

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

The International Protection process or asylum procedure in Ireland is governed by the International Protection Act 2015, which came into effect on 31 December 2016.

A person applying for International Protection makes states all grounds for seeking international protection (asylum and subsidiary protection) and to be permitted to remain in the State for humanitarian reasons. This application is examined and determined in one process.

In relation to this process, when a person indicates that they wish to make an application for international protection, a preliminary interview is carried out to clarify the following: general grounds on which the application is based, the identity of the person, the nationality and country of origin and the route travelled. The interview may take place at the port of entry or at the International Protection Office.

An initial admissibility assessment is then carried out. Where the person is admissible, an application for refugee status is made in writing using a prescribed form to the Minister for Justice and Equality.

The applicant is given permission to enter and remain, or remain in the State (if already there) while their application is being examined and is given a Temporary Residence Certificate.

There is a duty on the applicant to actively co-operate with the examination of their application.

Following completion and submission of the international protection questionnaire, a substantive interview is carried out at the International Protection Office (IPO) or any other designated regional locations. A report of the interview is prepared along with a recommendation to:

- Grant refugee status, or
- Refuse refugee status and grant subsidiary protection status, or
- Refuse refugee status and subsidiary protection status and grant permission to remain, or
- Refuse refugee status, subsidiary protection status and permission to remain.

Applicants can appeal a recommendation to:

- Refuse refugee status
- Refuse refugee status and subsidiary protection status

The appeal can be taken to the statutorily independent, International Protection Appeals Tribunal (IPAT).

Applicants can appeal a decision to refuse permission to remain by way of Judicial Review to the High Court.

Following consideration of the appeal, the IPAT can decide to:

- Affirm the recommendation of the IPO that the applicant should not be given a refugee declaration.
- Set aside the decision of the IPO and recommend that the applicant be given refugee declaration.
- Affirm the recommendation of the IPO that the applicant should not be given a refugee and subsidiary protection declaration.
- Set aside the part of the recommendation that the applicant should not be given a refugee declaration and recommend that a refugee declaration be given.

- Set aside the part of the recommendation that the applicant should not be given a subsidiary protection declaration and recommend that a subsidiary protection declaration be given.

Following the decision of the IPAT, a review of this permission to remain is carried out in certain circumstances. The Minister grants/refuses to give a refugee and/or a subsidiary protection declaration in line the IPO recommendation or the decision of the Tribunal, where applicable.

Where refugee status, subsidiary protection status and permission to remain is refused, the Minister (subject to refoulement considerations) makes a deportation order in respect of the person.

Ireland's International Protection Act 2015 (Section 72) allows the Minister to designate a country as a safe country of origin subject to certain conditions.

Under this Act (Section 33) a country that has been designated as a safe country of origin shall, for the purposes of the assessment of an application for international protection, be considered to be a safe country of origin in relation to a particular applicant only where,

- a) the country is the country of origin of the applicant, and
- b) the applicant has not submitted any serious grounds for considering the country not to be a safe country of origin in his or her particular circumstances and in terms of his or her eligibility for international protection

If an applicant for international protection is from a designated safe country of origin the application will be given full consideration on its merits.

The application may be prioritised for interview and any appeal must be lodged to the International Protection Appeals Tribunal (IPAT) by notice in writing within 10 working days (instead of the normal 15 working days) and unless the IPAT considers it is not in the interests of justice to do so, it shall make its decision in relation to the appeal without holding an oral hearing.

The main reception services and allowances offered:

When a person makes an application for international protection (IP), a suite of government services and supports are made available. International Protection Accommodation Services (IPAS) in the Department of Justice & Equality provide accommodation, food, utilities and the Minister grants labour market access permission to eligible applicants. The use of accommodation and services provided by IPAS is voluntary and an IP applicant may, if they wish to arrange alternative private accommodation.

If the IP applicant is accommodated by IPAS, they will initially be accommodated in the National Reception Centre, where they are offered health screening and an initial orientation. Following approximately four weeks at the national centre, their accommodation centre is designated.

The Department of Health and the Health Service Executive provide healthcare services.

The Department of Employment Affairs and Social Protection provides relevant allowances including the weekly payment for residents (which is currently €38.80 for adults and €29.80 for children).

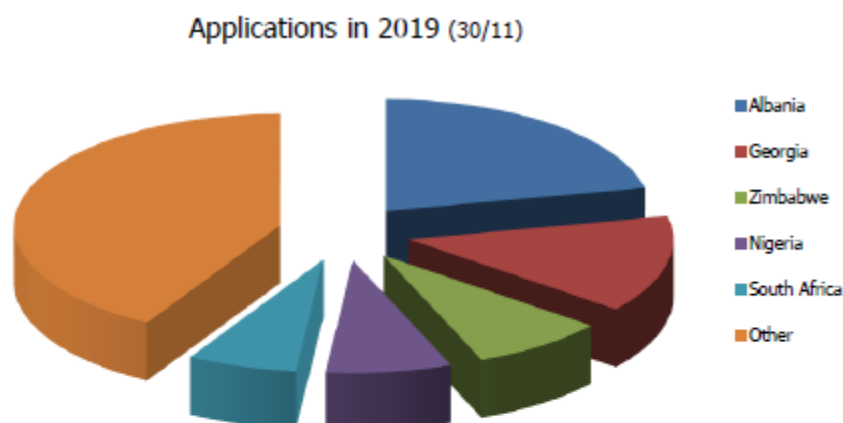
The Department of Education and Skills provides school places for children.

Recently, IPAS accommodation centres began moving to the independent living model, meaning all residents have access to cooking facilities and an in-house food hall where they can get their groceries using a cashless points-based system. Almost 50% of IP applicants avail of this rather the previous model where meals are provided by the centre.



Main countries of origin of asylum seekers, recent trends, etc.

The table below provides the top five countries of application.



Nationality	Applications	% of total
Albania	972	21.7
Georgia	631	14.1
Zimbabwe	371	8.3
Nigeria	344	7.7
South Africa	299	6.7
Other	1,870	41.7
Total	4,487	100.0

The Dublin procedure is operated in line with Regulation (EU) No 604/2013 (The Dublin Regulation) and Regulation (EU) No 603/2013 the 'EURODAC Regulation'.

The fingerprints of an international protection applicant are searched against the EURODAC system, and any other fingerprints taken in the past 10 years are also searched. If the applicant has previously applied for asylum in another Member State, this will result in a 'Hit'. This will automatically place a case as being a potential 'Take Back' to the Member State that recorded the fingerprints. Ireland has 2 months in which to make this request.

If it can be proved that an applicant has a valid visa, is waived a visa to enter another Member State but not Ireland, or if the applicant has a close family member in another Member State, Ireland can ask the relevant Member State to 'Take Charge' of the application within 3 months' time limit.

If the Member State accepts Ireland's take back or take charge request, we have 6 months to transfer (the transfer is automatically suspended during which a court or a tribunal have taken a decision).

Discontinued applications

Reason for Withdrawal for IP Applications made in 2017

Civil Partnership/Marriage to an EU National	4
Civil Partnership/Marriage to an Irish National	1
Irish Born Child	12
Other	36
Voluntary Repatriation	44
Total	97

The costs for discontinued applications are included. The calculations were based on how many persons made an accommodation application to RIA, and that number was multiplied by the cost per person.

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.

Ireland's model does not distinguish between the types of applicants for international protection or between those ultimately accepted and ultimately rejected.

The system now provides for a single application procedure for international protection, so that each applicant will get a first instance recommendation on whether they were granted refugee status, subsidiary protection, refusal etc. They can then decide to appeal this recommendation / decision. There can be several more stages before they get a decision depending on the individual but on the whole they will remain in accommodation during this process.

As the decision process generally takes over 12 months (985 days average), Ireland presumes individuals will remain for at least 12 months. Ireland therefore counts 12 months of support for each individual. Using the average cost per resident for accommodation ensures the most accurate imputation possible given that it is not currently possible to drill down to where each individual is in the process. Therefore, in principle, Ireland includes costs for asylum seekers (ultimately accepted and rejected), recognised refugees, persons granted temporary or subsidiary protection and quota refugees.

Figures below represent the number of persons who were issued with final decisions to either grant/refuse refugee status or subsidiary protection by the Department of Justice's Ministerial Decisions Unit (MDU) in 2019.

- 947 were granted Refugee Status
- 165 were granted Subsidiary Protection
- 1631 were refused Refugee Status
- 70 were refused Subsidiary Protection
- **2813 Total number of persons received protection decisions from MDU in 2019.**

Counting the share of rejected asylum seekers is not straightforward, as receiving status can take years to confirm. As of 17/01/2020, 19.6% of International Protection applications from 2017 had been rejected. As it can take up to a number of years to make a final determination on status, these costs are currently being included as 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)?

Ireland calculates ODA for the year based on the number of applications in that calendar year (January 1st to December 31st, therefore each individual can only be counted once. The average length of time in days taken from date of application for international protection to issue of Minister's final decision was 985 days, with an average number of days spent in MDU of 75 days.

For clarity in relation to the average length of time it took for decisions issued in 2019 from application date to decision date the following are contributing factors;

- Not all decisions issued in 2019 were applications made in 2019.
- The International Protection Act 2015 became operational in January 2016. All cases that had not been decided by the Refugee Appeals Tribunal, (now the International Protection Appeals Tribunal) were returned to the IPO for Subsidiary Protection consideration before either returning to IPAT to continue an appeal(s) or final decision issued by the Ministerial Decisions Unit.
- The Ministerial Decisions Unit processes recommendations received from the International Protection Office and decisions of the International Protection Appeals Tribunal in chronological order based on the date the file is received in the Unit. Once the necessary due diligence has been carried out by the Ministerial Decisions Unit in relation to all grants, a Ministerial Declaration of status will issue as soon as possible. Refusals are issued as soon as possible following receipt of file where possible.

As the decision process generally takes over 12 months, Ireland presumes they will remain for at least 12 months. Ireland therefore counts 12 months of support for each individual.

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.

Basic health care: protection Applicants are entitled to a medical card while their protection application is being determined. The medical card covers the cost of providing free General Practitioners services and drugs to medical cardholders.

Shelter – Accommodation:

A 2020 review of 2019 figures for the accommodation cost imputation percentage estimated 63% of accommodation costs as being eligible. This is based on the details of actual and some predicted spend for the 7 state run centres only. The available detail for commercial centres and emergency accommodation is too limited to provide an estimate, so 63% has been used as a proxy for all costs.

ODA guidelines have been used to estimate this proportion.

The following costs have been included as they provide temporary sustenance for residents:

- Food/catering
- Utilities/Sewage/Waste/OPW
- Maintenance
- Purchases for residents (including nappies)
- Transport (including taking residents to centres and transport provided by centres)



The following costs have been excluded based on OECD guidelines (see DCD/DAC/STAT(2019)16 - para 14)

- Management costs = admin costs including staff not directly working with residents, management, IT
- Security = cost not a direct service for residents and includes staff and CCTV (classified as IT)
- Employer/staff supports

In addition to the above estimate of the proportion of eligible accommodation spend, there are additional costs that are also eligible and have been included;

- Pre-school costs
- Additional transport
- Additional utilities

Shelter – Local authority resettlement grants: 75% of the expenditure for the local authority resettlement grants is refunded from EU under the Asylum, Migration and Integration Fund (“AMIF”). The other 25% is counted here.

Training – all-in-costs post primary: Post primary education refers to second level education, which is compulsory in Ireland until age 16.

Training – Language support: Ireland distinguishes between literacy provision and English for speakers of other languages (ESOL) in that literacy provision is aimed at adults proficient in spoken English language but who have unmet needs in the receptive and expressive aspects of written English. ESOL is aimed at migrant adults with poor English language skills.

ESOL provision is funded through the global Adult Literacy fund, and through ESOL programme funding, the Refugee Resettlement Programme and in some cases the Back to Education Initiative (BTEI). The majority of ESOL provision is catered for under adult literacy services with a smaller minority of ESOL learners availing of tuition under the BTEI.

Other – Temporary assistance: This includes items associated with resettlement, including interpretation, transport and other similar requirements.

Other – Unaccompanied minors: The costs attributed to the care of unaccompanied minors are costs reported by Ireland’s Child and Family Agency (Tusla). Each separated child is allocated a child protection social worker, who is responsible for the development and implementation of an individualised statutory care plan for the child. They also supervise the standard of the child’s placement and provide services and support to meet the child’s needs. If the social work assessment indicates that applying for asylum in Ireland is in the child’s best interest, the social worker assists with the application for refugee status in accordance with the Refugee Act, 1996.

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.

2018 data was imputed using the 2017 base estimates for cost per asylum seeker and the actual arrival figures for applications for asylum in 2018. While most of these costs remain reasonably consistent year-on-year, Ireland has reviewed and updated the methodology as part of the 2019 data preparation process, bringing in new base estimates of costs where available.

In cases where services are available to all citizens, e.g. maternity care, imputations are used based on the number of eligible refugees and the average cost of providing the care across the population. In cases such as maternity care and primary education, the number of births and the number of individuals in the age cohort respectively are used to

calculate the cost, and in cases such as health care through the medical card, the full cohort is used as all individuals are assumed to be eligible. Maternity costs have been removed from the methodology in 2019 due to insufficient data availability.

Formulas for calculating costs for year x (2017 and 2018):

Accommodation:

- 1) Total direct provision costs / Number of persons = Average cost per person
- 2) Percentage of costs eligible for ODA = 61 %
- 3) Average cost per person * 61 % = Average cost per person of eligible costs
- 4) Average cost per person of eligible costs * Number of accommodated applicants = ODA amount

Pre-school: Length of average school year * Cost of a pre-school place per child * Number of arrivals of asylum seekers aged 3-4 years old = ODA amount

All-in-costs primary:

Assuming little or no change in the cost of education services costs since 2013, Ireland uses figures for the year 2013.

- 1) Cost of the all-in primary school in year 2013 / Number of asylum seekers of primary school going age (5-12 years old) in year 2013 = Per person cost in year 2013
- 2) Number of asylum seekers going to primary school * Per person cost in 2013 = ODA amount

All-in-costs post primary:

Assuming little or no change in the cost of education services costs since 2013, Ireland uses figures for the year 2013.

- 1) Cost of the all-in post primary school in year 2013 / Number of asylum seekers of post primary school going age (13-17 years old) in year 2013 = Per person cost in year 2013
- 2) Number of post primary school aged asylum seekers arrived * Per person cost in year 2013 = ODA amount

Language support: Cost of language support / Total number of asylum seekers * Number of asylum seeker applicants = ODA amount

Adult literacy:

Assuming little or no change in the cost of education services costs since 2012, Ireland uses figures for the year 2012.

- 1) Estimated cost of this service in year 2012 / Number of adult asylum seekers in RIA accommodation in year 2012 = Per person cost
- 2) Number of adult asylum seekers arrived * Per person cost = ODA amount

Medical care:

Assuming that all asylum seekers arrived in year x held medical cards.

Average cost of a medical card * Number of asylum seekers arrived = ODA amount



Medical screening:

On average, there is an 80-85% uptake of voluntary health screening. Ireland uses an estimated 82.5% rate for calculation. Assuming little to no change in the cost of healthcare since 2015.

- 1) Number of asylum seeker applicants * 82.5% = Number of asylum seeker applicants who availed health screening
- 2) Estimated average cost per person in year 2015 * Number of asylum seeker applicants who availed health screening = ODA amount

Maternity:

Assuming little to no change in the cost of healthcare since 2015.

Number of births to mothers who applied for asylum in the same year¹ * Average cost of maternity services in year 2015 = ODA amount

Cash allowance (Direct provision allowance, exceptional needs payments, other):

- 1) Weekly allowance for each adult and child in direct provision * 52 * Number of applicants in direct provision = ODA amount for weekly allowance
- 2) ODA amount for weekly allowance + Estimated additionally one off payments (clothes, buggies, back to school clothing and footwear allowance etc.) = ODA amount

Legal assistance:

Assuming little or no change in cost of providing refugee legal services from year 2014 and 2016.

- 1) Costs for refugee legal services in year 2014 / Overall legal aid board cost in year 2014 = Share of costs for refugee legal services from the overall legal aid board cost in year 2014 (Share 2014)
- 2) Overall legal board income in year 2016 * Share 2014 = Estimated cost for refugee legal services in year 2016
- 3) Estimated cost for refugee legal services in year 2016 * Percentage of all asylum seekers that arrived in Ireland = ODA amount

Unaccompanied minors: Number of applications for asylum from unaccompanied minors * Additional cost of 1 minor per year (taken from 2016 Tusla report, 33,436 €) = ODA amount

Transport within host country:

Assuming little or no change in the cost of transport from year 2014.

Estimated per person cost in year 2014 * Number of school going age applicants arrived = ODA amount

Resettlement costs:

¹ In the calculation of ODA costs in 2017, this cost item excludes potential births in 1 reception centre (Baleskin), as they were unable to provide a figure for 2017.

The resettlement of refugees in Ireland is supported by meeting the travel and related costs of refugees approved by the Minister for Justice and Equality to travel to Ireland to resettle here under the UNHCR-led Refugee Resettlement Programme.

ODA costs in 2017

i) Temporary sustenance

Shelter:	
Accommodation:	16 900 000 €
Local authority resettlement grants:	390 000 €
Grants to Irish Red Cross for Pledged Housing:	640 000 €
Training:	
Pre-school:	200 000 €
All-in-costs primary:	1 070 000 €
All-in-costs post primary:	1 030 000 €
Language support:	1 850 000 €
Adult literacy:	470 000 €
Medical:	
Medical care:	3 090 000 €
Medical screening:	990 000 €
Maternity:	120 000 €
Other:	
Cash Allowance (Direct provision allowance, exceptional needs payments, other):	3 530 000 €
Legal assistance:	3 610 000 €
Unaccompanied minors:	1 040 000 €
Temporary assistance to refugees:	840 000 €
Total amount I:	35 770 000 €

iii) Transport

Transport within host country	190 000 €
Resettlement costs	150 000 €
Total amount transport:	340 000 €

Overall total amount I	36 110 000 €
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IN-DONOR REFUGEE COSTS IN ODA