other motives

![temper logo]

Categories of admission

Pie chart with segments: Work, Family of French, Personal and family ties, Humanitarian, Other

Profiles

- **38% of women:** 14% of workers, 53% among PFT

- **PASAF:** work

- **Maghreb and Europe:** family

Length of stay in France (years)

Bar chart with categories: Work, Family of French, Personal and family ties, Humanitarian, Other, Total, International protection

Discussion (1): outcomes of rejected asylum seekers in France in the 2000s

- Around **¼ of rejected asylum applicants** were admitted to stay for **other motives**, often after many years of residence in the country
  - similar to proportion of asylum applicants having received international protection

- For the **largest proportion of asylum applicants** we don't know their situation from existing data sources: left territory? Remained in irregular situation?

- Contribution of a **demographic approach:** taking into account different cohort sizes, length of stay in destination country

- **Categorization of migrants and refugees**: persons go through a number of stages in their migration / asylum process and are categorized differently
  - Do not simply adopt bureaucratic labels
  - Importance of a life-course approach

- Broader implications: **understanding the migration / integration process**
  - 'Years since migration'

Discussion (2): data issues

Integration of multiple data sources: administrative data and surveys
- Depends on research questions, availability and accessibility of data sources
- Macro *versus* micro approach

MACRO approach (this paper):
- Principal issue: definition / identification of a comparable target group
- Limitations :
  - Gap between year of arrival and year of first asylum application -> problems for specific groups
- Possible improvements:
  - include more detailed information on asylum application (yes/no and year) in statistical surveys
  - distinguish former asylum seekers and others among persons in published statistics (for example removals from territory)

MICRO approach (individual level):
- Exists in some countries, being implemented in others
- Accessibility to administrative data (residence permits, data sources of administrations in charge of asylum seekers)

Thank you for your attention !

Questions or comments?