

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

Foreigners who arrive in the Netherlands and who are looking to be officially recognized as "refugees" can submit an asylum application to the Immigration and Naturalization Service, or IND (*Immigratie-en Naturalisatiedienst*). The application of every asylum request is assessed individually in an eight-day general asylum procedure (AA). If more time is needed to assess the application, the general asylum procedure will be followed up by an extended asylum procedure (VA). During this process the COA (*Centraal Orgaan opvang Asielzoekers*) provides housing. In the case the IND approves an asylum application the foreign national will receive an asylum residence permit. Furthermore, he or she is relocated from one of the facilities of the COA to social housing, which is arranged by the municipalities. If the IND rejects an asylum application of a foreign national, he or she has the possibility to appeal against the decision in court and subsequently at the Council of State (*Raad van State*). Once an asylum application has been rejected and if all options for appeal have been depleted the case is transferred to the Repatriation and Departure Service, DTV (*Dienst Terugkeer en Vertrek*). DTV will then initiate a return process and the right to housing is irrevocably withdrawn. The department of Justice and Safety oversees the aforementioned organizations (COA, IND and DTV).

Since March 1st 2016 the Netherlands has put into place a range of different asylum applications called 'tracks' that are more catered to the characteristics of the applicant. In total there are five tracks: a track for Dublin claimants (track 1) for asylum seekers from a safe country of origin or who have protection elsewhere in the EU (track 2), asylum seekers that evidently have a significant chance of being accepted (track 3), the general asylum procedure (AA, track 4) and cases where additional research into the applicants identity/nationality is required (track 5). Up till now, track 3 and track 5 are inactive.

Unaccompanied minors

All unaccompanied minors that arrive in the Netherlands are assigned a guardian. This can be a parental authority or guardianship (*voogdij*). For unaccompanied minors who apply for asylum in the Netherlands, NIDOS provides custody through (temporary) guardianship. As an independent institution it has been lawfully bestowed with providing guardianship to unaccompanied minors. Nidos also provides a foster home for unaccompanied minors younger than 15 years.

Housing and services offered

There are a multitude of different reception- and housing facilities. The type of facility an asylum seeker is assigned to depends on the characteristics (families, unaccompanied minors, etc.) and the phase of the asylum procedure the asylum seeker is in.

- Central reception locations (COL): A foreign national who applies for asylum in the Netherlands reports to a registration center of the Immigration and Naturalization Service (IND). After this notification, the COA receives the asylum seeker in the central reception location (COL). Here the asylum seeker will receive medical checks (for example tuberculosis check), shelter and have access to necessary medical care and receive guidance in the preparation of his asylum application. Meals are offered centrally.
- Process reception location (POL): Asylum seekers who are in the first phase of the asylum procedure are received in a POL. The POLs are always located near an office of the Immigration and Naturalization Service (IND). The focus is in particular on legal counsel, information and counsel provided by the Dutch Council for
- Refugees (*Vluchtelingenwerk Nederland*), medical care and advice. Asylum seekers center (AZC): the asylum seekers centers house those who are awaiting results from their extended asylum procedure or whose applications have been approved and are waiting for social housing provided by the municipalities. Most asylum seekers are housed in these AZCs. Residents cook for themselves (usually they share a kitchen with 5-8 others) and receive an allowance for this.

- Small residential facility (KWV): Unaccompanied minors who have entered the Netherlands are housed and supervised in small-scale facilities called KWVs. There are also specific process reception locations (POLS) for unaccompanied minors.
- Restrictive locations (VBL): Asylum seekers who have exhausted all legal remedies and are no longer entitled to housing at an AZC may be housed in restrictive locations (VBL) where the freedom of movement is limited. They can stay here for a maximum of 12 weeks, provided there is a prospect the asylum seeker will return to their country of origin within that period.
- Family locations: minors who are under the age of 18 retain their right to housing after their asylum application is rejected. Therefore, families of asylum seekers who have exhausted all legal remedies and have a child younger than 18 years, are transferred to a family location.

These locations have sober facilities, whereby only adults receive allowances. In addition, freedom-restricting measures apply to adults. For the children there are the same facilities as at other reception locations. The guidance at these locations is aimed at departure from the Netherlands. When all minor(s) within the family have reached the age of 18 they lose the right to housing at the family location.

- Extra guidance and supervision location (EBTL): An extra guidance and supervision location can accommodate 50 asylum seekers who cause nuisance in an asylum seekers' center, but who are entitled to housing. Placement is not voluntary and is done on the basis of an imposed 'ebtl sanction'. Residents do not receive financial benefits such as in regular facilities.

Detention centers

Asylum seekers who are obliged to leave the country and have to stand by for imminent deportation are kept in facilities run by the Custodial Institutions Agency, which is overseen by the department of Justice and Safety.

Characteristics of the influx of asylum seekers

The number of asylum applications submitted determine the influx of asylum seekers to the Netherlands. In this measure first applications as well as second and consecutive applications are counted. Family members who travel after asylum seekers that are in possession of independent residence permits are also taken into account when determining the influx of asylum seekers. In addition, asylum seekers who are relocated to the Netherlands from Italy and Greece in the context of EU relocation agreements as well as asylum seekers who have been resettled through UNHCR-resettlement agreements are also taken into account.

	2019	2018	2017
First-time asylum applicants	22.530	20.350	14.720
Second time- and, consecutive asylum applicants	2.720	3.560	2.120
Reunification asylum applicants	4.180	6.460	14.490
Acceptance rate of first, second and consecutive asylum applicants	22%	20%	30%

Bron: Jaarcijfers 2019, IND (<https://ind.nl/Documents/Tabel%202019.pdf>)

Distribution of first-time asylum applicants, 2019

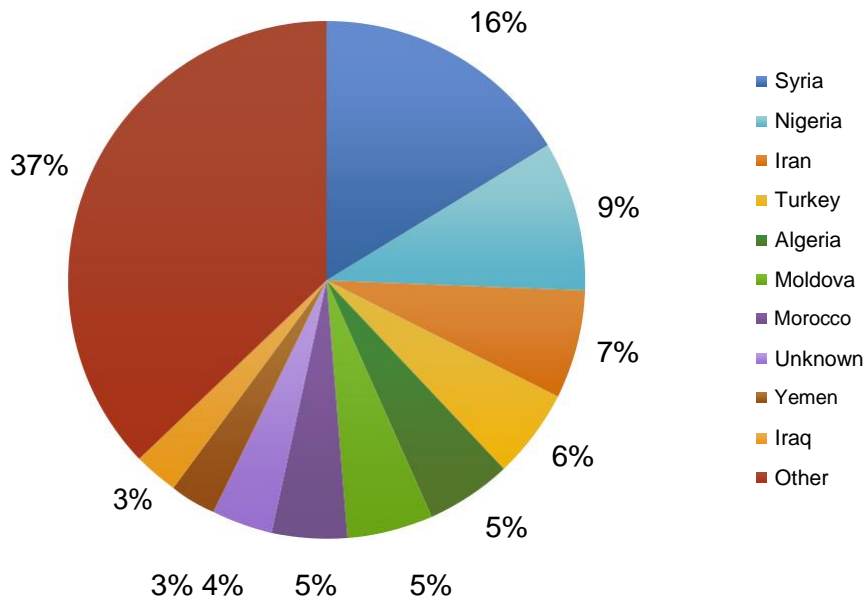


Figure 3.1: Most common nationalities of first-time asylum applicants 2019 (source: IND)

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 eligible costs of asylum seekers that are administered by the COA (*Centraal Orgaan opvang Asielzoekers*) and, in the case of unaccompanied minors, Nidos, are attributed to ODA. This concerns both first applications (including births) and second and subsequent applications. Family members of holders of asylum residence permits that travel afterwards (reunification) are also attributed. In addition, asylum seekers who, in the context of the EU relocation agreements, are from Greece and Italy have been transferred to the Netherlands (Relocation). In addition, costs of asylum seekers who arrive in the Netherlands either through EU relocation or UNHCR-resettlement agreements are also attributed to ODA. For these last groups the attributed ODA costs are relatively minor as their asylum applications has usually been approved in advance so they can move to social housing rather quickly.

Overall, the Netherlands includes one category of refugee in its reporting: refugees/asylum seekers in donor countries (H02). As DCD/DAC/STAT(2018)53 states, this category covers costs incurred in donor countries for basic assistance to asylum seekers and refugees from developing countries, up to 12 months on individual basis, when costs cannot be disaggregated. In the case of recognised refugees costs are attributed to ODA till they are relocated to social housing or elsewhere up to the first 12

months. For asylum seekers whose applications are rejected or whose application are discontinued, all costs prior to the (final) decision (up to twelve months) are included in the Netherlands ODA reporting. Final decision is when the (final) appeal has been rejected or in the case of when there is no appeal the rejection becomes final after a maximum of 28 days. For most associated costs, such as interpretation services, school costs, (legal) counsel and guidance services, a breakdown of costs is available and these costs are included in our reporting.

Costs for persons granted temporary or subsidiary protection are included as long as the persons are housed by COA until either they are housed by municipalities or the total time limit of 12 months is exceeded.

Share of ultimately rejected asylum seekers

The annual report of the IND reports an acceptance of 22% for first, second and consecutive asylum applicants. This is slightly up from 2018, when it was 20%.

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)?

The twelve-month rule starts at the moment of the first intake of an asylum seeker at a COA facility, usually the COL. There, they are registered in an internal COA registration system and later forwarded to KMI+. The attribution of ODA for a given year is based on information provided by the KMI+, which provides a link between individuals (administered with a V-number) who are housed by the COA and the status of their asylum procedure with the IND. This system makes possible that the number of days can be determined at an individual level ensuring that no costs after 365 days or double counting occurs. Furthermore, for asylum seekers that submit a second or subsequent application after a rejection, the number of days that this asylum seeker has already been allocated during the first application will be taken into account. The KMI+ system also registers the nationality of an individual so that only individuals from DAC-countries are counted.

Asylum seekers who arrive in the Netherlands either through EU relocation or UNHCR-resettlement agreements have been granted asylum status beforehand. Here, the date of entry marks the start of the twelve-month rule (till they are provided with social housing).

All unaccompanied minors who are housed and processed by NIDOS are not (yet) registered in KMI+. Information on these minors are taken from Nidos' own administration. The individual maximum of 12 months do also apply here, with also a maximum age of 18 years.

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.

The calculation of total in-donor ODA costs per year is based on two components: the costs that can be directly attributed to individual asylum seekers and the costs that are indirectly (lump-sum) attributed to asylum seekers. The list of cost items, as well the methodology, is the same for recognised refugees and asylum seekers.

- Directly attributed: Both the ministry for Justice and Security (which oversees the asylum process) and the ministry for Foreign Affairs (which coordinates ODA-expenditures) agree on a price per asylum seeker per year set for both the COA as for NIDOS. In total, multiple ODA-prices are set for COA (for both regular and unaccompanied minors) and for NIDOS (unaccompanied minors). These prices are based on historical actual costs of COA and NIDOS minus the costs for own buildings and administrative costs and are indexed

annually. After 2 to 4 years, the costs are calibrated to better fit with actual costs and agreed upon by both ministries. This prices include the following types of expenditures:

CRS CODE	Voluntary code(s)	Description	Provided by
93010	93011	Food, shelter (i.e. temporary accommodation facilities such as reception centres and other facilities) ¹ and other essential temporary sustenance provisions such as clothing. Costs that fall under this type of expenditure but for which ultimately rejected asylum seekers are the recipients, are excluded (post-rejection costs).	COA / NIDOS ²
93010	93014	Basic assistance to asylum seekers and refugees other than food and shelter, training and health: pocket money.	COA / NIDOS
93010	93013	Basic health care (e.g. general practitioners, specialist, psychological care, dental care, cost for translation services needed for doctors) and psycho-social support for persons with specific needs	COA / NIDOS

The prices are multiplied by the eligible days of (12 month rule) of the facilities of COA and NIDOS, which are converted to an single number (the 'average occupation'). Furthermore, the share of asylum seekers from ODA and non-ODA eligible countries is also taken into account. The formula for calculating the total direct ODA-attributable costs for a given year is therefore Price (P) x (Average Occupation (A^b) x percentage ODA eligible countries).

Risk sharing and 'Vacancies within the order'

To be able to cope with the variable influx of asylum seekers each year, the ministry of Foreign Affairs and the ministry of Justice and Safety have set up a risk-sharing system which includes a mechanism which attributes costs to ODA that are linked to the provision of services to asylum seekers as a whole. This system increases the stability of the process and aims to provide housing and services to asylum seekers in a cost-effective manner.

In year T-1 the ministry of Justice and Safety places an 'order' with COA and Nidos for an X amount of beds (i.e. the amount of asylum seekers COA and Nidos need to house in a specific year, specified per month). COA and Nidos, as well as other partner organizations that have a part in the migration process, use these orders to plan ahead and, if need be, expand or contract their capacity. This 'order' is based on forecasts made in the *Meerjaren productie*

¹ Only maintenance and upkeep are included, as well as rents. NIDOS doesn't own any real estate.

prognose, (or MPP) which wields statistical methods and expert opinion to come to a realistic forecast. There are two types of risks when placing such an order, namely price risks and volume risks:

1- Price risks are related to the possibility that the realized costs per asylum seeker are higher or lower than the price than the ODA-price per asylum seeker that was agreed upon. This risk, both if prices are higher or lower than was agreed upon, is carried by the department of Justice and Safety. In other words: the ODA-price stays fixed and is only adjusted for inflation.

2 - Volume risks relate to costs that are made when COA and Nidos have to increase or decrease their capacity during the year to respond to a higher or lower influx of asylum seekers (i.e. the amount of 'beds' needs to be adjusted). Here, the risks are shared between the ministry of Foreign Affairs and the ministry of Justice and Safety. When the occupation of the facilities is higher than the order (i.e. COA/Nidos need to increase capacity), all costs above the order are born proportionally both by ministry of Justice and Security (non-ODA) and the Ministry of Foreign Affairs (ODA). When the occupation of the facilities is lower than the order (i.e. COA/Nidos have too much capacity) the costs for the excess amount of beds (the 'vacancies within the order') are borne by the ministry of Foreign Affairs. The costs for the overcapacity are attributed to ODA but at a reduced price per bed as the cost of a vacant bed are lower than that of occupied ones.

- Indirectly attributed: These expenditures mostly relate to organizations that provide assistance in the asylum procedure, such as translation of documents, legal and administrative counselling, interpretation services and teaching. The indirectly attributed costs exist out of the following:

CRS CODE	Voluntary code(s)	Description	Provided by
93010	93014	Assistance to asylum procedure: legal counselling	<i>Raad voor de Rechtspraak</i> (RvR)
93010	93014	Assistance to asylum procedure: Other counselling and support	Dutch Council for Refugees
93010	93014	Assistance to asylum procedure: Translation services	IND
93010	93012	Education costs (language training for children)	Ministry of Education, Culture and Science

Education costs

With regards to training, the ministry of Education, Culture and Sciences attributes expenditures that are provided to asylum children who are between 4 and 15 years old. Costs are based on a proximate estimation per child and are allocated to schools and municipalities.

Resettlement costs

Only the cost of housing by COA in the Netherlands are included in ODA for the period before transfer to social housing. Usually this is a short period.



Expenditures for activities for the “integration” of refugees into the economy are not taken into account when calculating the ODA in-donor refugee costs. Examples of integration activities are those provided for by municipalities (that are focussed on asylum seekers) or language training to adults.

Costs related to (legal) counselling and translations services

The three organizations that provide assistance (RvR, Dutch Council for Refugees and IND) do not administer on an individual level who received services. Therefore, to control for the expenditures that cannot be attributed to ODA because the asylum seekers origins do not justify an ODA-attribution (non-DAC) or because of the 12-month rule, a factor is used to multiply the costs the organizations report spending on these activities. These factors come from an in-depth advisory report that translated the clarifications to the Dutch context and is based on historical figures and realizations from 2013-2017. They will be updated every two years, alongside the adjustment with the prices per asylum seeker.

Costs related costs for people whose cases are examined in accordance with the Dublin Regulation are included).

Expenditure types that are not included in ODA-reporting

On the basis of the advisory report written for the Dutch Government on how to adjust the current system to the new clarifications, a few expenditures have been omitted.

- 1- Expenditure type 93015 ‘Refugees/asylum seekers in donor countries – voluntary repatriation’ will not be reported as ODA. In the ‘Return and Emigration Assistance from the Netherlands (REAN)’ program almost all voluntary repatriations take place after 12 months, thereby more or less excluding it from ODA-eligibility.
- 2- Expenditure type 93016 ‘Refugees/asylum seekers in donor countries – transport’. This expenditure type covers transport costs of resettlement programs to the donor country and transport within the country. As the Netherlands receives a subsidy from the European Union (from the Asylum, Migration and Integration Fund of the EU) to cover these costs they are excluded from the ODA-reporting.
- 3- Expenditure type 93017 ‘Refugees/asylum seekers in donor countries – rescue at sea’. As the Netherlands does not support these activities directly (but through actors such as the European Union) they are not included in the ODA-reporting.
- 4- Expenditure type 93018 ‘Refugees/asylum seekers in donor countries – administrative costs’. These costs are excluded as was advised from the in-depth advisory report that translated the clarifications to the Dutch context. This includes costs for processing asylum seekers whose cases are examined in accordance with the Dublin Regulation.
- 5- Social housing for recognised refugees. If asylum seekers are housed in social housing by municipalities before the 12-month limit, the costs from then on onwards are not accounted for as ODA.

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.

Does your domestic reporting system allow for tracking expenditures at the level of individual asylum seeker/refugee and for reporting the eligible costs for the first twelve months of stay? If yes, please describe the system used. If not, please describe the assumptions and estimates used to assess costs.

Include responses to the following questions in your description:

Is the same methodology used to assess costs for different categories of refugees?

Yes. As the Netherlands only reports on one category of refugees the methodology that is used is the same. Recognised refugees, accepted asylum seekers and rejected asylum seekers are considered in one, overall category ('Refugees/Asylum seekers in donor countries').

How does your methodology ensure there is no double-counting (e.g. counting the costs for the same person for 12 months as an asylum seeker and another 12 months as a refugee granted status)?

Please read the answer to clarification 3.

Do you use imputations when refugees benefit from the services available to all citizens (e.g. education or health)? How do you clearly define the estimate of the number of refugees/asylum seekers benefiting from a particular service for up to 12 months?

The cost of education that is reported as ODA is based on the amount of children that have obligatory education. This is for children who have shelter from COA or Nidos and have an age between 5 and 16, come from an country on the DAC-list. The same rules/system applied for the 12 month rules apply for the education.

What estimates do you use? What is their source and their frequency of updating? Please read the answer to clarification 4.

How do you assess the share of rejected asylum seekers: based on real data, estimates, well founded expectations? Based on first instance or final rejection?

Please read the answer to clarification 4.

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.

Average time to get a decision on status

Below you can find the average time to get a decision on status, per track. These tracks are described clarification 1. The data are over 2019 and the source is 'Rapportage Vreemdelingenketen' which is published by the IND. All tracks are included in our ODA-reporting.

Track	Average time to get a decisions on status (in weeks)
Track 1	14
Track 2	4
Track 3	29
Track 4	48

Share of rejected asylum seekers

As noted in clarification 1, the share of accepted asylum seekers over 2019, consisting out of first, second and consecutive asylum applicants, is 22%. This means that the rejection rate is 78%.

Number of refugees and per capital costs included in ODA

First of all, we should state that these numbers below are slightly different than the reported numbers in the annual ODA-reporting. As the predicted amount of asylum seekers at COA/NIDOS differs from the actual occupation (e.g. due to higher/lower inflows), an adjustment needs to take place. In our reporting (such as annual reports) the adjustment is added to the budget of the *current* year (so not the year the adjustment is based on). That means that our reporting over 2019 is based on the most recent budget of that year +/- the adjustment over 2018. In the annual ODA-reporting to the Secretariat we follow our annual reports.

The numbers below differ from the reported numbers as they solely refer to activities in 2019. This means that the adjustments over 2019 has taken place and the adjustment of 2018 is omitted.

For the number of refugees (in 2019, the number was 5 555 for first, second and consecutive applications) and average per capital costs included in ODA, the steps and data points **over 2019** can be found below.

Direct or Indirect	Voluntary code / Type of expenditure	Cost item	Amount reported as ODA
Direct	93011 / Food and shelter	Food, shelter (i.e. temporary accommodation facilities) and other and other essential temporary sustenance provisions such as clothing.	EUR 219.284.226
Direct	93013 / Health	Basic health care and psycho- social support for persons with specific needs.	EUR 79.825.955
Direct	93014 / Other temporary sustenance	Basic assistance to asylum seekers and refugees other than food and shelter, training and health: pocket money.	EUR 49.841.084
Direct total			EUR 348.951.266
Indirect	93014 / Other temporary sustenance	Basic assistance to asylum seekers and refugees other than food and shelter, training and health: legal counselling	EUR 36.560.000
Indirect	93014 / Other temporary sustenance	Basic assistance to asylum seekers and refugees other than food and shelter, training and health: other counselling and support	EUR 9.642.000
Indirect	93014 / Other temporary sustenance	Basic assistance to asylum seekers and refugees other than food and shelter, training and health: translation services	EUR 5.600.000
Indirect	93012 / Training	Education costs, primary and secondary education for children.	EUR 45.592.745
Indirect total			EUR 97.394.745

	COA or NIDOS	Description	Value	
A	COA	Total average occupancy rate of asylum seekers (regular and unaccompanied minors)	24.744	
B	COA	% of whom are ODA-eligible	65,24%	16.144
C	COA	Of whom are regular and unaccompanied minors	15.711 regular 433 unaccompanied minors	
D	NIDOS	Total average occupancy rate of ODA-eligible unaccompanied minors	507 unaccompanied minors	
C +D	COA / NIDOS	Total	16.651	

When we take the total number of refugees and divide these with the total ODA-eligible costs the per capita ODA-costs for 2019 are **EUR 28.805,96**.

For regular the ODA-eligible cost per capita are EUR 25.514 and for unaccompanied minors EUR 48.404 per capita.

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