

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

Procedure

The administrative procedure for granting international protection is carried out by the Ministry of the Interior of the Czech Republic (hereinafter referred to as "the Ministry"). The commencement of the proceedings is linked to **the submission of an application for international protection by a foreigner**, which is an expression of the will of a foreigner who appears to be seeking protection from persecution or serious harm in the Czech Republic. Such a foreigner has the obligation to arrive within 24 hours of the application (except in exceptional cases) at a reception centre, where he/she will provide the Ministry with more detailed information on the submitted application and where specialized police personnel, the so-called Alien Police, will carry out identification acts. The foreigner is required to hand over his/her travel document at the receiving center, to be able to take fingerprints and to obtain a video record. A foreigner's medical check-up will also take place at the reception centre. The procedure for granting international protection determines the reasons why the foreigner has left his/her country and whether the foreigner fulfils the conditions for obtaining the asylum or subsidiary protection. After completing all the necessary steps, the applicant for international protection is usually transferred to a residence centre, where he waits for a decision at first instance. During this time, the foreigner is interviewed to specify the reasons given in the application for international protection. **The Ministry shall issue, no later than six months after the date of the submission of the data on the application, the decision in the matter.** If due to the nature of the matter, it cannot be decided within this time limit, the Ministry may extend it for reasons foreseen by the law. The decision on international protection comes into force on the day of its delivery to the applicant. In the case of a negative decision (i.e. rejection of international protection) by the Ministry, the foreigner is obliged to leave the Czech Republic if he/she does not bring legal action against the negative decision, even with a proposal for granting a suspensive effect.

During the proceedings for granting international protection, the foreigner is entitled to use his/her **mother tongue** or another language in which he/she is capable of communicating. Over the course of the entire proceedings, the foreigner has the right to an interpreter free of charge; the related expenses are borne by the state. If the foreigner so desires, he/she can invite an additional interpreter of his/her choosing, however, this is at the foreigner's own expense.

Foreigners older than the age of eighteen have the right to act independently during the proceedings for granting international protection. Persons younger than 18 must be represented during the proceedings, starting at the time the application is filled, either by their authorised representative (parent) or, if this is not possible, by a guardian for residence appointed by the court on the basis of a recommendation made by the Ministry of Interior, Asylum and Migration Policy Department ("AMPD"). If a foreigner cannot act independently during the proceedings due to health reasons, the AMPD will designate a guardian for him/her solely for the purposes of the proceedings for granting international protection.

During the proceedings for granting international protection, the applicant also has the **right to request another person for legal advice**, or even to be represented in the proceedings by this person. The person must be authorised on the basis of a written power of attorney.

However, the applicant must always take delivery in person of any decision issued in relation to a matter of international protection, without regard to the fact that he/she has an authorised representative.

The applicant also has the right to be in contact with the Office of the United Nations High Commissioner for Refugees over the duration of the proceedings for granting international protection or to turn to non-governmental organisations that are involved in protecting the rights of applicants for the granting of international protection. The applicant will

receive a list of these organisations from the Ministry immediately at the time that the application for international protection is filed.

With regard to the facilities of the asylum facility to provide meals, a financial contribution corresponding to the subsistence level can be provided instead of a meal. The financial contribution is granted only for the duration of presence in the asylum facility and is paid by the Refugee Facility Administration.

In the case of private accommodation, the foreigner can apply for a financial contribution to cover the cost of accommodation, meals and other costs.

During the procedure for granting international protection, the foreigner has the right to free health care in the range of care covered by the health insurance provided by a special legal regulation, as well as the right to reimbursement of health care in connection with the ordered quarantine or other measures related to the protection of public health.

Trends in asylum applications

Over a number of years, the most frequent applicants for international protection in the Czech Republic have been Ukrainian nationals. This was the case in the year 2018 as well, when 307 applications from Ukrainian nationals were submitted at the end of September. Since 2017, the number of applicants for international protection from Georgia has started to increase after visa liberalization, and this year the country is ranked second in the list of the most widely represented source countries. By the end of September, Georgian nationals filled 130 applications.

The two above mentioned are followed by Cuban nationals in 2018; especially during the summer months, there was an increase in the number of applications that lasted throughout September and continues to last. In total, in 2018 (as of the end of September), Cuban applicants submitted 85 applications for international protection. This is followed by citizens of Vietnam (73), Uzbekistan (67), Iraq (60), Russia (60), Armenia (51), Azerbaijan (41), Turkey (34), Syria (32), Kazakhstan (27) and Mongolia (17). The total number of asylum applications in the year 2018 (as of the end of September 2018) was 1 206, which means an increase by 11 % compared to the same period last year.

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.

All categories of refugees are included in our ODA reporting – asylum seekers, recognized refugees and people granted subsidiary protection. The Czech Republic also include costs related to discontinued asylum applications, as long as these persons were resident in the reception or resident centres. In case of ultimately rejected applicants for international protection, the costs are included during the time of their stay in the facility, but this is usually not of a long-term nature.

However, the actually incurred costs related to recognized refugees, counted as ODA, are close to zero. Recognized refugees typically leave the facilities upon obtaining asylum or subsidiary protection. Those who continue to stay in residential centres mandatorily pay for the costs of their accommodation (and meals and other services, if applicable). In case they are unable to do so, the Czech state provides them with financial benefits. The benefits are financed from a completely different budget chapter and are not included in Czech ODA.

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)?

In case of accommodation, food, education, transport, voluntary repatriation and cash allowance the twelve-month rule starts with the date of start of support. In case of health care, it is the date of application. However, the majority of costs related to health insurance - provided to asylum seekers free of charge - are not included in our ODA reporting due to the difficulty, in the Czech context, to distinguish between health insurance provided to asylum seekers and to other entitled persons.

In the Czech Republic, it is possible to report costs for a calendar year (1 January – 31 December) which corresponds with the state budget planning and accounting year. Costs of applicants for international protection are included in the given calendar year from the date of submission of their application.

In order to avoid reporting as ODA costs related to refugees who have stayed longer than 12 months, the Czech Republic does not include types of costs where the Czech Republic cannot establish the length of stay of their beneficiaries. It is also relevant to note that asylum seekers rarely stay in our territory longer than 12 months, since the vast majority of applications for international protection in the Czech Republic are settled in a shorter period.

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.

Overview of the eligible costs and their coordination institution

Firstly, here is an overview of all the eligible costs and their coordinator office or institution in the Czech Republic:

- a) Meals and accommodation – Refugee Facilities Administration of the Ministry of Interior (RFA)
- b) Education, courses - coordination: Ministry of Education, Youth and Sport, financed by the Ministry of Interior (Czech language courses and compulsory school attendance of children), RFA (retraining courses and further education of adults within the state integration program) – so far not reported as ODA
- c) Healthcare / Insurance - data coordination is under the Ministry of Health, the General Health Insurance Company and The Ministry of Labour and Social Affairs (MLSA) (Asylum seekers and holders of international protection are part of the system of public health insurance) – so far not reported as ODA
- d) Other temporary support - RFA (contribution to applicants staying at private accommodation, pocket money for applicants)
- e) Ensuring voluntary return to the country of origin – RFA – so far not reported as ODA
- f) Transport – RFA – so far not reported as ODA
- g) Rescue at sea – not applicable in the context of the Czech Republic
- h) Administrative costs directly linked to the provision of temporary support – RFA – not applicable

Ad. A) Meals and Accommodation

The practical side and covering the costs for refugees are administered by the Refugee Facilities Administration of the Ministry of Interior (RFA MOI), which is an organizational section of the state subordinated to the 1st Deputy Minister of the Interior for Internal Security. The reason was to separate the authority of the state administration in the area of asylum policy and administration process of granting asylum, from providing services to applicants for asylum, or international protection. RFA MOI has become a practical implementation of a part of the national migration and integration policy.

The RFA MOI operates several types of facilities - Reception Centers, Residential Centers, Integration Asylum Centers, Facilities for the Detention of Foreigners. The Czech Republic ODA reporting includes costs incurred for applicants who are located only in Reception Centers and Residential Centers. In Integration Asylum Centers, the costs are practically not incurred with regard to the status of accommodated persons and their access to employment or social benefits. Detention facilities for foreigners are excluded from ODA reporting from 2019 flows onwards.

The applicants for international protection (hereinafter applicant/s) housed in above-mentioned Centres are provided with the following services:

- Meals (reception centres) or meal vouchers (residential centres);
- Social services (provided by the RFA MOI staff). These include, for example, provision of necessary clothing, direct care of a social worker for the applicant, provision of escorts to a doctor, etc.;
- Leisure activities (provided by the RFA MOI staff);
- Other services including material needs (hygiene products, etc.), all provided by the RFA MOI.

Therefore, it is clear that the RFA MOI has a comprehensive overview of all the costs for the applicants, provided they use the RFA's services during the period of their stay.

Ad B) Education, courses – partly not ODA eligible, i.e. not reported

Costs of education and courses are a part of the budget depots of the RFA MOI, if it is not provided directly by the RFA employees. Therefore, if there is a contract with an external teacher or educational institution, the RFA is able to quantify it.

The Ministry of Education, Youth and Sports also provides Czech language courses and courses in cultural and democratic education for persons who have received international protection in the form of asylum or supplementary protection in the Czech Republic.

As regards Czech language courses, the Czech Republic has stopped including these costs from 2019 ODA reporting onwards to prevent possible contradiction of integration-oriented activities and ODA.

The democratic education courses have since 2019 been financed from an EU fund (AMIF, managed by the European Commission/ DG HOME), i.e. no longer from the Czech Republic budget. Therefore, these costs are no longer reported in Czech ODA either.

Ad C) Healthcare / Insurance – not reported as ODA

The Ministry of Health and the General Health Insurance Company (called by its acronym "VZP" in the Czech Republic) register asylum seekers or persons under other forms of international protection as their insured policyholders, but



they do not have to keep records on what merit the person became insured. As a result, health insurance companies (and thus the Ministry of Health) are not able to quantify the cost of insurance for asylum-seekers, as such information is not compulsorily collected.

Furthermore, it is not possible to quantify the cost for the asylum-seekers at the time when they had such status.

In other words, although an insurer may keep a record of how many asylum seekers they have in their database during the year, they can then quantify how much they paid for such person, but they can no longer tell how much they paid for them when they had the status of an asylum seeker, and when they were categorized differently. As a result, such costs were not reported as ODA in previous years and it is likely that the Czech Republic will not be able to provide the data required for reporting in the upcoming years either.

The Ministry of Labour and Social Affairs (MLSA) monitors data for the following benefit for persons who have already been granted international protection either in the form of asylum or subsidiary protection:

- state social support (child allowance, parental allowance, housing allowance, childbirth allowance, funeral allowance);
- assistance in material need;
- foster care benefits;
- benefits for people with disabilities.

When it comes to Asylum seekers – i.e. applicants, they are only provided means/benefits/services from the Ministry of the Interior until the granting of asylum or supplementary protection. At this stage, the Ministry of Labour and Social Affairs does not pay any benefits/contributions.

The statistical systems of the MLSA do not track separately the costs of asylum seekers who are in the territory of the Czech Republic for the first year of their stay. Unfortunately, this figure cannot be disaggregated from overall statistics. It would only be possible to compare the list of names from the previous and the monitored year, but it is not, according to our statisticians at MLSA, practically feasible.

Therefore, these costs have not been reported as ODA, either.

Ad D) Other temporary support

The Czech Republic does not report any costs under this item. The only potentially eligible type of expenses could be a contribution to applicants staying at private accommodation, and/or pocket money for applicants. This data could be, to some extent, obtained from the aggregated budget of the RFA.

Ad E) Ensuring voluntary return to the country of origin – RFA

The Czech Republic does not report any costs under this item. The RFA is able to provide expenditures on voluntary return in the yearly volume (including the number of completed returns). These expenditures are monitored at the RFA headquarters, and their separate quantification has no impact on other categories of expenditures.

Ad F) Transport – RFA

See above (E: Ensuring voluntary return).

Ad G) Rescue at sea – not applicable in the context of the Czech Republic

Not applicable to the Czech Republic as a landlocked country.

Ad H) Administrative costs directly linked to the provision of temporary support – RFA – not applicable

The Czech Republic does not report any administrative costs under this item.

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.**

As for ODA reporting, we include all applicants for international protection who reside in Reception and Residential Centers, regardless of the outcome of their international protection proceedings. Therefore, we do not quantify the share of rejected applicants.

We only count persons who reside in Reception and Residential Centers. Holders of international protection do not reside in these facilities. As soon as the applicant receives a positive decision and obtains asylum or subsidiary protection, he/she leaves the facility. Therefore, he/she is no longer included in costs reported as ODA.

The average duration of support is four months.

From the Clarification 4, it is clear that the only eligible (and so far reported) costs are borne by the RFA. The method of assessing costs for other relevant institutions is described above, and this Clarification will, therefore, be only about the methodology for cost assessment of the RFA.

As the applicants can leave the Centres and therefore the costs on them are only when they are physically present at the Centres, a unit was created to calculate the exact costs. The RFA calls it FPD – Physical Residence Day (“Fyzický pobytový den” in Czech), thanks to which it is possible to calculate the amount needed for one applicant per day physically present in the Centres; however not costs per applicant, as each applicant spends a different number of days there (so it is not possible to use it as unit of measure). The calculation is performed as follows: for the entire monitored period (fiscal year) the numbers of physically present applicants are counted (these data are continuously monitored and recorded) and this number then divides the volume of costs incurred in a particular asylum facility (see a list at Clarification 4). With this calculation, we get the average cost per applicant for one day of his/her physical stay in the facility.

Regarding wage costs, the RFA uses estimates to determine the ODA-eligible part of those costs, i.e. related to personnel providing services to asylum seekers and refugees, in contrast to management, human resources and IT personnel etc. The estimation of personnel/wage costs is made in the context of each specific asylum facility, as they have different sizes and different staffing. It is taken into account that the staff in some professions also hold positions that are not related to the direct care of applicants in the facility (e.g. they provide material support to the AMPD in the

regions, etc.). Therefore, for these professions, only a part of their wage costs is reported (this is then determined by estimation according to the predominant activity).

Given by its type (organizational units of the state), the RFA must keep accounts according to a valid budget classification, determined by the Ministry of Finance, respectively the Ministry of the Interior.

Individual Centres manage their own budgets (internally allocated from the total RFA budget) and as such lead to individual financial accounting locations. Exceptions to this rule are investment expenditures (Program Financing Expenditures) and wage costs, both of which are charged to the RFA headquarters in Prague but also broken down into individual financial locations.

The budget structure is divided into a series of budget items that can be summarized as follows:

- a) Food;
- b) Material;
- c) Energy;
- d) Services;
- e) Repair and maintenance. These are minor repairs and routine maintenance of asylum facilities (Reception and Residential Centers), including repairs of their equipment;
- f) Others, including transfers to the population (such as the payment of a financial contribution instead of a meal).

As all services are provided by the RFA staff on its own premises, it is very problematic to quantify separately catering and accommodation costs because each of these contains a number of budget items (such as food, energy in the kitchen, wages of kitchen staff, repairs and maintenance of the kitchen and facilities, etc.). The case of accommodation costs is very similar.

In the methodology of calculation, the Czech Republic assumes that Centres are operated with the goal to provide services to applicants (especially accommodation and meals) and thus all their operating costs are the costs of providing these basic services (apart from those tracked separately).

Categories of refugees

It is not possible to track separately costs related to ultimately accepted asylum seekers and ultimately rejected asylum seekers. The RFA Centres' mandate is to provide services for all applicants equally, regardless of the decision whether the applicants are ultimately accepted or not. The management of the asylum procedure is at the discretion of the Ministry.

Once applicants are granted the status of refugees, the RFA as the general provider of integration services is able to quantify the costs of individual integration plans for each calendar year, including the number of persons who receive such service. Such costs are monitored at the RFA HQ and its quantification has no impact on other categories of costs. Refugees in the Integration Centres are offered services on a pay-as-you-go basis, financed both from earned income, when the refugee works, and from social benefits, as appropriate. The calculation of these costs is therefore not available.

Timeline

For the RFA, the easiest and most practical is the so-called **fiscal year, identical with the calendar year**. At the beginning of February each year, all aggregated data are available and provided through the Ministry of Foreign Affairs

to the OECD (Advanced Questionnaire). The RFA prefers the timeline to stay this way, as moving it to another date would require working with data from two fiscal years and would be unnecessarily complicated.

Provide data on the number of refugees and per capita costs (included in ODA), the average time to get a decision on status, the average time on support, the share of rejected asylum seekers.

In **2017**, services provided to **1 450 persons** (asylum seekers and recognized refugees combined) were included in ODA, with average **per capita costs of USD 14 521**.

According to Ministry of the Interior statistics for the first eight months of 2018, the **average length of asylum procedures was 67 days**. In 92.6 % of all cases, the length of asylum procedures met the requirement of Law on Asylum that entered into force on January 1, 2000. In the remaining cases, applicants for asylum received information about the new deadline for completing the asylum procedure in compliance with the law.

Out of 1 268 decisions issued until the end of September 2018, there was **43.5 % of negative decisions (i.e. of rejected asylum seekers)**, compared to 10 % of positive decisions. In the remaining share of cases, the asylum procedure was discontinued.

ODA costs in 2017

Rent of accommodation: USD 106 776

Language support: USD 147 042

Refugee facilities administration of the ministry of the interior: USD 21 055 837

Support for the public infrastructure related to the first year asylum holders: USD 43 873.3

Cost of the State Integration Programme (for first year asylum holders): USD 377 327.8

Total ODA: USD 21 730 855

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