



Annual Report on Migration and International Protection Statistics 2008

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This EMN Synthesis Report summarises the main findings of National Reports analysing migration and international protection statistics for the year 2008. It is based on the contribution from twenty-three EMN NCPs from **Austria, Belgium, Czech Republic, Estonia, Finland, France, Germany, Greece, Hungary, Italy, Ireland, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, Spain, Slovak Republic, Slovenia, Sweden and United Kingdom.**

Topics covered are Legal Immigration and Integration, Illegal Immigration and Return, Border Control and International Protection, including asylum.

This report continues a series of Annual Reports from 2001. A significant development, on this occasion, is that, for the first time, the analysis was of data produced in accordance with the Migratory Statistics Regulation 862/2007.

This EMN Synthesis Report, as well as the National Reports and Data upon which the synthesis is based, is available from: www.emn.europa.eu, under "Migration and International Protection Statistics."

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Disclaimer

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Explanatory Note

This Synthesis Report was prepared on the basis of the data provided in each EMN NCP's National Report, their 2008 tables of data and/or the Eurostat database.¹

Twenty-three EMN NCPs from **Austria, Belgium, Czech Republic, Estonia, Finland, France, Germany, Greece, Hungary, Italy, Ireland, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, Spain, Slovak Republic, Slovenia, Sweden and United Kingdom** each submitted a National Report on Migration and International Protection Statistics 2008.²

Twenty-two EMN NCPs from **Austria, Belgium, Czech Republic, Estonia, Finland, France, Germany, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, Slovak Republic, Slovenia, Spain, Sweden and United Kingdom** have also submitted separate tables of data from 2008, using standardised template tables.³

The Member States mentioned above are given in **bold** when mentioned in the report and when reference to "Member States" is made, this is specifically for these Member States.

EMN NCPs from other Member States could not, for various reasons, participate on this occasion, but have done for other EMN activities and reports.

¹ Revisions to Eurostat data may have occurred since the extraction of the data used for this Synthesis Report (January 2011).

² Available from <http://www.emn.europa.eu>, under "Migration and International Protection Statistics"

³ Also available from <http://www.emn.europa.eu>, under "Migration and International Protection Statistics"

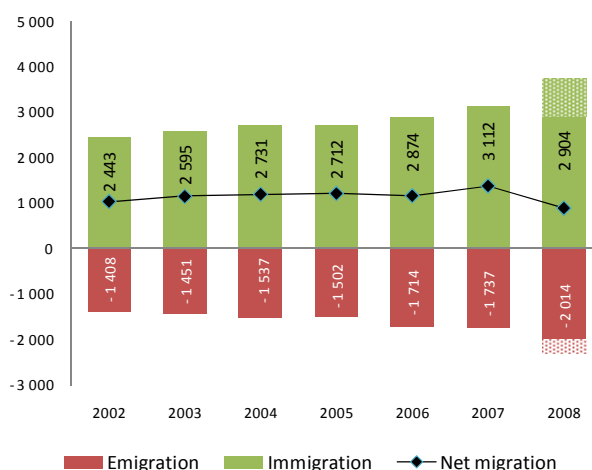
Executive Summary

This Synthesis Report summarises the main findings for the year 2008 of the analysis of migration and international protection statistics undertaken by 23 EMN NCPs (**Austria, Belgium, Czech Republic, Estonia, Finland, France, Germany, Greece, Hungary, Italy, Ireland, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, Slovak Republic, Slovenia, Spain, Sweden and United Kingdom**). It continues a series of Annual Reports from 2001. A significant development on this occasion is that, for the first time, the analysis was of data produced in accordance with the Migratory Statistics Regulation 862/2007.

Legal immigration and integration

Regarding international migration flows (Section 3.1), in 2008, 3.7 million people migrated to EU Member States and 2.3 million people emigrated from a Member State, either to another Member State or at third country. For the period 2002-2008, the available data show an upward immigration trend at EU level, with a slight decrease in 2008 (15%). At the same time, emigration numbers also show an upward trend, with a notable increase in 2008 (45%). There are no significant developments in the overall EU net-migration (immigration minus emigration), which remains positive.

Figure 1: Overall Migration – EU level* (in 1 000)



Source: EMN NCP National Statistical Tables and Eurostat data.

* The figure covers 22 Member States which have available data for all the years. Bulgaria, **France, Greece, Italy** and **Malta** are not included because of incomplete data, except for 2008, when their data are presented separately in a lighter colour. See also Section 3.1.

On immigration (Section 3.1.1), compared to 2007, the highest increases in absolute terms of immigrants in 2008 were registered by **Poland** (33 000), **Netherlands** (27 000) and **Hungary** (13 000). The same three Member States, together with **Malta**, also recorded the largest increase in relative terms. Compared to 2007, the biggest increase in emigration (Section 3.1.2) was recorded in **Germany** (101 000), **United Kingdom** (91 000) and **Poland** and **Spain** (both 39 000). The largest relative increase was recorded in **Poland** (39 000 representing an increase of +110%) and the largest decrease was seen in the **Czech Republic** (-70%, 14 500).

Regarding usual residence (Section 3.2), 19 532 000 citizens of non EU-27 countries have their usual residence in the EU. The largest number of third-country nationals live in **Germany** (4 655 000). **Luxembourg** hosts the largest share of non-nationals relative to the size of the population (44%). Approximately 661 000 persons acquired citizenship (Section 3.3) in a Member State in 2008. Most acquisitions of citizenship were recorded in the largest Member States: **France** (137 320), **United Kingdom** (129 255) and **Germany** (94 470).

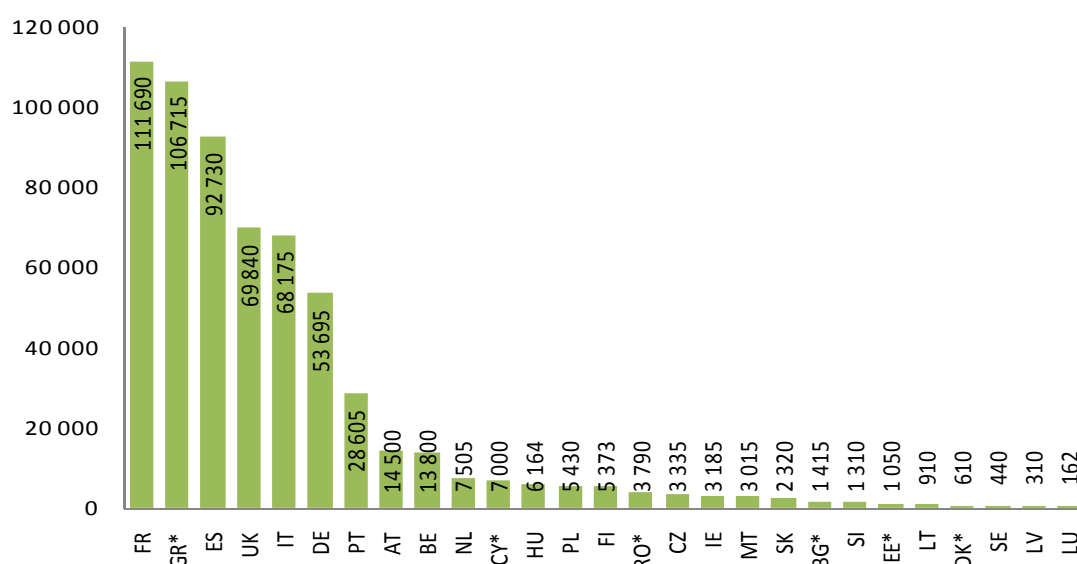
Remunerated activities constituted the primary reason for granting first residence permits (Section 3.4) in eight of the ten Member States which acceded to the EU in 2004 (Cyprus, **Czech Republic**,

Hungary, Lithuania, Poland, Romania, Slovak Republic, and Slovenia), against an overall EU share of 29.6% of all residence permits. There was a tendency among these Member States to attract workers from neighbouring third countries. In the majority of all the Member States, most first residence permits were granted for family reasons (30.2% of all residence permits).

Illegal immigration and return

A total of 611 840 third-country nationals illegally staying in the Member States were apprehended in 2008, most in **France** (111 690), **Greece** (106 715) and **Spain** (92 730) ([Section 4.1](#)). For the 22 Member States with data comparable with previous years, an overall increase in the number of apprehensions was recorded (18%). Different reasons for developments regarding illegal stay and the number of apprehensions of third-country nationals staying illegally were observed. These were *inter alia* related to changes in irregular migration routes and entry points of third-country nationals; the enlargement of the Schengen Area; increased surveillance and focus on countering irregular migration of several Member States, including cooperation with third countries; and developments with regard to international protection (e.g. apprehended third-country nationals may apply for international protection, and some of the persons apprehended may be rejected asylum applicants).

Figure 2: Third-country nationals apprehended/found to be illegally staying, by Member State, 2008



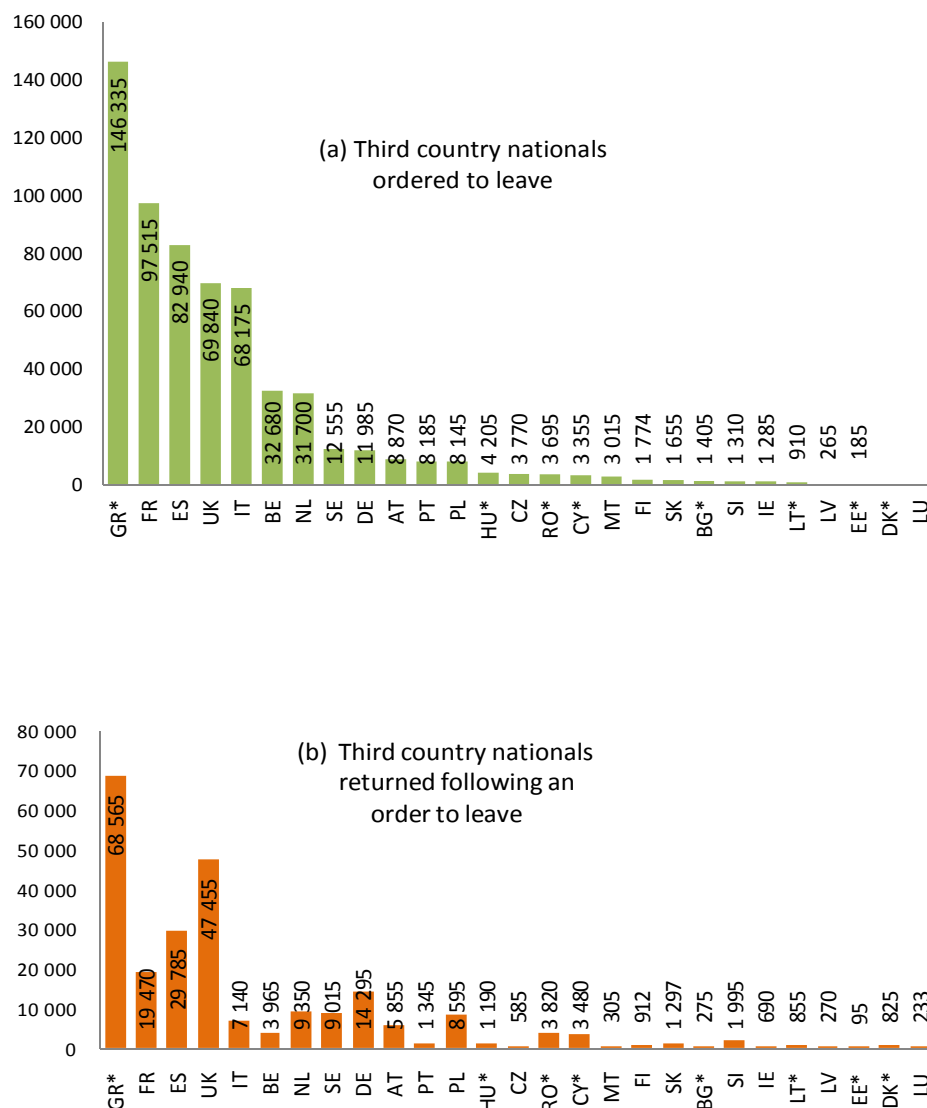
Source: EMN NCP National Statistical Tables. * Eurostat data. This figure is included in [Section 4.1](#)

The most frequent countries of citizenship of illegally staying third-country nationals apprehended were: Albania (72 735), Afghanistan (49 860), Morocco (39 775), Iraq (37 440) and Brazil (32 940).

The most frequent countries of citizenship of those returned ([Section 4.2](#)) were: Albania (69 300), Morocco (16 000), Ukraine (9 920), Brazil (9 740) and Turkey (8 415). In 2008, 605 754 third-country nationals were ordered to leave the EU, with **Greece**, **France** and **Spain** being the Member States issuing most orders (respectively 146 335, 97 515 and 82 940). In total, 241 662 were returned to a third country from a Member State following an order to leave. Both the numbers of orders to leave and returns were generally highest amongst the EU-15, with **Greece** returning most persons (68 565), followed by **United Kingdom** (47 455) and **Spain** (29 785). At EU-level, nationals of Albania by far constituted the largest group (69 300) of third-country nationals returned following an order to leave in 2008. As in previous years, the bulk of apprehensions and returns of

third-country nationals relate primarily to citizens of third countries neighbouring, or within the geographical proximity of, the relevant Member State, or citizens of third-countries with historical, cultural or linguistic ties to the Member State.

Figure 3: Third-country nationals (a) ordered to leave and (b) returned following an order to leave, by Member State, 2008.⁴ Ordered by number of nationals.



This figure is included in [Section 4.2](#).

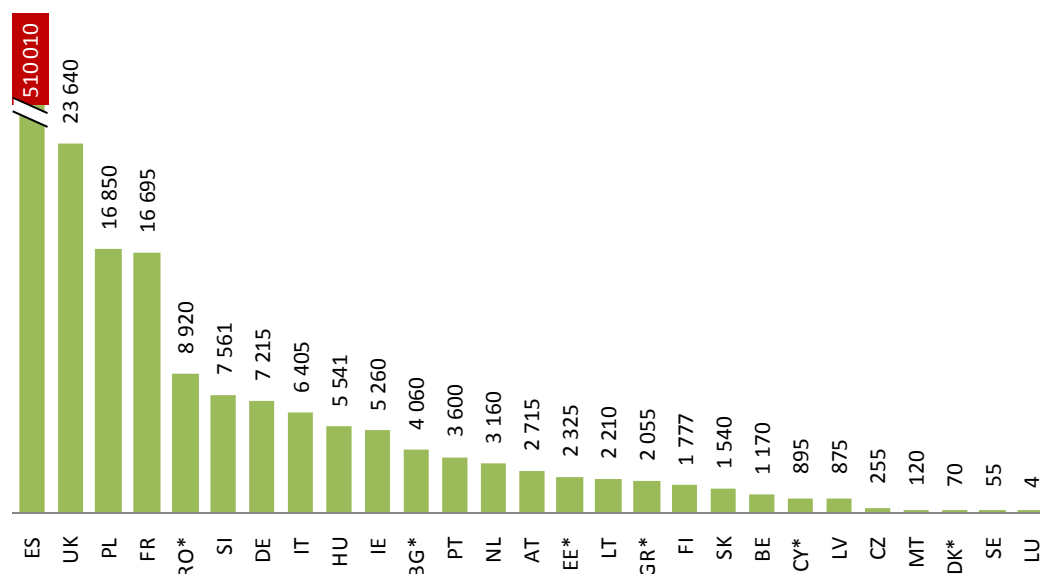
Border control

The overall picture at EU level points to a tendency of decreasing numbers of refusals ([Section 5.1](#)) at the external borders, which corresponds to the overall trend of a decrease in immigration compared to 2007. The entry of **Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovak Republic** and **Slovenia** into the Schengen Agreement (21st December 2007) led to changes to cross-border movements and control, especially in those Member States which joined the Schengen Area, and in those Member States which formerly constituted the external borders of the EU. A total of 634 975 third-country nationals were refused entry into a Member State in 2008.

⁴ The two sets of figures are not directly comparable since some of the third country nationals returned in 2008 may have been ordered to leave in 2007.

The refusals of entry were distributed very unevenly among the Member States. **Spain** stood out with 510 010 refusals, amounting to 80.3% of the total number of refusals in 2008. The other Member States with the most refusals were the **United Kingdom** (23 640) and **Poland** (16 850). At the other end of the scale was **Luxembourg** (4) and **Sweden** (55). Regarding type of border (Section 5.1.1), refusals of entry into the Member States with external borders to the Schengen Area (especially eastern borders) mostly occur at land borders (87% of the total number), whereas refusals of entry into other Member States are more likely to take place at air borders.

Figure 4 Third-country nationals refused entry, by Member State, 2008. Ordered by number of nationals.



Source: EMN NCP National Statistical Tables. * Eurostat data. This figure is included in Section 5.1.

The most frequently used ground for refusal of entry (Section 5.1.2), throughout the Member States, was related to the lack of a valid visa or residence permit (37% of the total number of refusals). Other frequently reported reasons were unjustified purpose and conditions of stay (20%), insufficient means of subsistence (13%) and lack of valid travel documents (12%). By decreasing order, Morocco, Ukraine, Brazil, the Russian Federation, China, Moldova, Turkey, Serbia, Croatia and Belarus were the most frequent countries of citizenship of persons being refused entry (Section 5.1.3).

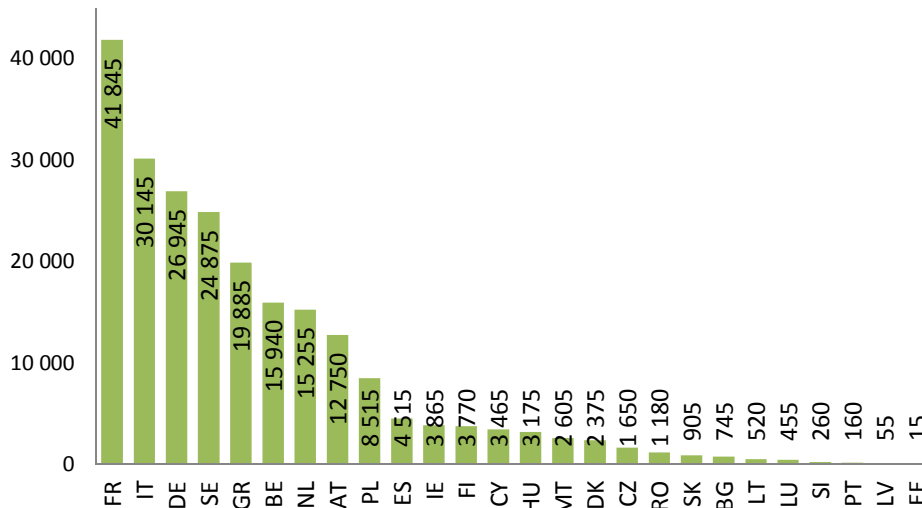
When looking at the possible links between apprehensions, refusals and returns (Section 5.2), there seems to be convergence of nationalities between the third-country nationals who were apprehended and third-country nationals who were returned. At the same time, the nationalities of the third-country nationals who were refused are less frequently the same as the nationalities of the apprehended and returned people.

International protection, including asylum

After a downward trend in the number of applications for international protection (Section 6) in the period 2004-2006, a slight increase was seen in 2008, although the number was still below the level of 2004. According to Eurostat, the total number of asylum applicants in 2008 for the EU was 225 870 with most total applications (including repeated applications) received by **France** (41 845), **Italy** (30 145) and **Germany** (26 945).

For the seventeen Member States providing disaggregated statistics on new asylum applications, this increased from 138 096 in 2007 to 153 872 in 2008. **Malta**, Cyprus and **Sweden** were the Member States receiving most new applicants per capita ([Section 6.1](#)) (1 490, 870 and 690 per million inhabitants, respectively), whereas **Estonia** (5), **Portugal** (5) and **Latvia** (15) received the lowest number of new applicants.⁵

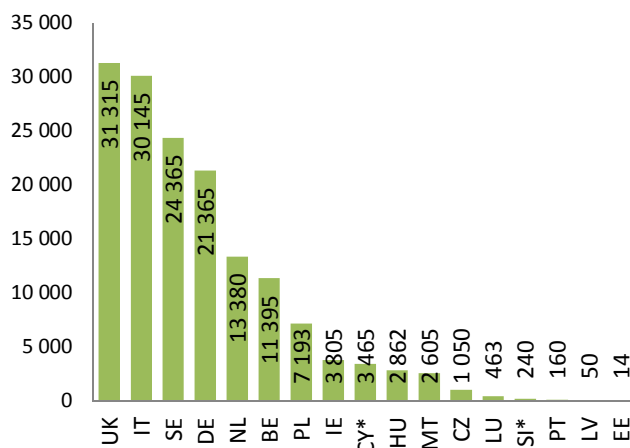
Figure 5: Total asylum applications by Member State, ordered by number of applications, 2008



This figure is included in [Section 6.1](#)

The largest groups of new asylum applicants ([Section 6.1.1](#)) in 2008, in decreasing order, were nationals of Iraq, Somalia, the Russian Federation, Nigeria and Afghanistan. Compared to 2007, new applications from nationals of Serbia and Pakistan have decreased notably. The largest total numbers of applicants were, in decreasing order, lodged by nationals of Iraq, the Russian Federation, Somalia, Serbia and Nigeria.

Figure 6: Number of new asylum applications by Member State, ordered by number of applications, 2008



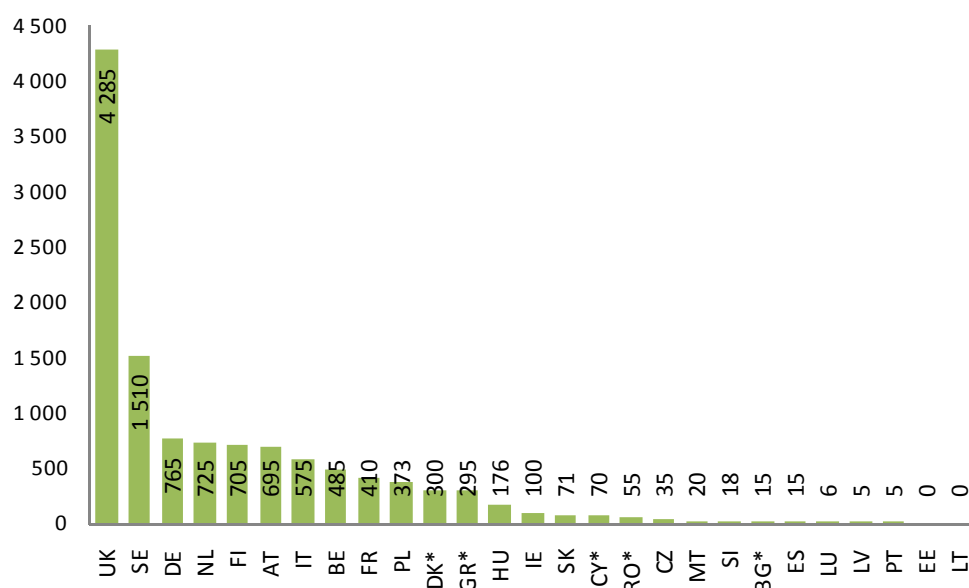
Source: EMN NCP National Statistical Tables. * Eurostat data. This figure is included in [Section 6.1](#)

⁵ At the time of extracting the data (January 2011), data on new applications from **Italy** and **United Kingdom** were not included in the Eurostat data.

Applications received by the Member States depended on various factors, in addition to the situation in the countries of origin. These included “accessible” migration routes; existing migration chains, social networks and diaspora, as well as the perception of the living conditions and possibility to remain in the Member State. The focus on apprehending illegally staying third-country nationals by authorities in some Member States may also influence the number of applications as some third-country nationals, when apprehended, apply for asylum.

A total of 11 696 asylum applications were lodged by unaccompanied minors (Section 6.1.3) in 2008 - of which more than one third (4 285) were received by **United Kingdom**.

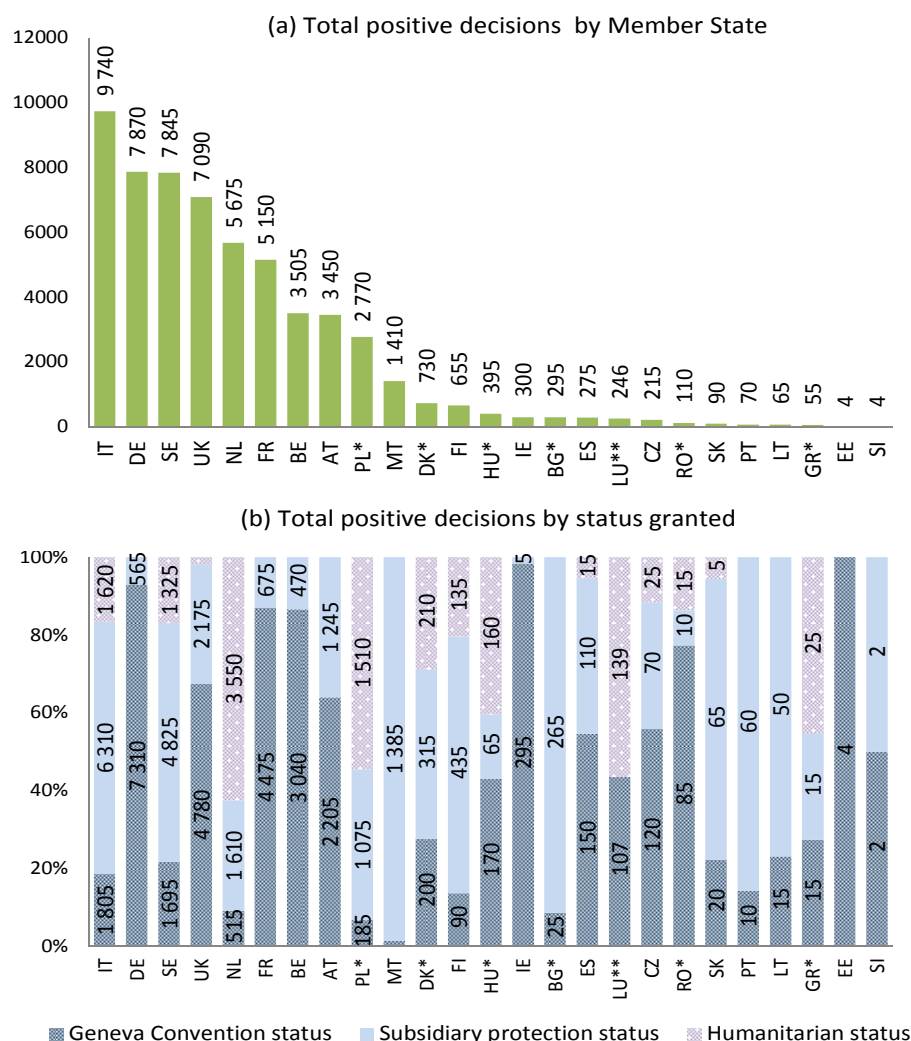
Figure 7 Asylum applicants considered to be unaccompanied minors, by Member State, 2008



Source: EMN NCP National Statistical Tables. * Eurostat data. This figure is included in [Section 6.1](#)

In 47% of the positive first instance decisions on applications for international protection (Section 6.2.1), Geneva Convention refugee status was granted; subsidiary protection was granted in 38% of positive decisions; and humanitarian status in 15%. A total of 83 069 final decisions, i.e. appeals of cases rejected in the first instance, were made in the Member States (Section 6.2.2). Of these, 21% were positive. Regarding the proportion of positive/negative first instance decisions (Section 6.2.3) the lowest proportion of positive decisions were made in **Greece** (0.002%) followed by **Slovenia** (3%) and **Spain** (5%). At the other end of the scale were **Poland** (65%), **Lithuania** (65%), **Portugal** (64%) and **Malta** (53%). Most positive decisions on applications for international protection (Section 6.2.4) were granted to citizens of Iraq, Somalia, the Russian Federation, Afghanistan and Eritrea.

Figure 8: Positive First Instance Decisions on Asylum Applications, by (a) Member State and (b) status granted, ordered by number of decisions, 2008



Source: EMN NCP National Statistical Tables. * Eurostat data. **Eurostat data for Cyprus not available. See also [Section 6.2.1](#).

Regarding Dublin Transfers (Section 6.3), Member States made a total of 26 711 requests to other Member States, to either take back or take charge of an asylum applicant in accordance with Council Regulation 343/2003 (the Dublin Regulation). Of these, 69% (18 522) were requests to take back an applicant and 31% (8 189) to take charge. Data on Dublin transfers were not collected by Eurostat before 2008, hence it is not (yet) possible to analyse developments over time.

1. INTRODUCTION

One of the tasks of the European Migration Network (EMN), following Council Decision 2008/381/EC of 14th May 2008 establishing its legal base, is to produce the Annual Reports on Migration and International Protection Statistics. It is not, however, the purpose of the EMN to collect and collate the statistics, as this is done by the Commission's Eurostat in co-operation with the relevant official national data providers, which are often from the same entity as the EMN NCPs. Instead, the purpose of the EMN contribution is to analyse the statistical trends on asylum, migration, illegal entry, stays and removals in the Member States. This facilitates comparisons and interpretations pertaining to migratory trends at the European level, as well as in an international context.

This Synthesis Report summarises the main findings for the year 2008 of the analysis of asylum and migration statistics undertaken by 23 EMN NCPs (**Austria, Belgium, Czech Republic, Germany, Estonia, Finland, Italy, Ireland, Greece, France, Latvia, Lithuania, Luxembourg, Hungary, Malta, Netherlands, Poland, Portugal, Slovak Republic, Slovenia, Spain, Sweden and United Kingdom**), and is the latest addition to a series of Annual Reports from 2001.⁶ The 2008 exercise marked, however, a significant change, as, for the first time, data was produced in accordance with the [Migratory Statistics Regulation 862/2007](#).⁷ This report follows the categories of data from this Regulation, but with some broader thematic restructuring into four main headings, namely:

1. Legal immigration and Integration;
2. Illegal immigration and Return;
3. Border Control; and
4. International protection, including asylum.

Whilst the Synthesis Report follows a different structure than the previous Annual Reports, for continuity and where this was possible, data from previous years are provided in a number of tables in the following sections.

⁶ All of these reports, Synthesis and National, are available from <http://www.emn.europa.eu>, under "Migration and International Protection Statistics."

⁷ Available in all Member State languages from <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32007R0862:EN:NOT>.

2. METHODOLOGY

The first step was for the participating EMN NCPs⁸ to ascertain that the data, as provided by the European Commission's Eurostat,⁹ were consistent with their national data, and, in some cases, to add data. Subsequently, any necessary corrections, additions or modifications were passed on to Eurostat via the official national data providers in the participating Member States. The input used to prepare the 2008 Synthesis Report includes 23 National Reports,¹⁰ produced according to common specifications and 23 tables of data, following a common standardised format. For the Member States that did not submit a National Report and/or Tables of Data, data were taken directly from Eurostat.

The following migration and asylum data were provided for each Member State:

Legal immigration and integration

- International migration flows
- Usual residence
- Acquisition of citizenship.
- Residence permits

Illegal immigration and return

- Apprehensions
- Returns

Border control

- Refusals

International protection

- Applications for international protection, including unaccompanied minors
- Decisions on international protection
- Dublin transfers

Nationals of the two Member States who acceded to the EU on 1st January 2007 (Bulgaria and Romania) have been considered as EU-27 nationals from 2007 onwards. Similarly, nationals of the ten Member States who acceded on 1st May 2004 have been considered as EU-25 nationals from 2004 onwards. The tables in the following sections have been designed to reflect these developments. To the extent possible, the tables show data of nationals from EU-10 and/or EU-2 either as a component of the total number of third-country nationals or, following their accession to the EU, as a component of the total number of EU nationals. Any differences from this approach are indicated in the footnotes to each table.

For each of the following sections, a general overview of the data and main trends, observed at the aggregated EU level, is provided first. This is followed by a summary of the key findings from the Member States. The key findings are divided into analysis and

⁸ EMN NCPs are often from the same (or have very close links with the) entity that acts as the source of the data eventually provided to Eurostat. Their details may be found in the respective National Reports or from http://emn.intrasoft-intl.com/html/about/country_profiles/profiles.html

⁹ See Eurostat Population Section, at <http://epp.eurostat.ec.europa.eu/portal/page/portal/population/introduction>

¹⁰ Available from <http://www.emn.europa.eu>, under "Migration and International Protection Statistics."

interpretation of statistics and contextual interpretations. It is noted that, given the purpose of an EMN Synthesis Report, not all Member States are represented in each of the following sections. Instead, only developments which occurred in 2008, which are different from those reported in 2007, and are considered to be of relevance to giving an EU perspective have been highlighted. More details on the situation in a particular Member State(s) are given in the available National Reports, as well as in the corresponding Tables of Data¹¹ and the 2007 Synthesis Report.¹² Similarly, more information on the political and legislative developments may be found in the EMN Annual Policy Report 2008.¹³

Due to the implementation of the [Migratory Statistics Regulation 862/2007](#) for the collection of statistics in 2008, there has been a break of series in many of the concepts measured by the Regulation. Prior to the implementation of the Regulation, common definitions and methodologies to obtain the data that Member States sent to Eurostat were lacking. Consequently, data for 2008 is not in all cases comparable with data from previous years. Also, there were still several methodological constraints regarding the Eurostat data for 2008, in the sense that not all data were collected in all Member States and the methods and definitions used in the Member States were not (yet) fully harmonised. More information can be found in the [Eurostat Metadata](#)¹⁴ by types of data.

Finally, in some sections, third countries are classified as highly, medium or less developed. This categorization is based on the Human Development Index (HDI) calculated by the United Nations (UN) under the UN Development Programme. It is a composite index incorporating statistical measures of life expectancy, literacy, educational attainment and GDP per capita. The Eurostat list of countries by level of development, based on the UN's 2008 classification, was used in order to reflect this structure - the list of countries is presented in [Annex 1](#).¹⁵

3. LEGAL IMMIGRATION AND INTEGRATION

In general, the following main developments and trends have been observed:

- There has been an overall increase in both immigration and emigration, since 2002.
- Half of the immigration into the EU in 2008 was constituted by third-country nationals, one third coming from highly-developed countries.
- Most Member States took measures to address the rising demand for labour in the first half of 2008, also through immigration.
- Just over half of the emigration from Member States in 2008 was for the purpose of intra-EU migration.
- Net-migration (immigration minus emigration) in the EU is positive. Despite an overall increase of 20% in positive net-migration since 2002, there was a decrease of 23% from 2007 to 2008, because the increase in emigration (45%) was higher than the increase in immigration (15%).

¹¹ Available from <http://www.emn.europa.eu>, under "Migration and International Protection Statistics"

¹² Available at <http://emn.intrasoft-intl.com/Downloads/download.do?fileID=1189>

¹³ Available at <http://emn.intrasoft-intl.com/Downloads/download.do?fileID=1347>

¹⁴ See: <http://epp.eurostat.ec.europa.eu/portal/page/portal/statistics/metadata>

¹⁵ Since the countries are evolving, each year they are reclassified, based on the new values for the statistical indicators included in the development index (for details see the UN site at: <http://hdr.undp.org>).

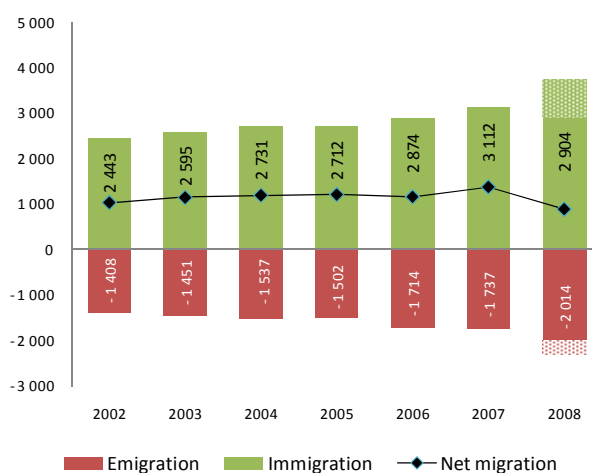
- The number of third-country nationals residing within the EU in 2008 is 19.5 million. More than half (53%) of third-country nationals who are neither nationals of the European Free Trade Association (EFTA) countries nor Bulgaria and Romania are from medium-developed countries (plus 39% from highly-developed countries and 9% from less-developed countries).
- 661 000 people acquired citizenship in the EU in 2008. Historical ties and geographical proximity generally influenced which groups of third-country nationals applied for citizenship.
- In 2008, a total of 2 254 692 first residence permits were issued in the EU.
- Family reasons and remunerated activities constituted the two primary reasons for obtaining first residence permits in the EU (each 30% of the total).
- Remunerated activities constituted the primary reason for granting first residence permits in eight of the ten Member States which acceded to the EU in 2004. There was a tendency among these Member States to attract workers from neighbouring third countries. In the majority of EU-15 Member States, most first residence permits were granted for family reasons.

3.1 International Migration Flows

In 2008, 3.7 million people migrated to EU Member States and 2.3 million people emigrated from a Member State, either to another Member State or a third country.

Figure 9 provides an overview of the overall migration to and from the EU Member States from 2002-2008. The figure shows an upward immigration trend at the EU level, with a slight decrease in 2008, although the figures are subject to some uncertainty, due to incomplete data from a few Member States. At the same time, emigration numbers also show an upward trend over the last six years, with a notable increase in 2008. This implies that there are no significant developments in the overall EU net-migration (immigration minus emigration), which remains positive. In the remainder of this Section, immigration and emigration are dealt with separately at Member State level.

Figure 9: Overall Migration – EU level* (in 1 000)



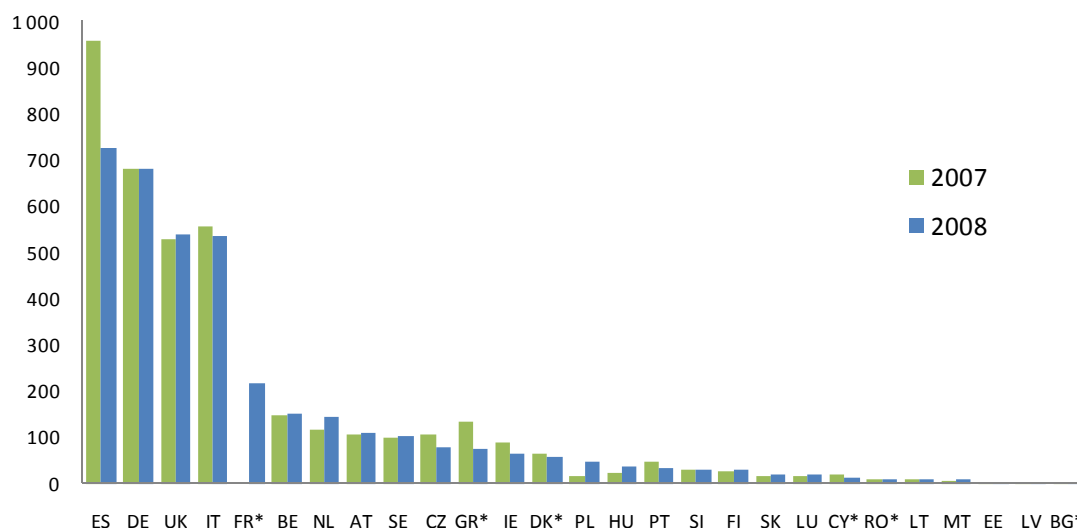
Source: EMN NCP National Statistical Tables and Eurostat data.

The graph covers 22 EU Member States which have available data for all the years. Bulgaria, **France**, **Greece**, **Italy** and **Malta** are not included because of incomplete data, except for 2008, when their data are presented separately in light colour.

3.1.1 Immigration

Figure 10 shows the overall immigration by Member State for 2008, in descending order. **Spain** received the largest immigration flow in 2008 (726 000), followed by **Germany** (682 000), **United Kingdom** (538 000) and **Italy** (535 000). For **Germany**, whilst there is no significant change from 2007 (+0.2%), it follows a longer term decrease in immigration since the mid-1990's. This is mainly attributed to a decline in the number of ethnic German nationals from Eastern (non-EU) European countries, asylum applicants and civil war refugees from the former Yugoslavia. The total number of immigrants entering **Italy** and the **United Kingdom** in 2008, on the other hand, represents an increase compared to 2007 of 151% and 28%, respectively. In the case of **Italy**, this increase in immigration has prompted a reconsideration of its demographic projections by its national institute of statistics (ISTAT), as the annual net-migration now exceeds by far their projected "High Scenario." For **Spain**, on the other hand, the entry of immigrants decreased by 24% compared to 2007. The decline seems to be associated with the global economic crisis that has also affected the Spanish labour market.

Figure 10: Overall Immigration by Member State in 2008 and 2007 (in 1 000), ordered by decreasing 2008-figures.



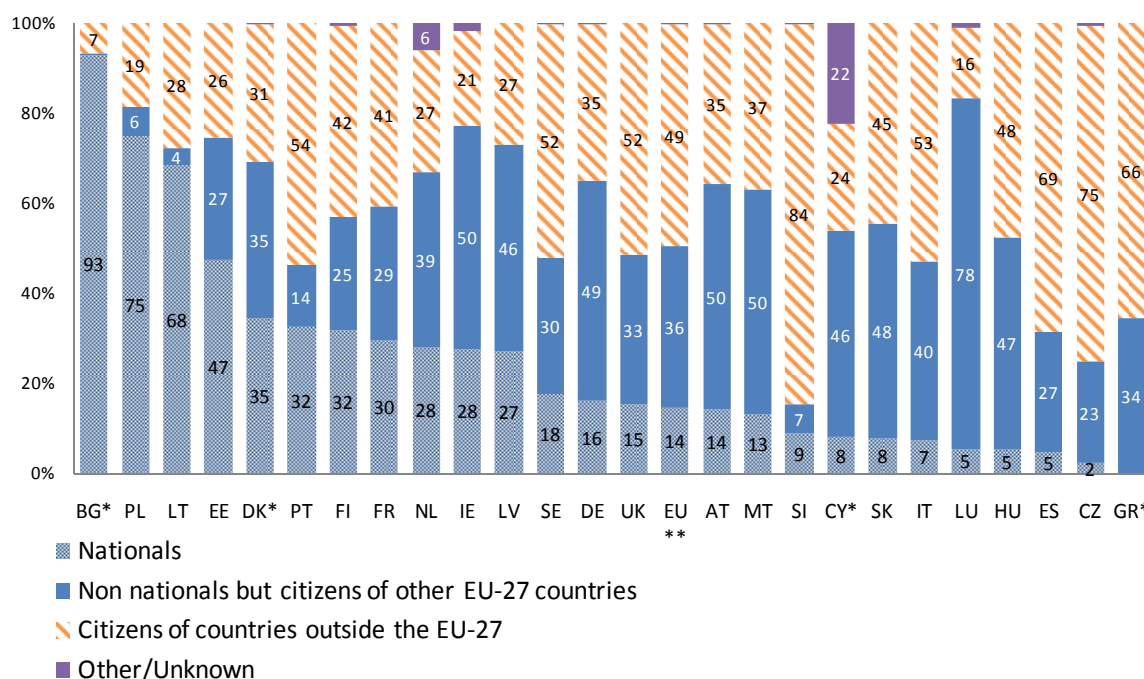
Source: EMN NCP National Statistical Tables. *Eurostat data

Compared to 2007, the highest increases in absolute terms of immigrants in 2008 were registered by **Poland** (33 000), **Netherlands** (27 000) and **Hungary** (13 000). The same three Member States, together with **Malta**, also recorded the largest increase in relative terms, compared to 2007: **Poland** recorded an increase of 219%, **Hungary** recorded 54%, **Malta** 34%, and **Netherlands** witnessed an increase of 23%. The explanation for the significant increase of immigrants in **Poland** is mainly to be found in the return of Polish nationals after its accession to the EU, previously it recorded an increasing number of its nationals moving to other Member States. However, due to the global economic crisis and its impact on the EU labour force, 2008 saw many nationals returning from other Member States. By contrast, the highest number of immigrants registered in the **Netherlands**, was partly considered to be the result of an increase in the number of labour immigrants from other Member States during the first three quarters of 2008.

The highest number of immigrants, relative to the size of population in 2008 (measured in number of immigrants per 1 000 inhabitants¹⁶) was recorded by **Luxembourg** (37), **Malta** (22), **Cyprus** (18), **Spain** (16), **Ireland** (15), **Slovenia** (15) and **Belgium** (14). The development regarding per capita immigration is especially notable in **Slovenia**, which recorded an increase in immigration from 2002 to 2008 of more than 200% (from 9 100 to 30 700), mainly related to the need for additional workforce. **Belgium's** increase in immigration in the same period corresponded to a relatively lower 32% increase (from 113 900 to 150 800), which nevertheless amounted to the highest number of immigrants ever observed (see also [Table 3](#) in Annex 2).

[Figure 11](#) provides a breakdown of immigrants into main groups of citizenship, which may help explain some of the immigration patterns in the EU. At the aggregated EU level, immigration by third-country nationals constitutes 49%, whereas immigration by EU citizens from other Member States accounts for 36%, and return by nationals to their home Member State for 14%.

Figure 11: Immigration by Member State and by main group of citizenship, as a percentage of total immigration, ordered by nationals immigrating, 2008



Source: EMN NCP National. Statistical Tables * Eurostat data

** Breakdown for BE and RO not available

Bulgaria recorded the largest share (93% of the total number of immigrants) of nationals returning to their home country of all Member States in 2008, followed by **Poland** (75%), **Lithuania** (68%) and **Estonia** (47%).

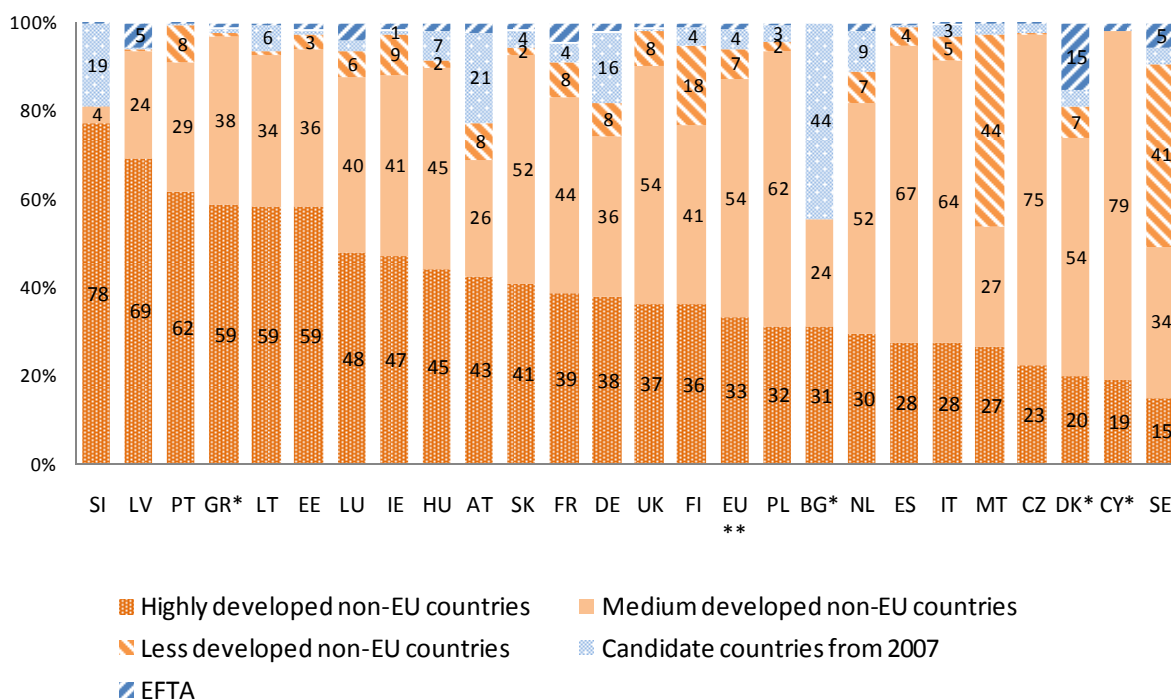
¹⁶ The ratio between the number of immigrants in the calendar year and the mid-year population of the receiving country, for a given year, multiplied by 1000.

In **Luxembourg**, which has the highest immigration rate relative to the size of its population, the majority of immigrants are citizens of other Member States (78%), primarily from **Portugal, France, Germany, Belgium** and **Italy**.

The largest shares of third-country nationals, among all immigrants coming to a Member State in 2008, were recorded by **Slovenia** (84% or 25 900) the **Czech Republic** (75% or 58 500) and **Spain** (69% or 499 000). Almost half (46%) of all immigrants entering **Slovenia** in 2008 were from Bosnia and Herzegovina (13 000), whereas more than half of the third-country nationals immigrating to the **Czech Republic** were nationals of the Ukraine and Vietnam. In fact, almost two thirds of all nationals of Vietnam immigrating to the EU in 2008 immigrated to this Member State, most likely due to the relatively large Vietnamese diaspora already in the Czech Republic.

Figure 12 provides a further breakdown of immigrants from third countries. It shows that, overall, 33% of the third-country nationals immigrating into the EU in 2008 came from highly-developed countries, 55% from medium-developed countries, 7% from less-developed countries, 4% from candidate countries from 2007 and 1% from EFTA-countries.¹⁷

Figure 12: Immigration by Member State and by main group of citizenship, as a percentage of total immigration of citizens of countries outside the EU-27, ordered by relative share of immigration of nationals from highly developed non-EU countries, 2008



Source: EMN NCP National Statistical Tables. * Eurostat data

** Breakdown for BE and RO not available

¹⁷ European Free Trade Association (Iceland, Liechtenstein, Norway and Switzerland). The Human Development Index is a composite index incorporating statistical measures of life expectancy, literacy, educational attainment and GDP per capita, for details see the UN site at: <http://hdr.undp.org>. See Annex 1 for list of countries.

In nine Member States, immigration from highly-developed third countries made up the largest share of the total immigration from third countries in 2008: **Slovenia** (78% or 20 100), **Latvia** (69% or 700), **Portugal** (62% or 10 000), **Estonia** (59% or 500), **Greece** (59% or 29 000), **Lithuania** (59% or 1 500), **Luxembourg** 951% or 1 355), **Ireland** (47% or 6 400), **Hungary** (45% or 8 000),¹⁸ **Austria** (43% or 16 700) and **Germany** (38% or 90 800).

Nationals of the Russian Federation made up the vast majority of immigrants from highly-developed third countries in **Estonia** (46%) and **Latvia** (43%). **Germany**, however, received the largest absolute number of nationals from the Russian Federation (15 000), although they only made up 6% of the total number of third-country national immigrants in 2008. Nationals of the Russian Federation were also among the main groups of third-country nationals immigrating to **Lithuania** (13%), although the largest group (36%) were nationals of Belarus, belonging to the group of highly-developed countries. Nationals from the former Serbia and Montenegro constituted the largest group of third-country nationals immigrating to **Austria** (14%) and to **Hungary** (22%).

Seven Member States received most third-country immigrants from medium-developed countries in 2008: Cyprus (79%), **Czech Republic** (75%), **Spain** (67%), **Italy** (64%), **Poland** (62%), Denmark (54%), **United Kingdom**¹⁹ (54%), **Netherlands** (52%), **Slovak Republic** (52%) and **Finland** (41%). The immigrants from medium-developed third countries to the **Czech Republic** were mainly nationals from Ukraine (32%) and Vietnam (23%). Nationals of Ukraine also made up the main part of third-country nationals in **Poland** (37%) and **Slovak Republic** (22%). In the case of **Poland**, however, there was a significant decrease in border crossings at the Ukrainian border in 2008, due to a tightening of visa requirements.²⁰ In **Italy**, nationals of Morocco constituted the largest group of third-country nationals (13%). Also in **Spain**, Morocco was the first medium-developed third-country (19%), followed by a number of Latin American countries, Colombia (6%), Ecuador (5%) and Peru (4%). The **Netherlands** received its largest share of third-country nationals from the medium-developed countries, China (10%), India (8%) and Turkey (8%).²¹ Although **Finland** also received its main share of third-country immigrants from medium-developed countries, the main group of third-country nationals in 2008 were nationals of the Russian Federation (23%).

Malta and **Sweden** received most of their third-country national immigrants from less-developed countries (44% and 41% respectively). In the latter, the largest group of third-country nationals came from Iraq (22%), although the number of immigrants from Iraq decreased by 20% from 2007. To some extent, the decrease of immigrants from Iraq could be explained by fewer asylum applicants and a lower recognition rate.

Figure 13 shows the top 20 of immigration of third-country nationals into the EU in 2008. Nationals of Morocco constitute by far the largest share (136 800) of third-country immigrants moving to the EU in 2008. Most of the immigrants from Morocco went to the Southern-European Member States; notably **Spain** and **Italy** who together received 96% of these immigrants. Nationals of Ukraine made up the second largest group of third-country nationals migrating to the EU in 2008, followed by nationals of China and Brazil. About one fifth of the nationals of Brazil immigrated to **Portugal**, constituting two thirds of all third-

¹⁸ **Hungary** received an equal share from medium-developed third countries.

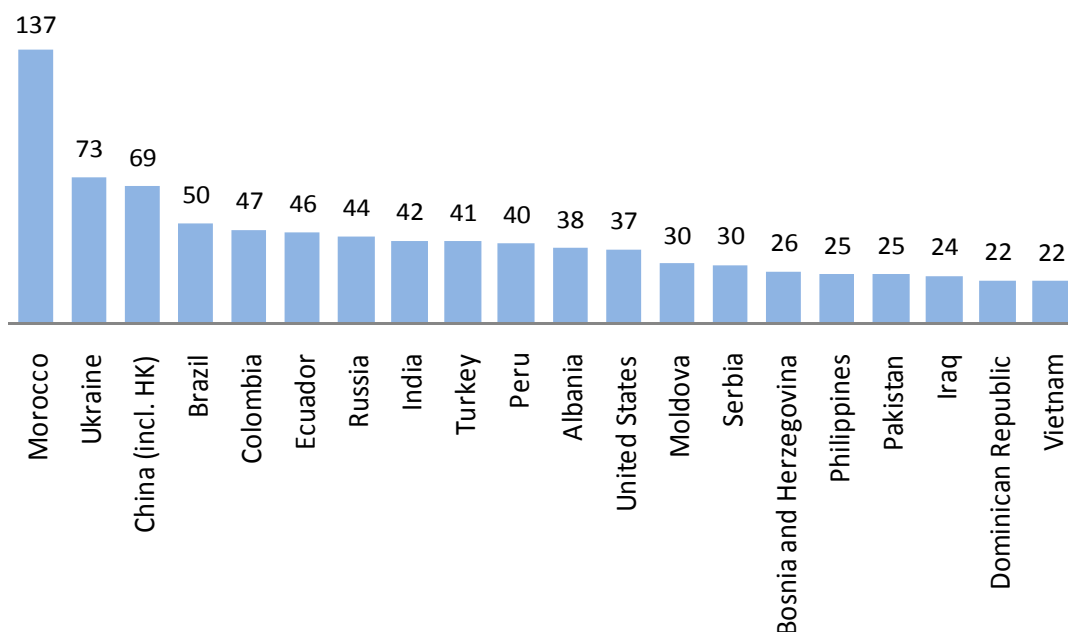
¹⁹ No further breakdown provided in comparative tables, although estimates are in the National Report and Tables of data.

²⁰ Source: APR 2008 (p.29)

²¹ It is noted that nationals from the United States also constituted 8%, but these belong to the group of highly-developed countries.

country nationals moving to Portugal in 2008,²² and more than one half immigrated to **Spain**. Around 90% of nationals from Colombia and Ecuador immigrated to **Spain**, as well as three quarters of Peruvians.

Figure 13: Immigration of citizens from countries outside the EU-27 into the EU, top 20 country of citizenship, in 1 000's and in 2008**



Source: Eurostat data

** Immigrants to BE, RO and MT are not included as no breakdown by country of citizenship for these countries is available.

3.1.2 Emigration

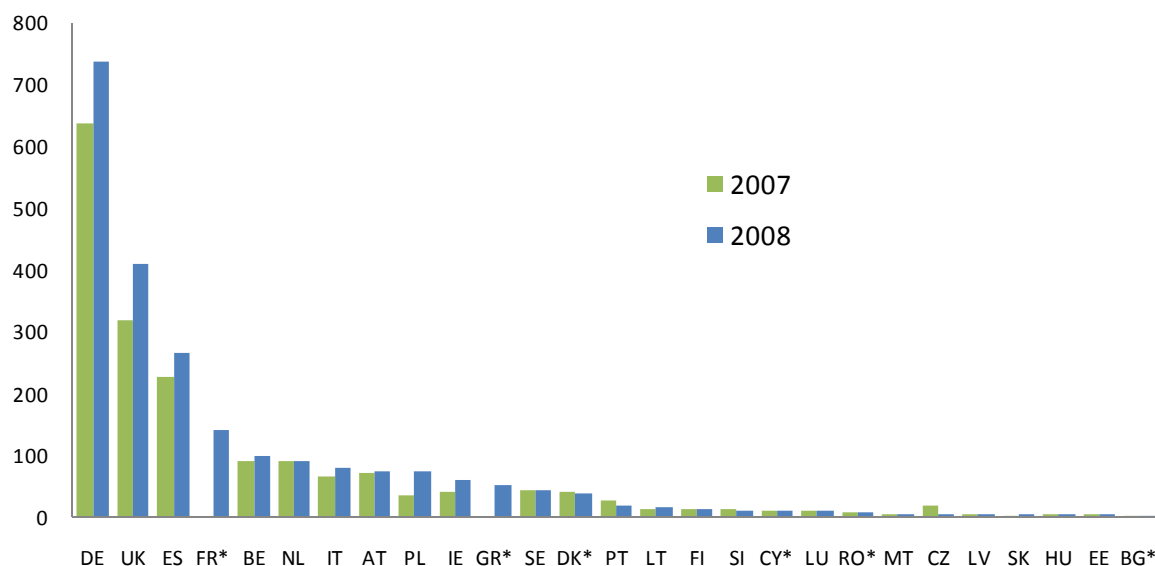
A total of 2 296 533 people emigrated from an EU Member State in 2008. This marked an increase of approximately 16% compared to 2007 (excluding **France** and **Greece**, for which figures from 2007 were not available). A little more than half (55%) of the people emigrating from Member States in 2008 moved within the EU, whereas the rest (45%) emigrated out of the EU (excluding **Belgium**, **France**, **Hungary** and **Spain**, for which relevant statistics on next residence were not available).

The largest number of people emigrating were recorded in **Germany** (738 000) and the **United Kingdom** (409 000), as shown in Figure 14 (see also Table 6 in Annex 2 for detailed statistics). Compared to 2007, these two Member States also recorded the strongest increase in emigration, with 101 000 more people leaving **Germany** with respect to 2007 and 91 000 more leaving the **United Kingdom**. In case of the former, the increase mainly related to the tendency of third-country nationals to return to their country of origin (for example, the nationalities of the two main groups of third country national emigrants were Turkey and the United States, which were also the two most common countries of next usual residence). The third largest increase was registered in **Poland** and **Spain** (39 000 more than in 2007). The case of **Poland** by far constitutes the largest increase in relative terms compared to 2007

²² Calculated from figures in National Report. Not available from comparative table of data.

(110%). In this case, nationals accounted for 91% of emigration. This is noteworthy, since two thirds of the total immigrants were also Polish nationals moving back to **Poland**, as mentioned in the previous section.

Figure 14: Overall Emigration by Member State in 2007 and 2008 (in 1 000), ordered by 2008 emigration figures



Source: EMN NCP National Statistical Tables. * Eurostat data

A relative increase in emigration, compared to 2007, was also registered by **Latvia** (44%, 1 800), **Ireland** (41%, 17 700), **Slovak Republic** (36%, 1 300), **Malta** (31%, 1 568), **Italy** (24%, 15 700), **Lithuania** (23%, 3 200), **Spain** (17%, 39 400), **Finland** (10%, 1 200), **Belgium** (8%, 7 600), **Hungary** (7%, 300), **Austria** (5%, 3 700), and **Estonia** (1%, 20).²³ In the case of **Ireland** and the **United Kingdom**, the most frequent country of next usual residence was Australia. Regarding **Italy**, 67% were nationals emigrating to Switzerland, United States or other Member States.

Compared to 2007, a number of Member States also recorded a decrease in emigration. The **Czech Republic** (-70%, 14 500), **Portugal** (-24%, 6 400), **Slovenia** (-19%, 2 800), **Luxembourg** (-6%, 600), **Netherlands** (-1%, 1 200) and **Sweden** (-0.5%, 100). However, over a longer span of time from 2002 to 2008, only the **Czech Republic** recorded an overall decrease in emigration. The increase in emigration from the **Czech Republic** during the first half of the decade was followed by a decrease in emigration following its accession in 2004. In 2008, emigration was down to 6 027, which was significantly below the 2002-level of 32 389.

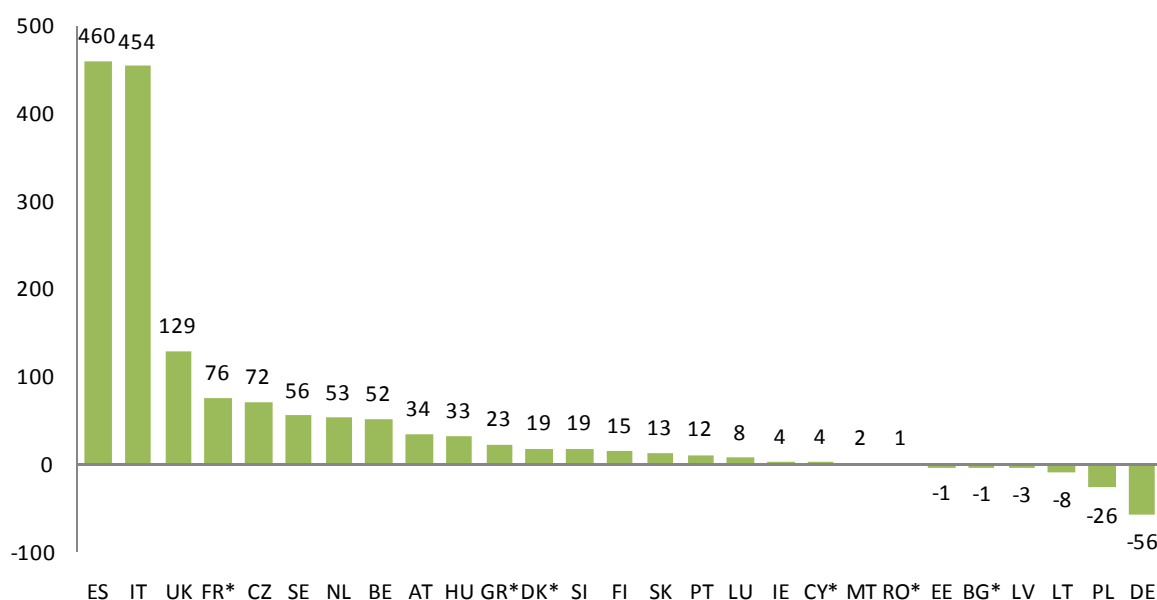
²³ Note that emigration data for 2007 is not available for **France**.

3.1.3 Net Migration

Net-migration (immigration minus emigration) for the EU was positive in 2008, by about 1.4 million people,²⁴ meaning that the Member States in total had a larger inflow than outflow. At the aggregated level, an increase of 20% in positive net-migration since 2002 was recorded. However, compared to 2007, there was a decrease in positive net-migration of 23%, which is explained by the fact that the increase in emigration (45%) was higher than the increase in immigration (15%).

As shown in [Figure 15](#), **Spain** (460 000) and **Italy** (454 000) recorded the largest positive net migration in 2008. In the latter case primarily due to the low level of emigration relative to the size of the population. For **Spain**, the net migration decreased by 37% in 2008, showing the lowest value in the period 2003-2008. This is due to a decrease in immigration (-24%) together with an increase in emigration (17%) compared to 2007.

Figure 15: Net migration by Member State in 2008 (in 1 000), ordered by decreasing numbers



Source: EMN NCP National Statistical Tables. * Eurostat data

Only a few Member States had a negative net migration in 2008: **Germany** (-55 700), **Poland** (-26 500), **Lithuania** (-7 700), **Latvia** (-2 500), Bulgaria (-900) and **Estonia** (-700). It is noteworthy that, after more than two decades of positive net migration in **Germany**, 2008 marked the first negative net migration recorded since 1984. This was primarily due to the negative net migration of German nationals (-66 400), marking a peak of a general trend for the period 2005-2009. In addition, the large emigration by nationals of Turkey (34 800) also contributed to the negative net migration.

Estonia, **Latvia** and **Lithuania** continued their long-term trend of negative net migration in 2008. The two main reasons seem to be that nationals of these three Member States move to

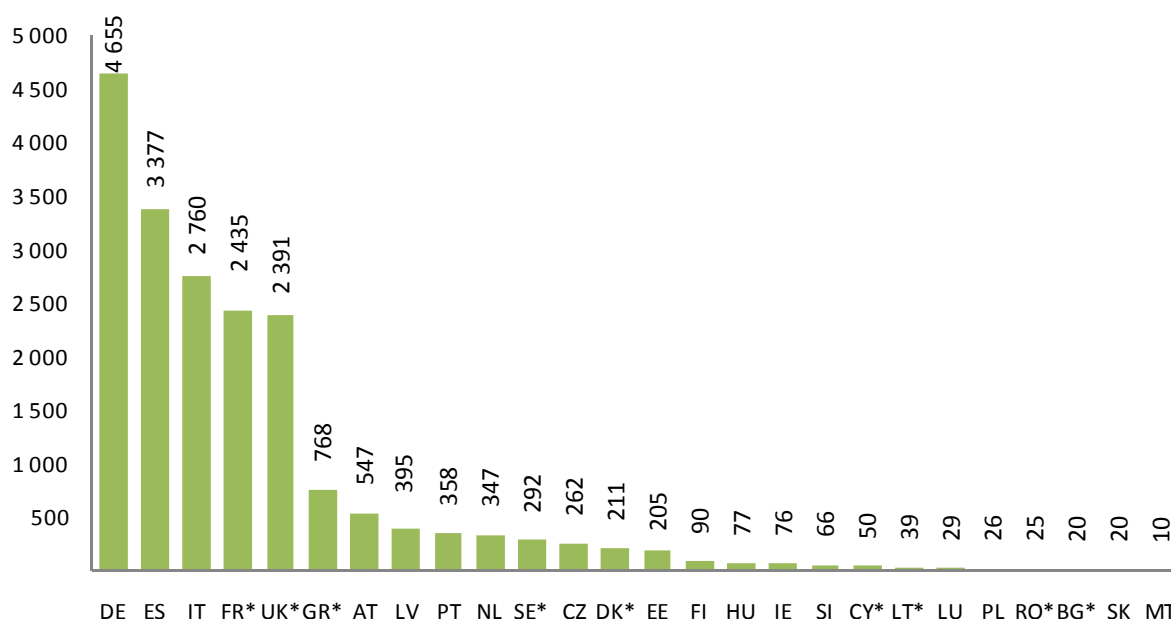
²⁴ The 2008-number in Figure 1 is only 890 000, but this number does not include five Member States. Please refer to the note below Figure 1.

other Member States to seek employment and the fact that nationals of the Russian Federation, Belarus and the Ukraine return to their countries of origin. All three of them have recorded a significant increase in the number of emigrants from 2002 (116%, 84% and 140% respectively), most of whom are their nationals moving to other Member States. In the case of **Latvia**, most of the emigrating nationals have moved to the **United Kingdom, Ireland** and **Germany** and have officially informed the relevant Latvian institutions about their settlement, which is interpreted as an indication of permanent emigration. Whilst the increasing emigration contributed to the negative net migration in all three Member States, **Estonia** recorded a slight decrease in the negative net migration since 2002 of 728 (-50%), but **Latvia** and **Lithuania** recorded increases in negative net migration of 708 (39%) and 5 742 (291%) respectively.

3.2 Usual Residence

In total, on 1st January 2009, 19 532 000 citizens of non EU-27 countries have their usual residence in the EU.²⁵ At the same time, 11 272 655 citizens of the EU-27 have their usual residence in another Member State. Figure 16 provides an overview of the number of third-country nationals who were residents in the EU Member States at the end of 2008. The figure shows that the Member States with the five largest numbers of immigrants in 2008 also host the largest amount of third-country nationals. The largest number of third-country nationals live in **Germany** (4 655 000).

Figure 16: Number of residents who are citizens of countries outside the EU-27, by Member State, in 1 000, 1st January 2009, ordered by decreasing numbers



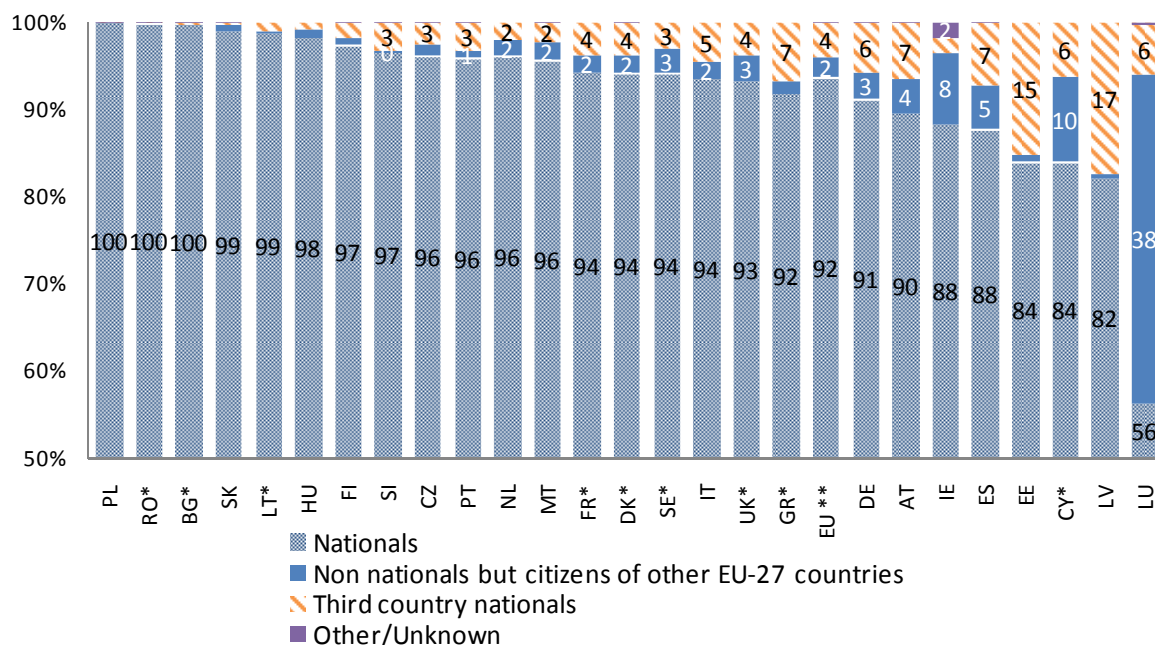
Source: EMN NCP National Statistical Tables. * Eurostat data

1. No data for BE

²⁵ Data do not include Belgium.

Figure 17 shows the share of third-country nationals relative to the Member States' total population.

Figure 17: Usual residence by Member State and by main group of citizenship, as a percentage of total residents, ordered by percentage, 1st January 2009



Source: EMN NCP National. Statistical Tables. * Eurostat data

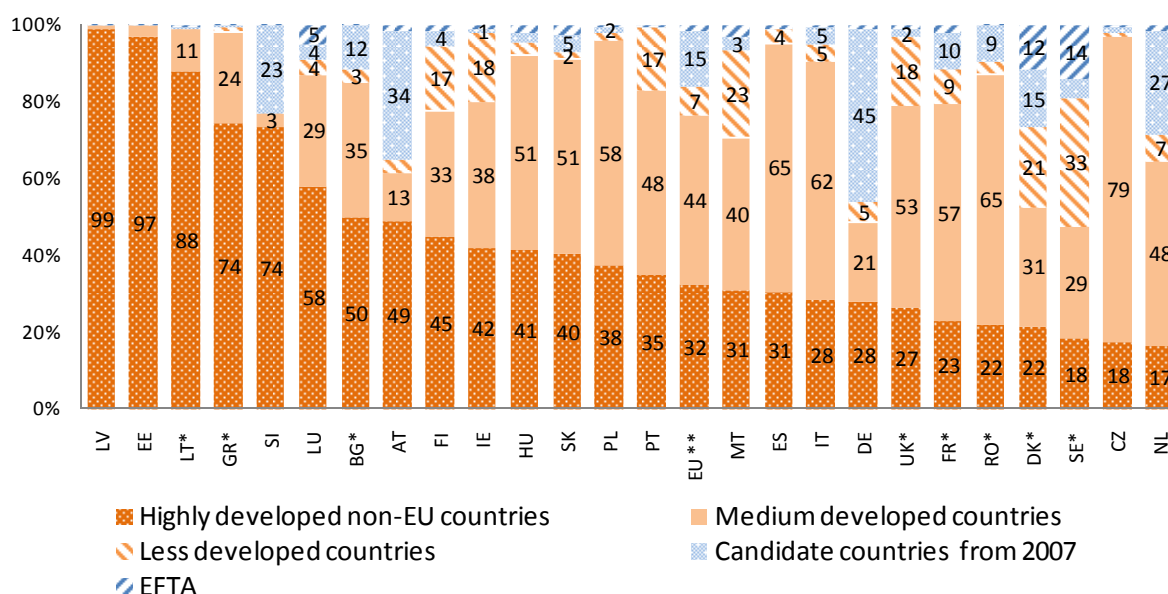
1. No data for BE

The figure shows that **Luxembourg** hosts the largest share of non-nationals (44%). Of all non-nationals with residence in Luxembourg, nationals of other Member States make up the biggest part (86%, or 37% of the total population), with those of **Portugal** constituting by far the largest group of immigrants from within the EU, followed by nationals of **France, Italy, Belgium** and **Germany**.

Figure 17 also shows that **Latvia** and **Estonia** have the largest shares of third-country nationals, as a percentage of their total populations (17% and 15%, respectively). Of these, “non-citizens of Latvia / Estonia” (i.e. persons coming from the former USSR who do not hold citizenship of any country) together with nationals of the Russian Federation make up the majority in both Member States. In general, the composition of third-country nationals in both Member States has clear historical roots in the former Soviet Union, as nationals of Ukraine and Belarus are also prevalent among the third-country nationals.

Figure 18 provides a breakdown of residents by main group of countries of citizenship. The figure shows that, at EU level, citizens from candidate countries (Croatia, Macedonia and Turkey) make up 15% of all non-EU nationals, whilst in **Germany**, they make up the largest group. Of these, nationals of Turkey constituted the largest group (71%).

Figure 18: Usual residence of non-EU nationals by Member State and by main group of countries of citizenship, as a percentage of resident citizens of countries outside the EU-27, 1st January 2009



Source: EMN NCP National Statistical Tables. * Eurostat data

** No data for BE and CY

Nationals of highly-developed countries made up the largest share of third-country nationals with usual residence in **Latvia** (99%, 389 688),²⁶ **Estonia** (97%, 198 632), **Lithuania** (88%, 34 361), **Slovenia** (74%, 48 840), **Luxembourg** (58%, 17 170), **Austria** (49%, 267 683) and **Finland** (45%, 40 517). In **Finland**, **Estonia**, **Latvia** and **Lithuania**, nationals of the Russian Federation made up the largest share of residents from highly-developed countries. In **Austria**, **Luxembourg** and **Slovenia**, the largest group was from countries of the former Yugoslavia (i.e. Bosnia and Herzegovina, Croatia, Kosovo, Macedonia and former Serbia and Montenegro).

In most Member States, the largest share of third-country nationals were nationals of medium-developed countries. The **Czech Republic** (79%, 207 304), **Spain** (65%, 2 181 948), **Italy** (62%, 1 709 657), **Poland** (58%, 14 904), **France** (57%, 1 381 250),²⁷ **United Kingdom** (53%, 1 255 767), **Hungary** (51%, 38 957), **Slovak Republic** (51%, 10 085), **Netherlands** (48%, 166 247) and **Portugal** (48%, 172 248). Nationals of the Ukraine constituted the largest group of residents from medium-developed third countries in **Czech Republic**, **Hungary**, **Poland** and **Slovak Republic**; whereas the majority of third-country nationals residing in **Spain** were from Morocco, in **Italy** were from Albania, in the **Netherlands** from Turkey, in **Portugal** from Brazil and in the **United Kingdom** from India and Pakistan. Nationals of Morocco made up the second-largest share of third-country nationals in both **Italy** and the **Netherlands**. Only in **Sweden** did nationals of less-developed countries constitute the largest share of third-country nationals in 2008. Of these, nationals of Iraq and Somalia prevailed.

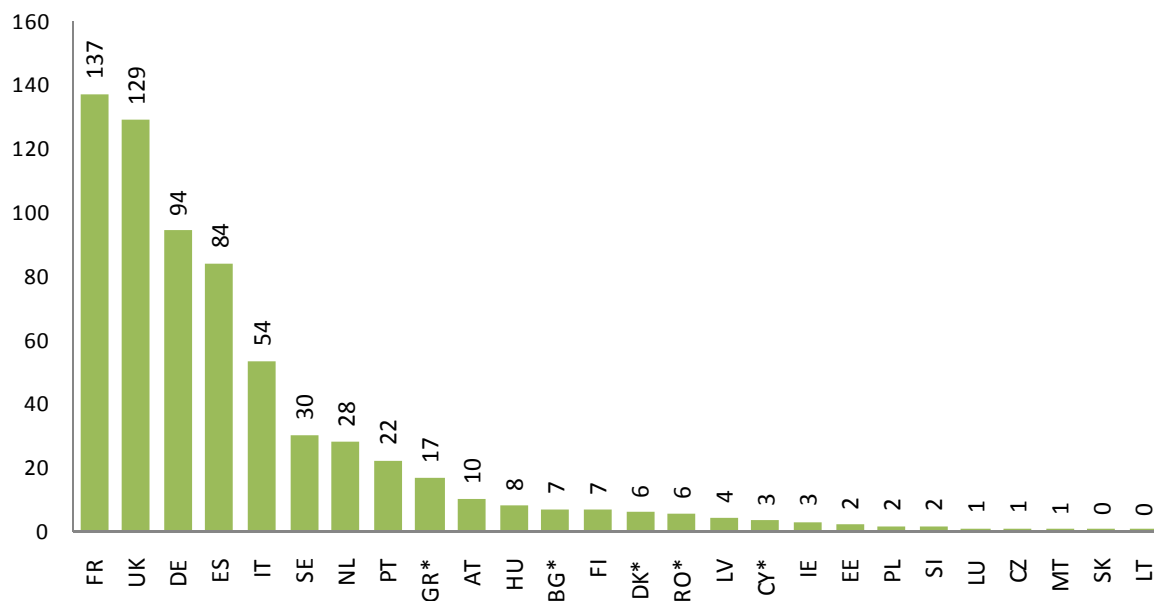
²⁶ For **Estonia** and **Latvia**, “non-citizens” are included in the shares of nationals from “highly-developed countries,” but they are not counted as citizens of the Russian Federation (as citizens of the Russian Federation and “non-citizens” have separate statuses).

²⁷ No breakdown in third-country nationals available, only by groups of third countries.

3.3 Acquisition of citizenship

In total, approximately 661 000 persons acquired citizenship in a Member State in 2008.²⁸ The largest numbers of acquisitions of citizenships were recorded in the largest Member States, i.e., in decreasing order, **France** (137 320), **United Kingdom** (129 255), **Germany** (94 470), **Spain** (84 170) and **Italy** (53 696).²⁹

Figure 19: Acquisition of citizenship by Member State in 2008, in 1 000's ordered by decreasing numbers of acquisitions



Source: EMN NCP National Statistical Tables. * Eurostat data

1. No data for BE

Even compared to the size of its population, the number of acquisitions of citizenship in **France** was the third largest in the EU in 2008. Most of those acquiring French citizenship were former nationals of Maghreb countries and Turkey (42% and 7% respectively).

In **Germany**, the largest group acquiring citizenship were former nationals of Turkey, accounting for 24 400 (25%). This, however, is the lowest number of former nationals of Turkey acquiring citizenship in the last decade, thus continuing a downward trend (only 30% of the 2002 level). **Germany** has, in general, recorded a decrease since 2002 in the number of foreign nationals acquiring citizenship.

Italy granted the fifth-largest number of citizenships in 2008, with most third-country nationals originally coming from Morocco (17%) and Albania (9%).

In **Spain**, nine out of the ten main countries of citizenship from which nationals obtained Spanish citizenship were Latin American countries, reflecting the impact of the national law

²⁸ Data do not include **Belgium**.

²⁹ According to Eurostat Metadata, a number of different concepts, definitions and data sources are used in different Member States, which can make comparisons difficult and occasionally misleading. Member States also differ in terms of the conditions that must be fulfilled to acquire or lose a citizenship.

on citizenship that makes it possible for Latin Americans to apply for citizenship after two years of legal residence (instead of the usual requirement of ten years).

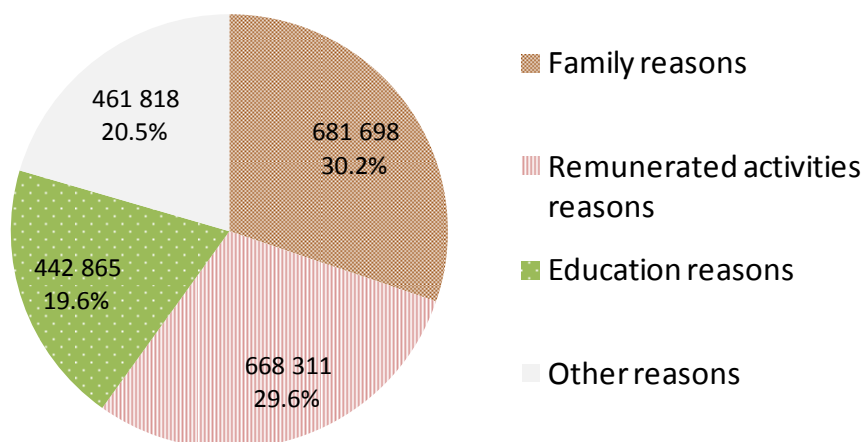
Sweden granted most citizenship to nationals of third countries relative to the size of its population. However there was a decrease of 11% compared to 2007. The largest individual group of third-country nationals were nationals of Iraq (21% or 4 220) which represents a decrease of 29% compared to 2007. Most may have been persons benefiting from international protection.

In the **United Kingdom**, the two main groups of foreign nationals who were granted citizenship in 2008 were nationals of African countries (33%) and the Indian subcontinent (31%). As in the case of the nationality of usual residents, the colonial ties are still evident, since the most common nationalities granted citizenship were nationals of India (9%) and Pakistan (7%).

3.4 Residence permits

Figure 20 provides an overview of the main reasons for granting first residence permits at the EU level, showing that overall the primary reason of first residence permits is "family reasons" (30.2%), closely followed by "remunerated activities reasons" (29.6%). "Education reasons" account for 20% of the first residence permits granted - the same share as the residual category "other reasons."³⁰

Figure 20: First residence permits, by reason, for EU-27 as a whole, 2008



Source: EMN NCP National Statistical Tables and Eurostat data

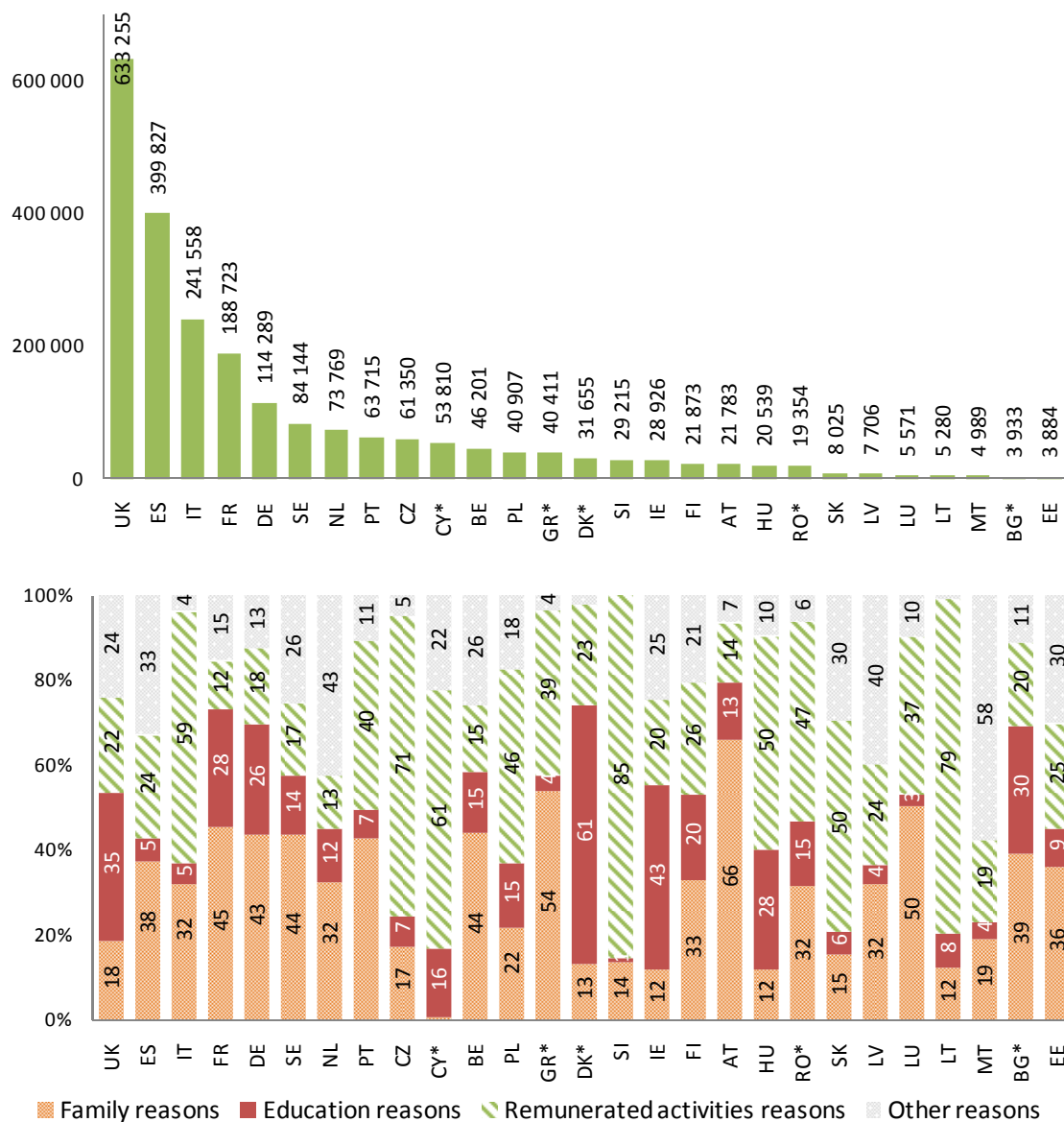
Figure 21 below shows the number of first residence permits granted by each Member State in 2008 and how these permits were distributed among the four main groups of reasons. The **United Kingdom**³¹ issued the largest total number of first residence permits in the EU

³⁰ Similar data on the main reasons for issuance of first residence permit are not available for 2007. Figures from **Luxembourg** on residence permits refer to residence permits issued both for the first time and renewals. Also, they do not include residence permits issued to third-country national family members of EU citizens ('carte de séjour').

³¹ The **United Kingdom** does not have residence permits as defined by the Migratory Statistics Regulation EC No 862/2007. As a consequence, the United Kingdom provides estimates of third-country nationals who are granted permission to reside in the United Kingdom (permission to enter) by reason; derived from landing

(633 255), representing 28% of all first residence permits issued the EU-27 in 2008. Even compared to the size of its population, the Member State has one of the largest numbers of first residence permits issued.

Figure 21: First residence permits, by type of reason and Member State, 2008, ordered by number of first residence permits



Source: EMN NCP National Statistical Tables. * Eurostat data used

The largest share of the first residence permits granted by the **United Kingdom** were for educational reasons (35%), which classifies the Member State together with Denmark and **Ireland**, as the only three Member States where educational reasons constitute the main reason of issuance of first residence permits. For the **United Kingdom**, however, the number of first residence permits granted for educational reasons decreased by 35% compared to 2007. The three main groups of third-country nationals receiving such a permit were from

cards issued to non-EEA nationals at the point of entry into the United Kingdom (supplemented with other management information such as visas issued and asylum granted).

China, the United States and India. In **Ireland**, the largest groups to receive first residence permits were nationals of Brazil, the United States and Mauritius.

In most EU-15 Member States, first residence permits were primarily granted for family reasons, an exception is **Italy** where family reasons amounted to 32% of the permits granted. New regulations and legislative changes, introduced in a number of Member States in 2008, further developed and/or tightened the conditions for family reunification. However, the effects of such legal changes are often visible only after a few years and can therefore generally not be expected to be reflected in the 2008 statistical figures.

Germany recorded a reduction in the number of first residence permits issued when, in September 2007, the Member State introduced stricter language requirements for spouses of third-country nationals, causing the number of permits issued to drop by 21% in 2007 from the previous year, although the number rose slightly in 2008 by 6%. The largest individual group of third-country nationals to receive residence permits for family reasons were nationals of Turkey (18%), who also constituted the largest group of third-country nationals receiving a first residence permit in **Austria** (25%), **Belgium** (10%), **Netherlands** (14%).

In the **Netherlands**, new legislative measures from 2006,³² introducing new requirements for integration, may have been the reason why the number of applications for a residence permit for family reasons declined in 2008. This was particularly the case for nationals of Turkey and Morocco. By contrast, an increase in residence permits granted to nationals of India for family reasons was observed, which is attributed to family migration in connection with migration of highly-skilled workers.

Sweden recorded a significant increase of 21% in the issuance of residence permits for family reasons from 2007, a majority of which were granted to nationals of Iraq, consistent with the overall immigration pattern in Sweden. Other Member States granted the majority of first residence permits for family reasons to nationals of third countries with which they share borders or have existing large migrant communities. Accordingly, **Finland** issued the largest share (19%) of first residence permits to nationals of the Russian Federation, whereas **Portugal** granted most first residence permits to nationals of Brazil (45%). **Greece** issued 76% of its permits to nationals of Albania. The data provided by **Greece** shows a significantly different pattern depending on whether the recipients of the residence permits are nationals of a Member State or of a third country. Whereas 77% of the individuals receiving a residence permit to join an EU national were spouses or partners, 72% of those joining a third-country national were children of this person. **Spain** granted the largest share of first residence permits for family reasons to nationals of Morocco (21%) and Latin American countries (Ecuador 14%, Colombia 13%, Peru 7%).

With regard to the number of first residence permits issued on the grounds of remunerated activities, the figures seem to reflect the fact that many Member States took measures to address the rising demand for labour through the first half of 2008, also including through migration.³³ In **Italy** remunerated activities constituted the primary reason for issuance of first residence permits amounting to 143 000 out of a total of 242 000 (59%). Also in most of the Member States which acceded in 2004, (Cyprus, **Czech Republic**, **Hungary**, **Lithuania**, **Poland**, Romania, **Slovak Republic** and **Slovenia**), were remunerated activities the primary reason for issuance of first residence permits.

³² The Civic Integration Abroad Act (Wet inburgering buitenland, Wib).

³³ EMN Annual Policy Report 2008, p.48 of the Synthesis Report

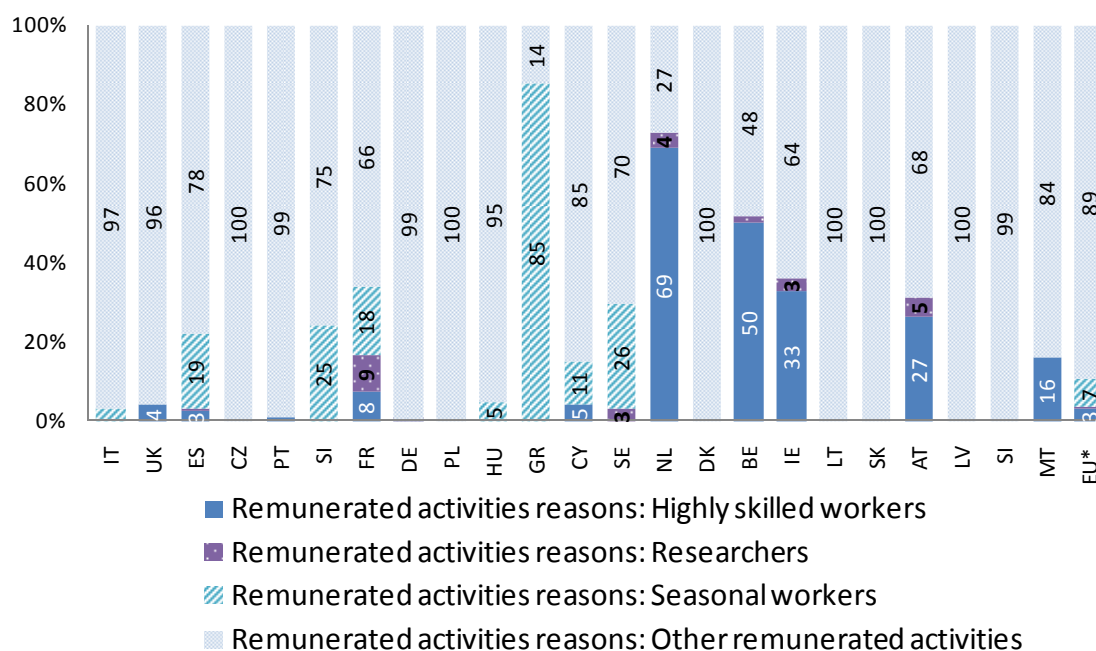
The **Czech Republic** introduced a *Green Card Scheme* in 2008, targeted at third-country nationals. The scheme combines the work permit and the residence permit into one single permit received through one single and faster application procedure. More than one third of third-country nationals receiving a first residence permit were nationals of the Ukraine. In **Poland**, the large share of first residence permits issued for reasons of remunerated activities (46%) can be attributed to new regulations facilitating access to the labour market for nationals of the Ukraine, Belarus and the Russian Federation. The regulations were introduced in February 2008. Consequently, nationals of these three third countries also constituted the main group of people receiving a first residence permits for remunerated activities in 2008. In **Hungary**, nationals of the Ukraine also constituted the largest group of people receiving a first residence permit for remunerated activities reasons.

A similar pattern was also seen in **Lithuania**, which primarily attracted nationals of neighbouring Belarus, and in **Slovenia**, which primarily attracted nationals of other former Yugoslavian countries (Bosnia and Herzegovina, Serbia, Macedonia, Kosovo and Croatia). Both Member States introduced new legislation in 2008, optimising the procedures for handling applications for residence permits. For instance, in 2008, **Slovenia** adopted an amendment to its *Alien Act*, stipulating that an application for a residence permit for reasons of employment or work may also be lodged by a third-country national's employer with the competent diplomatic or consular representative office abroad. An employer may also lodge an application with the competent official body in Slovenia. This may have contributed to the significant increase of 68% from 2007 in the number of first residence permits issued. The **Slovak Republic** recorded a similarly large increase in the number of residence permits for the purpose of employment from the year before (49%). In **Spain**, whilst remunerated activities were either the first or second most important reason between 2003 and 2007, this reason fell to the third place in 2008, which is related to the impact of the economic crisis on the national labour market.

Figure 22 below shows the more specific reasons for granting first residence permits for remunerated activities among the Member States.³⁴ In 2008, four Member States stood out with a relatively high share of highly-skilled workers, two-thirds of the permits for remunerated activities reasons in the **Netherlands**, half of such permits in **Belgium** and about one-third in **Austria**³⁵ and **Ireland**. In the **Netherlands**, one-fourth of the third-country nationals receiving a first residence permit for remunerated activities reasons were nationals of India and of these, highly-skilled workers constituted up to 95% of the total.

³⁴ Please note that the disaggregated data for remunerated activities reasons was incomplete for a large number of Member States which are therefore not described here.

³⁵ In **Austria** seasonal workers are not included in the category of first residence permits as they do not formally receive a residence permit.

Figure 22: First residence permits for remunerated activities, by reason and Member State, 2008, ordered by total number of first residence permits

Source: Eurostat data. Excluding LU, RO, BG, FI

4. ILLEGAL IMMIGRATION AND RETURN

Different reasons for developments regarding illegal stay and the number of apprehensions of third-country nationals staying illegally were noted in the various Member States. They include:

- The enlargement of the Schengen Area - resulting in changed patterns of movements, transits and “residence” of illegally staying third-country nationals, as noted in **Estonia, Hungary, Poland and Slovak Republic**.
- Changes in irregular migration routes and entry points of third-country nationals into the Schengen Area, as noted in **Slovenia**.
- Developments with regard to the number of applicants for international protection, as noted in **Germany**, with the number of apprehensions related to the number of asylum applications in two ways: 1) apprehended third-country nationals may apply for international protection, and 2) some of the persons apprehended may be rejected asylum applicants.
- Increased surveillance and focus on countering illegal immigration in new policies adopted in 2007 or 2008 in a number of Member States, as noted by **Finland, Italy, Netherlands, Portugal** and Romania.
- Co-operation agreements of some Member States, such as **Italy and Spain**, with North African countries aimed at preventing and managing irregular migration.

Whilst the data available can at least provide an indication of possible trends and/or marked changes in illegal immigration, it should be treated with *caution*, as priorities differ between national law enforcement and the current administrative procedures in the Member States and because, as illegal entries and unlawful residence means that registration is often avoided by

illegally entering or staying third-country nationals, it is not possible to establish an overall idea of the total number of illegally-staying immigrants.

With respect to returns, the following general developments have been identified in 2008:

- 605 754 third-country nationals were ordered to leave the EU.
- 241 662 third-country nationals were returned to a third country from a Member State following an order to leave.
- Both the numbers of orders to leave and returns were generally highest among the EU-15.
- At EU-level, nationals of Albania by far constituted the largest group (69 300) of third-country nationals returned following an order to leave. Of these, **Greece** returned the majority (96%).

As in previous years, the bulk of apprehensions and returns of third-country nationals relate primarily to citizens of third countries neighbouring, or within the geographical proximity of, the relevant Member State, or citizens of third countries with historical, cultural or linguistic ties to the Member State.

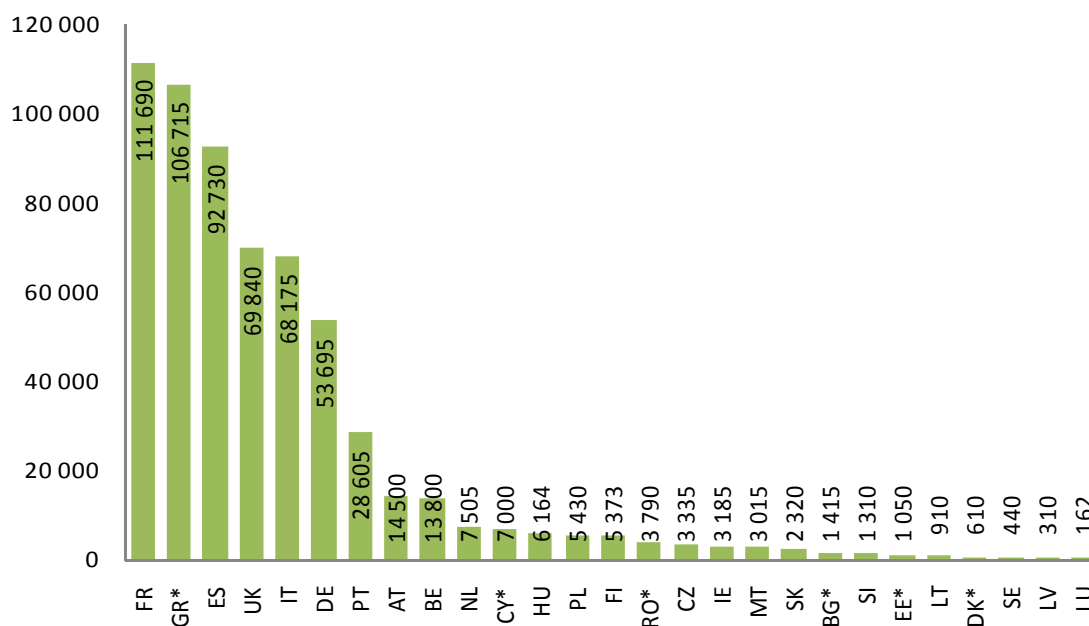
4.1 Apprehensions

Figure 23 below shows the number of apprehensions by Member State in 2008. A total of 611 840 third-country nationals illegally staying in the Member States were apprehended in 2008. There is no fully comparable overview at EU level for previous years, as, for example, data on 2007, prior to the Regulation, from Cyprus, Denmark, **Ireland**, Romania and the **United Kingdom** are not available. However, for the remaining 22 Member States, there was an overall increase in the number of apprehensions, from 448 463 in 2007 to 527 415 in 2008 of 18%.³⁶

Whilst the number of apprehensions, to some extent, could be considered a possible indicator of the scale of third-country nationals staying illegally, changes to these numbers do not necessarily reflect a higher or lower number of illegally-staying third-country nationals, as they can also be the result of different ways to record and calculate the number of apprehensions and/or a greater focus of police and immigration services on detecting persons staying illegally in their respective Member States. In addition, a high number of apprehensions in some Member States may also be indicative of the increased use of these Member States as transit countries, rather than constituting the place of residence of the apprehended persons.

³⁶ This should be seen as indicative, as there could be some inconsistencies and changes of categorisations in some of the national data.

Figure 23: Third-country nationals apprehended/found to be illegally staying, by Member State, 2008. Ordered by number of persons apprehended.



Source: EMN NCP National. Statistical Tables * Eurostat data

The number of apprehensions in the EU ranged from 111 690 in **France** to 162 in **Luxembourg**. **Greece** also apprehended more than 100 000 illegally staying third-country nationals followed by **Spain** (92 703), **United Kingdom** (69 840) and **Italy** (68 175). Whereas the number of apprehensions increased significantly in **France** (by 60%), a slight decrease was seen in **Greece** (by 5%).³⁷

The **Czech Republic**, **Estonia** and **Lithuania** experienced a decline in the numbers of both refusals and apprehensions, and **Finland** and **Greece** experienced increases in both, but overall there seems to be no clear link between the developments in the numbers of refusals and the numbers of apprehensions in the Member States.

Some Member States, such as **Austria**, **Portugal** and **Spain**, experienced an increase in apprehensions compared to 2007 (7%, 29% and 28% respectively), but this development followed decreases in the previous year, mainly attributed to the enlargement of the EU following the accession of Bulgaria and Romania. **Malta** experienced an increase in the number of apprehensions by 48% (to 3 015) which is related to an increase in boat arrivals (with citizens of Somalia being the far most common country of nationality of those apprehended, 48% of total).

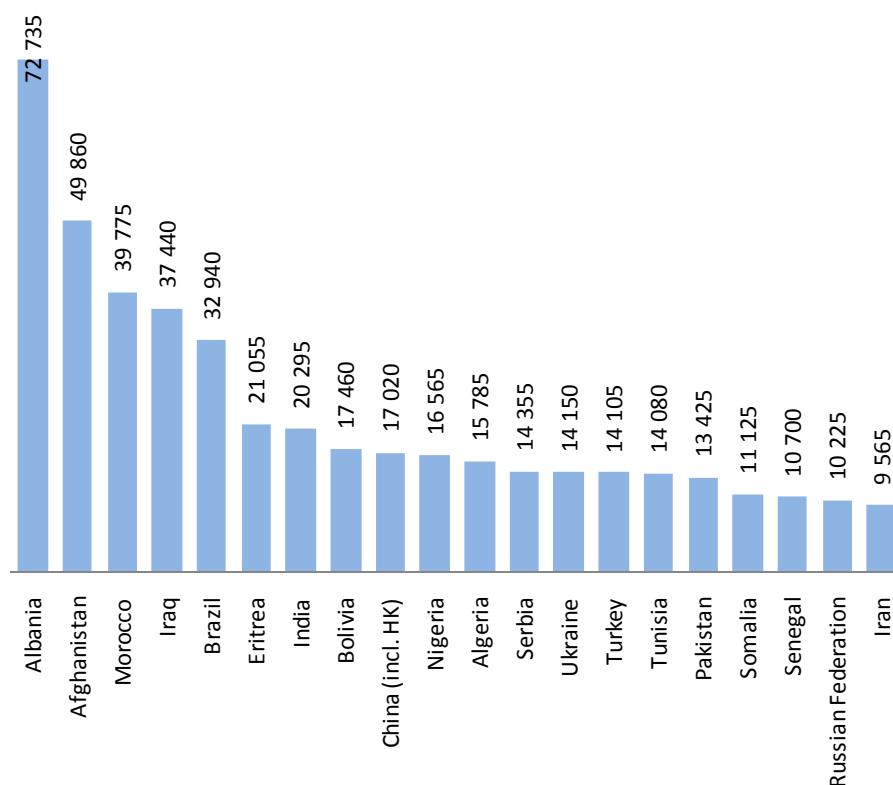
The significant increase noted in **Finland** (173.4%) is related to several factors, such as increased surveillance and an increased number of asylum applicants. In August 2008, the government set up a project, which included increased co-operation between authorities, enhanced surveillance nationwide and faster removal of illegally staying third-country

³⁷ **Greece** based on Eurostat data - data from the Hellenic Police presented in the National Report show an increase in numbers, but also contain some inconsistencies.

nationals.³⁸ Policy developments, most likely, also influenced the number of persons apprehended in other Member States, such as in the **Netherlands**, where the *Settlement of the Legacy of the "old" Alien Scheme* came into effect on 15th June 2007.³⁹ By 28th January 2008, approximately 21 000 had responded positively to the offer. In 2008, new measures were announced to trace illegally-staying third-country nationals, with the purpose of removing them. Another example is **Portugal**, which saw an increase in the number of apprehensions following the adoption of a new immigration law (*Law No. 23/2007*), including measures to combat illegal immigration.

Figure 24 below shows the number of apprehensions of third-country nationals by countries of citizenship. The most frequent country of citizenship of the nationals apprehended for illegal stay was Albania. Most of the Albanian citizens (90%) were apprehended in **Greece** - amounting to 62% of the total number of apprehensions there. The remaining most prominent countries of citizenship of persons apprehended in the EU as a whole were Afghanistan, Morocco, Iraq and Brazil.

Figure 24: Third-country nationals found to be illegally staying, top 20 countries of citizenship, EU level, 2008. Ordered by number of nationals.



Source: Eurostat data

The apprehensions of citizens of the different third countries tend to cluster in certain Member States. Nine out of ten of the apprehended citizens of Albania were apprehended in **Greece** (65 480). The majority of the apprehended citizens of Afghanistan were apprehended in

³⁸ Ministry of the Interior, *Safety First - International Security Programme*, Publications of the Ministry of the Interior, 25/2008.

³⁹ A pardon scheme for asylum applicants who had exhausted all legal remedies, and who appealed under the old Aliens Act.

France (21 125) and **Greece** (17 995). Most of the nationals of Morocco were apprehended in **Spain** (16 840) and **Italy** (11 520) and 94.1% of nationals of Bolivia were also apprehended in **Spain**. A large part of the nationals of Iraq (40%) and Eritrea (74%) were apprehended in **France**, and the majority of the nationals of Brazil were apprehended in **Portugal** (56%) and **Spain** (27%). A large part of the nationals of India (32%) were apprehended in the **United Kingdom**.

The patterns above show, as mentioned earlier, that geographical proximity, the existence of large migrant communities and/or historical or linguistic ties play a part in the apprehension pattern. This is further confirmed in several other Member States, for example, the most prominent countries of citizenship of the persons apprehended in **Belgium** were Algeria and Morocco; Ukraine was the most frequent country of citizenship in **Czech Republic** and **Poland**, third-country nationals from the Russian Federation, Belarus and Ukraine were most frequently apprehended in **Lithuania** and almost half of the apprehensions of citizens of Turkey took place in **Germany**.

Of the ten most prominent countries of citizenship on the list in [Figure 24](#), Afghanistan, Iraq and Nigeria were also among the ten most frequent countries of citizenship of persons applying for international protection. Notable in this regard is the fact that the Russian Federation, being the second most frequent country of citizenship of persons applying for international protection, was the nineteenth most frequent country of citizenship of the third-country nationals being apprehended for illegal stay. They were mainly apprehended in **Germany** and **Austria** (2 415 and 2 380 respectively), and the same applied to apprehended citizens of Serbian citizens (5 920 and 2 290 respectively).

4.2 Returns

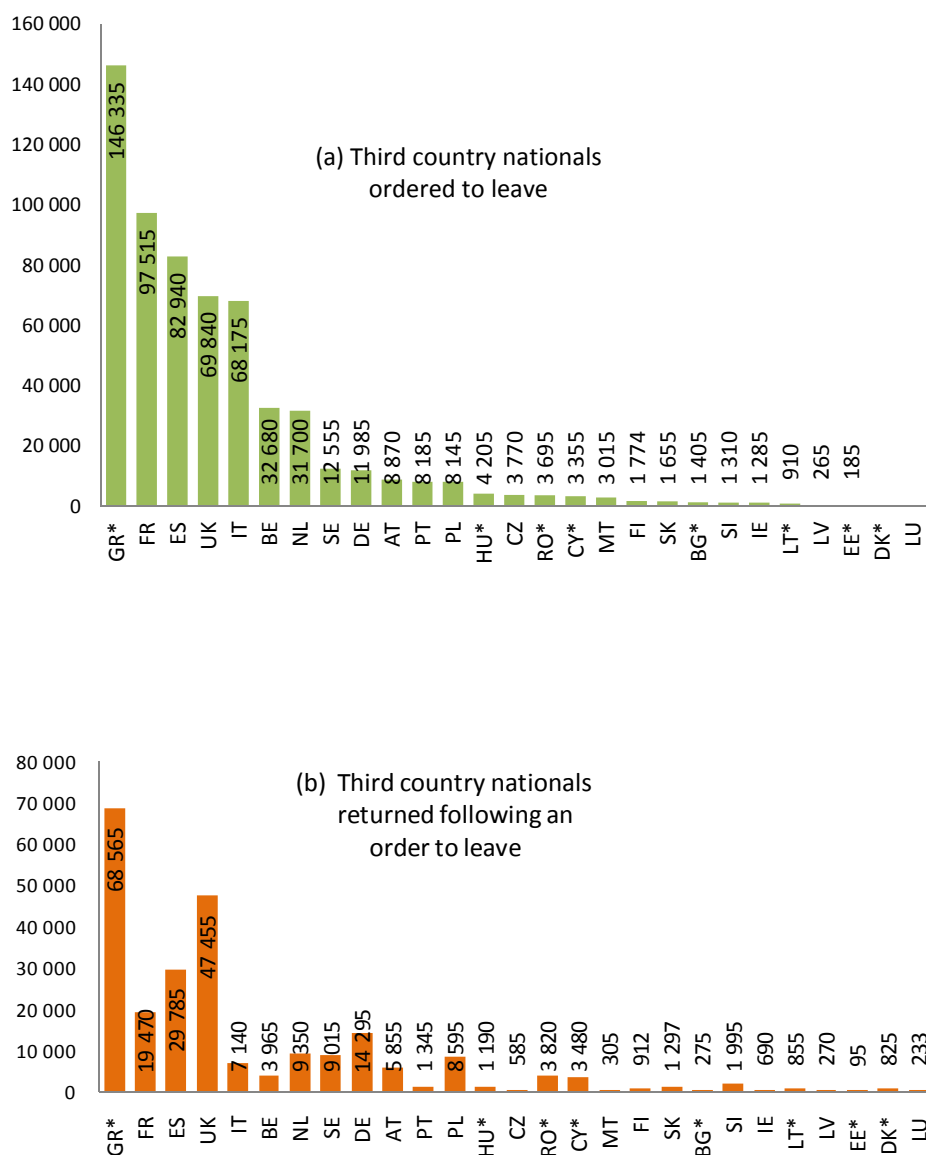
The following section covers the amount and composition of third-country nationals who were ordered to leave a Member State in 2008, and who were returned following an order to leave. These issues will be presented firstly from a Member State perspective, and secondly by looking at the countries of citizenship of the persons being ordered to leave and/or returned. The figures on the orders to leave contain both the instances of third-country nationals who have entered legally, but who, for various reasons, are no longer eligible to stay in a Member State (e.g. because of an expired residence permit or refused asylum) and third-country nationals who initially entered the Member State illegally. In addition, Eurostat data on returns also include voluntary departures, which is not always the case in the national statistics.

[Figure 25](#) below shows (a) the number of third-country nationals ordered to leave in 2008 for each Member State, as well as (b) the number of third-country nationals actually returned following an order to leave in 2008 (the Member States are ordered according to the number of third-country nationals ordered to leave). The two figures are not directly comparable, since a share of the third-country nationals returned in 2008 may have been ordered to leave in 2007. For that reason, the number of third-country nationals who have been returned may, in some instances, exceed the number of third-country nationals who received an order to leave in the same year.⁴⁰ Furthermore, since data on orders to leave are not available from the years before 2008, the relation between orders to leave and returns for each Member State in

⁴⁰ In 2008, this was the case for Cyprus, **Germany**, **Latvia**, **Poland**, Romania and **Slovenia**.

2008 cannot be generalised⁴¹ and tendencies can only be identified in future annual statistical reports.

Figure 25: Third-country nationals (a) ordered to leave and (b) returned following an order to leave, by Member State, 2008.⁴² Ordered by number of nationals.



Source: EMN NCP National Statistical Tables. * Eurostat data ** Missing data for third-country nationals ordered to leave, for DK and LU

For the EU-27 as whole, a total of 605 754 third-country nationals were ordered to leave a Member State in 2008 for various reasons. Almost a fourth (24%) of these orders were recorded by **Greece**, which also reported the largest number of third-country nationals returned to their country of origin in 2008 (68 565), of whom nationals of Albania constituted 97%. These comparably high numbers were accompanied by a high number of apprehensions

⁴¹ Data from the National Reports could not support any such relationship either (e.g. in **Poland** there was a higher number of returns than orders to leave in 2008, whereas this relationship was reversed in 2007).

⁴² The two sets of figures are not directly comparable since some of the third country nationals returned in 2008 may have been ordered to leave in 2007.

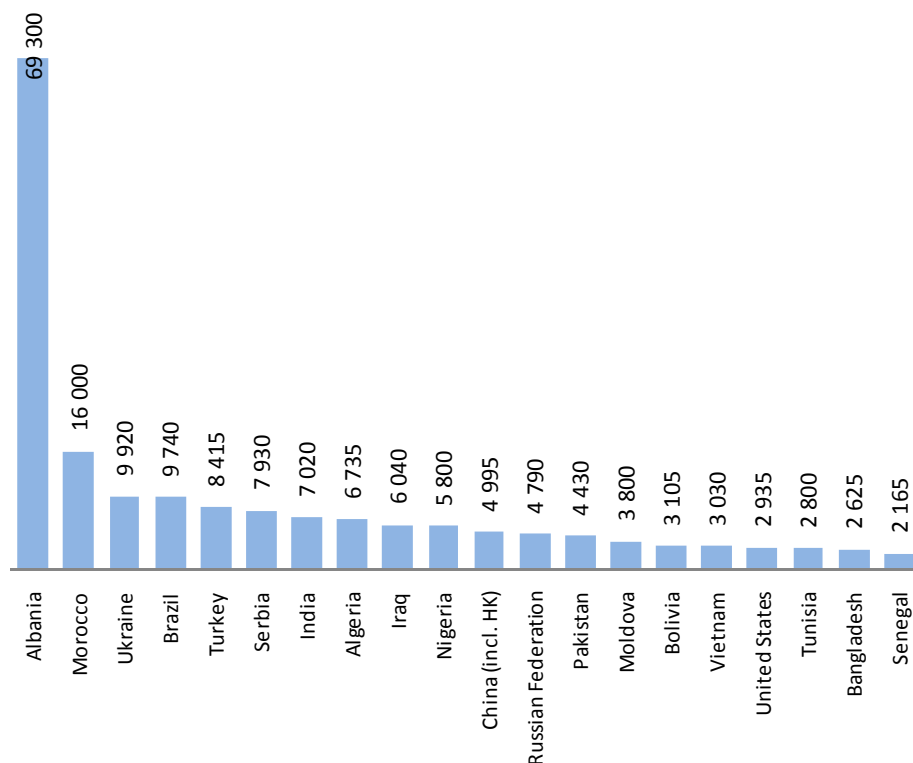
of illegally-staying third-country nationals and, albeit to a lesser extent, of applications for international protection (see [Section 4.1](#) and [Section 6.1](#)).

Among the Member States that issued most orders to leave, there is a clear over-representation of the EU-15, i.e. the ten highest numbers of third-country nationals ordered to leave were all recorded in these Member States. This could both link to the relatively higher “attraction” of these Member States, as indicated by the higher number of apprehensions among these Member States, and/or a stronger tendency among these states to order third-country nationals found to be staying illegally to leave. In the same vein, the numbers of third-country nationals actually returned following an order to leave were highest among the EU-15, although not entirely following the pattern of the number of issued orders to leave.

Despite the statistical uncertainties in relation to comparison with previous years, five Member States reported a decrease in the number of orders to leave in 2008. The **Slovak Republic** reported an overall decrease of 46% in the number of issued orders to leave, however, the proportion of orders to leave relative to the number of apprehensions actually increased, when taken into consideration that the number of people apprehended in 2008 decreased by 62% compared to 2007. **Poland** reported a decrease of 22%, which is believed to be the result of a regularisation programme launched between 2007 and 2008, whereby 1 263 migrants had their stay legalised. A decrease in the number of orders to leave was also reported by **Slovenia** (-36%), **Latvia** (-15%) and **Portugal** (-16%). In **Portugal**, this decrease marked a shift from a longer term increase. In contrast, an increase was reported by both **Sweden** and **Finland**; the former attributed this to lower recognition rates for asylum seekers from Iraq, constituting 20% of the third-country nationals who were subject to negative decisions.

Regarding the returns following an order to leave, only **Lithuania**, **Malta** and **Poland** recorded decreases from 2007 (16%, 9% and 6%, respectively). Eight Member States (**Czech Republic**, **Finland**, **Germany**, **Hungary**, **Luxembourg**, **Slovenia**, **Spain**, **United Kingdom**), on the other hand, had increases for various reasons. Both **Germany** and the **Czech Republic** had increases from the previous year, despite earlier decreasing trends (in the case of the **Czech Republic**, a decrease of 91% since 2001). **Slovenia** attributed its increase in the number of returns to efficiency improvements, whereas the increase recorded by **Luxembourg** was explained by a policy change towards rejected asylum seekers from Kosovo, who were no longer protected by special minority considerations following the Member State's formal recognition of Kosovo. Furthermore, increases in returns were reported by **Spain** (17%), **Hungary** (11%), **United Kingdom** (6%) and **Finland** (4%). **Estonia** and **Greece** both had unchanged levels of returns, although in the latter case this covers a general decrease in most nationalities, which was, however, offset by an increase in the return of nationals of Albania, by far the largest group of nationals returned.

At the EU-level, nationals of Albania by far constituted the largest group (69 300) of third-country nationals returned following an order to leave in 2008, as shown in [Figure 26](#) below. Of these, **Greece** returned the majority (96%). In addition to Albania, a majority of third-country nationals returned from Member States were nationals of third countries with land or sea-borders with the EU (e.g. Morocco, Ukraine, Turkey, Serbia).

Figure 26: Third-country nationals returned following an order to leave, by country of citizenship, EU level, 2008. Ordered by number of nationals.

Source: Eurostat data

5. BORDER CONTROL

The developments regarding illegal entry and stay in the different Member States were to a large extent influenced by the Schengen Agreement and EU enlargement. This was seen in the following ways:

- The entry of **Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovak Republic** and **Slovenia** into the Schengen Agreement (21st December 2007) led to changes to cross-border movements and control, especially in those Member States which joined the Schengen Area, and in those Member States which formerly constituted the external borders of the EU ([Section 5.1](#)).⁴³ The changing patterns indicate that Schengen is instrumental in ensuring more effective border management.
- Refusals of entry into the Member States with external borders to the Schengen Area (especially eastern borders) mostly occur at land (or sea) borders, whereas refusals of entry into other Member States are more likely to take place at air borders ([Section 5.1.1](#)).

⁴³ Note that, at the time of publication of this report, Bulgaria, Cyprus, **Ireland**, Romania and the **United Kingdom** are not part of the Schengen Agreement.

5.1 Refusals

The term "refusal" refers to third-country nationals who are refused entry at the external borders because they do not fulfil all the entry conditions laid down in Article 5(1) of Regulation (EC) No 562/2006 and do not belong to the categories of persons referred to in Article 5(4) of that Regulation. The number of refusals reflects the number of individuals which have been refused entry, irrespective of the number of refusals issued to that person.⁴⁴

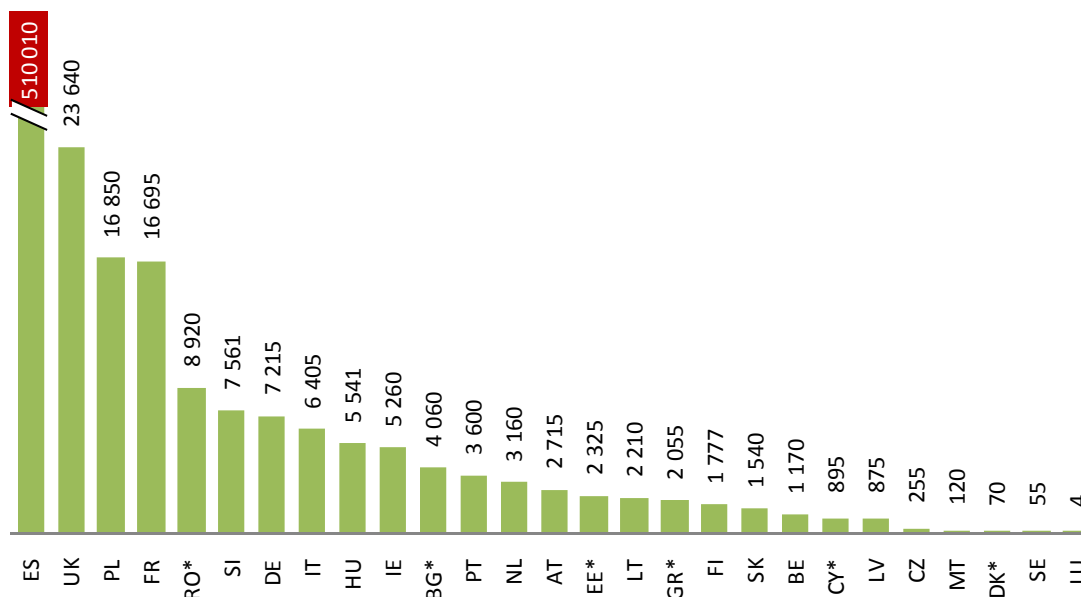
The overall picture at EU level points to a tendency of decreasing numbers of refusals, which corresponds to the overall trend of a decrease in immigration compared to 2007. For some Member States, such as **Italy** and **Spain**, the signing of co-operation agreements with North African countries may also have contributed to lowering the number of third-country nationals, who would otherwise have been refused entry at the borders. Furthermore, the accession of Bulgaria and Romania into the EU in 2007 could also be seen as an important reason for the decreasing number of refusals in some EU Member States compared to previous years.

Figure 27 shows the number of refusals of third-country nationals by Member State. A total of 634 975 third-country nationals were refused entry into an EU Member State in 2008. It is not possible to make a complete comparison at EU level with previous years, as, for example, data for Cyprus and **Malta** are not available for 2007, and data for **Sweden** are incomparable due to procedural changes.

The refusals of entry were distributed very unevenly among the Member States. In particular, **Spain** stood out with 510 010 refusals.⁴⁵ This amounts to 80.3% of the EU-27 total number of refusals in 2008. The Member State with the second most refusals was the **United Kingdom** (23 640), followed by **Poland** (16 850). At the other end of the scale was **Luxembourg** with only four refusals, and **Sweden** with 55.

⁴⁴ Eurostat metadata, Enforcement of Immigration Legislation. The Eurostat definition reads: "Each person is counted only once within the reference period, irrespective of the number of refusals issued to the same person." In practice it seems that the data from some Member States (for example **United Kingdom**) refer to "incidents" rather than "individuals".

⁴⁵ More than 95% of these refusals must be attributed to the Spanish cities of Ceuta and Melilla bordering Morocco on the North African coast.

Figure 27: Third-country nationals refused entry, by Member State, 2008. Ordered by number of nationals.

Source: EMN NCP National Statistical Tables. * Eurostat data

Of the Member States that had also provided data for 2007,⁴⁶ the number of refusals increased in 2008 in **Belgium, Finland, Greece, Slovak Republic** and **Slovenia**. The number of refusals decreased in **Austria, Czech Republic, Estonia, France, Germany, Hungary, Ireland, Italy, Latvia, Lithuania, Netherlands, Poland, Portugal** and **United Kingdom**.

Within the overall trends, however, there are significant differences between the Member States. In **Austria**, the number of refusals decreased drastically in 2007 (to 5 636 compared to 29 128), due to the accession of Bulgaria and Romania providing citizens of these Member States the right to settle in Austria. The tendency continued in 2008, when the number declined by 52% to 2 715 - which could also be partly attributed to the entry of new Member States into the Schengen Area, leaving **Austria** with an external land border with Switzerland only. A similar development was seen in **Germany**, where the number of refusals declined from 11 408 in 2007 to 7 215 in 2008. This is also regarded as a consequence of the enlargement of the Schengen Area, coupled with a decline in the number of asylum applications (made at the border). In **Spain**, the number of refused entries declined by 21% between 2007 and 2008, from 644 989 to 510 010.

Similarly, most of the Member States entering the Schengen Area, controlling the external borders of the area, experienced a decline in the number of refused entries. **Hungary** experienced a decrease of 49% compared to 2007, attributed to a decrease in cross-border traffic and the changed situation of citizens of Romania, and **Poland** saw a decrease of 48%, which is explained by a 50% decrease in cross-border traffic and stricter regulations and visa requirements. Although the relative change in numbers were not as significant as for **Hungary** and **Poland**, the **Slovak Republic** and **Slovenia** experienced an increase in the year

⁴⁶ The sources of data for 2007 vary as data was not yet collected in line with the Migratory Statistics Regulation 862/2007. For example, the IE EMN NCP notes that CIREFI data was used for 2007. For this reason, data between 2007 and 2008 is not comparable in all cases.

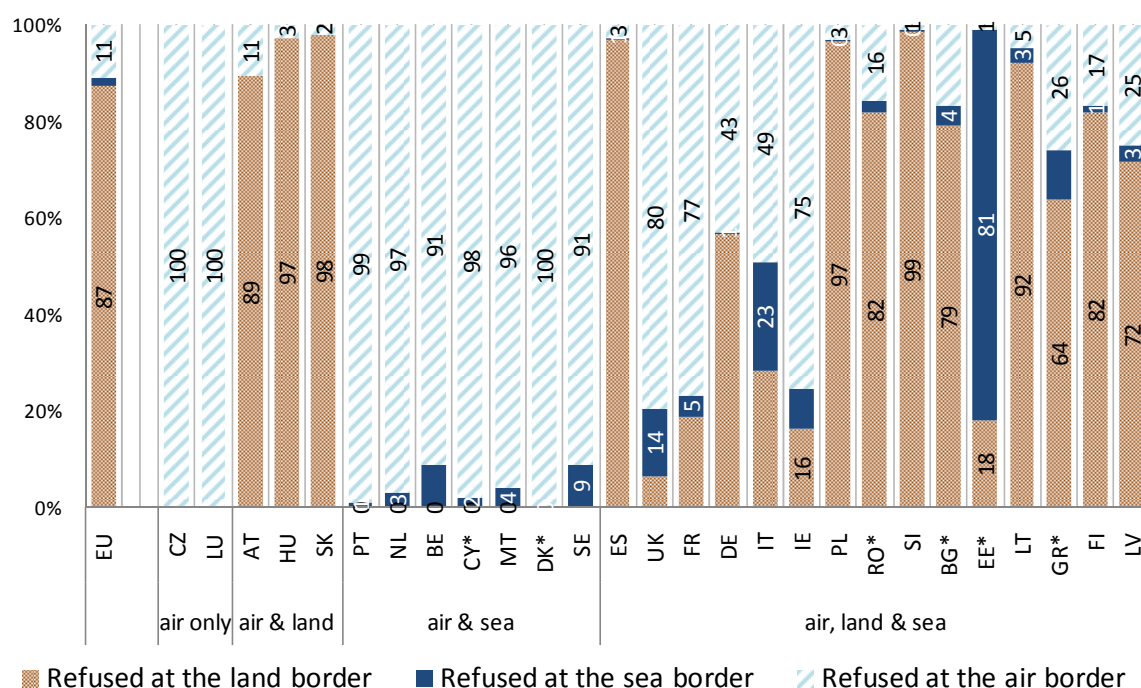
following their entry to Schengen, the most frequent third-country nationals being from the neighbouring countries of the Ukraine and Croatia, respectively.

5.1.1 Type of border

The refusals occurred at land, sea and air borders, but refusals at land borders amounted to 87% of all the refusals made. Eleven per cent occurred at air borders and two per cent at sea borders.

The types of border at which refusals occur vary in the Member States, depending on their geography and overall migration flows. This is shown in [Figure 28](#) below.

Figure 28: Third-country nationals refused entry, by Member State and by external border, 2008



Source: EMN NCP National Statistical Tables. * Eurostat data

Not surprisingly, in the Member States with external land borders, refusals primarily occurred at these borders, whereas other Member States had a higher percentage of refusals of entry at air borders. Examples of neighbouring Member States illustrating this difference are the **Czech Republic** and **Slovak Republic**. Refusals in the **Czech Republic** only took place at air borders, whereas in **Slovak Republic**, 98% took place at land border crossings.

Land borders were the predominant site of refusal in **Austria**, Bulgaria, **Germany**, **Greece**, **Finland**, **Hungary**, **Lithuania**, **Poland**, **Romania**, **Spain**, **Slovak Republic** and **Slovenia**. Air borders were the predominant border type in **Belgium**, **Cyprus**, **Czech Republic**, **France**, **Ireland**, **Luxembourg**, **Malta**, **Netherlands**, **Portugal**, **Sweden** and the **United Kingdom**.

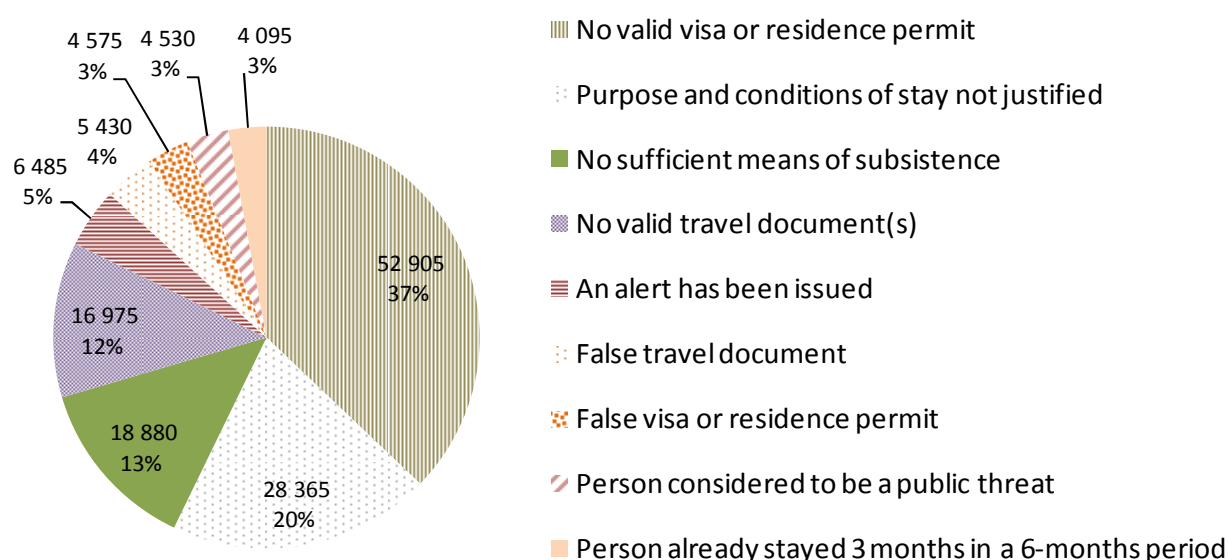
The fact that relatively few third-country nationals were refused at sea borders is also related to the specific circumstances during interception and rescue operations, especially in the

Mediterranean sea, which often do not make it possible to refuse persons who arrive in boats and to send them back. The only Member State to which entry was mostly denied at sea borders is **Estonia**. Behind this figure lies the fact that the persons denied entry were primarily crew members of ships staying at Estonian ports, who wished to leave the ship without holding a valid visa. Persons refused entry at sea borders were primarily nationals of India and the Philippines, whereas persons refused at the land borders of **Estonia** were mostly citizens of the Russian Federation.

5.1.2 Reason for refusal

An overview of the reasons for refusal at EU level is provided in [Figure 29](#) below.⁴⁷ The most frequently used ground for refusal of entry throughout the Member States was lack of valid visa or residence permit (37% of the total number of refusals). Other frequently reported reasons were unjustified purpose and conditions of stay (20%), insufficient means of subsistence (13%) and lack of valid travel documents (12%).

Figure 29: Third-country nationals refused entry, by reason, EU level, 2008



Source: Eurostat data

The overall pattern is that procedural issues related to travel, such as the lack of appropriate travel and entry documents, or the lack of compliance with conditions of stay were the most commonly used grounds for refusal. Less often reasons for refusal relate to “fraudulent” attempts to enter a Member State, or to considerations as to whether the person is subject to an alert or considered to be a public threat. In relation to those grounds, **Ireland** stands out, as a large part of the refusals were based on third-country nationals holding false visas or residence permits. This amounts to 43% of the refused entries, as opposed to an average of 3% at EU level. A large part (29%) of the persons refused in **Ireland** were nationals of Brazil and Nigeria.

⁴⁷ The data is incomplete, as there is no information on 96% of the refusals in **Spain** (the refusals by the Spanish border of Ceuta and Melilla).

A few Member States differ notably from the pattern outlined above, in the sense that issues of means of subsistence and public order were prominently applied as grounds for refusal. In **Finland**, no sufficient means of subsistence was the reason for refusal in 43% of the refused entries - a reason primarily given to citizens of the Russian Federation at the land border. In the **United Kingdom**, insufficient means of subsistence was also the most common ground for refusal (52% of the cases), amounting to 66% of all refusals for that reason in the EU as a whole. Overall, Brazil, the United States and Nigeria were the largest (34%) groups of third-country nationals refused entry to the **United Kingdom**. About half of all refusals based on the reason that the person denied entry was considered to be a public threat were issued in **Slovenia**, amounting to 29% of all refusals. The majority of refusals in **Slovenia** (63%) were to citizens of Croatia, who were denied entrance at the land border.

The available data provide no reasons as such for the varying practices related to the applied grounds for refusal. However, the focus on means of subsistence, as commonly referred to in **Finland** and the **United Kingdom**, may be related to specific aspects of their immigration policies.

5.1.3 Refusals by country of citizenship

Many third-country nationals attempting to enter the EU and Schengen Area are citizens of third countries in the proximity of the Member States. [Table 1](#) shows the most frequent countries of citizenship of persons being denied entrance into an EU Member State, and the Member States by which most were refused.

The number of citizens of Morocco being denied entrance was significantly higher than other groups of citizens. This large number is attributed to the Spanish cities of Ceuta and Melilla bordering Morocco on the North African coast. After Morocco, Ukraine, Brazil, the Russian Federation, China, Moldova, Turkey, Serbia, Croatia and Belarus were the most frequent countries of citizenship of persons being refused entry into the Member States. Apart from Brazil and China, the rest of the ten most frequent countries of citizenship were countries neighbouring the Schengen Area.

As seen in Table 1 above, 34% (11 920) of all refused citizens of Brazil were denied entry into the **United Kingdom**. Many Brazilian citizens were also refused entry into **Spain** (2 840), **Portugal** (2 335), **Ireland** (1 015), **France** (1 105). Nationals of China were the group of nationals most frequently denied entrance into **France** (3 725) and the **Netherlands** (325), and the third most in **Ireland** (385).

The element of historical/colonial and linguistic ties in relation to migration flows are reflected by the fact that citizens of the Spanish-speaking countries of Paraguay and Venezuela were primarily denied entry into **Spain**, and a large proportion of the refusals of citizens of the United States, Nigeria and Pakistan took place in the **United Kingdom**. The most frequent country of citizenship of persons being refused entry in **Belgium** was the Democratic Republic of Congo.

Table 1: Third-country nationals refused entry, EU level, Top 20 countries of citizenship, 2008

	Total refused entry	Refused by ...	in % of cases
Morocco	497 720	Spain	100%*
Ukraine	15 750	Poland	60%
Brazil	11 920	United Kingdom	34%
Russian Federation	8 680	Poland	37%
China (including Hong Kong)	6 320	France	59%
Moldova, Republic of	6 000	Romania	81%
Turkey	5 850	Bulgaria	32%
Serbia	5 745	Hungary	26%
Croatia	5 610	Slovenia	85%
Belarus	4 430	Poland	76%
Nigeria	3 215	United Kingdom	42%
India	3 140	Estonia	33%
United States	3 060	United Kingdom	87%
Unknown	2 840	France	59%
Paraguay	2 300	Spain	73%
Macedonia , the former Yugoslav Republic of	2 125	Germany	25%
Venezuela	1 840	Spain	68%
Senegal	1 670	France	29%
Bosnia and Herzegovina	1 640	Slovenia	57%
Pakistan	1 535	United Kingdom	56%

Source: Eurostat data

* The exact percentage is 99.74%

Citizens of the Russian Federation were most frequently denied entrance into the bordering Member States of **Poland** (3 235), **Finland** (1 535) and **Lithuania** (1 050). The majority of refusals of citizens of Ukraine occurred at the border with **Poland** (9 445 or 60% of the total number of citizens of Ukraine being denied entrance to the EU as a whole) and the other Member States bordering the Ukraine: **Hungary** (2 355), **Romania** (1 185) and **Slovak Republic** (1 435). A similar pattern was seen regarding citizens of Belarus, who were primarily denied entrance into **Poland** (3 350) and **Lithuania** (735), and citizens of Moldova, most of who were denied entrance into Romania (4 875).

A somewhat different pattern is seen for nationals of Turkey and Serbia. Whereas the Member States into which most of these nationals were denied entry were neighbours (Bulgaria and **Hungary**, respectively), the refusals tend to be more spread over other Member States, including those without external borders. For example, a significant part of the third-country nationals from both Turkey and Serbia, were refused entry by **Germany** (980 nationals of Turkey and 1 450 nationals of Serbia).

5.2 Relationship between Refusals, Apprehensions and Returns

The remainder of this section deals with the possible relationship between refusals, apprehensions and returns of third-country nationals. In order to examine the existence of any such relationship, two types of data are reviewed:

- The numbers of refused, apprehended and returned people disaggregated by Member States.
- The numbers of refused, apprehended and returned people disaggregated by country of citizenship.

As explained in the Synthesis Reports of 2005 and 2006, a relationship between the numbers of refused, apprehended and removed migrants could be expected. When migrants from particular third countries try to enter the EU illegally, they will likely be refused entry at the border. If, however, they do succeed to enter and then reside illegally they may be apprehended and then removed. At the same time, no overall clear pattern emerges when comparing the number of third-country nationals refused, apprehended and returned in 2008. At the level of individual Member States, a relationship between apprehensions, orders to leave and returns carried out can, in some cases, be identified. However, at the EU level, no such connection appears statistically, inter alia due to variation in the procedures and categorisation by the Member States, and due to a lack of data. For example, in some Member States (i.e. **Italy, Lithuania, Malta, Slovenia and United Kingdom**), the number of apprehensions of third-country nationals are identical to the reported number of issued orders to leave. In the **United Kingdom** third-country nationals found to be illegally present are also automatically ordered to leave, hence the statistics will be identical. Other Member States reported that a large share of the apprehended third-country nationals actually apply for asylum and are consequently not ordered to leave.

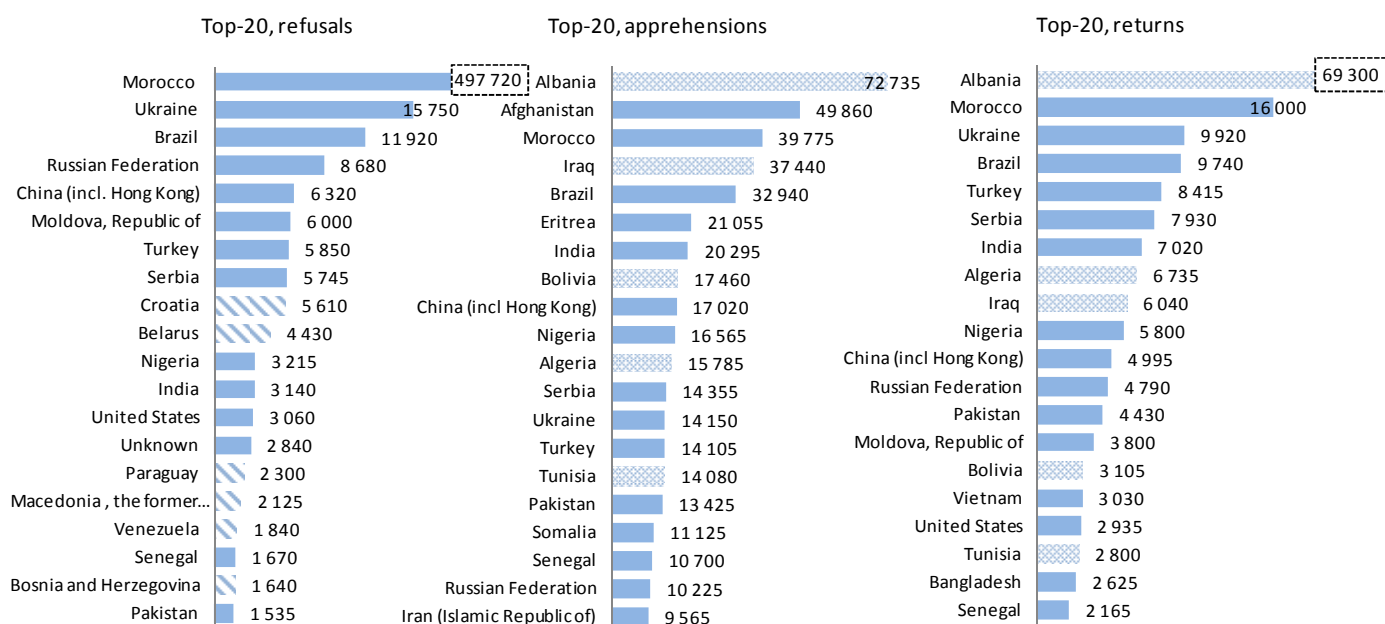
Looking, in turn, at the relationship between refusals and apprehensions, a negative correlation could be assumed, i.e. the more third-country nationals who are refused at the border of a certain Member State, the less illegally-staying migrants are present in the Member State and consequently the fewer apprehensions are made. On the other hand, an increase in refusals could be due to an increase in the immigration flow, whereby the migrants succeeding to enter illegally might also increase, leading to a subsequent rise in the number of apprehensions. However, a relation between the number of refusals and apprehensions, in the data disaggregated by Member States, appears not to exist. More refusals does not mean fewer apprehensions at Member State level. Nonetheless, when including the variable of whether or not a certain Member State has external land borders, as presented in [Section 5.1.1](#) and that refusals at land borders amount to 87% of all the refusals by Member States in 2008, then some relationship does emerge.

Only five Member States with external land borders (**Hungary, Poland, Romania, Slovenia and Spain**) were among the ten Member States that recorded the highest numbers of refusals, which per se is surprisingly few. However, a comparison with the numbers of apprehensions

reveals that only two Member State (**Greece** and **Spain**) with external EU borders is among the ten Member States with the highest numbers of apprehensions. In other words, even though there is no clear statistical relationship between the number of refusals and the number of apprehensions, there does, in very general terms, seem to be a negative relationship between the number of refusals and apprehension, when taking into account whether a Member State has land borders that are also external borders of the EU. Refusals are more of an external border phenomenon, whereas apprehensions are more likely to take place in Member States without external borders. This could indicate various circumstances: 1) that Member States with external EU borders often function as transit states for third-country nationals, who are later apprehended as illegally-staying migrants in other Member States; 2) that those Member States entered after secondary movements of persons within the EU, place more focus on detecting illegally-staying third-country nationals; and/or 3) that effective external border control diminishes the actual illegal entry of third-country nationals, and consequently the need for apprehensions in the Member States with external EU borders.

A relationship between refusals, apprehensions and returns can also be analysed by looking at the nationalities of the third-country nationals in each category. By comparing the top 20 of third-country nationals for each of these three categories, it is possible to identify whether certain third-country nationalities stand out in some categories but not in others, indicating a link between the categories based on the nationalities of the refused, apprehended and returned. This comparison, illustrated in [Figure 30](#), shows that 11 third countries are among the top 20 in each of all three categories (i.e. nationals of Brazil, China, India, Morocco, Nigeria, Pakistan, Russian Federation, Senegal, Serbia, Turkey and Ukraine). Nationals of Morocco were in fact among the top three in all three categories.

Figure 30: Comparison of top 20 for third-country nationals refused, apprehended and returned, EU level, 2008



Source: Eurostat data

Reading note: Diagonal shading: Countries present only in the top 20 of refused third-country nationals. Dotted shading: Countries present both in the top 20 of apprehensions and returns.

From a comparative perspective, however, it is more interesting to note that, whereas six third countries, marked in diagonal shading, were present only in the top 20 of refused third-country nationals (Belarus, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia, Paraguay and Venezuela) and only two countries were present in both the top 20 of refusals and in one other category (Moldova and the United States, both also present in the top 20 of returned third-country nationals), five third countries, marked each time in a dotted shading, are present both in the top 20 of apprehensions and returns (Albania, Algeria, Bolivia, Iraq and Tunisia). This indicates a stronger relationship between apprehensions and returns than between refusals and any of the two other categories, although the statistical correlation per se is weak. Two central points can be derived from this. Firstly, not surprisingly, there seems to be convergence of nationalities between the third-country nationals who were apprehended and third-country nationals who were returned. Secondly, and more interestingly, the nationalities of the third-country nationals who were refused are less frequently the same as the nationalities of the apprehended and returned people. This could indicate that nationals of the six third-countries marked in a dotted shading, who are often refused at EU borders, subsequently do not enter illegally in high numbers, and are not subsequently apprehended and returned in high numbers. However, it is unclear whether this part of a general pattern. It is further notable that citizens of Albania are the most frequently apprehended and returned while they do not figure on the top 20 of third-country nationals being refused entry. This is attributed to the situation in **Greece**, where 72 735 citizens of Albania were apprehended for illegal stay, while only 829 were refused entry at the Greek border (where citizens of Albania are still the biggest group of third-country nationals being refused entry in Greece amounting to 24% of the total number of refusals).

This could be an indication of effective external border control, i.e. certain groups of third-country nationals who are refused at EU borders do not subsequently enter illegally in high numbers, and are not subsequently apprehended in high numbers, at least with regard to the six third countries highlighted in the “Top 20, Refusals” in [Figure 30](#) above.

Four third countries are only present in the top 20 of apprehensions (Afghanistan, Eritrea, Iran and Somalia). The current instability in these four countries suggests that the nationals of these countries, when apprehended, to a large extent applied for asylum and were thus not ordered to leave. Other factors may also make it more likely that some nationals are returned to a third country than others, e.g. readmission agreements and bilateral agreements between the Member States and the third countries, or non-cooperation with third countries not able or willing to take back their citizens.

6. INTERNATIONAL PROTECTION, INCLUDING ASYLUM

New categories of data to be collected on international protection in the Member States were introduced by the [Migratory Statistics Regulation 862/2007](#).⁴⁸ This section presents the categories stipulated by the Regulation and thus includes some issues not included in previous Annual Reports.

This chapter presents the following categories of data on asylum applications:

⁴⁸ Available in all Member State languages from <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32007R0862:EN:NOT>.

- Asylum applications and new asylum applications (by Member State and by country of citizenship)⁴⁹
- Sex of the applicants⁵⁰
- Unaccompanied minors
- Asylum applications under consideration⁵¹
- Withdrawn applications⁵²

The following data on decisions of international protection are analysed by Member State and country of citizenship:

- First instance decisions (including type of status granted)⁵³
- Final decisions⁵⁴
- The proportion of positive and negative decisions

Available data on resettled persons and Dublin transfers are presented separately in this chapter.

In general, the following main developments and trends have been observed:

- After a downward trend in the number of applications in the period 2004-2006, a slight increase was seen in 2008, although the number is still below the level of 2004. For the seventeen Member States providing disaggregated statistics on new asylum applications,⁵⁵ the total number increased from 138 096 in 2007 to 153 872 in 2008. According to Eurostat, the total number of asylum applicants in 2008 for the EU was 225 870.
- Some Member States deviated from the overall trend. For example, the number of applications which **Finland** received was 2.5 times higher than in 2007, and the number in the **Netherlands** increased by 88%. On the other hand, figures in **Sweden** and **Greece** decreased by 33% and 20.8% respectively. In **Spain**, a rise of 45% in 2007, was followed by a similar drop (-41%) in 2008.
- The largest groups of new asylum applicants in 2008, in decreasing order, were nationals of Iraq, Somalia, the Russian Federation, Nigeria and Afghanistan. Compared to 2007, new applications from nationals of Serbia and Pakistan have

⁴⁹ The figures on new asylum applications do not include repeated applications from the same applicants.

⁵⁰ This has not been presented in previous Annual Reports.

⁵¹ This includes persons who are the subject of applications for international protection at the end of 2008. This category of data has not been included in previous Annual Reports.

⁵² When application procedures are terminated by the applicant. This has not been included in previous Annual Reports.

⁵³ First decisions (positive and negative) considering applications for international protection as well as the grants of authorisations to stay for humanitarian reasons, including decisions under priority and accelerated procedures taken by administrative or judicial bodies in Member States. First instance decisions include decisions granted to persons who are a subject of the Dublin Convention (Council Regulation (EC) No 343/2003).

⁵⁴ Decisions on whether the third-country national or stateless person be granted refugee status by virtue of Directive 2004/83/EC and which is no longer subject to a remedy, i.e. decisions in appeals in cases rejected in the first instance.

⁵⁵ **Belgium, Czech Republic, Cyprus, Estonia, Germany, Hungary, Ireland, Italy, Latvia, Luxembourg, Malta, Netherlands, Poland, Portugal, Slovenia and United Kingdom.**

decreased notably. Applicants from these two countries were among the five most frequent nationalities in 2007.

- Most positive decisions on applications for international protection were granted to citizens of Iraq, Somalia, the Russian Federation, Eritrea and Afghanistan. Both the number of applications and the need for protection reflect developments of conflict and/or political unrest in those countries, or in their regions.
- In 47% of the positive first-instance decisions, Geneva Convention refugee status was granted; subsidiary protection was granted in 38% of positive decisions; and humanitarian status in 15%.
- The applications received in the Member States depended on various factors other than the situation in the countries of origin, such as “accessible” migration routes; existing migration chains; social networks and diaspora; as well as the perception of the living conditions and possibility to remain in the Member State. The focus on apprehending illegally-staying third-country nationals by authorities in some Member States may also influence the number of applications as some third-country nationals, when apprehended, apply for asylum.

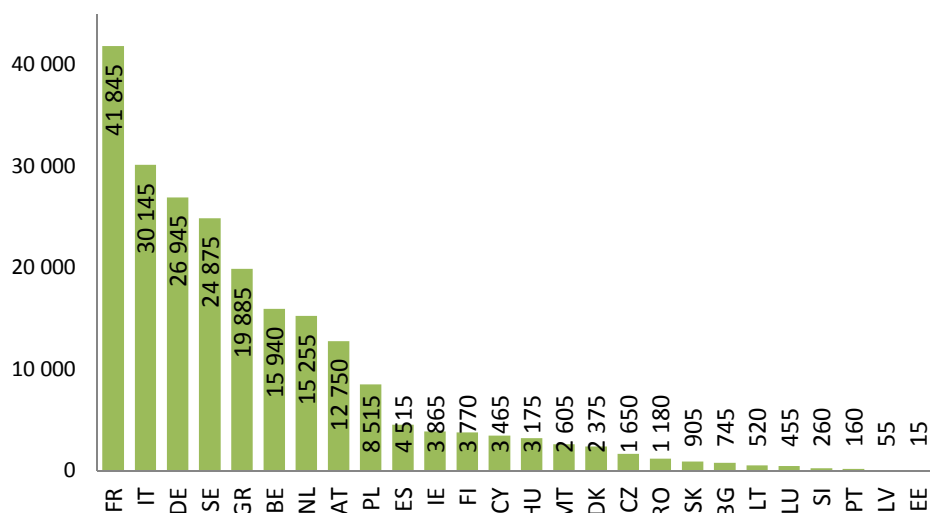
6.1 Applications for International Protection

The number of applications in the EU, first and foremost, depends on the situation in the respective countries of origin (e.g. political and religious persecution, (civil) war, inter-ethnic tensions, economic crises). The extent to which asylum applicants are drawn to specific Member States also seems to depend on other factors, such as:⁵⁶

- “Accessible” migration and travel routes (including proximity);
- Existing migration chains, social networks and diaspora;
- The perceived chances of being able to remain in a Member State;
- The ruling practices of the courts, as well as policy developments;
- Perceived work opportunities.

Determining the reasons behind the influx to a particular Member State is thus a complex task of assessing multiple, in some cases interlinked, 'push and pull' factors of varying importance. This is not possible on the basis of the accessible data and for this reason, only a number of illustrative examples are discussed in this section.

⁵⁶ These categories were listed in the **Germany** National Report. The factors seem to apply to most Member States.

Figure 31: Total number of asylum applications by Member State, ordered by number of applications, 2008

A total of 225 870 asylum applications, including repeated applications, were lodged in 2008,⁵⁷ as shown in the figure above, with much variation between the Member States. Whereas **France** (41 845, thus being the Member State with the highest total number of applications), **Italy** (30 145), **Germany** (26 945) and **Sweden** (24 875) all received more than 20 000 applications, **Estonia** (15), **Latvia** (55), **Portugal** (160), **Slovenia** (260) and **Luxembourg** (455) receive less than 500. According to Eurostat data on asylum applications in the fourth quarter of 2008, **Malta**, Cyprus and **Sweden** were the Member States receiving most applicants per capita (1 490, 870 and 690 per million inhabitants, respectively), whereas **Estonia** (5), **Portugal** (5) and **Latvia** (15) received the lowest number of applicants.

The figures in the rest of this sub-section, unless stated otherwise, represent new (first-time) asylum applications.⁵⁸ Figure 32 shows the number of new applicants by Member State, i.e. those lodged during 2008 for the first time. The possibility of creating a complete overview of new asylum applications at EU level is limited by the fact that ten Member States have not provided statistics disaggregating new asylum applications from the total number of applications under consideration, including repeated applications (see Figure 27 below).⁵⁹ The overall number of new applications in the 17 Member States providing these data were 153 872. When comparing this with the new applications received by the same 17 Member States in 2007 (138 096),⁶⁰ this represented an increase in the number of applications of 11%.

⁵⁷ At the time of extraction, no statistics were available for the **United Kingdom**.

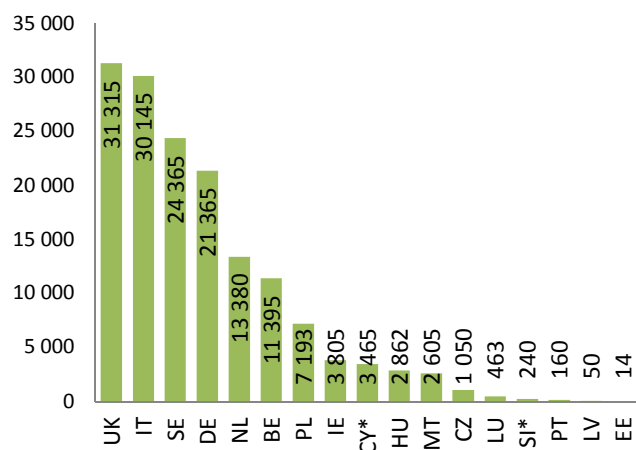
⁵⁸ Repeated applications by the same applicants are not included in the statistics on new or first-time applications.

⁵⁹ The Migratory Statistics Regulation 862/2007 entered into force on 20 August 2008. Perhaps because of a break in the statistics, disaggregated data on new asylum applications in 2008 are only provided by the seventeen Member States presented in Figure 27. The figures from **Luxembourg** includes both first and second (after final rejection of first application) applications.

⁶⁰ Annual Report on Asylum and Migration Statistics 2007. The 2007 figure for the **Czech Republic** includes both first and repeated applications.

The increase in new applications followed a downward trend in the years 2004-2006, after which the number of applications increased, although still below the level of 2004.⁶¹

Figure 32: Number of new asylum applications by Member State, ordered by number of applications, 2008



Source: EMN NCP National Statistical Tables. * Eurostat data

Whilst the numbers in most Member States follow this common trend, there are also significant differences. For example, **Finland** experienced a significant increase in the number of applications, with the number being 2.5 times higher in 2008 (4 035)⁶² than in 2007, in **Malta** the figures rose by 89% (to 2 605), and in the **Netherlands** by 88% (to 13 380), having reached its lowest level in ten years in 2007. **Spain** has also witnessed a declining – albeit fluctuating – trend, with a slight reduction in 2005 and 2006 and a sharp rise of 45% in 2007, followed by a similar drop (-41%) in 2008. This was due to the 1 474 applicants from Iraq, who submitted their applications at the Spanish Embassy in Cairo in 2007. In the case of **Finland**, the increase might be linked to an increase in the number of apprehensions of illegally-staying third-country nationals, which was in turn linked to increased border surveillance (see also [Section 4.1](#)). Nationals of Iraq and Somalia were the most frequently apprehended citizens and, at the same time, the citizens most frequently applying for international protection. In the **Netherlands**, the most frequent countries of citizenship of those applying for asylum were Iraq (increasing by 150.8% since 2007) and Somalia (increasing by 104.9%).

On the other hand, the numbers of new asylum applications in **Sweden** decreased by 33% compared to 2007 (from 36 207 to 24 353), **Greece** experienced a decrease of 21% (to 19 884),⁶³ and **Ireland** experienced a decrease of 3%, reaching the lowest number of new applications since 1997 (3 805).

The accession of the **Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovak Republic** and **Slovenia** to the Schengen Agreement (of 21st December 2007) does not seem to have influenced the influx of asylum applicants. The existing trends seemed

⁶¹ This trend is mirrored in UNHCR statistics showing a 6 per cent increase in the number of new asylum applications from 2007 to 2008 in the EU-27. The UNHCR figures should, however, be read with some caution, as some of the figures might include repeat applications (UNHCR, *Asylum Levels and Trends in Industrialized Countries*, 2008, 2009).

⁶² The figures from **Finland** may include both first time and repeated applications

⁶³ The figures from **Sweden** and **Greece** may include both first time and repeated applications.

to continue in these Member States. In the **Czech Republic**, the slightly descending trend continued from 2007 to 2008. In **Estonia**, the number of applications (14) remained stable. In **Slovak Republic**, the downward trend since 2004 continued from 2007 to 2008, with a 65% decrease (to 909). In **Slovenia**, the downward trend since 2005 continued from 2007 to 2008, with a 39% decrease (to 242). In **Lithuania**, the number of first applications went up from 116 in 2007 to 210 in 2008, whereas the number of applications in **Poland** remained almost the same as in 2007. **Hungary, Latvia, Malta**,⁶⁴ which already showed a trend of increasing numbers of asylum applications, continued to do so. However, the Schengen accession may have influenced the composition in terms of citizenship of those seeking international protection. As an example, the number of nationals of the Russian Federation seeking international protection in **Poland** decreased significantly after December 2007. This may be related to the perceived in/accessibility of the external borders - because potential applicants fear that applications submitted directly at the border check points will be rejected.

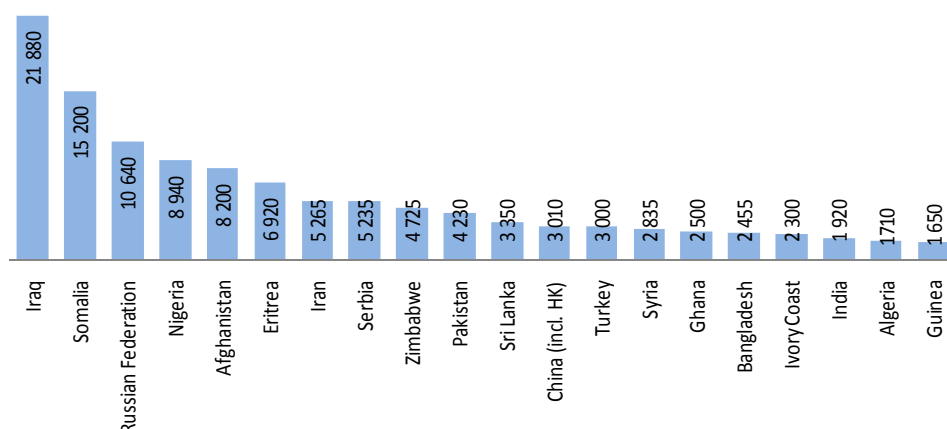
The issue of changes to migration or travel routes used by applicants for international protection may also be of importance in the case of **Sweden**, which witnessed a decrease in applications, mainly due to a significant decrease in the number of applicants from Iraq, which can, in part, be explained by the improved security situation in Iraq in the second half of 2007, but also by the fact that Sweden no longer appeared to be the main target country in the EU for Iraqi asylum applicants. Instead the asylum influx from Iraq into Europe was dispersed to several other Member States (such as **Finland, Germany** and **Netherlands**). In the **Czech Republic**, many Turkish citizens used transit at the Prague-Ruzyne Airport as an opportunity to apply for international protection. The number decreased when airport visas were introduced for Turkish citizens in April 2008.

6.1.1 New Asylum applications by country of citizenship

When looking at the new asylum applicants by countries or citizenship, some of the above factors, such as the existence of migration chains, social networks and diaspora, are further highlighted.

Figure 33 illustrates the 20 most prominent countries of citizenship of persons applying for the first time for international protection in the EU Member States.

Figure 33: New Asylum Applications at EU level, top 20 countries of citizenship, 2008*



Source: Eurostat data

⁶⁴ **Malta**: Figures based on the 2007 Synthesis Report and Eurostat.

* Data for BG, DK, GR, ES, FR, LT, LU, HU, AT, RO, SK and FI are not included, as data for these countries are not available on Eurostat.

The largest groups of new asylum applicants in 2008 were nationals of Iraq, Somalia, the Russian Federation, Nigeria and Afghanistan. Compared to 2007, new applications from nationals of Serbia and Pakistan decreased notably, as these were among the five most frequent nationalities in 2007. Few Member States provide statistics on the persecution grounds of the asylum applications received, but clearly the armed conflict and/or political unrest in Iraq, Somalia, Nigeria and Afghanistan in 2007/2008 influenced the number of persons from those countries seeking international protection.

Due to the limited coverage in terms of Member States with available disaggregated data, it is not possible to compare the number of applicants from the different countries of citizenship with previous years. However, relative numbers in terms of citizenship are indicative of tendencies in the composition of applicants for international protection.⁶⁵ In the EU as a whole, in 2007, the five most prominent countries of citizenship were Iraq (38 465), the Russian Federation (16 865), Pakistan (13 200), Serbia (12 525) and Somalia (9 335). This means that Serbia dropped from being the fourth most common country of citizenship in 2007 to the eighth in 2008. Similarly, Pakistan has moved from a third place to tenth place, and China, which was the ninth most common country of citizenship in 2007, is no longer among the 20 most frequent countries in 2008. On the other hand, Eritrea has moved up the list from the fifteenth place to the sixth place, and Nigeria from eleventh to fourth.

In some Member States, certain groups of citizens make up a large part of the new applications received. For example, in **Estonia**, half of the applications were lodged by nationals of Belarus and the Russian Federation; 35% of all applicants in **Greece** were nationals of Pakistan;⁶⁶ 43% of the asylum applicants in **Hungary** were from Kosovo; 26% of all applications in **Ireland** were from nationals of Nigeria; 47% of the applicants in **Malta** were nationals of Somalia;⁶⁷ nationals of Iraq and Somalia comprised 67% of all new applicants in the **Netherlands** (which also experienced a significant increase in applicants from China); 92% of the applicants in **Poland** were nationals of the Russian Federation, and nationals of Turkey and Serbia made up 60% of all applicants in **Slovenia**.

The examples of **Estonia**, **Hungary**, **Malta**, **Poland** and **Slovenia** indicate that geographical proximity and “accessible” migration routes constitute an important element with regard to the influx of asylum applicants to the EU,⁶⁸ as well as the existence of “migration chains,” social networks and diaspora. The cases of **Italy** and **Malta** also confirm this, since the majority of applicants to these Member States are citizens of African countries.

Although not included in the list of 20 countries from which the most new applicants were nationals, an increase of asylum applicants from Georgia is noted, most probably due to the conflict with the Russian Federation. Nationals of Georgia were among the three most common countries of citizenship of persons seeking international protection in **Greece**, **Latvia** and **Lithuania**.

⁶⁵ The comparison should be read with caution, however, as the aggregated figures for 2007 and 2008 do not include the same Member States.

⁶⁶ Figures from **Greece** are from the Hellenic Police, most likely both new and repeated applications.

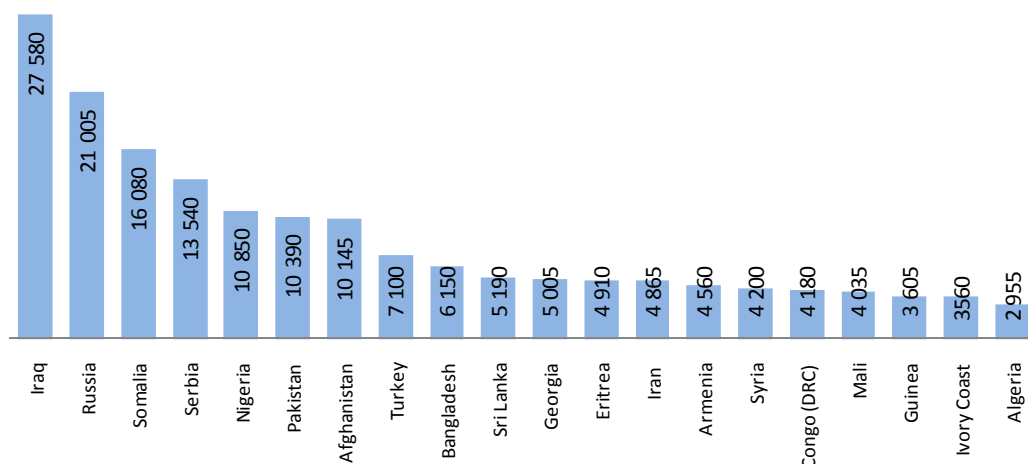
⁶⁷ Figures from **Malta** are from Eurostat on the fourth quarter of 2008, both new and repeated applications.

⁶⁸ In the case of **Hungary**, it is noted that the majority of nationals of Kosovo and Serbia applying for international protection enter the country illegally, as opposed to e.g. applicants from China and Vietnam.

6.1.2 Total asylum applications by country of citizenship

When looking at the total number of asylum applications (including new and repeat applications) under consideration, it is possible to show a more complete picture which encompasses 26 Member States, as presented in Figure 34 below. However, the relative distribution of nationalities does not differ significantly.

Figure 34: Total asylum Applications at the EU level, top 20 countries of citizenship, 2008*



Source: Eurostat data

*Data from UK are not included, as no breakdown by country of citizenship is available from Eurostat.

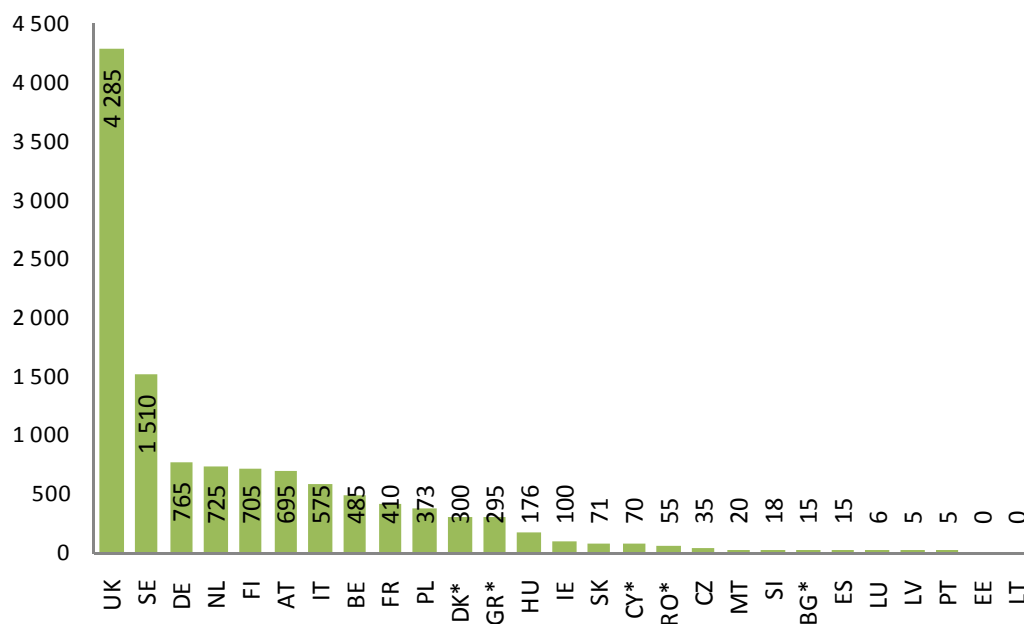
The largest groups of asylum applicants, considering the total number of applications, are nationals of Iraq, the Russian Federation, Somalia, Serbia and Nigeria. The most notable difference from the overview of the first-time applications described previously (Figure 33), is that the repeated applications from citizens of Guinea, the Russian Federation, Serbia and Turkey make up more than half of the total number of applications from citizens of these countries. The number of new applications from these countries are relatively smaller, compared to the other groups of citizens.

With regard to the sex of the asylum applicants, around two thirds of the persons seeking international protection are men. However, complete data covering the EU-27 are not available and the sex distribution varies depending on the country of citizenship of the applicants. The share of female applicants is significantly higher among, for example, nationals of the Russian Federation (49%), than among nationals of Afghanistan (17%), Iraq (23%), Bangladesh (3%) and several African countries.⁶⁹

6.1.3 Unaccompanied Minors

In 2008, 11 696 a total of asylum applications were lodged by unaccompanied minors. Figure 35 below, based on rounded figures by Eurostat, shows the breakdown by Member State.

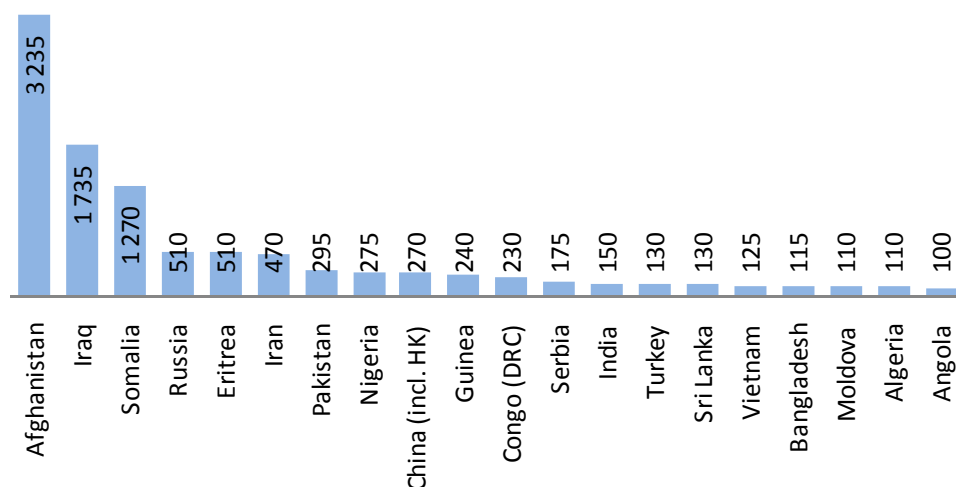
⁶⁹ Share of female applicants among total applicants in EU countries comes from Eurostat data. There is no sex breakdown available for the **United Kingdom**.

Figure 35: Asylum applicants considered to be unaccompanied minors, by Member State, 2008

Source: EMN NCP National Statistical Tables. * Eurostat data

Detailed statistics on the unaccompanied minors is not provided by all Member States, but information from the **United Kingdom** and **Sweden**, who together received half of all the applications lodged by unaccompanied minors in the EU Member States, shows some trends. The **United Kingdom** received more than a third of the applications (4 285) from unaccompanied minors. The top ten countries of citizenship together made up 86% of the applicants lodged, and 88% were male. Of the applicants, 42% came from Afghanistan, with Iraq (11%) being the second most frequent country of citizenship. **Sweden** received 1 510 applications, an increase of 19% compared to 2007. The share of citizens from Iraq, Afghanistan or Somalia was 77%. While the number of unaccompanied minors from Iraq decreased from 2007 to 2008, the number of minors from Afghanistan and Somalia increased significantly (117% and 83%, respectively).

The number of applicants considered to be unaccompanied minors disaggregated by their country of citizenship, is shown in [Figure 36](#) below. For the EU-27 overall, Afghanistan and Iraq are also the most frequent countries of citizenship of the unaccompanied minors (with 3 235 and 1 735 applicants respectively) followed by Somalia with 1 270 applicants.

Figure 36: Asylum applicants considered to be unaccompanied minors, by country of citizenship, 2008

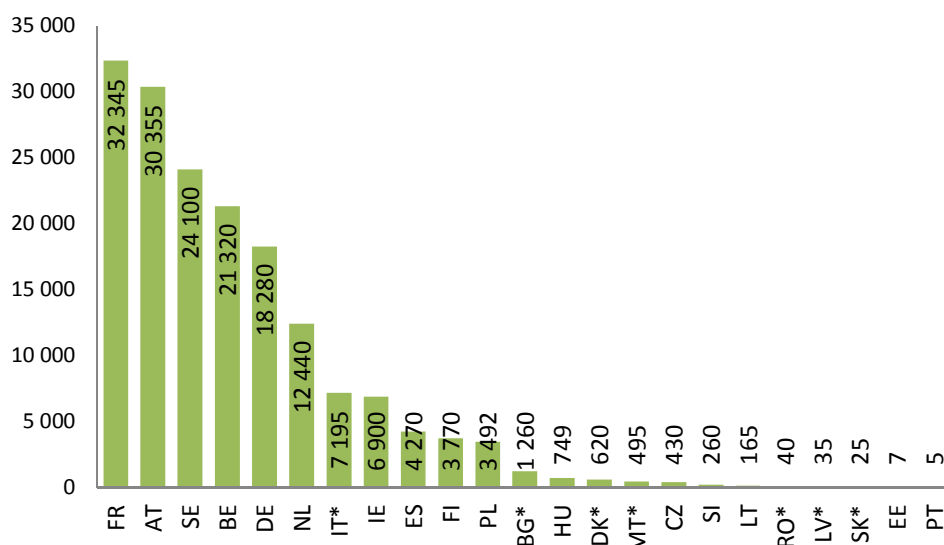
Source: Eurostat data

The EMN study on “*Policies on Reception, Return and Integration Arrangements for, and Numbers of, Unaccompanied Minors*”⁷⁰ found that the reasons and motivations of unaccompanied minors to enter the EU and/or seek international protection in the Member State “[...] range from fleeing persecution and seeking protection, to reunification with family members already residing in the EU, for economic, aspirational reasons, to join the migrant/diaspora community, in order to transit to another (predominantly EU-15) Member State, as victims of trafficking or of smuggling, for medical reasons or abandonment, runaways or drifters.” According to the report, **Finland, Greece, Netherlands and Germany** in particular experienced a significant increase in asylum applications by unaccompanied minors compared to 2007.

6.1.4 Asylum applications under consideration

At the end of 2008, a total of 168 558 asylum applications were under consideration in the 23 Member States from which data are available. This includes all persons who are the subject of applications for international protection under consideration by the responsible national authority at the end of 2008, hence also applications lodged in previous years which have not yet reached a decision, but not applications, which were lodged in 2008 but finalised earlier in the year. The number of applications per Member State is shown in [Figure 37](#) below.

⁷⁰ European Migration Network, *Policies on Reception, Return and Integration Arrangements for, and Numbers of, Unaccompanied Minors – an EU Comparative Study*, 2010, p. 6. Available from <http://www.emn.europa.eu> under “EMN Studies.”

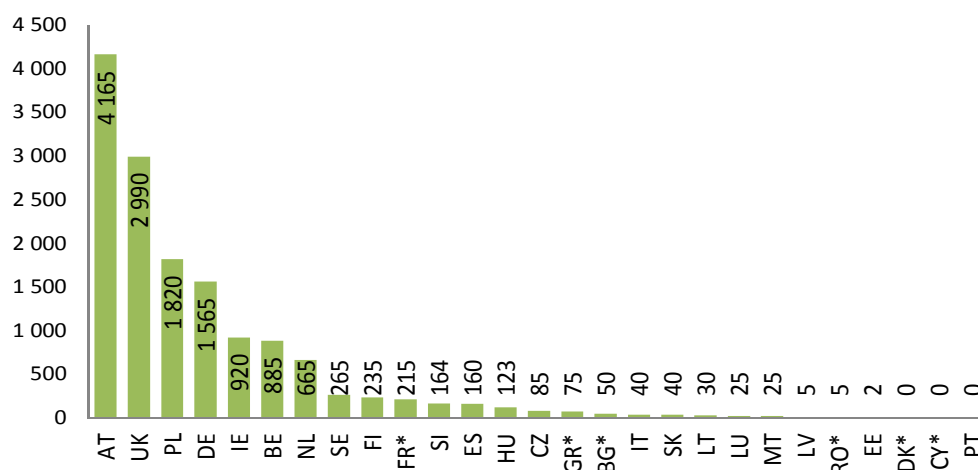
Figure 37: Asylum applications under consideration per Member State, 2008

Source: EMN NCP National Statistical Tables. * Eurostat data

Of the 23 Member States, **Austria, Belgium, France** and **Sweden** had the highest number of applications being processed, all exceeding 20 000 cases. Compared to the number of new applications received in 2008, the figure for **Austria** is comparably high. This could relate to the fact that, before 2006, Austria received a considerably higher number of applications and is thus still dealing with a “backlog.”

6.1.5 Withdrawn asylum applications

A total of 14 554 asylum applications were withdrawn in the Member States in 2008. [Figure 38](#) below shows the number of withdrawn applications per Member State.

Figure 38: Withdrawn Asylum Applications per Member State, 2008

Source: EMN NCP National Statistical Tables. * Eurostat data

Austria recorded almost one third of all withdrawn asylum cases in the EU-27. Of these, 44% were withdrawn by applicants from Serbia (13%), the Russian Federation (9%), Nigeria (9%), Turkey (7%) and Afghanistan (6%). In the **United Kingdom**, which recorded the second highest number of withdrawals, one third of the withdrawn applications were from nationals of Afghanistan, China and India. In **Poland**, which shows relatively many withdrawn cases compared to the total number of applications being processed, the majority of the third-country nationals withdrawing their application (97%) were nationals of the Russian Federation (also comprising the majority of applicants).

6.2 Decisions on International Protection

In accordance with the data collection requirements in the [Migratory Statistics Regulation 862/2007](#) both data on first instance decisions and final decisions is presented in this section. In order to present a comprehensive overview, on the basis of the data provided, the first instance decisions and final decisions are presented separately and distinguished when possible. It is important to note that the data presented is calendar-based, i.e. a particular year represents all decisions taken during the year, irrespective of the year an application was lodged. A cohort-based analysis, which follows an asylum applicant in time through the asylum decision process, is not possible on the basis of the Eurostat data. Also, because some asylum procedures take a long time, it is not always possible to give definitive data on positive decisions this way.

The total number of decisions on asylum applications in the Member States in 2008 reached 298 329. This is an increase from 2007 (267 059), just slightly above the level of 2006 (290 688) and below the level of 2005 (376 587).

The share of positive/negative decisions of first instance and final decisions varied between the Member States. The extent to which international protection is granted may depend on several factors, such as:

- The countries of origin of applicants, as some Member States receive high number of applications from third-country nationals who come from countries of transit or of origin which are considered safe, whilst other Member States receive large numbers of applications from countries of origin which are not considered to be safe.
- Changes to the conditions in the countries of citizenship and new Country of Origin Information received - including decisions on certain groups of applicants which are suspended due to, for example, uncertainty about the conditions in the countries of citizenship.
- National decrees, procedures and practice, including judicial practice, with some Member States tending to put more emphasis on a fast but complete first instance procedure ('frontloading') and others showing a tendency to 'spread' the decision-making process over multiple stages.

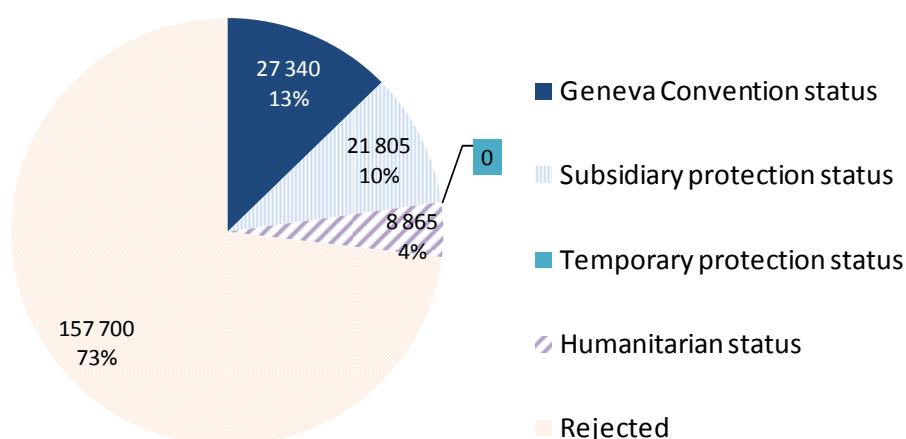
6.2.1 First instance decisions

This section presents an overview of the number of first instance decisions (positive and negative) considering applications for international protection, as well as the grants of authorisations to stay for humanitarian reasons, including decisions under priority and accelerated procedures taken by administrative or judicial bodies in Member States. First instance decisions include decisions granted to persons who are subject of the Dublin

Convention (Council Regulation (EC) No 343/2003). Decisions to transfer a person to another Member State under the Dublin Regulation provisions count as a (negative) decision.

Figure 39 below shows the distribution of first instance decisions⁷¹ in terms of the status granted. A total of 215 740 asylum applications reached a first instance decision in the Member States in 2008.⁷² Of these, 58 020 (27%) were positive, while 157 700 (73%) were rejected.⁷³

Figure 39: First Instance Decisions on Asylum Applications, by type/status, EU level*, 2008



Source: EMN NCP National Statistical Tables, Eurostat data

* Figures are rounded. Data for LU (632 decisions) contains both first instance and final decisions. Data for CY missing. Figures from LV (5 decisions) are not included as the data was not disaggregated by type of decision.

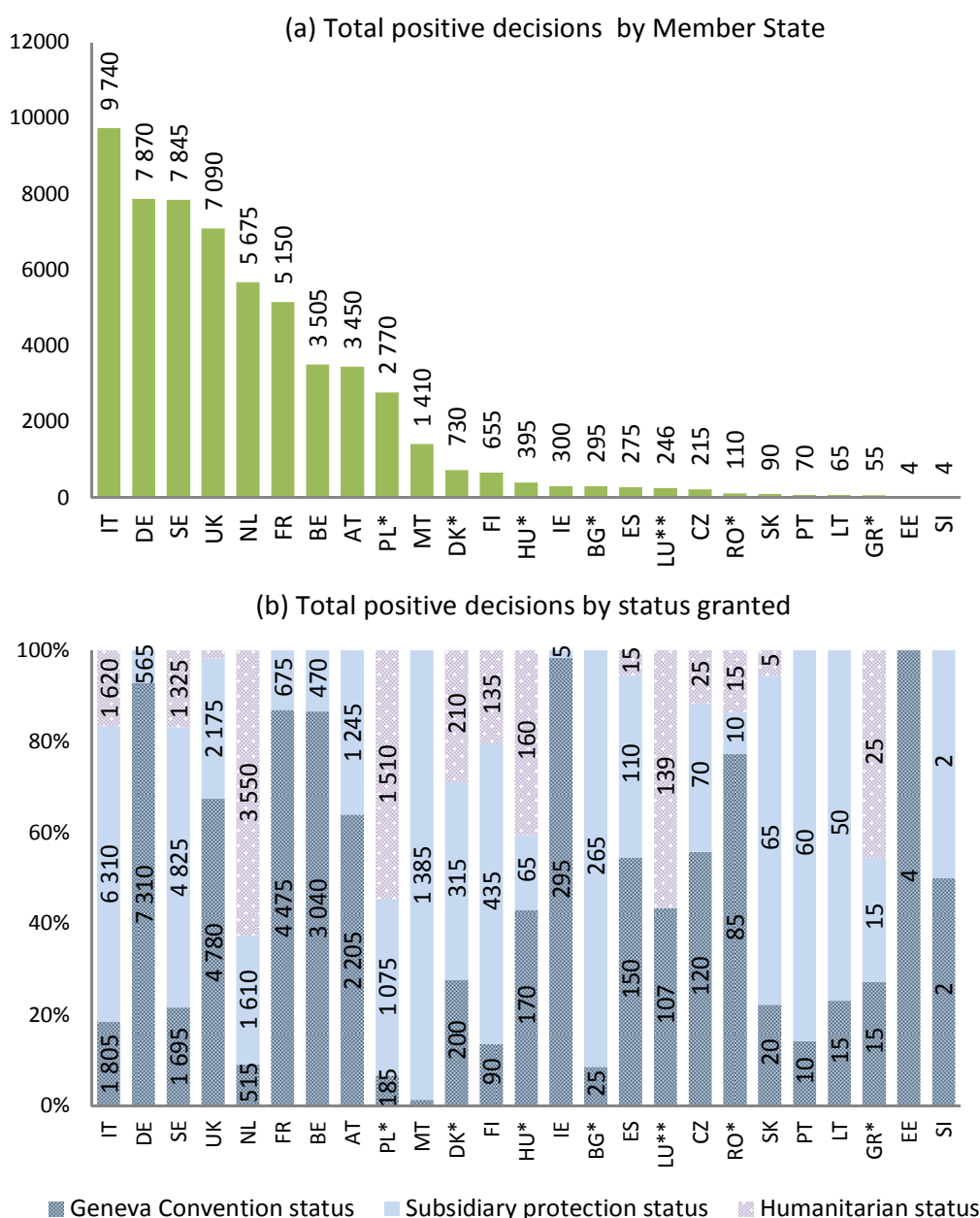
Note: no Member State has reported having granted the temporary protection status. Data does not add up due to rounding.

Of the positive first instance decisions, 27 340 persons were granted Geneva Convention status, 21 805 were granted subsidiary protection status, while 8 865 were granted humanitarian status. The granting of Geneva Convention status, subsidiary protection status and humanitarian status varies between the Member States, as shown in Figure 40 below.

⁷¹ First decisions (positive and negative) considering applications for international protection as well as the grants of authorisations to stay for humanitarian reasons, including decisions under priority and accelerated procedures taken by administrative or judicial bodies in Member States. First instance decisions include decisions granted to persons who are a subject of the Dublin Convention (Council Regulation (EC) No 343/2003).

⁷² Cyprus is not included, as there are no data on first instance decisions in Cyprus.

⁷³ The positive/negative figures do not add up to the total because some of the national data are rounded figures from Eurostat. Data for **Luxembourg** (632 decisions) contains both first instance and final decisions.

Figure 40: Positive First Instance Decisions on Asylum Applications, by (a) Member State and (b) status granted, ordered by number of decisions, 2008⁷⁴

Source: EMN NCP National Statistical Tables. * Eurostat data. ** Data for LU includes both first and final decisions (breakdown not available). Eurostat data for CY not available. LV is excluded as data was not disaggregated by type of decision.

Italy had the highest number of positive first instance decisions (9 735), followed by **Germany** (7 875) and **Sweden** (7 845). While the Geneva Convention status is granted in Romania, **Estonia**, **Ireland**, **Germany**, **France** and **Belgium** in more than three quarters of the positive first instance decisions, it is granted in less than one quarter of positive decisions in Bulgaria, **Finland**, **Greece**, **Italy**, **Lithuania**, **Malta**, **Netherlands**, **Poland**, **Portugal**, **Slovak Republic** and **Sweden**. These differences can be attributed either to the varying nationalities of the applicants, and thus varying reasons for applying for international

⁷⁴ Data on humanitarian status is provided by some Member States to Eurostat under art. 6 of Reg. 862/2007, i.e. residence permits.

protection, or to varying national procedures and practices of migration authorities (including differing interpretations of the EU Qualification Directive 2004/83/EC and its provisions concerning the granting of refugee status and subsidiary protection, respectively). In **Latvia** there were no decisions granting an alternative protection status, temporary protection or humanitarian protection status. **Latvia** is not present in [Figure 40](#), as the five positive decisions granted in 2008 are not disaggregated by type of decision.

Belgium, Czech Republic, Estonia, Hungary, Italy, Latvia, Malta, Netherlands, Poland, Portugal, Slovak Republic, Slovenia and Spain adopted or prepared new legislation or introduced amendments to existing legislation related to international protection, among others linked to the transposition of Council Directive 2004/83/EC (Qualification Directive), which stipulates minimum standards for the qualification and status of third-country nationals or stateless persons as refugees (according to the Geneva Convention) or as persons who otherwise need international protection (subsidiary protection). However, the statistics still point at varying decision-making practices in the Member States. In the case of **Germany**, for example, 98.8% of the applicants from Iraq, who received a positive decision in the first instance, were granted refugee status. In the **Netherlands**, only 8% of nationals of Iraq who were granted international protection in the first instance were granted Geneva Convention status. The granting of Geneva Convention status or subsidiary protection in the **Netherlands** may be influenced by the Member State's specific approach, defining groups of third-country nationals as "risk groups" (e.g. ethnic and religious minorities from Afghanistan and homosexuals from Afghanistan and Iraq) who qualify more "easily" as Geneva Convention refugees or as "vulnerable minority groups" who qualify for subsidiary protection. Amongst the latter were Christians, Palestinians, Yezidis and Mandaean from Iraq.

6.2.2 Final decisions

Final decisions refer to what is effectively a 'final decision' in the vast majority of all cases in the given Member State, i.e. appeals of cases rejected in the first instance where all normal routes of appeal have been exhausted. Final appeal decisions concerning the transfer of a person to another Member State under the Dublin regulation provisions are also included here.

A total of 83 220 final decisions were made in asylum cases in 2008, of which 17 430 (21%) were positive and 65 790 (79%) negative.⁷⁵ The proportion of positive decisions was thus lower than first instance decisions, but still a relatively large proportion of applications rejected in the first instance are granted international protection, when appealed. The total number of final decisions amounts to 53% of the number of cases being rejected in the first instance, meaning that 47% of rejected applications in the first instance are not appealed.⁷⁶

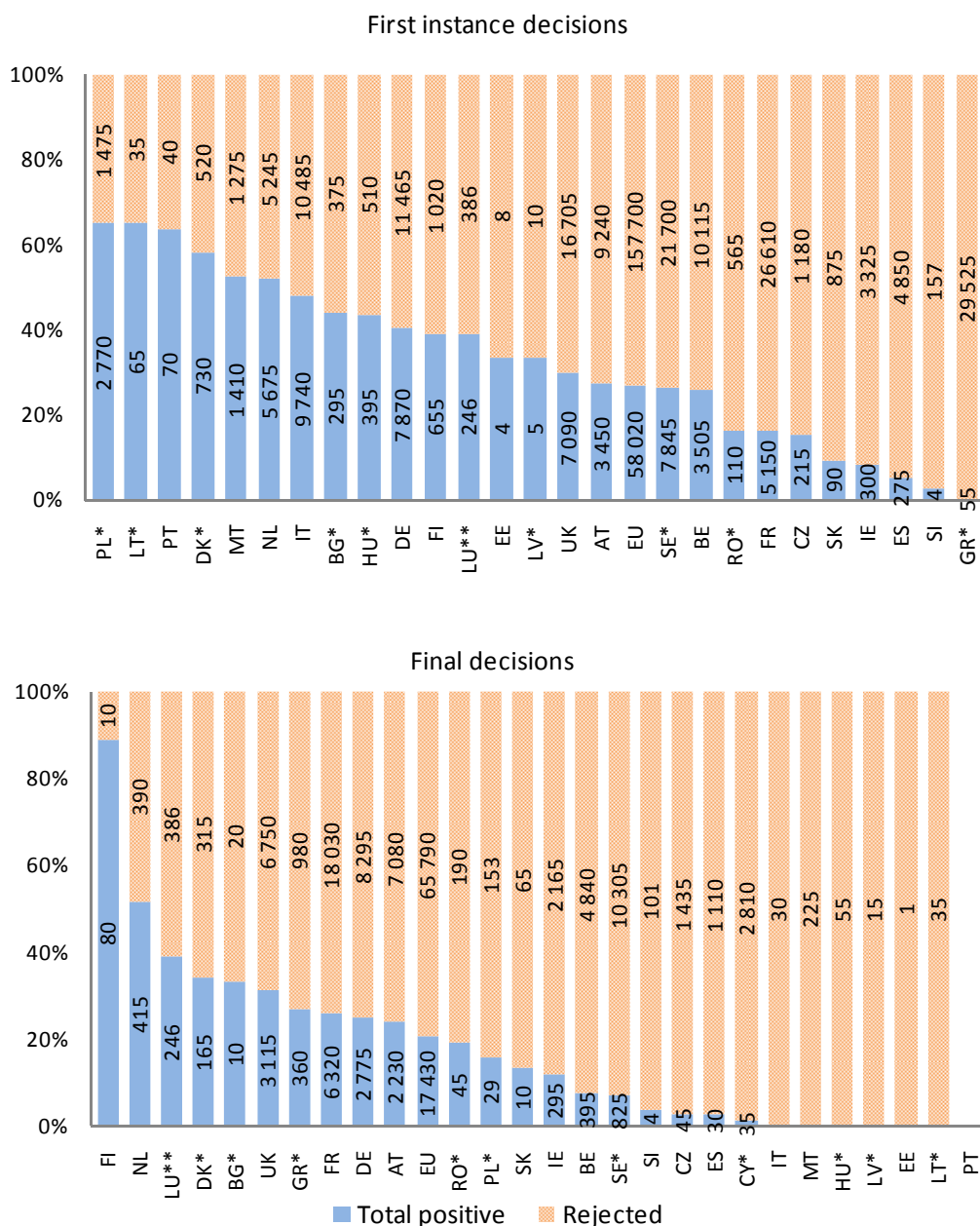
⁷⁵ Data for LU (632 decisions) contains both first instance and final decisions.

⁷⁶ It should be noted that some of the final decisions may relate to cases and first instance decisions from 2007.

6.2.3 The proportion of positive decisions and rejections by Member States

The proportion of positive/negative decisions vary between the Member States. [Figure 41](#) below provides an overview of the proportion of positive and negative decisions, per Member State, in the first instance and as the result of a final decision.

Figure 41: Share of positive decisions and rejected Asylum Applications by Member State, ordered by (a) number of first instance and (b) final decisions, 2008



Source: EMN NCP National Statistical Tables.

* Eurostat data used for at least some of the data.

** Data for LU in both charts includes both first and final decisions (breakdown not available).

Notes: No data available from Cyprus on first instance decisions.

Greece had very few positive first instance decisions (55, or only 0.002% of total first instance decisions). Also **Slovenia** (3%), **Spain** (5%), **Ireland** (8%) and **Slovak Republic** (9%) have low positive first instance decision rates. At the other end of the scale are **Poland** (65%), **Lithuania** (65%), **Portugal** (64%) and **Malta** (53%) with significantly higher acceptance rates.

Little information was provided on the reasons for the varying shares of positive/negative decisions. One factor may be the distribution of countries of citizenships of the applicants and their overall acceptance/rejection rates, but this does not explain the differences alone. In the case of **Greece**, for example, a significant part of the negative decisions (82% of the total, both first instance and final decisions) were given to citizens of Pakistan, Iraq, Georgia, Bangladesh, Afghanistan and Syria - a distribution of nationalities which does not seem to explain the high rejection rate. In **Ireland**, the majority of negative decisions were given in cases regarding citizens of Nigeria (31%), which overall saw relatively high rejection rates across the EU. In **Ireland**, only 0.5% of the applications from citizens of Nigeria received a positive decision, as opposed to, for example, citizens of Iraq, 45% of whose first instance decisions were positive. Also, citizens of Georgia, Moldova and Congo experienced high rejection rates in **Ireland**, and in the EU as a whole. In **Slovenia**, showing an overall decrease in the rate of negative decisions, a large part of the rejections were for citizens of Serbia, Bosnia and Herzegovina and Turkey - countries of citizenship with overall comparably high rejection rates.

When looking at Member States with a relatively high rate of positive first instance decisions, these also seem to be mainly influenced by the country of citizenship of the applicants. In **Lithuania**, the high number of positive decisions may be partly attributed to a high number of decisions regarding citizens of the Russian Federation from Chechnya, who were subject to the non-refoulement principle. This kept the rate of positive decisions relatively high, despite the fact that all applicants from Georgia, India and the Ukraine were rejected. Also in **Poland**, a large part of the applications received and positive decisions granted, regarded citizens of the Russian Federation. In **Portugal**, almost half of the positive decisions concerned citizens of Somalia (20) and Colombia (10) - none of the applicants from these countries were rejected. The increase in the number of positive decisions in **Portugal** compared to 2007 is probably related to the influx of applicants from Colombia in 2007 and new applications from nationals of Somalia.

Looking at the final decisions, no first instance negative decisions were revoked in **Estonia, Hungary, Italy, Latvia, Lithuania** and **Malta**. Less than 5% of appealed cases were revoked in the **Czech Republic, Cyprus, Slovenia** and **Spain**. On the other hand, in **Finland**, 89% of the final decisions were positive and in the **Netherlands**, 52% were positive. In **Finland**, all appealed cases of nationals of Afghanistan, Sri Lanka and Iran were granted protection status, and all cases appealed by citizens of Angola were granted humanitarian status (altogether amounting to 60 of the 80 revoked cases).

There is no obvious correlation between the proportion of positive first instance and final decisions in the Member States. **Latvia, Lithuania, Malta** and **Portugal**, all showing no positive final decisions, had relatively high positive first instance rates at 50% or above. However, other Member States, such as the **Czech Republic, Slovenia** and **Spain**, which also show low positive final instance rates (all below 5%), also have low positive first instance rates (2%, 5% and 5%, respectively). The **Netherlands** had a relatively high positive rate for both first instance and final decisions (52% for both) and **Finland** was the only Member State, apart from **Greece**, which had a significantly higher positive rate of final decisions than first instance decisions (84% vs. 39% for **Finland**, and 0.02% vs. 27% for **Greece**).

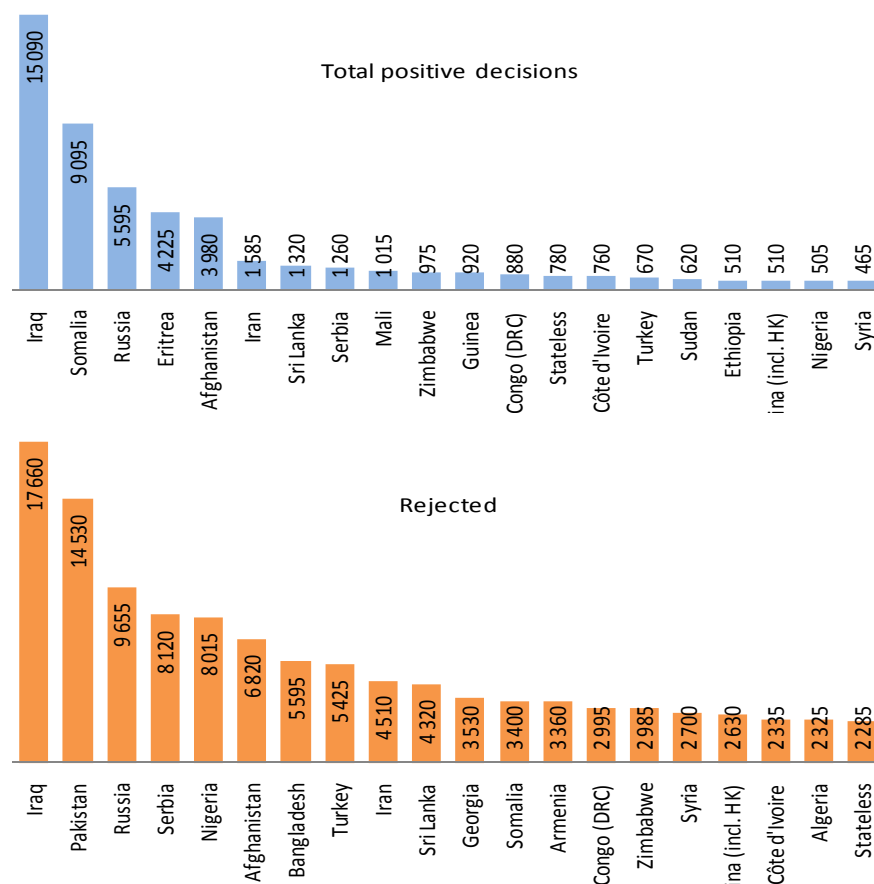
Furthermore, in **Greece**, 1 340 cases were treated in appeal, even though as many as 29 525 cases (more than 99% of the total) were rejected in the first instance. Likewise, in **Italy**, only 30 cases were treated in appeal (all rejected) in spite of the fact that 10 485 were rejected in the first instance. Whilst the number of first instance and final decisions are not directly related, as the final decisions on cases can relate to appeals of first instance decisions from previous years, data show that, in 2007, the number of first instance rejections was also comparably high for **Greece** and **Italy** (20 684 and 11 221, respectively). Whereas the number of new asylum applications had decreased in **Greece** from 2007 to 2008 (by 21%), the total number of applications processed in the first instance showed a significant increase, as a result of the higher number of applications registered in previous years.

6.2.4 The proportion of positive decisions and rejections by country of citizenship

For the EU as a whole, the largest group of applicants for international protection who were granted protection in 2008 were nationals of Iraq, with a total of 16 735, when counting both first instance and final decisions. The next largest groups were nationals of Somalia (9 660), the Russian Federation (7 525), Afghanistan (5 220) and Eritrea (4 740).

In first instance decisions, Iraq (15 090), Somalia (9 035) and the Russian Federation (5 595) were again the most frequent countries of citizenship for applicants granted protection status. Iraq (17 660), Pakistan (14 530) and the Russian Federation (9 655) were the most frequently rejected. The outcome of first instance decisions by countries of citizenship of the applicants is shown in [Figure 42](#) below.

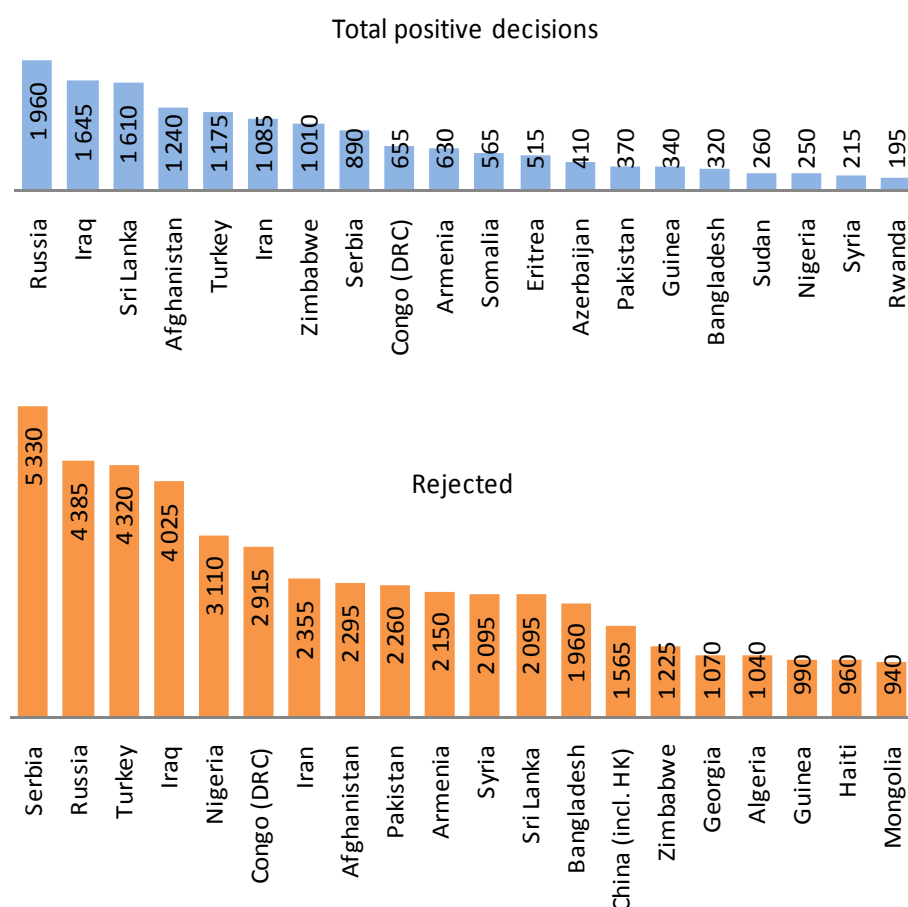
Figure 42: Top 20 countries of citizenship by (a) positive first instance decisions and (b) rejections, EU level, 2008



Source: Eurostat data ** Missing data for CY

For the EU as a whole,⁷⁷ compared to the number of rejections, protection status was granted to relatively few applicants from Pakistan, Serbia and Nigeria in the first instance. Whereas Serbia was the eighth most frequent country of citizenship of applicants being granted protection status (1 260), it was the fourth most frequent country from which nationals were rejected (8 120). Likewise, citizens of Pakistan were the second most frequent group of nationals being rejected in the first instance, and not among the 20 most frequent being granted protection status. Also, citizens of Nigeria faced comparably high rejection rates. The trend for these countries was also seen in the final decisions, as shown in [Figure 43](#) below.

Figure 43: Top 20 countries of citizenship by (a) positive final decisions and (b) rejections, EU level, 2008



Source: Eurostat data

Most final decisions were taken on applications from citizens of the Russian Federation (6 345), Serbia (6 220) and Iraq (5 670). When looking solely at the final decisions, the three countries from which most citizens were refused international protection in the EU were all countries neighbouring the Schengen Area: Serbia was the country from which most citizens were rejected (5 330), followed by the Russian Federation (4 385) and Turkey (4 320). The most frequent countries of citizenship of applicants being granted protection status in the final instance were again the Russian Federation (1 960), Iraq (1 645) and Sri Lanka (1 610).

⁷⁷ Except Cyprus from which there is no data on country of citizenship by country of citizenship.

6.2.5 Resettled persons

Of the 11 Member States which have provided data on resettled persons, **Finland**, **Italy**, **Netherlands** and **Portugal** resettled persons in 2008, with **Finland** and **Netherlands** accepting the highest number of refugees (750 and 695 respectively). **Italy** resettled 70 persons, **Portugal** resettled 10 persons. **Austria**, **Estonia**, **Luxembourg**, **Malta**, **Poland** and **Slovak Republic** confirmed that they had not resettled any persons in 2008.⁷⁸

In **Finland**, the most frequent countries of citizenship were Myanmar (275), Iraq (145) and the Democratic Republic of Congo (125). Half of the resettled persons were minors (375), and a little more than half were female (385). In the **Netherlands**, most persons resettled were from Iraq (170), Myanmar (135) and Ethiopia (70). Almost half of the resettled persons were minors (320), and a little more than half were female (370). The 70 persons resettled in **Italy** were all nationals of Eritrea, 55 of whom were 18-34 years of age, and 50 were women. **Portugal** has resettled five nationals of Eritrea and five of Iraq.

6.3 Dublin Transfers

In 2008, Member States made a total of 26 711 requests to other Member States, to either take back or take charge of an asylum applicant in accordance with Council Regulation 343/2003 (the Dublin Regulation), also called Dublin-transfers. Of these, 69% (18 522) were requests to take back an applicant and 31% (8 189) to take charge.⁷⁹ On average, 77% of the requests received by the Member States were accepted. Data on Dublin transfers were not collected by Eurostat before 2008, hence it is not (yet) possible to analyse developments over time. In general, the Member States recording the largest numbers of incoming requests also reported the most accepted requests (taking-charge and taking-back).

The number of requests is indicative of secondary movements within the EU of applicants of international protection and can be set against the number of asylum applications received in the EU. Of the seventeen Member States⁸⁰ reporting a total of 153 872 new asylum applications in 2008, a total of 16 899 requests to other Member States to take back or take charge of an asylum applicant were made - the number of requests thus amounts to 11% compared to the number of new applications received. This implies that about one in ten of applicants for international protection were assessed to have not applied for protection in the Member State in which they entered in the first place.⁸¹

⁷⁸ These data were provided by 11 Member States, on a voluntary basis.

⁷⁹ 'Take back request' refers to requests to a Member State to take back applicants where, for example, asylum applications have already been lodged but not finalised in the Member State. 'Take charge requests' refers to requests to a Member State to take charge of an application if the third country has stayed in the Member State prior to lodging an application in another Member State.

⁸⁰ These are the 17 Member States included in Figure 23 (**Belgium**, **Estonia**, Cyprus, **Czech Republic**, **Germany**, **Estonia**, **Hungary**, **Ireland**, **Italy**, **Luxembourg**, **Latvia**, **Malta**, **Netherlands**, **Poland**, **Portugal**, **Sweden**, **Slovenia** and **United Kingdom**).

⁸¹ It should be noted that 'first entry' is not the only criterion for determining which the Member State is responsible for the examination of an asylum application. Provisions related to family reunification (Art. 6, 7, 8 or 14) determine inter alia that the responsibility for an unaccompanied minor must be assumed by the Member State where a family member (having custody) of the applicant is legally present. However, requests related to 'first entry' make up the vast majority of cases.

Table 2 contains the total number of incoming and outgoing requests for each Member State, divided into requests to take back or take charge of asylum applicants.⁸²

Table 2: Incoming and outgoing requests by type and by Member State, 2008

	Incoming requests			Outgoing requests		
	Total number of taking back requests	Total number of taking charge requests	Total number of pending requests at the end of reference period	Total number of taking back requests	Total number of taking charge requests	Total number of pending requests at the end of reference period
BE	:	1 250	:	:	:	:
BG*	101	40	11	28	28	5
CZ	391	180	31	86	54	0
DK*	:	:	70	:	:	19
DE	2 458	604	10	4 461	1 396	75
EE*	1	13	1	1	1	0
IE*	128	32	11	294	181	13
GR	:	:	:	26	21	14
ES*	155	184	3	34	86	1
FR	1 630	580	0	3 210	835	205
IT	2 561	1 886	977	972	442	101
CY*	32	39	34	5	0	1
LV*	6	46	18	1	0	0
LT*	36	101	10	27	8	0
LU	100	9	1	73	61	2
HU*	686	259	31	164	57	2
MT	565	122	0	1	1	0
NL	618	167	77	1 858	1 020	151
AT	1 578	177	37	3 073	1 204	171
PL	2 861	740	0	44	37	0
PT	23	45	0	26	2	0
RO*	203	156	6	26	20	0
SI*	143	89	8	49	6	0
SK	570	111	24	136	22	2
FI	145	65	0	653	375	0
SE	1 450	115	:	1 851	1 432	:
UK	1 065	196	42	1 423	900	155

Source: EMN NCP National Statistical Tables. * Eurostat data used for the data in italics

Reading note: Data includes requests with Iceland, Norway and Switzerland as partner countries. ":" means "Not Available."

Seven Member States each received more than 1 000 requests (both taking-back and taking-charge) in 2008 (in decreasing order): **Italy** (4 447), **Poland** (3 601), **Germany** (3 062), **France** (2 210), **Austria** (1 755), **Sweden** (1 565), **United Kingdom** (1 261). Most of these

⁸² For more information, please also see the Annual report to the Council and the European Parliament on the activities of the EURODAC Central Unit in 2008 available at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2009:0494:FIN:EN:PDF>

Member States can indeed be considered countries of “first arrival”, either because of their external borders to third countries (i.e. a geographical position in the Mediterranean Sea or borders to the third countries east of the EU), or because of their large international airports with many connections to third countries. **Austria** received around one third of its incoming requests from **Germany** (31%), whereas the sources of incoming requests were more dispersed in the other five of the abovementioned Member States.

Sweden (93%), **Luxembourg** (92%) and **Austria** (90%) recorded the largest shares of take-back requests out of the total number of incoming requests, and hence relatively few take-charge requests. Hence, in the vast majority of cases in these Member States, the requests related to cases where third country nationals had already lodged applications, and relatively few requests related to cases where the third country nationals had used those Member States as transit countries without filing an application.

Eight Member States each made more than 1 000 outgoing requests (taking-charge and taking-back) in 2008. This group, which is almost identical to the Member States receiving most requests, consists of **Germany** (5 857), **Austria** (4 277), **France** (4 045), **Sweden** (3 283), **Netherlands** (2 878), **United Kingdom** (2 323), **Italy** (1 414) and **Finland** (1 028). It is noteworthy that **Poland**, which received the second largest number of incoming requests, is not featured here. However, whereas the number of incoming requests to Poland increased by 144% (from 1 475 to 3 601) from 2007, the number of outgoing requests declined by 33% (from 113 to 81) compared to 2007.

By observing the relationship between incoming and outgoing requests in terms of net amount of requests (number of incoming minus outgoing taking-back and taking-charge requests), the Member States can be divided in two other groups, according to whether they receive a net surplus of incoming or outgoing requests to take charge or take back. The following eleven Member States reported a net surplus of incoming requests: **Poland** (+3 520), **Italy** (+3 033), **Hungary** (+724), **Slovak Republic** (+523), **Czech Republic** (+431), **Spain** (+219), **Slovenia** (+177), **Lithuania** (+102), **Latvia** (+51), **Portugal** (+40), **Estonia** (+12). Nine Member States recorded a net surplus of outgoing requests: **Germany** (+2 795), **Austria** (+2 522), **Netherlands** (+2 093), **France** (+1 835), **Sweden** (+1 718), **United Kingdom** (+1 062), **Finland** (+818), **Ireland** (+315), **Luxembourg** (+25).

The above figures again indicate secondary movements within the EU. For example, **Poland** and **Italy**, which are the Member States that receive most requests, are among the Member States often used as transit countries for persons applying for international protection in other Member States, with **Germany** and **Austria** being among the final destinations. **Germany** and **Austria** thus submitted far more requests than they received, with **Italy** and **Poland** as the most frequent receivers of accepted requests.

The general pattern is that Member States with external eastern or southern land or sea borders to the Schengen Area have the largest net surplus of incoming requests, whereas the Member States with the largest net surplus of outgoing requests only have internal borders (e.g. **Germany**, **Austria** and the **Netherlands**). The exception in the latter group is **Finland**, which submitted 50% of its outgoing requests to **Italy**, **Greece** and **Malta**.

Annex 1: Human Development Index 2008

Human Development Index 2008 ⁸³		
High human development	Medium human development	Low human development
1 Iceland	71 Dominica	156 Senegal
2 Norway	72 Saint Lucia	157 Eritrea
3 Australia	73 Kazakhstan	158 Nigeria
4 Canada	74 Venezuela	159 Tanzania
5 Ireland	(Bolivarian Republic of)	(United Republic of)
6 Sweden	75 Colombia	160 Guinea
7 Switzerland	76 Ukraine	161 Rwanda
8 Japan	77 Samoa	162 Angola
9 Netherlands	78 Thailand	163 Benin
10 France	79 Dominican Republic	164 Malawi
11 Finland	80 Belize	165 Zambia
12 United States	81 China	166 Côte d'Ivoire
13 Spain	82 Grenada	167 Burundi
14 Denmark	83 Armenia	168 Congo (Democratic Republic of the)
15 Austria	84 Turkey	169 Ethiopia
16 United Kingdom	85 Suriname	170 Chad
17 Belgium	86 Jordan	171 Central African Republic
18 Luxembourg	87 Peru	172 Mozambique
19 New Zealand	88 Lebanon	173 Mali
20 Italy	89 Ecuador	174 Niger
21 Hong Kong, China (SAR)	90 Philippines	175 Guinea-Bissau
22 Germany	91 Tunisia	176 Burkina Faso
23 Israel	92 Fiji	177 Sierra Leone
24 Greece	93 Saint Vincent and the Grenadines	
25 Singapore	94 Iran (Islamic Republic of)	
26 Korea (Republic of)	95 Paraguay	
27 Slovenia	96 Georgia	
28 Cyprus	97 Guyana	
29 Portugal	98 Azerbaijan	
30 Brunei Darussalam	99 Sri Lanka	
31 Barbados	100 Maldives	
32 Czech Republic	101 Jamaica	
33 Kuwait	102 Cape Verde	
34 Malta	103 El Salvador	
35 Qatar	104 Algeria	
36 Hungary	105 Viet Nam	
37 Poland	106 Occupied Palestinian Territories	
38 Argentina	107 Indonesia	
39 United Arab Emirates	108 Syrian Arab Republic	
40 Chile	109 Turkmenistan	
41 Bahrain	110 Nicaragua	
42 Slovakia	111 Moldova	
43 Lithuania	112 Egypt	
44 Estonia	113 Uzbekistan	
45 Latvia	114 Mongolia	
46 Uruguay	115 Honduras	
47 Croatia		
48 Costa Rica		

⁸³ Since the countries are evolving, each year they are reclassified, based on the new values for the statistical indicators included in the development index (for details see the UN site at: <http://hdr.undp.org>).

Human Development Index 2008 ⁸³		
High human development	Medium human development	Low human development
49 Bahamas 50 Seychelles 51 Cuba 52 Mexico 53 Bulgaria 54 Saint Kitts and Nevis 55 Tonga 56 Libyan Arab Jamahiriya 57 Antigua and Barbuda 58 Oman 59 Trinidad and Tobago 60 Romania 61 Saudi Arabia 62 Panama 63 Malaysia 64 Belarus 65 Mauritius 66 Bosnia and Herzegovina 67 Russian Federation 68 Albania 69 Macedonia (TFYR) 70 Brazil	116 Kyrgyzstan 117 Bolivia 118 Guatemala 119 Gabon 120 Vanuatu 121 South Africa 122 Tajikistan 123 Sao Tome and Principe 124 Botswana 125 Namibia 126 Morocco 127 Equatorial Guinea 128 India 129 Solomon Islands 130 Lao People's Democratic Republic 131 Cambodia 132 Myanmar 133 Bhutan 134 Comoros 135 Ghana 136 Pakistan 137 Mauritania 138 Lesotho 139 Congo 140 Bangladesh 141 Swaziland 142 Nepal 143 Madagascar 144 Cameroon 145 Papua New Guinea 146 Haiti 147 Sudan 148 Kenya 149 Djibouti 150 Timor-Leste 151 Zimbabwe 152 Togo 153 Yemen 154 Uganda 155 Gambia	

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LEGAL IMMIGRATION AND INTEGRATION

International Migration Flows

Table 3: Overall Immigration by Member State in 2002 - 2008

	2002	2003	2004	2005	2006	2007	2008
BE	113 857	112 060	117 236	132 810	137 699	146 409	150 757
BG*	:	:	:	:	:	1 561	1 236
CZ	44 679	60 015	53 453	60 294	68 183	104 445	77 817
DK*	52 778	49 754	49 860	52 458	56 750	64 656	57 357
DE	842 543	768 975	780 175	707 352	661 855	680 766	682 146
EE	575	967	1 097	1 436	2 234	3 741	3 671
IE*	50 500	50 100	70 000	86 900	103 260	88 779	63 927
GR*	:	:	:	:	86 693	133 185	74 724
ES	483 260	672 266	684 561	719 284	840 844	958 266	726 009
FR*	:	135 396	140 123	134 797	182 390	:	216 937
IT	213 202	440 301	414 880	304 960	:	556 714	534 712
CY*	14 370	16 779	22 003	24 419	15 545	19 017	14 095
LV	1 428	1 364	1 665	1 886	2 801	3 541	3 465
LT	5 110	4 728	5 553	6 789	7 745	8 609	9 297
LU	12 101	13 158	12 872	14 397	14 352	16 675	17 758
HU	19 855	21 327	24 298	27 820	25 732	24 361	37 521
MT*	:	:	:	187	1 829	6 730	9 031
NL	121 250	104 514	94 019	92 297	101 150	116 819	143 516
AT	108 125	111 869	122 547	114 465	98 535	106 659	110 074
PL	6 587	7 048	9 495	9 364	10 802	14 995	47 880
PT	79 300	72 400	57 920	49 200	38 800	46 300	32 307
RO*	6 582	3 267	2 987	3 704	7 714	9 575	10 030
SI	9 134	9 279	10 171	15 041	20 016	29 193	30 693
SK	2 312	6 551	10 390	9 410	12 611	16 265	17 820
FI	18 113	17 838	20 333	21 355	22 451	26 029	29 114
SE	64 087	63 795	62 028	65 229	95 750	99 485	101 171
UK	386 000	427 000	518 000	496 000	529 000	527 000	538 000
Sub Total: EU countries with all years available	2 442 546	2 595 054	2 730 663	2 711 910	2 873 829	3 111 585	2 904 425
Total	2 655 748	3 170 751	3 285 666	3 151 854	3 144 741	3 809 775	3 741 065

Source: EMN NCP National Reports.

* Eurostat data used for the years in italics

1. PT has provided data which do not coincide with Eurostat data. The source is Statistics Portugal. For UK, figures have been rounded to nearest 1,000.

2. Figures for BE for 2008 are provisional.

Table 4: Immigration by Member State and by main group of citizenship, 2008

	TOTAL	Nationals	Non nationals but citizens of other EU-27 countries	Citizens of countries outside the EU-27	European Free Trade Association (CH, IS, LI, NO)	Candidate countries (HR, MK, TR) from 2007	Citizenship other than of EU-27, EFTA and Candidate countries	- Highly developed non-EU countries	- Medium developed countries	- Less developed countries	Other	Unknown
BE	150 757	:	:	:	:	:	:	:	:	:	:	:
BG*	1 236	1 148	1	86	0	38	48	27	21	0	0	1
CZ	77 817	1 666	17 642	58 509	74	1 169	57 266	13 358	43 623	285	553	0
DK*	57 357	19 851	19 970	17 518	2 638	688	14 192	3 525	9 433	1 234	203	18
DE	682 146	108 331	335 914	237 901	4 639	37 693	195 569	90 834	86 044	18 691	1 653	0
EE	3 671	1 742	991	938	14	11	913	549	335	29	0	0
IE*	63 927	17 857	32 142	13 502	205	117	13 180	6 396	5 542	1 242	868	426
GR*	74 724	0	25 689	49 035	526	543	47 966	28 974	18 575	417	:	0
ES	726 009	33 781	193 329	498 899	2 347	1 011	495 541	138 654	335 720	21 167	147	0
FR	216 937	64 049	63 903	88 985	3 918	3 970	81 097	34 739	39 365	6 993	0	0
IT	534 712	38 163	212 862	283 687	737	8 087	274 863	78 434	181 839	14 590	479	0
CY*	14 095	1 101	6 480	3 351	58	0	3 293	649	2 644	0	0	3 163
LV	3 465	939	1 593	939	50	6	877	650	224	3	0	0
LT	9 297	6 337	376	2 584	8	150	2 426	1 514	889	23	0	0
LU	17 758	957	13 906	2 822	104	71	2 647	1 355	1 121	171	123	73
HU	37 521	1 974	17 664	17 883	300	1 184	16 399	7 968	8 117	314	0	0
MT	9 031	1 178	4 499	3 347	3	79	3 265	900	907	1 458	0	7
NL	143 516	40 160	55 413	38 922	719	3 497	34 706	11 557	20 416	2 733	0	9 021
AT	110 074	15 313	55 321	39 055	782	8 046	30 227	16 698	10 320	3 209	7	385
PL	47 880	35 891	3 060	8 908	52	304	8 552	2 817	5 533	202	0	21
PT	29 718	9 586	4 082	16 050	31	46	15 973	9 973	4 639	1 361	0	4
RO*	10 030	:	:	:	:	:	:	:	:	:	:	:
SI	30 693	2 631	2 070	25 894	31	4 822	21 041	20 090	926	25	0	98
SK	17 820	1 350	8 523	7 947	117	319	7 511	3 275	4 093	143	1	0

	TOTAL	Nationals	Non nationals but citizens of other EU-27 countries	Citizens of countries outside the EU-27	European Free Trade Association (CH, IS, LI, NO)	Candidate countries (HR, MK, TR) from 2007	Citizenship other than of EU-27, EFTA and Candidate countries	- Highly developed non-EU countries	- Medium developed countries	- Less developed countries	Other	Unknown
FI	29 114	9 208	7 346	12 338	122	492	11 724	4 480	5 018	2 226	0	222
SE	101 171	17 853	30 389	52 583	2 881	1 898	47 804	8 025	18 039	21 740	0	346
UK	538 000	82 000	178 000	278 000	3 000	2 000	273 000	102 000	150 000	22 000	0	0
EU**	3 738 476	513 066	1 291 165	1 759 683	23 356	76 241	1 660 080	587 441	953 383	120 256	4 034	13 785

Source: EMN NCP National Reports.

* Eurostat data used for the data in italics

** Partially missing data for BE and RO

1. UK figures are rounded to nearest 1,000.

2. Figures for BE are provisional.

Table 5: Immigration from citizens of countries outside the EU-27 into the EU, top 20 country of citizenship, 2008**

Country of citizenship	Number of immigrants	Share
Morocco	136 770	0.10
Ukraine	72 844	0.06
China (including Hong Kong)	68 604	0.05
Brazil	50 282	0.04
Colombia	47 020	0.04
Ecuador	45 550	0.03
Russia	43 530	0.03
India	41 529	0.03
Turkey	41 359	0.03
Peru	40 099	0.03
Albania	37 711	0.03
United States	37 420	0.03
Moldova	29 976	0.02
Serbia	29 688	0.02
Bosnia and Herzegovina	26 067	0.02
Philippines	24 954	0.02
Pakistan	24 554	0.02
Iraq	23 963	0.02
Dominican Republic	21 788	0.02
Vietnam	21 500	0.02
Total Top 20	865 208	0.65
Total Citizens of countries outside the EU-27	1 324 260	1.00

Source: Eurostat data

Immigrants to BE, GR, FR, MT, RO, PT and UK are not included as no breakdown by country of citizenship for these countries is available on Eurostat

Table 6: Overall Emigration by Member State in 2002 – 2008*

	2002	2003	2004	2005	2006	2007	2008
BE	75 960	79 399	83 895	86 899	88 163	91 052	98 667
BG*	:	:	:	:	:	2 958	2 112
CZ	32 389	34 226	34 818	24 065	33 463	20 500	6 027
DK*	43 481	43 466	45 017	45 869	46 786	41 566	38 356
DE	623 255	626 330	697 632	628 399	639 064	636 854	737 889
EE	2 038	3 073	2 927	4 610	5 527	4 384	4 406
IE*	20 700	18 500	16 600	17 000	38 866	42 538	60 189
GR*	:	:	:	:	:	:	51 489
ES	36 605	64 298	55 092	68 011	142 296	227 065	266 460
FR*	:	:	:	:	:	:	140 937
IT	41 756	48 706	49 910	53 931	:	65 213	80 947
CY*	7 485	4 437	6 279	10 003	6 874	11 389	10 500
LV	3 262	2 210	2 744	2 450	5 252	4 183	6 007
LT	7 086	11 032	15 165	15 571	12 602	13 853	17 015
LU	9 452	7 746	8 480	8 287	9 001	10 674	10 058
HU	3 126	3 122	3 820	3 658	4 314	4 500	4 821
MT*	96	:	:	:	1 908	5 029	6 597
NL	66 728	68 885	75 049	83 399	91 028	91 287	90 067
AT	74 831	71 996	71 721	70 133	74 432	71 928	75 638
PL	24 532	20 813	18 877	22 242	46 936	35 480	74 338
PT	9 300	8 900	10 680	10 800	12 700	26 800	20 357
RO*	8 154	10 673	13 082	10 938	14 197	8 830	8 739
SI	7 269	5 867	8 269	8 605	13 749	14 943	12 109
SK	1 411	4 777	6 525	2 784	3 084	3 570	4 857
FI	12 891	12 083	13 656	12 369	12 107	12 443	13 657
SE	33 009	35 023	36 586	38 118	44 908	45 418	45 294
UK	305 000	314 000	310 000	328 000	369 000	318 000	409 000
Sub Total: EU countries with all years available	1 407 964	1 450 856	1 536 914	1 502 210	1 714 349	1 737 257	2 014 451
Total	1 449 816	1 499 562	1 586 824	1 556 141	1 716 257	1 810 457	2 296 533

Source: EMN NCP National Reports.

* Eurostat data used for the figures in italics

1. PT have provided data which do not coincide with Eurostat data. The source is Statistics Portugal. For UK figures are rounded to nearest 1,000.

2. Figures for BE for 2008 are provisional.

Table 7: Net migration by Member State (2002-2008; total population and per 1 000 inhabitants in 2008)*

	2002	2003	2004	2005	2006	2007	2008	Population as of 1 January 2008	Net migration per 1 000 inhabitants
BE	37 897	32 661	33 341	45 911	49 536	55 357	52 090	<i>10 666 866</i>	4.9
BG*	:	:	:	:	:	- 1 397	- 876	<i>7 640 238</i>	-0.1
CZ	12 290	25 789	18 635	36 229	34 720	83 945	71 790	<i>10 381 130</i>	6.9
DK*	9 297	6 288	4 843	6 589	9 964	23 090	19 001	<i>5 475 791</i>	3.5
DE	219 288	142 645	82 543	78 953	22 791	43 912	- 55 743	<i>82 217 837</i>	-0.7
EE	- 1 463	- 2 106	- 1 830	- 3 174	- 3 293	- 643	- 735	<i>1 340 935</i>	-0.5
IE*	29 800	31 600	53 400	69 900	64 394	46 241	3 738	<i>4 401 335</i>	0.8
GR*	:	:	:	:	:	:	23 235	<i>11 213 785</i>	2.1
ES	446 655	607 968	629 469	651 273	698 548	731 201	459 549	<i>45 283 259</i>	10.1
FR*	:	:	:	:	:	:	76 000	<i>64 004 333</i>	1.2
IT	171 446	391 595	364 970	251 029	:	491 501	453 765	<i>59 619 290</i>	7.6
CY*	6 885	12 342	15 724	14 416	8 671	7 628	3 595	<i>789 269</i>	4.6
LV	- 1 834	- 846	- 1 079	- 564	- 2 451	- 642	- 2 542	<i>2 270 894</i>	-1.1
LT	- 1 976	- 6 304	- 9 612	- 8 782	- 4 857	- 5 244	- 7 718	<i>3 366 357</i>	-2.3
LU	2 649	5 412	4 392	6 110	5 351	6 001	7 700	<i>483 799</i>	15.9
HU	16 729	18 205	20 478	24 162	21 418	19 861	32 700	<i>10 045 401</i>	3.3
MT*	:	:	:	:	- 79	1 701	2 434	<i>410 290</i>	5.9
NL	54 522	35 629	18 970	8 898	10 122	25 532	53 449	<i>16 405 399</i>	3.3
AT	33 294	39 873	50 826	44 332	24 103	34 731	34 436	<i>8 318 592</i>	4.1
PL	- 17 945	- 13 765	- 9 382	- 12 878	- 36 134	- 20 485	- 26 458	<i>38 115 641</i>	-0.7
PT	70 000	63 500	47 240	38 400	26 100	19 500	11 950	<i>10 617 575</i>	1.1
RO*	- 1 572	- 7 406	- 10 095	- 7 234	- 6 483	745	1 291	<i>21 528 627</i>	0.1
SI	1 865	3 412	1 902	6 436	6 267	14 250	18 584	<i>2 010 269</i>	9.2
SK	901	1 774	3 865	6 626	9 527	12 695	12 963	<i>5 400 998</i>	2.4
FI	5 222	5 755	6 677	8 986	10 344	13 586	15 457	<i>5 300 484</i>	2.9
SE	31 078	28 772	25 442	27 111	50 842	54 067	55 877	<i>9 182 927</i>	6.1
UK	81 000	113 000	208 000	168 000	160 000	209 000	129 000	<i>61 191 951</i>	2.1
Sub Total: EU countries with all years available	1 034 582	1 144 198	1 193 749	1 209 700	1 159 480	1 374 328	889 974	<i>N/A</i>	<i>N/A</i>
Total	1 205 932	1 671 189	1 698 842	1 595 713	1 428 484	1 999 318	1 444 532	<i>497 683 272</i>	2.9

* Eurostat data used for the figures in italics

Usual Residence

Table 8: Usual residence by Member State and by main group of citizenship as of 1st January 2009

	TOTAL	Nationals	Non nationals but citizens of other EU-27 countries	Extra EU-27	European Free Trade Association	Candidate countries from 2007	Citizenship other than of EU-27, EFTA and Candidate countries	- Highly developed non-EU countries	- Medium developed countries	- Less developed countries	Other	Unknown
BE*	10 750 000	:	:	:	:	:	:	:	:	:	:	:
BG*	7 606 551	7 582 592	3 532	20 306	22	2 347	17 937	10 142	7 105	690	:	121
CZ	10 467 542	10 060 001	145 814	261 727	707	4 871	256 149	46 445	207 304	2 400	131	
DK*	5 511 451	5 191 263	108 667	211 366	24 763	31 628	154 975	46 010	65 147	43 818	2 279	155
DE	82 002 356	74 816 435	2 530 706	4 655 215	49 060	2 091 209	2 514 946	1 305 293	962 620	247 033	52 936	
EE	1 340 415	1 124 918	9 632	204 805	158	61	204 586	198 632	5 934	20	:	1 060
IE*	4 450 030	3 938 139	364 847	76 212	745	838	74 629	31 958	29 033	13 638	7 288	70 832
GR*	11 260 402	10 330 872	161 611	767 919	1 554	4 749	761 616	570 951	183 149	7 516	:	
ES	45 828 172	40 177 204	2 274 158	3 376 810	37 407	4 684	3 334 719	1 033 947	2 181 948	118 824	925	
FR*	64 366 894	60 629 345	1 302 351	2 435 198	44 266	232 359	2 158 573	555 961	1 381 250	221 362	:	:
IT	60 045 068	56 153 773	1 131 767	2 759 528	10 982	126 802	2 621 744	782 699	1 709 657	129 388		
CY*	796 900	668 700	78 160	50 040	:	:	:	:	:	:	:	:
LV	2 261 294	1 857 281	9 406	394 607	206	81	394 320	389 688	4 331	301	:	:
LT*	3 349 872	3 308 367	2 511	38 994	122	220	38 652	34 361	4 233	58	:	
LU	493 500	277 991	185 354	29 494	1 449	1 251	26 794	17 170	8 464	1 160		661
HU	10 030 975	9 844 610	109 804	76 561	1 483	2 191	72 887	31 647	38 957	2 283		
MT	413 607	395 472	8 245	9 883	310	336	9 237	3 073	3 916	2 248		7
NL	16 485 787	15 766 293	290 417	346 719	4 356	94 836	247 527	57 760	166 247	23 520	:	82 358
AT	8 355 260	7 484 556	316 995	547 402	8 382	183 956	355 064	267 683	68 634	18 747	1 665	6 307
PL	37 867 903	37 830 413	10 315	25 618	175	392	25 051	9 641	14 904	506		1 557
PT	10 627 250	10 184 148	84 727	358 375	1 421	410	356 544	124 823	172 248	59 473	56	
RO*	21 498 616	21 466 951	6 041	25 313	1	2 404	22 908	5 557	16 504	847	2 984	311

	TOTAL	Nationals	Non nationals but citizens of other EU-27 countries	Extra EU-27	European Free Trade Association	Candidate countries from 2007	Citizenship other than of EU-27, EFTA and Candidate countries	- Highly developed non-EU countries	- Medium developed countries	- Less developed countries	Other	Unknown
SI	2 032 362	1 961 639	4 195	66 359	87	15 078	51 194	48 840	2 307	47		169
SK	5 412 254	5 359 709	32 709	19 836	491	919	18 426	8 001	10 085	340	2	
FI	5 326 314	5 183 058	51 923	90 365	1 232	3 872	85 261	40 517	29 733	15 011		968
SE*	9 256 347	8 694 223	255 571	292 093	41 375	14 097	236 621	53 558	85 375	97 688	:	14 460
UK*	61 595 091	57 380 909	1 793 197	2 390 814	28 719	49 300	2 312 795	635 067	1 255 767	421 961	:	30 171
EU**	499 432 213	457 668 862	11 272 655	19 531 559	259 473	2 868 891	16 353 155	6 309 424	8 614 852	1 428 879	68 266	209 137

Source: EMN NCP National Reports.

* Eurostat data used

FR, LT and SE had initially provided referring to the situation on 1st January 2008. For comparability issues, the data has been replaced by Eurostat data referring to the situation on 1st January 2009.

PT has provided data sourced from INE

Acquisition of citizenship

Table 9: Acquisition of citizenship by Member State and by main group of citizenship, 2008

	Total	European Union (27 countries)	Citizens of countries outside the EU-27	- European Free Trade Association (CH, IS, LI, NO)	- Candidate countries (HR, MK, TR) from 2007	Citizens of countries other than of EU-27, EFTA and Candidate countries	- Highly developed non-EU countries	- Medium developed countries	- Less developed countries	Stateless	Other	Unknown
BE*	7 140	26	7 114	2	3 667	3 445	677	2 715	53	33	;	;
BG*	1 204	278	912	0	18	894	290	565	39	0	0	0
CZ	6 022	357	5 656	96	610	4 950	858	1 618	2 474	124	70	14
DK*	94 470	14 029	79 698	431	26 458	52 809	18 391	23 422	10 996	948	560	9
DE	2 124	1	2 123	0	0	2 123	2 103	19	1	0	0	743
EE*	3 245	199	3 046	2	132	2 912	684	1 459	769	2	78	0
IE*	16 922	449	13 887	11	223	13 653	11 613	1 921	119	99	7	2 586
GR*	84 170	1 404	82 760	20	46	82 694	40 203	41 471	1 020	14	;	6
ES	137 320	12 475	120 036	390	10 262	109 384	11 102	86 116	12 166	0	0	4 809
FR*	53 696	6 402	47 294	622	1 909	44 763	17 482	25 027	2 254	23	93	0
IT	3 463	744	1 488	3	35	1 450	596	806	48	0	0	1 231
CY*	4 230	8	4 222	0	0	4 222	4 187	29	6	4	0	0
LV*	310	1	309	0	0	309	123	36	150	149	0	0
LT*	1 215	683	532	2	24	506	248	227	31	9	2	0
LU	8 104	5 829	2 275	3	49	2 223	1 126	1 075	22	0	0	0
HU	644	186	458	1	4	449	358	89	2	4	0	0
MT	28 229	1 679	18 087	27	3 276	14 784	1 925	10 421	2 438	0	0	8 463
NL	10 268	854	9 392	29	2 865	6 498	5 203	997	298	41	0	22
AT	1 802	190	1 606	2	46	1 558	533	889	139	104	0	3

	Total	European Union (27 countries)	Citizens of countries outside the EU-27	- European Free Trade Association (CH, IS, LI, NO)	- Candidate countries (HR, MK, TR) from 2007	Citizens of countries other than of EU-27, EFTA and Candidate countries	- Highly developed non-EU countries	- Medium developed countries	- Less developed countries	Stateless	Other	Unknown
PT	22 408	353	22 055	13	10	22 032	4 760	11 649	5 623	0	0	0
RO*	5 585	96	5 415	0	54	5 361	238	5 102	21	:	11	74
SI*	1 691	142	1 549	11	338	1 200	1 152	46	2	:	:	0
SK	478	142	332	1	8	323	76	241	6	0	0	4
FI	6 682	795	5 849	11	265	5 573	3 026	1 098	1 449	75	0	38
SE	30 461	5 758	22 455	521	1 520	20 414	4 637	7 425	8 352	1 131	:	2 248
UK	129 255	3 865	125 335	65	4 945	120 330	17 305	62 435	40 615	80	1 630	30
EU**	661 138	56 945	583 885	2 263	56 764	524 859	148 896	286 898	89 093	2 840	2 451	20 280

Source: EMN NCP National Reports.

* Eurostat data used for data in italics

** Missing data for Belgium

1. For EE, data initially provided by the NCP has been replaced by Eurostat data for "Stateless" to make the total figure consistent.

Residence permits and residence of third-country nationals

Table 10: First residence permits, by reason and Member State, 2008

	Family reasons	Education reasons	Remunerated activities reasons	Other reasons	TOTAL
BE	20 320	6 743	7 097	12 041	46 201
BG*	1 546	1 168	776	443	3 933
CZ	10 699	4 220	43 282	3 149	61 350
DK*	4 231	19 279	7 420	725	31 655
DE	49 642	29 985	20 297	14 365	114 289
EE	1 402	339	967	1 176	3 884
IE*	3 409	12 538	5 808	7 171	28 926
GR*	21 855	1 449	15 609	1 498	40 411
ES	150 101	21 665	96 319	131 742	399 827
FR	85 475	52 226	21 784	29 238	188 723
IT	76 764	12 512	142 889	9 393	241 558
CY*	335	8 751	32 704	12 020	53 810
LV	2 464	346	1 823	3 073	7 706
LT	640	445	4 145	50	5 280
LU	2 808	143	2 074	546	5 571
HU	2 434	5 755	10 343	2 007	20 539
MT	954	202	950	2 883	4 989
NL	23 882	9 177	9 285	31 425	73 769
AT	14 400	2 853	3 096	1 434	21 783
PL	8 921	6 145	18 664	7 177	40 907
PT	27 270	4 344	25 286	6 815	63 715
RO*	6 109	2 969	9 039	1 237	19 354
SI	3 962	246	24 954	53	29 215
SK	1 224	449	3 984	2 368	8 025
FI	7 170	4 441	5 722	4 540	21 873
SE	36 626	11 695	14 259	21 564	84 144
UK	117 055	222 780	139 735	153 685	633 260
EU	681 698	442 865	668 311	461 818	2 254 692

Source: EMN NCP National Reports. * Eurostat data used

1. LU has provided data from the Directorate of Immigration, Ministry of Foreign Affairs.

Table 11: First residence permits for remunerated activities, by reason and Member State, 2008

	Remunerated activities reasons	Remunerated activities reasons: Highly skilled workers	Remunerated activities reasons: Other remunerated activities	Remunerated activities reasons: Researchers	Remunerated activities reasons: Seasonal workers
BE	7 097	3 577	3 424	96	
BG*	776	:	:	:	:
CZ	43 282	:	43 237	45	:
DK*	7 420	:	7 420	:	:
DE	20 297	96	20 162	39	
EE	967	:	960	7	:
IE*	5 808	1 925	3 714	169	:
GR*	15 609		2 248	16	13 345
ES	96 319	2 884	74 680	501	18 254
FR	21 784	1 681	14 318	1 925	3 860
IT	272 791	:	264 333	35	8 423
CY*	14 663	674	12 406		1 583
LV	1 823	:	1 820	3	:
LT	4 140	:	4 139	1	:
LU	:	:	:	:	:
HU	17 759	:	16 842	33	884
MT	950	153	797		
NL	9 285	6 411	2 496	378	:
AT	3 096	827	2 118	151	:
PL	18 664	:	18 642	11	:
PT	25 286	288	24 998	:	:
RO*	9 039	:	:	:	:
SI	24 954		18 824	5	6 125
SK	3 984	:	3 974	10	
FI	5 722	:	:	:	:
SE	14 259	:	10 042	478	3 739
UK	139 733	5 900	133 833	:	:
EU**	785 507	24 416	685 427	3 903	56 213

Source: Eurostat data

**No data for LU, RO, BG, FI only total figures are available. The rest of the data is not complete.

ILLEGAL IMMIGRATION AND RETURN

Apprehensions

Table 12: Third-country nationals apprehended/found to be illegally present, by Member State, 2008

BE	13 800
BG*	1 415
CZ	3 335
DK*	610
DE	53 695
EE*	1 050
IE*	3 185
GR*	106 715
ES	92 730
FR	111 690
IT	68 175
CY*	7 000
LV	310
LT	910
LU	162
HU	6 164
MT	3 015
NL	7 505
AT	14 500
PL	5 430
PT	28 605
RO*	3 790
SI	1 310
SK	2 320
FI	5 373
SE	440
UK	69 840
EU	613 074

Source: EMN NCP National Reports. * Eurostat data used

1. LU has provided data from the Directorate-General of Police of the Grand Duchy of Luxembourg.

Table 13: Third-country nationals found to be illegally staying, top 20 countries of citizenship, EU level, 2008

Albania	72 735
Afghanistan	49 860
Morocco	39 775
Iraq	37 440
Brazil	32 940
Eritrea	21 055
India	20 295
Bolivia	17 460
China (including Hong Kong)	17 020
Nigeria	16 565
Algeria	15 785
Serbia	14 355
Ukraine	14 150
Turkey	14 105
Tunisia	14 080
Pakistan	13 425
Somalia	11 125
Senegal	10 700
Russian Federation	10 225
Iran (Islamic Republic of)	9 565

Source: Eurostat data

Returns

Table 14: Third-country nationals ordered to leave and returned following an order to leave, by Member State, 2008

	Third country nationals ordered to leave	Third country nationals returned following an order to leave
BE	32 680	3 965
BG*	1 405	275
CZ	3 770	585
DK*	:	825
DE	11 985	14 295
EE*	185	95
IE*	1 285	690
GR*	146 335	68 565
ES	82 940	29 785
FR	97 515	19 470
IT	68 175	7 140
CY*	3 355	3 480
LV	265	270
LT*	910	855
LU	:	233
HU*	4 205	1 190
MT	3 015	305
NL	31 700	9 350
AT	8 870	5 855
PL	8 145	8 595
PT	8 185	1 345
RO*	3 695	3 820
SI	1 310	1 995
SK	1 655	1 297
FI	1 774	912
SE	12 555	9 015
UK	69 840	47 455
EU**	605 754	241 662

Source: EMN NCP National Reports. * Eurostat data used ** Missing data for Third country nationals ordered to leave, for DK and LU

1. LU has provided data from the Directorate of Immigration, Ministry of Foreign Affairs.

2. For HU , the data provided by the NCP has been replaced by Eurostat data because of uncertainties about the definitions used by the Office of Immigration and Nationality (OIN) and the Police.

Table 15: Third-country nationals returned following an order to leave, by main country of citizenship, EU level* 2008

Albania	69 300
Morocco	16 000
Ukraine	9 920
Brazil	9 740
Turkey	8 415
Serbia	7 930
India	7 020
Algeria	6 735
Iraq	6 040
Nigeria	5 800
China (including Hong Kong)	4 995
Russian Federation	4 790
Pakistan	4 430
Moldova, Republic of	3 800
Bolivia	3 105
Vietnam	3 030
United States	2 935
Tunisia	2 800
Bangladesh	2 625
Senegal	2 165

Source: Eurostat data

* Data for LU not available

Table 16: Third-country nationals ordered to leave, by main country of citizenship, EU level*, 2008

Albania	78 920
Morocco	45 645
Afghanistan	40 105
Iraq	34 075
Algeria	21 325
Brazil	19 060
India	18 770
China (including Hong Kong)	18 535
Pakistan	16 930
Nigeria	15 755
Turkey	15 635
Ukraine	14 605
Tunisia	14 580
Bolivia	14 505
Serbia	12 900
Somalia	11 605
Senegal	10 290
Bangladesh	8 740
Egypt	8 675
Palestinian territory	8 605

Source: Eurostat data * Data for LU not available

BORDER CONTROL

Refusals

Table 17: Third-country nationals refused entry, by Member State, 2008

BE	1 170
BG*	4 060
CZ	255
DK*	70
DE	7 215
EE*	2 325
IE*	5 260
GR*	2 055
ES	510 010
FR	16 695
IT	6 405
CY*	895
LV	875
LT	2 210
LU	4
HU	5 541
MT	120
NL	3 160
AT	2 715
PL	16 850
PT	3 600
RO*	8 920
SI	7 561
SK	1 540
FI	1 777
SE	55
UK	23 640
EU	634 983

Source: EMN NCP National Reports. * Eurostat data used

1. LU has provided data from the Directorate-General of Police of the Grand Duchy of Luxembourg.

Table 18: Third-country nationals refused entry, by Member State and by external border, 2008

	Persons refused entry	Refused at the land border	Refused at the sea border	Refused at the air border
BE	1 170	0	105	1 065
BG*	4 060	3 215	170	680
CZ	255	0	0	255
DK*	70	:	:	70
DE	7 215	4 080	40	3 095
EE*	2 325	425	1 880	20
IE*	5 260	860	430	3 970
GR*	2 055	1 315	210	530
ES	510 010	493 705	2 785	13 520
FR	16 695	3 135	755	12 805
IT	6 405	1 820	1 445	3 135
CY*	895	:	20	875
LV	875	630	30	220
LT	2 210	2 040	65	105
LU	4	0	0	4
HU	5 541	5 396	0	145
MT	120	0	5	115
NL	3 160	0	95	3 060
AT	2 715	2 425	0	290
PL	16 850	16 275	35	540
PT	3 600	0	35	3 565
RO*	8 920	7 315	200	1 405
SI	7 561	7 458	17	86
SK	1 540	1 505	0	30
FI	1 777	1 456	24	297
SE	55	0	5	50
UK	23 640	1 560	3 265	18 815
EU	634 983	554 615	11 616	68 747

Source: EMN NCP National Reports. * Eurostat data used

1. LU has provided data from the Directorate-General of Police of the Grand Duchy of Luxembourg.

Table 19: Third-country nationals refused entry, by reason, EU level, 2008**

	Refusals - EU level**	Share (%)
No valid travel document(s)	16 975	12
False travel document	5 430	4
No valid visa or residence permit	52 905	37
False visa or residence permit	4 575	3
Purpose and conditions of stay not justified	28 365	20
Person already stayed 3 months in a 6-months period	4 095	3
No sufficient means of subsistence	18 880	13
An alert has been issued	6 485	5
Person considered to be a public threat	4 530	3

Source: Eurostat data

** Incomplete data: Missing data for 96% of the refusals in ES.

ASYLUM: INTERNATIONAL PROTECTION

Applications for International Protection

Table 20: Number of applications by Member State and by type, 2008

	New Asylum Applications	All asylum Applications*	Asylum Applications under Consideration, end 2008	Withdrawn Asylum Applications
BE	11 395	<i>15 940</i>	21 320	885
BG*	:	<i>745</i>	<i>1 260</i>	<i>50</i>
CZ	1 050	<i>1 650</i>	430	85
DK*	:	<i>2 375</i>	<i>620</i>	<i>0</i>
DE	21 365	<i>26 945</i>	18 280	1 565
EE	14	<i>15</i>	7	2
IE*	<i>3 805</i>	<i>3 865</i>	<i>6 900</i>	<i>920</i>
GR*	:	<i>19 885</i>	:	<i>75</i>
ES	:	<i>4 515</i>	<i>4 270</i>	<i>160</i>
FR*	:	<i>41 845</i>	32 345	215
IT*	30 145	<i>30 145</i>	<i>7 195</i>	40
CY*	<i>3 465</i>	<i>3 465</i>	:	<i>0</i>
LV*	50	<i>55</i>	35	5
LT	:	<i>520</i>	165	30
LU	463	<i>455</i>	:	25
HU	2 862	<i>3 175</i>	749	123
MT*	2 605	<i>2 605</i>	495	25
NL	13 380	<i>15 255</i>	12 440	665
AT	:	<i>12 750</i>	30 355	4 165
PL	7 193	<i>8 515</i>	3 492	1 820
PT	160	<i>160</i>	5	0
RO*	:	<i>1 180</i>	40	5
SI*	<i>240</i>	<i>260</i>	260	164
SK*	:	<i>905</i>	25	40
FI	:	<i>3 770</i>	3 770	235
SE	24 365	<i>24 875</i>	24 100	265
UK	31 315	:	:	2 990
EU**	153 872	<i>225 870</i>	168 558	14 554

Source: EMN NCP National Reports.

* Eurostat data used for the data in italics

** Data not complete

1. LU has provided data sourced from the Directorate of Immigration, Ministry of Foreign Affairs.

2. Regarding Asylum Applications under Consideration, for IT, LV, MT and SK, the data provided by the NCP has been replaced by Eurostat data to ensure consistency.

Table 21: New Asylum Applications at EU level*, top 20 countries of citizenship, 2008

Iraq	21 880
Somalia	15 200
Russian Federation	10 640
Nigeria	8 940
Afghanistan	8 200
Eritrea	6 920
Iran (Islamic Republic of)	5 265
Serbia	5 235
Zimbabwe	4 725
Pakistan	4 230
Sri Lanka	3 350
China (including Hong Kong)	3 010
Turkey	3 000
Syrian Arab Republic	2 835
Ghana	2 500
Bangladesh	2 455
Ivory Coast	2 300
India	1 920
Algeria	1 710
Guinea	1 650

Source: Eurostat data

* Data for BG, DK, GR, ES, FR, LT, LU, HU, AT, RO, SK and FI are not included, as no breakdown by country of citizenship for these countries is available on Eurostat.

Table 22: Asylum Applications at the EU level*, top 20 countries of citizenship, 2008

Iraq	27 580
Russian Federation	21 005
Somalia	16 080
Serbia	13 540
Nigeria	10 850
Pakistan	10 390
Afghanistan	10 145
Turkey	7 100
Bangladesh	6 150
Sri Lanka	5 190
Georgia	5 005
Eritrea	4 910
Iran (Islamic Republic of)	4 865
Armenia	4 560
Syrian Arab Republic	4 200
Congo, the Democratic Republic of the	4 180
Mali	4 035
Guinea	3 605
Ivory Coast	3 560
Algeria	2 955

Source: Eurostat data

* Data for UK are not included as no figures were supplied to Eurostat for total asylum applications in 2008.

Table 23: Asylum applicants considered to be unaccompanied minors, by Member State, 2008

BE	485
BG*	15
CZ	35
DK*	300
DE	765
EE	0
IE*	100
GR*	295
ES	15
FR	410
IT	575
CY*	70
LV	5
LT	0
LU	6
HU	176
MT	20
NL	725
AT	695
PL	373
PT	5
RO*	55
SI	18
SK	71
FI	705
SE	1 510
UK	4 285
EU	11 714

Source: EMN NCP National Reports. * Eurostat data used

1. LU has provided data from the Luxembourg Reception and Integration Agency (OLAI), Ministry of Family and Integration.

Table 24: Asylum applicants considered to be unaccompanied minors, by country of citizenship, 2008

Afghanistan	3 235
Iraq	1 735
Somalia	1 270
Russian Federation	510
Eritrea	510
Iran (Islamic Republic of)	470
Pakistan	295
Nigeria	275
China (including Hong Kong)	270
Guinea	240
Congo, the Democratic Republic of the	230
Serbia	175
India	150
Turkey	130
Sri Lanka	130
Vietnam	125
Bangladesh	115
Moldova, Republic of	110
Algeria	110
Angola	100

Source: Eurostat data

Table 25: Decisions on International Protection

	First instance decisions						Decisions Withdrawing Status Granted at First Instance Decision	Final decisions		Decisions Withdrawing Status Granted as Final Decision		
	TOTAL	Total positive	Geneva Convention status	Subsidiary protection status	Temporary protection status	Humanitarian status		Rejected	TOTAL		Total positive	Rejected
BE	13 620	3 505	3 040	470	0	:	:	10 115	5 240	395	4 840	:
BG*	670	295	25	265	0	:	:	375	25	10	20	0
CZ	1 400	215	120	70	0	25	0	1 180	1 480	45	1 435	0
DK*	1 250	730	200	315	0	210	0	520	480	165	315	0
DE	19 335	7 870	7 310	565	0	0	6 345	11 465	11 070	2 775	8 295	4 470
EE	12	4	4	0	0	0	0	8	1	0	1	0
IE*	3 630	300	295	5	0	:	:	3 325	2 460	295	2 165	5
GR*	29 580	55	15	15	0	25	:	29 525	1 340	360	980	0
ES	5 130	275	150	110	0	15	:	4 850	1 140	30	1 110	0
FR	31 765	5 150	4 475	675	0	:	:	26 610	24 350	6 320	18 030	:
IT	20 225	9 740	1 805	6 310	0	1 620	15	10 485	30	0	30	0
CY*	:	:	:	:	:	:	:	:	2 845	35	2 810	0
LV*	10	5	:	:	:	:	:	10	15	0	15	0
LT*	105	65	15	50	:	:	5	35		55		:
LU***	632	246	52	0	0	139	5	386	480	55	425	:
HU*	910	395	170	65	0	160	:	510	55	0	55	0
MT	2 685	1 410	20	1 385	0	0	0	1 275	230	0	225	0
NL	10 925	5 675	515	1 610	0	3 550	:	5 245	800	415	390	:
AT	12 690	3 450	2 205	1 245	0	:	130	9 240	9 310	2 230	7 080	5
PL*	4 245	2 770	185	1 075	0	1 510	18	1 475	183	29	153	0
PT	105	70	10	60	0	0	0	40	0	0	0	0
RO*	675	110	85	10	0	15	:	565	235	45	190	0

	First instance decisions						Decisions Withdrawing Status Granted at First Instance Decision	Final decisions				Decisions Withdrawing Status Granted as Final Decision
	TOTAL	Total positive	Geneva Convention status	Subsidiary protection status	Temporary protection status	Humanitarian status			Rejected	TOTAL	Total positive	
SI	161	4	2	2	:	:	157	10	105	4	101	10
SK	965	90	20	65	0	5	875	20	70	10	65	0
FI	1 675	655	90	435	0	135	1 020	145	95	80	10	0
SE*	29 545	7 845	1 695	4 825	:	1 325	21 700	:	11 130	825	10 305	15
UK	23 795	7 090	4 780	2 175	0	130	16 705	:	9 865	3 115	6 750	:
EU**	215 593	57 958	27 281	21 802	0	8 865	157 610	6 693	83 069	17 238	65 830	4 505

Source: EMN NCP National Reports.

* Eurostat data used for the columns in italics

**Missing data, notably for CY

*** No distinction in LU is being made between first instance and final decisions, with the exception of Geneva Convention decisions

2. For HU and for first instance decisions for PL, the data provided by the NCP has been replaced by Eurostat data to ensure consistency between total figures and the sum of positive and rejected decisions.

Table 26: Top 20 countries of citizenship by positive and negative first instance decisions, EU level*, 2008

Country of citizenship	Total positive decisions	Country of citizenship	Rejected
Iraq	15 090	Iraq	17 660
Somalia	9 095	Pakistan	14 530
Russia	5 595	Russia	9 655
Eritrea	4 225	Serbia	8 120
Afghanistan	3 980	Nigeria	8 015
Iran	1 585	Afghanistan	6 820
Sri Lanka	1 320	Bangladesh	5 595
Serbia	1 260	Turkey	5 425
Mali	1 015	Iran	4 510
Zimbabwe	975	Sri Lanka	4 320
Guinea	920	Georgia	3 530
Democratic Republic of the Congo	880	Somalia	3 400
Stateless	780	Armenia	3 360
Côte d'Ivoire	760	Democratic Republic of the Congo	2 995
Turkey	670	Zimbabwe	2 985
Sudan	620	Syria	2 700
Ethiopia	510	China (including Hong Kong)	2 630
China (including Hong Kong)	510	Côte d'Ivoire	2 335
Nigeria	505	Algeria	2 325
Syria	465	Stateless	2 285

Source: Eurostat data *Missing data for Cyprus

Table 27: Top 20 countries of citizenship by positive and negative final decisions, EU level, 2008

Country of citizenship	Total positive decisions	Country of citizenship	Rejected
Russian Federation	1 960	Serbia	5 330
Iraq	1 645	Russian Federation	4 385
Sri Lanka	1 610	Turkey	4 320
Afghanistan	1 240	Iraq	4 025
Turkey	1 175	Nigeria	3 110
Iran (Islamic Republic of)	1 085	Congo, the Democratic Republic of the	2 915
Zimbabwe	1 010	Iran (Islamic Republic of)	2 355
Serbia	890	Afghanistan	2 295
Congo, the Democratic Republic of the	655	Pakistan	2 260
Armenia	630	Armenia	2 150
Somalia	565	Syrian Arab Republic	2 095
Eritrea	515	Sri Lanka	2 095
Azerbaijan	410	Bangladesh	1 960
Pakistan	370	China (including Hong Kong)	1 565
Guinea	340	Zimbabwe	1 225
Bangladesh	320	Georgia	1 070
Sudan	260	Algeria	1 040
Nigeria	250	Guinea	990
Syrian Arab Republic	215	Haiti	960
Rwanda	195	Mongolia	940

Source: Eurostat data *Missing data for Cyprus

Table 28: Resettled persons by Member State, 2008

	Resettled persons
FI	750
NL	695
IT	70
PT	10
AT	0
DE	0
EE	0
LU	0
MT	0
PL	0
SK	0

Source: EMN NCP National Reports