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Federal Department of Justice and Police FDJP **State Secretariat for Migration SEM**

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State Secretary Mario Gattiker

Key word: 2020

"The pandemic challenged us all during 2020, both at a professional and personal level."

Key word: Borders

"The year illustrated how much migration shapes our daily lives."

Key word: Lessons

"Events clearly showed that we should prepare during normal periods for times of crisis."



"We had to ensure that asylum procedures continued."

The pandemic presented huge challenges in the field of asylum. David Keller, head of the Reception and Procedure Centres division, reflects on the events of the past year.

What challenges did the federal asylum centres face at the outbreak of the pandemic?

"One of the challenges was complying with the precautionary measures issued by the FOPH: social distancing in a centre that accommodates 200 to 300 people is quite difficult. Implementing the hygiene rules presented a further challenge. Also, the staff were fearful at the start of the pandemic, but we had to keep the centres going – working from home was simply not an option."

How did you prepare for the real-case scenario?

"We recognised the gravity of the situation at the operative level early on. That gave us more time to adapt to the situation. We established a crisis communication team and were in contact with experts from the FOPH. It was clear from the beginning that we would have to continue the asylum proceedings for reasons of space, otherwise the asylum centres would start filling up and social distancing would be even more difficult to enforce."

What measures were implemented in the centres and were they the same for all sites?

"An operative task force was tasked with defining uniform measures for all federal centres: the measures included spacing between beds, floor marking in the dining halls, establishing quarantine facilities, etc. But conditions differ from centre to centre and the measures had to be adapted to the respective facility."

How did the staff in your division cope with the situation?

"I have to pay my staff a great compliment: their achievements of the past year are tremendous. There were various phases in dealing with the pandemic. It was quite difficult for everyone at the beginning because we knew nothing about the virus and many staff members therefore wanted to work from home. However, it soon became clear that we had a duty towards the asylum seekers and working from home was not an option. I was very impressed by the staff's solidarity."

"The first two weeks of April 2020 will stay with me for a long time to come."

How did the asylum seekers react to the corona measures?

"In general, very well. Few complained about the precautionary measures, and the compulsory wearing of masks during the second wave was also accepted without much fuss – I expected more resistance. One of the reasons that the measures were so well received, I think, was that people were aware of the dangers of the virus."

What did you find particularly challenging?

"One of the most important things during a crisis is to react swiftly. There is little time to consider and compare every possible option – procrastination can be disastrous. In the course of the pandemic, I have often had to anticipate events and go with my gut instinct. The situation was made more difficult at times by the constant changing of the rules. But throughout I have tried to stay calm and positive towards my staff and the asylum seekers."

Does any particular moment or event stick in your mind?

"The first two weeks of April 2020 will stay with me for a long time to come. The asylum centre in the former Ziegler hospital was closed and technical renovation of the building – rearranging the rooms, constructing Plexiglas partitions, etc. – was under way. All the offices were empty and I was the only person in the building – holding the fort, as it were. One gloomy morning I was momentarily overcome by a fear of the virus and had to pause for a moment. Then, encouraging myself to remain optimistic, I continued with my work."



What is your conclusion on the pandemic so far, and what would you have done differently in hindsight?

"That we chose to communicate openly and transparently paid off and I would make the same decision again. We could perhaps have been more pro-active with respect to staff members' need for more social interaction. One thing we should focus on more in a future crisis, in my opinion, is the exit strategy. Managing a challenging situation is one thing, but it is another thing to have a clear strategy for a gradual return to normality."

Visit to Boudry

A look behind the scenes shows that the federal asylum centre is prepared for all situations – from admission and quarantining to meeting places.

Federal asylum centre



The federal asylum centre in Boudry comprises three accommodation blocks. The last one was opened in March 2020 – just in time to turn it into a quarantine unit. The main accommodation block serves as the central point where all the threads come together. This is also where most people meet and obtain information on their stay.

Daily life



One of the key challenges at the centre is carrying on with everyday life, such as language lessons, cleaning services and meals, while ensuring everyone wears masks and complies with social distancing measures.

Quarantine unit



A special quarantine unit has been set up in a separate building for people with suspected coronavirus. This where people who have been tested wait for their results. There is also an area for those who have been in contact with a person who has tested positive and for those who come from high-risk countries. On arrival at the centre, they are checked for symptoms and accommodated accordingly.

Accommodation



The sleeping quarters have family and same-gender dormitories. If anyone tests positive for coronavirus, quarantine measures apply to everyone in the dormitory. Outside the dormitory, everyone must wear masks and social distance.

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"We knew we had to continue working."

Natalie Cereghetti interviews asylum seekers at the Federal Asylum Centre in Chiasso. She recalls the outbreak of the coronavirus there.

Interviews

"When the lockdown was announced in mid-March, we knew that we had to continue with our work, come what may, and that we would have to reorganise things. The first thing we did was to adapt our offices so that no more than three people could be present in an interview room at any one time. We also had to resolve technical issues and reorganise our installations to ensure that interviews could still be carried out in compliance with the legal requirements."

Legal requirements

"The problem was that the asylum seeker's legal representative was not allowed to meet their client in the interview room – at least not initially. Communication was very difficult: everyone was talking at the same time over an intercom and from different rooms. The language barrier made the situation even more difficult."

Routine

"Things were hectic and we had to be very flexible. Everyone was frightened of becoming infected. Asylum seekers had to be placed in quarantine. Then travel restrictions were imposed at the Italian border and the flow of traffic was severely disrupted: sometimes our Italian interpreters had to wait hours before being allowed to enter Switzerland. After a month things began to settle down and we established some kind of routine."

"We were surprised how cooperative and calm the asylum seekers were during the interviews."

Reactions

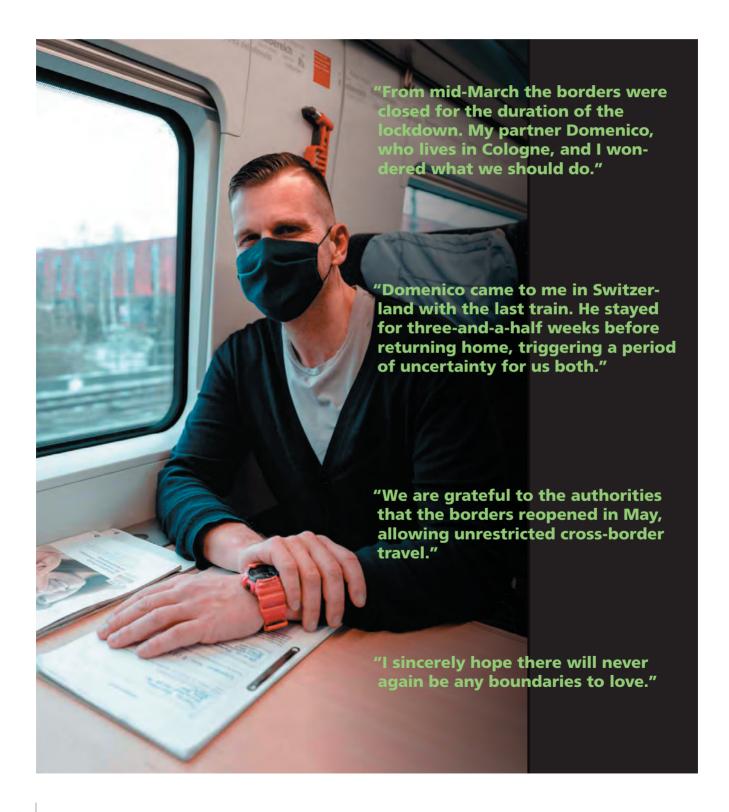
"Most of the asylum seekers entered Switzerland from Italy. We were surprised how cooperative and calm they were during the interviews. They realised that we were all in the same boat, so there were no difficulties even though the situation was so strained."

Proximity

"Here in Ticino the people are very lively and close to each other. The new federal rules were, and still are, tough for all of us. Everyone wants to return to normal as soon as possible, but we have learnt to be patient."

Boundless love

During the lockdown in spring 2020, Tom Glanzmann experienced at first hand the difficulties of being separated from his partner. A brief review.



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The coordinator

Times of crisis require clear-cut courses of action and structured approaches. During the pandemic it was necessary to simplify procedures. Martina Mühlemann, co-manager of the COVID-19 task force and crisis unit, had to stay level-headed at all times.

Dealing with a flood of enquiries

Suddenly, in March, the borders were closed. There was great uncertainty – particularly among cross-border commuters. The rules were unclear at the time and this led to a barrage of enquiries to SEM. "At the peak we were receiving up to 3,000 enquiries from people all over the world, every day – imagine that!" says Martina Mühlemann. How does one deal with so many incoming emails and telephone calls? "A task force made up of staff members from different divisions was set up within a very short space of time. After creating email templates for the most frequently asked questions, the incoming enquiries were sorted into different categories, depending on the topic, and then answered," says Martina Mühlemann. Sixty people worked in the task force every day, but it was nonetheless a Herculean task to reply to everyone within 48 hours.

From task force to crisis unit

In June the entry requirements for nationals of EU/EFTA member states were eased and the volume of enquiries fell. The number of people in the task force was reduced and the staff returned to their normal duties. But coordination between the various divisions became difficult, so a crisis unit was set up to coordinate cross-thematic issues and create structures that could be put in place and dismantled at short notice. On the front line was Martina Mühlemann, and she continues to co-manage the crisis unit with Lukas Schürch. "We deal with all matters relating to the entry and stay of persons in Switzerland – at the political, economic and social level. The work is very interesting but also intense because of the constant time pressure," she says. The crisis unit is now organised in such a way that it can be deployed for other emergencies in the future.

Chronology of events

13 March 2020:

Switzerland imposes entry restrictions at the Italian border.

16 March 2020:

Entry restrictions and checks are imposed at the borders to France, Germany and Austria.

24 March 2020:

Restrictions are extended to all Schengen states.

16 April 2020:

The Federal Council defines the practice for hardship cases.

7 May 2020:

SEM establishes a coronavirus task force.

15 May 2020:

Entry restrictions are eased for unmarried couples.

15 June 2020:

Entry restrictions are lifted for nationals of all EU/EFTA states.

11 August 2020:

SEM establishes a crisis unit.

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A gifted linguist

Sara De Ventura is the face behind a series of webinars for SEM language courses. Working with internal and external partners, she put together a range of courses for language instructors at short notice during the pandemic.



Links
https://alice.ch/en/sveb/
https://fide-info.ch/en/home

Sara De Ventura is responsible for promoting basis skills at SEM. Following the lockdown in spring and talks with the cantonal delegates for integration, it became immediately clear to her as head of the Integration Division that they had to create a framework for ensuring that language teaching would continue, for language skills are key to asylum seekers' integration.

At the start of the pandemic, many cantons cancelled face-to-face teaching. Everyone agreed that courses – in particular easily accessible, basic level language courses – must be kept going. "The courses are very important because they give asylum seekers a daily routine, an opportunity to socialise and a chance for personal development," Sara De Ventura explains. Thanks to prompt action

and an extensive network of contacts, the Swiss Federation for Adult Learning (SVEB) and the fide Secretariat (the federal service responsible for promoting language skills among adult migrants), together with specialists from the different language regions of Switzerland, had put together and were running a selection of online courses within a few weeks.

Participants with an internet connection generally had no problem adjusting to remote learning. But many migrants lack the necessary technical equipment or skills for online learning. Sara De Ventura and her partners had to determine the most pressing needs. "The most important thing was to help the language teachers and the course participants make the sudden transition to remote learning and to keep a useful range of courses going under difficult conditions," says Cäcilia Märki, head of the basic skills section at SVEB. "I have rarely seen a project get going so quickly," she adds.

Sara De Ventura has been involved in educational integration for a number of years – first as a teacher and now at SEM. "Language is the basis for human interaction and integration, especially in times when social contact is at a minimum. We have a long road ahead."

Tears of sadness and exhaustion

Cornelia Jost-Barth won't forget the first wave of the pandemic in a hurry. An emotional look back to spring 2020.



Cornelia Jost Barth

Cornelia Jost-Barth works in the entry division of the Directorate for Immigration and Integration. She is responsible for visa matters, besides other business.

"When the lockdown was imposed and the borders were closed in mid-March, we were receiving hundreds of emails and telephone calls every day from concerned members of the public about the new border arrangements. Our people were working in the evenings and at weekends – we very nearly buckled under the pressure.

One story touched me in particular: a woman from Ticino, whose husband worked for the Italian government in Jakarta and could not get home owing to the travel restrictions, wasn't able to look after her two young sons because she was permanently on duty as an anaesthetist at a Ticino hospital. As a key worker in the healthcare sector, the pandemic hit her family particularly hard. Having two young children of my own, I was very moved by her story – there were times when I broke down in tears after a phone call. After a great deal of effort and negotiations over several days, her husband was finally able to return home.

That was just one of many cases we had to deal with. Both the callers and the helpdesk staff were at their physical and emotional limits – sometimes we had no idea what to do next. The task force created new structures, improved procedures and provided additional resources. Fortunately the situation has since improved and we now have enough time again to deal with everyone's concerns."

Our man in Khartoum

Sudan is grappling with domestic and economic problems. As if that was not enough, the country also fell victim last spring to hyperinflation and the coronavirus pandemic. Gyalzur Tsewang Dorje, Swiss Immigration Liaison Officer in Khartoum, supports the Sudanese authorities. Here is an account of his experiences.



Economic migrants return home

"Owing to the difficult political and economic situation in their own country, a large number of Sudanese labourers migrated to Egypt, Saudi Arabia and the Gulf states in recent few years. However, when the pandemic began many of these people lost their job and were forced to return home. A lack of funds meant that some of them were not able to make it home without assistance. Sudan therefore organised repatriation flights, not just for them but also for other Sudanese who had become stranded abroad."

"The IOM (International Organization for Migration) contacted the Swiss embassy in Khartoum early on and offered its support. Focus was placed on developing a safety concept, providing returnees with support in quarantine and distributing personal protective equipment. This proved challenging because assistance had to be coordinated with the local authorities and in place within a short space of time. The situation in the country was quite hectic and confusing at times. Ultimately, the measures worked well, all things considered."

The situation remains critical

"With our help, safe arrival procedures were established successfully and went into operation at Khartoum's airports, at Port Sudan in Sawakin and at the border crossings to Egypt. However, the coronavirus situation in Sudan remained critical until the end of the year, with infections rising in many parts of the country. The healthcare system, which even before the outbreak of the pandemic was underdeveloped, has reached breaking point. Economic difficulties and inflation have compounded the situation. We continue to provide support and hope the situation will improve soon."

The situation in Tunisia



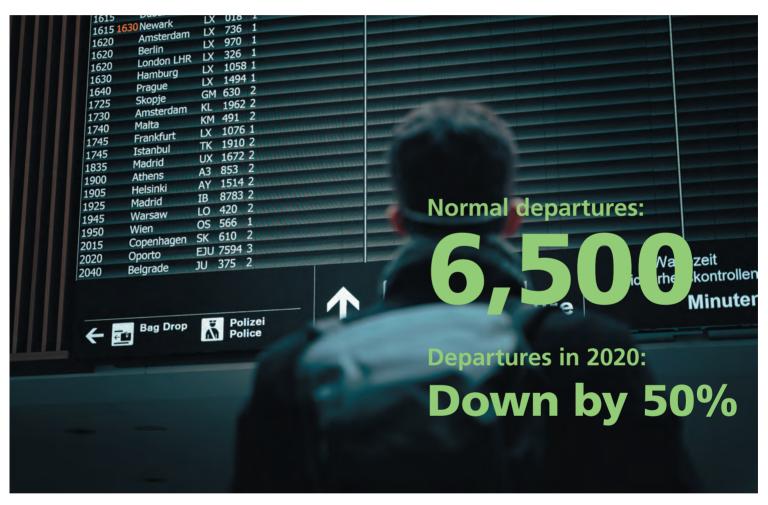
Switzerland and Tunisia have had a strong migration partnership since 2012. The spread of the coronavirus was a major test of endurance for the 60,000 or so migrants there, most of whom have no official residence status, work in the informal economy and have no source of income owing to the months-long lockdown. As part of a 12-month IOM project, Switzerland has been providing financial support for 2,200 vulnerable migrants since mid-2020. The funds cover the cost of food, accommodation and medication in order to alleviate the human and economic impact of the pandemic on this particular group. The project is in line with Switzerland's foreign policy on migration with respect to the central Mediterranean migration route: the support seeks to discourage people from making the perilous boat crossing of the Mediterranean and thus irregular migration to Europe and Switzerland

The situation in Bosnia

Since 2018, Switzerland has provided humanitarian aid to stranded migrants in Bosnia. As part of efforts to prevent the spread of the coronavirus, SEM provides assistance in the area of hygiene – including the distribution of protective equipment and the commissioning of hand-washing facilities – at migration reception centres. SEM also launched a project last year in cooperation with Caritas to improve the living conditions of migrants both inside and outside the centres.

swissREPAT: Facts and figures

swissREPAT – the SEM section responsible for organising the departure of asylum seekers from Switzerland – carried out less than half the scheduled 6,500 departures in 2020. A moment at Zurich airport.







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The masquerade



Adrian Klaus, deputy security officer and the person in charge of equipment at SEM, is responsible for procuring masks.

Back in February 2020 – when getting hold of masks had not yet become an issue in Switzerland – Adrian Klaus wanted to find out how many masks were in SEM's inventory. "We had between 10,000 and 15,000 in stock, but needed a lot more," he remembers. The crisis unit, which had been established in the meantime, decided SEM needed one million masks. Adrian Klaus therefore began searching, which was not an easy task because masks were either in short supply or sold out. "After an extensive search the masks finally began arriving in batches, but there was a run on them by the staff." The same applied to disinfectant. "We just bought what we could. Some of the material was held up at customs," says Klaus, describing the situation at the time. When the situation eased off in the summer Klaus was able to increase his stock to 200,000, and there the inventory has remained until now. Looking back, he can now say: "Fortunately we didn't overreact and pay for masks up front."



The pragmatists

The coronavirus pandemic brought restrictions and challenges of a different kind in 2020. Martin Liechti (Deputy Head Region Eastern Switzerland) and Till Zeretzke (Head Supervision Federal Asylum Centre Kreuzlingen) overcame the difficulties through a combination of composure, improvisation and dedication.

Spring 2020: Like other facilities, the Federal Asylum Centre (FAC) in Kreuzlingen was also required to set up a COVID-19 quarantine unit. "We started thinking early on which rooms we could use. As we particularly needed small rooms that could be made secure and few staff were on site, it became clear quite quickly that we would use our offices," Martin Liechti remembers. "We also knew that we would need more staff, more protective equipment and more beds. With the support of other federal services, supplies began arriving quickly and the equipment was installed within a few days. It was remarkable that everything went so smoothly and fast," Till Zeretzke adds.

Good communication

One of the greatest challenges was communication. "From one day to the next we had to explain to the residents, in a multitude of languages, how many people were allowed to sit at a table, what hygiene rules applied, how to maintain social distancing in the dormitories, etc." Till Zeretzke and his team were confronted with new challenges on a daily basis. The FAC in Kreuzlingen is located within walking distance of the railway station: "For the most part, everyone was cooperative and complied with the new rules. I think everyone had – and still has – a huge respect for the virus," Zeretzke says, giving credit to the asylum seekers.

Arrival of the resettlement groups

A further task was to resettle two groups of particularly vulnerable refugees – Syrians from Jordan and Sudanese from Egypt. Till Zeretzke describes the situation at the time: "In particular the arrival of the first group in spring 2020 was a challenge. We had to put 30 people into quarantine for ten days because they had arrived from a country with a high number of coronavirus infections, and ensure they were kept separate from the other residents. This caused a feeling of uncertainty at the centre for a while. Fortunately, no one came down with COVID."

The situation eases

Despite the challenges, Martin Liechti can see the last twelve months in a positive light: "We all worked together with the same objective in mind – this attitude more than paid off," he says.

"Solid support from HR was very much appreciated."



Meret Stoppia-Staub (Head HR) and Thomas Weder (Head Personnel and Organisational Development) were on the front line when everything at SEM was turned on its head following the outbreak of the coronavirus pandemic. The two senior managers reflect on the situation.

Meret Stoppia-Staub: Thomas, do you remember the lockdown and what impact it had?

TW: Of course. Initially, the pandemic seemed a far-off eventuality. Then, suddenly, we were overrun by events. We only realised how serious the situation was when the government sent out an urgent appeal to the public.

Thomas Weder: How did the senior management team at SEM respond?

MS: We reacted immediately by allowing as many staff members as possible to work from home from mid-March. As may be expected, the first few weeks were rather chaotic. Rules had to be communicated and clear procedures put in place overnight. Precautionary meas-

ures were needed and these were developed with no blueprint or outside assistance.

"I am looking forward to a warm reunion with the staff."

Meret Stoppia-Staub

MS: What impressed you the most?

TW: That SEM continued to operate smoothly despite the crisis, and that separating our staff into two groups – those who worked from home and those who worked 'on the frontline' to ensure that we were able to continue operating –

worked well and fortunately did not lead to a rift in the workforce. Everyone pulled together, regardless of location.

TW: What was your most memorable event?

MS: The closure of the borders and having to deal with a flood of enquiries. The atmosphere in the Immigration and Integration Directorate was tense. It was incredible how everyone

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helped each other out and responded to the most urgent matters as quickly as they could – and that over several weeks.

MS: What will you most remember?

TW: How the feeling of trust between the staff and their superiors grew and how it has become a firmly established part of our daily work. Senior staff had to manage their teams from home with no prior experience of doing so: not everyone found leading at a distance easy, especially at the beginning. To support the staff we provided special online management courses and coaching, which was very much appreciated.

TW: What were the first measures you took?

MS: In the first six to eight weeks, we were busy in particular with developing a safety concept, which we had to implement alongside our ongoing operations. We also had to respond to numerous enquiries from staff members and advise managerial staff. Information was uploaded onto our intranet as quickly as possible so that the various SEM sites all had access to the latest news.

"One of the positive aspects is that staff members have taken on more responsibility."

Thomas Weder

MS: What was a key event of the year, in your opinion?

TW: The World Cafe workshop with 50 SEM staff in late summer at the Zentrum Paul Klee. I was impressed and moved by how the participants spoke openly about their fears during the pandemic and the challenges of remote working, including feeling lonely or working from home alongside young children or teenagers. Despite all the difficulties there was a lot of optimism.

TW: What will happen when the rules are relaxed?

MS: That will be very challenging because it will give rise to a host of new questions: Who can and who must return to the office? What will be the priorities? Who should come when? How will we move around? Should we differentiate between staff who have and have not been vaccinated? We are already preparing for various scenarios, but we have to wait until the Federal Council makes a decision and see if the Federal Office of Personnel issues rules or quidelines.

MS: What, in your opinion, are some of the positive and negative aspects of working from home?

TW: One of the positive aspects is that staff members have taken on more responsibility and have invariably kept to the rules. Many have also demonstrated creative talent, trying out new things and experimenting with various forms of virtual cooperation. One of the difficult aspects of working from home is resolving conflicts; disputes at work cannot be resolved over Skype or by email.

TW: What do the staff miss most at the moment?

MS: Probably the sense of togetherness and impromptu situations such as meeting in the canteen or going for a drink after work; in other words, shared experiences and the social contacts we have during a typical day at the office. Our circle of colleagues and acquaintances has shrunk; we have to counter this by calling a colleague spontaneously, even when there is no occasion for doing so.

MS: Have you noticed anything in particular during the pandemic?

TW: Staff are increasingly questioning the sense and purpose of their work: Am I in the right job? Where do I stand in my career and what am I passionate about? Where will I be working in a few years' time? Helping staff to evaluate their professional situation is already part of range of services we provide and which we are now expanding.

TW: What are you looking forward to when the pandemic is over?

MS: A warm reunion with the staff, including bidding farewell to State Secretary Mario Gattiker. And more lightness of heart in day-to-day life.

MS: What conclusions do you draw personally from the past year?

TW: I like the fact that staff members have a positive attitude towards the many changes of the past year and that they have the confidence to deal with them. This experience is helping to bring about a change in culture and take SEM forward as a whole.







Thomas Weder

The year 2020 in review

31.1.2020

United Kingdom leaves the EU: Bilateral agreements still apply between Switzerland and the EU

The withdrawal of the United Kingdom (UK) from the European Union (EU) at midnight on 31 January 2020 does not change the relationship between Switzerland and the UK in the short term. The bilateral agreements between Switzerland and the EU continue to apply to the UK for an extendable transition period until at least the end of 2020. Switzerland can use this transition period to further shape its future relationship with the UK as part of its 'Mind the Gap' strategy.



21.4.2020New vice director of the Asylum Directorate

Claudio Martelli is appointed vice director of SEM's Asylum Directorate from 1 June 2020. The 44-year-old from Zurich is currently head of the Zurich asylum region. He replaces Esther Maurer, who is following a new career path.

25.3.2020

Coronavirus: Switzerland extends border controls to all Schengen states

At its meeting on 25 March, the Federal Council is informed by the FDJP that entry restrictions have been extended to all Schengen states. The measure increases the protection of the population against the coronavirus.



11.9.2020

Lesbos: Switzerland assists on the ground and accepts unaccompanied minors

Following the devastating fire at the Moria refugee transit camp on the Greek island of Lesbos on the night of 9 September, Switzerland immediately offers the Greek government humanitarian aid. In addition to providing assistance on the ground, Switzerland joins other European countries in providing 400 unaccompanied minors with a safe refuge.

SEM agrees to take in around 20 children and young people from the burnt-out camp. A complete redistribution of all the Moria migrants is not the EU's main focus at present. The Federal Council is informed at its meeting on 11 September.



13.8.2020

Confederation and cantons implement measures in support of the domestic workforce

In May the Federal Council decides on a range of measures to improve employment opportunities for the domestic workforce. On 12 August the respective federal bodies, cantons and social partners discuss the extent to which the measures have been implemented against the backdrop of the coronavirus crisis.

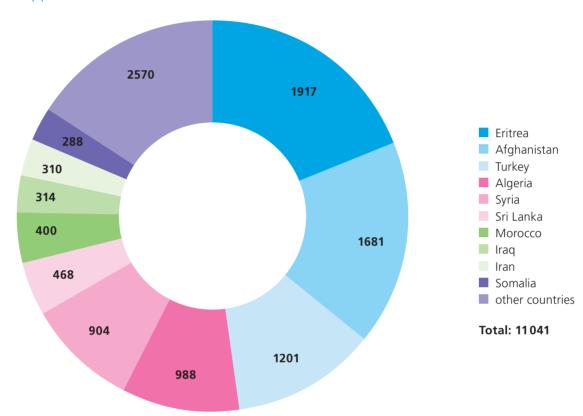
05.11.2020

COVID-19: Asylum system continues to function during the pandemic

Even in the tense situation caused by the pandemic in recent months, SEM continues to carry out asylum procedures and removals. The backlog of asylum applications submitted before the new Asylum Act came into force is largely cleared. However, the federal asylum centres are running near to full capacity and urgently require additional space. Hygiene measures and social distancing are strictly enforced in the centres. To date around 160 asylum seekers have tested positive for COVID-19.

A few figures

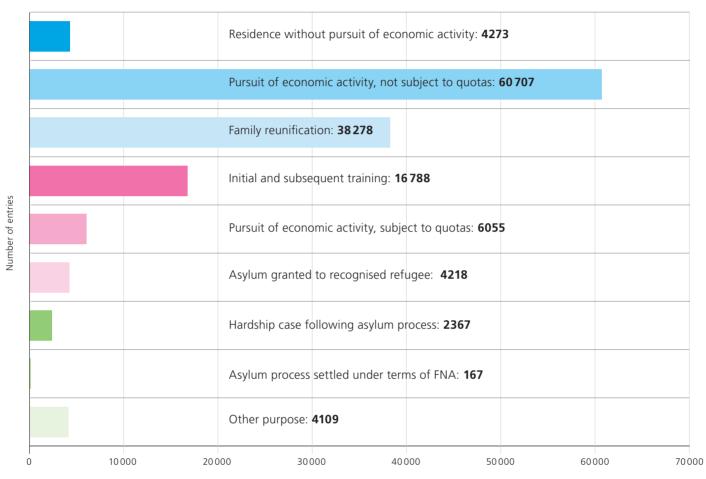
Asylum applications from 01.01.2020 to 31.12.2020



Naturalizations from 1.1.2020 to 31.12.2020 by nationality

Nationality	Regular naturalisation	Simplified naturalisation	Reinstatement of Swiss citizenship	Total number of naturalisations	Declaratory proceedings	Adoptions	Total acquisi- tion of Swiss citizenship
Germany	5940	962	0	6902	17	5	6924
Italy	2889	1044	4	3937	8	1	3946
France	2454	292	0	2746	8	2	2756
Kosovo	2380	281	0	2661	3	0	2664
Portugal	1913	133	0	2046	9	0	2055
Turkey	1088	274	0	1362	1	0	1363
North Macedonia	1129	140	0	1269	1	0	1270
Serbia	905	159	0	1064	5	0	1069
Spain	806	177	0	983	10	1	994
UK	642	82	0	724	2	1	727
Other	8022	2150	7	10 179	57	58	10294
Total	28 168	5694	11	33 873	121	68	34062

Basis of migration in 2020



Total: 136 962

Asylum statistics Total

	2020	Difference 2019–2020
Total Voluntary return	1051	-580
Total Forced return	1518	-1467
(of which special flight)	86	-83
Dublin transfers	715	-806
Unofficial departures	3574	-436
Other departures	2894	-222
Total Departures and removal enforcement	9752	-3511



State Secretariat for Migration

sem.admin.ch