



**EUROPEAN ASYLUM SUPPORT OFFICE**

**OPERATING PLAN FOR THE DEPLOYMENT OF ASYLUM SUPPORT TEAMS TO  
GREECE**

**Athens 01/04/2011**



## TABLE OF CONTENTS

1	INTRODUCTION	8
1.1	Legal Framework of the Asylum Support Teams	8
1.2	Lawfulness and Respect of Fundamental Rights	9
1.3	Confidentiality	9
2	MISSION	11
2.1	General Objective	11
2.2	Specific Objectives	11
3	REGISTRATION OF ASYLUM CLAIMS	13
3.1	Description of the current situation	13
3.2	Authorities responsible according to Law 3907/2011	13
3.3	Intended situation	14
3.4	EASO Measures	14
4	TRAINING IN THE ASYLUM PROCEDURE	18
4.1	Description of the current situation	18
4.2	Authorities responsible according to Law 3907/2011	18
4.3	Intended situation	18
4.4	EASO measures	19
5	MANAGEMENT OF THE BACKLOG (Appeals Procedure)	23
5.1	Description of the current situation	23
5.2	Authorities responsible according to Law 3907/2011	23
5.3	Intended situation	24
5.4	EASO measures	24
6	MANAGEMENT IN THE FIRST INSTANCE PROCEDURE	28
6.1	Description of the current situation	28
6.2	Authorities responsible according to Law 3907/2011	28
6.3	Intended situation	28
6.4	EASO Measures	29
7	MANAGEMENT OF RECEPTION CONDITIONS	33
7.1	Description of the current situation	33
7.2	Authorities responsible	33
7.3	Intended situation	34
7.4	Measures from UNHCR	34

7.5	Identified needs	35
7.6	EASO Measures	35
8	Closed reception facilities	41
8.1	Description of the current situation	41
8.2	Authorities responsible according to Law 3907/2011	41
8.3	Intended situation	42
8.4	EASO Measures	43
9	EUROPEAN MIGRATION FUNDS	52
9.1	Description of the current situation	52
9.2	Authorities responsible	52
9.3	Intended situation	52
9.4	EASO measures	53
10	COOPERATION WITH THE UNHCR	54
11	COOPERATION WITH FRONTEX	55
12	FINAL PROVISIONS	56
12.1	Reporting Provisions	56
12.2	Incident Reporting	56

## EXECUTIVE SUMMARY

At the request of the Greek Ministry of Citizen Protection (MoCP) in a letter dated 16 February 2011, the Executive Director of the European Asylum Support Office (EASO) acting in accordance with Chapter III of EU Regulation No 439/2010 establishing the EASO, has pledged Asylum Support teams to Greece to coordinate and provide assistance to their asylum procedures. This request is made in conjunction with the implementation of new procedures as identified in the Greek Action Plan on the Management of Migration Flows and the Reform of the Asylum System (Greek Action Plan).<sup>1</sup>

Greece has faced particular pressures within the past years due to a significant influx of illegal entrants at the European external borders<sup>2</sup>. Owing to the unprecedented numbers that are attempting to cross the border, existing capacity and resources have been under severe strain. As a result on 2 November 2010 Greece submitted formally to the Commission an application for emergency measures under the European Refugee Fund (ERF). The financial support requested by Greece was €9.8m and this was released to Greece on 13 December 2010.

Previous EU expert missions to Greece in December 2010 and January 2011 have identified areas where increased capacity is urgently needed to match the asylum intake in Greece. Recommendations were made to build up the registration and screening processes, the management of backlog cases, to address training needs and to raise the quality of the asylum procedure.

This Operating Plan builds on that work, identifying priority areas for action and providing a framework for supporting delivery of the changes required to build capability within the Greek asylum system, consistent with the goals of the Greek Action Plan. It seeks to allocate temporary human resources in the form of EASO Asylum Support Teams in order to enhance and build ability in the following areas:

- **Asylum procedures:** in particular, in relation to management of the backlog of asylum cases at first and at second instance and quality management of the asylum decision making procedure;
- **Reception conditions,** in particular concerning screening/registration of asylum applications and the provision of accommodation, also taking into consideration vulnerable asylum seekers.

---

<sup>1</sup> First published in August 2010.

<sup>2</sup> In 2010, the Greek authorities apprehended approximately 130,000 illegal migrants including a daily influx of some 100-150 illegal entrants at the Greece-Turkey border alone.

The Operating Plan will serve as a two year project of support in Greece taking into account the needs of the Greek authorities over that period. EASO measures are identified as short term (for urgent capacity building) and long term (in areas where existing resources are limited and will need to be provided). Special attention has been given to training needs for existing staff and for increased resources in the future under the establishment of the new Asylum Service in January 2012 and the new First Reception Service.

The Greek authorities are vital for the Operating Plan to be implemented efficiently and for objectives to be delivered in a timely manner. Accordingly, the Greek authorities and EASO Asylum Support Teams will work in close collaboration to confirm and address priorities. Overall project management is essential to ensure continuity of the actions within the Operating Plan and contacts within the Greek administration need to be identified and available for the duration of the plan. Nominated senior contacts within the Greek administration and EASO will be accountable for monitoring the progress of the specified actions against agreed milestones, supported by the EASO project manager. It is vital that the support offered by EASO matches both the needs of Greece and its capacity to make best use of that assistance.

The Operating Plan will support the implementation of the principles outlined in the Greek Action Plan and will aim to increase the ability and resources for the new Asylum Service and an overall improved and efficient asylum procedure.

See below the initial table with the EASO experts. Interpreters for the experts will only be made available if and when necessary:

Deployment of Expertise	Start Date (estimated)	Number of experts needed	Duration (Days)
"Interpreters Pool" (Short-Term)	short term	1	21
"Interpreters Pool" (Long Term)	short term	1	365
First Instance (Registration of Asylum Claims- Short Term Measures)	short term	4	35
First Instance (Registration of Asylum Claims-Long Term Measures)	01/01/2012	2	14
EAC Training (Transitional Period)	short term	5 + 5	20
EAC Training (Asylum Service)	01/03/2012	4 + 4 (1 per week)	20
EAC Training (Training Appeals Committees)	01/09/2011	4 + 4 (1 per week)	20
Training COI (Asylum Service and Appeals Committees)	01/11/2011	1 + 1	20
Backlog Management (Admin Assistance)	short term	1	60
Backlog Management (IT Expert)	short term	1	30
Management Support of the Asylum Service	01/08/2011	1	60
Training on Management and Leadership in Asylum Service	15/08/2011	2	14
First Reception Centres (Planning and Strategy)	short term	2	240
Develop First Reception Management Systems	01/08/2011	1	180
Establish Systems for Vulnerable Groups (Short Term)	short term	2	7
Establish Systems for Vulnerable Groups (Long Term)	01/09/2011	2	60
Training First Reception Centre Staff in Management	01/03/2012	3	25
Layout and Design of Detention Centres	01/09/2011	2	5
Developing Guidelines/Training/ DB for Management of Detention Centres	short term	3	75
Setting up a First Reception System and First Reception Center	short term	2	120
European Migration Funds	short term	1	180
<b>Total number of expert deployments</b>	<b>45</b>		

## 1 INTRODUCTION

### 1.1 *Legal Framework of the Asylum Support Teams*

The legal framework establishing the Operating Plan and Asylum Support Teams is outlined in Regulation (EU) No 439/2010 of the European Parliament and of the Council of the European Union of 19 May 2010, establishing a European Asylum Support Office ("EASO").

In accordance with Article 18 of EU Regulation No 439/2010 establishing the EASO, the Executive Director and the requesting Member State shall agree on an operating plan setting out in detail the conditions for deployment of the Asylum Support Teams. The Operating Plan Team (OPT) shall draft an Operating Plan (OP) that will include:

- (a) A description of the situation, with the modus operandi and objectives of the deployment, including the operational objective;*
- (b) the forecast duration of the teams' deployment;*
- (c) the geographical area of responsibility in the requesting Member State where the teams will be deployed;*
- (d) a description of the tasks and special instructions for members of the teams, including databases that they are authorised to consult and the equipment that they may carry in the requesting Member State; and*
- (e) the composition of the teams.*

In accordance with Article 16 of EU Regulation 439/2010 establishing the EASO:

- 1. The home Member State shall retain its autonomy as regards the selection of the number and the profiles of the experts (national pool) and the duration of their deployment. Member States shall make those experts available for deployment at the Support Office's request unless they are faced with a situation substantially affecting the discharge of national duties, such as one resulting in insufficient staffing for the performing of procedures to determine the status of persons applying for international protection. Member States shall, at the request of the Support Office, as soon as possible communicate the number, names and profiles of experts from their national pool who can be made available as soon as possible to join an asylum support team.*
- 2. When determining the composition of an asylum support team, the Executive Director shall take into account the particular circumstances confronting the requesting Member State. The asylum support team shall be constituted in accordance with the operating plan referred to in Article 18.*



In conjunction with the specifics of the Operating Plan the following Greek legal framework will be taken into account as annexed at C and D:

- i) Presidential Decree number 114/2010<sup>3</sup> on the establishment of a single procedure for granting and withdrawing refugee status. This Presidential Decree regulates the transitional period until the new Asylum Service is operational.
- ii) The new law - Law 3907 of 26 January 2011 (Law 3907/2011) - establishing the Asylum Service and the First Reception Service and transposing into Greek legislation the provisions of Directive 2008/115/EC on common standards and procedures in Member States for returning illegally staying third country nationals and other provisions (the "EU Returns Directive").<sup>4</sup>

## **1.2 Lawfulness and Respect of Fundamental Rights**

Asylum support deployed from the EASO Intervention Pool must be carried out in a way that fully respects human dignity. All people involved in asylum support activities shall maintain the highest standards of ethical conduct, professionalism and respect for fundamental rights. This particularly applies vis-à-vis persons who are in need of international protection. They are expected to meet obligations imposed upon them by the provisions of the Operating Plan and shall comply with the rules of their mandates. Whilst taking part in EASO support activities personnel shall respect the European law and the national law of the Member State. They shall maintain the highest standards of integrity and conduct. They are to act responsibly and proportionally to current objectives. Whilst carrying out supporting and functions, personnel must not discriminate persons on grounds of sex, race, religion, ethnic origin, age or sexual orientation. Personnel are expected to treat every person with courtesy, respect and due consideration for the nature of any legitimate activity in which they are engaged.

During the implementation of the EASO Operating Plan, all staff must apply a "zero tolerance" attitude with respect to the infringement of fundamental human rights. All members of staff deployed under the EASO as part of asylum support teams shall act in accordance with the Code of Conduct as annexed at B.

## **1.3 Confidentiality**

Without prejudice to the public right of access to documents as laid down in Regulation (EC) 1049/2001 of the European Parliament and of the Council of 30 May 2001, regarding public

<sup>3</sup> Official Gazette of the Hellenic Republic Volume First, Number 195, 22 November 2010

<sup>4</sup> Official Gazette of the Hellenic Republic Volume First, Number 7, 26 January 2011.

access to European Parliament, Council and Commission documents, all versions of this document shall be made available to the authorities referred to in each EU Member State, including and where participating, Iceland, Liechtenstein, Norway and Switzerland. This document shall be made available to interested parties on a need to know basis, in accordance with national rules for the dissemination of levels of information. This will be done on a case-by-case basis.

## 2 MISSION

### 2.1 *General Objective*

The deployment of asylum support teams from the EASO has been agreed at the request of the Greek authorities who will retain autonomy over their own functions and activities in Greece. The Operating Plan aims to implement efficient asylum procedures and standards and increase operational capacity to tackle the current urgent situation of increased pressure in Greece with respect to asylum. In particular, the Operating Plan will aim to increase expertise for running First Reception and Screening facilities and structure the asylum procedure for enhanced capability and process.

In addition to the operating functions of the asylum support teams, the EASO shall designate a Project Manager for overall coordination of the asylum support teams. The Project Manager shall be available for the duration of the support team missions in Greece and will oversee the support functions and activities of deployed staff and act as an interface between the EASO and the Greek authorities.

The Operating Plan will seek to amplify the following areas:

- Human resource development, the process of equipping individuals with the understanding, skills and access to information, knowledge and training that enables them to perform effectively.
- Organisational development, the elaboration of management structures, processes and procedures, not only within organisations but also the management of relationships between the different Ministries, Non-Governmental Organisations and various sectors (public, private and community).
- Institutional and legal framework development, making international, EU and national legal and regulatory instruments understood at operational level and in all sectors to enhance knowledge with the aid of guidance, training manuals and mentoring.

### 2.2 *Specific Objectives*

Support Teams will seek to increase capability in specific areas as defined by the Executive Director of the EASO at the request of the Greek authorities (See Annex A):

- **Asylum procedures**, particularly in relation to management of the backlog of asylum cases at first and at second instance and quality management of the asylum decision making procedure;

- **Reception conditions**, particularly concerning screening/registration of asylum applications and the provision of accommodation, also taking into consideration vulnerable asylum seekers.

### ***2.3 Geographical Areas of Deployment***

Asylum support teams will operate in the following areas:

Attica Prefecture (Athens):

- Attica Aliens Directorate (Petrou Ralli);
- Appeals Committees Premises in Vironas (Appeals Committees).

Evros Region:

- Police Directorate of Alexandroupoli;
- Police Directorate of Orestiada and the Security Sub-Directory of Orestiada.

Based on the progress of the implementation of the Greek Action Plan, other locations shall be defined.

### ***2.4 Authorities involved in coordination and implementation***

The overall coordination of the Operating Plan belongs to :

- The Ministry of Citizen Protection, represented by the Director of the Minister's Cabinet, Ambassador Mr Kyriakos Amiridis. Alternatively, the Ministry will be represented by Mr. Vasileios Kousoutis.

The following Ministries are directly involved in the execution of the Operating Plan:

- Ministry of Citizen Protection (MoCP);
- Ministry of Health and Social Solidarity (MoHSS).

If needed, the contribution of other Ministries could be solicited, inter alia :

- Ministry of Labour and Social Security;
- Ministry of Interior, Decentralisation and E-government;
- Ministry of Foreign Affairs.

### 3 REGISTRATION OF ASYLUM CLAIMS

#### 3.1 *Description of the current situation*

According to the statistics provided by the Ministry of Citizen Protection, 10,273 persons applied for asylum in 2010 and had to be registered<sup>5</sup>. Registration takes place in all Aliens or Police Directorates throughout the Hellenic territory and interviews take place in 14 local Interview Services. At the present stage, approximately 95% of all applications in the Hellenic Republic are carried out in the Attica Aliens Directorate.

The Greek Action Plan and the experts missions' report on the *Areas of Registration and Screening Protection Needs in Cases of Mixed Migration Flows*<sup>6</sup> describe developments foreseen by the Greek authorities and relevant observation relating the registration system. Further, a description on the current screening procedure and data storing is available in the above-mentioned report.

#### 3.2 *Authorities responsible according to Law 3907/2011*

According to the Greek Action Plan (page 30 of the Greek Action Plan dated Nov. 2010) and Article 6 of Law 3907/ 2011, four Screening Centres / First Reception Centres shall be established by summer 2011, in order to take care of the screening, registration and identification of third country nationals who enter Greece without meeting legal requirements, and to identify those who are in need of international protection or belong to a vulnerable group, so that asylum seekers can be distinguished from aliens awaiting deportation and dealt with accordingly. Aliens applying for asylum shall be referred to Regional Asylum Offices to apply for asylum.

The asylum registration itself will be carried out by the Asylum Service (one of 13 Regional Offices)<sup>7</sup>. Further requirements regarding equipment and access to databases are evident when the new Asylum Service (especially the Regional Offices) will carry out Procedures in application of the Dublin Regulation. A further Presidential Decree for the precise procedure is yet to be concluded by the responsible Greek authorities.

---

<sup>5</sup> Concrete figures concerning the workload of the different Police Directorates n.a.

<sup>6</sup> Report on EU Joint Member State Expert Mission to Greece areas of registration and Screening Protection, January 2011.

<sup>7</sup> According to Art 1(2) (b)

### 3.3 *Intended situation*

- Improved practical arrangements for screening including increased IT equipment e.g. Live Scan equipment for fingerprinting, if possible electronic pink card issuance and up to date database (with all relevant information including electronic management of documents, data on all interviews/first screening, whether the person is part of a vulnerable group, accommodation, data on 2<sup>nd</sup> instances procedure) will support a smooth and swift handling of files.
- Clear responsibilities for registration; enhanced staff for asylum registration during the transitional period or after the new First Reception Centres and the new Asylum Service are operational; and training activities will contribute to improve the asylum authorities's efficient handling of files.

### 3.4 *EASO measures*

#### **EASO measure 3.4.1: Assistance of screening, backlog and IT experts<sup>8</sup> as a short time measure**

Place / time frame: Athens, MoCP, 5 weeks in total: 1 week to get an overview, and a further period of 4 weeks; this period can be extended to 6 weeks by request of the Greek authorities.

Greek counterparts: At least, further required counterparts to be named by the EASO experts after the first one week visit): IT expert from MoCP, 1 or 2 experts from Police Directorates (very familiar with screening processes and daily used databases), 1 member of staff/expert from 2<sup>nd</sup> instance secretariat, 1 IT expert appointed by the MoHSS.

UNHCR counterpart: UNHCR IT expert.

EASO support: a) 1 expert on registration and screening in cases of mixed migratory flows, with a particular knowledge on efficient Asylum Registration;

b) 1 IT expert with a particular knowledge on handling and (ideally) setting up an asylum, reception and aliens-relevant database; Ideally the same expert as in measures 8.4.11 on reception.

---

<sup>8</sup> Coordinating the actions of the different IT experts involved in EASO measures 4.4, 5.4 and 8.4 will be necessary.



Ideally both experts (a and b) are the same as in 3.4.2, are Greek speaking, if not with a good command of English. Interpreter may be required.

c) 2 Greek speaking experts on backlog management (at first instance) supporting an update of database ("cleansing"). Only week 2 and 3 for experts on c).

Description:

By the end of the 1<sup>st</sup> week the experts will focus on the Greek needs and technical capacities and other necessary partners<sup>9</sup>. In the following 4 weeks (or 6 weeks if required) the experts will work on the update of the database, an optimized registration system and training of the staff on how to use forms and techniques efficiently.

When updating and enlarging the already existing centralized database the IT experts should focus on all relevant information including i.e. electronic management of documents, data on all interviews/first screening; identifying whether the applicant is part of a vulnerable group; information on accommodation; and data on the Appeals Procedure (second instance procedure). The IT team (a and b) should work in close cooperation with the experts c) who will be responsible to complete existing datasets (central police database) with Greek experts. The expert on registration a) should meanwhile focus on meeting the Greek counterparts (during the 1<sup>st</sup> week), especially in order to enhance the registration capacities (i.e. electronic pink card issuance, Live Scan equipment, etc.) while guaranteeing a smooth and humane handling of procedures. Special attention should be given to a comprehensive application form in order to support interviewers and decision makers in their preparation.

Method:

Consultation and analysis.

Output / take over:

By the end of the last week, Central database is up to date, available for all police authorities dealing with asylum tasks; extended registration form and optimized registration systems are

---

<sup>9</sup> This first week could be replaced in case the UNHCR officer responsible for the registration has until the End of March full access to the database in Attica Aliens Directorate and would be able to prepare the core EASO measure especially in mapping existing facilities.

in place. Greek authorities are able to guarantee a smooth transfer of registration and database to the new Asylum Service and First Reception Centres.

Requirements/conditions for the mission:

- Responsible Greek counterpart(s) should be identified;
- Working place for all experts (apart from MoCP) should be identified ;
- Responsible Greek counterparts provide an overview on actual work load (registrations per year divided into responsible Police Directorates) and capacities (personnel and requirements);
- Working stations should be available for the relevant periods as described above.

**EASO measure 3.4.2: Support of the new Asylum Service as a long time measure<sup>10</sup>**

Place/ time frame: Athens and other places if deemed necessary, 2 weeks, once the counterparts of the new Asylum Service are appointed.

Greek counterparts: IT expert from MoCP, Head of Administrative Department, Head of Coordination Unit.

EASO support: a) 1 expert on registration and screening in cases of mixed migratory flows, with a particular knowledge on efficient Asylum Registration.

b) 1 IT expert with a particular knowledge on handling and (ideally) setting up an asylum, reception and aliens-relevant database and DubliNet working stations. Ideally the same expert as in measure 8.4.11 on reception.

Ideally the same experts as in measure 3.4.1; ideally both experts are Greek speaking, if not with a good command of English; interpreter may be required.

Description: Support the new Asylum Service, especially transfer of database and training as well as support in setting up DubliNet working stations at the Central Service and the Regional Offices.

Method: Workshops and analysis.

<sup>10</sup> Coordinating the actions of the different IT experts involved in EASO measures 3.4, 4.4, 5.4 and 8.4 will be necessary.



Output / take over: The relevant personnel of the new Asylum Service are trained and able to work with the provided database and techniques.

Requirements/conditions for the mission:

- Responsible Greek counterpart(s) should be identified;
- Working place for all experts (apart from MoCP) should be identified ;
- Responsible Greek counterparts provide an overview on actual work load (registrations per year divided into responsible Police Directorates) and capacities (personnel and requirements);
- Approximately number of trainees should be defined by the Greek authorities;
- Working stations should be available for the relevant periods as described above.

## 4 TRAINING IN THE ASYLUM PROCEDURE

### **4.1 Description of the current situation**

The MoCP is responsible for the training of police officers. The police officers who are carrying out interviews in Attica General Police Directorate and Athens Airport Police Directorate have recently been trained in a five day workshop, which was organized by the MoCP and UNHCR. One day training regarding the Circular of the asylum procedure according to Presidential Decree 114/2010 was offered for the members of the Secretariat of the Appeal Committees.

Police officers during the transitional period, and the staff of the new Asylum Service once it is in place, should get continuous training. As observed during the visits to the Attica Aliens Directorate and to the ex-Vironas Police Department where five (5) Appeal Committees are located, such training is still missing.

### **4.2 Authorities responsible according to Law 3907/2011**

According to Article 5.1 of the new Law 3907 of 26 January 2011, the staff of the Asylum Service and the Appeals Authority shall receive the necessary training by the MoCP in cooperation with the UNHCR and other competent institutions, especially during the first stages of operation.

According to Article 1 (4) (c) of the new law, the Department of Human Resources and Quality Assurance shall be competent to organize the initial and continuous training of the Services' personnel.

According to Article 9.7 of the new law, the First Reception Centers' personnel receive adequate training for the purpose of its mission. Such training should be further described.

### **4.3 Intended situation**

The aim is to establish a training system where:

- All interviewers and decision makers in the transitional period and the new staff of the new Asylum Service are properly trained;
- Continuous training is organized for all members of the Appeal Committees;
- The creation of a training system, in which the UNHCR is involved;

- Interviewers and decision makers in both First and Second instance procedures are empowered to conduct interviews and make decisions in a more experienced way, taking comprehensively into account the personal and general circumstances regarding the application.

#### **4.4 EASO measures**

##### ***EASO support concerning the training of staff in the asylum procedure during the transitional period***

##### **EASO measure 4.4.1: Face-to-face training**

Place of action: Athens, Patras, Rhodos, Thessaloniki, Ioannina, Heraklion, Lesvos, Orestiada, Volos.

Time frame: 20 working days, as soon as possible.

Target Group: Police officers during the transitional period.

EASO support: 4 EASO experts, 1 week for each expert, interpreters may be required.

Description / method: The measure (face-to-face training) should train police officers during the transitional period, with support from UNHCR and the MoCP in Interview techniques, Inclusion and decision making and Country of Origin Information and Evidence assessment.

The training sessions will exclude online EAC learning and will concentrate on face-to-face training. The current practices and training are given to identify the content of an asylum procedure. EASO-EAC experts will give face-to-face training for up to 20 police officers. Due to the lack of facilities for online learning, the face-to-face sessions have to start with basic information about the content of the modules. Appropriate training material should be distributed. The set of EAC training modules should be given to the Greek Authorities for use in electronic format.

Output / take over: Training manual and training case studies to be completed. By the end of the activity all police officers will be trained on the EAC modules Interview technique, Inclusion, Decision making and Country of Origin Information. A Greek official should follow the "train the trainer" seminar in one of the Member States, in order to be able to take over.

**EASO measure 4.4.2: Training manuals for basic training and advanced training programs**

Place of action / time frame: Athens. 20 working days, as soon as possible.

Target Group: Police officers in the transitional period.

EASO support: 1 EASO expert, interpreter may be required.

Description: The measure should help to create a compilation of already existing and translated training material for the transitional period with supported from the UNHCR. An introduction map, which can later be used by the new Asylum Service, is set up. A trainee program for the police officers in the transitional period and the members of the new Asylum Service is established. 1 EASO expert works closely with a Greek counterpart. A training manual and plan that covers all required training is designed.

Method: Interviews and consultations.

Output / take over: Training strategy developed; training manual and introduction map can be used later in the new Asylum Service.

**EASO measure 4.4.3 : Training programme for the members of the new Appeal Committees**

Place of action / time frame: Athens. 20 working days, as soon as the upcoming Appeal Committees are set up.

Target Group: Members of the upcoming Appeal Committees.

EASO support: 4 EASO experts, each expert for 1 week, interpreter may be required.

Description: The measure should train the members of the Appeal Committees. After a short time of learning through the job, the EAC Modules can serve as a very helpful introduction in the new asylum system. Training should be supported by the UNHCR and the MoCP.

The modules are Inclusion, Interview technique; Decision making and drafting, Evidence assessment, Country of Origin Information and Dublin procedure. The Modules should be translated into Greek. EASO-EAC expert will discuss the topics of the module in the face-to-face session and the results of the online assessed learning.

Method: Online learning following by face-to-face training.

Output/Take-over: The training sessions should be taken over by Greek trainers, after Greek officials have followed a "train the trainer" seminar in EAC modules.

***EASO Support measures concerning the training of staff in the new Asylum Service and the Appeal Authority***

**EASO measure 4.4.4: Training in line with the European Asylum Curriculum (EAC)**

Place of action / time frame: Athens and Regional Offices, 20 working days, as soon as members of the new Asylum Service and of the Appeal Authorities are appointed.

Target Group: Interviewers and decision makers of the new Asylum Service and the Appeal Authority.

EASO support: 4 EAC trainers, each trainer one week, interpreter may be required.

Description: The measure should train the members of the new Asylum Service as well as the members of the Appeal Authority. After a short time of learning through the job, the EAC Modules can be a very helpful introduction in the new asylum system. The training should be supported by the UNHCR and the MoCP.

Relevant modules are Inclusion, Interview techniques, Decision making and drafting, Evidence assessment, Country of Origin Information and Dublin procedure. The Modules should be translated into Greek.

EASO-EAC expert will discuss the topics of the modules and the results of the online assessed learning.

Method: Face-to-face training and online learning training methods.

Output / take over: Greek officials must follow a "train the trainer" seminar for EAC modules and take over face-to-face and online learning assessed training periods.

**EASO measure 4.4.5: Training on a COI database<sup>11</sup>, building up a Country of Origin database and training interviewers and decision makers**

Place of action / time frame: Athens, 20 working days, as soon as members of the new Asylum Service and of the Appeal Authorities are appointed.

Target Group: All member of the new Asylum Service and the Appeals Committees.

EASO support: 1 EASO expert for IT and ; interpreter may be required.

Description / method: EASO expert together with an IT expert of the new Asylum Service build up a database, that allows the decision makers to have fast access to important Country of Origin information. There are already COI information in the MoCP and the Appeals Boards available on police network.

The Greek expert together with the EASO expert will assemble this information in a database, that can be used by all interested Members of the new Asylum Service.

Method: An initial workshop will provide guidance and training on how to use the new platform; consultations.

Output / take over: Knowledge transfer of skills to make Country of Origin Information available. A training manual and training plan produced together with Greek counterpart.

<sup>11</sup> Coordinating the actions of the different IT experts involved in EASO measures 3.4, 4.4, 5.4 and 6.4 will be necessary.

## **5 MANAGEMENT OF THE BACKLOG (Appeals Procedure)**

### **5.1 Description of the current situation**

The second instance consists of five (5) independent Appeals Committees. Each Committee comprises of three (3) members: one (1) civil servant nominated by the Minister for the Protection of the Citizen who will chair the Committee; one (1) qualified jurist nominated by the Minister among a list of nominees chosen by the Greek National Commission of Human Rights; one (1) representative of the UNHCR. Each member has a right to vote.

Two of the Committees deal with appeals on decisions made on the influx of new cases while the remaining three deal with Appeals in the backlog. The Appeals Committees receive assistance from support staff provided by the Ministry for the Protection of the Citizen. The current number of staff is below the intended level of five (5) per Committee.

Each Committee currently carries out up to three (3) interviews per day from the backlog of cases which is estimated at c.47,000. The Appeals Committees are located in a small police department in Virona. The building is too small to hold the Appeal Committees and lacks storage space for files and necessary equipment. There is also a shortage of computer networks to share decisions and COI, insufficient management of applications and no internet connection is available (or the connection's quality is poor). As such there are inadequate facilities for carrying out the tasks of the Committees efficiently.

### **5.2 Authorities responsible according to Law 3907/2011**

Article 3 of Law 3907 of 26 January 2011<sup>12</sup> provides for the establishment and operation of an Appeals' Authority within the Ministry for the Protection of the Citizen.

One (1) or more Appeals' Committee(s), will operate within the Appeals' Authority.

The Committee(s) will receive support from a Secretariat headed by a Director. In addition to this, the law provides for eight (8) specialized scientific staff acting as "experts-rapporteurs" and five (5) secretaries. The Central Asylum Service shall provide the premises and administrative support of the Appeals' Authority and cover its operational costs out of the Asylum Service's budget.

---

<sup>12</sup> Official Gazette of the Hellenic Republic Volume A', No 7, 26.01.2011



### **5.3 Intended situation**

The aim is to establish an appeals system that delivers fair and well informed decisions; is able to adjudicate the appeals lodged against negative decisions at the same pace as first instance decisions are issued – i.e. without creating a new backlog; manages to clear the backlog of older cases within the shortest possible period of time; implements appropriate management tools in order to work efficiently at a reasonable cost for the State budget.

The above objectives imply that the number of Committees should be increased while, at the same time, the Committees should significantly increase their current pace of three interviews per day without adversely affecting quality, which may be achieved by improving working methods and equipment. The MoCP is going to create 17 additional Committees.

Furthermore, Article 3 of Law 3907/2011 provides that the number of Committees set up under the Appeals Authority shall be proportionate to the number of appeals lodged, thus reflecting a clear commitment of the Greek Government and Parliament to prevent the constitution of a new backlog and to devote the necessary means to that end.

### **5.4 EASO measures**

- Assistance of an EU expert to the Chairpersons of Committees and Head of Secretariat in organizing work on the model of a Court/Court's Clerk's Office;
- Assistance of an IT expert for advising about a management database/application for the specific needs of the Secretariat and Committees, in connection with the expert of UNHCR<sup>15</sup>;
- Information about the operation and technical requirements of the GDISC "Interpreters' Pool" project;
- Assistance to the Committees' members by an experienced refugee law judge for decision-drafting and awareness of international case-law.

#### **EASO measure 5.4.1: Administrative assistance to the Appeals Committees**

Place of action: Greece, Athens, Offices of the Appeals Committees.

Time frame: 2<sup>nd</sup> of May 2011 – or as soon as workspace available.

Greek counterparts: Head of Secretariat, Chairpersons of Committees, other members of Committees, secretarial staff.

<sup>15</sup> Coordinating the actions of the different IT experts involved in EASO measures 3.4, 4.4, 5.4 and 6.4 will be necessary.



EASO support:	2 months (possibly follow-up when new Asylum Service takes over), 1 expert; interpreter may be required.
Description / method:	Greek officials to assess, together with EASO expert, weaknesses in organization and working methods, possible improvements, identify IT needs in conjunction with IT expert mentioned in EASO measure 5.4.2 below and with UNHCR IT expert; define backlog strategy.
Output / take over:	Identify improved methods for Secretariat to support current/ additional Appeals Committees on the model of a Court's Clerk's Office; Committees agree on methods to increase their production; IT needs are identified; backlog clearing strategy is defined.  Greek authorities to make regular progress reports to EASO contact point/expert deployed till Secretariat's and Committees' working methods are reorganized; backlog strategy is implemented; the adequate number of Committees and support staff is defined and agreed by MoCPMoCP/Appeals Authority/new Asylum Service; IT system for the management of cases and decisions is up and running.

**EASO measure 5.4.2: Assistance of an IT Expert<sup>14</sup>**

Action by:	Greek stakeholders supported by EASO expert.
Place of action:	Greece, Athens, Offices of the Appeals Committees.
Time frame:	30 <sup>th</sup> of May 2011 – or after expert above has been in post for 4 weeks.
Greek counterpart:	Head of Secretariat, secretarial staff; Chairpersons and members of Committees; IT staff of police HQ, Informatics' Division.
EASO support:	4 weeks (possibly follow-up when new Asylum Service takes over), 1 IT expert; interpreter may be required.

<sup>14</sup> Coordinating the actions of the different IT experts involved in EASO measures 3.4, 4.4, 5.4 and 8.4 is necessary.

Description / method: Greek officials to identify, together with EASO expert, IT needs in conjunction with management expert mentioned in EASO action (5.4.1.) above and UNHCR IT expert.

Output / take over: IT needs are identified; features and requirements of adequate IT system are defined.

Greek authorities to make regular progress reports to EASO contact point/expert deployed till IT system is up and running.

**EASO measure 5.4.3: Introduction to the “Interpreters’ Pool” project**

Place of action: Greece, Athens. Meeting room to be provided by Greek side.

Time frame: As soon as possible, upon request by Greek authorities.

Greek counterpart: Head of Secretariat, persons in charge of interpretation at Appeals Committees, Attica Aliens Directorate; interpreter may be required.

EASO support: 1 day (possibly follow-up when new Asylum Service takes over); 1 expert.

Description / method: Information session about the operation and technical requirements of the GDISC “Interpreters’ Pool” project to enhance interpretation capacity, in particular for more ‘exotic’ languages; assistance for the implementation of the said project if and when requested by the Greek side.

Output / take over: Competent Greek authorities are aware of the services provided by the Interpreters Pool project and how to implement them.

**EASO measure 5.4.4: Assistance to the Appeal’s Committees’ members by an experienced refugee law judge**

Place of action: Greece, Athens, offices of the Appeals Committees.

Time frame:	2 <sup>nd</sup> of May 2011 – or as soon as an appropriate workspace is available.
Greek counterpart:	Members of Appeals Committees.
EASO support:	1 month (possibly follow-up when/if new Committees are created): 1 expert.
Description / method:	Assistance to the Committees' members by an experienced refugee law judge for decision-drafting and awareness of international case-law.
Output / take over:	Committees members are aware of decisions drafting standards in use in other Member States and of sources of international case law.

## 6 MANAGEMENT IN THE FIRST INSTANCE PROCEDURE<sup>15</sup>

### 6.1 Description of the current situation

According to the study visit of the OPT and especially to the exchange with the responsible Greek authorities within the MoCP an overall management of the asylum system is missing. Currently the heads of the Regional Police Directorates who are responsible for the submission of asylum applications or for carrying out the asylum interviews, seem to be the responsible regional "managers" on First instance. They remain in regular contact with the Asylum Service at the MoCP, which is the focal point for training and other matters regarding the asylum procedures.

Remark: At the present stage, neither the First nor the Appeals Procedure (Second instance) provide for interpreters themselves, as the interpretation is mainly provided either by freelance interpreters or by the NGO METAction<sup>16</sup> (the latter guarantees a certain level of qualification). This measure will be funded until the end of June 2011 (by the ERF 2010 Emergency Measures). Further interpreters are needed nevertheless, in order to avoid delays during the procedures and cover the existing needs through all instances.

### 6.2 Authorities responsible according to Law 3907/2011

According to the Action Plan (page 41 of the Greek Action Plan dated Nov. 2010) and Art. 2 of the new Law 3907/2011, the Government is determined to change the asylum procedure in the ultimate aim of **creating a new, independent Asylum Service staffed by civil servants working outside the Hellenic Police**. Important management functions seem will be established such as the Department of Coordination (in charge of coordination of Regional Offices and cooperation with First Reception Centres), the Department for Human Resources and Quality (also responsible for quality assurance and training) and the Administrative Department (i.e. in charge of statistics).

### 6.3 Intended situation

- Valid statistical data on actual work load (applications, pending procedures/backlog) and capacities (personnel and requirements) are available and will be analysed on a regular basis in order to allow management and flexible reactions of the asylum authorities;

---

<sup>15</sup> As the existing second instance procedure and backlog management will be handled in detail in the corresponding topic no further management support seems to be needed in this regard

<sup>16</sup> METAction [www.metadrasi.org](http://www.metadrasi.org)

- Clear responsibilities in analyzing and management in the MoCP and the new Asylum Service are laid down ;
- An efficient management system, considering the most important stakeholders is established;
- Aims of the service and circulars how to achieve them are set and familiar to the Central Unit and each Regional Office and will be kept up to date.

Remark: Quality criteria for interpreters are established and a general list of qualified interpreters along with a code of conduct will be available.

#### **6.4 EASO Measures**

##### **EASO measure 6.4.1: Management support in setting up the new Asylum Service**

Place of action / time frame: Athens, 2 months, once the new Director is appointed.

Greek counterparts: Appointed Director of the new Asylum Service, 1 Greek official of the MoCP with asylum management tasks.

EASO support: 1 expert on the general management of asylum systems, including methods and analysing situations with a particular knowledge in setting up an asylum service and management, ideally Greek speaking, if not with a good command of English, interpreter may be required.

Description: During the first 2 weeks, the experts will get a picture of actual figures (e.g. number of applications, pending asylum procedures and capacities) analyse them and will discuss the Greek aims of the new Asylum Service. Until the end of the first month concrete tasks (especially of Departments with management functions), possible routines and management circles will be drafted and discussed with main stakeholders especially UNHCR, MoHSS for reception matters, Appeals Procedure, First Reception Centres (if in place). In the remaining month a concrete management plan on the experts topics including aims of the new Service, responsible post for “analysing and management” in the Service and periodical

quality circles will be figured out management training needs (target group and main content) are established.

Method: Consultation and analysis.

Output / take over: New Asylum Service staff is defined and agreed-especially responsible persons (posts) for quality and asylum management are appointed, management plan see above is drafted, management training needs are clear, an “overall” quality management network including one “overall management” responsible post at Central Unit is drafted.

**EASO measure 6.4.2: Setting up a quality management network**

Action by: Greek stakeholder supported by EASO expert.

Place of action / time frame: Athens, 2 weeks (2 weeks after the new Asylum Service is set up and shortly after the Heads of the Departments and the Regional Asylum Offices in the Asylum Service are appointed.

Greek counterparts: Director, 1 Greek official of the new Asylum Service (under 6.4.1. estimated “overall” manager of the new Asylum Service).

EASO support: 1 expert on the general management of asylum systems, including methods and analysing situations with a particular knowledge in setting up an asylum service and management, ideally Greek speaking, if not with a good command of English, interpreter may be required.

Description: Draft of routines and management circles will be finally discussed with relevant stakeholders and laid down in the management plan.

Method: Consultation/discussion.

Output/ take-over: Introduction of an “overall” quality management network.

### **EASO measure 6.4.3: Training on management and leadership**

Action by:	Greek stakeholder supported by EASO expert.
Place of action / time frame:	Athens, 2 weeks after the new Asylum Service is set up and shortly after the Heads of the Departments and the Regional Asylum Offices in the Asylum Service are appointed.
Greek counterparts:	1 Greek official of the new Asylum Service ("overall" manager of the new Asylum Service) and 1 Head of Human Resources Department.
Greek target Group:	Appointed Director of the new Asylum Service, 1 Greek official of the MoCP with asylum management tasks.
EASO support:	1 expert on general management of asylum systems assisted by another expert with similar quality management and training skills, ideally Greek speaking, if not with a good command of English (interpreter may be required); and if possible (to be funded and organised in advance by the Greek counterparts) an external Greek consultant for the very basic management training.
Description:	The training should focus on a thorough understanding of the critical challenges in the Greek asylum system and an improved performance in core managerial activities. Further it should enhance interpersonal skills and the ability to communicate more effectively especially with relevant partners and to build up a close management network in the relevant areas. Next to these general items, the training should focus on the development of concrete responsibilities, identifying areas for improvement and measures for quality assurance (e.g. setting of goals together with R.O. and connection between different goals).
Method	Training/Workshop.
Output / take over:	By the end of the 2 weeks the target group is trained.



**EASO measure 6.4.4: Support in the area of interpretation as short time measure**

Action by:	Greek stakeholder supported by EASO expert.
Place of action / time frame:	Athens, MoCP and Attica Aliens Directorate, in May 2011 for 3 weeks.
Greek counterparts:	Expert of MoCP, expert of UNHCR.
EASO support:	1 expert on quality management of asylum systems with a particular knowledge on quality criteria for interpreters, ideally Greek speaking- if not with a good command of English, interpreter may be required.
Description:	Greek officials to identify, together with EASO and UNHCR expert, possibilities of expanding the current interpreter pool, ideally in close cooperation with the responsible authorities dealing with an eventual implementation of the interpreter's pool. Special attention should be given to the actual needs regarding languages and date of action (at the Police Directorates). Further, needs concerning interpreters and qualification shall be identified. Once those criteria are set they should be laid down in written form (criteria and handbook).
Method:	Consultation and analysis. EASO and the Greek authorities will look for an intermediate solution in order to cover the enormous needs of the Greek Authorities regarding interpretation during the transitional period.
Output/ take-over:	Quality criteria and handbook on the usage of interpreters are established and implemented (communicated to staff members), adequate number and appropriately qualified interpreters are consolidated in a centralized list from which the Police Directorates as well as the new Asylum Service can choose.



## **7 MANAGEMENT OF RECEPTION CONDITIONS**

### **7.1 Description of the current situation**

Approximately 10,250 persons applied for asylum in Greece in 2010. In addition, there is a backlog of over 47,000 applicants, whose claims need to be reviewed by the newly established Appeals Committees. According to assessment by the Greek authorities, it is estimated that approximately 25 000 applicants may still live in Greece.

According to the Greek Action Plan, there are only some 615 places available for adult asylum seekers and 330 for UMs.

The standard in the existing reception centres varies, and in addition to the obvious lack of capacity, there is a need to develop management tools, such as:

- standardised procedures;
- specification of requirements for material standards as well as for provision of services;
- an efficient referral system;
- an efficient reception management system to ensure standardized provision of services and adequate material standard, smooth running of the centres and efficient use of available capacity.

### **7.2 Authorities responsible**

The MoHSS has the overall responsibility for:

- reception facilities for asylum seekers;
- reception facilities for unaccompanied minors (UMs);
- medical screening in reception / screening centres;
- medical care for asylum seekers and vulnerable people;
- identification of vulnerable people;
- provision of social services in general.

### **7.3 Intended situation**

#### ***Measures foreseen by the Greek authorities:***

Provision has been made (in Law 3868/10) for the recruitment of extra specialised staff for social welfare units in the National Social Welfare System. Specialists from NGOs can support the State by offering their expertise and proposing various pilot models which can be adopted where applicable.

#### ***Immediate measures to increase accommodation facilities/improve reception conditions:***

- New reception structures will start operating in the near future and are expected to contribute approximately with an additional 150 places out of which 75 will be designated UMs.
- In addition it is planned, but still not decided, to establish approximately 50 places for UMs in a reinforced reception centre close to the detention centre in Evros. This will be a temporary centre where UMs will stay for a maximum of 15 days before they will be transferred to open centres elsewhere.
- Under the ERF 2010 emergency measures, medical and socio-psychological units with interpreters have been set up/ are in the process of being set up in order to assist with vulnerability screening.

Other proposals from various organizations are in the process of being assessed, such as deliverance of food packages, focusing the target group outside reception centres.

### **7.4 Measures from UNHCR**

UNHCR is providing technical expertise, including through the deployment of one Associate Community Services Officer to the MoHSS on setting appropriate and uniform standards, in the form of Standard Operating Procedures, for the reception, in particular, of unaccompanied or separated children and other particularly vulnerable cases. UNHCR, with the MoHSS, is also planning to monitor reception conditions, ensure coordination between service providers, work towards harmonization of standards and address gaps in the services provided, as jointly determined. The support will last until the end of June 2011.

### **7.5 Identified needs**

- Increased capacity of material reception conditions for asylum seekers that are not able to sustain themselves. This includes housing, food and clothing provided in kind, or as financial allowances or in vouchers, and a daily expenses allowance, in accordance with the Council Directive 2003/9/EC (Reception Conditions Directive) laying down minimum standards for the reception of asylum seekers.
- Increased capacity of specifically designed reception facilities for groups belonging to vulnerable categories, including unaccompanied minors, according to the minimum standards in the Reception Conditions Directive.
- Procedures for medical and socio-psychological screening in first reception centres and trained staff to carry out the screening.
- Procedures and criteria for identification of vulnerable groups, including unaccompanied minors and trained staff to carry out the identification process.
- A functioning referral/routing system to available facilities for vulnerable groups.

### **7.6 EASO measures**

- Support to the Greek authorities in planning a strategy to increase capacity of reception facilities tailor-made for the various vulnerable groups in both a short term and a long term perspective;
- To support to the Greek authorities in developing a reception management system;
- Support in the development of systems for identification of vulnerable categories, including UMs, and assessment of their needs;
- Training on reception management for staff in the ministry and subordinated units;
- Training of staff in reception centres including reception centres for UMs and other vulnerable categories.

#### **EASO measure 7.6.1: Experts to assist the MoHSS in planning a strategy to increase and sustain reception capacity for the prioritized categories asylum seekers**

Place of action: Athens, MoHSS.

Time frame: Phase 1: 2 months x 2 experts, May to June 2011 or asap.

Phase 2: 4 months x 1 expert, November 2011 to February 2012.

Phase 3: 2 months x 1 expert, November to December 2012.

Greek counterpart: Greek counterpart in MoHSS/human resources must be in place.

EASO support: 1-2 experts on the development of reception systems and management of reception facilities, out of which 1 expert should have experience in initiating and implementing public tenders, technical evaluation of existing infrastructure. 1 of the experts should speak Greek, both should have a good command of English, interpretation may be required.

Description: This measure should include both an emergency short term strategy aiming at immediate increase of reception facilities and utilization of available funding as well as a long term strategy to ensure sufficient reception facilities for vulnerable asylum seekers, including UMs.

Output: After phase 1: an emergency short time strategy aiming at immediate increase of reception/accommodation capacity and utilization of available ERF, and other funding.

After phase 2: a strategy document that outlines ways to increase and sustain reception facilities, including description of different models and a step by step plan that can be suitable for swift implementation in the Greek system.

After phase 3: a revised strategy document for 2013 – 2015.

**EASO measure 7.6.2: Expert to assist the MoHSS in developing a reception management system**

Greek counterpart: Greek counterpart /human resources must be in place.

Place of action: Athens, MoHSS.

Time frame: 6 months x 1 expert, August 2011 to January or February 2012.

This expert should work with staff in MoHSS and also link up with the work done by the UNHCR staff deployed in the ministry until end of June 2011 to assist in developing Standard Operational Procedures for the reception centres. This expert should also cooperate with the expert that assists in strategy planning to ensure sufficient reception facilities.

EASO support:	1 expert on the development of reception systems and management of reception facilities. Interpretation may be required.
Description:	Assist MoHSS in developing a reception management system including all relevant documents such as Rules and regulations, Quality requirements.
Output:	Management documents for reception systems in place, including quality requirements for the different types of reception facilities. Guidelines for the daily running of the centres as well as for the supervision and monitoring of the centres once in place.

**EASO measure 7.6.3: Experts to assist in setting up systems for identification of vulnerable groups, including UMs, and tailor-made services**

Place of action:	Athens, MoHSS/Evros, detention centres.
Time frame:	1 week x 2 experts in April 2011 to carry out need assessment/map the situation.  2 months x 2 experts in autumn 2011 (after the opening of a new centre for UAs in Evros) for development of manual and guidelines for identification of vulnerable groups and a system for age assessment of UMs and for assessing needs for reception facilities.
EASO support:	1 expert on particularly vulnerable persons and victims of torture.  1 expert on UMs. Interpretation may be required.
Greek counterpart:	Greek counterpart/2 staff from medical and socio-psychological screening staff in Evros, 1 staff from MoHSS.
Description / output:	A manual and guidelines for identification of vulnerable groups according to best practices and international standards;  A system is in place for age assessment of Ums;  Assessment of specific needs for tailor-made reception facilities pertaining to the targeted vulnerable groups delivered MoHSS.

**The following set of measures concern training on reception management for staff in MoHSS, subordinated units and reception centres (measures 7.6.4 to 7.6.6).**

**EASO measure 7.6.4: Developing Terms of Reference for training manuals**

In this activity Terms of Reference for training manuals will be produced for the staff in the MoHSS, subordinated units and reception centres. These training manuals will shape the training system for staff assigned to work within the MoHSS, subordinated units, reception centres and in the field of migration.

Place of action:	Greece, Athens (5 days).
EASO support/ time frame:	5 working days, 1 migration expert/training expert and 1 reception centre expert – start up of the activity March 2012.
Greek counterpart:	Greek counterpart/human resources must be in place.
Description:	EASO experts will discuss the current training curriculum, methodology and process within the MoHSS. EASO experts will also collate and make close reference to the training strategies employed in reception facilities in EU member states and agreed best practise across the EU. EASO experts will include in their frame of reference for this activity a focus on what existing training provides to staff on matters of welfare, awareness and involvement of NGOs, International Organisations and other stakeholders. The current practices and training given to identify, support and manage vulnerable migrants (e.g. UMs and victims of trafficking) will also be taken into account.
Methods:	Interviews and consultations.
Output:	Assessment report with terms of reference for the development of the training strategy and training manuals.



**EASO measure 7.6.5: Developing and drafting training manual**

In this activity the training manual (s) for the MoHSS will be developed and drafted.

Place of action:	Greece, Athens (10 days).
EASO support / time frame:	10 working days, 1 migration expert/training expert and 1 reception centre expert, once activity 1 is completed.
Greek counterpart:	Greek counterpart/human resources must be in place.
Target group :	Staff working in a MoHSS and subordinated units.
Description:	As a result of the decisions made in activities 1 the experts will design a training manual and action plan that covers all required training needs for staff to receive . The EASO experts will work closely with a Greek counterpart to make sure that the training is designed adequately and to transfer the skills necessary to design/amend training manual.
Methods:	Consultations.
Output:	A training manual and training action plan produced and received, by Greek counterparts.

**EASO measure 7.6.6: Writing a training action plan and associated manual for In-service training for staff in a reception centre.**

Place of action:	Greece, Athens (10 days).
EASO support:	10 working days, 2 reception centre experts out of which 1 is an expert on UM/vulnerable categories once activity 2 is completed.
Greek counterpart:	Greek counterpart/human resources must be in place.
Target group:	Staff working in a reception centre.
Description:	As a result of the decisions made in activity 1, the Greek stakeholder and the EASO experts will design a training manual and action plan that covers all required training needs for staff to receive in-service training. They will work closely with a Greek counterpart to make sure that the training is

designed adequately and to transfer the skills necessary to design/amend training manual. During the final day the experts will present the draft and fine tune, seeking agreement from Greek colleagues.

Methods: Consultations.

Output: A training manual and training action plan produced and received, by Greek counterparts, for in-service training for staff in a reception centre. It is foreseen that actual training of staff will be carried out from 2012 and onwards.



## **8 Closed reception facilities**

### **8.1 Description of the current situation**

The Greek Action Plan addresses the problem of insufficient facilities for irregular migrants and the need to adopt the necessary mechanisms to handle the situation.

Today the migrants apprehended in Northern Evros are held in the Fylakio detention centre established by the Evros Prefecture, while in Southern Evros irregular migrants are held in police detention facilities in Feres, Tycherio and Soufli.

### **8.2 Authorities responsible according to Law 3907/2011**

The Greek Action Plan provides for a comprehensive structure to address gaps in the Greek system for managing asylum and migration.

Law 3907/2011 was adopted in January 2011 establishing an asylum service as well as a first reception service and transposing certain aspects of the Return Directive. It establishes an Asylum Service as well as a First Reception Service as separate structures within the MoCP.

The MoCP will be responsible for all the closed reception facilities. An autonomous service entitled "First Reception Service" will be established (Law 3907, Chapter 2, art. 6).

The law provides for the creation of First Reception Centres (including the screening process) throughout the country and temporary or mobile First Reception Units under the authority of the Central Service, where persons entering the country in an irregular manner will be channelled to the appropriate procedure. The First Reception Centres shall also identify persons with specific needs and refer these to the competent bodies for individual follow up.

The MoHSS is responsible for the medical screening program, the program for psycho-social services and the referral (by MoCP) of beneficiaries to support and accommodation facilities. They assist in identifying vulnerable groups and are responsible for providing medical and socio-psychological support to the beneficiaries in the centres and are responsible for providing accommodation in open reception centres for UMs and vulnerable asylum-seekers that do not have the means to sustain themselves.

### **8.3 Intended situation**

The Greek Action Plan foresees the following:

- The creation of different kinds of reception facilities;
- Efficient system to identify persons of vulnerable categories, including UMs;
- Efficient referral and registering system of asylum seekers and access to appropriate reception conditions;

Priority will be given to the establishment of a new First Reception Centre in the Evros region, due to that this region has the greatest influx of migrants, but a decision has not been taken regarding location according to the MoCP.

#### ***Identified needs concern the following areas:***

##### Design

The main objective is to outline the layout and structural requirements of a detention facility.

Two principle elements of equal importance should guide the framework of a centre of this type: the safety and security of residents and staff on one hand, and the resident's human rights and dignity on the other.

##### Guidelines for the daily management of a detention centre

Development of guidelines on the daily management of removal and detention centres is one of the key factors for the well functioning of such centres.

Such guidelines must include, but not be limited to:

- Internal regulations regarding the rights and obligations of the inhabitants;
- Standard operational procedures (S.O.P.);
- Emergency plan /Risk assessments for detainees and procedures in case of an emergency situation.

##### Staff

A crucial aspect of the daily management of detention centres is the amount of staff and capacity that can be attributed to the facilities in order to ensure that effective procedures and processes are implemented efficiently. Staff shall be continually encouraged through training, consultative procedures and a positive management style to aspire to human standards, higher efficiency and a commitment to their duties.

Staff behaviour should be considered as a crucial aspect in the management of the centre and as such, particular attention should be paid to the training activities of the staff. Similarly, effective training must be offered and carried out for members of staff from external companies that are contracted to run the detention facilities as provided for in Law 3907/2011, chapter 2, art.14. Topics related to staff training should include, but not be limited to:

- Basic, In-Service and advanced training programmes developed for staff;
- Developing and drafting training manuals for the 3 training groups;
- Developing the “train-the-trainer” programme;
- Management training and support programme.

#### Information system

At this moment an overall information system in the field of migration is not available.

A crucial aspect for the well functioning of the new services (like the “the First Reception Services”) is the availability of an overall data base system.

- Creating Terms of Reference for an overall data base system regarding migration (MoCP).

#### **8.4 EASO Measures**

The EASO Support Teams will help to achieve a better capacity to cope with illegal migration via the support of the Greek authorities, to establish First Reception centres, open reception centres, detention/removal centres and develop standards for their management as well as address overall needs for legislative and administrative alignment which will be in line with the current European standards and best practices. The first centres should to be taken as models for further ones to be established.

##### **EASO measure 8.4.1: Layout and design of a detention centre**

Greek counterpart: 2 Greek officials of the MoCP (MoCP).

EASO support / time frame: 5 working days, 2 x management and detention experts.

Description / method: Greek officials, from the MoCP, will be responsible for the drafting of the guidelines/ manual for the layout of a detention centre in general, with support from the EASO experts. An initial workshop (2 days) will provide information exchange

regarding the best practice of the layout of a detention centre. On the other days the participants will also discuss and agree on topics to be covered in the guidelines/ manual. The remainder of the time will be spent drafting guidelines/manual with support from experts.

Output / take over: Guidelines / manual regarding the design /layout of a detention centre.

**EASO measure 8.4.2: Developing guidelines for the daily management of a detention centre**

In this activity, tools for writing detailed guide lines will be provided, in the form of a manual. The manual (s) should include operating procedures/instructions for the daily management of a detention centre and operating procedures/instructions for crisis management in case of an emergency situation.

Place of action: Greece, Athens.

Greek counterpart: 3 Greek officials of the MoCP.

EASO support: 15 working days, 2 x management and detention experts.

Description / method: In order to make the development of guidelines sustainable, the Greek counterparts must be able to constantly revise and update them, Greek officials, from the MoCP, will be responsible for the drafting of the guidelines with support from the EASO experts. An initial workshop (1 day) will provide guidance/training on how to write guidelines and maintain the integrity of the document. On the second day the time frame for drafting the guidelines and communication strategy for circulating approved guidelines will be discussed and agreed. The participants will also discuss and agree all topics to be covered in the different manuals, including how contact and consultations with external stakeholders and NGOs can contribute to the effective operation of a detention centres. The remaining time will be spent drafting guidelines with support from experts.

Output / take over: Guidelines/manuals for: internal regulations, daily routine programme, standard operational procedures (S.O.P.) and emergency plan.

*The following set of measures relate to the development training programmes for staff in First Reception centres / detention centres, including terms of reference (8.4.3), manuals (8.4.4 to 8.4.6), and train the trainer activities (8.4.7 and 8.4.8).*

**EASO measure 8.4.3: Training programmes for staff working in First Reception centres / detention centres**

Place of action: Greece, Athens.

EASO support: 3 working days, 2 x detention experts.

Greek counterpart: 3 Greek officials of the MoCP.

Target group: MoCP advisors, training developers and training delivery officers.

Description: EASO State experts will view firsthand the training of relevant staff. They will discuss the current training curriculum, methodology and process with current Greek trainers and training course developers. EASO experts will also collate and make close reference to the training strategies employed in detention facilities in EU Member States and agreed best practise across the EU. EASO experts will include in their frame of reference for this activity a focus on what existing training is provided to officers on matters of welfare, awareness and involvement of NGOs, International Organisations and other stakeholders.

Methods: Interviews & consultations.

Output / take over: Assessment report with terms of reference for the development of the training strategy and recommendations for a training action plan.

***Training manuals for 3 distinct groups of trainees will be developed and drafted (8.4.4 to 8.4.6).*** Training manuals will be produced for the basic training, in-service and advanced training programmes. These training manuals will shape the training system for staff assigned to work within detention centres and the field of illegal migration. These training manuals will be in line with the existing training programmes of the MoCP.

**EASO measure 8.4.4: Developing and drafting training manuals for basic training**

Place of action:	Greece, Athens.
EASO support:	10 working days, 2 x detention experts.
Greek counterpart:	3 Greek officials of the MoCP.
Target group:	Staff working in a detention centre.
Description:	As a result of the decisions made in activities 8.4.2 the experts will design a training manual and action plan that covers all required training needs for staff to receive basic level training. The EASO experts will work closely with a Greek counterpart to make sure that the training is designed adequately and to transfer the skills necessary to design/amend training manuals
Methods:	Consultations.
Output / take over:	A training manual and training action plan produced and received, by Greek counterparts, for basic level training.

**EASO measure 8.4.5: Writing a training action plan and associated manual for In-service training**

Place of action:	Greece, Athens.
EASO support:	8 working days, 2 detention expert.
Greek counterpart:	3 Greek officials (including 1 official with knowledge of training methods).
Target group:	Staff working in a detention centre.
Description:	As a result of the decisions made in activity 8.4.2, the Greek stakeholder and the EASO experts will design a training manual and action plan that covers all required training needs



for staff to receive in-service training. They will work closely with a Greek counterpart to make sure that the training is designed adequately and to transfer the skills necessary to design/amend training manuals. During the final day the experts will present the draft and fine tune, seeking agreement from Greek colleagues.

Methods: Consultations.

Output / take over: A training manual and training action plan produced and received, by Greek counterparts, for in-service training.

**EASO measure 8.4.6: Writing a training action plan and associated manual for advanced level training**

Place of action: Greece, Athens.

EASO support: 8 working days, 1x detention expert and 1 x detention/migration expert.

Greek counterpart: 3 Greek officials (including 1 official with knowledge of training methods).

Description: As a result of the decisions made in activity 8.4.2, the Greek stakeholder and the EASO experts will design a training manual and action plan that covers all required training needs for staff to receive advanced level training. They will work closely with a Greek counterpart to make sure that the training is designed adequately and to transfer the skills necessary to design/amend training manuals. During the final day the experts will present the draft and fine tune, seeking agreement from Greek colleagues.

Methods: Consultations.

Output / take over: A training manual and training action plan produced and received, by Greek counterparts, for advanced level training.



### **EASO measure 8.4.7: Developing of a “train the trainer” programme**

The following set of measures concern train the trainer programmes (8.4.7 and 8.4.8)

Place of action:	Greece, Athens.
EASO support:	5 working days, 2 x detention experts.
Greek counterpart:	3 Greek officials (including 1 official with knowledge of training methods).
Target group:	MoCP Trainers.
Description:	EASO experts will discuss the current training curriculum, methodology and process with current Greek trainers and training course developers. EASO experts will also collate and make close reference to the training strategies employed in detention facilities in EU Member States and agreed best practise across the EU. EASO experts will include in their frame of reference for this activity a focus on what existing training is provided to officers on matters of welfare, awareness and involvement of NGOs, International Organisations and other stakeholders.
Methods:	Interviews and consultations.
Output / take over:	Assessment report with terms of reference for the development of the “Train the trainer” strategy and recommendations for an action plan.

### **EASO measure 8.4.8: Developing and drafting training manual for trainers**

Place of action:	Greece, Athens.
EASO support:	5 working days, 2 x detention experts.
Greek counterpart:	3 Greek officials (including 1 official with knowledge of training methods).
Description:	As a result of the decisions made in activity 8.4.7, the Greek stakeholder and the EASO experts will design a training manual and action plan that covers all required for trainers to give the trainings. They will work closely with a Greek counterpart to make sure that the training is designed adequately and to transfer the

skills necessary to design/amend training manuals. During the final day the experts will present the draft and fine tune, seeking agreement from Greek colleagues.

Methods: Consultations.

Output / take over: A training manual for trainers and training action plan produced and received, by Greek counterparts.

*The following measures concern management support (8.4.9 to 8.4.11).*

**EASO measure 8.4.9: Assessment of the strategy, development and delivery of Terms of Reference for a management manual**

Place of action: Greece, Athens.

EASO support: 5 working days, 2 management & detention experts.

Greek counterpart: Greek officials.

Target group: MoCP managers of detention centres.

Description: EASO experts will discuss the current managing curriculum, methodology and process with the Greek counterparts. EASO experts will also collate and make close reference to the management strategies employed in detention/removal facilities in EU Member States.

Methods: Interviews and workshops.

Output / take over: Assessment report with terms of reference for the development of the strategy and recommendations for a management manual.

**EASO measure 8.4.9: Developing and drafting a management manual**

Place of action: Greece, Athens.

EASO support: 5 working days, 2 management and detention expert.

Greek counterpart: 3 Greek officials.

Description: As a result of the decisions made in activity 8.4.9, the Greek stakeholder and the EASO experts will create a management

manual to be used as a guideline by the manager of a detention centre. The experts will work closely with a Greek counterpart to make sure that the management manual is designed adequately. During the final day the experts will present the draft and fine tune, seeking agreement from Greek colleagues.

Methods: Consultations.

Output / take over: A management manual for management of detention centre produced and received, by Greek counterparts.

**EASO measure 8.4.10: Support in setting up the First Reception Service (FRS)/ First Reception Centre**

Place of action: Greece, Athens and Evros region.

EASO support: 4 months, 1 x general manager of a detention centre and with general knowledge in the field of migration, 1 x migration expert.

Greece counterpart: 1 Greek official (the new Director of the First Reception Service).

Description / method: A management model should be worked out. The model should be tailored for the Greek situation. The model should also give descriptions of the staff needed to manage the FRS and the staff needed to manage a detention Centre in line with EU standards.

The EASO expert will support the Greek counterpart in developing a strategy regarding requirements, standards, procedures and guidelines for running the different categories of centres within the FRS.

Output / take over: Strategy and management model; the two experts could also act as sparring partners of the director of the First Reception Centers.

**EASO measure 8.4.11: Creating Terms of Reference for an overall data base system<sup>17</sup>**

The following measure relates to information system development.

Place of action: Greece, Athens (2 x 5 days). Timeframe of this activity is 8 weeks. Phase 1 (5 days) in week 1 and phase 2 (5 days) in week 8.

<sup>17</sup> Coordinating the actions of the different IT experts involved in EASO measures 3.4, 4.4, 5.4 and 8.4 will be necessary.

EASO support:	2 x 5 working days, 1 management & detention expert, 1 asylum expert and 1 migration/ information expert. Ideally the IT expert should be the same as in measure 3.4.1 and 3.4.2, or coordinate actions.
Greek counterpart:	2 migration/information expert.
Description:	<i>Through interviews and meetings the Greek counterparts and the EASO experts will analyse existing needs for the developing of an new overall data-base system.</i>
Methods:	Interviews and workshops.
Output / take over:	Assessment report with terms of reference for the development of a new overall data-base system.
Remark:	Between the two phases, exchange of information (by e-mail) is a relevant part of this activity.

## 9 EUROPEAN MIGRATION FUNDS

### 9.1 *Description of the current situation*

The Greek Action Plan highlights the role played by European financial instruments in the field of asylum. Financial resources are available from the External Borders Fund to establish infrastructure for migrants in need of international protection entering Greece as part of mixed migration fluxes; from the European Refugee Fund to support and improve reception conditions for asylum seekers and refugees, to sustain the asylum procedure and to promote good practices in the field of asylum; and from the Return Fund especially in the area of voluntary return, and in relation to the return of rejected asylum seekers.

### 9.2 *Authorities responsible*

- The responsible authority for the European Refugee Fund is the MoHSS.
- The responsible authority for the External Borders Fund and for the European Return Fund is the MoCP.

### 9.3 *Intended situation*

Reinforce the RAs' management capacity through interventions at the following level :

- Organization chart and number of staff ;
- Internal Rules, Procedures Protocols or Selection Procedures;
- Institutional framework, partnership agreements, protocols of collaboration or contracts ;
- Monitoring, on the spot checks, evaluation, reporting;
- Outsourcing (using technical assistance allocations);
- Annual programming exercise;
- Provide support in managing the projects financed by the Emergency Measures 2010 and identify funding for continuing crucial actions after the end of the eligibility period.

In view of the sharp increase in European migration funding, the funds' responsible authorities, namely the MoCP and MoHSS, are keen on reinforcing their management capacity to fully absorb the funds available, reduce and prevent financial risks and tap into the funds' full potential to meet the Greek Action Plan's objectives.

#### **9.4 EASO measures**

The EASO support team will principally provide advice in terms of programme management expertise related to the External Borders Fund, European Refugee Fund and European Return Fund.

The EASO expert deployed in this area must have established experience in managing the European migration funds and be familiar with current EU legislation, standards and best practices applicable in the area of asylum procedures and reception. He/she must have a good general knowledge of public administration, budgetary processes. The EASO-expert assigned to support the EBF requires specific experience in managing this fund, inter alia experience with procurement procedures for infrastructure development.

#### **EASO measure 9.4.1: Reinforcing the EBF, ERF and RF management capacity**

Place of action:	Athens, with the MoCP and MoHSS and MoCP.
Greek counterpart:	1 Greek official of the MoCP must be designated as EBF counterpart; 1 Greek official of the MoCP must be designated as RF counterpart; 1 Greek official of the MoH must be designated as ERF counterpart.
EASO support / time frame:	1 expert deployed for 2 months in May 2011 or asap.  The expert's deployment should overlap, at least in part, with the deployment of the expert who is to assist the MoHSS in planning a strategy to increase and sustain reception capacity for the prioritized categories asylum seekers (measure 7.6.1).
Description:	The responsible authorities of EBF, ERF and RF are in the course of adapting working processes and broadening their areas of intervention to meet the rising needs, and to meet the matching rise in European funding. The EASO expert provides general management support and expertise in areas such as : procedures protocols, internal rules, partnership agreements, contracts, reporting, programming etc.
Method	Consultations, exchange of management tools.
Output:	Knowledge transfer.

## **10 COOPERATION WITH THE UNHCR**

In accordance with recital 10 of EU Regulation No 439/2010 establishing the EASO, the European Asylum Support Office should act in cooperation with the UNHCR and may complement existing procedures, in particular in the field of training and supporting activities in the asylum procedure in first and second instance, as well as in the reception system. Complementarity between activities implemented by the UNHCR and EASO measures is detailed throughout the Operating Plan.



## 11 COOPERATION WITH FRONTEX

In accordance with recital 11 of EU Regulation No 439/2010 establishing the EASO, the European Asylum Support Office should act in cooperation with the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union (Frontex). Without prejudice to a future working arrangement based on Article 52 of the EASO Regulation, this cooperation may include complementing activities and information exchange in accordance with the specific mandates of EASO and Frontex, and within the ambit of the Operating Plan. EASO may coordinate actions with Frontex if agreement is obtained from all parties and the host Member State where necessary.

## 12 FINAL PROVISIONS

### **12.1 Reporting Provisions**

A reporting system will be established for monitoring the implementation of the Operating Plan and to define improvements within the Greek asylum procedure so as to assess any further needs or changes. Specific reporting templates can be found at Annex E and will be submitted to the Executive Director of the EASO, the EASO Project Manager and the Greek authorities on a weekly basis.

Reporting may comprise of statistics, management information, and reports about improvements to the asylum procedure but shall not include any personal data.

For each area/ activity that is supported by EASO, one person shall be designated responsible for reporting under this provision.

### **12.2 Incident Reporting**

*Participants in EASO activities who have reason to believe that a violation of the present Code of Conduct has occurred or is about to occur, are obliged to report the matter to the Executive Director of the EASO and to the host Member State focal point for the Operating Plan via the appropriate channels.*

Any accidents that may occur throughout the deployment of the Asylum Support Teams shall be reported through the same channels.

Incident reporting templates can be found at Annex G.

- A. Letter from Dr Visser, Executive Director of EASO to the EASO Management Board dated 22 February 2011.
- B. EASO Operating Plan Code of Conduct for Staff
- C. Presidential Decree number 114/2010 on the establishment of a single procedure for granting and withdrawing refugee status.
- D. Law 3907 of 26 January 2011 (Law 3907/2011) establishing the Asylum Service and a First Reception Service and transposing into Greek legislation the provisions of Directive 2008/115/EC on common standards and procedures in Member States for returning illegally staying third country nationals and other provisions.
- E. EASO Operating Plan Reporting Template
- F. EASO Operating Plan Incident Reporting Template
- G. EASO Operating Plan Teams Deployment Timeline