

## **Clarification 1. Rationale for counting in-donor refugee costs as ODA** **Q1/ Describe in a nutshell the asylum procedure in your country.**

It should be noted that every request for international protection (i.e. asylum request) is assessed individually. In principle, a request for asylum can be made to any public security service or to any police officer. Following this request an initial interview and an identification procedure is conducted. Based on this initial interview, the Federal Office for Immigration and Asylum (BFA) will reach a predictive decision. This decision corresponds to the official start of the asylum procedure.

During the asylum procedure, it will be investigated whether Austria is responsible for the asylum request and if the request is allowable. If Austria is not responsible, the BFA rejects the request. If the request falls outside the jurisdiction of Austria under the Dublin Regulation, a Dublin procedure is initiated. During this procedure, the BFA identifies the responsible European country for the asylum request. After the respective country has given its approval, the transfer is coordinated.

In cases where Austria is responsible, the substantive asylum procedure starts. The asylum seeker will be heard on personal circumstances and the reasons for her/his flight. The hearing is accompanied by an interpreter, the presence of a legal counsellor is possible. In the case of minors, his/her legal representative is present. The BFA rules on the existence of persecution grounds according to the Geneva Refugee Convention, grounds for subsidiary protection or grounds for humanitarian residence status. The decision is rendered via official notification.

In case the asylum request is rejected, an appeal against the decision can be filed before the Federal Administrative Court ("Bundesverwaltungsgericht"). An appeal against the decision of the Federal Administrative Court can be filed before the Higher Administrative Court ("Verwaltungsgerichtshof") and before the Constitutional Court ("Verfassungsgerichtshof").

For further information on the cost items, please refer to question 4.

In general, the procedure is the same for all applicants, including the ones from „safe countries of origin“. The only difference may arise from the fact that basic care (GV) may be discontinued in selected cases where asylum seekers from "safe countries of origin" make an appeal. In those cases, relevant time periods are not counted as IDRC, given that the asylum seeker does not receive basic care.

The Austrian reception system is based on the Agreement between the Federal State and the Provinces on Basic Care (Grundversorgungsvereinbarung, GVV). This agreement determines the responsibilities of the Federal State and the Federal Provinces and constitutes an important source of information with regards to nationwide quality standards of material reception conditions.

Currently there are 11 operating Federal Reception Centres in Austria, which include 2 initial reception centres, 4 distribution centres, 4 return advice centres and special reception centres (2 for unaccompanied minors and 1 for special medical care). The different types of reception centres have to be considered separately, as several types can possibly be found in one location.

The first steps in an accommodation are supervised by the allocation of a room, the first interview with social workers and the medical examination. At this point, as with the initial interview by the Federal Office for Immigration and Asylum, it is determined whether there is a need for special medical care. Asylum seekers are also helped and supervised with their daily structure which makes life in the reception centres easier, especially at the beginning. This includes the possibility to visit the kindergarten or school regularly, to use the fitness rooms, to attend German courses or to take part in excursions or charitable projects.

Table 1. Top 5 countries of origin of asylum seekers in 2018

Country of Origin	January to December 2018
<i>Syria</i>	3.307
<i>Afghanistan</i>	2.053
<i>Iran</i>	1.097
<i>Russian Federation</i>	936
<i>Iraq</i>	727
<i>Others</i>	5.280
<b><i>In Total</i></b>	<b>13.400</b>

Source: Provisional monthly statistics of the Federal Ministry for the Interior, December 2018

#### Clarification 2. Meaning of the term “refugees”

**Q2/ Indicate the categories of refugees for which costs are included in your ODA reporting: asylum seekers, recognised refugees, persons granted temporary or subsidiary protection.**

Starting with 2018 data, the following categories of refugees are included in in-donor refugee costs: **Asylum seekers, recognized refugees** and **persons entitled to basic care** or right of residence due to **humanitarian reasons**.

Costs for **asylum seekers** within the system for basic care (“Grundversorgung”) in accordance with the federal law for basic care (“Grundversorgungsgesetz-Bund 2005”) are included in in-donor refugee costs. Asylum seekers are eligible for basic care starting with the application for asylum. Ultimately rejected asylum seekers (§6(2a) Grundversorgungsgesetz-Bund 2005 – GVG-B 2005) and asylum seekers with negative applications due to decisions based on the Dublin Regulation are excluded and are NOT reported as in-donor refugee costs although they are partly eligible for basic care (§2(1) GVG-B 2005).

**Recognized refugees** are eligible for basic care up to 4 months after they have been granted asylum and are included in in-donor-costs. **Persons entitled to subsidiary protection** as well as **persons granted right of residence due to humanitarian reasons** are also included in in-donor refugee costs as long as costs occur during the first 12 months after the application date for asylum.

Since (including) 2018, Austria did not have quota refugees. This does not mean that Austria may not have quota refugees in future. Related costs would be included and reported as IDRC. Usually, the phase where quota refugees receive basic care is short and mainly determined by (i) identity check, and (ii) health check. Once quota refugees have received a positive decision, they may stay in basic care up to 4 month.

The calculation of in-donor refugee costs has been adapted for the reporting on 2018 data following the OECD/DAC clarifications on in-donor refugee costs. An estimate of the share of ultimately rejected asylum seekers within the in-donor refugee costs (before their rejection) for 2018 is not possible at this time.

### Clarification 3. Twelve-month rule

**Q3/ When does the twelve-month rule start (date of application, date of entry into the country, date of start of support)?**

Austria takes into account the first 12 months after the application date using the unique basic care (GVS) number for IDRC reporting. In the case of recognised refugees, it thus takes into account either (i) the 12 months after application date, or (ii) the 4 month after recognition date, whatever comes first (i.e. if the 4 month after recognition date expire prior to the 12 month after application date, the inclusion of IDRC ends with the expiration of the 4-month period; if the 12 month after application date expires prior to the 4 month after recognition date, the inclusion of IDRC ends with the expiration of the 12-month period).

There are three types of discontinuation:

- (i) Stopped proceedings (e.g. if the asylum seeker withdraws from the proceeding):
- (ii) Invalid proceedings (e.g. if the asylum seeker applies by a written application which is excluded by law):
- (iii) Suspended proceedings (e.g. if the lawfulness of matrimony has to be verified, or if criminal proceedings are to be executed):

In the case of (i) and (ii), the provision of basic care and the counting of related costs in ODA ends when the proceeding is stopped/declared invalid. In the case of (iii), the provision of basic care is continued and included into IDRC (as long as this is in accordance with the 12-month rule).

The share of discontinued applications differs significantly depending on definitions used (e.g. type of discontinuation).

### Clarification 4. Eligibility of specific cost items

**Q4/ Provide the list of cost items included in ODA for each category of refugee and a justification for their inclusion.**

Foreigners arriving in Austria who applied for asylum are entitled to benefits of the basic care system. According to Article 2 of the Agreement between the Federal State and the Provinces on Basic Care (Grundversorgungsvereinbarung, GVV), the precondition for receiving these benefits is that applicants are (1) in need of assistance and (2) protection. Legally, the Austrian reception system is based on the EU-directive 2013/33/EU, the mentioned Agreement (GVV) and the Federal Basic Care Act 2005 ("Grundversorgungsgesetz-Bund") as well as corresponding regional laws. Furthermore, this Agreement (GVV) defines the responsibilities of the Federal State and the Federal Provinces, which are both obliged to provide basic care.

The following criteria are constitutive for target groups of basic care:

- (1) Need of help: A person who is in need of help is defined as a person who cannot sufficiently maintain with own means and resources his/her living requirements as well as the living requirements of dependent relatives living in the same household and also does not, or not sufficiently, receive subsistence from other persons or institutions (Art. 2 Abs 1 GVV).
- (2) Need of protection (Art 2 Abs 1 Z 1 bis 6 GVV): The need of protection results from the legal status of a person. Persons in need of protection are:
  - asylum seekers, whose request for international protection has not yet been legally decided, persons granted subsidiary protection status, persons granted asylum (up to 4 months after granting asylum)

- persons with a legally binding negative asylum request and foreigners without residence permit, who cannot be expelled for actual or legal reasons
- persons with a specific residence permit for noteworthy reasons

**(3) Worthy of being supported:** This criterion can be restricted or withdrawn due to a conviction for a criminal offense (Art. 2 Abs. 4 GVV).

The reception system in Austria follows the principle of shared responsibilities, which means that the tasks are shared between the Federal State and the Federal Provinces. In the first phase of the asylum procedure - the admission procedure the Federal State is responsible for the reception of applicants. After the admission procedure, the responsibility to provide basic care is handed over to the Federal Provinces. Basic care for persons in need of protection and help is provided as long as these persons are part of the defined target group in accordance with the Agreement between the Federal State and the Provinces on Basic Care (Grundversorgungsvereinbarung, GVV). Also, persons granted asylum are eligible to receive basic care up to 4 months after obtaining a positive decision in their asylum procedure. (If a person is not able to maintain with own means his/her living, he/she can receive other social contributions such as the needs-based minimum benefits.) As such "Grundversorgung" is per definition temporary, as it is targeted only temporary towards persons in need while they are awaiting the final decision. This temporary character shows also in the cost items which are eligible within the basic care system.

The basic care system includes the following cost items/benefits for eligible persons (Art. 6 GVV):

- (1) Accommodation in suitable housing in consideration of respecting human dignity and family unit
- (2) Provision of appropriate meals
- (3) Monthly pocket money for persons in organized housing and for unaccompanied minors, with exception of persons in individual accommodation
- (4) Medical treatment costs, if necessary, upon arrival in accordance with the requirements of the health authorities
- (5) Securing health care according to the Social Security Act (ASVG) through payment of the health insurance contributions
- (6) Provision of additional necessary medical services not covered by health insurance on a case-by-case basis
- (7) Arrangements for persons in need of care
- (8) Information, consultation and social assistance of foreigners through adequate personnel with support of translators for orientation in Austria and for voluntary return
- (9) Transport costs for transfers and in case of administrative calls
- (10) School travel expenses and provision of school supplies for pupils
- (11) If necessary, activities to structure the day
- (12) Provision of cash and non-cash benefits to guarantee essential clothing
- (13) Provision of costs for a conventional funeral or reception of a sum for a repatriation in the same amount
- (14) Return counselling, travel expenses and a one-time bridging allowance in case of voluntary return to the country of origin

Article 9 of the Agreement between the Federal State and the Provinces on Basic Care (GVV), in conjunction with the supplementary agreement on an increase of selected maximum cost rates, determines the harmonised maximum cost rates applicable to services both from the Federal State and the Federal Provinces reception system. These amounts are relevant for the accounting between the Federal State and the Provinces and not necessarily paid out to individuals. For example, with regards to accommodation, there are two types of housing: organized and private. In the case of organized housing, the applicant is lodged in a full-board accommodation facility where all basic needs

are met; hence no payment is made to the individual with the exception of pocket money and in individual cases such as school supplies.

In the reception system of the Federal Provinces recipients can also opt for private housing (rent an apartment). A monthly allowance of 150 EUR for single persons/300 EUR for families is provided in cash for housing and an amount of 215 EUR for adults/100 EUR for minors is paid out in cash for food. The table below lists maximum cost rates. No difference is made between different categories of asylum seekers/refugees.

**Reception conditions in the different reception facilities (maximum cost rates):**

Reception condition	Collective initial/transit reception centres	Organized reception facilities	Special receptions facilities for UAMs	Individual accommodation
<b>(1) Accommodation in suitable housing in consideration of respecting human dignity and family unit</b>	21 EUR per day and person (paid to the operator).	21 EUR per day and person (paid to the operator).	95 EUR when accommodated in apartment-sharing group, 63.5 EUR when accommodated in residential home and 40,5 EUR when accommodated in supervised accommodation; per day and person (paid to the operator).	Single person: 150 EUR per month and person; Family (minimum two persons): 300 EUR per month and family (paid to the individual).
<b>(2) Provision of appropriate meals</b>				Adult: 215 EUR per month and person; minor: 100 EUR per month and person; UAM: 215 EUR per month and person (paid to the individual).
<b>(3) Monthly pocket money for persons in organized housing and for unaccompanied minors, with exception of persons in individual accommodation</b>	40 EUR per month and person (paid to the individual).	40 EUR per month and person (paid to the individual).	40 EUR per month and person (paid to the individual).	Not applicable.
<b>(4) Medical treatment costs, if necessary, upon arrival in accordance with the requirements of the health authorities</b>	No maximum cost rate defined/covered by Social Security.			
<b>(5) Securing health care according to the Social Security Act (ASVG)</b>				

<b>through payment of the health insurance contributions</b>	Subject to a limit equivalent to the contribution rate fixed in accordance with articles 9 and 51 of the ASVG (currently 7.3 % inclusive of the additional sum) → The monthly contribution paid per person is EUR 86.68.			
<b>(6) Provision of additional necessary medical services not covered by health insurance on a case-by-case basis</b>	The amount of the costs depends on the particular case.			
<b>(7) Arrangements for persons in need of care</b>	Not applicable.	Special accommodation for persons in need of particular care: 2,480 EUR per month and person (paid to the operator).	Not applicable.	Not applicable.
<b>(8) Information, consultation and social assistance of foreigners through adequate personnel with support of translators for orientation in Austria and for voluntary return</b>	No maximum cost rate defined; depending on individual costs.			
<b>(9) Transport costs for transfers and in case of administrative calls</b>	No maximum cost rate defined → the amount of the costs depends on the particular case.			
<b>(10) Provision of school supplies for pupils [excl. school travel expanses - covered separately]</b>	200 EUR per School year and person (paid to the individual).	200 EUR per School year and person (paid to the individual).	200 EUR per School year and person (paid to the individual).	200 EUR per School year and person (paid to the individual).
<b>(11) If necessary, activities to structure the day</b>	No maximum cost rate defined. For leisure activities at <u>organized</u> premises, per person an per month EUR 10.			
<b>(12) Provision of cash and non-cash benefits to guarantee essential clothing</b>	150 EUR per year and person (paid to the individual).	150 EUR per year and person (paid to the individual).	150 EUR per year and person (paid to the individual).	150 EUR per year and person (paid to the individual).
<b>(13) Provision of costs for a conventional funeral or reception of a sum for a repatriation in the same amount</b>	No maximum cost rate defined; depending on individual costs. The costs for a local welfare funeral will be covered (in average between EUR 1.500 EUR and 3.000 EUR).			

<b>(14) Return counselling, travel expenses and a one-time bridging allowance in case of voluntary return to the country of origin</b>	For return counseling: no maximum cost rate defined. For return travel: in accordance with the maximum unit cost rates of the International Organization for Migration (IOM) For interim financial assistance in event of return, single payment per person: 170 EUR
--	--

A quality assessment is conducted by the Austrian Ombudsman Board and UNHCR, an accounting assessment is conducted by state officials. The table above lists the maximum cost rates for individual cost items.

#### Clarification 5. Methodology for assessing costs

**Q5/ Describe the methodology used for assessing ODA-eligible costs and provide the actual data points and detailed calculations used to reach the figures reported as ODA.**

In general:

The calculation of in-donor refugee costs within basic care is based on data from the support information system ("BIS Betreuungsinformationssystem"). IDRC are included up to the final instance in accordance (as long as this is in accordance with the 12-month rule).

Within this system, all persons who have applied for asylum and receive basic care, receive a unique basic care number ("GVS-number"). All information regarding the sustenance for a person is saved within this system and can be assigned to him/her.

All necessary data for the calculation of in-donor refugee costs stems from this system. A person can receive basic care during more than one period (e.g. due to second application). These periods are saved individually within the system assigning them to one specific GVS-number. By using this information, it can be ensured, that only costs, which occur during the first twelve months after the asylum application, are counted as in-donor refugee costs. A sustenance period of a person can therefore only be counted once and double counting is prevented.

At the same time, BIS is also used for the billing of Federal Provinces for costs regarding basic care. Thus, only predefined services, which are stated in the act for basic care and relevant regulations, are saved within the system. This ensures that the services and reference periods recorded by the system are based on legal regulations.

The calculation of the required reference periods is based solely on the data collected in BIS. This system is updated by the administrative offices for basic care of the Federal Provinces on a daily basis as soon as a service, a reference period, etc. of a person changes. The daily updates are available on the following day for necessary analyses.

#### Tracing and billing of cost for persons receiving basic care in regard to the ODA-statistics:

It is not possible to provide disaggregated data for every cost item (e.g. food, accommodation, etc.). In the Austrian system, payments are made by daily rates on a lump-sum basis for specific groups of people. The BIS is not an accounting tool but an administrative and management tool. The system thus does not allow for an ex-post analysis to determine how much of the paid rates is spent on certain cost items. All cost items within the system for basic care are eligible as in-donor refugee costs. Thus, for the calculation of Austrian in-donor refugee costs, an average of daily rates of all eligible persons is used. This average daily rate for 2018 data is set at 25.93 €

#### Determination of the eligible days in basic care according to OECD rules:

In principle, all rules of the OECD/DAC – except the following - have been taken into consideration for the calculation of eligible days in basic care.



At present, it is not possible to analyze if persons with a negative asylum request have had a different status at any other point in time. Therefore, asylum seekers with a negative decision are not considered.

It is not possible to calculate the average duration until a final decision, as for every person numerous decisions with differing legal effectiveness lead to a final decision as final decisions consist of various items that may come into force at different times.

The calculating formula is the following: Total number of days in basic care [as in accordance with eligibility rules] \* average daily rate = ODA-IDRC.

The average time to receive a decision differs significantly, depending on which conditions are considered (e.g. first vs. final instance, protection status vs. asylum). The average time in basic care until a legal negative decision was 38.1 days in 2018 (irrespective of whether the application has already been made in 2017). As for legal positive decisions, respective numbers have not been collected within the calculation of IDRC costs as they have not been part of the methodology up to now.

The average time on support and share of ultimately rejected asylum seekers may be presented as follows:

- (i) Average time on support: 110.6 days
- (ii) Share of ultimately rejected asylum seeker: 17.5 per cent (3.527 persons)

---

#### ODA costs in 2018

Result of the preliminary calculation:

In 2018, **18 273 persons** received support amounting to a total of **2 088 327 days** at a daily rate of **€ 25.93**. This amounts to a sum of **€ 54 150 319.11**.

---

OECD DEVELOPMENT CO-OPERATION DIRECTORATE  
 OECD DEVELOPMENT ASSISTANCE COMMITTEE  
[www.oecd.org/dac](http://www.oecd.org/dac)

© OECD June 2021

*This work is published under the responsibility of the Secretary-General of the OECD. The opinions expressed and arguments employed herein do not necessarily reflect the official views of OECD Member countries. This document, as well as any data and any map included herein, are without prejudice to the status of or sovereignty over any territory, to the delimitation of international frontiers and boundaries and to the name of any territory, city or area.*

