

Country Report: Austria



2019
Update

asyl*koordination*
Österreich



Acknowledgements & Methodology

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This report draws on information provided by the Ministry of Interior and the Ministry of Justice in responses to information requests, publicly available reports and responses to parliamentary questions, jurisprudence of Austrian courts, news items, and observations from the practice of asylkoordination and other civil society organisations, including Diakonie, Volkshilfe among others.

The information in this report is up-to-date as of 31 December 2019, unless otherwise stated.

The Asylum Information Database (AIDA)

The Asylum Information Database (AIDA) is coordinated by the European Council on Refugees and Exiles (ECRE). It aims to provide up-to date information on asylum practice in 23 countries. This includes 19 EU Member States (AT, BE, BG, CY, DE, ES, FR, GR, HR, HU, IE, IT, MT, NL, PL, PT, RO, SE, SI) and 4 non-EU countries (Serbia, Switzerland, Turkey, United Kingdom) which is accessible to researchers, advocates, legal practitioners and the general public through the dedicated website www.asylumineurope.org. The database also seeks to promote the implementation and transposition of EU asylum legislation reflecting the highest possible standards of protection in line with international refugee and human rights law and based on best practice.



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Glossary & List of Abbreviations

Basic Care	Material reception conditions offered to asylum seekers
Dismissal	Negative decision on the merits of the application
Rejection	Negative decision on the admissibility of the application
AGFAD	Association for Forensic Age Diagnostics
AHZ	Pre-removal detention centre Anhaltezentrum
AMIF	Asylum, Migration and Integration Fund
AMS	Labour Market Service
AsyIG	Asylum Act Asylgesetz
BBU	Federal Agency for Care and Support Services Bundesagentur für Betreuungs- und Unterstützungsleistungen, BBU GmbH
BBU-G	Federal Law on the Establishment of the Federal Agency for Care and Support Services Limited Liability Company
BFA	Federal Office for Immigration and Asylum Bundesamt für Fremdenwesen und Asyl
BFA-VG	BFA Procedures Act
BVwG	Federal Administrative Court Bundesverwaltungsgericht
COI	Country of origin information
EAST	Initial reception centre Erstaufnahmestelle
ERF	European Refugee Fund
FPG	Aliens Police Act Fremdenpolizeigesetz
FrÄG	Aliens Law Amendment Act Fremdenrechtsänderungsgesetz
HAP	Humanitarian Admission Programme
HStV	Regulation on countries of origin Herkunftsstaaten-Verordnung
IBF	Interventionsstelle für Betroffene von Frauenhandel
ICMPD	International Centre for Migration Policy Development
KJH	Child and Youth Service Kinder- und Jugendhilfe
LVwG	State Administrative Court Landesverwaltungsgericht
MSF	Doctors Without Borders
ÖIF	Austrian Integration Fund Österreichisches Integrationsfonds
ÖVP	Austrian People's Party Österreichische Volkspartei
PAZ	Police detention centre Polizeianhaltezentrum
TEU	Treaty on European Union
UVS	Independent Administrative Board
VfGH	Constitutional Court Verfassungsgerichtshof
VQ	Distribution centre Verteilungsquartier
VwGH	Administrative High Court Verwaltungsgerichtshof

Statistics

Overview of statistical practice

Asylum statistics are published on a monthly basis by the Ministry of Interior, providing information on asylum applicants and main nationalities. As of 2016, these monthly reports also provide decisions at first and second instance.¹ The Federal Agency for Immigration and Asylum (BFA) also publishes short annual statistical overviews (*Jahresbilanzen*).²

Applications and granting of protection status at first and second instance: 2019

	Applicants in 2019	Pending at end 2019	Refugee status	Subsidiary protection	Rejection	Refugee rate	Subs. Prot. rate	Rejection rate
Total	12,511	27,156	9,482	2,169	17,111	:	:	:

Breakdown by 10 top countries of origin of the total numbers

Afghanistan	2,853	10,516	3,962	1,177	5,293	:	:	:
Syria	2,684	1,338	2,489	288	393	:	:	:
Somalia	734	926	731	135	566	:	:	:
Iran	715	2,048	765	6	546	:	:	:
Iraq	709	4,769	291	257	1,689	:	:	:
Russian Fed	698	1,235	359	48	1,475	:	:	:
India	354	328	0	2	591	:	:	:
Nigeria	328	617	23	28	856	:	:	:
Georgia	327	403	4	32	749	:	:	:
Pakistan	321	620	17	2	522	:	:	:

Source: Ministry of Interior. While the numbers on positive decisions granting international protection (i.e. asylum and subsidiary protection) refer to persons, the numbers on rejection refer to the number of decisions taken (i.e. rejection of the refugee status and of the subsidiary protection). This means that the numbers on rejection may be double-counts: persons who have received a negative decision as they did not obtain the refugee status may have been granted the subsidiary protection and are thus counted twice (once as rejection of the refugee status and once as beneficiary of the subsidiary protection). A calculation of recognition rates is therefore not possible and the numbers provided in the table must thus be read with particular caution.

¹ Ministry of Interior, *Asylum Statistics*, available in German at: <http://bit.ly/2xmiKOT>.

² BFA, *Statistics*, available in German at: <http://bit.ly/1XKnnsy>. These have been published since 2014.

Gender/age breakdown of the total number of applicants: 2019

	Number	Percentage
Total number of applicants	12,511	100%
Men	8,280	66.18%
Women	4,231	33.82%
Children	5,257	-
Unaccompanied children	963	7.7%

Source: Ministry of Interior, Answer to parliamentary request 38/AB XXVII GP, 19 December 2019. The number of children refers to the period from January to October 2019.

Comparison between first instance and appeal decision rates: 2019

The Ministry of Interior does not disaggregate statistics on decisions between the first and second instance and the Administrative Court had not published its statistics for 2019 at the time of writing. The Ministry of Justice stated that during the first half of 2019, around 11,700 decisions were taken on appeals against decisions of the BFA – although this number should be read with caution as it may include multiple decisions on one case. A total of 4,610 decisions of the BFA were dismissed, while 5,810 decisions of the BFA were confirmed by the BVwG.³ At the time of writing, there was no information available on how many protection status had been granted in this context.

	First instance		Appeal	
	Number	Percentage	Number	Percentage
Total number of decisions on merits	14,741	100%	:	:
Decisions granting international protection	6,959	47.2%	:	:
Rejection	7,782	52.8%	:	:

Source: Federal Office for Immigration and Asylum, available in German at: <https://bit.ly/2T9bJip>. The total number of decisions on merits does not include other decisions, i.e. decisions concerning revocation of status, prolongation of subsidiary protection and entry applications. In 2019, the BFA took a total of 28,991 decisions based on the Asylum Act. See: BFA, *Yearly results*, available in German at: <https://bit.ly/3aiUhy2>.

³ Ministry of Interior, Answer to parliamentary request 3929AB/XXVII, 19 September 2019, available in German at: <https://bit.ly/2ICGuXe>.

Overview of the legal framework

Main legislative acts relevant to asylum procedures, reception conditions, detention and content of protection

Title (EN)	Original Title (DE)	Abbreviation	Web Link
Federal Act concerning compulsory education and training for Youth up to 18 years	Bundesgesetz, mit dem die Verpflichtung zu Bildung oder Ausbildung für Jugendliche geregelt wird (Ausbildungspflichtgesetz – ApfIG) StF: BGBl. I Nr. 62/2016	Compulsory Education and Training Act (ApfIG)	https://bit.ly/2PDK47t (DE)
Federal Act concerning the Granting of Asylum	Bundesgesetz über die Gewährung von Asyl StF: BGBl. I Nr. 100/2005	Asylum Act (AsylG)	http://bit.ly/1jULWW6 (DE)
Federal Act on the Exercise of Aliens' Police, the issuing of Documents for Aliens and the Granting of Entry Permits	Bundesgesetz über die Ausübung der Fremdenpolizei, die Ausstellung von Dokumenten für Fremde und die Erteilung von Einreisetitel StF: BGBl. I Nr. 100/2005	Aliens Police Act (FPG)	http://bit.ly/1QkRGqx (DE)
General Administrative Procedures Act	Allgemeines Verwaltungsverfahrensgesetz 1991 StF: BGBl. Nr. 51/1991	AVG	http://bit.ly/1GQJ9Gp (DE)
Federal Law on the Establishment of the Federal Agency for Care and Support Services Limited Liability Company	Bundesgesetz über die Errichtung der Bundesagentur für Betreuungs- und Unterstützungsleistungen Gesellschaft mit beschränkter Haftung StF: BGBl. I Nr. 53/2019	BBU-G	https://bit.ly/2RG8gY5 (DE)
Federal Act on the general rules for procedures at the federal office for immigration and asylum for the granting of international protection, the issuing of residence permits for extenuating circumstances reasons, deportation, tolerated stay and issuing of stay terminating measures, furthermore the issuing of documents for aliens.	Bundesgesetz, mit dem die allgemeinen Bestimmungen über das Verfahren vor dem Bundesamt für Fremdenwesen und Asyl zur Gewährung von internationalem Schutz, Erteilung von Aufenthaltstiteln aus berücksichtigungswürdigen Gründen, Abschiebung, Duldung und zur Erlassung von aufenthaltsbeendenden Maßnahmen sowie zur Ausstellung von österreichischen Dokumenten für Fremde geregelt werden (BFA-Verfahrensgesetz – BFA-VG) StF: BGBl. I Nr. 87/2012	BFA Procedures Act (BFA-VG)	http://bit.ly/1Jdmw0F (DE)
Federal Act on the implementation and organisation of the federal immigration and asylum office	Bundesgesetz über die Einrichtung und Organisation des Bundesamtes für Fremdenwesen und Asyl (BFA-Einrichtungsgesetz – BFA-G) idF BGBl. I Nr. 68/2013 StF: BGBl. I Nr. 87/2012	BFA-Einrichtungsgesetz (BFA-G)	http://bit.ly/1Fom1KY (DE)

Federal Administrative Court Act Amendment of administrative litigation	Bundesverwaltungsgerichtsgesetz – Verwaltungsgerichtsbarkeits-Novelle 2012	BVwGG	http://bit.ly/1FWUFj1 (DE)
Federal Act on Procedures at Administrative Courts	Bundesgesetz über das Verfahren der Verwaltungsgerichte StF: BGBl. I Nr. 33/2013	Verwaltungsgericht sverfahrensgesetz (VwGVG)	http://bit.ly/1REw4mM (DE)
Agreement of 15 July 2004 between federal state and states under Article 15a of the Federal Constitution concerning joint action for the temporary basic provision of aliens in need of help and protection in Austria	Vereinbarung zwischen dem Bund und den Ländern gemäß Art. 15a B-VG über gemeinsame Maßnahmen zur vorübergehenden Grundversorgung für hilfs- und schutzbedürftige Fremde (Asylwerber, Asylberechtigte, Vertriebene und andere aus rechtlichen oder faktischen Gründen nicht abschiebbare Menschen) in Österreich StF: BGBl. I Nr. 80/2004	Grundversorgungsv ereinbarung	http://bit.ly/1PYPndi (DE)
Federal Act to regulate the basic care of asylum seekers in the admission procedure and certain other foreigners	Bundesgesetz, mit dem die Grundversorgung von Asylwerbern im Zulassungsverfahren und bestimmten anderen Fremden geregelt wird StF: BGBl. I Nr. 405/1991	Basic Care Act (GVG-B)	http://bit.ly/1JdmHcw (DE)
Agreement between the federal state and states under Article 15a of the Basic Care Act concerning the raise of selected maximum cost rates of Article 9 Basic Care Agreement <i>Amended by:</i> Agreement between the federal state and states under Article 15a concerning the raise of selected maximum cost rates of Article 9 Basic Care Agreement	Vereinbarung zwischen dem Bund und den Ländern gemäß Artikel 15a B-VG über die Erhöhung ausgewählter Kostenhöchstsätze des Artikel 9 der Grundversorgungsvereinbarung StF: BGBl I 46/2013 <i>Geändert durch:</i> Vereinbarung zwischen dem Bund und den Ländern gemäß Artikel 15a B-VG über eine Erhöhung ausgewählter Kostenhöchstsätze des Art. 9 der Grundversorgungsvereinbarung StF: BGBl 48/2016		http://bit.ly/2jR2MXQ (DE) http://bit.ly/2jwNiHN (DE)
Federal Constitutional Act concerning the Accommodation and Allocation of aliens in need of help and protection	Bundesverfassungsgesetz Unterbringung und Aufteilung von hilfs- und schutzbedürftigen Fremden, BGBl 120/2015		http://bit.ly/2jwFaqz (DE)
Federal Act concerning the Implementation of Identity Checks at the instance of Border Crossings	Bundesgesetz über die Durchführung von Personenkontrollen aus Anlass des Grenzübertritts StF: BGBl 435/1996		http://bit.ly/2kszyO0 (DE)
Federal Act on Austrian Citizenship	Bundesgesetz über die österreichische Staatsbürgerschaft StF: BGBl. Nr. 311/1985	StbG	http://bit.ly/2j7KSTL (DE)

Labour Integration Act	Bundesgesetz zur Arbeitsmarktintegration von arbeitsfähigen Asylberechtigten und subsidiär Schutzberechtigten sowie AsylwerberInnen, bei denen die Zuerkennung des internationalen Schutzes wahrscheinlich ist, im Rahmen eines Integrationsjahres (Integrationsjahrgesetz), BGBl. I No 75/2017, 19. Juni 2017,	IJG	http://bit.ly/2EXvtPU (DE)
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Main implementing decrees and administrative guidelines and regulations relevant to asylum procedures, reception conditions, detention and content of protection

Title (EN)	Original Title (DE)	Abbreviation	Web Link
Ordinance by the federal minister of internal affairs concerning the advisory board on the operation of Country of Origin Information	Verordnung der Bundesministerin für Inneres über den Beirat für die Führung der Staatendokumentation StF: BGBl. II Nr. 413/2005	Staatendokumentationsbeiratsverordnung	http://bit.ly/1BBLaAf (DE)
Ordinance by the federal government, concerning the determination of countries as safe countries of origin	Verordnung der Bundesregierung, mit der Staaten als sichere Herkunftsstaaten festgelegt werden StF: BGBl. II Nr. 177/2009	Safe Countries of Origin Ordinance (HStV)	http://bit.ly/1K3OqeM (DE)
Ordinance of the federal minister of internal affairs, for the application of the Asylum Law 2005	Verordnung der Bundesministerin für Inneres zur Durchführung des Asylgesetzes 2005	Asylgesetz-Durchführungsverordnung 2005 (AsylG-DV 2005)	http://bit.ly/1K3OqM2 (DE)
Ordinance of the federal minister of internal affairs, concerning the prohibition of unauthorised entry and stay in federal care facilities	Verordnung der Bundesministerin für Inneres, mit der das unbefugte Betreten und der unbefugte Aufenthalt in den Betreuungseinrichtungen des Bundes verboten wird 2005 StF: BGBl. II Nr. 2/2005	Betreuungseinrichtungen-Betreuungsverordnung 2005 (BEBV)	http://bit.ly/1FombIG (DE)
Ordinance of the federal minister of internal affairs, concerning the arrest of persons by the security authorities and elements of the public security service	Verordnung der Bundesministerin für Inneres über die Anhaltung von Menschen durch die Sicherheitsbehörden und Organe des öffentlichen Sicherheitsdienstes StF: BGBl. II Nr. 128/1999	Anhalteordnung (AnhO)	http://bit.ly/1AEPtA9 (DE)
Remuneration for legal advice in appeal procedures at the asylum court	Entgelte für die Rechtsberatung in Beschwerdeverfahren vor dem Asylgerichtshof		http://bit.ly/110hAMx (DE)
Ordinance of the minister of internal affairs on the determination of remuneration for legal advice	Verordnung der Bundesministerin für Inneres über die Festlegung von Entschädigungen für die Rechtsberatung		http://bit.ly/1ENcXOh (DE)

Overview of the main changes since the previous report update

The report was previously updated in **March 2019**.

Asylum procedure

- ❖ **Legal assistance:** In 2019, the system of legal assistance has been drastically changed following the introduction of the law establishing a Federal Agency for Supervision and Support Services (*Bundesagentur für Betreuungs- und Unterstützungsleistungen*, BBU-G).⁴ It foresees that this new Federal Agency will be in charge *inter alia* of providing legal assistance to asylum seekers in first and second instance as of January 2021, thus excluding the possibility for NGOs to be sponsored by the Government for the purpose of legal assistance. The Federal Agency falls under the responsibility of the Ministry of Interior, whose influence will inevitably affect the provision of objective and independent legal assistance.
- ❖ **Access to apprenticeship:** In 2018, the government had abolished the access to apprenticeship for asylum seekers with the aim to prevent an overlap between migration and asylum policies. However, given that around 1,000 asylum seekers who had received a first instance negative decision on their asylum claim were already in apprenticeship, a civil society initiative led to an amendment of the Aliens Police Act (FPG) in December 2019. The latter foresees that rejected asylum seekers are allowed to finish their vocational training, even after receiving a negative decision.⁵ Nevertheless, asylum seekers are not granted a legal stay and their situation cannot be regularised; i.e. they will be forced to leave upon termination of their apprenticeship.
- ❖ **Safe countries of origin:** While Sri Lanka was deleted from the list of safe countries of origin, Namibia, Uruguay and South Korea were added to it.
- ❖ **Afghan nationals:** Many Afghan nationals have seen their asylum application rejected at first and second instance on the grounds that other internal protection alternatives were available.

Reception conditions

- ❖ **Provision of basic care:** The new Federal Agency for Supervision and Support Services (BBU) will be responsible for the provision of reception conditions, i.e. basic care, as of December 2021.
- ❖ **Conditions in return centres:** In June 2019, several rejected asylum seekers started a hunger strike in an isolated return centre in Fieberbrunn, Tyrol, arguing that reception conditions are insufficient. In cooperation with the United Nations High Commissioner for Refugees (UNHCR), the Ministry of Interior conducted a visit to assess the situation in the return centre which led to the publication of several human rights recommendations.⁶ At the time of writing, these recommendations were still not implemented.
- ❖ **Social benefits:** A law passed in June 2019 foresaw that social benefits could be cut if a certain level of German language is not reached.⁷ It also foresaw that social benefits should be reduced in accordance with the number of children in each family (e.g. first child : 25%, second child : 15%, third

⁴ Federal Law on the Establishment of the Federal Agency for Care and Support Services Limited Liability Company (BBU-G), available in German at: <https://bit.ly/2RG8gY5>.

⁵ Articles 55a and 125 Aliens Police Act.

⁶ Ministry of Interior, *Human rights recommendations*, available in German at: <https://bit.ly/3azhrjA>.

⁷ Statements to the Draft of the Basic Law on Social Assistance (*Sozialhilfe Grundsatzgesetz*), available in German at: <https://bit.ly/331nhYo>.

and other children: 5%). However, in December 2019, the Constitutional Court ruled that these provisions were unconstitutional.⁸

Detention of asylum seekers

- ❖ **Detention of vulnerable persons:** Vulnerable persons and persons with specific needs continued to be detained, as confirmed by a mission report published by the Office of the United Nations High Commissioner for Human Rights (OHCHR) in early 2019.⁹ Staff in immigration detention centres, including medical staff, are not adequately prepared to handle such cases, which is due both to the lack of training and capacity gaps.
- ❖ **Detention conditions:** A Hungarian national died in a detention centre in June 2019. Although he was not an asylum seeker, the issue aroused a lot of public attention as regards the poor detention conditions in Austria.¹⁰ There is currently a pending criminal procedure as well as an administrative procedure challenging the detention conditions in Austria in front of the Courts.¹¹

Content of international protection

- ❖ **Cessation of protection status:** In 2019, the determining authority put a lot of attention to cessation procedures. Many of these were triggered in cases concerning longtime asylum status holders, who were subsequently granted a permanent residence status instead (*EU Daueraufenthalt*). Cessation procedures are triggered particularly in cases where a status holder has travelled to his or her home country.

Moreover, while the recognition rate concerning Afghan applicants has slightly increased in 2019, the number of cessation procedures concerning Afghan status holder has significantly increased. Important discrepancies in the rulings of the Administrative Court and the Constitutional Court have been noted on the matter.

⁸ Press statement of the Constitutional Court (VfGHG), 17 December 2019, available in German at: <https://bit.ly/333xXpo>; VfGHG, Decision 171/2019, 17 December 2019.

⁹ OHCHR, Report on the mission to Austria focusing on the human rights of migrants, particularly in the context of return, October 2018, available at: <https://bit.ly/2u4JoQE>.

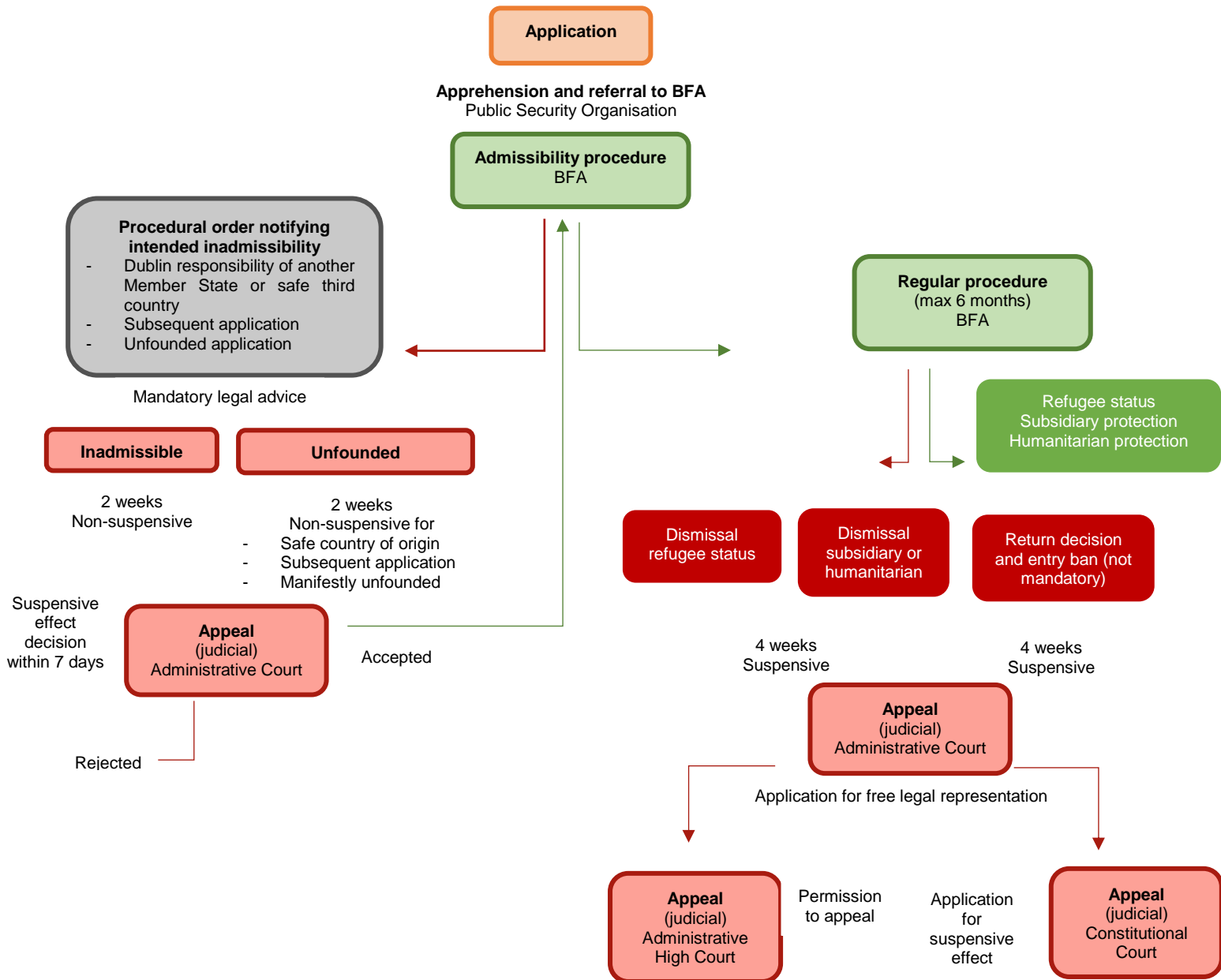
¹⁰ ORF.at, 'Mann in Schubhaft gestorben', 13 June 2019, available in German at: <https://bit.ly/3cHLjff>; Krone.at, '58-Jähriger stirbt in Schubhaft-Einzelzelle', 13 June 2019, available in German at: <https://bit.ly/2VYyvf0>.

¹¹ Diakonie, 'Todesfall in Schubhaft', 13 June 2019, available in German at: <https://bit.ly/2PXLEB0>.

Asylum Procedure

A. General

1. Flow chart



2. Types of procedures

Indicators: Types of Procedures

Which types of procedures exist in your country?

- | | | |
|--|---|-----------------------------|
| ❖ Regular procedure: | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ▪ Prioritised examination: ¹² | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ▪ Fast-track processing: ¹³ | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ❖ Dublin procedure: | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ❖ Admissibility procedure: | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ❖ Border procedure: | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ❖ Accelerated procedure: ¹⁴ | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ❖ Other: Family procedure | | |

Are any of the procedures that are foreseen in the law, not being applied in practice? Yes No

3. List of authorities intervening in each stage of the procedure

Stage of the procedure	Competent authority (EN)	Competent authority (DE)
Application at the border	Police	Polizei
Application on the territory	Police	Polizei
Dublin (responsibility assessment)	Federal Agency for Immigration and Asylum	Bundesamt für Fremdenwesen und Asyl (BFA)
Refugee status determination	Federal Agency for Immigration and Asylum	Bundesamt für Fremdenwesen und Asyl (BFA)
First appeal	Federal Administrative Court	Bundesverwaltungsgericht (BVwG)
Onward appeal	Administrative High Court Constitutional Court	Verwaltungsgerichtshof (VwGH) Verfassungsgerichtshof (VfGH)
Subsequent application	Federal Agency for Immigration and Asylum	Bundesamt für Fremdenwesen und Asyl (BFA)

4. Number of staff and nature of the determining authority

Name in English	Number of staff	Ministry responsible	Is there any political interference possible by the responsible Minister with the decision making in individual cases by the determining authority?
Federal Agency for Immigration and Asylum (BFA)	1,104	Ministry of Interior	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

Source: Ministry of Interior, Answer to parliamentary request 232/AB XXVII. GP, 21 January 2020, available in German at: <https://bit.ly/330BNjk>.

¹² For applications likely to be well-founded or made by vulnerable applicants. See Article 31(7) recast Asylum Procedures Directive.

¹³ Accelerating the processing of specific caseloads as part of the regular procedure.

¹⁴ Labelled as “accelerated procedure” in national law. See Article 31(8) recast Asylum Procedures Directive.

The BFA is the determining authority responsible for examining applications for international protection and competent to take decisions at first instance as well as for residence permits on exceptional humanitarian grounds and certain Aliens' Police proceedings. It is an administrative body falling under the responsibility of the Ministry of Interior.

The BFA has its headquarters in Vienna and one regional directorate in each of the Provinces. Further organisational units of the BFA are the initial reception centres (EAST). Additional field offices of the regional directorates may be established in the Provinces.¹⁵

As of December 2019, the BFA had 1,104 staff members. However, all staff of the BFA are not caseworkers, i.e. the personnel of the determining authority responsible for examining and assessing an application for international protection. For example, out of the 1,104 officials of the BFA at the end of 2019, only 471¹⁶ were caseworkers. The majority of these caseworkers were permanent staff and in June 2019 there were 57% male caseworkers compared to 43% of female caseworkers.¹⁷

The BFA has developed its own internal guidelines which are used by caseworkers on a daily basis to examine and decide on applications for international protection. However, these are not publicly available and civil society organisations do not have access to them. Nevertheless, country of origin information (COI) reports that are produced by the BFA are published on its website.¹⁸

As regard quality assurance and control, the BFA has established both quality assurance and quality control mechanisms, with quality assessors (*Qualitätssicherer*) specifically dedicated to that end. The quality assessors of the BFA are responsible for double-checking decisions, providing support and guidance to caseworkers and contributing to their development. They are present in all offices of the BFA and meet every three months in the form of a networking event. However, the results of quality assurance and control is not published nor accessible to external entities. The results are only shared with management staff and quality assessors, who subsequently discuss the results with caseworkers.

It should be noted that there is an ongoing cooperation with UNHCR to develop specific assessment methods for the evaluation of asylum procedures. UNHCR selects the focus point for the assessment of the decisions and provides samples of interviews and decisions to train quality assessors of the BFA accordingly. UNHCR can further be consulted in specific procedures, such as the airport procedure.

5. Short overview of the asylum procedure

Asylum and aliens law procedures are administrative procedures. For these procedures, the General Administrative Procedures Act (AVG) and the BFA Procedures Act (BFA-VG) apply. The Asylum Act (AsylG) and the Aliens Police Act (FPG) however, contain a number of special procedural rules which regulate asylum and aliens law proceedings.

The procedure before the Federal Administrative Court (*Bundesverwaltungsgericht*, BVwG) is regulated by the Asylum Act, the BFA Procedures Act (BFA-VG), by the General Administrative Procedures Act and the Federal Administrative Court Act (VwGVG).¹⁹

The Asylum Act contains norms on the granting of international protection, expulsion procedures in connection with the rejection or dismissal of applications, provisions on the rejection of applications due

¹⁵ BFA, *Brochure*, available at: <https://bit.ly/2kpwRUC>.

¹⁶ Ministry of Interior, Answer to parliamentary request 232/AB XXVII. GP, 21 January 2020.

¹⁷ ECRE, *Asylum authorities: an overview of internal structures and available resources*, October 2019, available at: <https://bit.ly/2HhwGRC>, 38.

¹⁸ BFA, *Country of origin information*, available at: <https://bit.ly/33XqYia>.

¹⁹ See the section on [Overview of the Legal Framework](#).

to the existence of a “safe third country” or to the responsibility of another state according to the Dublin Regulation, norms on family reunification procedures and on airport procedures. In 2016, “special provisions to maintain public order during border checks” were added to the Asylum Act. It allows the Ministry of Interior to issue a decree that would enable the authorities to not examine asylum applications on the merits. This raised a big public debate about the potential introduction of a ‘quota’ of asylum claims per year which would trigger the issuance of a decree once it is reached. However, no consensus was found on the matter and the decree was thus never issued. Moreover, the law does not foresee a limit of asylum applications that would trigger such a decree.

First instance procedure: The Asylum Act provides for a single procedure for applications for international protection. If such an application is lodged, the authorities have to decide whether the application is to be rejected on account of safety in a third country or the responsibility of another state. In the first stage of the procedure – called **admissibility procedure** – the authorities have to decide on the admissibility of the application. If the application is declared admissible, the authorities decide whether the person is to be granted refugee status. Only where an application for asylum is dismissed on the merits do the authorities have to grant subsidiary protection if the person qualifies for that status. A separate application for subsidiary protection is not possible. There is also an **accelerated procedure** for certain claims.

Appeal: Appeals to the Federal Administrative Court are possible against a decision rejecting the asylum application as inadmissible and also against a decision dismissing the application on the merits. The BFA Procedures Act (BGA-VG) regulates the appeal and its effects. Appeals against the decision rejecting the asylum application on the merits have to be submitted within four weeks and have suspensive effect, unless the BFA does not allow for the appeal to have suspensive effect. An appeal against a decision rejecting an application as inadmissible does not have suspensive effect and has to be submitted within two weeks. The ruling from the Constitutional Court, which considered the shortening of the appeal period as justified as long as there are special organisational and procedural measures which also ensure a correspondingly rapid decision, has been annulled by the new law that came into force on 1 September 2018.²⁰ Suspensive effect may be granted by the Court to an appeal against an expulsion order issued together with a decision rejecting the asylum application as inadmissible.

Article 18(1) BFA-VG provides a number of grounds for depriving suspensive effect. These include, *inter alia*, the applicant’s attempt to deceive the BFA concerning his/her true identity or nationality or the authenticity of his/her documents, the lack of reasons for persecution, if the allegations made by the asylum seeker concerning the danger he/she face are manifestly unfounded or if an enforceable deportation order and an enforceable entry ban was issued against the asylum seeker prior to the lodging of the application for international protection.

However, the Court may grant suspensive effect if there would otherwise be a risk of violation of the *non-refoulement* principle. The Court has to grant suspensive effect if an appeal is lodged against an expulsion order issued together with a decision rejecting the asylum application as inadmissible, if it can be assumed that the decision to refuse entry to the alien at the border and forcible return or deportation to the country to which the expulsion order applies would constitute a real risk of violation of the principle of *non-refoulement* according to Austria’s international obligations, or would represent a serious threat to their life or person by reason of indiscriminate violence in situations of international or internal conflict. The reasons must be set out in the appeal decision.

²⁰ The reason for shortening the appeal period was justified by the necessity to effectively carry out and enforce certain measures, such as the order to leave the territory.

Together with the decision to reject the application for international protection, an expulsion order must be issued, unless reasons related to the right to family and private life according to Article 8 ECHR prevail over public interest and order, or where residence is permitted for other humanitarian reasons.

The evidential requirements are the same for refugee and subsidiary protection status. In appeal procedures before the Court, new facts and evidence may only be submitted in the following cases: if the grounds on which the first instance negative decision was based have undergone any material change; if the first instance procedure was irregular (e.g. if the right to be heard about the findings of the BFA was not respected, or if outdated country of origin information was used or evidence is missing to substantiate the reasoning of the BFA); if such new facts and evidence were not accessible earlier or if the asylum seeker had been unable to submit such new facts and evidence.²¹ Decisions of the Court are issued in the form of judgments and all other decisions, such as those allowing the appeal to have suspensive effect, the rejection of an appeal because it was lodged too late, or on the continuation of an asylum procedures that was discontinued (i.e. decisions on procedural issues), are issued in the form of resolutions.

Onward appeal: The BVwG may decide that the rejection of the application can be revised before the Administrative High Court (*Verwaltungsgerichtshof*, VfGH). This possibility is foreseen if a decision on the case depends on a leading decision, e.g. if the Administrative Court's decision is not based on a previous decision of the Administrative High Court. If the BVwG does not allow the appeal, the asylum seeker may demand an extraordinary revision.²² The BFA can also file a revision with the VfGH to challenge decisions issued by the BVwG.

Appeals to the Federal Constitutional Court (*Verfassungsgerichtshof*, VfGH) may be lodged in instances where the applicant claims a violation of a right guaranteed by constitutional law.

In every stage of the procedure, asylum seekers are informed about the possibility of support for voluntary return. The BFA can also order consultation with regard to return. When an asylum seeker leaves the country in the context of voluntary repatriation to his or her country of origin, the asylum proceeding is filed as terminated.

B. Access to the procedure and registration

1. Access to the territory and push backs

Indicators: Access to the Territory

1. Are there any reports (NGO reports, media, testimonies, etc.) of people refused entry at the border and returned without examination of their protection needs? Yes No
2. Is there a border monitoring system in place? Yes No

²¹ Article 20 BFA-VG.

²² The BVwG can decide to declare the ordinary revision as admissible - which means that it considers that there is a fundamental legal question at stake - or as inadmissible - which means that the applicant and his/her lawyer must demonstrate themselves that there is fundamental legal question at stake so as to initiate an extraordinary revision. The main difference is that, in the case of an ordinary/regular revision, the applicant does not have to explain what fundamental legal question is at stake and that, in cases where the regular revision is declared as admissible, it is more probable that government sponsored legal aid will be granted (which is not a task of the BBU but of the bar association in case of appeals in front of the High Court).

1.1. Refusals of entry at the Slovenian and Hungarian borders

Following the German announcement of prolonging extended border controls in October 2019, the Austrian Minister of Interior also prolonged the temporary border controls with Slovenia and Hungary until 14 May 2020.²³ The argumentation of the Austrian Government has slightly changed, however: while it initially argued that the situation was not sufficiently stable, the Minister of Interior now argues that “border controls in the heart of Europe have led to a positive effect on migration movements”.²⁴

Slovenia reaffirmed its opposition as regards Austrian border controls. The Slovenian Ministry of the Interior considers border controls unjustified and disproportionate and stressed that there were no statistics demonstrating a risk of secondary migration nor a threat to Austria's internal security. In 2019 it added that the border controls are “unnecessary and cause great economic damage”.²⁵

Across Austria there are more than 300 apprehended persons in irregular stay and 250 asylum applications made per week, which justifies border controls according to the federal state.²⁶ At the bigger border crossing points, the police stopped about 270 irregularly entering persons and almost 20 human traffickers.²⁷

In **Burgenland**, which is at the border with Hungary, the state government has welcomed the extension of temporary border controls. The Ministry of Interior announced that 425 people were refused entry at the border with Hungary between 1 September 2018 and 31 October 2019. Moreover, during that same period, 599 victims of human trafficking and 34 alleged traffickers were apprehended in **Burgenland**,²⁸ 336 victims of human trafficking and 35 alleged traffickers were apprehended in **Styria** and 105 victims of human trafficking and 49 alleged traffickers were apprehended in **Carinthia**.

As regards the Slovenian border, 359 illegally entered migrants were refused entry. It is most likely that these rejected persons did not apply for asylum in Austria. The Ministry of Interior further stated that the costs of border controls to Hungary and Slovenia between September 2015 and May 2020 amounted to €137 million.²⁹

Austria was confronted with Bavaria's plan to reject illegally entering persons from Austria. In the first half of 2018, 2,500 migrants were apprehended at the border between Italy and Austria - which equals to 15 persons per day.³⁰ More recent figures are not available. However, the Austrian military - which is also deployed at the borders - reported that it apprehended 63 migrants at the Tyrolean border to Italy in 2019.³¹ According to the German police, in the first nine months of 2018, about 7,800 migrants were apprehended on the 820-kilometer-long German-Austrian border. About 50 to 60% of them were sent back to Austria.³²

²³ Ministry of Interior, Answer to parliamentary request 40AB/XXVII, 12 December 2019, available in German at: <https://bit.ly/3aDEhXq>.

²⁴ Der Standard, ‚Österreich kontrolliert weiterhin Grenze zu Slowenien und Ungarn‘, 8 October 2019, available in German: <https://bit.ly/2ul59pu>.

²⁵ Ibid.

²⁶ Burgenland, ‚Grenzkontrollen: Politik begrüßt Verlängerung‘, 12 June 2018, available in German at: <https://bit.ly/2Gjxqat>.

²⁷ Burgenland.orf, Lage an der Grenz: sehr ruhig, 17 July 2018; available in German at: <https://bit.ly/2tpEWIB>.

²⁸ Ministry of Interior, Answer to parliamentary request 40AB/XXVII of 19 December 2019, available in German at: <https://bit.ly/39HPvKu>.

²⁹ Ministry of Interior, Answer to parliamentary request 40AB/XXVII of 19 December 2019, available in German at: <https://bit.ly/39HPvKu>.

³⁰ Kurier 03.07.2018, ‚Experte: "Zurückweisen dürfen die Deutschen nicht"‘, available in German at: <https://bit.ly/2E4X3tg>.

³¹ Ministry of Interior, Answer to parliamentary request 4030AB/XXVII. of 19 September 2019, available in German at: <https://bit.ly/2W1vM4f>.

³² Tiroler Tageszeitung, ‚Flüchtlinge: 2018 bisher deutlicher Rückgang an Aufgriffen in Tirol‘, 21 November 2018, available in German at: <https://bit.ly/2NXqssB>.

1.2. Special provisions to maintain public order during border checks

With a legal amendment, which entered into force on 1 June 2016, “special provisions to maintain public order during border checks” were added to the Asylum Act.³³

The provision (discussed publicly as “emergency provision”), which can be activated through a decree of the federal government, foresees that asylum seekers have no longer access to the asylum procedure in Austria when a maximum number, i.e. a ‘quota’, of asylum applications to be examined on the merits, is reached. For 2016 this number was set at 37,500 applications and was not reached.³⁴ For 2017 the limit was set at 35,000 applications and was not reached either. The limit for 2018 was set at 30,000 applications and was not exceeded. For the year 2019, the maximum has been set at 25,000 asylum applications. However, the decree of the federal government was never activated. There are no known plans to activate it in the near future and no further projections of quotas for the upcoming years.

The possibility of rejection at the border relies on the distinction between “making” and “lodging” an asylum application as per Article 6 of the recast Asylum Procedures Directive. After an application is made before a police officer at the border, or in a registration centre (*Registrierstelle*) if the person is found to be irregularly on the territory, the Aliens Police will be able to reject the person at the border or to issue a return decision before the initial interview (*Erstbefragung*).³⁵

Refusal to register an application is not possible where return would be incompatible with the principle of *non-refoulement* under Articles 2 and 3 ECHR, or with Article 8 ECHR.³⁶

An asylum seeker is not issued a decision ordering return, and cannot appeal against the refusal to have his or her claim examined. In such a case, the asylum seeker has no right to remain on the territory,³⁷ therefore an appeal to the State Administrative Court (LVwG) does not have suspensive effect.³⁸

The amendment has been criticised by UNHCR and civil society organisations,³⁹ as it enables police authorities rather than the BFA to deny a person access to the asylum procedure, without procedural guarantees or legal assistance, while an appeal can only be made after the expulsion has been carried out. The activation of the emergency provision also suspends the application of the Dublin Regulation.

³³ Articles 36-41 AsylG.

³⁴ Out of a total, 42,073 asylum applications registered in 2016, only 27,254 were deemed to be under the responsibility of Austria: Ministry of Interior, *Asylum Statistics December 2016*, available in German at: <http://bit.ly/2k2N2Ue>, 3.

³⁵ Article 38 AsylG.

³⁶ Article 41(1) AsylG.

³⁷ Article 39 AsylG.

³⁸ Article 41(2) AsylG.

³⁹ UNHCR Austria, Kurzanalyse zum Gesamtändernden Abänderungsantrag betreffend eine Änderung des Asylgesetzes durch Sonderbestimmungen zur Aufrechterhaltung der öffentlichen Ordnung und des Schutzes der inneren Sicherheit während der Durchführung von Grenzkontrollen, 21 April 2016, available in German at: <http://bit.ly/1MJVVM5>; Asylkoordination Österreich et al, *Stellungnahme zum Entwurf betreffend ein Bundesgesetz, mit dem das Asylgesetz 2005, das Fremdenpolizeigesetz 2005 und das BFA-Verfahrensgesetz geändert werden*, 21 April 2016; available in German at: <http://bit.ly/2jx6Z29>.

2. Registration of the asylum application

Indicators: Registration

1. Are specific time limits laid down in law for making an application? Yes No
❖ If so, what is the time limit for lodging an application?
2. Are specific time limits laid down in law for lodging an application? Yes No
❖ If so, what is the time limit for lodging an application?
3. Are registration and lodging distinct stages in the law or in practice? Yes No
4. Is the authority with which the application is lodged also the authority responsible for its examination? Yes No

An application for international protection can be made before an agent of the public security service or a security authority. Within a period of 48 hours after apprehension by the security authority after the request was made – which may be extended to 72 hours – the first interrogation (*Erstbefragung*) has to take place.⁴⁰ All documents, including the minutes of the first interrogation, are sent to the asylum authorities, which will have to continue the procedure by conducting the interview. The application is registered as soon as the security authorities have submitted the minutes of the interrogation and all the documents of the asylum seekers to the BFA's branch office. Currently, applications are forwarded to the BFA without delay. In some cases, some public security offices do not provide correct information and send asylum seekers to the initial reception centre (EAST) of **Traiskirchen** to make an asylum application. During a short period in 2019, the "initial reception centres" had been re-named into "departure centres". However, following massive criticism from civil society organisations and given the lack of legal basis for that change, these are still called "initial reception centres" in accordance with national law.

The application is lodged with the instruction of the branch office of the BFA to the police on the next steps. This could be the transfer of the applicant to EAST by the security authorities. Asylum seekers may otherwise be transferred to a distribution centre (VQ) or helped to go there e.g. by covering their transportation costs.⁴¹

Persons with legal stay (residence permit) must submit their asylum application at the public security service too. The BFA orders to show up before the branch office within 14 calendar days. Otherwise, the application will be terminated as being no longer relevant. Parents apply for their children born in Austria at the branch office(s) of the BFA.

⁴⁰ Article 29(2) AsylG.

⁴¹ BFA, *The Asylum procedure*, available in German at: <https://bit.ly/2Hn2GUI>, 10.

C. Procedures

1. Regular procedure

1.1. General (scope, time limits)

Indicators: Regular Procedure: General

- | | |
|--|---|
| 1. Time limit set in law for the determining authority to make a decision on the asylum application at first instance: | 6 months |
| 2. Are detailed reasons for the rejection at first instance of an asylum application shared with the applicant in writing? | <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No |
| 3. Backlog of pending cases at 31 December 2019: | 27,156 |

As already mentioned, the BFA is a specific department of the Ministry of interior, dealing with asylum matters. In 2014, the tasks of the BAF were further extended to cover some immigration law procedures.

According to the General Administrative Procedures Act (AVG), decisions have to be taken within 6 months after the application for international protection has been submitted. Within 20 calendar days, the BFA has to decide whether it intends to reject the application as inadmissible due to the responsibility of another Member State under the Dublin Regulation, the existence of a safe third country or for being a subsequent asylum application, or to dismiss the application for other reasons. Since 2018, the admissibility procedure may be prolonged by lifting the 20 days deadline in manifestly unfounded cases. However, if no information about the intention to reject the application is issued within 20 calendar days, the application is automatically admitted into the regular procedure. Thus, the asylum-seeker should receive the preliminary residence permit and be allocated to the reception system of a federal province. On the contrary, if the asylum application is deemed inadmissible the asylum-seeker receives legal assistance and has to be heard in presence of his/her lawyer. There is no legal remedy against this procedural order.

If no procedural order is notified to the asylum seeker within 20 days, the asylum application is admitted to the regular procedure – except in Dublin cases if requests to other Member States to take charge or take back the asylum seeker are made within this time frame. An amendment to Article 22 AsylG, which entered into force on 1 June 2016, allowed for the extension of the duration of procedures at first instance up to 15 months. This exceptional prolongation is no longer applicable since 1 June 2018, however.

In 2019, the average duration of the asylum procedure at first instance amounted to 2.3 month,⁴² compared to 6.6 months at the beginning of 2018 and 14 months at the beginning of 2017.⁴³ While the average time of 2.3 months in 2019 refers to all asylum procedures at first instance, the Ministry of Interior had stated that the average duration was 6 months for regular procedures and 27 days for fast track procedures (which concerned 750 cases) in 2018.⁴⁴ A breakdown of average length depending on the applicable procedure was thus not made available for the whole year 2019, but in the first ten months of 2019, 493 fast track procedures were conducted and the average length for these fast-track cases was 18 days.⁴⁵

⁴² Ministry of Interior, Answer to parliamentary request 232/AB, 20 January 2020, available in German at: <https://bit.ly/37Vzhf6In>.

⁴³ Information provided by the Ministry of Interior, 26 January 2018. See also Der Standard, 'Asyl: Freiwillige Rückkehr ging um ein Drittel zurück', 11 July 2017, available in German at: <http://bit.ly/2D3nDiK>.

⁴⁴ Orf.at, „Trendumkehr“ Kickl präsentiert Bilanz zu Asylzahlen', 24 January 2019, available in German at: <https://bit.ly/2NVI4pY>.

⁴⁵ Ministry of Interior, Answer to parliamentary request 232/AB, 20 January 2020, available in German at: <https://bit.ly/37Vzhf6In>.

However, the Austrian Ombudsman continued to receive complaints on the length of asylum procedures at first instance in individual cases, including in 2019. It has received 1,500 complaints in 2016; 2,000 complaints in 2017 and 320 complaints in 2018. Out of the 320 complaints received in 2018, a violation of the duty to take a decision within the set limit was confirmed in 248 cases. Similarly, in 2018, 220 complaints were filed concerning length of procedures at second instance, and in 176 cases a violation was identified.⁴⁶

Moreover, at the end of 2019, a total of 27,156 cases were pending, out of which 4,014 cases were pending at first instance and 23,142 cases were pending at second instance, thus demonstrating the importance of the volume of pending cases at second instance. In comparison, there were 7,535 cases pending at first instance in 2018; 32,241 cases pending at first instance in 2017 and 63,912 cases pending at first instance in 2016.⁴⁷

In case of delay from the BFA, the asylum seeker may request that the case be referred to the Federal Administrative Court for a decision (*Säumnisbeschwerde*). However, in practice asylum seekers do not frequently make such requests, as they miss a chance of receiving a positive decision at first instance (by the BFA).

In case of delay from the Federal Administrative Court, a request for the establishment of a deadline may be addressed to the Administrative High Court.

1.2. Prioritised examination and fast-track processing

The time limit for decisions for the BFA and the Federal Administrative Court are reduced to 3 months in case the asylum seeker is detained pending deportation.⁴⁸ The same maximum time limit applies to the “procedure for the initiation of a measure terminating residence” (see [Accelerated Procedure](#)).

The practice of fast-track processing of cases from certain countries of origin which do *not* fall within the scope of the “safe countries of origin” list and the accelerated procedure was not observed in 2019. This is due to the fact that the list of safe countries of origin has been extended to countries such as **Algeria, Tunisia, Morocco, Georgia** and **Ghana** (see [Safe Country of Origin](#)). Applications from **Afghanistan** were given priority in 2018 following an instruction from the Ministry of Interior in 2017.

1.3. Personal interview

Indicators: Regular Procedure: Personal Interview

1. Is a personal interview of the asylum seeker in most cases conducted in practice in the regular procedure? Yes No
 - ❖ If so, are interpreters available in practice, for interviews? Yes No
2. In the regular procedure, is the interview conducted by the authority responsible for taking the decision?⁴⁹ Yes No
3. Are interviews conducted through video conferencing? Frequently Rarely Never

⁴⁶ Report of the Ombudsman Board to the National Council and the Federal Council 2018, available in German at: <https://bit.ly/31OvJdd>, 108.

⁴⁷ Ministry of Interior, Reply to parliamentary question 11560/J (XXV.GP), 31 March 2017, available in German at: <http://bit.ly/2o1os5Z>. According to the Ministry, the average processing times for asylum applications made after 1 July 2016 was 6.6 months: Information provided by the Ministry of Interior, 26 January 2018.

⁴⁸ Article 22(6) AsylG.

⁴⁹ However, the official conducting the interview is no longer responsible for the decision.

All asylum seekers must undergo a personal interview, provided that they have legal capacity to do so. Asylum seekers are further subject to an interrogation by security services shortly after making the application for the purposes of the [Dublin and Admissibility Procedure](#).⁵⁰ These interrogations are carried out with a view to establish the identity and the travel route of the asylum seeker. They should not, however, refer to the specific reasons for fleeing and lodging an asylum application. Despite the fact that the interrogation is conducted by the police and not by caseworkers of the BFA, the statements made by the asylum seeker at this stage of the admissibility procedure have an important impact on the asylum procedure as they are accorded particular importance. The Constitutional Court confirmed in a judgement of 2012 that reasons for applying for international protection shall not be in the focus of the first interview conducted by police services.⁵¹

Asylum seekers may be accompanied by a person they trust (i.e. person of confidence) and unaccompanied children can not be interviewed without the presence of their legal representative.

The law further provides for a choice of interviewer and/or interpreter according to gender considerations in cases where the asylum seeker's fear of persecution is related to sexual self-determination.⁵² The authorities must demonstrate that they have informed the asylum applicant of the possibility to be interviewed by an official of the same sex.⁵³ In practice, however, this is not consistently applied with regard to interpreters.⁵⁴ In the appeal procedure, infringements of the right to sexual self-determination have to be expressed in the written appeal in order to have the hearing at the Court held by a judge of the same sex. The Constitutional Court ruled that UNHCR guidelines have to be applied to male asylum seekers accordingly.⁵⁵

Interpretation

Interpreters are provided by the BFA and cover most of the languages, but interviews may also be conducted in a language the asylum seeker is deemed to understand sufficiently. The provision of interpreters has been reported as not satisfactory with regard to certain languages, even in cases where a significant number of asylum seekers may be concerned (e.g. Chechen refugees are often interviewed in Russian). Asylum seekers from African countries are often interviewed in English or French, languages that they are "supposed" to understand. Asylum seekers are asked at the beginning of the interview if they understand the interpreter. There are no standards for the qualification of interpreters in asylum procedures. Interpretation is often not done by accredited interpreters; usually persons with the requested language knowledge are contracted on a case-by-case basis. UNHCR has published a training manual for interpreters in asylum procedures.⁵⁶

The Federal Law on the Establishment of the Federal Agency for Care and Support Services Limited Liability Company (BBU-G) passed in June 2019 foresees that a federal agency annexed to the Ministry of Interior should be responsible for the provision of interpreters for the purpose of asylum procedures as of 1 January 2021. This includes the provision of interpreters both at first and second instance, but also in case of oral hearings in front of the BVwG as well as in procedures concerning basic support. The law lists a wide range of areas in which interpreters should be provided by the federal agency, *inter alia* for

⁵⁰ Article 19 AsylG.

⁵¹ VfGH, Decision U 98/12, 27 June 2012.

⁵² Article 20 AsylG.

⁵³ Article 20 Austrian Asylum Act.

⁵⁴ OHCHR, Report on the mission to Austria focusing on the human rights of migrants, particularly in the context of return, October 2018, available at: <https://bit.ly/2u4JoQE>.

⁵⁵ VfGH, Decision U 1674/12, 12 March 2013 mentions Conclusions Nr. 64 (XLI) and Nr. 73 (XLIV) of the Executive Committee of UNHCR. The Asylum Court decided by a male and female judge and its decision was thus unlawful.

⁵⁶ UNHCR, "Training manual for translators in asylum procedures", 2015, available in German at: <https://bit.ly/2XYPzQC>.

interviews related to the making of an application for international protection; for measures relating to the termination of the right to stay as well as for the granting or limitation of basic services. The current plans of the “pilot phase” only provide for the employment of 5 persons for the purpose of interpretation during the first half year of 2021; a number which should reach 15 employees in the second half of that year. The authorities and Courts will still have the possibility to hire external interpreters, however.

Recording and transcript

Article 19(3) AsylG allows for tape recording of the interview, which is, however, rarely used in practice. Video conferencing was introduced in 2018. The BFA in Burgenland held interviews to assist the BFA in Vienna and in Vorarlberg in this context.⁵⁷ This new practice is based on Art. 51a of the General Administrative Act, which allows the use of technical facilities for word and image transmission - unless a personal interview is necessary for economical or personal reasons. There are concerns about the practice of conducting video conferences as personal credibility plays a major role in the asylum procedure.

The transcript is more or less verbatim. Its content may depend on the interpreter’s summarising the answers, choosing expressions that fit the transcript or translating each sentence of the asylum seeker. Immediately after the interview, the transcript is translated by the same interpreter in a language the asylum seeker understands and the asylum seeker has the possibility to ask for corrections and completion immediately after the interview. By signing the transcript, they agree with its content. If asylum seekers find something incorrect in the transcript after having signed it at the end of the interview, they should send a written statement to the BFA as soon as possible. In practice, asylum seekers do not frequently ask immediately after the interview for correction of the report. Some asylum seekers explain that they were too tired to be able to follow the translation of the transcript. The OHCHR stated in its report on the mission to Austria from October 2018 that many caseworkers of the BFA are not adequately trained in using techniques that fit the needs of asylum applicants. In a number of cases monitored by the OHCHR, negative decisions of the BFA were based on personal views and involved biased questioning during interviews as well as stereotypes on gender and race.⁵⁸ NGOs providing legal advice reported to asylkoordination that asylum seekers often realise that mistakes in the translation or the transcript were made when they receive a negative first instance decision and a legal adviser explains them the details of the transcript.

1.4. Appeal

Indicators: Regular Procedure: Appeal

1. Does the law provide for an appeal against the first instance decision in the regular procedure?

❖ If yes, is it	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
❖ If yes, is it suspensive	<input checked="" type="checkbox"/> Judicial	<input type="checkbox"/> Administrative
	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> Some grounds <input type="checkbox"/> No

2. Average processing time for the appeal body to make a decision: Not available

1.4.1. Appeal before the BVwG

Appeals against a negative first instance decision have to be submitted within 4 weeks of the receipt of the decision and the whole asylum file is forwarded by the BFA to the Federal Administrative Court (BVwG).⁵⁹ However, following an amendment that came into effect on 1 September 2018, the time limit

⁵⁷ Information provided by the RD Burgenland.

⁵⁸ OHCHR, Report on the mission to Austria focusing on the human rights of migrants, particularly in the context of return, October 2018, <https://bit.ly/2u4JoQE>.

⁵⁹ Article 16(1) BFA-VG.

has been set at 2 weeks for appeals in inadmissibility procedures and in cases of status withdrawals that were initiated along with a return decision.⁶⁰

Within 2 months following the lodging of an appeal, the BFA may decide to modify the decision that is being challenged.⁶¹ This means that it can decide either to annul, reject or change its initial decision. However, where the BFA refrains from modifying its decision, it forwards the appeal to the Court.

In case refugee status or subsidiary protection status is not granted by the BFA, the asylum applicant will be assigned a free legal adviser provided by the state at the time of notification of the first instance decision. As of January 2021, legal assistance will be provided by a new federal agency, however (see [Legal Assistance](#)).

Article 18(1) BFA-VG provides that the suspensive effect of the appeal *may* be withdrawn by the BFA where the application is manifestly unfounded, i.e. where:

- (1) The applicant comes from a safe country of origin;
- (2) Has already been resident in Austria for at least 3 months prior to the lodging of the application;
- (3) The applicant has attempted to deceive the BFA concerning their true identity or nationality or the authenticity of their documents;
- (4) The asylum seeker has not adduced any reasons for persecution;
- (5) The allegations made by the asylum seeker concerning the danger they face clearly do not correspond with reality;
- (6) An enforceable deportation order or an enforceable entry ban was issued against the asylum seeker prior to the lodging of the application for international protection; or
- (7) The asylum seeker refuses to give fingerprints.

Moreover, the BFA *must* withdraw the suspensive effect of an appeal where:⁶²

- (1) The immediate departure of the third-country national is required for reasons of public policy or public security;
- (2) The third-country national has violated an entry ban and has returned to Austrian territory; or
- (3) There is a risk of absconding.

The BVwG must grant automatic suspensive effect within 1 week from the lodging of the appeal, where it assumes that return would expose the concerned person to a real risk of a violation of Articles 2, 3, 8 and 13 ECHR or Protocols 6; or to a serious threat to life or person by reason of indiscriminate violence in situations of conflict in line with Article 15(c) of the recast Qualification Directive.⁶³ The reasons must be set out in the main complaint.

Appeals against the rejection of an application with suspensive effect have to be ruled by the Court within 8 weeks.⁶⁴ The asylum appeal has suspensive effect as long as the case is pending in court.

The BVwG is organised in chambers, each of which is responsible for certain groups of countries. The Court processed 18,760 appeals in 2016, about 20,000 in 2017 and around 24,000 in 2018. The number of appeals pending was 12,497 in 2016,⁶⁵ 2017 was 24,516 in 2017, 30,518 in 2018.⁶⁶ At the end of 2019, 23,142 appeals were pending at second instance.⁶⁷

⁶⁰ Article 16 (1) BFA-VG.

⁶¹ Article 14(1) Administrative Court Procedures Act (VwG-VG).

⁶² Article 18(2) BFA-VG.

⁶³ Articles 17(1) and 18(5) BFA-VG.

⁶⁴ Article 17(2) BFA-VG.

⁶⁵ Ministry of Interior, *Asylum Statistics December 2017*, available in German at: <http://bit.ly/2CePv2Q>, 50.

⁶⁶ Ministry of Interior, *Asylum Statistics November 2018*, available in German at: <https://bit.ly/2N1H5mK>.

⁶⁷ Ministry of Interior, *Asylum Statistics December 2019*, available in German at: <https://bit.ly/2TcjynH>.

Following the increase of appeals and backlog of cases at second instance, judges from different fields of law have gradually been assigned to decide upon asylum procedures since 2017; despite their lack of expertise on asylum-related matters. In the first half of 2019, the Federal Administrative Court (BVwG) concluded 10,180 procedures concerning appeals against decisions of the BFA, taking around 11,700 decisions. Out of the 11,700 decisions at second instance, the BVwG dismissed or amended 4,610 decisions and confirmed 5,840 decisions of the BFA.⁶⁸ For the year 2020, it is foreseen that 152 out of 236 judges of the BVwG will be assigned to take decision in asylum and alien's law cases.⁶⁹

The BVwG can request another hearing and additional examinations if necessary. Reversely, the BFA-VG also allows for exceptions to a personal hearing on an appeal; i.e. an appeal must not be held if the facts seem to be established from the case file or if it is established that the submission of the applicant does not correspond to the facts.⁷⁰ This provision must be read in light of the restrictions on the submission of new facts in the appeal procedure.

The question whether a personal hearing before the BVwG has to take place or not has been brought before the Constitutional Court (VfGH). The Court ruled that not holding a personal hearing in the appeal procedure does not violate Article 47(2) of the EU Charter of Fundamental Rights. Charter rights may be pleaded before the Constitutional Court. The Court stated that Article 41(7) AsylG,⁷¹ is in line with Article 47(2) of the EU Charter if the applicant was heard in the administrative procedure.⁷² However, subsequent rulings of the Administrative High Court and the Constitutional Court have conversely specified the obligation of the Administrative Court to conduct a personal hearing. In the case of an Afghan asylum seeker, the Administrative Court had confirmed the first instance decision which found the asylum seeker's application to be lacking credibility due to discrepancies in statements about his age. The Constitutional Court ruled that, by deciding without a personal hearing, the Administrative Court had violated the right laid down in Article 47(2) of the EU Charter.⁷³ Two rulings to the same effect were delivered by the Constitutional Court in September 2014.⁷⁴

The Administrative High Court has specified that all relevant facts have to be assessed by the determining authority and have to be up to date at the time of the decision of the court.⁷⁵ It further stated that it was not necessary to explicitly request an oral hearing if the facts were not sufficiently clear or if the statements of the applicant in his or her appeal contradicted the statements taken by the first instance authority.⁷⁶

The possible outcome of an appeal can be the granting of a status, the refusal of a status, or a referral by the BVwG back to the BFA for further investigations and a re-examination of the case. Hearings at the Court are public, but the public may be excluded on certain grounds. Decisions of the BVwG are published on the legal information website of the Federal Chancellery.⁷⁷

⁶⁸ Ministry of Justice, Answer to parliamentary request 3929/AB XXVI. GP, 4 September 2019, available in German at: <https://bit.ly/387CZl>.

⁶⁹ Federal Administrative Court, *Geschäftsverteilung 2020*, available in German at: <https://bit.ly/2Tb5Ql5>.

⁷⁰ Article 21(7) BFA-VG.

⁷¹ Article 41(7) AsylG corresponds with Article 21(7) BFA-VG.

⁷² VfGH, Decisions U 466/11-18 and U 1836/11-13, 14 March 2012, available at: <http://bit.ly/1eLj54J>.

⁷³ VfGH, Decision U 152/13-12, 21 February 2014, available at: <http://bit.ly/1FXmqb6>.

⁷⁴ VfGH, Decision U 610/2013, 19 September 2014, available at: <http://bit.ly/1RIQrPN>; U 2529/2013, 22 September 2014, available at: <http://bit.ly/1G4KDfF>. See also K Kessler, 'The right to an oral hearing in Austrian asylum appeal procedures in the light of Article 47(2) of the Charter of Fundamental Rights of the European Union', EDAL, 14 January 2015, available at: <http://bit.ly/1CGfjzK>.

⁷⁵ VfGH, Ra 2014/20/0017, 28 May 2014.

⁷⁶ VfGH Ro 2014/21/0047, 22 May 2014.

⁷⁷ Decisions of the Federal Administrative Court are available at: <http://www.ris.bka.gv.at/Bvwg/>. However, according to the General Administrative Procedures Act, decisions may not be made public if it is necessary for reasons of public order or national security, morality, the protection of children or the private life of the asylum seeker or for the protection of a witness.

As regards the average processing time for the appeal body to make a decision, the Ministry of Justice indicated that, in 2019, 33% of appeals challenging decisions of the BFA were concluded within 6 months, while 67% took longer than 6 months.⁷⁸ Further details on these statistics are not available.

1.4.2. Onward appeal before the VwGH

Decisions of the BVwG may be appealed before the VwGH. The eligibility to appeal to the VwGH is determined by the BVwG, but in case the Administrative Court declares a regular revision as inadmissible, the asylum seeker may lodge an “extraordinary” revision. For that purpose, the applicant may submit a request for free legal assistance as well as for the suspensive effect of the complaint.

Out of 775 revisions conducted in the first half of 2019, 26 were regular revisions and 749 were extraordinary revisions. Out of the 26 regular revisions, 16 were requested by the determining authority and 10 by applicants. Out of the 749 extraordinary revisions, 105 were requested the determining authority and 644 by applicants.⁷⁹

In 2017, the government had announced further restrictions in the asylum procedure, including the abolition of the onward appeal (“extraordinary revision”) before the Administrative High Court. This had been criticised by the Federal Administrative Court and Constitutional Court as an undue departure from uniform rule of law standards in a particularly sensitive human rights area.⁸⁰ No further proposals have been presented by the interim government as of end of 2019, nor by the newly formed government of the ÖVP/Greens coalition in early 2020.

In case the asylum applicant seeks to challenge the decision in front of the BVwG and if he or she claims it is violating a constitutional right, he or she can lodge an within 6 weeks, after the ruling of the Federal Administrative Court has become final. Asylum seekers are informed of the possibility to address a complaint to the Constitutional Court in writing and this information is translated in a language the asylum seeker understands. In that context, it has to be mentioned that the ECHR is part of Austria’s constitutional law. Therefore the risk of violation of Articles 2, 3 or 8 ECHR can be challenged in front of the Constitutional Court, while the rejection of an application for international protection does not fall under the Court’s competence. The appeal does not have automatic suspensive effect, however. Around 75 decisions of the BVwG, in which the decision was considered arbitrary, have been ruled unlawful by the Constitutional Court in 2019.⁸¹

Asylum seekers face difficulties to access constitutional appeals as the payment of a fee of €240 is required to that end. Furthermore, asylum seekers are not heard in person before the Constitutional Court, which rather requests written statements from the BVwG.

⁷⁸ Ministry of Justice, Answer to parliamentary request 3929AB/XXVI. GP, 4 September 2019, available in German at: <https://bit.ly/2TzGywW>.

⁷⁹ Ibid.

⁸⁰ VwGH, ‘Verwaltungsgerichtshof spricht sich gegen den geplanten Ausschluss der außerordentlichen Revisionen in Asylverfahren aus’, 19 December 2017, available in German at: <http://bit.ly/2oLnL22>.

⁸¹ The cases are available in German at: <https://bit.ly/377YZfZ>.

1.5. Legal assistance

Indicators: Regular Procedure: Legal Assistance

1. Do asylum seekers have access to free legal assistance at first instance in practice?
 Yes With difficulty No
❖ Does free legal assistance cover:
 Representation in interview
 Legal advice
2. Do asylum seekers have access to free legal assistance on appeal against a negative decision in practice?
 Yes With difficulty No
❖ Does free legal assistance cover:
 Representation in courts
 Legal advice

1.5.1. Legal assistance at first instance

In June 2019, the Austrian Parliament adopted a law establishing a Federal Agency for Care and Support Services (*Bundesagentur für Betreuungs- und Unterstützungsleistungen, BBU GmbH*) which will be in charge *inter alia* of providing legal assistance to asylum seekers at first and second instance as of 1 January 2021. The new law has been criticised by several organisations, as it raises concerns over the risk of arbitrary access to free legal assistance. In its Legal note on the Austrian law, ECRE demonstrated that while access to legal assistance at first instance was the general rule under the previous Article 49(1) BFA-VG, it becomes the exception under the new law. Legal assistance at first instance shall now only be provided according to the “available possibilities”, and does not constitute a right, except in specific cases listed in the Asylum Act. In other words, access to free legal assistance at first instance is only granted when existing resources are available (e.g. staff and funding), and is not a right for all.⁸²

Moreover, the reform introduces a new threshold which grants the asylum applicant the right to free legal assistance by the Agency only if an appointment - during which the applicant exercises his or her right to be heard - is scheduled within 72 hours (3 days) after having been notified by the BFA of the intention to reject the asylum application. This means that, if the BFA grants the asylum applicant the right to be heard at a later stage (e.g. in 4 or 5 days), free legal assistance by the Agency will only be available if resources so allow. Consequently, there is a risk of arbitrary access to free legal assistance at first instance which will largely depend on the BFA’s goodwill allowing the asylum applicant to be heard in due time.

Until the BBU is established, asylum seekers are offered free legal assistance at the branch offices of the BFA. However, in practice, this access is limited and largely depends on available resources and staff. Asylum seekers further have to travel to the BFA on their own, which means that the costs of transportation are not covered. The long distances between the accommodation centres and the branch offices of the BFA are a further obstacle to the effective access to free legal assistance at first instance.

At the time of writing, legal advice is still funded by the Asylum, Migration and Integration Fund (AMIF) and co-funded by the Ministry of Interior. One association, [Verein Menschenrechte Österreich \(VMÖ\)](#), covers legal advice in 6 out of 18 BFA branch offices and also offers counselling at its offices in the federal states. In **Styria**, Caritas has a contract to provide legal advice as well. Updated Information on the number of consultation hours funded are not available.

While the current legal aid system will stay in place until the Federal Agency takes over the responsibility of providing legal assistance (i.e. on 1 January 2021); the Government officially cancelled on 28 February

⁸² ECRE, *Reforming legal assistance in Austria: an end to independent provision?*, June 2019, available at: <https://bit.ly/2NHkaB0>, 3.

2020 the extension of the contracts with the NGOs currently providing legal assistance.⁸³ As of 2021, these organisations will thus no longer receive funding for the purpose of legal assistance, which has been heavily criticised by civil society organisations.

It should be noted, however, that the current legal aid-system does not meet the needs of asylum seekers. VMÖ, which currently receives most of the funding for legal assistance in the first instance procedure,⁸⁴ has been criticised for not being very helpful nor committed to the protection of the rights of asylum seekers due to its cooperation with the Ministry of Interior.⁸⁵

Legal advisers are usually not present during interviews at first instance, except where they are authorised by the asylum seeker for legal representation. According to the information available to Asylkoordination, legal advisers of VMÖ do not accept to act as legal representatives before the BFA due to a strict interpretation of the contract with the government. Only other organisations or lawyers act as legal representatives for asylum seekers during interviews. Representatives from VMÖ further explained to OHCHR that their role is to “uphold the rule of law and not necessarily to be the defender or the advocate of the migrant, who often do not help themselves.”⁸⁶

1.5.2. Legal assistance in appeals

The system of free legal aid for the appeal stage was introduced by amendment of the Asylum Act in 2011 and entered into effect on 1 October 2011.⁸⁷ Thus, in the current system, when an application for international protection is rejected, a legal adviser is assigned to the asylum applicant by the determining authority. Two organisations, ARGE Rechtsberatung (Diakonie and Volkshilfe) and Verein Menschenrechte Österreich, are contracted by the Ministry of Justice to provide free legal aid at appeal stage. Asylum applicants may also decide to contact an NGO offering free legal advice to asylum applicants, however.

The tasks of these organisations are laid down in law and entail the obligation to provide advice in case of dismissal of the application. Legal advisers shall be present at hearings before the Administrative Court if the asylum seeker so request.⁸⁸ Asylum seekers should be able to make effective use of their right to legal advice, in accordance with procedural guarantees, EU law and in line with the jurisprudence of the Higher Administrative Court.⁸⁹

Although the role of the legal adviser in such a hearing was unclear following the 2015 amendment, the Constitutional Court clarified on 9 March 2016 that legal advisers who are summoned to the hearing at the Court have to represent the asylum seekers before the Court, if applicants so requests.⁹⁰ Since 1 October 2016, the wording of Article 52 BFA-VG is as follows: “at their request, they shall also represent the foreigners or asylum seekers concerned in the proceedings, including at a hearing.” As already mentioned, asylum seekers may also decide to be represented by NGOs or to pay themselves for a private lawyer.

⁸³ Orf.at, ‘Asyl: Beratungsverträge mit NGOs gekündigt’, 28 February 2020, available in German at: <https://bit.ly/3dlwQq4>.

⁸⁴ Ministry of Interior, *AMIF List of selected projects 2015/2016 (Asylum & Return)*, available in German at: <http://bit.ly/1OqSfsR>; Reply to parliamentary request 14100/J (XXV.GP), 8 November 2017, available in German at: <http://bit.ly/2EiMLDx>.

⁸⁵ Asylkoordination Österreich, ‘Kritik am VMÖ reißt nicht ab. Was steckt eigentlich dahinter und warum ändert sich nichts?’, 22 May 2017, available in German at: <http://bit.ly/2Ej7kzl>.

⁸⁶ OHCHR, Report on the mission to Austria focusing on the human rights of migrants, particularly in the context of return, October 2018, <https://bit.ly/2u4JoQE>.

⁸⁷ BGBl I Nr. 38/2011.

⁸⁸ Article 52(2) BFA-VG.

⁸⁹ VfGH, Decision Ro 2016/18/0001, 3 May 2016.

⁹⁰ VfGH, Decision G 447-449/2015-13, 9 March 2016, available in German at: <http://bit.ly/2jR9OMi>.

Financial compensation for legal assistance ordered by decree is insufficient. The NGO Diakonie Flüchtlingsdienst as part of ARGE Rechtsberatung (one of two legal counselling providers contracted by the Ministry of Interior) reported in April 2019 that - due to the low refunding rates – it had to add in around € 860.000 from its own budget.⁹¹

Legal advisers do not need to be lawyers or experienced in refugee and asylum law. Three years of practical experience in immigration law is a sufficient qualification for persons with a University degree other than law, while five years of practical experience in immigration law suffices for persons without a University degree. Pursuant to § 13 BBU-G, the same qualification criteria are to be applied for legal counsellors under the future regime of state-led legal counselling. Legal advisers have to decide whether to help asylum seekers to write an individual appeal (which must be written in German) and assist them with regard to all procedural requests of the appeal procedure.

As already mentioned, two organisations, ARGE Rechtsberatung (Diakonie and Volkshilfe) and VMÖ, are contracted by the Ministry of Justice to provide free legal assistance at second instance. VMÖ's independence and the quality of its services has been questioned by many Austrian NGOs working in the field, including public officials.⁹² Asylum seekers have no choice as to which organisation will be responsible for providing legal assistance to them. Joachim Stern reports the findings of a short evaluation of decisions of the BVwG in the case law database between 1 April 2014 and 1 April 2016. The evaluation found 139 procedures before the Court with legal representation of the asylum seekers by ARGE Rechtsberatung and 4 cases with legal representation by VMÖ.⁹³ This evaluation shows that asylum seekers who are entitled to receive legal advice by VMÖ are in most cases not represented by this organisation.

Since 2017, however, NGOs observed minor improvements in the legal aid system. A persistent issue, however, relates to the fact that the contract between the government and the service providers VMÖ and ARGE Rechtsberatung does not foresee criteria quality standards for legal aid. Thus, it is often criticised that the quality of the provision of legal aid by VMÖ differs very much depending on the individual counsellor. The Federal Chancellery evaluated several appeals prepared by the VMÖ.⁹⁴ One of the appeals monitored concerned an 18-years-old Afghan. As reported by the media, the appeal against his deportation to Afghanistan only contained three lines drafted in poor German.⁹⁵ In February 2020, the government officially cancelled its contracts with NGOs providing legal assistance as of 2021, meaning that there will be no more funding provided to them for the purpose of legal assistance.⁹⁶ The lack of funding will thus inevitably affect the activities of the relevant NGOs and raises serious concerns as regards the quality of legal assistance that will be provided to asylum seekers as of 2021.

It appears that complaints as regards the poor quality of appeals resulted in an improvement of the provision of legal assistance by VMÖ; i.e. argumentation has improved. However, quality of legal aid largely depends on the counsellor involved and there is still a lack of trust of asylum-seekers and volunteers vis-a-vis VMÖ. Applicants reported to asylkoordination and other NGOs that in some cases VMÖ refused to provide assistance to applicants' willing to lodge an appeal, arguing that it would not make sense. The applicants were offered the possibility to write an appeal by themselves instead. It was

⁹¹ Diakonie Austria, Position statement on the Federal law amending the BFA Procedures Act (BFA-VG), the Asylum Act and the Basic care act, 5, available in German at: <https://bit.ly/2W4cAAb>.

⁹² OHCHR, Report on the mission to Austria focusing on the human rights of migrants, particularly in the context of return, October 2018, available at: <https://bit.ly/2u4JoQE>, 10.

⁹³ J Stern, 'Verfahrenshilfe und Rechtsberatung – Neue Entwicklungen und alte Fragen' in C Filzweiser and I Taucher (eds), *Asyl- und Fremdenrecht Jahrbuch 2016* (NWV 2016), 151-168.

⁹⁴ Federal Chancellery, Reply to parliamentary question 12783/J, 21 June 2017, available in German at: <http://bit.ly/2o0oo6R>.

⁹⁵ Salzburger Nachrichten, 'Bundeskanzleramt prüft Vorwürfe gegen Asylverein', 20 April 2017, available in German at: <http://bit.ly/2EnU94z>.

⁹⁶ ORF, 'Asyl: Beratungsverträge mit NGOs gekündigt, 28 February 2020', available in German at: <https://bit.ly/3ctSYOI>.

also reported that in the second half of 2019 the average quality of appeals written by VMÖ slightly improved. However, the quality of the appeal written depends very much on the motivation of the legal counsellor involved. Thus some applicants continue to seek for legal assistance from other NGOs or other lawyers. Moreover, it should be noted that VMÖ tends to reduce the provision of legal assistance in certain circumstances, in particular when it comes to appealing a dismissal of refugee status when the person received subsidiary protection status as well as for appeals against detention orders.

One project run by Caritas Austria offers assistance during the hearing before the Federal Administrative Court, but this resource is limited and therefore only a certain number of cases can be assisted. AMIF funding for the period 2017-2019 was not granted any longer but the project continues on a smaller scale with alternative funding. At the time of writing, it was unclear whether the project will continue throughout 2021.⁹⁷

Besides this free legal advice funded by the state, NGOs help asylum seekers lodging appeals and submitting written statements, accompany them to personal hearings at the Federal Administrative Court and may act as legal representatives. NGOs cannot represent asylum seekers before the Constitutional Court or the Administrative High Court, as this can only be done by an attorney-at-law.

A “merits test” is not foreseen with regard to legal assistance at the appeal stage. Legal assistance free of charge is provided in case of the rejection of a subsequent asylum application on *res judicata* grounds too. The Constitutional Court and the Administrative High Court apply a merits test and tend to refuse free legal aid, if the case has little chance of succeeding. The BBU-G introduces a worrying change in this regard, however. The law only includes an obligation to inform applicants of the prospects of success of their appeal without stipulating any consequences. However, the approach suggested by the impact assessment of the law, if applied in practice by the Federal Agency, is extremely problematic. Whereas the recast APD does not specify which other authorities could be considered competent to apply a merits test, entrusting the Federal Agency with that task will create an obvious conflict of interest. Moreover, where another authority than a court or tribunal carries out a merits test, the applicant must have the right to an effective remedy before a court or tribunal against that decision, according to Article 20(3) recast Asylum Procedures Directive. If in practice the Federal Agency were to refuse free legal assistance and representation on that basis without the applicant having an effective opportunity to challenge that decision before a court or tribunal, there would be a clear breach of the recast Asylum Procedures Directive.

Overall, the Austrian law of June 2019 introduced drastic changes with regard to the provision of legal assistance at second instance. It explicitly foresees that it will be provided by the *BBU-GmbH* as of 2021.⁹⁸ As explained by several commentators, the establishment of the Federal Agency raises concerns with regard to the right to an effective remedy because one of its key components - namely the access to free legal assistance – could be affected by the potential conflict between the appointed legal advisers’ and asylum seekers’ interests.⁹⁹ Similarly, the significant influence granted to the Ministry of Interior over the functioning and the role of the *BBU GmbH* (e.g. appointing the CEO of the *BBU GmbH* or designing the work plan and guidelines of the *BBU GmbH* etc.) raises serious concerns over lack of independence, subsequently raising a risk of violation of the right to an effective remedy.¹⁰⁰ Moreover, there are no provisions in the law which allow or indicate the contribution of non-governmental actors, external service

⁹⁷ Caritas, BVwG-Projekt, available in German at: <https://bit.ly/2la6tF>.

⁹⁸ Article 2 BBU-G.

⁹⁹ ECRE, *Reforming legal assistance in Austria : an end to independent provision ?*, June 2019, 5, available at: <https://bit.ly/2NHkaB0> ; UNCHR, *Analysis of the law establishing a Federal Agency for Supervision and Support Services*, April 2019, 1, available in German at: <https://bit.ly/2W8c1Fx>; Diakonie Austria, *Position statement on the Federal law amending the BFA Procedures Act (BFA-VG), the Asylum Act and the Basic care act*, April 2019, 3, available in German at: <https://bit.ly/2W4cAAb>.

¹⁰⁰ ECRE, *Reforming legal assistance in Austria: an end to independent provision?*, June 2019, 5, available at : <https://bit.ly/328r99v>.

providers or welfare organisations which could supplement, monitor or intervene in the role and the powers of the Agency. The Austrian Government has therefore created what has been described by both UNHCR and Diakonie Austria as a “black box”, which is steered mainly by the Ministry of Interior.¹⁰¹ All external actors are prevented from intervening to potentially correct mistakes or erroneous decisions, subsequently creating an Agency that is fully self-sufficient and non-transparent.¹⁰²

In its coalition programme released in January 2020, the government announced that it would not amend the law already in force.¹⁰³ The programme foresees however that there will be slight changes concerning the nomination of the members of the supervisory board and that an experts’ board will be introduced. At the time of writing it was not clear who would be nominating such experts and what effective rights and influence this experts’ board will have.

In 2019, a well-known lawyer specialised in the field of asylum and aliens’ police law, Ronald Frühwirth, decided to stop working as a lawyer due to grave deficits and inconsistencies in the jurisdiction. This caused public uproar as he argued publicly that the jurisdiction of the High Administrative Court is inconsistent and hinders him from offering adequate counselling and representation of his clients in Court. “The jurisdiction does not follow the rule of law anymore but can only understood as “doing politics”, he stated. Frühwirth’s resignation resulted in a significant gap as he was recognised as one of the best experts in the field and represented many asylum seekers, especially in Styria.¹⁰⁴

¹⁰¹ UNCHR, *Analysis of the law establishing a Federal Agency for Supervision and Support Services*, April 2019, 1, available in German at: <https://bit.ly/2W8c1Fx>; Diakonie Austria, *Position statement on the Federal law amending the BFA Procedures Act (BFA-VG), the Asylum Act and the Basic care act*, April 2019, 3, available in German at: <https://bit.ly/2W4cAAb>.

¹⁰² UNCHR, *Analysis of the law establishing a Federal Agency for Supervision and Support Services*, April 2019, available in German at: <https://bit.ly/2W8c1Fx>, 1-2.

¹⁰³ Government program 2020-2024, available in German at: <https://bit.ly/2wDq0eL>, 197.

¹⁰⁴ Anwalt aktuell, ‘Klare Worte’, 4 October 2019, available in German at: <https://bit.ly/2TRsXkM>; ORF.at, ‘Grazer Anwalt hört auf, 9 August 2019’, available in German at: <https://bit.ly/2QjXgP1>.

2. Dublin

2.1. General

Dublin statistics: 2019

As of August 2019, Austria has implemented 967 Dublin transfers. The main countries receiving outgoing transfers from Austria were Italy (428), Germany (273) and France (48).¹⁰⁵ Overall, in 2019 the decrease of Dublin procedures has continued as only 765 Dublin decisions have been issued in the first half of 2019 by the determining authority, compared to 2,597 rejections based on Art 5 AsylG in the whole year of 2018. More detailed statistics on outgoing and incoming procedures were not available at the time of writing.

2.1.1. Application of the Dublin criteria

If the special regulation due to threats to public security and order comes into effect (see [Access to the Territory](#)), third-country nationals will be returned to neighbouring countries. Since it will not be possible to lodge an asylum application, this will completely contravene the Dublin system.¹⁰⁶ Christian Filzwieser, judge at the Administrative Court, has doubted whether Austria's neighbouring countries will agree to take persons back under such conditions, whereas under the Dublin III Regulation they are obliged to take charge or take back.

Austria applies the Dublin procedure systematically and, where it proves impossible to transfer an asylum seeker to one country, examines the criteria of the Regulation to determine whether the person can be sent to another country.¹⁰⁷

Documentation and entry

The Dublin Regulation may be triggered if there is a so-called "Eurodac hit", i.e. if the asylum applicant has obtained a visa from another Member State, if the asylum applicant admits that he or she entered the EU via another Member State or if there is a suspicion or circumstantial evidence indicating the asylum applicant entered via another Member State. Although there are other grounds applicable for determining a Member State's responsibility under the Dublin III Regulation, these are the most common grounds applied in Austria.

After the CJEU ruling in *Jafari*,¹⁰⁸ which found that the state-organised transit through the Western Balkan route in 2015-2016 qualified as "illegal entry" under Article 13 of the Regulation, the VwGH dismissed the appeal against a transfer to Croatia on those grounds. The Court did not indicate that Austria applied the discretionary clauses in these cases.¹⁰⁹

In a case concerning a person who transited through Bulgaria and following a short stay travelled to Serbia and then entered Hungary, without applying for asylum in any of these countries, the Administrative High Court ruled that the provisions of Article 13(1) in conjunction with Article 19(2) of the Dublin III Regulation and in the light of the A.S. ruling of the CJEU, can only be understood as meaning that the criterion of illegal entry, as defined in Article 13(1) of the Dublin III Regulation, is applicable if the asylum seeker did not apply for international protection in that Member State, but if that application was made in another

¹⁰⁵ Ministry of Interior, Answer to a parliamentary request 4105AB/XXVI. GP, 30 September 2019, available in German at: <https://bit.ly/39UDO3d>.

¹⁰⁶ Christian Filzwieser 'Asyl und Fremdenrecht 2015 und erste Jahreshälfte 2016 – eine Einführung' in Christian Filzwieser and Isabella Taucher (eds), *Asyl und Fremdenrecht Jahrbuch 2016*, (NWV 2016), 13.

¹⁰⁷ Ministry of Interior, Reply to parliamentary question 10654/J (XXV.GP), 2 January 2017.

¹⁰⁸ CJEU, Cases C-490/16 A.S. and C-646/16 *Jafari*, Judgment of 26 July 2017.

¹⁰⁹ VwGH, Decision Ra 2016/19/0303, 20 September 2017.

Member State after a short-term voluntary exit to a third country. Bulgaria was therefore deemed responsible for the asylum application.¹¹⁰

Family unity

The BFA has put forward surprising arguments in the context of family reunification under the Dublin Regulation. In a case of an unaccompanied minor to whom a protection was granted in Austria, the Greek Asylum Service submitted a “take charge” request for the parents to be transferred from Greece to Austria. The BFA refused responsibility on the ground that the parents had deliberately accepted the separation from their minor child. The rejection of such requests is not considered a formal decision which may be legally challenged before the BVwG. Requests from Greece are also handled very slowly and take often more than a year, which is why Austria ends up being responsible for the asylum application by default. According to statistics from the Greek Asylum Service, Austria received 223 requests but only accepted 123 transfers throughout 2018.¹¹¹ In 2019, Austria received 170 requests from the Greek Dublin Unit, out of which 69 were accepted. Moreover, a total of 91 transfers were carried out (including transfers pending from 2018).¹¹²

In 2017, the VwGH examined the question of whether an unaccompanied child could stay in Austria, whilst Italy had been determined as responsible for his family members. Whereas the BVwG had referred to the sovereignty clause of Article 17 of the Dublin Regulation in order to prevent a violation of the right to private and family life, the VwGH stated that Article 11 of the Dublin Regulation prevailed in order to ensure the unity of the family and the best interests of the child.¹¹³

In 2018, the BvWG had to rule on a case of family reunification concerning parents that had applied for asylum in Austria, while their minor child and the grandmother had applied for asylum in Greece. In accordance with the Dublin III Regulation, Greece requested Austria to be responsible for the applications. However, the BFA had doubts on whether family reunification would be in the best interests of the child and refused to take responsibility. The BvWG confirmed the rejection of the BFA. In the case of refusal of family reunification, the only available option for the requesting Member State is to request a re-examination. As regards the asylum applicant, he or she cannot act directly against the negative decision nor bring it to appeal, as this is a purely intergovernmental procedure. Therefore, in this case, it was the responsibility of Greece as the requesting Member State to challenge Austria’s refusal to grant family reunification. The BvWG allowed for a regular revision, as there is currently no specific case-law on the issue.¹¹⁴

As a consequence of two cases that Asylkoordination had put forward to the Ombudsman, the Minister of Interior and the Ombudsman agreed that the BFA should involve the Child and Youth Welfare Agency when it examines family reunification requests under the Dublin III Regulation to UMF living in Austria.¹¹⁵ No changes have been noted in practice, however.

To demonstrate family ties, every asylum applicant must have mentioned the existence of other family members during asylum procedure, i.e. in Austria as well as in the other Member States where they have applied for asylum. Marriage certificates or birth certificates are required on a regular basis. Depending on the country of origin, these documents are surveyed by the Federal Bureau of Criminal Investigation to prove authenticity. Austria requires the original documents, where available, to be sent for verification and does not leave such verification to the other Member States.

¹¹⁰ VwGH, Decision Ra 2017/19 / 0169-9, 5 April 2018, available in German at: <https://bit.ly/2usylbl>.

¹¹¹ Greek Asylum Service, *Dublin statistics*, December 2018.

¹¹² Greek Asylum Service, *Dublin Statistics*, January 2020, available at: <https://bit.ly/3d2fJJG>.

¹¹³ VwGH, Decision Ra 2016/20/0384, 22 June 2017.

¹¹⁴ BvWG, W175 2206076-1, 1 October 2018.

¹¹⁵ Letter from the Ombudsman to Asylkoordination Österreich, Fr. Dr. Glawischmig, 12 June 2018.

DNA tests may be required to provide proof of family ties but this is rare in practice. DNA tests have to be paid by the asylum seeker. If a DNA test has been suggested¹¹⁶ by the BFA or the Administrative Court and family links have been verified, asylum seekers may demand a refund of the costs from the BFA. The issue of DNA tests was discussed in the context of a legislative reform affecting [Family Reunification](#) but was ultimately not included in the reform.¹¹⁷

Unaccompanied children

Following the judgment of the CJEU in *M.A.* which concerned Article 8(4) of the Dublin III Regulation,¹¹⁸ for asylum applications lodged by unaccompanied children, the BFA/EAST has ordered age assessments even in cases where there are no reasons for doubts in regard to the age of the asylum seeker.

In one case concerning a transfer to Hungary, the BFA considered that the deadline for replying to a request should be suspended until an age assessment is conducted. The VwGH disagreed, however, and ruled that the deadline had expired.¹¹⁹ In 2018, another case related to the deadline for replying to a transfer request. In accordance with Article 21 (1) of the Dublin III Regulation, a request for transfer had been sent to Croatia. Although the request was incomplete as it was missing the results of the medical age assessment of the child, the BFA considered that the available information was sufficient to conclude that the asylum seeker was an adult. However, the six-month transfer period was not triggered until the age report was received and Austria was therefore deemed responsible for the application.¹²⁰

The VwGH further had to rule on a Dublin transfer to Bulgaria. The case concerned two brothers, one of whom was still a minor. Given that Bulgaria was already responsible for the asylum application of the older brother, the BFA concluded that Bulgaria should also be responsible for the asylum application of the minor, in compliance with the principle of family unity as defined in Article 20(3) of the Dublin III Regulation. The BFA had further assumed the minority of the younger brother without conducting any age assessment. The BVwG overturned the decision and stated that Art. 8(4) applied to the accompanied minor and that, subsequently, the adult was allowed to stay on the Austrian territory in accordance with Art. 17(1) of the Dublin III Regulation. However, the VwGH followed the BFA and the adult's asylum application was rejected in first instance, on the grounds that Bulgaria remained responsible for that application.¹²¹

2.1.2. The dependent persons and discretionary clauses

Dependent persons

During a Dublin procedure with Italy, the Federal Administrative Court emphasised that Articles 16 (Dependent persons) and 17 (Discretionary clauses) of the Dublin III Regulation determine separate requirements and cannot be reduced to the meaning of Article 8 ECHR. Italy agreed to the Austrian request to take charge of the asylum application only after Austria expressed strong objections due to the fact that Italy had already issued a Schengen visa. The concerned asylum seeker in question was from Chechen origin and aged over 60 years old. He also suffered from a serious illness and a disability which suggested that he relied on support from his son who is legally residing in Austria. The Administrative Court found the decision unlawful and reverted the case back to the first instance authority because Article 16(1) of the Regulation had not been sufficiently considered by that authority. The Court noted, in addition,

¹¹⁶ It is not possible for the BFA to impose a DNA test. The authorities have to enable such testing, according to Article 13(4) BFA-VG.

¹¹⁷ Fremdenrechtsänderungsgesetz 2017 – FrÄG 2017, 18 October 2017, available at: <http://bit.ly/2Cel0Ku>.
¹¹⁸ CJEU, Case C-648/11, *M.A. v. Secretary of State for the Home Department*, Judgment of 6 June 2013.

¹¹⁹ VwGH, Decision Ra 2017/19/0081, 22 November 2017.

¹²⁰ VwGH, Decision Ra 2016/18/0366, 06 November 2018, available in German at: <https://bit.ly/2SUc21D>.

¹²¹ VwGH, Decision Ra 2017/18/0433, 20 May 2018.

that Article 17(2) could also be relevant in this case because, due to the Chechen culture, the support of the son for his old parents is more likely to be accepted than foreign support.¹²²

This argumentation can be found in another decision of the Court in the case of a single Afghan mother who applied for asylum with a small child and a new-born baby. She had been raped and was suicidal. The judgment held that the authorities should examine which female relatives, living in Austria as recognised refugees, could support her by taking care of the children. Furthermore, the help of females of a family among themselves could be preferred to foreign support based on the applicant's cultural background.¹²³ The same argumentation led to the withdrawal of a Dublin decision regarding an Egyptian asylum seeker whose sister required support for her five under-age children after the death of her husband.¹²⁴

A further Dublin decision was regarded as unlawful because a Chechen asylum seeker attempted suicide for the second time after enactment of the notice of transfer to Poland. Therefore, her demand for care and the willingness of her sister, who is living in Austria with refugee status, to take care of her should be examined. Due to the recommendation by a specialist to refrain from a transfer to Poland, it would also be a possibility to make use of the sovereignty clause.¹²⁵

In another case, the BVwG referred to the wording of Art.16(1) of the Dublin III regulation on dependent persons to conclude that this provision also applied to cases in which the asylum applicant provides support to a family member (in the present case, an older brother providing support to his minor sister with special needs). In addition, the Court noted that no investigation on the special needs of the minor was undertaken by the BFA and considered that the responsibility of Italy would breach the ECHR given the particular circumstances of the case.¹²⁶

Humanitarian clause

Austrian authorities make reference to this clause mostly in cases where the asylum applicant is still in another country and applies for reunification with relatives in Austria.

Sovereignty clause

In principle, an asylum seeker has the legal right to request the asylum authorities to implement the sovereignty clause, although this is not specifically laid down in law. The Constitutional Court has ruled, on the basis of case law from the European Court of Human Rights (ECtHR), that even in case of responsibility of another Member State under the Dublin Regulation, the Austrian authorities are nevertheless bound by the ECHR.¹²⁷ This means that, in case of a risk of a human rights violation, Austria has a duty to use the sovereignty clause. This decision is applicable according to Articles 2 and 3 ECHR as well as Article 8 ECHR following an interpretation consistent with the constitution.

However, the assessment of a risk of a human rights violation allowing the use of the sovereignty clause needs to be conducted in a manner that does not unreasonably delay the examination of the asylum application. The principle that admissibility procedures should not last too long was reflected in a decision of the Administrative Court. A Chechen family had applied for asylum in Poland, Austria and Switzerland by submitting consecutive applications since 2005. One family member was severely traumatised. Switzerland decided on the merits of the case and issued a deportation order before they re-entered

¹²² BVwG, Decision W149 2009627-1, 21 July 2014.

¹²³ BVwG, Decision W 149 2009673-1, 20 June 2014.

¹²⁴ BVwG, Decision W149 2001851-1, 3 July 2014.

¹²⁵ BVwG, Decision W185 2005878-1, 2 July 2014.

¹²⁶ BVwG Decision W233 2177425-2, 23 January 2018, available in German at: <https://bit.ly/2SKvZrn>.

¹²⁷ VfGH, Decision 237/03, 15 October 2004, VfSlg. 16.122/2001.

Austria. The Court reverted the procedure back to the Federal Office for Immigration and Asylum (BFA). The Court found that it would have been necessary to ask for the details of the procedure in Switzerland to prevent indirect violations of Article 3 ECHR through chain deportation. For one family member, the risk of suicide was obvious according to expert statements. The Court, referring to the judgment of the CJEU in the case of *NS & ME*,¹²⁸ held that the long duration of the admissibility procedure has to be taken into consideration when determining the Member State responsible for examining the asylum application and that applying a return procedure in such cases might be more effective.¹²⁹

The sovereignty clause has to be applied in the case of vulnerable asylum seekers to prevent violations of Article 3 ECHR (Article 4 EU Charter). In the case of a refugee from Syria who arrived in Italy in 2013, where he was fingerprinted, but immediately continued to Austria, the Administrative Court agreed that the situation in his country of origin as well as his personal state of stress and uncertainty regarding the situation of his wife and three small children led to an exceptional psychological state with the consequence of several stays in hospital.¹³⁰

In September 2015, in the case of an Afghan mother with 6 minor children who had applied for asylum in Hungary in September 2014 and shortly after in Austria too, the Administrative High Court ruled, that due to the change of the situation in Hungary, the presumption of safety is rebutted. The BVwG should have answered the question, whether systemic deficiencies exist in Hungary, and the sovereignty clause should be applied to prevent a violation of Article 3 ECHR / Article 4 of the EU Charter.¹³¹

In a ruling of January 2017 concerning the transfer of a family including two children to Croatia, the BVwG found that it was irrelevant that the adult brother was not legally responsible for the custody of his minor siblings. As the separation of the adult brother from his minor siblings would constitute an unacceptable interference with the right to family life and the children's well-being, the application of the sovereignty clause was ordered.¹³²

In December 2017, the BFA successfully appealed a decision of the BVwG concerning an unaccompanied child who had been allowed to remain in Austria under the sovereignty clause, while his younger brother was in Bulgaria. The VwGH ruled that the use of the sovereignty clause to prevent a violation of Article 8 ECHR presupposes a correct determination of Austria's responsibility. The Court found that, if the close relationship between the two brothers would result in Austria not being responsible for the application of the elder brother, then the reference to the sovereignty clause by the BVwG to prevent an Article 8 ECHR violation lacked legal basis.¹³³

In another case, the BFA appealed to the VwGH against a decision to transfer a Chechen family to Poland, where the father had already applied and passed the admissibility procedure in Austria. The VwGH found that the applications of the spouse and children should be admitted and the sovereignty clause used in order to preserve family unity.¹³⁴

In several cases, the BVwG has argued that the sovereignty clause may only be applied where a third-country national has lodged an asylum application.

In 2018, Austria made use of the sovereignty clause and accepted to be responsible for the asylum application of a Georgian national, for whom the Czech Republic was initially responsible as she had

¹²⁸ CJEU, Joined Cases C-411/10 *NS v Secretary of State for the Home Department* and C-493/10 *ME v Minister for Justice, Equality and Law Reform*, Judgment of 21 December 2011, para 98.

¹²⁹ BVwG, Decision W125.1257809-8, 20 January 2014, available at: <http://bit.ly/1Jp8HLh>.

¹³⁰ BVwG, Decision W205 1438717-1, 29 April 2014, available at: <http://bit.ly/1EUlw8X>.

¹³¹ VwGH, Decision Ra 2015/18/0113 to 0120, 8 September 2015.

¹³² BVwG, Decision W165 2140213-1, 26 January 2017, available at: <http://bit.ly/2meMkAF>.

¹³³ VwGH, Decision Ra 2017/01/0068, 5 December 2017.

¹³⁴ VwGH, Decision Ra 2015/18/0192 to 0195, 15 December 2017.

obtained a visa there. Given that she was the legal guardian of her husband who has special needs and who has obtained the subsidiary protection in Austria, the Court concluded that the asylum seeker should not be separated from her husband and referred to Article 16 of the Dublin regulation on dependent persons as well as to Article 8 ECHR on the right to a private and family life.¹³⁵

Another case in which Austria made use of the sovereignty clause in 2018 concerned a Russian asylum seeker and her two children, who were traveling from Moscow to Vienna. Given that she suffered from different serious illnesses (sclerosis and PTSD), that one of her underage children was mentally ill and that she had relatives in Austria, the BvWG considered that she should stay in Austria and benefit from their support, instead of going to Italy where no one could provide her adequate assistance.¹³⁶ In its reasoning, the Court paid particular attention to the child's best interest (e.g. having adequate support in Austria and the presence of family members).

Moreover, the Constitutional Court held in 2018 that single parents with minor children are considered by Article 21 of the recast Reception Conditions Directive as vulnerable persons.¹³⁷ The case concerned an Afghan national and the refusal of the Federal Administrative Court to make use of the sovereignty clause. The latter had refused to recognise the existence of a marriage between the Afghan asylum seeker and her Afghan husband who had obtained the subsidiary protection in Austria, as they were married only under the shariah law in Pakistan. Although their child was born in Austria, the BvWG did not address the vulnerability of the single mother nor the one of the new-born child, despite the situation in Bulgaria as assessed in the AIDA report on Bulgaria (to which the BvWG had made reference).

2.2. Procedure

Indicators: Dublin: Procedure

1. Is the Dublin procedure applied by the authority responsible for examining asylum applications?
 Yes No
2. On average, how long does a transfer take after the responsible Member State has accepted responsibility?
Not available

Austria has not passed any national legislation to incorporate the Dublin III Regulation, as it is directly applicable, but refers to it in Article 5 AsylG. This provision, together with Article 2(1)(8) BFA-VG, states that the authorities issue an inadmissibility decision when Austria is not responsible for conducting the asylum procedure based on the Dublin III Regulation.¹³⁸ In the same decision, the authorities have to declare which Member State is responsible for the examination of the asylum application on its merits.

The law also states that there should also be an inadmissibility decision in case another Member State is responsible for identifying which Member State is responsible for the examination of the asylum application on its merits, that is in cases where the applicant is no longer on Austrian territory.¹³⁹

There are three initial reception centres (EAST) which are responsible for the admissibility procedure: one is located in **Traiskirchen** near Vienna, one is in **Thalham** in Upper Austria and one is at the **Airport Vienna Schwechat**. These centres are specialised in conducting outgoing Dublin procedures. In addition, the legal counsel on the admission procedure provided by (Arge Rechtsberatung and Verein Menschenrechte Österreich) has offices in Traiskirchen and Thalham.

A central Dublin department in Vienna is responsible for supervising the work of the initial reception centres. Moreover, it conducts all Dublin procedures with regard to incoming Dublin requests (requests

¹³⁵ VwGH, Decision W239 2152802-1, 30 July 2018; available in German at: <https://bit.ly/2WYwccqj>.

¹³⁶ BVwG, Decision W185 2188585-1, 13 November 2018.

¹³⁷ VfGH, Decision E2418/2017, 11 June 2018.

¹³⁸ Article 2(1)(8) BFA-VG.

¹³⁹ Article 5(2) AsylG.

to Austria to take back or take charge an asylum seeker by another Member State) and, in response to a request of the Aliens Police department, all consultations with Member States concerning foreigners who have not applied for asylum.

Once an application for asylum is made, a preliminary interview by the police (*Erstbefragung*) takes place on the circumstances of entering Austria and the first country of entry in the EU, the personal data and – in a very brief manner – also on the reasons why an applicant left his or her home country. The applicant receives a copy of the report and is further fingerprinted and photographed. Fingerprints are taken from all asylum seekers older than 14 years of age. No problems have been reported with regard to the taking of fingerprints. In case an applicant refuses to be fingerprinted, the appeal against a negative decision may not benefit from suspensive effect,¹⁴⁰ but this is not relevant to the Dublin procedure.

Since September 2018, the Aliens Police Department and the BFA are authorised to evaluate the data storage of persons applying for international protection. However, this interference with the right to privacy is only permitted if the identity or travel route cannot be established on the basis of available evidence. Until the end of 2019, phones and/or other devices containing data of applicants could not be examined by Austrian authorities due to the lack of necessary data protection measures and missing technical equipment.¹⁴¹

The asylum seeker receives a green “procedure card” after the public security officer has consulted the BFA about the further steps to be taken in the asylum procedure: admittance to the regular procedure or admissibility procedure. Asylum seekers are transferred or asked to go to the initial reception centres when a Dublin procedure is initiated. The green card permits the asylum seeker to stay in the district of the initial reception centre. Cards for asylum seekers – as well as those granted to beneficiaries of protection - should be designed in such a way that they are counterfeit-proof and have a contactless readable data option.

In every procedure, the BFA has to consider within the admissibility procedure whether an asylum seeker could find protection in a safe third country or another EU Member State or Schengen Associated State.

The VwGH has determined that the deadline for an outgoing request starts running from the registration of the application, i.e. the moment the BFA receives the report of the *Erstbefragung*, in line with the CJEU ruling in *Mengesteab*.¹⁴² The case before the VwGH concerned delays in the *Erstbefragung*, as the asylum seeker had applied for asylum in November 2015 but the preliminary interview only took place in January 2016 and the request was issued in March 2016.

The VwGH submitted a reference for a preliminary ruling to the CJEU on 24 November 2017, to assess whether it is possible to accept a “take charge” after the expiry of the deadline where the request has previously been rejected, if it is subsequently determined that the requested Member State is responsible.¹⁴³

Every asylum seeker receives written information, usually through the form of leaflets, about the first steps in the asylum procedure, basic care, medical care and the Eurodac and Dublin III Regulation at the beginning of the procedure in the initial reception centres. No particular issue in the provision of information have been reported, although it is recommended that providing information orally on top of written information would help asylum seekers to understand the asylum system.

¹⁴⁰ Article 18 BFA-VG.

¹⁴¹ Ministry of Interior, Answer to parliamentary request 3614AB/XXVI. GP, 23 July 2019, available in German at: <https://bit.ly/38PLAK7>.

¹⁴² VwGH, Decision Ra 2016/01/0274, 17 October 2017, citing CJEU, Case C-670/16 *Mengesteab*, Judgment of 26 July 2017.

¹⁴³ CJEU, Case C-657/17 *Hussein*, Reference of 24 November 2017, available in German at: <http://bit.ly/2o3rBIM>.

Within 20 calendar days after the application, the BFA has to either admit the asylum applicant to the in merit procedure or inform the applicant formally – through procedural order – about the intention to issue an inadmissibility decision on the ground that another state is considered responsible for the examination of the asylum claim.¹⁴⁴ The same applies to so called fast-track in-merits procedures. After the requested Member State accepts responsibility, the asylum seeker is given the possibility to be heard. Before that interview, he or she has an appointment with a legal adviser who must be present at the interview and who can also access documents in the case file. These tasks will be carried out by legal advisors of the BBU as of 2021.

Individualised guarantees

Individualised guarantees are not requested systematically. Their content depends on the individual circumstances of each case according to the BFA. Already in 2017 it was demonstrated that individual guarantees are not requested for vulnerable persons, even where these are requested by legal advisers during the Dublin interview or the appeal before the BVwG. The authorities seem to deem it sufficient to request information from ACCORD or the State Documentation database, in specific cases e.g. access to medical treatment for cancer patients in Italy, and to base their decision thereon.

The sharing of information amongst Member State on the vulnerability and individual guarantees of asylum seekers is still not ensured. In the case of an Iraqi woman in a wheelchair, the BFA obtained a medical report confirming the availability of the necessary medical treatment in Italy. However, Italy had not been informed of the vulnerability in the first round of proceedings, which is why the BVwG granted the appeal and referred the case back to the BFA. The BVwG also rejected the rejection of the BFA in the second stage and stated that Austria was responsible for providing care to avoid a violation of Article 8 of the ECHR under the discretionary clause of Article 17 (1) of the Dublin III Regulation.¹⁴⁵

Transfers

Transfers are normally carried out without the asylum applicant concerned being informed of the time and the location he or she are transferred to before the departure from Austria, giving him or her no possibility to return to the responsible Member State voluntarily. There continue to be reports of the BFA informing receiving countries of a Dublin transfer on very short notice, in some cases no more than a week, even for asylum seekers requiring special care.¹⁴⁶ This raises questions with regard to Recital 24 and Article 26(2) Dublin III Regulation according to which a transfer decision must contain the details of the time carrying out the transfer and “if necessary, contain information on the place and date at which the applicant should appear, if he is travelling to the Member State responsible by his own means.”

In case of an enforced transfer to another EU Member State, the police first apprehends the asylum applicant and transfers him or her to a detention centre (see [Detention of Asylum Seekers](#)).¹⁴⁷ There is also a special detention centre for families in **Vienna**. The asylum applicant has to stay there until the deportation takes place, usually after one or two days. Under the Dublin procedure, asylum seekers can be held for up to 48 hours without detention being specifically ordered. As a less coercive measure, asylum seekers may be ordered to stay at a certain place (such as a flat or a reception centre).¹⁴⁸

¹⁴⁴ Article 28 Asylum law has been amended. Since September 2018 the time limit for in-merits procedures may be lifted to enable more decisions during the admissibility procedure.

¹⁴⁵ BVwG, Decision W241 2157798-2, 31 January 2018.

¹⁴⁶ ECRE, *Balkan Route Reversed: The return of asylum seekers to Croatia under the Dublin system*, December 2016, 33.

¹⁴⁷ In some cases, asylum seekers have reportedly been apprehended by the police during the night: *Ibid.*

¹⁴⁸ Article 77(5) FPG.

Depending on the responsible state and the number of persons being transferred, the transfer takes place by plane, by bus or by police car under escort.

Regarding detention, the Administrative High Court has stated that the time limit for transfer, which is of 6 weeks, does not start running before the suspensive effect ceases. Furthermore, the period begins running only after the one-week period of the BVwG to award the suspensive effect of the complaint has expired.¹⁴⁹

No figures on the average duration of the procedure are available. However, the minimum period for a decision to be issued, an appeal to be filed and suspensive effect to be decided upon would be six weeks.

The BFA reported that 2,285 Dublin transfers were carried out in 2018, compared to 3,760 transfers in 2017.¹⁵⁰ This means that, during the same period, the number of asylum seekers has decreased by 45,8% from 2017 to 2018.¹⁵¹ 2019 has seen another decrease as only 967 Dublin transfers were carried out in the first half of the year.

2.3. Personal interview

Indicators: Dublin: Personal Interview

Same as regular procedure

1. Is a personal interview of the asylum seeker in most cases conducted in practice in the Dublin procedure?
 Yes No
❖ If so, are interpreters available in practice, for interviews? Yes No
2. Are interviews conducted through video conferencing? Frequently Rarely Never

A personal interview is required by law. The law permits an exception in case the asylum seeker has absconded from the procedure in the initial reception centre (EAST).¹⁵² If the facts are established, and a decision can be taken, the fact that the asylum seeker has not been interviewed yet by BFA or by the BVwG shall not preclude the taking of a decision. In practice this exception is not applied very often.¹⁵³ Such relevant facts for a decision in Dublin cases could be a Eurodac hit and the acceptance of the requested Member State to take back the asylum seeker.

An appointed legal adviser must be present at the interview organised to provide the asylum seeker an opportunity to be heard. In practice, legal advisers are present at the hearing. Legal advisers are often informed only shortly before the interview, which means that they lack time to study the file. Legal advice to asylum seekers in detention takes place immediately before the hearing in the detention centre. The provision of § 29 (4) AsylG according to which the asylum seeker must have at least 24 hours to prepare for the hearing with the assistance of the legal adviser is not applied very strictly in practice. However, the reform of June 2019 establishing the BBU introduces a new threshold which grants the asylum applicant the right to free legal assistance by the Agency only if an appointment - during which the applicant

¹⁴⁹ VwGH, Decision Ro 2017/21/0010, 26 April 2018.

¹⁵⁰ BFA: "2018-Das Jahr der Neuausrichtung 2.0", 6 January 2019, available in German at: <https://bit.ly/2RXC3s6>.

¹⁵¹ Kleine Zeitung: 'Zahl der Asylwerber 2018 weiter stark gesunken', 8 January 2019, available in German at: <https://bit.ly/2Sxi9JB>.

¹⁵² Article 24(3) AsylG.

¹⁵³ See Asylum Court, S6 430.113-1/2012, 5 November 2012: the Court found that the procedure was unlawful in the case of an unaccompanied minor asylum seeker from Afghanistan, who was interrogated by the police without the presence of his legal representative or a person of trust and disappeared shortly after. The Federal Agency for Aliens' Affairs and Asylum did not submit the minutes of the first interrogation or give the legal representative the opportunity to be heard before rendering the rejection of the application. However, cf. the negative decision of the Asylum Court in the case of an unaccompanied minor: S2 429505-1/2012, 04 October 2012.

exercises his or her right to be heard - is scheduled within 72 hours (3 days) after having been notified by the BFA of the intention to reject the asylum application. This means that, if the BFA grants the asylum applicant the right to be heard at a later stage (e.g. in 4 or 5 days), free legal assistance by the Agency will only be available if resources so allow.¹⁵⁴

In Dublin procedures, the rules and practice are the same as in the [Regular Procedure: Personal Interview](#).

The record of the Dublin consultation between Austria and the requested state(s) are made available to the asylum seeker and the legal adviser only after the procedural order of the intention to reject is given and Austria has received the answer from the requested Member State. Sometimes, the requested State has not received all relevant information. One of the judges of the Federal Administrative Court mentioned in a decision regarding a Chechen father whose son was legally residing in Austria that Italy, which had issued a visa for the couple from Chechnya, finally agreed to take charge but was not informed about the severe illness and the disability of the asylum seeker who relied on the care of his son.¹⁵⁵ The Court noted that the dependency clause should have been applied in this case. In another case which involved Bulgaria, Austria did not inform that the asylum-seeker had been in Serbia for more than 3 months, although there was enough evidence.¹⁵⁶

2.4. Appeal

Indicators: Dublin: Appeal

Same as regular procedure

1. Does the law provide for an appeal against the decision in the Dublin procedure?

<ul style="list-style-type: none"> ❖ If yes, is it ❖ If yes, is it suspensive 	<input checked="" type="checkbox"/> Yes <input checked="" type="checkbox"/> Judicial <input type="checkbox"/> Yes	<input type="checkbox"/> No <input type="checkbox"/> Administrative <input checked="" type="checkbox"/> No
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As Dublin cases are rejected as inadmissible, the relevant rules detailed in the section on [Admissibility Procedure: Appeal](#) apply.

The time limit within which the appeal against the BFA's inadmissibility decisions (including Dublin decisions) must be lodged is 2 weeks. The appeal has no suspensive effect, unless the Federal Administrative Court (BVwG) grants suspensive effect within 7 calendar days after the appeal reaches the court. The expulsion order may not be executed before the BVwG has decided if the appeal must be given suspensive effect. In Dublin cases, suspensive effect is hardly granted. Sometimes asylum applicants never receive a final decision because they are transferred back to the responsible Member State before the Court's decision.

The VwGH dealt with the expiry of the transfer period in the context of an appeal that had a suspensive effect. In that case, the decision that gave the complaint a suspensive effect was taken by written procedure and was notified only after the expiry of the six-month transfer period, as laid down in Article 29 (1) of the Dublin III Regulation. The Court considered that granting a suspensive effect after the expiration of the transfer period is not possible and, as a result, the transfer period cannot be extended. Austria was therefore deemed responsible for the asylum application.¹⁵⁷

¹⁵⁴ ECRE, *Reforming legal assistance in Austria: an end to independent provision?* July 2019, 3, available at: <https://bit.ly/2NHkaB0>.

¹⁵⁵ BVwG, Decision W149 209627-1, 21 July 2014.

¹⁵⁶ BVwG, Decision W239 2106763-3, 12 October 2018.

¹⁵⁷ VwGH, Decision Ra 2018/14/0133, 24 October 2018.

The BVwG can either refuse the appeal or decide to refer it back to the BFA with the instruction to conduct either an in-merit procedure or investigate the case in more detail (for instance if the Court finds that the BFA has not properly taken into account family ties or that the assessment of the situation in the responsible Member State was based on outdated material or was insufficient with regard to a possible violation of Article 3 ECHR). Usually, the Court decides on the basis of the written appeal and the asylum file without a personal hearing of the asylum seeker. In 2018, the Austrian legal information system (RIS) provided a list of 1,284 Dublin cases before the BVwG. 975 of these cases are unsuccessful appeals and confirmed the order to return of the persons concerned. In only 54 cases, the Court finds that the transfer period has already expired and that the procedure should therefore be admitted. In 6,8% of the cases the decision of the BFA was referred back by the court. In 2019, 445 Dublin decisions were appealed. In 62 cases (13,9%), the first instance decisions were referred back to the BFA.¹⁵⁸

Asylum seekers whose appeals were accepted by the Court have the right to re-enter Austria by showing the decision of the court at the border. If no suspensive effect was granted but the court finds that the decision of the BFA was unlawful, the asylum seeker is also allowed to re-enter.

2.5. Legal assistance

Indicators: Dublin: Legal Assistance

Same as regular procedure

1. Do asylum seekers have access to free legal assistance at first instance in practice?
 - Yes With difficulty No
 - ❖ Does free legal assistance cover:
 - Representation in interview
 - Legal advice

2. Do asylum seekers have access to free legal assistance on appeal against a Dublin decision in practice?
 - Yes With difficulty No
 - ❖ Does free legal assistance cover
 - Representation in courts
 - Legal advice

Free legal assistance during the admissibility procedure was implemented to compensate for the restricted movement of asylum seekers during this type of procedure, as they are obliged to stay within the district of the initial reception centre (EAST). If asylum seekers leave the district of the EAST to consult an attorney-at-law or NGOs – which normally have their offices in bigger cities – they can be given a fine ranging from €100 to €1,000. In case of repeated violation of the restricted residence (*Gebietsbeschränkung*), the fine may reach €5,000 and detention may even be ordered in case the asylum seeker is unable to pay the fine. A violation of the restriction of movement could furthermore be a reason for pre-removal detention. This punishment is not applied very often in practice. The second reason why free legal assistance is provided at this stage of the procedure is the lack of suspensive effect of an appeal in admissibility procedures, which justifies the incorporation of additional safeguards in the first instance procedure.

As discussed in the section on [Regular Procedure: Legal Assistance](#), the quality of the advice provided raises concerns due to a lack of time of legal advisers and a lack of trust of asylum seekers, as the advisers are considered being too closely linked to the BFA. They have their offices within the building of the BFA, they provide assistance for voluntary return and their task is only to provide objective information about the procedure to the asylum seekers; not to assist them in the procedure and defend their interests. The new system of legal counselling to be established by the state-owned *BBU-GmbH* starting in 2021 will further strengthen this conflict of interests, as the Federal Agency responsible for providing legal assistance falls under the responsibility of the Ministry of Interior, which is also supervising the determining authority (BFA). Due to the organisational, financial and personal dependencies laid down in law between

¹⁵⁸ The cases are available in German at: <https://www.ris.bka.gv.at/Vwgh/>.

the Federal Agency and the Ministry of Interior, a conflict of interest is inevitable. This further raises serious concerns as regards transparency and quality of legal assistance by the Federal Agency. The draft of the law has been criticised (*inter alia* for its non-conformity with Article 47 of the Fundamental Rights Charter of the European Union) by the Austrian Bar Chamber, UNHCR, the Association of Judges and several international and national NGOs.¹⁵⁹

In case of unaccompanied asylum-seeking children, the appointed legal adviser becomes their legal representative during the admissibility procedure. They are not able to act without the consent of their legal adviser, for example to choose a legal representative by themselves or to submit an appeal in case the legal adviser fails to do so. The quality of the assistance provided has been considered to be problematic in practice here as well. NGOs report that in some cases the legal representative has refrained from lodging an appeal, thereby disregarding the best interests of the child. NGOs further reported to asylkoordination that, in cases where subsidiary protection was granted, the legal guardians appointed by the authorities refrained to consent to lodging an appeal against the negative asylum decision.

Although Article 29(4) AsylG provides that free legal assistance shall be provided to all asylum seekers at least 24 hours before the hearing on the results of the evidentiary findings determining the responsible Member State under the Dublin Regulation, legal advisers receive the file only shortly before the interview, therefore lacking time to study the file and prepare for the hearing. Moreover, the reform of the new legal aid system through the BBU-G introduces a new threshold which grants the asylum applicant the right to free legal assistance by the Agency only if an appointment - during which the applicant exercises his or her right to be heard - is scheduled within 72 hours (3 days) after having been notified by the BFA of the intention to reject the asylum application. This means that, if the BFA grants the asylum applicant the right to be heard at a later stage (e.g. in 4 or 5 days), free legal assistance by the Agency will only be available if resources so allow. The discretion of the BFA as regards the timing of the appointment thus has an influence on whether legal assistance will be provided at first instance because the Federal Agency is legally obliged to do so, or whether it will be provided if the Agency's available resources allow so. In addition, the provision specifies that, if the asylum seeker did not make use of the right to be heard, this does not affect the outcome of the decision on his or her application for international protection.¹⁶⁰ NGOs are thus extremely concerned about the arbitrary nature of the provision of legal assistance in such cases.

The legal adviser must be present at the interview held to give the asylum seeker an opportunity to be heard. At the interview in relation to Dublin with the BFA, the asylum seeker together with the legal adviser may submit written statements with regard to the situation in the Member State deemed responsible or make requests for additional investigations, but they are not allowed to ask questions; this is usually respected by the legal advisers.

2.6. Suspension of transfers

Indicators: Dublin: Suspension of Transfers

1. Are Dublin transfers systematically suspended as a matter of policy or jurisprudence to one or more countries? Yes No
❖ If yes, to which country or countries? Hungary

Under the Dublin III Regulation, all EU Member States are considered safe where the asylum applicant may find protection from persecution. An exception applies to cases in which there is an obvious risk of lack of protection, e.g. if it is well-known to the authorities, or if the asylum applicant brings evidence that

¹⁵⁹ Statements to the Draft, Austrian Parliament, available in German at: <https://bit.ly/39jv6Lm>.

¹⁶⁰ ECRE, *Reforming legal assistance in Austria: an end to independent provision?*, July 2019, available at: <https://bit.ly/2PQ1H3N>.

there is a risk that he or she will not be protected properly. This real risk cannot be based on mere speculations, but has to be based on individual facts and evidence. This statement of risk has to be related to the individual situation of the asylum applicant.

Country reports from various sources such as AIDA, UNHCR, the US Department of State, Amnesty International, Eurostat, as well as information from ACCORD and Austrian liaison officers are taken into consideration, but the threshold for declaring that a country is not in line with its obligations under the *acquis* is usually the establishment of an infringement procedure launched by the Commission against that country.

According to the jurisprudence, notorious severe human rights violations in regard of Article 3 ECHR have to be taken into consideration *ex officio*. If the asylum application is already rejected by the Member State responsible for the examination of the application, a divergent interpretation of the Refugee Convention in a Member State or manifestly unlawful procedures could be relevant in an individual case. Generally low recognition rates in a certain Member State are not regarded as a characteristic of a dysfunctional asylum system.

Overall, the number of completed Dublin transfers in the first half of 2019 have decreased as only 967 transfers have been completed. The top ten receiving countries were:

Dublin transfers in the first half of 2019	
Receiving countries	Transfers
Italy	428
Germany	273
France	48
Spain	27
Switzerland	24
Slovenia	24
Poland	23
Slovakia	20
Portugal	14
Czech Republic	14
Rest	72
Total	967

Source: Ministry of Interior, Answer to a parliamentary request 4105AB/XXVI. GP, 30 September 2019, available in German at: <https://bit.ly/39UDO3d>.

Current practice with regard to selected Dublin countries is illustrated below:

Greece: After the ruling of the ECtHR in *M.S.S. v Belgium and Greece*, Austria suspended transfers to Greece. The director of the BFA announced Dublin procedures with Greece will start again in March 2017,¹⁶¹ in line with the European Commission's recommendation of December 2016. So far Dublin procedures to Greece have not started. In single cases where protection status were granted by Greek authorities, the Courts rejected the applications in Austria. There are no cases known of completed transfers to Greece in 2019.

¹⁶¹ See Kurier, 'Griechenland soll ab März wieder Flüchtlinge zurücknehmen', 20 January 2017, available in German at: <http://bit.ly/2kaZVLc>.

Hungary: Although there have been intensive discussions with regard to Dublin transfers to Hungary in 2018, including with the Hungarian Ministry of Interior, no transfers have been carried out in recent years.¹⁶² However, in 2019, one transfer has reportedly been carried out in an individual case. While it is clear that individual guarantees must have been secured for the purpose of this transfer, no further information is available on this.

Italy: The majority of outgoing requests – 1,951 out of 5,191 – concerned Italy in 2018. For 2019, numbers on outgoing requests are not available. However, Italy was the main recipient of transfers in the first half of 2019, during which a total of 428 transfers were carried out. In relation to Italy, the BFA considers that the obligation to obtain guarantees on the basis of the *Tarakhel v Switzerland* judgment of the ECtHR has been fulfilled following the Italian Ministry of Interior's letters of 8 June 2015 and 10 February 2016 to all Dublin Units, stating the projects where Dublin returnees would be accommodated.¹⁶³ The Constitutional Court pointed out in a ruling of 30 June 2016, in relation to the Circular letter and other procedural steps, that an individual assurance for a vulnerable asylum seeker would have been necessary before implementing a transfer.¹⁶⁴ Nevertheless, the BVwG has largely allowed the BFA to carry out Dublin transfers to Italy throughout 2018 and 2019.¹⁶⁵

In a case concerning a Syrian couple and their three minor children - one of which was born in Austria - the BVwG considered that the transfer to Italy was admissible as the conditions in Italy have improved and adequate accommodation for families are now provided. The Court also underlined that the Federal Office is informed well in advance of the transfer of families and can therefore ensure the availability of adequate accommodation places.¹⁶⁶ In this case, the BFA had informed the Italian authorities about the Dublin transfer at least 15 days before the scheduled transfer date via DubliNet. If SPRAR accommodation places would not have been available, the Italian authorities would have informed the Federal Office of Aliens and Asylum prior to the transfer. In addition, the Italian Ministry of Interior has now issued a number of letters guaranteeing that all families with minors transferred to Italy under the Dublin III Regulation will remain together and will be accommodated in a facility adapted to their needs. Previous case law have also allowed for the transfer of families to Italy, including of a single mother and her baby;¹⁶⁷ and of a family with four children (out of which two were minors) and their grandparents.¹⁶⁸ The Constitutional Court also found that the situation of asylum seekers in Italy has improved and that special safeguards are no longer necessary.¹⁶⁹

Bulgaria: Transfers to Bulgaria are carried out by the BFA and generally upheld by the BVwG.¹⁷⁰ No objections are raised for single asylum seekers or families. However, higher courts have taken a different line. In one case, the Constitutional Court deemed a transfer unlawful on the basis of the vulnerability of an Iraqi family with young children and the deterioration of reception conditions in Bulgaria.¹⁷¹ The VwGH

¹⁶² Answer to the parliamentary request, No 847/AB, 16 July 2018.

¹⁶³ Information provided by the BFA to ECRE, November 2015. See Italian Ministry of Interior, *Circular Letter to all Dublin Units Re: Dublin Regulation Nr. 604/2013 – Guarantees for vulnerable cases: family groups with minors*, 10 February 2016, available at: <http://bit.ly/1QxxRqJ>.

¹⁶⁴ VfGH, Decision E 449-450/2016 and E 703-704/2016-14, 30 June 2016.

¹⁶⁵ See e.g.; BVwG, Decision W192 2212056-1, 7 January 2019; W175 2212052-1, 8 February 2019; W240 2204175-2, 25 March 2019; W175 2217936-1, 26 April 2019; W165 2206407-1, 19 June 2019; W165 2218873-1, 29 August 2019; W165 2214983-1, 18 September 2019; W144 2224022-1, 7 Oct 2019; Decision W243 2140308-1, 27 January 2017; W144 2152033-1, 18 April 2017; W205 2144676-1, 6 June 2017; W192 2162712-1, 13 July 2017; W153 2166538-1, 22 September 2017.

¹⁶⁶ BVwG Decision W153 2169452-2, 8 January 2018.

¹⁶⁷ VwGH, Decision Ra 2016/20/0051, 23 June 2016.

¹⁶⁸ VwGH Ra 2017/20/0061 to 0067, 23 March 2017.

¹⁶⁹ VfGH, Decision E 2646/2016, 7 March 2017.

¹⁷⁰ See e.g. BVwG, Decision W239 2217177-1, 26 April 2019; W165 2174429-1, 23 November 2017; W241 2178020-1, 7 December 2017.

¹⁷¹ VfGH, Decision E 484/2017, 9 June 2017. See also VfGH, Decision E 86/2017, 24 November 2017.

has also found that the BFA must make a thorough assessment of the conditions in Bulgaria before transferring families.¹⁷²

Croatia: Following the CJEU ruling in *A.S. / Jafari*, the BVwG has rejected the cases previously suspended and the persons concerned have been returned to Croatia. In some cases the applications were admitted in Austria due to the expiry of the time limit for the transfer. In 2019, transfers to Croatia have been completed without Austria asking for individual guarantees.

Slovenia: There are no indications that would call into question the presumption of safety, according to the VwGH.¹⁷³

2.7. The situation of Dublin returnees

Asylum seekers returning to Austria under the Dublin Regulation, and whose claim is pending a final decision, do not face obstacles if their transfer takes place within two years after leaving Austria. In this case, the discontinued asylum procedure will be reopened as soon as they request for it at the BFA or the BVwG. If a final decision has already been taken on the asylum application upon return to Austria, the new asylum application will be processed as a subsequent asylum application.

So far the BFA has not been requested to provide guarantees to other Member States prior to transfers.

3. Admissibility procedure

3.1. General (scope, criteria, time limits)

The admissibility procedure starts upon registration of the application with the first interrogation (*Erstbefragung*) of the asylum seeker by the public security officer, who has to submit a report to the branch office of the BFA. The caseworker of the BFA in charge of the case informs the police about the next steps of the admissibility procedure. If the applicant is admitted to the regular procedure he or she is ordered to travel to the initial reception centre (EAST) or transferred there by the police.¹⁷⁴ There are three EAST which are responsible for the admissibility procedure: one is located in **Traiskirchen** near Vienna, one in **Thalham** in Upper Austria and one at the **Airport Vienna Schwechat**. If the asylum applicant is not admitted to the regular procedure, he or she stays in the Federal reception system and is not being allocated to one of the provinces. The person has thus only the right to stay in the district where the Federal reception centre is located.

All asylum seekers have to undergo the admissibility procedure, except children born in Austria whose parents have received protection status in the country or whose application is admitted to the regular procedure. Their applications are admitted immediately to the regular procedure.¹⁷⁵

An application may be rejected as inadmissible for the following reasons:

- (1) The person comes from a safe third country;¹⁷⁶
- (2) The person enjoys asylum in an EEA country or Switzerland;¹⁷⁷
- (3) Another country is responsible for the application under the Dublin III Regulation;¹⁷⁸

¹⁷² VwGH, Decision Ra 2017/18/0039, 30 August 2017; Ra 2017/19/0100, 13 December 2017.

¹⁷³ VwGH, Decision Ra 2017/01/0153, 20 June 2017.

¹⁷⁴ Article 29(1) AsylG.

¹⁷⁵ Article 17(3) AsylG.

¹⁷⁶ Article 4(1) AsylG.

¹⁷⁷ Article 4a(1) AsylG.

¹⁷⁸ Article 5(1) AsylG.

- (4) The person files a subsequent application and “no change significant to the decision has occurred in the material facts”.¹⁷⁹

Asylum seekers receive a green “procedure card” within 3 days, which is an indication that their stay in Austria is tolerated. This card is replaced by a “white card” as soon as the application is admitted to the regular procedure.

Within 20 days after the application for international protection has been lodged, the BFA must admit the asylum applicant to the in-merit procedure or notify him or her formally by procedural order about the intention to issue an inadmissibility decision on the ground that another state is considered responsible for the examination of the asylum claim; or that it intends to revoke the suspensive effect of a subsequent application. If the BFA does not notify the asylum applicant of its intention to issue an inadmissibility decision within 20 days, the application is thus admitted to the regular procedure. This time limit does not apply if consultations with another state on the application of the Dublin III Regulation take place.¹⁸⁰

The 20 day time limit shall not apply if the BFA intends to reject the application for international protection and the applicant does not cooperate during the asylum procedure. The procedure is deemed no longer relevant, especially if the asylum seeker absconded from the procedure.¹⁸¹ The duty of asylum seekers to cooperate includes the duty to provide the BFA with information and evidence about their identity and reasons for applying for international protection, to be present at hearings and personal interviews as well as to inform the authorities about their address. If the asylum seeker is unable to cooperate during the procedure for reasons relating to his or her person (e.g. illness, postponing the interview due to duty to comply with summons etc.), the 20-day time limit shall be suspended.¹⁸²

If the BFA has ordered an age assessment, the 20-day time limit also does not apply. This practice is based on a lack of cooperation on the part of the asylum seeker in the procedure. As a result, unaccompanied minors who applied for asylum often wait for several months before they are found underaged as a result of the age assessment and until their application is finally admitted. In practice the time limit is respected, however.

As a result of the admissibility procedure, the application may either be dismissed on the merits, or asylum or subsidiary protection status may be granted. The granting of a status or the dismissal of the application in the admissibility procedure replaces the admissibility decision.¹⁸³ An admissible application shall nevertheless be rejected if facts justifying such a rejection decision become known after the application was admitted.¹⁸⁴ In practice, this provision is applied in Dublin cases without the precondition that the facts justifying admissibility were not known before.¹⁸⁵

The information provided by the Ministry of Interior did not include the number of inadmissibility decisions issued in 2019.¹⁸⁶ However, the admissibility procedure lasted for approximately five days in 2018. This did not significantly change in 2019. It should be noted that, especially in the context of family proceedings, the admission often already takes place on the day of the application, which importantly reduces the calculation of the average duration.¹⁸⁷ It should be further noted that, during the admission procedure, asylum seekers are given basic care in federal care facilities. From January to May 2018, basic care was given during a period of approximately 19 days. More recent information is not available.

¹⁷⁹ Article 12a(2)(2) AsylG.

¹⁸⁰ Article 28(2) AsylG.

¹⁸¹ Article 28(2) AsylG.

¹⁸² Article 28(2) AsylG.

¹⁸³ Article 28(2) AsylG.

¹⁸⁴ Article 28(1) AsylG.

¹⁸⁵ VwGH, Decision Ra 2006/20/0624, 25 November 2008.

¹⁸⁶ Information provided by the Ministry of Interior, 18 February 2020.

¹⁸⁷ Answer to parliamentary request, No 3235/AB-BR/2018, 31 July 2018.

3.2. Personal interview

Indicators: Admissibility Procedure: Personal Interview

Same as regular procedure

1. Is a personal interview of the asylum seeker in most cases conducted in practice in the admissibility procedure? Yes No
 - ❖ If so, are questions limited to identity, nationality, travel route? Yes No
 - ❖ If so, are interpreters available in practice, for interviews? Yes No

2. Are interviews conducted through video conferencing? Frequently Rarely Never

A personal interview is required by law. The asylum seeker is interrogated by law enforcement officials at the registration stage of the application for international protection and by officials of the BFA during the admissibility procedure at the initial reception centre. The police is not allowed to ask detailed questions on the specific reasons for fleeing the country of origin or residence. The clear division of tasks between the police - which has the duty to assess the identity, personal data and the travel route of the applicant - and the officials of the BFA for assessing the facts on which the application is based is not always respected in practice, however. In 2019, the police continued to ask questions relating to the reasons for applying for international protection in certain cases. As a result, the reasons for fleeing the country of origin may be found not credible at the interview stage before the officials of the BFA if the asylum seeker has based the application for international protection on other reasons than those stated immediately upon arrival. In this regard, Article 19(4) AsylG explicitly foresees that, in the admission procedure, the asylum seeker shall also be informed that his or her own statements will be accorded particular attention, meaning that he or she should be aware of the consequences of false testimonies.

The law allows for an exception from the personal interview in case the asylum seeker has absconded from the procedure while being accommodated in the initial reception centre. If the facts relevant to a decision on an asylum claim are established, the fact that the asylum seeker has not been interviewed yet by the BFA or by the BVwG shall not preclude the rendering of a decision. In practice this exception is not applied very often, however. The BFA files most of these cases as “discontinued”, which means that upon request by the asylum seekers the procedure will be reopened. An exception may apply in a subsequent asylum application that was submitted within two days before the execution of an expulsion order.¹⁸⁸ An interview during the admission procedure may be dispensed with if the procedure is admitted.

3.3. Appeal

Indicators: Admissibility Procedure: Appeal

Same as regular procedure

1. Does the law provide for an appeal against the decision in the admissibility procedure?
 - Yes No
 - ❖ If yes, is it Judicial Administrative
 - ❖ If yes, is it suspensive Yes Some grounds No

For the admissibility procedure, the appeal stages are the same as in the regular procedure. The time limits within which an appeal against the BFA’s inadmissibility decision must be lodged is two weeks and the appeal has in general no suspensive effect, except when decided otherwise by the BVwG.

As a first step, the BVwG decides within one week after receiving the appeal whether the appeal will have suspensive effect during the continuing appeal procedure. If the BVwG does not grant a suspensive effect to the appeal or does not admit the appeal after seven days, the asylum applicant can be transferred to

¹⁸⁸ Article 19(1) AsylG.

the responsible Member State, the safe third country or his or her country of origin in case of a subsequent application.

If the application is rejected on the merits in the admissibility procedure, such application shall be deemed to be admitted if, or as soon as, a complaint against that decision has suspensive effect.

Appeals against a decision rejecting the asylum application as inadmissible do *not* have suspensive effect unless this is granted by the BVwG.¹⁸⁹ The reasons for not granting suspensive effect to the appeal in inadmissible cases correspond to grounds for declaring claims manifestly unfounded, as mentioned in [Regular Procedure: Appeal](#).

The appointed legal adviser is not obliged to help the asylum seeker to draft the complaint, despite the fact that it must be written in German, and the requested qualification for legal advisers is also not sufficient.

As of 2021, legal aid will be provided by a Federal Agency (BBU-GmbH) falling under the responsibility of the Ministry of Interior. There are serious doubts as to whether the provision of legal aid will be equivalent to the common legal assistance provided by Austrian courts (“*Verfahrenshilfe*”). One of the key concerns of the establishment of the Federal Agency falling under the responsibility of the Ministry of Interior is the independence of its employees who will be acting as the main actors in the implementation of the new system. The influence of the Federal Ministry of Interior on the governance of the Federal Agency raises serious concerns and many civil society actors fear that the independence of the counsellors that is foreseen in the law will not be ensured by institutionalised guarantees. Latest developments show that the Ministry of Justice, which is entitled to nominate the head of the legal counselling, managed to secure its right to issue instructions not only for the employees acting as legal advisers but also for the head of the counselling service. As regards qualifications requirements for the new counsellors who will be contracted by the BBU-GmbH, they need to hold an Austrian university degree in law and a legal clerkship.

3.4. Legal assistance

Indicators: Admissibility Procedure: Legal Assistance

Same as regular procedure

1. Do asylum seekers have access to free legal assistance at first instance in practice?
 Yes With difficulty No
❖ Does free legal assistance cover:
 Representation in interview
 Legal advice

2. Do asylum seekers have access to free legal assistance on appeal against an inadmissibility decision in practice?
 Yes With difficulty No
❖ Does free legal assistance cover
 Representation in courts
 Legal advice

A legal adviser is appointed by the BFA in case it intends to reject the application in the framework of the admissibility procedure. The BFA has to notify the asylum seeker by procedural order of its intention to reject the application in the admissibility procedure and inform them about the mandatory consultation of a legal adviser. Legal advice has to be provided at least 24 hours before the next interview, during which the asylum seeker is given the opportunity to be heard. Presence of legal advisers during the interview is mandatory.

¹⁸⁹ Article 16(2) BFA-VG.

Free legal advice is foreseen for subsequent asylum applications as well, including at appeal stage.¹⁹⁰ Most of the cases that are regarded as inadmissible are Dublin cases (see [Dublin: Legal Assistance](#)) and [Safe Third Country](#) cases. Subsequent applications also played an important role in 2019.

4. Border procedure (border and transit zones)

4.1. General (scope, time limits)

Indicators: Border Procedure: General

1. Do border authorities receive written instructions on the referral of asylum seekers to the competent authorities? Yes No
2. Can an application made at the border be examined in substance during a border procedure? Yes No
3. Is there a maximum time limit for a first instance decision laid down in the law? Yes No
 ❖ If yes, what is the maximum time limit?¹⁹¹ 1 week

Austria has no land border with third countries. All neighbouring states are Schengen Associated States and Member States, party to the Dublin Regulation.

Asylum seekers who apply for international protection at the airport are transferred after the interview by the police to the building of the police station with the initial reception centre and the rejection zone. On the basis of the first interview, the BFA decides whether the procedure shall be processed under the special regulations of the airport procedure, or if the case should be considered under the regular procedure and the asylum seeker should be summoned by the BFA.¹⁹²

If the BFA intends to reject the application in the airport procedure, UNHCR has to be informed within one week, a time limit which is generally respected.¹⁹³ If the time limit is not met, the application is admitted to the regular procedure and the asylum seeker is allowed entry.¹⁹⁴ Moreover, UNHCR is entitled to contribute to the procedure (e.g. examine the application and talk to the applicant) and to issue opinions, which are usually followed by the BFA. However, UNHCR's involvement during the airport procedure remains limited in practice due to financial constraints and data on the number of cases concerned are not available. In the context of Dublin procedures at the airport, however, UNHCR is not involved.

Under Article 33(1) AsylG, an asylum application lodged at the airport can only be rejected as inadmissible or dismissed on the merits on two grounds:

- (a) Inadmissibility because of existing protection in a [Safe Third Country](#); or
- (b) Dismissal on the merits if there is no substantial evidence that the asylum seeker should be granted protection status *and*:
 - i. the applicant tried to mislead the authorities about his identity, citizenship or authenticity of his documents and was previously informed about the negative consequences of doing so;
 - ii. the applicant's claims relating to the alleged persecution are obviously unfounded;
 - iii. the applicant did not claim any persecution at all; or
 - iv. the applicant comes from a [Safe Country of Origin](#).

De facto detention, whereby the asylum seekers are forced to stay in the initial reception centre at the airport, is ordered to implement negative decisions at the border and can only be maintained for a maximum duration of six weeks. Therefore, at this stage, a decision rejecting the asylum application on

¹⁹⁰ Article 52(1) BFA-VG.

¹⁹¹ Time limit to send the file to UNHCR rather than to take a first instance decision.

¹⁹² Article 31(1) AsylG.

¹⁹³ Article 32(2) AsylG.

¹⁹⁴ Article 33(2) AsylG.

the merits or as inadmissible is issued without an expulsion order. Rejection at the border may be enforced only after a final decision on the asylum application.

Most cases processed at the airport were Dublin procedures and most decisions that were considered as manifestly unfounded at the airport were appealed. In 2018, only 1 appeal was successful while the other 11 appeals were rejected.¹⁹⁵ In 2019, the BVwG rejected all 22 appeals of asylum seekers originating from India, Iran, Philippines, Egypt, Sri Lanka, Lebanon, Russia and Cuba.

In 2016, a reform entered into force to allow for special measures at the border for the maintenance of public order during border checks, which will effectively enable police authorities to deprive asylum seekers of access to the asylum procedure (see [Access to the Territory](#)). As of January 2020, the measure was still not implemented in practice.

4.2. Personal interview

Indicators: Border Procedure: Personal Interview

Same as regular procedure

1. Is a personal interview of the asylum seeker in most cases conducted in practice in the border procedure?
 Yes No
❖ If so, are questions limited to nationality, identity, travel route? Yes No
❖ If so, are interpreters available in practice, for interviews? Yes No
2. Are interviews conducted through video conferencing? Frequently Rarely Never

In procedures at the airport, only one personal interview is conducted.¹⁹⁶ There are no other differences with interviews under the regular procedure. However, as already mentioned, UNHCR plays an active role in the processing of asylum applications in the airport procedure as it can issue binding opinions. Asylum applications can thus be rejected only upon approval of UNHCR, otherwise they must be processed in the regular procedure.

4.3. Appeal

Indicators: Border Procedure: Appeal

Same as regular procedure

1. Does the law provide for an appeal against the decision in the border procedure?
 Yes No
❖ If yes, is it Judicial Administrative
❖ If yes, is it suspensive Yes Some grounds No

The time limit for lodging appeals against a decision by the BFA in procedures at the airport is 1 week.¹⁹⁷ The BVwG must issue its decision within 2 weeks from the submission of the complaint.¹⁹⁸ A hearing in the appeal proceedings must be conducted at the initial reception centre at the airport,¹⁹⁹ yet this rarely happens in practice.

¹⁹⁵ Information obtained through the legal information system (RIS), Decisions of the BVwG.

¹⁹⁶ Article 33(2) AsylG.

¹⁹⁷ Article 33(3) AsylG.

¹⁹⁸ Article 33(4) AsylG.

¹⁹⁹ Article 33(4) AsylG.

4.4. Legal assistance

Indicators: Border Procedure: Legal Assistance

Same as regular procedure

1. Do asylum seekers have access to free legal assistance at first instance in practice?
 Yes With difficulty No
❖ Does free legal assistance cover:
 Representation in interview
 Legal advice
2. Do asylum seekers have access to free legal assistance on appeal against a negative decision in practice?
 Yes With difficulty No
❖ Does free legal assistance cover
 Representation in courts
 Legal advice

The Swiss company ORS, which is contracted by the Ministry of Interior for the provision of basic care in the reception centres of the Ministry of Interior, is also responsible for the provision of legal assistance to asylum seekers in the airport special transit centre.

However, the new Federal Agency on Care and Support Services (BBU) who will be responsible for providing basic care during border procedures, is likely to take over the responsibility for the provision of legal assistance as well.

5. Accelerated procedure

5.1. General (scope, grounds for accelerated procedures, time limits)

The law provides for “procedures for the imposition of measures to terminate residence” subject to reduced time limits for appeal and decisions on appeal, with the effect that certain cases are dealt with in an accelerated manner. For the purpose of this report, these are referred to as accelerated procedures.

Under Article 27 AsylG, an accelerated procedure is applied where:

- (a) During the admissibility procedure, the BFA has notified the applicant of its intention to reject the application as inadmissible (see section on [Admissibility Procedure](#)) or dismiss the application on the merits;²⁰⁰
- (b) The appeal procedure is to be discontinued where the asylum seeker has absconded the procedure and a return decision was issued by the BFA;²⁰¹
- (c) The BFA determines that the application should be rejected as inadmissible or dismissed on the merits *and* there is a public interest in accelerating the procedure.²⁰² Public interest exists in particular, albeit not exhaustively, where an applicant:²⁰³
 - i. Has committed a criminal offence;
 - ii. Has been charged with a criminal offence by the Department of Public Prosecution;
 - iii. Has been subject to pre-trial detention; or
 - iv. Has been caught in the act of committing a criminal offence.

In case a “procedure for the imposition of measures to terminate residence” has been initiated, a decision on the asylum application shall be taken as quickly as possible and no later than 3 months.²⁰⁴

²⁰⁰ Article 27(1)(1) AsylG, citing Article 29(3)(4)-(5) AsylG.

²⁰¹ Article 27(1)(2) AsylG, citing Article 24(2) AsylG.

²⁰² Article 27(2) AsylG.

²⁰³ Article 27(3) AsylG.

²⁰⁴ Article 27(8) AsylG.

In addition, Article 27a AsylG provides an accelerated procedure as such and states that certain cases may be decided within 5 months, with a possible extension if necessary for the adequate assessment of the case. Such accelerated procedures are foreseen when grounds for denying the suspensive effect of appeals apply, as stated in Article 18 BFA-VG. These reasons are:

- (a) The asylum seeker comes from a safe country of origin;
- (b) There are indications that the asylum seeker endangers public security and order;
- (c) The asylum seeker has provided false statements on his or her identity, nationality and authenticity of documents;
- (d) No reasons for persecution have been asserted;
- (e) Statements adduced are obviously false or contradictory;
- (f) An executable return decision has been issued before applying for international protection; and
- (g) The asylum seeker refuses to provide fingerprints.²⁰⁵

Procedures are also subject to stricter time limits in case the asylum application is examined at the airport (see section [Border Procedure](#)).

In 2017, the BFA conducted 1,371 fast-track procedures, according to information provided by the Ministry of Interior following a parliamentary request.²⁰⁶ In 2018, 743 fast track procedures were processed by the BFA, compared to 439 from January to August 2019.²⁰⁷ The average duration was 22 days and, because of the length of the procedures and the large number of appeals in 2017, the Ombudsman intervened in some cases, mainly concerning asylum seekers originating from Afghanistan and Iran. Although the Ministry of Interior explained that, in principle, there is no prioritisation based on citizenship, the law provides for some exceptions in which the BFA will inevitably have to prioritise certain asylum applications.²⁰⁸

5.2. Personal interview

Indicators: Accelerated Procedure: Personal Interview

Same as regular procedure

1. Is a personal interview of the asylum seeker in most cases conducted in practice in the accelerated procedure? Yes No
 - ❖ If so, are questions limited to nationality, identity, travel route? Yes No
 - ❖ If so, are interpreters available in practice, for interviews? Yes No
2. Are interviews conducted through video conferencing? Frequently Rarely Never

All asylum seekers must conduct a personal interview. The law permits an exception in case the asylum seeker has absconded from the procedure.²⁰⁹ If the facts are established, failure by the BFA or by the Federal Administrative Court to conduct an interview should not preclude the rendering of a decision. No differences are observed from the [Regular Procedure: Personal Interview](#).

The BFA may omit the conduct of the personal interviews in cases of subsequent applications which aim to prevent the execution of an expulsion order and/or subsequent applications without *de facto* protection

²⁰⁵ Article 18 BFA-VG.

²⁰⁶ Answer to parliamentary request, No 3183/AB-BR/2018, 5 April 2018.

²⁰⁷ Ministry of Interior, Answer to a parliamentary request, 232/AB, XXVII. GP, 21 January 2020, available in German at: <https://bit.ly/32L7zjW>; Ministry of Interior, Answer to a parliamentary request 3381/AB-BR2019, 9 July 2019, available in German at: <https://bit.ly/2Ti9kSC>.

²⁰⁸ Bericht der Volksanwaltschaft an den Nationalrat und an den Bundesrat 2017 - Kontrolle der öffentlichen Verwaltung, März 2018, available in German at: <https://bit.ly/2TNRqVNf>, 117.

²⁰⁹ Article 24(3) AsylG.

against deportation (which have no suspensive effect and the expulsion order issued after the rejection of the first asylum application can be executed).²¹⁰

5.3. Appeal

Indicators: Accelerated Procedure: Appeal

Same as regular procedure

1. Does the law provide for an appeal against the decision in the accelerated procedure?

- | | | |
|----------------------------|--|--|
| ❖ If yes, is it | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ❖ If yes, is it suspensive | <input checked="" type="checkbox"/> Judicial | <input type="checkbox"/> Administrative |
| | <input type="checkbox"/> Yes | <input type="checkbox"/> Some grounds <input checked="" type="checkbox"/> No |

Time limits for appeals are the same as in the [Regular Procedure: Appeal](#). The BVwG has to decide on the appeal within 3 months in cases granted suspensive effect.²¹¹ The BVwG has to decide on the appeal against negative decisions – which include expulsion orders - within 8 weeks.²¹²

In subsequent applications without protection against deportation, the court has to decide within 8 weeks if suspensive effect was not awarded. This provision has not much effect in practice, however, as asylum seekers may have been expelled or transferred before. Nevertheless, the appeal may have suspensive effect.²¹³

Difficulties in lodging an appeal against negative decisions in the accelerated procedure are similar to those described in the section on the [Dublin Procedure: Appeal](#); especially regarding the lack of free legal assistance. Organisations contracted to provide legal assistance also have to organise interpreters if necessary.

The BBU-G foresees that the new Federal Agency for Care and Support Services will be responsible *inter alia* for providing legal assistance and interpretation as of January 2021. The explanations to the law state that it is planned to only employ five interpreters for the first half year of 2021, which should be increased to 15 interpreters during the second half year. Asylum authorities and Courts will still be able to contract external interpreters, however. Thus it is unlikely that the current situation will drastically change in the future in this regard.

5.4. Legal assistance

Indicators: Accelerated Procedure: Legal Assistance

Same as regular procedure

1. Do asylum seekers have access to free legal assistance at first instance in practice?

- | | | | |
|-------------------------------------|--|--|-----------------------------|
| ❖ Does free legal assistance cover: | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> With difficulty | <input type="checkbox"/> No |
| | <input type="checkbox"/> Representation in interview | | |
| | <input checked="" type="checkbox"/> Legal advice | | |

2. Do asylum seekers have access to free legal assistance on appeal against a decision in practice?

- | | | | |
|------------------------------------|--|--|-----------------------------|
| ❖ Does free legal assistance cover | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> With difficulty | <input type="checkbox"/> No |
| | <input checked="" type="checkbox"/> Representation in courts | | |
| | <input checked="" type="checkbox"/> Legal advice | | |

²¹⁰ Article 19(1) AsylG.

²¹¹ Article 27(8) AsylG.

²¹² Article 17(2) BFA-VG.

²¹³ Article 18(2)(5) BFA-VG. See e.g. AsylGH (Asylum Court), A8 260.187-2/2011, 2 August 2011.

Access to free legal assistance at first instance is difficult for asylum seekers detained during the accelerated procedure, although they may contact NGOs for advice. Free legal assistance is available for subsequent asylum applications too.²¹⁴ As of 2021, the Federal Agency (BBU-GmbH) will provide legal assistance also in these cases.

As of 2021, the new Federal Agency on Care and Support Services will be responsible for the provision of legal assistance, including during the accelerated procedure. A right to legal advice - as required by the recast Asylum Procedures Directive - is only mandatory at second instance, i.e. before the BVwG. This means that, at first instance, legal assistance will only be provided depending on existing resources of the Federal Agency.²¹⁵ As a result, it is likely that asylum applicants in the accelerated procedure will not have effective access to legal assistance. Moreover, while they are in principle allowed to access other NGOs, the restriction on their freedom of movement in the context of the admissibility procedure significantly limits their access to NGOs which are not present in certain initial reception centres.

In so-called accelerated procedures under Article 27a AsylG in conjunction with Article 18 BFA-VG, mandatory free legal aid for the admissibility procedure is circumvented by the possibility to forward the procedure to the BFA branch office without prior admission to the regular procedure. This practice took place from time to time in 2018 but has not been reported recently. When asylum seekers get an invitation to their interview, they are still subject to restrictions on their freedom of movement. Therefore they are not able to consult NGOs or lawyers outside the restricted area. There are only few cases reported in 2019. However, with the establishment of the Federal Agency (BBU-GmbH) in 2021, which will be responsible for accommodation and legal assistance, this practice is likely to increase.

D. Guarantees for vulnerable groups

1. Identification

Indicators: Identification

1. Is there a specific identification mechanism in place to systematically identify vulnerable asylum seekers? Yes For certain categories No
❖ If for certain categories, specify which: Unaccompanied minors
2. Does the law provide for an identification mechanism for unaccompanied children? Yes No

The Asylum Law has no definition of vulnerable groups. However, it provides special provisions for victims of harassments, of sexual self-determination (Article 20 Asylum Act) of violence (Article 30 AsylG), as well as for unaccompanied minors (e.g. family tracing Article 18, legal representation Article 19 Asylum Law). Only a few federal states such as **Burgenland**, **Vorarlberg** or **Upper Austria** have included definitions of vulnerable asylum seekers in their basic care laws.

1.1. Screening of vulnerability

There is no effective system in place to identify asylum seekers in need of special procedural guarantees and the law does not foresee any mechanism to that end. During the admissibility procedure in the initial reception centre, asylum seekers are informed through written leaflets about the necessity to report psychological problems to the doctor and the legal adviser. At the beginning of the interview, they are

²¹⁴ Article 49(2) BVA-VG in conjunction with Article 29(3) BFA-VG.

²¹⁵ For additional information on the BBU-G, § 51 BFA-VG, see in German: <https://bit.ly/378koFH>.

asked whether they have any health or mental problems that could influence their ability to cooperate during the asylum procedure. Psychologists in initial reception centre are requested by the BFA to assess if the asylum seeker is suffering from mental disorders as a result of torture or another event which may prevent them from defending their interests during the procedure or entails for them a risk of permanent harm or long-term effects.²¹⁶

The report published by the OHCHR in October 2018 following a mission in Austria indicates that interviews conducted by the police and the BFA take place in an atmosphere of mistrust, whereby the authorities focus on the identification of Dublin cases rather than on the identification of vulnerability. The report also stated that there was generally little cooperation among different actors, including governmental entities and a broad range of civil society organizations working with migrants in vulnerable situations.²¹⁷

Victims of trafficking

In the Austrian system, there is no systematic identification of victims of trafficking. However, an Austrian authority's assessment of an individual as a (potential) trafficked person has concrete consequences in status determination procedures and criminal prosecution; meaning that a person can be identified as a victim of trafficking in accordance with the criminal procedures act. A type of formal classification of an individual as a "victim" and the procedural consequences this entails is only regulated in the Austrian Code of Criminal Procedure.

The OHCHR further encouraged the Austrian authorities to provide for a reflection and recovery period in the law in order to strengthen identification practices. During its visit in 2018, the OHCHR was informed that potential victims of trafficking, particularly women were being returned back to the countries they had fled. This mainly concerned Dublin cases and "safe third country" cases.²¹⁸

In practice, if an Austrian official, such as a caseworker of the BFA, identifies a potential trafficked person, the official is requested to contact the criminal police office of the respective federal province. If the latter confirms the suspicions of the official, criminal investigations are initiated. The individual concerned as well as a specialised NGO will be contacted and informed, a reflection period may be granted, and certain victims' rights relevant to criminal proceedings are provided. There are no current statistics, however, on the number of victims of human trafficking in Austria.

Access to specialised care and support through NGOs is not necessarily dependent on informal identification by the police or the presence of criminal or civil proceedings. In the identification process, a central role is given to the Federal Criminal Intelligence Service. Together with its offices in the federal provinces, it is responsible for investigating cases of trafficking in Austria. This authority mainly cooperates with the organisation "LEFÖ-IBF", which is formally contracted by the Austrian Ministry of Interior and the Women's Department of the Federal Chancellery to provide support and protection to victims of trafficking across Austria.

1.2. Age assessment of unaccompanied children

Most age assessments are ordered by the EAST during the admissibility procedure, as special safeguards apply to unaccompanied children in accordance with the Dublin III Regulation. When the Dublin Unit starts consultations with other EU Member States it thus informs the latter that there is an ongoing age assessment procedure. In the meantime, the concerned unaccompanied children are admitted to the

²¹⁶ Article 30 AsylG.

²¹⁷ OHCHR, Report on the mission to Austria focusing on the human rights of migrants, particularly in the context of return, October 2018, available at: <https://bit.ly/2u4JoQE>, 7.

²¹⁸ Ibid.

regular asylum procedure. Severe delays to get the results of the age assessments have not been reported in recent years and new medical institutions have been involved in age assessments such as the University of Vienna.

In practice, it seems that age assessments are ordered systematically, although their number has steadily decreased in recent years. Between January and October 2019, 183 age assessments and 477 wrist X-rays were ordered by the BFA. In 213 cases (32%) the age of majority was concluded while in 447 cases (68%) the applicant's minority was confirmed.²¹⁹ In comparison, the BFA had ordered 1,355 carpal x-rays in 2017 and 2,552 age assessments in 2016; resulting in the recognition of minority of 61% and 59% respectively.²²⁰

Methods for assessing age

In the case of doubt with regard to the age of an unaccompanied asylum-seeking child, authorities may order a medical examination. Several methods might be used. According to the Asylum Act and decrees of the Minister of Interior (which are not public), age assessments through medical examination should be a measure of *ultima ratio*. Other evidence to prove age should be verified first. If doubts remain after investigations and age assessment, the principle of *in dubio pro minore* (the benefit of the doubt) should apply.²²¹ As part of a multifactorial examination methodology, three individual examinations are carried out (i.e. physical, dental and x-ray examinations). According to the Ministry of Interior, these examinations are conducted in compliance with the guidelines of the Association for Forensic Age Diagnostics (AGFAD).²²²

However, these principles are not strictly applied in practice. Children undertake age assessment tests but the asylum authorities do not acknowledge the documents that are submitted to them nor do they allocate sufficient time to obtain such documents. The Human Rights Board (*Menschenrechtsbeirat*), NGOs and the Medical Association have criticised the age assessment methods.²²³ The age assessment examination states a minimum age and consists of three medical examinations: a general medical examination; an X-ray examination of the wrist and a dental examination by a dentist. If the X-ray examination of the wrist is not conclusive, a further X-ray (CT) examination of the clavicle may be ordered. In a conference of November 2017 (the yearly "politische Kindermedizin" conference), civil society organisations adopted a resolution demanding the termination of unjustified X-Ray tests,²²⁴ which was not followed in practice.

An example in which the VwGH applied the benefit of the doubt and ruled that the applicant should be considered to be a minor concerned a Gambian asylum seeker. His birth certificate, delivered by the Gambian authorities, indicated that he was a minor but the authorities in Norway and Italy had determined that he was an adult. The BFA had considered that the concerned Gambian applicant was between 17,04 and 18,44 years.²²⁵

²¹⁹ Ministry of Interior, Reply to parliamentary request, No 38/AB, 19 December 2019, available in German at: <https://bit.ly/2wIVaXy>.

²²⁰ Ministry of Interior, Reply to parliamentary request, No 1240/AB, 4 September 2018; Reply to parliamentary request 11558/J, 21 March 2017, available in German at: <http://bit.ly/2nU4rz4>.

²²¹ Article 13(3) BFA-VG.

²²² Reply to the parliamentary request No 1240/AB, 4 September 2018.

²²³ Human Rights Board, Bericht des Menschenrechtsbeirates zu Kindern und Jugendlichen im fremdenrechtlichen Verfahren, 2011; Stellungnahme der Ärztekammer, FPG 2010, 21 July 2009.

²²⁴ Politische Kinder Medizin, Newsletter Nr. 34 / 2017, available in German at: <https://bit.ly/2Ohiwmj>.

²²⁵ VwGH, Decision Ra 2017/18/0118, 27 June 2017.

Challenging age assessments

Age assessments are not an administrative decision but an expert opinion which is communicated to the applicant. As a result, there is no possibility to appeal the opinion. The question whether it is possible to challenge the decision declaring the majority of an asylum applicant has been referred to the Constitutional Court (VfGH). In a ruling of 3 March 2014, the Court ruled that the declaration of majority of an asylum applicant by the BFA, and the subsequent discharge of the legal representative, may not be appealed during the first instance procedure.²²⁶ As a consequence, unaccompanied children who are erroneously declared to be adults have to continue the procedure without legal representation. Authors have raised concerns resulting from this ruling, in particular the fact that the Court established criteria that are not in line with the applicable legal safeguards and disregarded the significant procedural consequences a declaration of majority entails.²²⁷

The VfGH has confirmed the VfGH's position, stating that age assessments should be seen as part of the examination of the asylum application. Since the age assessment is a mere procedural matter according to the VfGH, the asylum seeker does not lose any rights in the procedure that he or she would otherwise enjoy as an unaccompanied child.²²⁸

However, as explained by experts, the deprivation of the right to legal representation under Article 10(3) BFA-VG denies unaccompanied children of the right to a representative in violation of Article 25(1) of the recast Asylum Procedures Directive and Article 6(2) of the Dublin III Regulation, as well as of Article 24(1) of the recast Reception Conditions Directive.²²⁹

2. Special procedural guarantees

Indicators: Special Procedural Guarantees

1. Are there special procedural arrangements/guarantees for vulnerable people?
 Yes For certain categories No
❖ If for certain categories, specify which: Unaccompanied minors, victims of torture or sexual violence

2.1. Adequate support during the interview

In cooperation with UNHCR Austria, IOM and LEFÖ BFA, officials of the BFA are offered training sessions providing targeted information on vulnerable groups.²³⁰ These trainings further aim to strengthen their understanding of first-instance procedures and adequate measures to be adopted to ensure a high-quality of interpretation.²³¹ In addition to the trainings that have been organised on a regular basis since 2016, officials of the BFA are also supported in their day-to-day work through the development of certain tools. UNHCR further develops specific assessment methods for the evaluation of asylum procedures. It selects the focus point for the assessment of the decisions and provides samples of interviews and decisions to train quality assessors of the BFA accordingly. In 2018, two cases involving homosexual asylum applicants aroused public criticism. Social media reported that their asylum application had been rejected as untrustworthy, which led to an investigation and the responsible official of the BFA lost his license to

²²⁶ VfGH, Decision U 2416/2013-8, 3 March 2014.

²²⁷ See in particular D Lukits and R Lukits, 'Neues zur Volljährigerklärung im österreichischen Asylverfahren', *FaBl*, January 2014.

²²⁸ VfGH, Decision U 2416/2013-8, 3 March 2014.

²²⁹ Amnesty International, *Studie zur Situation besonders vulnerabler Schutzsuchender im österreichischen Asyl- und Grundversorgungsrecht*, August 2016, available in German at: <http://bit.ly/2EmtoNQ>.

²³⁰ Answer to parliamentary request, No 1571/AB, 2 November 2018, available in German at: <https://bit.ly/2tt2bS5>.

²³¹ UNHCR, Projekt Bidge, available in German at: <https://bit.ly/2N5zfZ0>.

decide upon asylum applications. The BFA acknowledged that the decision did not meet the necessary qualitative standards as regards language and wording used.²³²

In that context, the Austrian Queer base counseling center criticised the fact that BFA employees were not adequately trained in that regard. The Ministry of Interior responded that there are ongoing training courses offered to BFA staff and highlighted that specific trainings on LGBTI rights had been planned even before the aforementioned scandal.²³³ However, no additional training seemed to have been provided at the time of writing.

The OHCHR report of 2018 also confirmed that, in a number of cases obtained, negative decisions made by the BFA were based on personal views and involved biased questioning in interviews as well as stereotypes on gender and race. Gender-specific considerations are not systematically adopted in practice, e.g. by ensuring that women are interviewed without the presence of male family members. Even when the information about sexual orientation of individuals was not disputed, there have been cases where gay people were returned in fast-track-procedure to countries considered as “safe”, yet criminalising homosexuality.²³⁴

Another similar case concerned an asylum seeker who claimed that he had been threatened in Gambia because of his homosexuality. This claim was considered not credible by the BFA. After having analysed the reasoning of the decision and because the particular circumstances of the case were not taken into consideration, the VfGH concluded that the necessary administrative standards were not met.²³⁵

Article 30 AsylG also states that particular attention should be paid to the asylum seekers’ specific needs throughout the asylum procedure, although the concept of “adequate support” is not defined or described in the law. Although the 6-month time limit to decide on an asylum application for international protection is sufficient to identify such specific needs, this is not applied in practice. In cases concerning unaccompanied children, the BFA often failed to issue a decision within due time.

If an asylum seeker bases the fear of persecution on infringements of his or her right to sexual self-determination, he or she should be interviewed by an official of the same sex, unless requested otherwise.²³⁶ In the procedure before the BVwG, this rule should apply only if asylum seekers have already claimed an infringement of their right to sexual self-determination before the BFA or in the written appeal. The Constitutional Court (VfGH) has ruled that a judge of the same sex has to decide on the appeal regardless of whether a public hearing is organised or the decision is exclusively based on the file.²³⁷ A similar provision for interpreters is lacking, however.

Each member of a family has to submit a separate application for international protection. During the interview they are asked whether they have individual reasons to apply for protection or whether they want to rely on the reasons of one of their family members. Accompanied children are represented in the procedure by their parents, who are requested to submit the reasons on behalf of their children.

²³² Wiener Zeitung, “Sie sind nicht homosexuell”, 15 August 2018, available in German at: <https://bit.ly/219PtBD>.

²³³ Wiener Zeitung, Heikle Fragen, Die Verfolgung wegen der sexuellen Orientierung ist ein Fluchtgrund. Für die Behörden ist diese schwer zu ermitteln, 17 September 2018, available in German at: <https://bit.ly/2BxMZyc>.

²³⁴ OHCHR, Report on the mission to Austria focusing on the human rights of migrants, particularly in the context of return, October 2018, available at: <https://bit.ly/2u4JoQE>, 8.

²³⁵ VfGH, Decision No E2786 / 2018-16, 26 November 2018.

²³⁶ Article 20(1) AsylG.

²³⁷ VfGH, U 688-690/12-19, 27 September 2012.

2.2. Exemption from special procedures

If it is deemed highly probable that the applicant has suffered from torture or other serious forms of physical, psychological or sexual violence, the application shall not be dismissed in the admissibility procedure.²³⁸

Moreover, asylum claims lodged by vulnerable asylum seekers (e.g. victims of torture or violence and unaccompanied children) should in principle not be processed in airport procedures. However, accelerated procedures for national security reasons may be conducted even in cases where they concern such applicants.

3. Use of medical reports

Indicators: Use of Medical Reports

1. Does the law provide for the possibility of a medical report in support of the applicant's statements regarding past persecution or serious harm?
 Yes In some cases No
2. Are medical reports taken into account when assessing the credibility of the applicant's statements?
 Yes No

Asylum seekers undergo a medical examination in the initial reception centres (EAST).²³⁹ The Ombudsman highlighted in its 2017 Report that social workers present at the EAST were also acting as translators for the psychological consultations, which raised concerns as regards confidentiality. The Ombudsman thus encouraged the Ministry of Interior to use professional interpreters for psychological consultations.²⁴⁰ In 2019, this was still not applied in practice according to information provided by counselling organisations. Moreover, in many cases, persons of trust were also not allowed to be present during psychological consultations.

Medical reports are mainly requested in the admissibility procedure to assess whether an expulsion would cause a violation of Article 3 ECHR. Therefore, a standard form is used with space for a narrative. Medical reports are not based on the methodology laid down in the Istanbul Protocol.²⁴¹

Some of the psychiatrists or medical experts are accredited by the courts, but have no special training on survivors of torture, do not apply the Istanbul Protocol, do not allow a person of confidence to be present during the examination or are biased. Therefore asylum seekers also submit opinions of experts of their own choice, which they normally pay themselves, although sometimes these opinions are covered by their health insurance.

The Administrative Procedures Act (AVG) requires the assessment of all relevant facts and imposes an obligation on the authorities to undertake all necessary investigations. Statements of the applicants have to be credible, persecution needs not be proved and preponderant plausibility is sufficient. If the authorities have doubts on whether the applicant has been subjected to torture or other serious acts of violence, a medical examination may be ordered. These examinations are paid by the state. Often asylum seekers submit expert opinions e.g. a report of the psychiatric department of a hospital where they have been treated or an opinion of a psychotherapist. In each federal state, a network of NGOs provides free

²³⁸ Article 30 AsylG.

²³⁹ Article 28(4) AsylG.

²⁴⁰ Bericht der Volksanwaltschaft an den Nationalrat und an den Bundesrat 2017, March 2018, available in German at: <https://bit.ly/2TNRqVN>.

²⁴¹ United Nations Manual on the Effective Investigation and Documentation of Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment 2004 (Istanbul Protocol), Professional Training Series No. 8/Rev.1.

psychotherapy sessions to asylum seekers, as these are funded by AMIF.²⁴² However, in practice, capacities are insufficient and clients often have to wait several months to start the treatment.

In appeal procedures against a decision of the BFA, new facts and evidence may be submitted only if the asylum seeker had been unable to submit those before the BFA. Negative first instance decisions are often based on the lack of credibility of the facts presented. To convince the Federal Administrative Court (BVwG) of the applicant's credibility, expert opinions requested by the Court or submitted by the applicant may thus play a crucial role in the appeal procedure.

The Administrative High Court (VwGH) delivered a crucial decision in 2010 with regard to the consideration of medical evidence, in which it criticised the first instance authority for:

“[N]eglecting to take into account medical reports as proof of psychological conditions, which consequently deprived the applicants of an objective examination of contentious facts... The responsible authority has thereby judged the applicants' mental state without going into the substance of the individual circumstances.”²⁴³

A psychiatric opinion was taken into consideration, which concerned the need to treat the psychiatric illness. Post-traumatic stress disorder (PTSD), illusions and concentration difficulties were diagnosed, but the opinion did not demonstrate to what extent those issues would influence the asylum seeker's statements. Therefore, the authority believed that the asylum seeker should remember the exact date of the events reported.

The established jurisprudence of the VwGH requires exhaustive reasoning to deny the causality between alleged torture and visible scars, including through an expert opinion indicating the likelihood of alleged torture causing the visible effects.²⁴⁴ In the same ruling, the Court repeated earlier jurisprudence to the effect that psychiatric illness has to be taken into account in regard to discrepancies that have been identified in the statements of an asylum seeker.

4. Legal representation of unaccompanied children

Indicators: Unaccompanied Children

1. Does the law provide for the appointment of a representative to all unaccompanied children?
 Yes No

A legal representative is appointed as soon as an unaccompanied child applies for asylum. As opposed to adult asylum seekers, unaccompanied minors have to make the asylum application at the police station of **Traiskirchen**, near the initial reception centre. Unaccompanied children that are between 14 and 17 years old can further make their application at a designated police office in **Schwechat**. Unaccompanied children have no legal capacity to act by themselves in the procedure; nevertheless, they have the duty to cooperate during the procedure just as adults. Legal representatives have to be present both at interviews organised by the BFA and hearings at the BVwG.

During the admissibility procedure, the legal advisers (who are contracted by the Ministry of Interior) act as legal representatives of the unaccompanied asylum-seeking child. Legal advisers are either from Verein Menschenrechte Österreich or from ARGE Rechtsberatung. According to the Human Rights Board (*Menschenrechtsbeirat*),²⁴⁵ the fact that these legal advisers are only responsible for the asylum

²⁴² Network for Intercultural Psychotherapy and Extreme Trauma (NIPE), see official website available in German at: <https://bit.ly/2HDikaH>.

²⁴³ VwGH, Decision Ra 2007/19/0830, 19 November 2010.

²⁴⁴ VwGH, Decision Ra 2006/01/0355, 15 March 2010.

²⁴⁵ Menschenrechtsbeirat, *Bericht des Menschenrechtsbeirates zu Kindern und Jugendlichen im fremdenrechtlichen Verfahren*, 2011.

procedure and do not have full custody of the child is problematic. Furthermore, legal advisers are not required to have special expertise on children. The problem is still lacking a solution and has become a part of public debate throughout 2019. An answer to a parliamentary request showed that more than 50% of unaccompanied minors disappear after lodging an asylum application. The Federal Youth Association (*Bundesjugendvertretung*) criticised the fact that no one has full custody over the children during the admissibility procedure and called for a solution that would foresee that full custody is assigned to a legal representative from the first day of the asylum procedure.²⁴⁶

It is still unclear whether there will be major changes concerning guardianship of unaccompanied minors following the establishment of the Federal Agency (BBU-GmbH) in 2021. The improvement of the protection and legal status of refugee children is set as an objective in the 2020-2024 coalition programme. Measures securing a swift access to childcare for unaccompanied minor refugees is foreseen and the child's welfare is meant to be taken into consideration during the asylum procedure.²⁴⁷ NGOs, and UNHCR, IOM and UNICEF, have urged the government to take measures without delay to implement a better protection.²⁴⁸

In one case in 2017 concerning an asylum seeker who had repeatedly missed age assessment appointments and for whom custody had been transferred by the court to the Child and Youth Service (*Kinder- und Jugendhilfe*), the BFA had conducted a Dublin interview without the child's legal representative being present and rejected his asylum application, mentioning that he had seriously breached his obligation to cooperate. The BVwG had demanded an original power of attorney and stated that the submitted copy of power of attorney was insufficient. The VfGH found that it was not necessary for the Child and Youth Service to bring forward the original power of attorney, since the formal requirements had been satisfied.²⁴⁹

In the case of siblings, the BFA and BVwG have assumed that an adult sibling has the power to represent his or her underage sibling in the admissibility procedure. The VfGH and VfGH have clarified, however, that legal representation during this procedure is a task for a legal adviser and cannot be performed by a sibling. The transfer of custody requires a court decision and cannot be based on the sole decision of the Child and Youth Service.²⁵⁰

After admission to the regular procedure and transfer to one of the federal provinces, the Child and Youth Service (*KJH Kinder- und Jugendhilfe*) takes over the legal representation according to the Asylum Act or by court decision.

Legal presentation services are provided by the KJH in three federal states (**Vienna, Lower Austria, Tyrol**). NGOs provide legal services in other federal states, (**Carinthia, Styria, Vorarlberg**) and the legal representation is divided between different NGOs in the three remaining states (**Upper Austria, Salzburg, Burgenland**). UNHCR conducted a survey and concluded that there was no difference in the quality of the legal representation services provided by the different NGO's.²⁵¹ However, critics arose in 2018 regarding the legal representation undertaken by a special coordination office in **Lower Austria**, as the best interests of an unaccompanied minor was not sufficiently taken into account. In fact, the asylum application of an unaccompanied minor was rejected and because he was not informed of that rejection

²⁴⁶ Bundesjugendvertretung, 'Bundesjugendvertretung fordert Aufklärung bezüglich abgängiger UMFs in Österreich', 20 January 2020, available in German at: <https://bit.ly/33epMHf>.

²⁴⁷ Austrian coalition programme 2020-2024, available in German at: <https://bit.ly/376xseX>, 197.

²⁴⁸ UNHCR, 'Obsorge ab Tag 1: UNHCR, IOM und UNICEF rufen Österreich auf, Maßnahmen für unbegleitete Kinder und Jugendliche zu verstärken', 25 February 2020, available in German at: <https://bit.ly/38kRUcs>.

²⁴⁹ VfGH, Decision Ra 2017/19/0068, 20 September 2017.

²⁵⁰ VfGH, Decision E 2923/2016, 9 June 2017; VfGH, Decision Ra 2016/18/0324, 30 August 2017.

²⁵¹ UNHCR, Rechtsvertretung von unbegleiteten Kindern und Jugendlichen im Asylverfahren. April 2018, available in German at: <https://bit.ly/2ByL1GR>.

he did not seek assistance from another organisation to appeal the decision.²⁵² Similar incidents were not reported in 2019, however.

Providing advice in return cases is mandatory since 2016 and unaccompanied children are also advised on return to their country of origin. Legal representatives are not informed about this, as a file note is only available when the application for voluntary return has already been signed. In 2017, 21 children, originating from Afghanistan, Iran and Iraq, have returned voluntarily. In 2018, IOM, provided support to 10 unaccompanied minors for their voluntary return.²⁵³ In 2019, 61 unaccompanied minors left the country voluntarily, including in the context of Dublin procedures.²⁵⁴ At the same time, IOM provided support to three unaccompanied minors for their voluntary return to Afghanistan, Pakistan and Russian federation.

Unaccompanied children also have the duty to cooperate with family tracing in the country of origin or third countries, regardless of the organisation or person who is undertaking the tracing. Family tracing takes place on the basis of an official order of the BFA and is implemented by VMÖ, which is also responsible for the legal representation of unaccompanied children in the admissibility procedure. It is evident that a conflict of interest arises in these cases, as the organisation acts on behalf of the BFA at the same time as it represents the interests of the child. According to information provided to asylkoordination österreich by volunteers, the conversation between the child and the family tracing counsellor takes place in the child's mother tongue so that legal representatives are not able to follow. Children searching for family members can also contact the Red Cross.

The number of unaccompanied children seeking asylum in Austria has steadily decreased from 8,277 in 2015 to 4,551 in 2016, 1,751 in 2017 and 488 in 2018. In 2019, however, an increase in the number of applications for international protection by unaccompanied children was noted, reaching 845 from January to October 2019.²⁵⁵

Unaccompanied asylum-seeking children: Jan – Oct 2019	
Country of origin	Number of applicants
Afghanistan	623
Syria	30
Somalia	24
Bangladesh	24
Nigeria	24
Pakistan	18

Source: Ministry of Interior.

A reply to a parliamentary request from December 2019 indicated that only 170 cases of unaccompanied minors were admitted to the asylum procedure as minors. In 471 cases, the procedure was declared discontinued. Procedures are being declared discontinued when the applicants leave the country voluntarily or have absconding from the procedure. Asylkoordination Österreich publicly criticised the authorities for losing track of these children and for not taking effective measures to protect underaged asylum applicants. This stands in direct connection with the refusal of the responsible KJH in the district of the initial reception centre of **Baden** to take over custody of unaccompanied minors during the

²⁵² Information received from volunteers, mentors and NGO staff at Asylkoordination Austria.

²⁵³ IOM, Press release: Freiwillige Rückkehr aus Österreich bleibt 2018 hoch: IOM unterstützt mehr als 3.400 Menschen, 1 January 2019, available in German at: <https://bit.ly/2yEQ1G3>.

²⁵⁴ Ministry of Interior, Answer to parliamentary request 42/J (XXVII. GP), 19 December 2019, available in German at: <https://bit.ly/32QgIqK>.

²⁵⁵ Reply to parliamentary request No 38/AB, 19 December 2019, available in German at: <https://bit.ly/38771QB>.

admission procedure.²⁵⁶ The Ministry of Interior argued that Child and Youth Service is responsible for the guardianship of unaccompanied minors while the Province of Lower Austria (which is the supreme authority of the Child and Youth Service of Baden) stated that they can only take over responsibility for guardianship in emergency cases.²⁵⁷

E. Subsequent applications

Indicators: Subsequent Applications

1. Does the law provide for a specific procedure for subsequent applications? Yes No
2. Is a removal order suspended during the examination of a first subsequent application?
 - ❖ At first instance Yes No
 - ❖ At the appeal stage Yes No
3. Is a removal order suspended during the examination of a second, third, subsequent application?
 - ❖ At first instance Yes No
 - ❖ At the appeal stage Yes No

The AsylG defines subsequent applications as further applications after a final decision was taken on a previous asylum application.²⁵⁸ If a further application is submitted while an appeal is still pending, the new application is considered as an addition to the appeal. Different legal safeguards apply depending on the previous procedure (in-merit or Dublin procedure) and the time of submitting the application. Usually, a subsequent application is not admitted to the regular procedure and is rejected as inadmissible.²⁵⁹

The Federal Administrative Court (BVwG) can either refuse the appeal or decide to revert it back to the BFA with the binding instruction to examine the subsequent asylum application either in a regular procedure or by conducting more detailed investigations.

An interview has to take place within the admissibility procedure, except in the case where the previous asylum application was rejected due to the responsibility of another Member State. Such interviews are shorter than in the first application and focus on changed circumstances or new grounds for the application. The law does not define new elements, but there are several judgments of the Administrative High Court that are used as guidance for assessing new elements.²⁶⁰

Reduced legal safeguards apply in case an inadmissibility decision was taken within the previous 18 months (i.e. if the rejection is connected to an expulsion order and a re-entry ban of 18 months). In this case, there is generally no suspensive effect for the appeal nor for the application itself. In many cases the asylum applicant does not even undergo a personal interview except for the preliminary interrogation conducted by the police.²⁶¹

Suspensive effect may be granted for an application following a rejection of the application on the merits or a safe third country decision, if the execution of the expulsion order of the previous asylum procedure

²⁵⁶ Asylkoordination Österreich, "asylkoordination fordert Maßnahmen und hofft auf Ankündigung im Regierungsprogramm", available in German at: <https://bit.ly/2Spmyvo>.

²⁵⁷ Der Standard, 'Die Hälfte der unbegleiteten Flüchtlingskinder in Österreich verschwindet', 6 December 2020, available in German at: <https://bit.ly/2HCyQLZ>.

²⁵⁸ Article 2(1)(23) AsylG.

²⁵⁹ Article 68 AVG.

²⁶⁰ See AsylGH 09.04.2013, C6 408.412-2/2013; VwGH v. 20.03.2003, Zl. 99/20/0480, AsylGH 10.04.2013, B10 305.993-2/2013.

²⁶¹ Article 12a(1) AsylG.

could violate the non-*refoulement* principle. If suspensive effect is not granted, the file has to be forwarded to the BVwG for review and the Court has to decide within 8 weeks on the lawfulness of the decision.²⁶² The expulsion may be effective 3 days after the Court has received the file.

It might sometimes be necessary for the person concerned to lodge a subsequent asylum application, due to the inactivity of the authorities or the lack of another possibility to get a legal residence. Family and civil status may have changed since the final decision on the first asylum application (e.g. marriage or birth of a child) and - due to the expulsion order issued as a result of that negative decision - it is not possible for the person concerned to apply for a residence permit as family member of a legally residing person or of a person with protection status in Austria. A subsequent application for international protection would then include the question of a possible violation of Art. 8 ECHR.

Moreover, in Dublin cases, if the asylum seeker has not been transferred to the responsible Member State after the rejection of his or her first application, he or she will have to submit a new asylum application in Austria, which will be considered as a subsequent asylum application. Where it becomes clear that the situation has changed or the requested Member State does not accept the request for transfer, a regular procedure is initiated to assess the case on the merits.

Asylum seekers sent back to Austria by other Member States two years after their file has been closed due to their absence have to submit a subsequent application as well. The same applies to cases in which the decision has become final while the asylum seeker was staying in another Member State.

There is no limit on the number of subsequent applications that can be submitted. Different rules apply to subsequent applications with regard to suspensive effect of the application, which depends on whether the expulsion order will be executed within the following 18 days or whether the date is not yet fixed. In cases of rejection of subsequent asylum application, the same rules regarding free legal assistance during the regular procedure apply: the BFA assigns the responsibility to one of the organisations (either VMÖ or ARGE) to appeal the negative decision.

Asylum seekers who submit a subsequent application within 6 months after the previous application has been rejected are not entitled to Basic Care provisions; nevertheless they may receive Basic Care during the admissibility procedure of the subsequent application (see section on [Reception Conditions: Criteria and Restrictions to Access Reception Conditions](#)).²⁶³ If Basic Care is not granted, detention or a less coercive measure such as a designated place of living and reporting duties is ordered.²⁶⁴

Subsequent applicants in 2019	
Country	Number
Afghanistan	338
Russian Federation	169
Nigeria	167
Somalia	138
Iraq	117
India	76
Other	714
Total	1,719

Source: Ministry of Interior, *Annual Statistics 2019*, available in German at: <https://bit.ly/2THx7vK>.

²⁶² Article 22(1) BFA-VG.

²⁶³ Article 3(1)(3) Basic Care Act (GVG-B).

²⁶⁴ Articles 76(3)(4) and 77 FPG.

F. The safe country concepts

Indicators: Safe Country Concepts

- | | | |
|--|---|-----------------------------|
| 1. Does national legislation allow for the use of “safe country of origin” concept? | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ❖ Is there a national list of safe countries of origin? | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ❖ Is the safe country of origin concept used in practice? | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| 2. Does national legislation allow for the use of “safe third country” concept? | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ❖ Is the safe third country concept used in practice? | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| 3. Does national legislation allow for the use of “first country of asylum” concept? | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |

1. Safe country of origin

Article 19 BFA-VG provides a list of safe countries of origin. The Governmental order listing safe countries of origin must take into account primarily the existence or absence of state persecution, protection from persecution by non-state actors and legal protection against human rights violations. The COI department of the BFA has to take various state and non-state sources into account, e.g. reports from human rights bodies, media articles, governmental reports etc. The COI department’s methodology in this regard is accessible online.²⁶⁵

In asylum cases relating to applicants originating from a safe country of origin, the Federal Government may issue a decree ordering that the suspensive effect of an appeal against a negative decision must not be withdrawn; which is binding both for the BFA and the Courts. The examination of the list of safe countries of origin by the Ministry of Interior is also based on previous COI reports produced the (former) Federal Asylum Agency.

This list includes all EU Member States,²⁶⁶ although there is a mechanism that allows to take Member States off the list in case Article 7 of the Treaty on European Union (TEU) is applicable; i.e. Article 7 TEU provides for suspension of certain rights deriving from the application of the Treaties in case of serious breach of the values on which the EU is based, as laid down in Article 2 TEU. As a consequence, suspensive effect must be granted for appeals in asylum procedures of nationals of these EU Member States. Other safe countries of origin mentioned in the Asylum Act are: **Switzerland, Liechtenstein, Norway, Iceland, Australia and Canada**. In 2019, 22 EU-nationals originating from 14 Member States have applied for asylum in Austria.

Further states are defined as safe countries of origin by Governmental order (*Herkunftsstaaten-Verordnung, HStV*). As per the version, amended on 1 July 2019 these are:²⁶⁷

- Albania;
- Bosnia-Herzegovina;
- The Republic of North Macedonia;
- Serbia;
- Montenegro;
- Kosovo;
- Ukraine;
- Benin;
- Mongolia;
- Morocco;

²⁶⁵ BFA, Methodology of the COI Department, available in German at: <https://bit.ly/2Sype9Q>, 52.

²⁶⁶ Defined as states party to the EU Treaties: Article 2(1)(18) AsylG.

²⁶⁷ Verordnung der Bundesregierung, mit der Staaten als sichere Herkunftsstaaten festgelegt werden (*Herkunftsstaaten-Verordnung – HStV*), as amended on 14 February 2018, available at: <http://bit.ly/2ji71tR>.

- Algeria;
- Tunisia;
- Georgia;
- Armenia;
- Ghana;
- Senegal;
- Namibia;
- South Korea;
- Uruguay

The 2019 amendment took Sri Lanka - which had been added in June 2018-²⁶⁸ off the list.²⁶⁹

The **Accelerated Procedure** is applied in cases where the safe country of origin concept is applicable, and the Federal Administrative Court (BVwG) has to decide within 7 calendar days on the suspensive effect of appeals against negative decisions. In such procedures, asylum seekers have access to free legal assistance where applications are rejected. Legal advisers have to organise interpreters. As of 2021, the Federal Agency (BBU-GmbH) will be in charge of providing legal assistance in these cases, as already mentioned above. The procedure may be accelerated, but there are no exceptional time limits for deciding such applications.

In 2019, 1,330 applications have been submitted by applicants originating from 17 different “safe countries of origins”, which represents 10.6% of the total numbers of applications for international protection. The largest numbers of applications were lodged by the following nationalities: Georgia (327), Ukraine (228) and Algeria (163). This marks a slight increase compared to 2018, where Austria had received a total of 1,190 applications for international protection lodged by asylum seekers origination from 16 different safe countries of origin, which represented 9% of the total number of applications in 2018.

2. Safe third country

Article 4 AsylG sets out the safe third country concept. If the concept is applied the application is processed and rejected as inadmissible (see **Admissibility Procedure**).

Article 12(2) BFA-VG also provides that, in case of rejection of the application as inadmissible according to the safe third country concept, the BFA has to add a translation of the relevant articles and a confirmation in the language of the third country that the application was not assessed in the merits and that an appeal has no suspensive effect.

If the person cannot be deported within 3 months for reasons unrelated to his or her conduct, the inadmissibility decision ceases to be valid.²⁷⁰

There is no list of safe third countries and the concept is rarely applied.

2.1. Safety criteria

Protection in a safe third country is deemed to exist if a procedure for the granting of refugee status in accordance with the Refugee Convention is available to the person in a country where he or she is not exposed to persecution or serious harm, and the person is entitled to reside in that country during such procedure and has protection there against deportation to the country of origin, provided that the person

²⁶⁸ BGBl. II Nr. 130/2018, available in German at: <https://bit.ly/2GI2XJ2>.

²⁶⁹ Modification of the regulation on countries of origin, 5 June 2019, available in German at: <https://bit.ly/2H5wZz4>.

²⁷⁰ Article 4(5) AsylG.

is exposed to such risk in the country of origin.²⁷¹ There is a presumption that these requirements are met by countries that have ratified the Refugee Convention and established by law an asylum procedure incorporating the principles of that Convention, the ECHR and its Protocols Nos 6, 11 and 13.²⁷²

The conditions for the application of the safe third country concept have been clarified by the Constitutional Court and VwGH. The presumption of compliance with safety criteria through ratification of legal instruments was affirmed in 1998 by the Administrative High Court, which has ruled that asylum authorities must first and foremost assess the legal conditions in a third country.²⁷³ However, the Constitutional Court has ruled that the formal criteria of ratification of the Refugee Convention, the declaration according Article 25 ECHR and the existence of an asylum law are not sufficient to establish safety in a third country, but the granting of protection in practice has to be taken into consideration. Asylum authorities have to be prepared to have up-to-date information of relevant organisations to be able to assess the factual situation.²⁷⁴

2.2. Connection criteria

According to the aforementioned Constitutional Court and VwGH rulings, asylum applications cannot simply be rejected based on the mere fact that the applicant transited through or stayed in a so-called safe third country. When assessing the security of third countries, it does not only depend on formal criteria such as whether the country has ratified the Geneva Refugee Convention, the submission of a declaration under Art 52 ECHR and the existence of an asylum legislation, but also of whether the protection is actually granted.²⁷⁵

3. First country of asylum

The concept of “first country of asylum” is established in Article 4a AsylG. An application will be rejected as inadmissible, if the applicant has found protection in an EEA country state or Switzerland and asylum or subsidiary protection status was granted.

A law amendment that entered into force on 1 September 2018 deleted the 3 months deadline if the person cannot be deported. As a consequence, the inadmissibility decision does no longer cease to be valid and deportation can still be undertaken at a later date.

Rejections for existing protection in another EU state are also made in countries such as Greece or Hungary where Dublin responsibilities are denied, or as is sometimes the case with Bulgaria, where the appeal has suspensive effect.

A Syrian mother with 3 children gave birth after she arrived in Bulgaria where she suffered from prenatal depression. She was granted subsidiary protection in Bulgaria shortly after moving to Austria. The Bulgarian authorities denied responsibility under the Dublin system, but were ready to take over as a result of the readmission agreement. The BVwG considered the deportation to Bulgaria as not permissible because of the PTSD from which the children were suffering and which was triggered, among other things, by experiences during the imprisonment in Bulgaria at the end of September 2015, as well as the intensive family relationship with relatives living in Austria.²⁷⁶

²⁷¹ Article 4(2) AsylG.

²⁷² Article 4(3) AsylG.

²⁷³ VwGH, Decision 98/01/0284, 11 November 1998.

²⁷⁴ VfGH, Decision U 5/08, 8 October 2008, available at: <http://bit.ly/2jilW73>.

²⁷⁵ VwGH, Decision 98/01/0284, 11 November 1998; VfGH, Decision U 5/08, 8 October 2008.

²⁷⁶ BVwG, Decision W192 2131676, 8 September 2016.

The BVwG has also accepted an appeal of an Afghan family who had received subsidiary protection in Hungary, due to the need to clarify whether the current situation of beneficiaries of protection in Hungary raises a risk of violation of Article 3 ECHR.²⁷⁷ In the case of a single Syrian who obtained subsidiary protection in Bulgaria, however, the BVwG found no real risk on the ground that he did not belong to a vulnerable group.²⁷⁸

In a case ruled by the Federal Administrative Court, the rejection of the application as inadmissible of a Chechen refugee who was registered in Azerbaijan as “person of concern” to UNHCR was considered as insufficient. The court did not adequately assess whether the status is similar to the status of a recognised refugee nor whether the protection from *refoulement* was ensured.²⁷⁹

As mentioned in [Safe Third Country](#), inadmissibility may be ordered when a person has obtained status in another EU Member State.

G. Information for asylum seekers and access to NGOs and UNHCR

1. Provision of information on the procedure

Indicators: Information on the Procedure

1. Is sufficient information provided to asylum seekers on the procedures, their rights and obligations in practice? Yes With difficulty No
- ❖ Is tailored information provided to unaccompanied children? Yes No

Asylum seekers must receive written information leaflets in a language they understand after lodging the application and prior to the first interview. These information sheets are also available on the website of the BFA in 12 different languages.²⁸⁰ At the beginning of the interview, the applicant must be informed about his or her rights and obligations throughout the procedure.

The BFA has published a brochure about the asylum procedure on its website. This brochure is in German and is aimed to inform Austrians.²⁸¹

The following information is available in 11 languages on the website of the BFA:

- (1) The “first information sheet” explains the first steps and possible outcomes in the admissibility procedure including mandatory or voluntary advice on return including information;
- (2) Information sheet on the duties and rights of asylum seekers;
- (3) Information for asylum seekers according the Eurodac Regulation;
- (4) A short written information regarding the Dublin III Regulation.

Several NGOs also provide information on the procedure on their respective websites, such as Diakonie, Caritas or asylkoordination. In December 2018, UNHCR published a brochure “to inform unaccompanied refugee children about their situation and their rights in the asylum system.”²⁸² This brochure is available in German, English, Arabi, Dari, Pashtu, Somali.

²⁷⁷ BVwG, Decision W205 2180181-1, 21 December 2017.

²⁷⁸ BVwG, Decision “233 2166376-1, 18 September 2017.

²⁷⁹ BVwG, Decision L518 2109232-1, 6 August 2015, available at: <http://bit.ly/2jUv9oc>.

²⁸⁰ These are available at: <http://www.bfa.gv.at/publikationen/formulare/>.

²⁸¹ BFA, *Asylverfahren*, available in German at: <http://bit.ly/2l52OeW>.

²⁸² UNHCR: Your asylum procedure in Austria, December 2018, available at: <https://bit.ly/2Tx5RkS>.

Detailed written information in languages other than German and English about the different steps of the procedure and rules and obligations does not exist so far. As asylum legislation changes very often, it does not seem to be affordable for NGOs to have brochures or other written information in the various languages required.

Useful explanations of terminology for asylum seekers from the Russian Federation were developed by an NGO from the federal state of **Styria** in cooperation with the University of Graz.²⁸³ UNHCR has also produced a brochure about the asylum procedure for unaccompanied child refugees. It is available in four languages (German, English, Pashtu, Dari).²⁸⁴ The Refugee Law Clinic of Vienna, an association formed by students at the Law Department of the University Vienna, also provides answers to “frequently asked questions”, which are available online in German, English, Somali, Pashtu, Arabic and Farsi.²⁸⁵

Asylum seekers against whom an enforceable - but not yet final - expulsion order is issued shall be informed in an appropriate manner (i.e. through a leaflet in a language understandable to them, if available) that, for the notification of decisions in the asylum procedure, they can access legal assistance and that they are obliged to inform the authority of their place of residence and address, including outside Austria.²⁸⁶

The system of free legal advice should, at least, provide information and counselling during the mandatory consultation with the appointed legal adviser in case the BFA intends to reject the asylum application as inadmissible or dismiss it on the merits in the admissibility procedure. The BFA has to include information in its decision about the right to appeal in a language understandable to the applicant. Besides the mother tongue, this could be the *lingua franca* of a country. In the decision of the Federal Administrative Court (BVG), reference shall also be made, in a language understandable to the asylum seeker, to the possibility of filing a complaint in front of the Administrative High Court (VwGH) and the Constitutional Court (VfGH).²⁸⁷

For Dublin cases, a project entitled “Go Dublin” – funded by AMIF – assists the authorities to enable quick transfers.²⁸⁸ The project is run by VMÖ, an association that has a close working relationship with the authorities and that does not cooperate with NGOs. As already mentioned, this organisation also provides information and advice on voluntary return. This is why it is unknown whether and how comprehensive information is provided in Dublin cases. The aim of the project is to inform asylum seekers about the Dublin system, modalities and time limits of transfer. The information about the project activities that is published on the website of the organisation, however, has not substantially changed for several years. There is only one case explaining the assistance offered by the organisation to enable the transfer of two Chechen women to Poland.²⁸⁹ Although this project is funded by AMIF, no further information is available.

At every stage of the procedure, asylum seekers are informed about the possibility of support for voluntary return. In the waiting rooms of the initial reception centres, videos providing information on voluntary return are streamed.

²⁸³ ‘Asylterminologieführer Deutsch/Russisch’, Deutsch/Englisch, Deutsch/Arabisch available at: <http://bit.ly/211wsFj>.

²⁸⁴ UNHCR, ‘Your Asylum Procedure in Austria’, available at: <http://bit.ly/1ljRCDT>.

²⁸⁵ Refugee Law Clinic Vienna, ‘The Austrian asylum system easily explained’, available in German at: <http://www.asyl-faq.at/>.

²⁸⁶ Articles 15(1)(4) and 14(4) AsylG explaining the duty to register even for delivering letters abroad.

²⁸⁷ Article 133(4) B-VG; Article 30 VwG-VG.

²⁸⁸ Ministry of Interior, *List of AMIF funded projects 2017-2019 (Asylum and Return)*, available in German at: <https://bit.ly/2BJO8Mv>; Verein Menschenrechte Österreich, *Information on Dublin Procedures*, available at: <http://bit.ly/1NrSLac>.

²⁸⁹ The website is available in German at: <https://bit.ly/1NrSLac>.

The BFA can also order consultation with regard to return. This is systematically done when a return decision is issued. When an asylum seeker leaves the country in the context of voluntary repatriation to his or her country of origin, the asylum proceeding is filed as redundant.

2. Access to NGOs and UNHCR

Indicators: Access to NGOs and UNHCR

1. Do asylum seekers located at the border have effective access to NGOs and UNHCR if they wish so in practice? Yes With difficulty No
2. Do asylum seekers in detention centres have effective access to NGOs and UNHCR if they wish so in practice? Yes With difficulty No
3. Do asylum seekers accommodated in remote locations on the territory (excluding borders) have effective access to NGOs and UNHCR if they wish so in practice? Yes With difficulty No

According to the law, UNHCR has access to all facilities and is allowed to get in contact with asylum seekers.²⁹⁰ NGOs have contracts in 7 out of 9 federal provinces for providing social counselling and visit reception centres of the federal provinces regularly. In two federal provinces, **Carinthia** and **Tyrol**, the social advice is provided by the federal administration. NGOs that do not fall under such contracts must file an application at the responsible office of the federal province in order to be granted access and visit asylum seekers. Access to detention facilities is difficult for NGOs, insofar as they do not act as authorised legal representatives of asylum seekers. The two contracted organisations providing legal advice, ARGE Rechtsberatung and VMÖ, are bound by secrecy and are for this reason hindered from passing on information about clients to NGOs.

In 2019, restriction of freedom of movement was not considered as a major problem by NGOs to get in contact and provide assistance to asylum seekers, as long as they also received care by the federal province. However, NGOs noticed that fines have been imposed and those having received a final rejection of their asylum application are ordered to live in the return centre **Fieberbrunn**, which is located in a very remote area. Moreover, access of NGOs to the centre in **Schwechat Airport** was not allowed and did not provide a suitable room for private consultations.

The situation in the return centres of **Fieberbrunn** (Tyrol) and **Schwechat** (Lower Austria) attracted public interest as several rejected asylum seekers in Fieberbrunn initiated a hunger strike. Following the publication of several media articles as well as parliamentary requests and advocacy work, the Minister of Interior announced that a commission, composed of external experts and UNHCR, would evaluate the situation in cooperation with the Ministry of Interior, especially in Fieberbrunn. An investigation was conducted and recommendations were published. The Ministry of Interior thus announced that it will follow the recommendations accordingly and monitor more closely the best interest of the child – meaning that, in the future, children should not be accommodated in Fieberbrunn and Schwechat but in another return centre which opened in Bad Kreuzen, Upper Austria, where they will be able to attend school. The Ministry of also announced it would organise more regular shuttle services per day from the Fieberbrunn centre to the village (as until now, there was only one shuttle per day).²⁹¹

Despite the fact that the Ministry of Interior announced in November that first measures have already been implemented, observations show that in practice there are still children accommodated in Schwechat – a highly dysfunctional centre where they do not have access to schools. Moreover, while the concerned persons are not detained *per se*, they must stay in such centres for very long periods (if

²⁹⁰ Article 63(1) AsylG.

²⁹¹ Ministry of Interior, 'Recommendations for human rights screening of return counselling services', available in German at: <https://bit.ly/2V7umVx>.

they leave, they will be considered as having absconded and basic care will thus be withdrawn). Austrian authorities are not able to obtain travel certificates for these asylum seekers for the purpose of deportation, who are left without a perspective. In the 2020-2024 coalition programme of the Government, it is stated that these type of return centres will be implemented and developed further in the future.²⁹²

H. Differential treatment of specific nationalities in the procedure

Indicators: Treatment of Specific Nationalities

1. Are applications from specific nationalities considered manifestly well-founded? Yes No
❖ If yes, specify which:

2. Are applications from specific nationalities considered manifestly unfounded?²⁹³ Yes No
❖ If yes, specify which: Bosnia-Herzegovina, North Macedonia, Serbia, Montenegro, Kosovo, Albania, Mongolia, Morocco, Algeria, Tunisia, Georgia, Ghana, Benin, Armenia, Ukraine, Senegal, South Korea, Namibia, Uruguay

The list of safe countries of origin, based on which the accelerated procedure may be applied, was expanded in 2019 to cover three new countries, namely Namibia, Uruguay and South Korea. On the contrary, Sri Lanka was deleted from the list. The so-called “fast-track procedure” (see [Fast-Track Processing](#)), was applied in 493 cases from 1 January to 30 September 2019.²⁹⁴

²⁹² Austrian coalition programme 2020-2024, available in German at: <https://bit.ly/376xseX>, 197.

²⁹³ Whether under the “safe country of origin” concept or otherwise.

²⁹⁴ Ministry of Interior, Answer to parliamentary request No 3299/AB-BR/2018, 27 November 2018.

Reception Conditions

A. Access and forms of reception conditions

1. Criteria and restrictions to access reception conditions

Indicators: Criteria and Restrictions to Reception Conditions

1. Does the law make material reception conditions to asylum seekers in the following stages of the asylum procedure?
- | | | | |
|---------------------------|---|--|--|
| ❖ Regular procedure | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> Reduced material conditions | <input type="checkbox"/> No |
| ❖ Dublin procedure | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> Reduced material conditions | <input type="checkbox"/> No |
| ❖ Admissibility procedure | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> Reduced material conditions | <input type="checkbox"/> No |
| ❖ Border procedure | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> Reduced material conditions | <input type="checkbox"/> No |
| ❖ Accelerated procedure | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> Reduced material conditions | <input type="checkbox"/> No |
| ❖ First appeal | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> Reduced material conditions | <input type="checkbox"/> No |
| ❖ Onward appeal | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> Reduced material conditions | <input type="checkbox"/> No |
| ❖ Subsequent application | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> Reduced material conditions | <input checked="" type="checkbox"/> No |
2. Is there a requirement in the law that only asylum seekers who lack resources are entitled to material reception conditions? Yes No

Asylum seekers and other persons who cannot be expelled are not entitled to the same social benefits as citizens. In 2004, the Basic Care Agreement between the State and the federal provinces entered into force and has been implemented at national and provincial level. The agreement sets out the duties of the Federal State and the states and describes material reception conditions such as accommodation, food, health care, pocket money, clothes and school material, leisure activities, social and return assistance, by prescribing the amount for each. The law passed in June 2019 foresees that the new Federal Agency (BBU) will be responsible for providing reception conditions (basic care) as of July 2020. No further details on the implementation of the law are publicly available. According to government sources, the planned start for the activities of the Federal Agency concerning basic care will be postponed to December 2020, however.

Asylum seekers are entitled to Basic Care immediately after lodging the asylum application until the final decision on their asylum application in all types of procedures. However, the provision of Basic Care may violate Article 17(1) of the recast Reception Conditions Directive. In Austria, Basic Care is provided as soon as the person requesting international protection is considered as an asylum seeker. An asylum seeker is an alien whose request is formally lodged, which is the case after the BFA gives an instruction about the next steps to the public security officer. However, asylum seekers do not make their application in the initial reception centres but at a police station, which means that as long as the application is not regarded as lodged, the person is not an asylum seeker in the sense of Article 2(14) AsyIG.

Different entitlements are foreseen in the Basic Care Agreement and the Basic Care Act (GVG-B). While the Agreement declares in Article 2(1) as target group asylum seekers who have *requested* asylum, the Basic Care Act of the Federal State defines the responsibility of the Federal State for asylum seekers after having *lodged* the application during the admissibility procedure in a reception facility of the Federal State.²⁹⁵ However, Basic Care conditions do not apply in detention or where alternatives to detention are applied.²⁹⁶ While an alternative to detention is being applied, the asylum seeker is entitled to reception conditions that are more or less similar to Basic Care (accommodation, meals and emergency health care).

²⁹⁵ Articles 1(1) and 2(1) GVG-B.

²⁹⁶ Article 2(2) Basic Care Agreement; Article 2(3) GVG-B. Note that this not in conformity with Article 3 recast Reception Conditions Directive.

Asylum seekers subject to Dublin procedures are entitled to basic care provisions until their transfer to the Member State responsible for the examination of the asylum application is executed. This general rule is not applicable if the asylum seeker is detained or ordered less coercive measures, however. In both cases they are not covered by health insurance but have access to necessary urgent medical treatment. In contrast to asylum seekers subject to the Dublin procedure but accommodated in one of the reception facilities in Austria, those undergoing Dublin procedures whilst in detention or less coercive measures do not receive monthly pocket money (€40). This distinction in the reception conditions available to applicants detained or subject to alternatives to detention does not respect the recast Reception Conditions Directive, which should remain applicable in all Dublin procedures.²⁹⁷

If the suspensive effect of an appeal has been denied, Basic Care is terminated after the first instance decision becomes enforceable. Asylum seekers receive Basic Care in the case the court has awarded suspensive effect or if they wish to leave Austria voluntarily until their departure.²⁹⁸

Special documents for the entitlement to Basic Care are not foreseen. All asylum seekers and other persons who cannot be deported are registered in a special database, the *Grundversorgungssystem*. National and local authorities, as well as contracted NGOs, have access to the files. Asylum seekers returned to Austria from other Member States may face obstacles in getting full Basic Care upon arrival.

After a final negative decision on the asylum application, the law provides for Basic Care until departure from Austria, if the rejected applicant cannot leave e.g. due to inability to obtain a travel document. Usually, rejected asylum seekers remain in the same reception facility. While in Vienna, Basic Care after a negative decision is usually prolonged, other federal provinces cease support. Depending on available places, rejected asylum seekers may stay in the reception centre on the basis of a private agreement with the landlord or NGO.

The assessment of resources

A precondition for Basic Care is the need for support. This is defined by law as applicable where a person is unable to cover subsistence by their own resources or with support from third parties.²⁹⁹ Asylum seekers arriving in Austria with a visa are thus not entitled to Basic Care due to the precondition of having “sufficient means of subsistence” for the purpose of obtaining a Schengen visa.³⁰⁰ This exclusion clause is applied very strictly, even when the sponsor is unable to care for the asylum seeker. Exceptions may be made if the asylum seeker has no health insurance and gets seriously ill and needs medical treatment.

Although the amount of material reception conditions is specified in the Basic Care Agreement,³⁰¹ the level of income or values relevant to assessing the lack of need for Basic Care is not specified by law. Legislation does not lay down the amount of means of subsistence below which a person is entitled to Basic Care, even though the amounts for subsistence and accommodation are prescribed by law. In practice, an income beyond 1.5 times the amount of Basic Care benefits (€547) are deemed to be without need of Basic Care. In **Salzburg**, the regulation for Basic Care in force since 1 July 2016 sets out that income up to 110€ is not taken into account; for any family member in a household, a further €80 of income should not lead to a reduction of basic care support; for an apprentice the respective amount is €150.³⁰² This practise is applied in other federal provinces as well.

²⁹⁷ Recital 11 Dublin III Regulation. See also CJEU, Case C-179/11 *Cimade & GISTI v Ministre de l'Intérieur*, 27 September 2012, para 46.

²⁹⁸ Article 2(7) GVG-B.

²⁹⁹ Article 2(1) Basic Care Agreement (GVV)-Art 15a.

³⁰⁰ Article 5(1)(c) Schengen Borders Code.

³⁰¹ Articles 6, 7 and 9 Grundversorgungsvereinbarung (GVV); Art. 15a B-VG.

³⁰² Salzburg Basic Care Regulation LBGl. 57/2016, available in German at: <http://bit.ly/2kGpqma>.

Asylum seekers have to declare whether they hold resources or any source of income during the first interrogation with the police upon registration of the application. Since September 2018, asylum seekers are obliged to contribute to the basic care of the federal state they reside in. As a result, up to €840 per person can be withheld by the police when a person asks for asylum and is found to carry such an amount of money. However, out of these €840, asylum seekers always keep €120.³⁰³ Upon termination of the provision of basic care, any difference between the actual costs incurred and the cash seized is reimbursed. In the first half of 2019, around €74,000 was seized from 795 applicants.³⁰⁴

Furthermore, EU and EEA (European Economic Area) citizens are excluded from the basic care.

By the end of 2019, 30,878 persons received basic care. Figures refer to 18,313 asylum applicants, out of which 2,254 awaited a first-instance decision (1,891 on the merits; 363 in the Dublin procedure) and 16,059 waited for the outcome of the appeal procedure. 12,565 other foreigners also received basic care, out of which 1,646 were asylum status holders and 7,668 subsidiary status holders, while 1,846 other persons had no legal status as their appeal were rejected (no legal status).³⁰⁵

Beneficiaries of basic care as of 31 December 2019	
Asylum applicants	18,313
<i>First instance on merits</i>	1,891
<i>First instance Dublin procedure</i>	363
<i>Case pending second instance (BVwG)</i>	16,059
Beneficiaries of protection and others	12,565
<i>Refugees</i>	1,646
<i>Beneficiaries of subsidiary protection</i>	7,668
<i>Cases pending before High Courts (VwGH, VfGH)</i>	354
<i>Rejected asylum applicants</i>	1,876
<i>Other</i>	1,021
Total	30,878

Source: Basic care, 31 December 2019.

The number of beneficiaries of basic care in 2019 has thus decreased by 28.4%, as 43,140 persons had received basic care in 2018.

³⁰³ Article 2 Abs 1 basic care law.

³⁰⁴ Ministry of Interior, Answer to a parliamentary request 4022AB/XXVI. GP, 16 September 2019, available in German at: <https://bit.ly/2QjacVe>.

³⁰⁵ Information "Grundversorgung", 31 December 2019.

2. Forms and levels of material reception conditions

Indicators: Forms and Levels of Material Reception Conditions

1. Amount of the monthly financial allowance/vouchers granted to asylum seekers as of 31 December 2019 (in original currency and in €):	
❖ Accommodated, incl. food	€ 40
❖ Accommodated without food	max € 150-300 (family)
❖ Private accommodation	max € 365 (single person)

Basic Care may be provided in three different forms:³⁰⁶

- (1) Asylum seekers can be accommodated in reception centres where catering is provided. Asylum seekers in such reception centres receive €40 pocket money per month, while the care provider (NGOs, private companies contracted by the Government) receives €21 maximum compensation for the costs per day, depending on the standards of the facility. All federal provinces agreed by June 2016 to raise the daily rates for care providers, nevertheless this is not implemented in all federal provinces. **Carinthia** for example has decided to provide €21 from 2019 on; in the meantime the daily rate is €20. **Burgenland** has introduced a maximum daily rate of €20.50, while **Styria** has not raised the daily rate and considers € 19 to be sufficient. The monthly pocket money of €40 will be allowed in **Upper Austria** only to persons staying in full-service accommodations. In self-catering reception facilities, families with children up to the age of 3 years old receive a pocket allowance of €20 per month per child.
- (2) Basic Care can be provided in reception centres where asylum seekers cook for themselves. In that case, asylum seekers receive between €150 and 200 per month mainly in cash. Alternatively, as is practice in Tyrol, they receive €215 for subsistence (which equals the amount given for subsistence to those living in private flats). In some federal provinces the amount for children is reduced, e.g. in Tyrol children receive €100.
- (3) Basic Care can be provided for asylum seekers in private rented accommodation. In this case asylum seekers receive €365 in cash. The benefits are lower in **Carinthia**, where €290 (€110 for the flat and €180 for subsistence) for a single adult is regarded as sufficient to cover daily expenses. The allowance for a child is set at €80 per month, which is extremely low.

All asylum seekers receive an additional €150 per year for clothes in vouchers and pupils get €200 a year for school material, mainly in form of vouchers.³⁰⁷

Asylum seekers living in private rented flats receive 43% of the needs-based minimum allowance (*bedarfsorientierte Mindestsicherung*) for citizens in need of social welfare support, which is about €863 per month (€648 for subsistence and €215 for accommodation for a single person in **Vienna**). The level of the needs-based minimum allowance varies across the federal provinces, as political agreement to prolong an Austrian-wide regulation after its expiry by December 2016 was not reached. The sum given to a care provider, €630 per month (€21 per day) for accommodation and subsistence of asylum seekers, is below the level of welfare support for citizens, although staff and administrative costs have to be covered by the care provider.

For children, the daily rate in reception centres is the same as for adults. If families receive financial support for their daily subsistence, some federal provinces provide a lower amount for children (€80-100)

³⁰⁶ Article 9(1)-(3) GVV-Art 15a and the respective Basic Care Acts of the federal provinces. See also Article 17(1) recast Reception Conditions Directive.

³⁰⁷ Article 9(10) and (14) GVV-Art 15a.

instead of about €180. At the end of 2019, 1,354 persons received Basic Care in federal reception centres.³⁰⁸

Unaccompanied asylum-seeking children must be accommodated according to their need of guidance and care. The daily fee for NGOs hosting unaccompanied asylum-seeking children ranges from €40. €50 to €95, depending on the intensity of psychosocial care. In some federal provinces like **Styria** the maximum amount is not given to care providers, although it is evident that only a smaller group are not in need of much guidance and care. Styria has set up a daily special support of €18 for children with special needs, in addition to the maximum amount of €77. In **Upper Austria**, the government provides for €88 which should cover legal assistance as well.

3. Reduction or withdrawal of reception conditions

Indicators: Reduction or Withdrawal of Reception Conditions

1. Does the law provide for the possibility to reduce material reception conditions?
 Yes No
2. Does the legislation provide for the possibility to withdraw material reception conditions?
 Yes No

3.1. Grounds for reduction or withdrawal

Material reception conditions are reduced if the asylum seeker has an income, items of value or receives support from a third party.³⁰⁹ For the first phase of the asylum procedure (the admission stage), this rule is not applicable. If an asylum seeker earns money or receives support from other sources, they are allowed to keep €110; or €240 in **Tyrol**, there is no common practice across all federal provinces. All additional income will be requested as a financial contribution for the asylum seeker's Basic Care. This is requested without a formal procedure. Reduction of reception conditions can also result in not granting the monthly pocket money for subsistence or the support for the child if the child is entitled to child benefits, which mainly applies to those who have received refugee status.

Unjustified Basic Care benefits may also be prescribed after the termination of Basic Care. A few former asylum seekers have been requested to pay back several thousand euros - although their monthly Basic Care benefits had already been reduced - due to the fact that they had a job and income.

Material reception conditions may be withdrawn where the asylum seeker:³¹⁰

- (a) Repeatedly violates the house rules and/or his or her behaviour endangers the security of other inhabitants;
- (b) Leaves the designated place for more than 3 days, as it is assumed that they are no longer in need of Basic Care;
- (c) Has submitted a subsequent application;
- (d) Has been convicted by court for a crime on a ground which may exclude him or her from refugee status according to Article 1F of the Refugee Convention. This ground for withdrawal is not in line with Article 20 of the recast Reception Conditions Directive but does not seem to be applied or relevant in practice.
- (e) Has had his or her application rejected or dismissed and suspensive effect was excluded according to Article 18(1) BFA-VG. If the applicant cooperates to return voluntarily, he or she is eligible to material reception conditions until his departure.³¹¹ This rule makes a reference to

³⁰⁸ Basic Care Registration System, 31 December 2019, unpublished.

³⁰⁹ Article 2(1) B-VG Art 15a.

³¹⁰ Article 2(4)-(5) GVG-B.

³¹¹ Article 2(7) GVG-B.

Article 20(5) of the recast Reception Conditions Directive according to which a dignified living standard and access to medical treatment have to be provided.

In some federal provinces, the laws also permit the exclusion of asylum seekers who fail to cooperate with establishing their identity and need of basic care, although this is not applied in practice.³¹²

In 2017, three asylum seekers have been unduly benefiting from reception conditions as they had provided false information on their age and subsequently benefitted from specific care normally granted to children. They had thus received higher care standards amounting to approximately €50,000. In one case in which the conviction had already been issued, the Higher Regional Court (*Oberlandesgericht*, OLG) reversed the decision of the lower court and referred the case back, arguing that the undue use of reception conditions is only punishable if the person commits fraud in order to obtain a right of residence.³¹³ Criminal sanctions are not applied if the applicant would have been granted a residence permit anyway. Nevertheless, the reform that entered into force on 1 November 2017 sets out sanctions for false information provided not only to the BFA and the BVwG but also to the police in the context of the first interview (*Erstbefragung*).³¹⁴ However, this did not have much impact in practice so far.

There are no special reception centres to accommodate asylum seekers for public interest or public order reasons. In Lower Austria, a refugee centre was opened at the border with the Czech Republic for unaccompanied minor refugees who had become maladjusted. This reception centre in Drasenhofen had to be closed due to public protests and a report by the child and juvenile Ombudsstelle.³¹⁵

In practice asylum seekers who violate the house rules may be placed in less favourable reception centres in remote areas, but such sanctions are not foreseen by law. Although the freedom of movement is considered as not being limited in this case, presence at night is compulsory.

3.2. Procedure for reduction or withdrawal

Withdrawal or reduction of Basic Care provisions should be decided by the BFA as long as asylum seekers are in the admissibility and/or in merits and Basic Care is provided by one of the federal provinces. In practice, only few procedures of reduction or withdrawal of Basic Care have been carried out. This is partly due to the fact that NGOs manage to find a solution for their clients and because the competent offices are unwilling to make a written decision. Decisions are taken on an individual basis but written reasoned decisions are rare. It should be noted that, as of December 2020, the Federal Agency (BBU-GmbH) will be responsible for the reduction or withdrawal of reception conditions.

Procedural safeguards in case of withdrawal or reduction do not fully meet the requirements set out in Article 20 of the recast Reception Conditions Directive. In some federal provinces, reduction or withdrawal of reception conditions may be ordered without prior hearing of the asylum seeker and without written notification of the decision, if the hearing imposes a disproportionate burden. In some federal provinces, the latter is only rendered upon request of the asylum seeker. It has also happened that the reception conditions of all asylum seekers involved in a violent conflict in a reception facility were withdrawn without examination of the specific role of all individuals concerned in the conflict.

A legal remedy in the Basic Care Act of the Federal State is foreseen in case material reception conditions are withdrawn. Such decisions to withdraw or reduce Basic Care provision can be appealed at the Administrative Court (the Federal Administrative Court in case of a BFA decision, the Administrative Court

³¹² Article 3(1) GVG-B.

³¹³ OLG Linz, Decision 9 Bs 150/17y, 1 June 2017.

³¹⁴ Articles 119-120 FPG.

³¹⁵ Kurier, Skandal-Asylquartier Drasenhofen wird geschlossen, 30 November 2019, available in German at: <https://bit.ly/2SGQN3d>.

of the federal provinces in case of decisions of the provincial government). Free legal assistance for appeal is provided in the law and is now implemented in all federal provinces.

Asylum seekers whose Basic Care has been terminated or reduced may re-apply for the provision of basic care in the federal province they have been allocated to. In practice, it is difficult to receive Basic Care again after it has been terminated, or at least it takes some time to receive it again. Asylum seekers who endanger the security of other inhabitants are sometimes placed in other reception centres with lower standards. Asylum seekers who have left their designated place of living may get a place in another reception centre in the same federal province after applying for Basic Care.

If Basic Care is withdrawn because the asylum seeker is no longer considered to be in need of benefits, for example because he or she has an income, they may receive Basic Care if it is proven that they are again in need of it. However, asylum seekers may end up homeless or in emergency shelters of NGOs mainly because they do not succeed in obtaining Basic Care after withdrawal or they have left the federal province for various reasons such as presence of community, friends or family in other federal provinces, unofficial job offers and so forth. Homelessness or accommodation in emergency shelters following the withdrawal of basic care is an issue that persisted in 2019. Figures on the number of asylum seekers concerned by this issue are not available.

In 2018, the VwGH has stated that the non-provision of benefits in kind can nevertheless allow for the authorities the possibility to grant cash benefits. This money substitute can also be claimed at a later stage through a formal request. The case concerned an asylum applicant whose application had been admitted by the Land Upper Austria which did not grant him cash benefits. The VwVG considered that, if no accommodation is available, other arrangements should be found to grant the applicant the material benefits he is entitled to.³¹⁶ The reason behind this decision is the lack of care that asylum seekers faced back in autumn of 2015, as they did not receive any benefits under the basic federal care and were supported by private initiatives instead. Therefore, it only applies in cases where there is a massive influx of displaced persons, in accordance with Article 5 of Directive 2001/55/EC.

4. Freedom of movement

Indicators: Freedom of Movement

1. Is there a mechanism for the dispersal of applicants across the territory of the country?
 Yes No
2. Does the law provide for restrictions on freedom of movement? Yes No

The freedom of movement of asylum seekers may be restricted for reasons of public order, public interest, or for the swift processing of the asylum application. Applicants coming from a [Safe Country of Origin](#) or those who received a return decision before making an application may be affected. The necessity of assigned residence must be demonstrated on a case-by-case basis.³¹⁷ However, this restriction on freedom of movement is not a formal decision that can be appealed *per se*; it can only be challenged together with the asylum decision.

4.1. Restricted movement during the admissibility procedure

After requesting asylum at the police, asylum seekers are apprehended for up to 48 hours, until the BFA branch office decides whether the asylum seeker should be transferred or advised to go to an initial

³¹⁶ VwGH, Decision Ra 2018/21/0154-8, 20 December 2018

³¹⁷ Article 15b AsylG, in force since 1 November 2017.

reception centre or to a distribution centre.³¹⁸ During the admissibility procedure, they receive a green card also known as procedure card, which indicates the tolerated stay in the district of the reception centre of the state. Asylum seekers are allowed to leave the district for necessary medical treatment or to appear in court. Dublin cases that are usually cared for in the initial reception centres of the Ministry of Interior may also be transferred to reception centres of the federal provinces.³¹⁹ Violations of this restriction of movement may be punished with fines varying between €100 and €1,000 or with detention of up to 2 weeks if payment of the fine cannot be enforced. These restrictions of movement limit the access of asylum seekers to family members, friends and lawyers.

Asylum seekers whose application is admitted to the regular procedure receive the white card, which is valid until the final decision on the application and allows free movement in the entire territory of Austria.

4.2. Dispersal across federal provinces

A residence restriction applies since 1 November 2017. Asylum seekers who have been admitted to the regular procedure are only allowed to reside in the federal province assigned to them. In cases where Basic Care is waived or withdrawn, they are not allowed to change federal provinces without authorisation from the provincial administration. Consecutive breaches of the residence restriction are punishable by an administrative fine of up to €5,000 or a three-week non-custodial sentence.³²⁰ Asylum seekers can be arrested and detained for 24 hours to secure this administrative fine.³²¹ Since a law amendment that entered into force on 1 September 2018, the residence restriction was lifted for persons with subsidiary protection status.

Every federal province has to offer reception places according to its population. Asylum seekers are spread throughout the country to free reception places and according to their needs, for instance in places for unaccompanied minor asylum seekers, single women or handicapped persons. Governments of federal provinces have claimed that information about necessary medical treatment or handicap are not always communicated, with the result that asylum seekers are transferred to inadequate places. However, asylum seekers have no possibility to choose the place where they will be accommodated according to the dispersal mechanism, although family ties are usually taken into consideration. Moreover, it is not possible to appeal the dispersal decision because it is an informal decision taken between the Ministry of Interior and the respective federal province.

The distribution of Basic Care recipients – including some beneficiaries of protection – across the provinces at the end of 2019 was as follows:

Dispersal of recipients of Basic Care: 31 December 2019				
Federal province	Quota	Total number of recipients	Number of asylum applicants	Actual share
Vienna	21.24%	11,618	3,918	39.35%
Upper Austria	16.71%	4,535	3,398	15.36%
Lower Austria	19.01%	3,599	2,856	12.19%
Styria	14.12%	3,142	2,370	10.64%
Tyrol	8.5%	2,010	1,531	6.8%
Carinthia	6.4%	1,410	973	4.78%
Salzburg	6.26%	1,375	1,066	4.66%

³¹⁸ Article 43(1) BFA-VG.

³¹⁹ Article 2(1)(2) GVG-B.

³²⁰ Article 121(1a) FPG.

³²¹ Article 39 FPG.

Vorarlberg	4.43%	1,061	514	3.6%
Burgenland	3.33%	774	590	2.62%
Total Provinces	100%	29.524	17.216	100%
EAST East	-	988	844	-
EAST West	-	366	253	-
Total		30.878	18.313	-

Source: Basic care information system, unpublished. Figures on quota and actual share refer to the total number of recipients of basic care.

Many basic care facilities, which were opened in 2016, are now vacant and are being used as preventive centres, while others have been closed completely. As of August 2017, the Ministry of Interior had established 32 reception centers, but their number was reduced to 20 centers as of July 2018. Out of them, 3 centers are special care units, 3 are initial reception centers, 7 are distribution centers and 7 are federal reception centres.³²² However, given the low occupation in these centers, the Ministry of Interior has announced that 7 out of the 20 federal centres will be closed until the end of 2019.³²³ In July 2019, only 11 federal centres were in use, with a total capacity of 2,203. Only 868 persons were accommodated in these centres as of July 2019.³²⁴

The province of **Vienna** offers many more reception places than those foreseen by the quota system (see [Types of Accommodation](#)), while other provinces such as **Lower Austria** have failed to provide enough places for several years. This discrepancy leads to negotiations between the responsible departments of the federal provinces, while the malfunctioning of the dispersal system overall raises public reactions. However, the malfunctioning of the dispersal system persisted in 2019.

Asylum seekers who are allocated to a province after admission to the asylum procedure are usually not transferred to other federal provinces, even if they wish so. Within the same province, asylum seekers may be placed in other reception centres for different reasons, for instance if another reception centre is better equipped to address the needs of the asylum seeker.

Often asylum seekers do not have enough money for travelling, as the monthly allowance for those living in reception centres is only €40. If they stay away from their designated place (reception facility) without permission for more than two nights, Basic Care will be withdrawn (see [Reduction or Withdrawal of Material Reception Conditions](#)). As discussed above, it is almost impossible to receive Basic Care in a province other than the designated province.

If grounds for detention of asylum seekers arise, an alternative to detention should be prioritised if there is no risk of absconding. Due to reporting duties – often imposed every day – and exclusion from pocket money allowance, however, asylum seekers subjected to alternatives to detention are in practice not able to make use of their freedom of movement.

³²² Ministry of Interior, Answer to parliamentary request, No 3235/AB-BR/2018, 31 July 2018, available in German at: <https://bit.ly/2lcUgm3>.

³²³ Der Standard, Jede dritte Asyl-Erstbetreuungsstelle soll geschlossen werden, 1 October 2018, available in German at: <https://bit.ly/2S1ZrEI>.

³²⁴ Ministry of Interior, Answer to parliamentary request, 3837/AB, XXVI. GP, 16 August 2019, available in German at: <https://bit.ly/2PH2WCd>.

B. Housing

1. Types of accommodation

Indicators: Types of Accommodation	
1. Number of reception centres:	11
2. Total number of places in reception centres:	2,203
3. Total number of persons in Basic Care:	30,878
4. Total number of places in private accommodation:	Not available
5. Type of accommodation most frequently used in a regular procedure:	
<input checked="" type="checkbox"/> Reception centre <input checked="" type="checkbox"/> Hotel or hostel <input type="checkbox"/> Emergency shelter <input checked="" type="checkbox"/> Private housing <input type="checkbox"/> Other	
6. Type of accommodation most frequently used in an accelerated procedure:	
<input checked="" type="checkbox"/> Reception centre <input type="checkbox"/> Hotel or hostel <input type="checkbox"/> Emergency shelter <input type="checkbox"/> Private housing <input type="checkbox"/> Other	

Asylum seekers are accommodated in facilities of different size and capacity. A quota system requires the federal provinces to provide places according to their population.³²⁵

Each of the 9 federal provinces has a department responsible for administering Basic Care. This department searches suitable accommodation places, and concludes contracts with NGOs or landlords, owners of hotels or inns, to provide a certain number of places and Basic Care provisions. Regular meetings of the heads of the provincial departments and the Ministry of Interior take place to evaluate the functioning of the Basic Care system and the level of financial compensation for the federal provinces. According to the Basic Care agreement between the State and the federal provinces, the latter have to cover 40% of the expenditures, while the Ministry has to pay 60% of the costs. This share of the Ministry of Interior could rise to 100% if an asylum application is not processed within due time. It remains to be seen how the system will change following the establishment of the new Federal Agency (BBU).

1.1. Federal reception capacity

The initial reception centre serves as centre for asylum seekers with an admissibility procedure likely to be rejected. The 2 initial reception centres in **Traiskirchen** and in **Thalham** are therefore reserved for asylum seekers in the admissibility procedure and for unaccompanied asylum-seeking children as long as they are not transferred to reception facilities of the federal provinces. Instead of streaming all asylum seekers to the initial reception centre, they should have their first accommodation in the so-called distribution centres (VQ), which should be set up in 7 federal provinces. Traiskirchen serves as a VQ too. The reception centre in **Fieberbrunn** is used for rejected asylum seekers, and another former reception centre that was opened at the Vienna airport serves as a departure centre. NGOs report that the VQ in **Ossiach/Carinthia** hosts rejected asylum-seekers too. The Ministry of Interior announced in October 2018 the closure of 7 of the remaining 20 reception facilities, including the special care centre in **Upper Austria** and the distribution center in **Styria-Graz Puntigam**. Due to the low number of asylum seekers two more federal centres have been closed in 2019. As of July 2019, there were thus 11 federal reception centres with a total capacity of 2,203 places, out of which only 868 were in use in July 2019. The average cost per person accommodated in a federal centre is €183 per day.³²⁶

³²⁵ Article 1(4) GVV-Art.15a.

³²⁶ Ministry of Interior, Answer to parliamentary request, 3837/AB, XXVI. GP, 16 August 2019, available in German at: <https://bit.ly/2PH2WCd>.

Newly arrived asylum seekers stay only 4 to 5 days in the distribution centres according to information from the Centre in **Ossiach**. From January to May 2018, asylum seekers spent an average of 19 days in the course of the basic admission procedure in federal care facilities.³²⁷ More recent data is not available.

Only a few asylum seekers are provided care in distribution centres (VQ). The number of asylum seekers in the initial reception centre of **Traiskirchen**, which reportedly has inhuman living conditions,³²⁸ has also sharply decreased, from 5,000 asylum seekers to about 500 at the end of 2018.³²⁹ At the end of 2019, 844 asylum seekers were accommodated in Traiskirchen.³³⁰

As already mentioned, as of July 2019, there were 11 federal reception centres hosting a total of 868 persons.³³¹ The law allows the Ministry of Interior to open reception facilities in federal provinces that do not fulfil the reception quota. Such centres may be opened even when the facility is not adapted to host asylum seekers specifically as long as special safeguards apply like fire protection or building regulations.³³² Since 2018, however, such centres were not needed.

In case of larger numbers of arrivals and difficulties in transferring asylum seekers to reception facilities in the federal provinces, the Federal State may host asylum seekers even after their asylum application is admitted to the regular asylum procedure for a maximum period of 14 days.

1.2. Reception capacity at provincial level

In practice, most federal provinces do not provide the number of places required under their quota, which is partly due to the fact that provinces such as **Vienna** exceed their quota (177,16% of the quota agreed). At the end of 2019, the entire Austrian reception system hosted a total of 30.878 persons (including beneficiaries of international protection and rejected asylum applicants), out of which 18,313 were asylum applicants. The distribution across the federal provinces is detailed in [Freedom of Movement](#). While **Vienna** continues to exceed its relative reception share, other federal provinces have had several empty places. Consequently, several centres have free capacity and are planned to close as they are not able to cover the general costs of rent, heating, staff etc.

NGOs or owners of hostels and inns, who run reception centres under the responsibility of the federal provinces, have contracts with the governmental department of the respective federal provinces. While in some federal provinces almost all asylum seekers are placed in reception centres (e.g. 82% of asylum seekers in **Styria** and 94% in **Burgenland**), private accommodation is more often used in others states such as **Vienna**, where 71% of applicants lived in private accommodation as of 1 January 2019.³³³ More recent figures are not available.

³²⁷ Ibid.

³²⁸ Tages-Anzeiger, 'Endstation Traiskirchen', 30 June 2015, available in German at: <http://bit.ly/1Zdotj3>.

³²⁹ NÖN.at, Flüchtlingsbewegung als Herkulesaufgabe, 20 November 2018; available in German at: <https://bit.ly/2GvcayP>.

³³⁰ Ministry of Interior, Care information system, unpublished.

³³¹ Ministry of Interior, Answer to parliamentary request, 3837/AB, XXVI. GP, 16 August 2019, available in German at: <https://bit.ly/2PH2WCd>.

³³² Bundesverfassungsgesetz: Unterbringung und Aufteilung von hilfs- und schutzbedürftigen Fremden. BGBl 120, 28 September 2015, available at: <http://bit.ly/1JdszhK>.

³³³ Information provided by the federal provinces.

2. Conditions in reception facilities

Indicators: Conditions in Reception Facilities

1. Are there instances of asylum seekers not having access to reception accommodation because of a shortage of places? Yes No
2. What is the average length of stay of asylum seekers in the reception centres? Not available
3. Are unaccompanied children ever accommodated with adults in practice? Yes No

The Ministry of Interior, which is responsible for Basic Care during the admissibility procedure, subcontracts their day-to-day management to a company, while remaining the responsible authority. ORS, a company running accommodation centres for asylum seekers in Switzerland, provides Basic Care in the reception centres under the responsibility of the Ministry. This company was criticised because it generated considerable profits through the care of needy asylum seekers. As already mentioned, a new Federal Agency (the BBU) will take over the activities related to reception as of 1 July 2020, but it is still unclear how this will be implemented in practice. Due to the recent government turmoil and early elections, the start of the activities of the federal agency will be postponed to December 2020.

Conditions in the reception centres of the federal provinces vary, but they have constantly improved along with the decrease of persons staying in the centres. It is expected that, due to the low numbers of asylum applicants, which is at its lowest in 20 years, many accommodation centres will be closed throughout 2020. Moreover, a decrease of reception capacity at federal state level is expected in the future, given the upcoming establishment of the Federal Agency (BBU-GmbH) as well as the possibility for the BFA to decide on the merits during admissibility procedures, thus allowing the authorities to keep applicants in the federal basic care.

Systematic research on the standards in the basic care system of the federal provinces has not been carried out in recent years. In 2015, the search platform 'Dossier.at', who had reported the maladministration in asylum accommodations, was sentenced for entering a private property without permission. The judges dealt only with the question of whether asylum seekers have the right to receive visitors, without informing the administration. The Court concluded that journalists had to obtain permission from the federal province to enter the property.³³⁴ The asylum seekers' right to visit, the freedom of the press and the interest of the public in the conditions of asylum accommodations were ignored.³³⁵

The Regional Ministers on Integration agreed on a common recommendation on a minimum standard of 8m² for each person and 4m² for each additional person in September 2014.³³⁶ Systematic research on reception conditions has not been undertaken in recent years.

Depending on the buildings, asylum seekers may live in an apartment and have their own kitchen and sanitary facilities, which is sometimes the case in former guesthouses. Usually single persons share the room with other people. In most reception centres, asylum seekers are responsible for keeping their rooms and the common areas clean, and in some cases this can be remunerated (from €2,5 to €5 per hour).

There is a tendency of allowing asylum seekers to cook themselves as it contributes to their well-being and reduces tensions. In the reception centres of the state, cooking or taking food into the living room or bedroom is not allowed.

³³⁴ Landesgericht Eisenstadt, 13 R 156/15m, 1 December 2015, available at: <https://bit.ly/2XPmC9A>.

³³⁵ Die Presse, Dossier.at wegen Bericht über Asyl-Missstände verurteilt, 14 December 2015, available in German at: <https://bit.ly/2BCt627>.

³³⁶ Mindeststandards betreffend die Unterbringung in der Grundversorgung in Österreich (Minimum standards for hosting in Basic Care in Austria, 2014, available at: <http://bit.ly/1ZdoiUP>.

In **Burgenland** and **Styria**, meals are often served by the centre, while in **Tyrol** asylum seekers can cook in the reception centres. The amount given to asylum-seekers if meals are not provided differ in the federal provinces. **Burgenland, Carinthia, Upper Austria, Tyrol** und **Vorarlberg** give a lower amount for the nutrition of children (€80-100), while other federal provinces make no difference between minors and adults. In **Styria** asylum seekers in reception centres get €150 for subsistence but are no longer entitled to €40 pocket money, which means that in fact the monthly amount for food is €110. In **Tyrol** adult asylum seekers are given € 200 to organise meals by themselves.

A monthly amount of €10 is foreseen in the Basic Care agreement for leisure activities in reception centres, especially for German language classes. However, this is not often used in practice mainly due to administrative obstacles.

Hotels and inns usually do not have staff trained to adequately welcome asylum seekers. These reception centres are, however, visited by social workers (e.g. NGO staff) on a regular basis (every week or every second week). Reception centres of NGOs have offices in the centres. The law foresees that there should be 1 social worker for 140 clients, which is not sufficient, especially when social workers have to travel to facilities located in remote areas or need the assistance of an interpreter. NGOs work with trained staff. Some landlords have been hosting asylum seekers for many years, but as opposed to NGO staff they have not received any specific training.

The system of dispersal of asylum seekers to all federal provinces and within the federal provinces to all districts results in reception centres being located in remote areas. One of these centres is located in the mountains of **Tyrol**, as part of a former military camp. It cannot be reached by public transport and a shuttle bus brings the asylum seekers to the next village only twice a week. The walking distance to the next village is about two and a half hour. Access to internet is provided in the centre.³³⁷ The centre was closed by the Tyrolian government but was reopened by the Ministry of Interior to operate as a reception centre for rejected asylum seekers.³³⁸

In June 2019, several persons accommodated in this federal centre in Tyrol entered in a hunger strike which caused public uproar. The Ministry of Interior subsequently conducted a human rights assessment in cooperation with UNHCR concerning the reception conditions of the centres in **Tyrol** and **Schwechat**, which mainly host rejected asylum seekers who can not be deported. In these centres, the persons receive regular counselling concerning voluntary return.

Following the assessment, the Ministry of Interior published recommendations and several objectives. This includes no longer accommodating children in these two centres and introducing more frequent shuttle services to the village.³³⁹ The system of isolating rejected asylum seekers in this centre was criticised heavily and had proven to be inefficient as only 18 persons have left the country out of the total of 65 persons accommodated in the first half of 2019.³⁴⁰ Moreover, it has been reported that the recommendations were not strictly applied in practice by the Ministry of Interior, as some children were reportedly still being accommodated in Schwechat. According to officials of the BFA, these recommendations are considered as non-binding.

³³⁷ Profil, 'Nächtlicher Angriff auf Asylwerber in tiroler Bergen' 30 October 2014, available at: <http://bit.ly/1G8a8MZ>.

³³⁸ Bezirksblätter, 'Heim am Bürglkopf wird zur Rückkehrereinrichtung', 24 August 2017, available in German at: <http://bit.ly/2H8o5j2>.

³³⁹ Ministry of Interior, Human rights recommendations, available in German at: <https://bit.ly/3cILFCO>.

³⁴⁰ Ministry of Interior, Answer to a parliamentary request, 3837/AB XXVI GP, 16 August 2019, available in German at: <https://bit.ly/38gMr6r>.

C. Employment and education

1. Access to the labour market

Indicators: Access to the Labour Market

1. Does the law allow for access to the labour market for asylum seekers? Yes No
❖ If yes, when do asylum seekers have access the labour market? 3 months
2. Does the law allow access to employment only following a labour market test? Yes No
3. Does the law only allow asylum seekers to work in specific sectors? Yes No
❖ If yes, specify which sectors: Tourism, agriculture, forestry
4. Does the law limit asylum seekers' employment to a maximum working time? Yes No
❖ If yes, specify the number of days per year 180 days
5. Are there restrictions to accessing employment in practice? Yes No

The Aliens Employment Act (AuslBG) states that an employer can obtain an employment permit for an asylum seeker 3 months after the asylum application is admitted to the regular procedure, provided that no final decision in the asylum procedure has been taken prior to that date.³⁴¹

The possibility of obtaining access to the labour market is restricted by a labour market test (*Ersatzkraftverfahren*), which requires proof that the respective vacancy cannot be filled by an Austrian citizen, a citizen of the EU or a legally residing third-country national with access to the labour market (long-time resident status holder, family member etc.).³⁴²

Applications for an employment permit must be submitted by the employer to the regional Labour Market Service (AMS) office in the area of the district where the envisaged place of employment is located. Decisions are taken by the competent regional AMS office. In the procedure, representatives of the social partners have to be involved in a regional advisory board. The regional advisory board has to recommend such an employment permit unanimously. Appeals have to be made to the Federal State AMS office that must decide on appeals against decisions of the regional AMS office. There is no further right of appeal.³⁴³ The decision has to be made within 6 weeks; in case of appeal proceedings, the same time limit must be applied.

In addition, a 2004 ordinance introduced further restrictions to the access to the labour market by limiting employment to seasonal work either in tourism, agriculture or forestry.³⁴⁴ These seasonal jobs are limited by a yearly quota for each federal province and can only be issued for a maximum period of 6 months.

A further problem for asylum seekers working as seasonal workers is the regulation in the Basic Care Acts of the state and the federal provinces that requires a contribution to Basic Care, if asylum seekers have an income. In practice, there is only an allowance of €110 left to asylum seekers in most of the federal provinces, while the rest of the money earned contributes to the cost of reception.³⁴⁵ If they have been receiving an income for more than 3 months, Basic Care support is no longer provided. If the asylum seeker asks for readmission into Basic Care after they have finished the employment, cash contributions to the provision of Basic Care are demanded. In fact, it is assumed by the authorities that only about €550 (1.5 times the basic provision amount) per month have been spent by the asylum seeker on subsistence

³⁴¹ Article 4(1) AuslBG.

³⁴² *Ibid.*

³⁴³ Article 20(1) and (3) AuslBG.

³⁴⁴ Ordinance GZ 435.006/6-II/7/2004, 11 May 2004.

³⁴⁵ In Tyrol, asylum seekers may earn €240 per month without contribution to the cost of basic care.

and accommodation during the period of employment. Income exceeding this amount is deducted from the allowance received under Basic Care from that time onwards until repaid.

Moreover, asylum seekers are not registered at the Public Employment Service as unemployed persons. Therefore they are not entitled to vocational trainings provided or financed by the Public Employment Service. As they are not registered as persons searching for work at the Public Employment Service, access to the labour market largely depends on their own initiative and pro-activity in job hunting. Their lack of resources can also be an additional obstacle in securing in job; e.g. when it comes to travel costs for job interviews.

Until October 2018, asylum seekers below the age of 25 had the right to get a work permit for an apprenticeship in shortage occupations. However, the ministerial decrees of 2012 and 2013 were revoked, and asylum seekers below the age of 25 are not offered this possibility anymore. Those who are still apprentices are allowed to continue working as long as they stay in Austria. In **Upper Austria**, where a particularly large number of young asylum-seekers are apprentices, a broad protest has been formed against this "disintegration policy".

The Federal Administrative Court found that restricting access to the labor market is contrary to Article 15(2) of the recast Reception Conditions Directive and concluded that asylum seekers should have effective access to the labor market.³⁴⁶ They may also be self-employed under the general conditions as soon as they are registered as asylum seekers.

Since 1 April 2018, asylum seekers admitted to the regular procedure for 3 months or more can also be employed through service vouchers in private households (e.g. for gardening, cleaning or child care etc.). Vouchers can be bought at the post office or online.³⁴⁷ However, in practice, the necessary registration is complicated and this possibility is not very known nor used. The Ministry of Social Affairs decided in 2018 that asylum seekers have no longer access to vocational training. Since then, the possibility of working through vouchers is one of the only possibilities to work for asylum seekers.

Asylum seekers can carry out non-profit activities and receive an acknowledgment of their contributions. The amount of this remuneration was debated throughout 2018 and 2019. The Ministry of Interior lowered the maximum remuneration to €1,50 by way of decree. This decree was revoked by the interim government in May 2019, thus re-instating the former regulation which foresees that asylum seekers are allowed to earn up to €110 per month.³⁴⁸ These non-profit jobs include administrative and/or office assistance, translation services, support for parks and sports facilities, playgrounds, elderly care, assistance in nursery schools, school attendance services, assistance in animal shelters, or support for minor resettlements in the municipality.³⁴⁹ Since April 2018, the Minister of Interior has the power to regulate which NGOs will be able to enlist asylum seekers on a voluntary basis for charitable activities and to set the maximum amount for such work.³⁵⁰ The minimum fee is regulated for each sector e.g. €11.75 an hour for gardening. The monthly income for this kind of employment is limited to €600.

On 25 January 2017, the Ministry of Social Affairs submitted a decree to the Labour Market Service (AMS). The Decree clarifies that:³⁵¹

³⁴⁶ BVwG, Decision, No W209 2184750-1, 25 June 2018.

³⁴⁷ Dienstleistungsscheckgesetz, 12 February 2018, available at: <http://bit.ly/2nSSz0m>.

³⁴⁸ Wiener Zeitung, ‚Innenminister Ratz macht Kickls Entscheidung rückgängig‘, 23 May 2019, available in German at: <https://bit.ly/2wlXfmw>.

³⁴⁹ Ministry of Interior, ‚Sobotka: Leistungskatalog für Hilfstätigkeiten von Asylwerbern erstellt‘, 28 October 2016, available in German at: <http://bit.ly/2kS0dHB>.

³⁵⁰ Article 7(3a) GVG-B.

³⁵¹ Oberösterreichische Nachrichten, ‚Asylwerber dürfen nun in Firmen schnuppern‘, 1 February 2017, available in German at: <http://bit.ly/2k2eEtz>.

- a. Asylum seekers are allowed to complete practical experience and internships within the framework of their training in vocational schools or secondary schools;
- b. Adult asylum seekers are also allowed to do unpaid voluntary work for certain companies. An asylum seeker may take 3 months in a one-year period with several companies.

Companies have to register asylum seekers for internships at the AMS no later than 14 days before the start of the internship. Interns are also entitled to reasonable remuneration.³⁵²

In 2017, 1,526 work permits have been issued, out of which 697 concerned apprentices. By the end of 2018, 1,249 asylum seekers had a valid work permit, out of which 1,070 were apprentices and, during that same year, 1,615 additional work permits have been issued to asylum seekers, out of which 757 concerned apprentices.³⁵³

2019 was marked by a drastic decrease in the number of apprentices given that the Ministerial decrees foreseeing the access to vocational training for asylum applicants aged below 25 years old were revoked in 2018. As a result, only 943 work permits have been issued during the year, out of which only 12 were issued to apprentices. In these special cases, the asylum applicants had challenged the decisions in front of the Labour Market Service Agency, arguing that denying access to labour market infringes their rights guaranteed under the Recast Reception Directive. By the end of the year, only 996 asylum applicants had valid working permits, out of which 741 were apprentices and 110 concerned seasonal work.

2. Access to education

Indicators: Access to Education

1. Does the law provide for access to education for asylum-seeking children? Yes No
2. Are children able to access education in practice? Yes No

School attendance is mandatory for all children living permanently in Austria until they have finished 9 classes, which are usually completed at the age of 15. Asylum seeking children attend primary and secondary school after their asylum application has been admitted to the regular procedure. As long as they reside in the initial reception centre of the state, school attendance in public schools is not provided, however. Preparatory classes are usually set up where many children have a poor knowledge of the German language. Schools often register pupils without sufficient knowledge of the German language as extraordinary pupils for a maximum period of 12 months.

Access to education for asylum seekers older than 15 may become difficult, however, as schooling is not compulsory after the age of 15 for asylum seekers. Moreover, children who did not attend the mandatory school years in Austria have difficulties in continuing their education. For those unaccompanied children, who have not successfully finished the last mandatory school year, special courses are available free of charge. For children accompanied by their family, this possibility is often not available for free.

The Aliens Employment Act restricts access to vocational training, because the necessary work permits can only be issued for seasonal work. In July 2012, however, exceptions were introduced for asylum seeking children up to the age of 18. A decree of the Ministry of Social Affairs allowed for children to obtain a work permit as apprentices in professions where there is a shortage of workers.³⁵⁴ Yet this measure proved to be insufficient in ensuring vocational training, as only 18 children have received such

³⁵² Ministry of Labour, *Anzeigebestätigungen gem. § 3 Abs. 5 AuslBG für Ferial- und Berufspraktika und Volontariate von AsylwerberInnen*, 25 January 2017, available in German at: <http://bit.ly/2oTXTjU>.

³⁵³ Information provided by the Labour Market Service (AMS) on February 2019.

³⁵⁴ Asylkoordination, *Expansion of employment opportunities for asylum seekers*, 14 June 2012, available in German at: <http://bit.ly/1k7cAuY>.

a permit since July 2012. A further decree of the Ministry of Social Affairs of March 2013 increased the maximum age for benefitting from the exceptions to vocational training restrictions from 18 to 25.³⁵⁵ However, in 2018, the possibility for asylum seekers to complete an apprenticeship in a profession with a shortage of apprentices has been deleted.³⁵⁶

According to a law that entered into force on 1 August 2017, young people under the age of 18 who have completed the 9-year schooling and who are permanent residents in Austria are obliged to pursue education or training.³⁵⁷ However, this law is not applied to asylum seekers, despite criticism from NGOs and the Chamber of Employment for failing to address a problematic aspect of integration and education policy.³⁵⁸ In October 2019, the Federal Youth Association (*Bundesjugendvertretung*) called for the inclusion of underaged asylum seekers as target group of the law.³⁵⁹ Nevertheless, they can benefit from a wide range of language and literacy courses. In Vienna, the educational hub arranges course places for literacy courses, German courses, and basic education. There are also special courses available for women and mothers. At a few high schools transitional courses are organised in order to prepare for regular classes. Free language courses are further offered in refugee homes and also by NGOs. However, these courses are not always sufficient in terms of time and quality. Language courses are only accessible to asylum seekers when the government has sufficient financial resources.

D. Health care

Indicators: Health Care

1. Is access to emergency healthcare for asylum seekers guaranteed in national legislation?
 Yes No
2. Do asylum seekers have adequate access to health care in practice?
 Yes Limited No
3. Is specialised treatment for victims of torture or traumatised asylum seekers available in practice?
 Yes Limited No
4. If material conditions are reduced or withdrawn, are asylum seekers still given access to health care?
 Yes Limited No

The initial medical examination of asylum seekers after their initial admission to a reception centre (EAST or VQ) is usually conducted within 24 hours. A general examination is conducted through a physical examination including vital signs, skin lesion, injuries, including Tuberculosis (TBC) X-ray and questions on their state of health by means of a standardised medical history. If, within the scope of the medical examination, circumstances indicate that further investigations are required, asylum seekers are transferred to specialist doctors or a hospital.³⁶⁰

Every asylum seeker who receives Basic Care has health insurance. Treatment that is not covered by health insurance may be paid, upon request, by the federal provinces' departments for Basic Care or the Ministry of Interior. If Basic Care is withdrawn, asylum seekers are still entitled to emergency care and essential treatment.³⁶¹

³⁵⁵ AMS, *Beschäftigungsmöglichkeiten für Asylwerberinnen und Asylwerber*, November 2015, available in German at: <http://bit.ly/1msi8SL>.

³⁵⁶ Salzburger Nachrichten, Ende der Lehre für Asylbewerber fix - Betroffene dürfen begonnene Lehre abschließen, 27 August 2018; available in German at: <https://bit.ly/2TOA3Ev>.

³⁵⁷ Article 3, *Ausbildungspflichtgesetz (ApfLG)*, BGBl. I Nr 120/2016, available at: <http://bit.ly/2lkgXsh>.

³⁵⁸ Employment Office of Upper Austria, 'Ausbildungspflicht bis 18: AK fordert Nachbesserungen', 19 August 2016, available in German at: <http://bit.ly/2kNmJSc>.

³⁵⁹ APA-OTS, 'Bundesjugendvertretung: Ausbildungspflicht für alle öffnen!', 28 October 2019, available in German at: <https://bit.ly/2vOy2RB>.

³⁶⁰ Ministry of Interior, Reply to parliamentary question 8774/J (XXV.GP), 17 May 2016, available in German at: <http://bit.ly/2lq2GHj>.

³⁶¹ Article 2(4) *GVG-B*.

In practice, this provision is not always easy to apply, however. If an asylum seeker has lost basic care due to violent behaviour or absence from the EAST for more than two days, he or he will not receive medical assistance, because it is assumed that they have had the opportunity to visit the medical station in the EAST. However, as those asylum seekers are no longer registered in the EAST, they will not be allowed to enter and receive medical treatment there. Without health insurance or access to the medical station of the EAST, asylum seekers may face severe difficulties in receiving necessary medical treatment. Some of them come to the NGO-run health project AMBER MED with doctors providing treatment on a voluntary basis.³⁶²

In some federal provinces such as **Vienna**, asylum seekers receive an insurance card in the same way as other insured persons and can thus access health care with their insurance contracts without complications. In others provinces such as **Styria** or **Salzburg**, they must first request a replacement document in order to visit doctors.

After the asylum seeker has submitted the asylum application, he or she must undergo a mandatory medical examination, including a tuberculosis examination. The Ministry of the Interior has commissioned the Swiss company ORS to carry out the medical examination, which is part of the admission procedure. The company has contracts with general practitioners and nurses to provide health care in the federal reception centres.

As already mentioned, the Austrian Ombudsman reported in 2017 that social workers at the initial reception centers were also acting as translators for psychological consultations, which violates the principle of confidentiality. In addition, the Ombudsman found that asylum seekers were easily provided with addictive drugs without in-depth diagnosis. The operating company promised to raise awareness among the medical staff and encouraged additional training.³⁶³ It is unknown whether this was actually implemented in 2018 and 2019.

Asylum seekers are obliged to submit medical findings and expert opinions, if those help to assess the presence of a mental disorder or other special needs (§ 2 Abs. 1 GVG-B).³⁶⁴

Since September 2018, hospitals have the obligation to inform the BFA of the upcoming release of a foreigner against whom a deportation procedure is pending. This is not mandatory but happens upon requests of the BFA. However, once such a request has been issued, hospitals are obliged to keep the BFA updated of relevant developments (e.g. if there a change in the release date for example). The police may further also be informed on the matter by the BFA upon explicit request.³⁶⁵

Specialised treatment

In each federal province, one NGO part of the Network for Intercultural Psychotherapy and Extreme Trauma provides treatment to victims of torture and traumatised asylum seekers. This is partly covered by AMIF funding, partly by the Ministry of Interior and regional medical insurance. However, the capacity of these services is not sufficient. Victims often have to wait for more than 6 months in **Vienna**, **Styria** and **Tyriol** for psychotherapy, while in other federal states they wait approximately 3 months.

The Basic Care system - and thus the health care provided - varies from one federal province to another and is regulated in many different laws on state level. In some federal provinces, asylum seekers will be provided care in regular special care facilities (see [Special Reception Needs](#)). “Increased care” for special

³⁶² See the official website AmberMed available in German at: <http://www.amber-med.at/>.

³⁶³ Bericht der Volksanwaltschaft an den Nationalrat und an den Bundesrat 2017, March 2018, available in German at: <https://bit.ly/2TNRqVN>.

³⁶⁴ Article 15 (1)3 Asylum Law.

³⁶⁵ § 46 (7) Aliens police Law 2005.

needs must however be requested by the asylum seeker. A prerequisite for receiving additional care is the submission of up-to-date specialist medical findings and assessments demonstrating a need for care, as well as social reports not older than 3 months. These requirements contribute to the asylum seeker's obligation to cooperate throughout the procedure. Reports from NGOs are also taken into account when examining the additional need for care.

E. Special reception needs of vulnerable groups

Indicators: Special Reception Needs

1. Is there an assessment of special reception needs of vulnerable persons in practice?
 Yes No

The legislation relating to the reception of asylum seekers does not foresee a mechanism for identifying vulnerable persons with special needs. Article 2(1) GVG-B states that attention should be paid to special needs when the asylum seeker is registered in the Basic Care System. As already mentioned, asylum seekers have to undergo a mandatory health examination after having submitted the asylum application. In principle, all asylum seekers should have health insurance and they may be transferred to a hospital for necessary medical treatments.

The Basic Care laws of **Lower Austria, Salzburg, Tyrol and Vorarlberg, Burgenland, Carinthia, Upper Austria** mention special needs of vulnerable persons. Elderly persons, handicapped persons, pregnant women, single parents, children, victims of torture, trafficking, rape or other forms of severe psychological, physical or sexual violence are considered as vulnerable persons. In the laws of the federal province of **Vienna**, vulnerable asylum seekers are not mentioned. Nevertheless, the federal provinces have to respect national and international law, including the recast Reception Conditions Directive. A special monitoring mechanism is not in place. It is the responsibility of the asylum seeker, social adviser, social pedagogue or the landlord to ask for adequate reception conditions from the relevant authority and service provider. Strategic litigation on the matter is very difficult due to the complexity of the legal situation.

The monthly amount of €2,480 for nursing care in specialised facilities is included in the Basic Care Agreement between the State and the federal provinces, which describes the material reception conditions.

Not all federal provinces have special care centres for vulnerable groups besides unaccompanied children. Special care needs are often determined only after an asylum seeker has been placed into a reception centre in one of the provinces. In this regard, the Burgenland Court of Auditors stated that the allocation to a specific centre was the responsibility of the social department and should be based on a departmental list of criteria, which include *inter alia* marital status, gender, nationality, religion and age.³⁶⁶

1. Reception of unaccompanied children

There are several facilities for unaccompanied asylum-seeking children. Some of them are run by private companies and others by the Children and Youth Assistance. Children aged less than 14 years are provided care in socio-pedagogic institutions of the federal provinces.³⁶⁷

³⁶⁶ BVZ, 'Landesrechnungshof nahm Grundversorgung unter die Lupe', 19 April 2018, available in German at: <https://bit.ly/2TE7aMq>.

³⁶⁷ Der Standard, *Frequently Asked Questions on Unaccompanied children*, 3 August 2015, available in German at: <http://bit.ly/1gGuyE3>.

1.1. Federal centres

There are 2 reception centres for unaccompanied children managed by the Ministry of Interior, out of which one is a separate facility for unaccompanied children in the Federal Reception East in **Traiskirchen**.³⁶⁸ The private company ORS is responsible for the care of unaccompanied children. This will fall under the responsibility of the Federal Agency (BBU-GmbH) at the end of 2020, however.

As of 31 December 2018, there were 40 unaccompanied children accommodated in special federal reception centres, while another 1,479 were accommodated in specialised facilities in the different federal provinces.³⁶⁹ As of 7 November 2019, there were 69 unaccompanied children accommodated in special federal reception centres.³⁷⁰

1.2. Reception of unaccompanied children at federal province level

Basic Care provision for unaccompanied asylum-seeking children reflect the need of care with regard to accommodation and psychosocial care. Unaccompanied asylum-seeking children must be hosted according to their need for guidance and care. The daily fee for NGOs hosting unaccompanied asylum-seeking children ranges from €40. €50 to €95 depending on the services provided. Additional support may be provided by the Child and Youth Agency of the federal province. Unaccompanied asylum-seeking children are placed in three different groups depending on their needs. Accordingly, a social worker will be in charge of groups varying from maximum 10, 15 or 20 children depending on their needs (the higher the needs, the smaller the group).

The Ministry of Interior and the competent department of the federal provinces have agreed on a quota system for unaccompanied children.³⁷¹

The number of unaccompanied children, including asylum seekers, rejected asylum seekers and persons with a protection status, receiving Basic Care on 31 December 2019 was as follows:

Unaccompanied children receiving Basic Care: 31 December 2019		
Federal province	Total Basic Care recipients	Unaccompanied children
Vienna	11,618	234
Upper Austria	4,535	103
Lower Austria	3,599	125
Styria	3,142	91
Tyrol	2,010	57
Carinthia	1,410	54
Salzburg	1,375	41
Vorarlberg	1,061	11
Burgenland	774	26
Initial reception centres (EAST)	1,354	53

³⁶⁸ Information provided by the Ministry of Interior, 26 January 2018.

³⁶⁹ Information of the Basic care system, unpublished.

³⁷⁰ Ministry of Interior, Answer to a parliamentary request, 38/AB XXVII. GP, 19 December 2019, available in German at: <https://bit.ly/2w2RTg5>. Information about accommodation in different provinces is not available however.

³⁷¹ Die Presse, 'Länder beschließen Quote für unbegleitete Minderjährige' (Federal provinces agree on quota for unaccompanied minors), 6 May 2015, available in German at: <http://bit.ly/1ZgsjrH>.

Total	30,878	795
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Source: Ministry of Interior, GVS Statistics

In some cases the transfer of an unaccompanied asylum-seeking child from the initial reception centre to Basic Care facilities of the federal provinces takes place randomly, without knowing what the specific needs of the child are.

Numerous facilities set up after 2015 have been phased out after the number of unaccompanied children arriving in Austria dropped. This decrease was also noted in 2019 and facilities have been closed accordingly. The type of facilities available in the different provinces varies from one province to another:

Carinthia, Tyrol and Burgenland only offer accommodation in residential groups.

Lower Austria and Upper Austria generally offer accommodation in residential groups, subject to a few exceptions. The daily rate of €95 for unaccompanied minors residential groups applies in Upper Austria only for groups of up to 20 people.³⁷² Larger facilities receive a daily rate of €88. This amount should also cover the legal representation of the minors.

Salzburg: Children over the age of 14 are first housed in residential groups but may be assigned to other types of accommodation if deemed necessary by the care provider.

Vienna: Since 2015 only residential groups have been opened. There are still a few places for unaccompanied children with a lower level of care, however.

Styria: Styria has no residential groups for unaccompanied children. All children over the age of 14 are accommodated in dormitories or in assisted living. The situation in Styria is criticised by the Ombudsman, who recommends the establishment of residential groups in the future.

Since 2016, unaccompanied children may also live with families. Several federal provinces offer such possibilities. About 95 children lived with families in December 2018.

The Child and Youth Agency is responsible for providing adequate guidance and care to these children. However, it is unclear who is responsible for their legal representation during the admissibility procedure or during their stay in the reception centre, or for any other legal issue that may rise. It can be either a legal adviser acting as legal representative in the initial reception centre, or the Child and Youth Agency, which becomes responsible after the child is allocated to a federal province. An answer to a parliamentary request in December 2019 showed that half of the unaccompanied children disappeared after lodging an asylum application during the admissibility procedure.³⁷³ Media reports raised important attention to the fact that no authority is appointed as legal guardian for unaccompanied minors during the admissibility procedure.³⁷⁴ The government program issued in January 2020 includes a plan to better ensure the protection of unaccompanied minors in the admissibility procedure.³⁷⁵

Some of the Basic care laws of certain federal provinces provide that social educational and psychological care for unaccompanied asylum-seeking children should stabilise their psychic condition and create

³⁷² Oberösterreichischer Landesrechnungshof, June 2017, available in German at: <https://bit.ly/2SyZLzZ>.

³⁷³ Ministry of Interior, Answer to a parliamentary request, 38/AB XXVII. GP, 19 December 2019, available in German at: <https://bit.ly/2w2RTg5>. Information about accommodation in provinces is not available.

³⁷⁴ Der Standard, 'Die Hälfte der unbegleiteten Flüchtlingskinder in Österreich verschwindet', 6 February 2020, available in German at: <https://bit.ly/3bdzoEL>.

³⁷⁵ Government program 2020-2024, available in German at: <https://bit.ly/2wDq0eL>, 197.

trust.³⁷⁶ Furthermore daily-organised activities (e.g. education, sport, group activities, and homework) and psychosocial support are foreseen, taking into account the age, identity, origin and residence of family members, perspective for the future and integration measures.

A report on the legal situation of unaccompanied children in Austria was published in October 2016 by SOS Children's Villages. The report points out that the relevant Austrian laws do not differentiate between Austrian and non-Austrian nationals,³⁷⁷ and therefore asylum-seeking children are entitled to child and youth welfare to the same extent as Austrian children. It also states that the regulations on basic care (*Grundversorgung*) are not specific to child and youth welfare regulations, and therefore must be applied cumulatively; child and youth welfare must provide the required educational and psychological help in addition to the basic care regime, which aims to address basic living needs. The legal opinion concludes that the daily rates (*Tagsätze*) for unaccompanied children, which are lower than child and youth welfare provisions for Austrian children, are a problem, since unaccompanied children are entitled to the same services as Austrian children. This does not necessarily mean, however, that the daily rates need to be equivalent.³⁷⁸ A report on the situation of accompanied children in Austria published in 2019 by asylkoordination and UNICEF showed that accompanied children face – to a large extent – the same problems as those faced by unaccompanied minors. Moreover, some specific problematic issues have been identified; such as inadequate housing situations (due to often small accommodation places for large families) or role that children play as translators for their parents in certain situations etc.³⁷⁹

Similar concerns have previously been raised by the Ombudsman expressed in a report on **Burgenland** published in June 2015,³⁸⁰ as well as in a report on a visit in **Styria** published in March 2018.³⁸¹ The latter report states that, since mid-2017, Styria has improved the staff code with other federal provinces, reduced the benchmark for approved places from 40 to 30 minors and introduced a slightly higher daily rate for crisis care places. However, there are neither nationwide nor sufficient special socio-therapeutic care places for unaccompanied minors. The report demonstrates that, in 2017, unaccompanied minors with a highly problematic background changed facilities in a relatively short period of time. Furthermore, despite clear indications of mental illnesses or solid addictive behaviors requiring treatment, they showed no interest in undertaking psychiatric examinations or couldn't do so because of the lack of offers.

The report further criticises the lack of staff in many institutions and the lack of qualified staff, especially regarding pedagogical care that is needed to deal with an emerging risk of radicalization and to deal with persons with psychic issues. Also, the Ombudsman described a shared apartment that it had visited as being incompatible with pedagogical standards and qualified it as a humiliating treatment. The shared flat was closed shortly after the Commission's visit and the young persons living there were transferred. In that regard, other basic care facilities were visited by the commissions and considered as impersonal, empty and/or cramped. Dorm rooms were sometimes so small that no retreat or visit opportunities existed and the environment was not adequate for learning. Minors were therefore sometimes found in a neglected state. As follow-up visits demonstrated, many issues were corrected after the NPM's intervention. It was noted that a new system called "New authority" - "*Neue Autorität*" – was being implemented: "*Neue Autorität*" is a systemic approach that strengthens managers, educators and parents.

³⁷⁶ Art. 7 Tyrolean Basic Care Act (*Tiroler Grundversorgungsgesetz*).

³⁷⁷ Austrian Civil Code (ABGB) and Federal Child and Youth Welfare Act (B-KJHG).

³⁷⁸ SOS Kinderdorf, *Gutachten zu Rechtsproblemen von SOS-Kinderdorf – Österreich mit unbegleiteten minderjährigen Flüchtlingen*, Innsbruck, 27 October 2016, available in German at: <http://bit.ly/2kr5LIB>.

³⁷⁹ Asylkoordination/UNICEF, *Dreimal in der Woche weinen, viermal in der Woche glücklich sein*, 2019, available in German at: <https://bit.ly/33cWHvs>.

³⁸⁰ Ombudsman, *Bericht der Volksanwaltschaft an den burgenländischen Landtag, Bericht 2013-2014*, June 2015, available at: <http://bit.ly/1PbKxG7>.

³⁸¹ Bericht der Volksanwaltschaft an den Nationalrat und an den Bundesrat 2017, March 2018, available in German at: <https://bit.ly/2BvhoGz>.

It enhances a respectful culture of relationships and encourages development processes. This also led to a better integration of the children into local communities.³⁸²

Regarding the access to education, the report indicates that - apart from the minors that are enrolled in schools and attend lessons - young persons do not receive adequate training or further education everywhere. German courses are offered in some regions only once or twice a week and language remains an important barrier.

In **Lower Austria**, 14 unaccompanied minor asylum seekers were transferred to a closed camp on the order of FPÖ politician (Landesrat), who is since 2018 responsible for Basic Care and Integration. After several protests, the reception centre – which had no qualified staff - was eventually closed and the asylum seekers were transferred to other places.³⁸³

Aged-out children

A few places are available for children who have reached the age of 18 and who need higher care compared to adults. This possibility corresponds to youth welfare regulations, stating that under special circumstances the Child and Youth Agency will take responsibility for young adults up to the age of 21.

The Ombudsman observed that the situation of children aged more than 18 years old can be particularly precarious if they have to leave the unaccompanied minors' homes although they are not sufficiently prepared to an independent life.³⁸⁴

Children with special needs

Information gathered by Asylkoordination in the fall of 2016, demonstrated that 10.6% of accommodated children needed medication ordered by a psychiatrist. It indicated that some suffered from depression, suicidal thoughts and mental disorders. A further 9% were suspected to be suffering from a mental illness, although there was no diagnostic yet as most of them refused to undergo an investigation - out of fear of being stigmatised or due to delays in the assessments. Another 5% were in therapy and were not taking medication. According to the caregivers, about 15% were in urgent need of therapy. 8% were further moved to another facility due to their behaviour (threats, violence against staff or other residents), but in one third of the cases the behavioural problems did not improve.³⁸⁵

The Ombudsman has criticised **Lower Austria** for not providing additional funding for children with mental illness. The federal province responded that the higher daily rate of €95 paid for Basic Care since July 2016 should cover any additional costs. Following criticism from the Ombudsman, the province of **Styria** has introduced a supplementary package of €18 from July 2018 onwards for unaccompanied children with special care needs. This brings the daily rate in Styria to €95.³⁸⁶ NGOs from Styria reported that families with severely ill children were not placed in reception facilities for persons with special needs, on the grounds that their parents should have enough resources to take care for them.

³⁸² Ibid.

³⁸³ Wiener Zeitung, Drasenhofen.Flüchtlingsquartier nicht für Jugendliche geeignet, 30 November 2018; <https://bit.ly/2SNOgEi>.

³⁸⁴ Ombudsman board, *Special report on childrens' rights*, 2017, available in German at: <https://bit.ly/3cQhEkx>.

³⁸⁵ Unpublished survey. These 40 reception centres took care of 924 unaccompanied asylum-seeking children.

³⁸⁶ Verordnung der Steiermärkischen Landesregierung vom 27 October 2016, mit der das Steiermärkische Grundversorgungsgesetz durchgeführt wird (StGVG-DVO), available in German at: <http://bit.ly/2EKGW22>.

2. Reception of women and families

Special facilities exist in some of the federal provinces to welcome single women and mothers. In the initial reception centre of Traiskirchen, for example, single women are accommodated in a separate building.

Some specialised reception facilities for single women are run by NGOs.³⁸⁷ In bigger facilities, separated rooms or floors are reserved for single women or families. The protection of family life for core family members is laid down in the law of the federal provinces.³⁸⁸ As regards family members who arrived through a **Family Reunification** scheme and receive Basic Care as asylum seekers, there is no satisfactory solution in practice in case with the holder of the refugee status does not have a suitable private flat. The family may be separated until the status is granted, because recognised refugees can no longer live in the Basic Care centre. It is also problematic that provinces such as **Styria** refrain from granting any basic care to asylum seekers in the family reunification process. According to information provided by Caritas Styria, the person with asylum status is no longer in basic care, but usually receives minimum benefits (*Mindestsicherung*). This income is taken into consideration when calculating the benefits to be allocated to the family members coming to Austria within the framework of family reunification. As a result, the arriving family members are not entitled to basic care.³⁸⁹

If the asylum application is declared as inadmissible under the Dublin III Regulation, detention may be ordered. In the past, families had often been separated when pre-removal detention was ordered: the adult family members would be detained and less coercive measures would apply to children. However, this practice ceased with the establishment of a special closed facility for families in **Vienna** (Zinnergasse) in 2011.

There are only a few reception facilities with more than 80 or 100 places, while most of the other larger facilities are run by NGOs in **Vienna**. Hostels and inns have between 20 and 40 places. As a consequence, single women are not always separated from single men, although there are separate toilets and showers. **Vienna** also has centres for victims of trafficking and LGBTI persons. Similarly, **Salzburg** also has a reception centre for single women and single parents, and one for LGBTI persons.

3. Reception of handicapped and seriously ill persons

3.1. Federal centres

Some places in facilities of the state or run by NGOs are reserved for traumatised or ill asylum seekers (*„Sonderbetreuungsbedarf“*). In the last years, the number of places for asylum seekers with disabilities or other special needs of care increased. There is one special care centres for people in need of special medical care at the federal level:

- ❖ The special care centre is located in **Graz Andritz** and has a maximum capacity of 100 persons;
- ❖ the centre in **Gallspach** with a capacity of 110 persons has been closed beginning of 2019

In addition, where necessary, persons with special needs are accommodated in separate rooms or houses in the Federal Reception Centre in **Traiskirchen** during the admissibility procedure.³⁹⁰ Special care centres for 25 persons in a barrier-free building (house 1) are provided in Traiskirchen.

³⁸⁷ Such as Caritas Styria, available in German at: <https://bit.ly/3aQs4yG>.

³⁸⁸ See e.g. Article 2 of the Basic Care Act Salzburg, Official Gazette Salzburg Nr 35/2007, 30 May 2007 or Official Gazette Upper Austria Nr. 15/2007, 15 February 2007.

³⁸⁹ FRA, *Monthly data collection: September 2016*, available at: <http://bit.ly/2k2wcko>, para 1.5.3.

³⁹⁰ Information provided by the Ministry of Interior, 26 January 2018.

The placement of a person in need of special care in one of the special care centres is determined on a case-by-case basis depending on the individual's health situation.

The special care centre of **Graz Andritz**, for example, offers quality medical care for patients in need of both regular or special care, e.g. persons with cancer, cardiovascular diseases, epileptics, diabetics, patients in rehab etc. This is due to the optimal accessibility of the Graz Country Hospital. It has a specially equipped doctor's station. In addition to medical staff, the care provider ORS is responsible for the care of the asylum seekers who are housed there, and also offers an operational manager, 22 social assistants as well as a trained clinical psychologist.

3.2. Centres at provincial level

Special care centres exist in different provinces:

Vorarlberg: has places for persons with need of special treatment in a nursing home and in facilities of NGOs like *Kolpinghaus*.

Lower Austria: There are some places in an emergency centre and 6 centres for severely traumatised unaccompanied children.

Tyrol: The Basic Care system does not offer special care places. The concerned persons are looked after by a Case & Care team in various accommodation facilities. The most common criteria for support from the Case & Care team are psychiatric, mental and physical conditions or disabilities.

Upper Austria: People who do not need special accommodation but have an increased need for care (e.g. dialysis patients) are housed exclusively in reception facilities of nonprofit organizations. Depending on the need for care, the "regular" daily rate increases up to €23. As of 9 March 2017, there were 252 people with special needs accommodated in Upper Austria.³⁹¹ Moreover, in April 2017, a total of 12,500 persons received Basic Care in Upper Austria. More recent information is not available.

The needs of ill, handicapped asylum seekers and asylum seekers with nursing care are not sufficiently met. There is no allowance to cover extra costs as long as nursing care is provided by relatives or friends. NGOs have to employ professionals if they offer places for asylum seekers with special – mainly medical – needs.

The daily rate of increased care varies in the federal provinces. Organisations providing reception receive a maximum €44 according to the number of hours of care provided per week. The need has to be assessed by a medical report. Caritas Styria has received several asylum-seekers with severe illnesses (cancer, handicap) but does not receive more than the regular daily rate of €19.

F. Information for asylum seekers and access to reception centres

1. Provision of information on reception

The information leaflets in the initial reception centre provide brief information on rights and obligations with regard to reception conditions, e.g. the possibility and obligation to visit a doctor, the possibility to contact UNHCR, the obligation to declare resources or sources of income, the restricted movement and

³⁹¹ Regional Court of Audit of Upper Austria: Flüchtlingshilfe – Grundversorgung, June 2017; available in German at: <https://bit.ly/2SyZLzZ>.

the meaning of the different documents (such as the green card). Information leaflets are available in most of the languages spoken by asylum seekers.

The residence restriction applicable since 1 November 2017 is notified in writing in all federal provinces. Asylum seekers are required to sign the notice (see [Freedom of Movement](#)). NGOs and private operators have produced information sheets in a wide range of languages. There have been a number of cases where asylum seekers have been sanctioned for violating their residence restrictions, including in cases where the concerned person was visiting friends in Vienna and did not change his or her residence. Apart from Vienna and Lower Austria, the residence restriction is of little relevance.

In the reception centres, asylum seekers are provided information about the house rules, as well as on their duties and the possible subsequent sanctions.³⁹² The house rules in the reception centres of **Styria**, for example, are available at the digital federal legal information system RIS (*Rechtsinformationssystem*).³⁹³ Information is either posted in the most common languages (e.g. English, Russian, French, Arabic, Farsi, Urdu, Serbian) or a paper containing brief written instructions has to be signed by the asylum seeker. In the states of **Lower Austria**,³⁹⁴ and **Salzburg**,³⁹⁵ a brochure, which is also available on the internet, describes the Basic Care system, although information is not up to date. In other provinces like **Vienna**, the information brochure contains the issues of the Basic Care system and contact details of NGOs providing information and advice.³⁹⁶ Advice from social workers is included in the reception provisions laid down by law. Social advisers visit reception centres on a regular basis, but have to fulfil at the same time administrative tasks such as handing over the monthly pocket money or the vouchers for clothes and school material. Organisations providing social advice usually also have departments for legal advice to asylum seekers.

Asylum seekers living in rented flats have to go to the offices of the social advice organisations. The current system of provision of information is not satisfactory, as there is only one social worker responsible for 170 asylum seekers. This means that the quality of the services provided by social workers is low in practice. Furthermore, there are considerable differences from one federal province to another: one social worker is responsible for 50 asylum seekers in Vorarlberg and for 70 asylum seekers in Vienna. Moreover, reception centres located in remote areas cannot be visited very often by social workers due to insufficient funding.

As a consequence, many volunteers and communities help asylum seekers, for example by sharing information via social networks.³⁹⁷ Although their number has reduced in recent years, volunteers are still active in 2019 and assist asylum seekers in various aspects. This includes providing German language lessons and conversation, explaining obligations and rights, helping with the family reunification procedure or helping to access housing or employment upon termination of the asylum procedure. Some initiatives organise petitions and press reports against deportations to Afghanistan and other countries.³⁹⁸

³⁹² Stmk. Grundversorgungsgesetz-Durchführungsverordnung, available in German at: <https://bit.ly/2CfJ2rs>.

³⁹³ House rules of the reception centre of Styria, available in German at: <https://bit.ly/3cvM23j>.

³⁹⁴ City of Vienna, *Grundversorgung Wien*, available at: <http://bit.ly/1YqTAVV>. The Basic Care brochure for Lower Austria is available in 16 languages.

³⁹⁵ Province of Salzburg, *Grundversorgung*; available at <http://bit.ly/1UKUkol>.

³⁹⁶ Fonds Soziales Wien, *Wiener Grundversorgung. Die Beratungsstellen*, available at: <http://bit.ly/1cz0cQP>.

³⁹⁷ E.g. information about accommodation: <http://asylwohnung.at/faq/>.

³⁹⁸ See for example: NGO fairness asyl, available at: <http://www.fairness-asyl.at/>; Plattform #sichersein, available at: <https://www.sichersein.at/>.

2. Access to reception centres by third parties

Indicators: Access to Reception Centres

1. Do family members, legal advisers, UNHCR and/or NGOs have access to reception centres?

Yes

With limitations

No

UNHCR has unrestricted access to all reception centres. In the initial reception centres, access of legal advisers and NGOs to the reception buildings is not allowed, based on the argument that it would disrupt the private life of other asylum seekers. This restriction is laid down in a regulation introduced by the Minister of Interior ("*Betreuungseinrichtung-Betreuungsverordnung*") intending to secure order and preventing assaults to life, health or freedom and protecting the facility.³⁹⁹

The restriction of access to the facilities does not apply to lawyers or legal representatives. Family members may meet their relatives in the visitors' room, and legal advisers and NGOs in the premises of the BFA. In the federal provinces, NGOs with a contract for providing advice in social matters have access to the reception centres, while other NGOs have to ask for permission, sometimes on a case-by-case basis.

Asylum seekers living in reception centres located in remote areas usually have difficulties to contact NGOs, as they have to pay for public transportation on their own (their pocket money amounts to €40 per month). Travel costs for meetings with the appointed legal adviser should be paid by the organisations that provide legal advice, i.e. by VMÖ and ARGE Rechtsberatung. In the majority of cases, asylum seekers are only reimbursed by the organisations for one journey to meet their appointed legal adviser.

G. Differential treatment of specific nationalities in reception

Basic Care is provided until the final decision is made, and if the decision is negative until the departure or deportation. Authorities in **Lower Austria** requested asylum seekers who had received a final negative decision but had not left the country and lived in private accommodation, to move to a state organised asylum accommodation, without the possibility to legally challenge this request. If they refused to do so, their social benefits would be cut. The official press release of the responsible provincial member of parliament of the Freedom Party in April 2018 stated that the aim of this measure was to ensure a "noticeable break in living conditions" as a consequence of non-participation in the return.⁴⁰⁰

Asylum seekers who have not complied voluntarily within the 14-day deadline will receive an order from the BFA to go to a return center. Currently, there is a center at the airport in **Vienna / Schwechat** as well as in **Tyrol / Fieberbrunn** and both centers are run by the Ministry of the Interior. Increased return counseling are carried out in these centers. The establishment of the BBU will further increase return counseling.

For asylum seekers whose application has been rejected and for whom the appeal has no suspensive effect, the right to basic care was removed during the appeal proceedings (see [Criteria and Restrictions to Access Reception Conditions](#)). Asylum seekers from safe countries of origin are particularly affected by this restriction. If an asylum seeker participates to the voluntary return, the entitlement to the Basic Care will be granted until the departure.

³⁹⁹ BGBl. II Nr. 2005/2 and 2008/146.

⁴⁰⁰ Freiheitlicher Klub im Landtag, „Illegalen-Lüge in NÖ – Landesrat Waldhäusl zieht die Konsequenzen“, 27 April 2018, available in German at: <https://bit.ly/3343CY5>.

Detention of Asylum Seekers

A. General

Indicators: General Information on Detention

1. Total number of persons detained in 2019:	4,849
2. Number of persons in detention as of 31 July 2019:	323
3. Number of detention centres:	9
4. Total capacity of detention centres:	Not available

A total of 4,849 persons were detained throughout 2019.⁴⁰¹ According to NGOs, detention of asylum seekers was ordered rarely.

There are 4 main detention centres currently operating in Austria: Vordernberg, Styria; Police Apprehension Centres (PAZ) Vienna Hernalser Gürtel, PAZ Vienna Rossauer Lände and Familienunterbringung Vienna Zinnergasse.

There are 11 smaller Detention Centres (PAZ) under the responsibility of the police – Bludenz, Eisenstadt, Graz, Innsbruck, Klagenfurt, Linz, Salzburg, St Pölten, Villach, Wels and Wiener Neustadt – that are used for short term arrests. In most cases, detainees are transferred to the main centres after an average of 7 days.

The answer to a parliamentary request demonstrated that it is not possible to assess the total capacity of detention centres, as most of them are used for different measures (e.g. administrative and penal detention). Only the detention centre (*Anhaltezentrum* – AHZ) Vordernberg in Styria and PAZ Hernalser Gürtel and PAZ Roßauer Lände are designated for the sole purpose of pre-removal detention. The maximum total capacity of these three centres amounts to 466.⁴⁰²

In practice, asylum seekers are subject to detention mainly under Dublin procedures. Persons who submit a follow-up asylum application are detained as well. If a person applies for asylum while in detention, he or she may be detained during the admissibility procedure.

When asylum seekers are detained, the personal interview examining their application is held in the detention centre. Interpreters are present and legal representatives have to be summoned to the interview. The BFA may also order to bring the asylum seeker to the BFA for the interview. A person of confidence has the right to be present at the interview of an asylum seeker. If the asylum application is processed as an inadmissible application a legal advisor has to counsel the asylum seeker before the interview and has to be present at the interview.

⁴⁰¹ BFA, Annual report 2019 (factsheet), available in German at: <https://bit.ly/2TChJQZ>

⁴⁰² Ministry of Interior, Answer to parliamentary request 4023AB / XXVI. GP, 16 September 2019, available in German at: <https://bit.ly/2TJPZtV>.

B. Legal framework of detention

1. Grounds for detention

Indicators: Grounds for Detention

1. In practice, are most asylum seekers detained
 - ❖ on the territory: Yes No
 - ❖ at the border: Yes No
2. Are asylum seekers detained in practice during the Dublin procedure?
 Frequently Rarely Never
3. Are asylum seekers detained during a regular procedure in practice?
 Frequently Rarely Never

Asylum seekers who apply for international protection at the police may be detained for up to 48 hours, without a detention order for safeguarding the first steps of the procedure and a security check.

The detention of asylum seekers is regulated by the Aliens Police Act (FPG), which has been amended several times to specify the grounds for detention. The last amendment entered into force on 1 September 2018. Detention may be ordered by the BFA to secure a return procedure, for example if a “risk of absconding” exists and detention is proportionate. Furthermore, the FPG allows detention according to the Dublin III Regulation.

Since September 2018 asylum seekers can further be detained if they are considered as a threat to the public order or security. The recast Article 76 (2) FPG states: “Detention may only be ordered to enable the issuing of a measure terminating residence, provided that detention is appropriate and that the foreigner’s stay endangers public order or security in accordance with Article 67, and that there is a risk of absconding.”

Article 76 FPG defines the “risk of absconding” on the basis of a number of wide-ranging criteria, namely whether:⁴⁰³

1. The person has avoided or hampered a deportation order;
 - 1a. The person has not complied with the obligation to obtain a travel document for his or her removal;⁴⁰⁴
2. The person has violated a travel ban;
3. An enforceable expulsion order exists and the person has absconded during the asylum procedure or during the removal procedure;
4. The person makes a subsequent application without right to remain;
5. The person is in pre-deportation detention at the time he or she lodges the application;
6. It is likely that another country is responsible under the Dublin Regulation, namely as the person has lodged multiple applications, tried to travel to another member state, or it can be assumed that, based on past behaviour he or she intends to travel on to another member state;
7. The person does not comply with alternatives to detention;
8. The person does not comply with residence restrictions, reporting duties and designated accommodation or similar instructions;⁴⁰⁵
9. There is a sufficient link with Austria such as family relations, sufficient resources or secured residence.

⁴⁰³ Article 76(3) FPG.

⁴⁰⁴ Article 76(3)(1a) FPG, in force as of 1 November 2017, citing Article 46(2)-(2a) FPG.

⁴⁰⁵ Article 76(3)(8) FPG, in force as of 1 November 2017.

The FPG does not refer to a “serious” risk of absconding in line with Article 28(2) of the Dublin III Regulation. However, the long list of criteria in Article 76(3) is non-exhaustive, thereby unduly granting the authorities the discretion to identify a “risk of absconding” and to proceed to detention.

So far, it is difficult to assess the practice of the authorities with regard to the use of detention grounds, as the official statistics do not distinguish between the different detention grounds.

Arrest (i.e. detention without official order) is almost systematic during the 72 hours preceding the transfer of an asylum applicant to the responsible Member State under the Dublin Regulation.

In the detention centres of **Vordernberg** and **Vienna**, the numbers of detentions have doubled in 2017 and have further increased in 2018.⁴⁰⁶ Observations from NGOs in 2019 show that the number of EU citizens from Eastern Europe (e.g. Slovakia, Hungary) held in detention centres have grown significantly over the past years.

2. Alternatives to detention

Indicators: Alternatives to Detention

1. Which alternatives to detention have been laid down in the law? Reporting duties
 Surrendering documents
 Financial guarantee
 Residence restrictions
 Other
2. Are alternatives to detention used in practice? Yes No

According to Article 76 FPG, the principle of necessity has to be taken into account. Detention has to be necessary to reach one of the stated objectives.⁴⁰⁷ When examining the proportionality of detention, criminal offences committed by the applicant are taken into account to assess whether the public interest is affected by the seriousness of the offences. Similarly, the authorities must assess whether the public interest in speedy deportation overrides the personal liberty of the individual.⁴⁰⁸ Proportionality means to weight or balance the interests between the public interest of securing the procedure (i.e. mainly in the context of deportations) and the right to liberty of the individual.

The BFA must review the proportionality of detention every 4 weeks.⁴⁰⁹ Proportionality is also a constitutional principle applicable to all administrative procedures and therefore also to asylum and return proceedings. This has been confirmed by the jurisprudence of the VwGH⁴¹⁰ and the Constitutional Court (VfGH).⁴¹¹

Alternative measures must be applied as much as possible. An individualised examination is foreseen by the FPG, but in practice less coercive measures are often regarded by the authorities as not sufficient to secure the return procedure or expulsion.

Article 77(3) FPG enumerates three alternatives to detention: (a) reporting obligations; (b) the obligation to take up residence in a certain place and (c) the deposit of a financial guarantee. Details about the deposit and amount of the financial guarantee are regulated by the Ordinance Implementing the Aliens Police Act (FPG-DV). This amount must be determined in each individual case and must be

⁴⁰⁶ Ministry of Interior, Answer to a parliamentary request, 15 November 2018, available in German at: <https://bit.ly/2tPKUm6>.

⁴⁰⁷ Article 76(2) FPG.

⁴⁰⁸ Article 76(2a) FPG, in force as of 1 November 2017, citing Articles 2 and 28 Dublin III Regulation.

⁴⁰⁹ Article 80(6) FPG.

⁴¹⁰ VwGH, Decision Ra 2013/21/0008, 2 August 2013.

⁴¹¹ See e.g. VfGH, Decision B1447/10, 20 September 2011.

proportionate.⁴¹² The law specifies a maximum of €1,717.46 for financial guarantees (2 x €858,73). The measure is not usually applied in practice, however.⁴¹³ Recent observations confirmed that this was still the case in 2019.

Alternatives to detention are applied in open centres, in regular reception facilities, in facilities rented by the police or property of NGOs, as well as in private accommodations of the person to be deported. If an alternative to detention is ordered, asylum seekers have reporting duties. This includes presenting themselves to the police offices of the Federal Police Directorates every day or every second day. If reporting obligations or the obligation to take up residence in a certain accommodation facility are violated, the person can be detained.⁴¹⁴

The duration of alternative measures is limited. Asylum seekers benefiting from an alternative to detention are not entitled to Basic Care, although necessary medical treatment(s) must always be guaranteed. These costs may be paid by the BFA. Asylum seekers may also receive free emergency medical treatment in hospitals.

However, in practice, alternatives to detention are very rarely used. Alternatives to detention were applied only in approximately 270 cases per year between 2016 and 2018.⁴¹⁵ Information for the year 2019 is not available.

In **Vienna Zinnergasse**, alternatives to detention are provided for vulnerable persons, especially for families. However, families are detained 72 hours prior to their removal and other vulnerable persons (e.g. people with mental illnesses) are detained in regular detention facilities, unless a psychiatrist certifies that this is not appropriate.

3. Detention of vulnerable applicants

Indicators: Detention of Vulnerable Applicants

1. Are unaccompanied asylum-seeking children detained in practice?
 Frequently Rarely Never
- ❖ If frequently or rarely, are they only detained in border/transit zones? Yes No
2. Are asylum seeking children in families detained in practice?
 Frequently Rarely Never

Children under the age of 14 cannot be detained. Therefore, families with young children are confined for 72 hours prior to their forced return. In general, children over the age of 14 should not be detained and alternatives to detention should apply for minors over the age of 14.⁴¹⁶ Between 2016 and 2018, an average of 26 minors aged between 16 and 18 years old were detained per year.⁴¹⁷ In 2018, 27 minors aged between 16 and 18 years old were detained, out of which 25 were male and 2 were female.⁴¹⁸ More recent statistics are not available.

In 2014, the Federal Administrative Court found the detention order for an asylum seeker from Afghanistan who claimed to be 16 years old to be unlawful. The decision of the BFA was based on the improper

⁴¹² Article 13 FPG-DV.

⁴¹³ EMN, *The use of detention and alternatives to detention in the context of immigration policies in Austria*, July 2014, available at: <http://bit.ly/1Mo6zDs>, 17.

⁴¹⁴ Article 77(4) FPG.

⁴¹⁵ Ministry of Interior, Parliamentary request, 9 September 2018, available in German at: <https://bit.ly/2SGqZQr>.

⁴¹⁶ Article 77(1) FPG.

⁴¹⁷ Ministry of Interior, Answer to parliamentary request, 15 November 2018, available in German at: <https://bit.ly/2tPKUm6>.

⁴¹⁸ Ministry of Interior, Answer to parliamentary request, No 2633/AB, 21 March 2019.

opinion of the medical officer according to which he was between 18 and 22 years of age and therefore not treated as a child.⁴¹⁹

In the case of a child who was arrested by the police and taken to the **Zinnergasse** centre, the age examinations carried out by the public medical officer resulted in setting an age of 18 years with a fluctuation range of 2 years. The minor was transferred to the detention centre, applied for asylum and authorised Diakonie to act as his legal representative. However, the complaint against detention was dismissed in August 2016, arguing that he could not give power of attorney as a minor.⁴²⁰ Given that deportation (*Schubhaft*) was ordered before his application for asylum had been submitted, his legal representative for all further proceedings before the BFA and the Federal Administrative Court were the youth welfare agencies. However, the latter did not wish to join the complaint lodged by Diakonie.

4. Duration of detention

Indicators: Duration of Detention

1. What is the maximum detention period set in the law (incl. extensions):	18 months
2. In practice, how long in average are asylum seekers detained?	28.9 days

Detention should be as short as possible,⁴²¹ and cannot exceed 6 months for adults,⁴²² and 3 months for children over the age of 14.⁴²³ Prior to November 2017, these maximum time limits were 4 months and 2 months respectively. There is also a possibility to exceptionally extend these periods for up to 18 months, e.g. when the identity or citizenship cannot be verified or when the foreigner resisted against police force in the context of deportation.⁴²⁴ As regards asylum seekers, detention should generally not last longer than 4 weeks following the final decision on the application.⁴²⁵

Figures on the average duration of detention of asylum seekers in general are not available. In 2019, however, the average time of a person kept in detention centre was 28.9 days.⁴²⁶

Asylum seekers falling under the Dublin procedure are often detained immediately after lodging their application and may be kept in detention until they are transferred to the responsible Member State. In Dublin cases, detention may last for some weeks, as suspensive effect of the appeal is hardly ever granted and the transfer can be affected while their appeal is still pending.

⁴¹⁹ BVwG, Decision W191 2011159-1, 27 August 2014, available at: <http://bit.ly/1ALJF7Q>.

⁴²⁰ BVwG, Decision W117 2131589-1, 10 August 2016, available at: <http://bit.ly/2lnqwlZ>.

⁴²¹ Article 80(1) FPG.

⁴²² Article 80(2)(2) FPG.

⁴²³ Article 80(2)(1) FPG.

⁴²⁴ Article 80(4) FPG.

⁴²⁵ Article 80(5) FPG.

⁴²⁶ Ministry of Interior, Answer to a parliamentary request 4023/AB XXVI GP, 16 August 2019, available in German at: <https://bit.ly/39jKNIW>.

C. Detention conditions

1. Place of detention

Indicators: Place of Detention

1. Does the law allow for asylum seekers to be detained in prisons for the purpose of the asylum procedure (i.e. not as a result of criminal charges)? Yes No
2. If so, are asylum seekers ever detained in practice in prisons for the purpose of the asylum procedure? Yes No

Statistics on the number of detainees in 2019 were not available at the time of writing. The detention centres operating in 2018 were as follows:

Number of detainees in the main detention centres			
Centre	Male	Female	Minors aged 16-18 years old
Vordernberg Immigration Detention Centre	1,664	–	3
Vienna Roßauer Lände	980	432	4
Vienna Hernalser Gürtel	3,844	102	23
Zinnergasse	4	1	1

Source: Answer to parliamentary request, No 2633/AB, 21 March 2019.

Furthermore, other police facilities (PAZ) that have previously been used as detention places are now used for arrest for a period not exceeding 7 days. Following table provides an overview of their activities, although the numbers are often overestimated as the same person might have been detained in different PAZ facilities.

Number of arrested persons in the different police facilities (PAZ)		
Centre	Male	Female
PAZ Bludenz	101	8
PAZ Eisenstadt	29	1
PAZ Graz	124	10
PAZ Innsbruck	538	29
PAZ Klagenfurt	494	37
PAZ Linz	204	9
PAZ Salzburg	816	54
PAZ St. Pölten	26	-
PAZ Villach	330	23
PAZ Wels	38	4

Source: Answer to parliamentary request, No 2633/AB, 21 March 2019.

The detention centre in **Vordernberg**, established in January 2014, allows detainees to stay outside their cell during the day. The facility is run by a private security company called G4S. Concerns about the division of tasks and accountability between the public security service and this private company have

been raised.⁴²⁷ The Minister of Interior explained in response to a parliamentary request that G4S's task is to assist the police.⁴²⁸ According to a report of "Der Standard", a series of trainings, including 36 hours dedicated to human rights, have been organised for the staff of the centre.⁴²⁹

Back in 2015, the Federal Government had planned to set up a "competence centre" of 250 detention places in **Vordernberg** with the aim to improve and ensure efficiency of aliens police measures, especially deportation. This plan was abandoned, however, due to high costs, the bad location of the centre and the low occupancy rate, as confirmed by a 2016 report of the Court of Auditors. The latter had thus recommended a new approach to the detention system.⁴³⁰

Women or unaccompanied children aged more than 14 years old are detained in separate cells in practice. Moreover, some detention centres are particularly adapted to vulnerable persons. This is the case of the detention centres in Vienna, **Roßauer Lände**, which has a playground within the building. Similarly, the detention centre in Vienna **Zinnergasse** is equipped for families with children and unaccompanied children. There are further twelve family apartments in which families are detained for a maximum of 48 hours after having been informed of their deportation date. Moreover, one floor of the same building is used for less coercive measures and has 17 housing units, one of which is adapted to disabled persons. Detainees are allowed to leave the centre during the day.⁴³¹

At the **Vienna Schwechat Airport**, the initial reception centre is under the responsibility of the border police. Caritas Vienna had a contract to provide care for asylum seekers waiting for transfer to **Traiskirchen** or for the final decision on their application. The contract was not prolonged in 2017 and ORS, the company contracted by the Ministry of Interior to provide care to asylum seekers, now provides care at the airport.⁴³²

2. Conditions in detention facilities

Indicators: Conditions in Detention Facilities

- | | | |
|---|---|--|
| 1. Do detainees have access to health care in practice? | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| ❖ If yes, is it limited to emergency health care? | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> No |

There were still important differences between the different detention facilities in 2019. While no major dysfunction or maladministration was reported in **Vordernberg**, there have been only few positive developments in the two major **Viennese** detention facilities. Of particular concern is the fact that people are still being detained in cells during the day, instead of open areas.

⁴²⁷ Der Standard, *Securitys auf Rundgang in der neuen Schubhaft*, 2 April 2014, available at: <http://bit.ly/1dgpJ1Y>.

⁴²⁸ In her answer to the parliamentary request 11/AB XXV. GP from 30 December 2013, Minister Mikl-Leitner described the tasks of G4S as follows: "Verwaltungshelfer, die keine hoheitlichen Handlungsbefugnisse haben, sondern nur unterstützend für die Behörde tätig werden. Es liegt zwar eine Aufgaben-, jedoch keine Verantwortungsteilung vor. Die Bediensteten haben daher die im Rahmen der Schubhaft erforderlichen technisch-humanitären Hilfsdienste in Unterordnung und nach Weisung der Behörde und der dieser beigegebenen Organe des öffentlichen Sicherheitsdienstes zu erledigen." ("Administration assistants do not have powers of a public authority but have a supporting role for the authority. Tasks are shared, but not responsibility. Therefore the employees have to supply in the context of detention the necessary technical-humanitarian help in subordination to the authority and under the instruction of the public security authorities.")

⁴²⁹ Der Standard, *Securitys auf Rundgang in der neuen Schubhaft (Security on tour in the new detention centre)*, 2 April 2014, available at: <http://bit.ly/1dgpJ1Y>.

⁴³⁰ Court of Auditors, *Vollzug der Schubhaft mit Schwerpunkt Anhaltezentrum Vordernberg*, 2016/22, available at: <http://bit.ly/2kNGiKi>.

⁴³¹ Sonja Jell, 'Alternative zur Schubhaft', *Öffentliche Sicherheit* 5-6/12, available at: <http://bit.ly/2kLKVq>.

⁴³² Der Standard, 'Aus für Caritas-Flüchtlingsbetreuung am Flughafen', 13 January 2017, available in German at: <http://bit.ly/2kmxmsn>.

Although social counselling is not foreseen in practice, the information leaflet provided to detainees mentions that activities take place in the centre such as “social counselling”. NGOs receive funding under AMIF to provide advice on voluntary return in detention centres. VMÖ provides such advice in the detention centres in Vienna, **Vordernberg**. VMÖ is present in detention centres on a regular basis. Furthermore, asylum seekers and other foreigners subject to a removal order are visited by the appointed legal adviser, to assist with the appeal against the rejection of the asylum application, removal order or complaints against the detention order. UNHCR is not regularly present in detention centres.

The Austrian Ombudsman Board (AOB) has been responsible for protecting and promoting human rights in the Republic of Austria since 1 July 2012; and to further provide figures as the Austrian National Preventive Mechanism (NPM). In 2017, the NPM Commissions conducted 21 visits, including to police detention centres, the **Vordernberg** detention centre, the **Eisenstadt** competence centre and the **Zinnergasse** family shelter. In 2018 the NPM published a report in which it criticised the detention conditions in police detention centres.⁴³³ In its report, the NPM made several recommendations on the detention in single cells and specially secured cells, on the detention of persons awaiting their forced return in open centres, as well as on visiting rules and visiting hours. The NPM found that the recommendations of May 2016 had not been fully implemented in 2017. More recent visits have not been conducted by the NPM, however.

Medical treatment is provided in all detention centres by medical staff. Special treatment may be organised by transferring detainees to hospitals. In the detention centres in Vienna, psychiatric treatment is provided. In Vienna, detainees on hunger strike may be transferred to the medical station of the prison, but forced feeding is not allowed. In case there is a high probability of a health risk due to hunger strike, asylum seekers are usually released from detention. Detainees on hunger strike should only be placed in isolation if the necessary medical treatment cannot be provided at the open detention center. In **Vordernberg**, there are two types of doctors: doctors who work alongside police authorities and help determining whether detention can be continued or not, and regular doctors who only provide care to the detainees. The system of having different doctors should be extended to other detention facilities, but is not applied in practice yet. The AOB (NPM) has further criticised the fact that medical treatment is not provided immediately in cases of mental illness or suicide risk.

As of March 2020, there was still no mechanism to identify vulnerable people in detention centres, which is a serious issue that was also highlighted by the mission report of the OHCHR in October 2018.⁴³⁴ The conditions in the detention centres in **Vienna Hernalser Gürtel** and **Vienna Rossauer Lände** are particularly inappropriate, due to structural dysfunctions and cases of maladministration. In June 2019, a Hungarian detainee died in detention centre Vienna Rossauer Lände centre. He was 58 years old and in a critical health situation. Criminal proceedings against the officials and doctors employed in the detention centre have been initiated and further aim to determine whether the circumstances of detention were lawful or not.⁴³⁵ Decisions are expected to be issued in 2020.⁴³⁶

In its 2017 Annual Report that was published in 2018, the AOB formulated a list of recommendations necessary for the improvement of the detention facilities, which include *inter alia* the necessity of establishing single cells, providing adequate access to medical care, ensuring adequate detention conditions (e.g. natural light, ventilation, hygienic measures, visits etc.)⁴³⁷ These recommendations have not been implemented in 2019, however.

⁴³³ AOB, Annual Report 2017, available at: <https://bit.ly/2SLaenu>.

⁴³⁴ OHCHR, Report of mission to Austria focusing on the human rights situation of migrants, particularly in the context of return, October 2018, <https://bit.ly/2TfscSi>.

⁴³⁵ Der Standard, ‘Todesfall in Schubhaftzentrum: Diakonie will Aufklärung’, 13 June 2019, available in German at: <https://bit.ly/2vCoPvR>.

⁴³⁶ Ministry of Interior, Answer to a parliamentary request, 460AB/XXVII. GP, 28 February 2020, available in German at: <https://bit.ly/3b2ld5w>.

⁴³⁷ AOB, Annual Report 2017, available at: <https://bit.ly/2SLaenu>.

3. Access to detention facilities

Indicators: Access to Detention Facilities

- | | | | |
|--|---|---|-----------------------------|
| 1. Is access to detention centres allowed to | | | |
| ❖ Lawyers: | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> Limited | <input type="checkbox"/> No |
| ❖ NGOs: | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> Limited | <input type="checkbox"/> No |
| ❖ UNHCR: | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> Limited | <input type="checkbox"/> No |
| ❖ Family members: | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> Limited | <input type="checkbox"/> No |

UNHCR has access to asylum seekers without restrictions, while lawyers can visit their clients during working hours in a special visitor room. NGOs have access if they have obtained authorisation to act as legal representative of the detainee, which is obtained without delay in practice.

Other visitors such as relatives or friends have restricted possibilities to visit. Visits have to be allowed by the police for at least 30 minutes per week. In addition, restrictions may be imposed to detainees who are separated from other detainees and are put in security cells due to their behaviour, such as suicide attempts, hunger strike or violence. Visiting hours are limited to the weekend and early evening hours, and direct contact is not possible as the visit takes place in a room where the asylum seeker is separated from the visitor by a glass window. In the centre of **Vordernberg**, direct contact is made possible because of the presence of video cameras. Visits of media or politicians are usually not permitted. This centre has been presented to the public as an example of improvement of Austria's return policy.

Representatives of the churches have agreements with the police to visit detainees on a regular basis.

D. Procedural safeguards

1. Judicial review of the detention order

Indicators: Judicial Review of Detention

- | | | |
|---|---|-----------------------------|
| 1. Is there an automatic review of the lawfulness of detention? | <input checked="" type="checkbox"/> Yes | <input type="checkbox"/> No |
| 2. If yes, at what interval is the detention order reviewed? ⁴³⁸ | 4 months, then 4 weeks | |

When a person is placed in detention, they must receive a written decision relating to their individual situation and circumstances and the grounds for detention.⁴³⁹ The main parts of such a decision, which are the decision of detention and the information on the right to appeal, have to be in a language the asylum applicant is able to understand. In each case, the detained asylum applicant is appointed a legal adviser provided by the state.

Detention is ordered by the BFA. The BFA has to review the lawfulness of detention every 4 weeks. After 4 months, the Federal Administrative Court (BVwG) must review the lawfulness of detention *ex officio*.

There is a possibility to submit an appeal to the BVwG against a detention order, which is not subject to any time limits. The BVwG has to decide on the lawfulness of the detention order on the basis of the appeal of the asylum seeker and must determine whether reasons for continuation of detention existed at the time of the decision.

⁴³⁸ This refers to judicial review of detention conducted by the BVwG. The BFA reviews detention every 4 weeks.
⁴³⁹ Article 76(3) FPG.

The Court must decide within 7 calendar days in cases where a person is still detained, and within 6 months in cases where the person is no longer detained (which is the general time limit for decisions in administrative procedures).⁴⁴⁰

If the detention or its duration are recognised as unlawful, the asylum applicant is entitled to a financial compensation of €100 for each unlawful day in detention. In case the appeal is rejected, there is a possibility to submit an appeal to the VwGH and to the VfGH. However, if the Federal Administrative Court (BVwG) rules on an appeal and finds that the detention order was lawful and that, at the time of the decision of the court, there is still the need to continue detention, the detained person lacks any possibility to contest this decision as unlawful.⁴⁴¹

Since the implementation of the Return Directive, legal safeguards for persons in detention have improved. Nevertheless, judicial review *ex officio* after 4 months does not seem to be systematic in practice. NGOs also consider that one of the organisations contracted by the Ministry of Interior for providing free legal assistance, VMÖ, is not qualified for challenging the legality of detention regularly. The organisation has contracts with the Ministry of Interior for advice on voluntary return and for Dublin returns as well, which seems to be in conflict with the task of legal advisers. Information provided in the federal digital information service (RIS) show that in 2019, around 200 appeals were lodged by ARGE Rechtsberatung compared to only 34 appeals lodged by VMÖ.⁴⁴² This being said, a few lawyers have successfully challenged detention orders.

2. Legal assistance for review of detention

Indicators: Legal Assistance for Review of Detention

1. Does the law provide for access to free legal assistance for the review of detention?
 Yes No
2. Do asylum seekers have effective access to free legal assistance in practice?
 Yes No

The detained asylum applicant is appointed a legal adviser provided by the state, either from the organisation ARGE Rechtsberatung or VMÖ, which closely co-operates with the Ministry of Interior. The law contains only the obligation for the legal adviser to take part in hearings and to represent the asylum applicant, if the person so requests.⁴⁴³ This was also underlined in a ruling of the Supreme Administrative Court, which concluded that the legal provision according to which lawyers have to attend the oral proceedings at the request of the foreigner "can only be understood as meaning that the lawyer's participation in the hearing must be" on behalf of the applicant", and thus has to act as a representative.⁴⁴⁴

A legal adviser shall be appointed according to Articles 51-52 BFA-VG in return procedures, detention and apprehension orders.⁴⁴⁵ However, the right to receive legal advice for people benefiting from alternatives to imprisonment was abolished on 1 January 2014.

The funding allocated to each case is not sufficient (€200.55 per case), and the two legal aid organisations have a different understanding of what their role is with regard to providing legal advice to detainees. The organisation VMÖ works closely with the Ministry of Interior and thus avoids conflicts with the

⁴⁴⁰ Article 22a(3) BFA-VG.

⁴⁴¹ VfGH, Decision E4/2014-11, 26 June 2014.

⁴⁴² Rechtsinformationssystem, available in German at: <https://www.ris.bka.gv.at/>.

⁴⁴³ Article 52(2) BVA-VG.

⁴⁴⁴ VwGH, Decision No Ra 2016/21/0152, 23 February 2017.

⁴⁴⁵ VfGH, Decision E4/2014-11, 26 June 2014.

authorities.⁴⁴⁶ As discussed above, this organisation also receives funding from the Ministry of Interior for providing assistance to authorities in Dublin proceedings and in cases of voluntary return.

This has resulted in situations undermining asylum seekers' right to appeal. VMÖ staff responsible for the "preparation for return in detention" advised asylum seekers, who were legally represented by legal advisers of Diakonie, to withdraw their right to appeal against a Dublin decision without the consent or involvement of the legal representative from Diakonie. The question whether the appeal was submitted or not was ruled by the Constitutional Court.⁴⁴⁷ NGOs in Austria suspect that detainees were not fully informed about the possibility of legal representation by VMÖ and that this organisation refuses to represent the detainees (whereas the legal adviser should write an appeal against the detention order if the detention order appears to be unlawful). ARGE Rechtsberatung, on the contrary, is committed to the safeguard of the human rights of detainees and has successfully appealed detention orders.

Legal advisers can meet their clients in the visitors' room during office hours. Appointed legal advisers have to arrange for an interpreter. As their service is included in the lump sum for legal advice, it can be assumed that interpreters are not always present.

Moreover, asylum seekers are usually detained during the admissibility procedure. Member states requested to take back or take charge an application have to respond to the request within one month, in accordance with the Dublin Regulation. As a result, asylum seekers may face difficulties to obtain effective legal assistance and/or may fail to appeal the inadmissibility decision within two weeks. Detained asylum seekers may face more difficulties to appeal a rejection of their application if they know that the appointed legal adviser will not assist them to write an appeal. Within the short time limit of two weeks for the appeal, it is thus difficult to obtain effective legal assistance.

E. Differential treatment of specific nationalities in detention

No differential treatment on the basis of nationality has been reported.

⁴⁴⁶ Edith Meinhart: Mr. Gongo. Profil 40, October 2007.

⁴⁴⁷ VwGH U1286/2013, 12 March 2014. The asylum seeker from Afghanistan had already experienced 18 months detention in Hungary. When he received the decision to send him back to Hungary he signed a form in which he declared that he will not submit an appeal against the Dublin decision. The following day he gave power of attorney to his legal adviser from Diakonie refugee service and wanted to have the decision appealed. The Asylum Court ruled that the appeal is inadmissible. The Constitutional Court declared that legal counselling has to include all aspects of the administrative procedure and the procedure at the Asylum Court including the submitting of an appeal. The asylum seeker has to be informed about the withdrawal of the right to appeal by the appointed legal adviser. The employee of Verein Menschenrechte Österreich who prepares detainees for the return had no legitimacy to give legal advice. See also VfGH, Decision U489/2013, 26 February 2014.

Content of International Protection

A. Status and residence

1. Residence permit

Indicators: Residence Permit

- | | |
|--|------------------------------|
| 1. What is the duration of residence permits granted to beneficiaries of protection? | |
| ❖ Refugee status | 3 years |
| ❖ Subsidiary protection | 1 year, renewable by 2 years |
| ❖ Humanitarian protection | 1 year |

Persons who are recognised as **refugees** in Austria obtain a residence permit valid for three years.⁴⁴⁸ If the situation in the country of origin hasn't changed and the protection status it thus necessary, it is prolonged to an unlimited residence permit *ex officio*. If the country of origin information (COI) indicates that the refugee may return safely, the **Cessation** procedure may start.⁴⁴⁹

Persons with **subsidiary protection** status get a residence permit valid for one year.⁴⁵⁰ Renewal of the residence permit has to be applied for at the BFA. If protection needs continue to exist, the residence permit is prolonged for two additional years.⁴⁵¹

The renewal of residence permits can take time, but the right to remain exists until the BFA decides on an application for renewal. The subsidiary protection status used to be prolonged without conducting in an interview, but this practise has changed in 2018. As the BFA is now paying particular attention to withdrawal procedures, renewal proceedings are lengthy and often result in a negative decision. The lack of valid documentation pending renewal further has a negative impact on access to housing and the labour market. The renewal has to be applied before the right to remain expires, but should not be applied more than three months before that date. If the application is not submitted in time, the stay becomes illegal. This may result in a longer waiting period for the long-term residence permit.

2. Civil registration

Registration of childbirth takes place at the district administrative or municipal authority. This is done directly by state hospitals as soon as a child is born. If the parents of the new-born are not married, or if the husband is not the father, an affidavit is required from the biological father to recognise paternity. Both parents are given joint custody of the child if they are married; if not, custody is granted to the mother unless the parents decide on joint custody.

As regards marriage registration, the Register must determine the capacity of the future spouses to enter into marriage during a hearing, on the basis of the documents submitted. These include: an official identification document with a photograph; a document equivalent to a copy of the birth certificate; and proof of citizenship. An affidavit may be given if the person cannot provide these documents. Practice varies between local Registers, with some demanding all the aforementioned documents while others are more flexible.

Civil registration in Austria is necessary for people to have access to health insurance, child and family allowances and other social rights. In addition, the family allowance is granted only after asylum has been granted to the baby. This procedure may take several months.

⁴⁴⁸ Article 3(4) AsylG.

⁴⁴⁹ *Ibid.*

⁴⁵⁰ Article 8(4) AsylG.

⁴⁵¹ *Ibid.*

3. Long-term residence

Indicators: Long-Term Residence

1. Number of long-term residence permits issued to beneficiaries in 2019:	1,193
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Long-term resident status for third-country nationals is called “*Daueraufenthalt EU*”.

To obtain it, a beneficiary of international protection must fulfil the following conditions:

- ❖ Lawful residence in Austria for the last 5 years preceding the application for international protection. Half of the period between the application for international protection and the awarding of the refugee status or subsidiary protection is counted for the five year period. When the duration of the asylum procedure, was longer than 18 months, the whole period is counted.⁴⁵²
- ❖ Successful completion of “Module 2” of the so-called agreement on integration (“*Integrationsvereinbarung*”), entailing knowledge of German at B1 level.
- ❖ General requirements for obtaining a residence permit, namely:
 - A regular income of €933 or more if the cost of rent is higher than €295 for a single person in 2019;
 - Sufficient health insurance;
 - Suitable accommodation; and
 - The person must not present a security risk.

There is no difference between refugee status and subsidiary protection status.

In practice the responsible authority is usually the district council (*Bezirkshauptmannschaft*). There are exceptions for some cities such as **Vienna** where the responsible authority is MA 35, whereas in **Graz** it is the Styrian Land government. The costs for the procedure amount to about €170.

1,193 beneficiaries of international protection obtained a long-term resident status in 2019, compared to 498 in 2018.⁴⁵³ This sharp increase is likely to be the result of the focus of the BFA on withdrawal procedures of protection statuses. In cases where the international protection has been granted more than five years ago, a withdrawal procedure can only be started after a long-term residence status is granted by the responsible settlement authorities.

4. Naturalisation

Indicators: Naturalisation

1. What is the waiting period for obtaining citizenship?	
❖ Refugees	10 years
❖ Subsidiary protection beneficiaries	15 years
2. Number of citizenship grants in 2019:	10,500

Refugees are entitled to naturalisation after 10 years of lawful and uninterrupted residence in Austria, which includes the period of stay during the asylum procedure.⁴⁵⁴ The length of the legal stay, and thus the waiting period for obtaining citizenship, has been extended from 6 to 10 years in September 2018.⁴⁵⁵ UNHCR and NGOs criticised this prolongation, because the prospect of rapid naturalization promotes a

⁴⁵² Article 45(12) Residence Act.

⁴⁵³ Ministry of Interior, *Residence permit statistics*, 2019, available in German at: <https://bit.ly/2uH11q3>.

⁴⁵⁴ Article 11a(4)(1) and (3) Citizenship Act (StbG).

⁴⁵⁵ Article 11(7) Naturalization Act.

successful integration process and is desirable for strengthening the cohesion of society as a whole.⁴⁵⁶ Citizenship must be granted to a person entitled to asylum after 10 years of residence if the BFA, upon request, notifies that no cessation procedure under the Asylum Act 2005 has been initiated nor are the conditions for initiating such a procedure. For beneficiaries of subsidiary protection, the waiting period is 15 years.

In order to be naturalised, a beneficiary of protection must also demonstrate:

- Sufficient income during the last 3 years;
- Proof of knowledge (B1) of the German language;
- Successful completion of integration course (*Werteskurs*);
- Absence of a criminal record (*Unbescholtenheit*).

Refugees and Beneficiaries of subsidiary protection may have faster access to naturalisation in less than 15 years of residence under certain conditions. They may shorten their waiting period if: (a) they have acquired B2-level knowledge of German; or (b) have acquired B1-level knowledge and can prove efforts of personal integration. The at least three-year voluntary work or activity in the social field must serve the common well-being and represent an integration-relevant added value in Austria. If they fulfil these criteria and the general conditions, the waiting period for obtaining citizenship may be reduced to 6 years. In any other case, it is easier for beneficiaries of subsidiary protection to obtain naturalisation by obtaining long-term resident status after 5 years (see [Long-Term Residence](#)); then, they may be naturalised after 10 years.

As opposed to 2016 and 2017 where respectively 1,244 and 1,252 refugees received citizenship after 6 years of residence due to integration efforts,⁴⁵⁷ only one person with asylum-status has received citizenship in 2018 under the new law which extended the waiting period from 6 to 10 years. 1,086 persons with asylum status received citizenship in 2018 and 1,276 in 2019.

5. Cessation and review of protection status

Indicators: Cessation

1. Is a personal interview of the asylum seeker in most cases conducted in practice in the cessation procedure? Yes No
2. Does the law provide for an appeal against the first instance decision in the cessation procedure? Yes No
3. Do beneficiaries have access to free legal assistance at first instance in practice? Yes With difficulty No

The Asylum Act contains the provisions on cessation and withdrawal of international protection in a single provision: Article 7 for refugees and Article 9 for beneficiaries of the subsidiary protection.

Refugee status can be ceased if the conditions in Article 1C of the Refugee Convention are met, or if the refugee status has been granted in another country.⁴⁵⁸ **Subsidiary protection** can be ceased where the conditions on which status was granted no longer exist, where the person obtains the subsidiary protection status in another country, or obtains the nationality of another country and return thereto would not violate the principle of *non-refoulement*.⁴⁵⁹

⁴⁵⁶ Tiroler Tageszeitung, UNHCR kritisiert österreichische Flüchtlingsnovelle, 9 May 2018, available in German at: <https://bit.ly/2UYyHad>.

⁴⁵⁷ Statistics Austria, Einbürgerungen, available in German at: <https://bit.ly/2TOTPzJ>.

⁴⁵⁸ Article 7(2)-(3) AsylG.

⁴⁵⁹ Article 9(1) AsylG.

Cessation procedure

Where the BFA considers that the conditions in the country of origin have changed, thus questioning whether the beneficiary's fear of persecution is still valid, it shall inform the person *ex officio* of the initiation of a cessation procedure - irrespective of whether the person has a permanent or temporary residence permit.⁴⁶⁰

The authorities must assess whether return would be contrary to Articles 2, 3 or 8 ECHR and, in such a case, issue a residence permit. Where return would amount to *refoulement*, or in case of practical obstacles, the BFA is responsible for issuing a tolerated status card (*Duldungskarte*). From January to August 2019, only 94 tolerated status card were issued,⁴⁶¹ compared to 179 in 2018,⁴⁶² and 279 in 2016.⁴⁶³

If a person has held refugee status for 5 years, refugee status may be terminated only after the person has received a residence permit under a different immigration status.

Cessation procedures for beneficiaries of the subsidiary protection are often initiated by the BFA when they apply for a prolongation of their residence permit. Persons originating from Afghanistan are particularly concerned by these procedures. The Administrative Court stated that a subsidiary protection status, that was granted because of the minority of a person, can be withdrawn once the minor becomes an adult and commits a crime.⁴⁶⁴

A cessation procedure is further initiated when entering the country of origin or applying for a passport from the country of origin. The entry of persons entitled to protection in Austria with a Convention or Foreigner passport is reported by the border police to the BFA. As of today, it is not clear yet if every case of entry from third countries is reported.

In 2018, 5,991 cessation procedures were initiated,⁴⁶⁵ resulting in the withdrawal of the refugee status in 450 cases and of the subsidiary protection in 475 cases.⁴⁶⁶ From January to August 2019, 5,547 withdrawal procedures were initiated, concerning nationals of the following countries:

Initiated cessation procedures Jan-Aug 2019	
Country of origin	Number
Afghanistan	1,536
Russian Federation	1,178
Syria	896
Iraq	439
Other	1,498
Total	5,547

⁴⁶⁰ Article 7(2a) AsylG.

⁴⁶¹ Ministry of Interior, Answer to parliamentary request 4023/AB, 16 September 2019, available in German at: <https://bit.ly/39cOhXt>.

⁴⁶² Ministry of Interior, Answer to parliamentary request 2483/AB XXVI. GP, 27 February 2019.

⁴⁶³ Ministry of Interior, Answer to parliamentary question 12114/AB, 30.05.2017(XXV.GP18 April 2016, available in German at: <http://bit.ly/2kmW2Ri>.

⁴⁶⁴ VwGH, Decision Ra 2018/18/0343, 21 June 2018.

⁴⁶⁵ Ministry of Interior, Answer to parliamentary request, 4105/AB XXVI GP, 30 October 2019.

⁴⁶⁶ Information provided by the Ministry of Interior on 1 February 2019.

Out of the total of 5,547 initiated withdrawal procedures, the asylum status was withdrawn in 856 cases, while the subsidiary protection was withdrawn in 917 cases.⁴⁶⁷ There are no statistics available, however, on the number of cases in which the decision became enforceable, was appealed and/or changed by the BVwG.

6. Withdrawal of protection status

Indicators: Withdrawal

1. Is a personal interview of the asylum seeker in most cases conducted in practice in the withdrawal procedure? Yes No
2. Does the law provide for an appeal against the withdrawal decision? Yes No
3. Do beneficiaries have access to free legal assistance at first instance in practice?
 Yes With difficulty No

Refugee status is withdrawn where the refugee should have been excluded under the exclusion clauses,⁴⁶⁸ or is convicted of a criminal offence.⁴⁶⁹ **Subsidiary protection** is withdrawn if the exclusion clauses in Article 1F apply, or the beneficiary poses a threat to public order or national security, or has been convicted of a serious crime.⁴⁷⁰ A withdrawal procedure shall be initiated by the BFA where a beneficiary of the subsidiary protection is under prosecution for a serious crime, and the provisions on withdrawals are likely to be applied.⁴⁷¹ To that end, the BFA as well as the BVwG receive information on the prosecution from the Prosecutor's Office and the Court.

An appeal challenging a withdrawal decision has suspensive effect. Nevertheless, it is a truncated procedure with a lot of difficulties as the concerned applicants do not have documentation of their status.

Article 7(2) AsylG, as amended by the alien law reform (FrÄG 2017), further allows that withdrawal proceedings are initiated where the beneficiary is suspected of having committed a criminal offence.⁴⁷²

As mentioned in [Cessation](#), there is no systematic distinction between the two procedures. When initiating a withdrawal procedure following a conviction, the BFA must weigh the individual situation of the beneficiary upon return against the implications of his or her continued residence for public order and security. The same procedural guarantees are applied as for the [Regular Procedure](#) for granting protection. Since 1 September 2018, young offenders are no longer protected from losing their protection status. The number of young offenders concerned by this new policy in 2019 was not available at the time of writing.

The VwGH referred a preliminary ruling to the CJEU regarding the interpretation of Article 19(1) of Directive 2011/95 on the possibility of revocation of subsidiary protection status without a change in the relevant factual circumstances, but rather only where the knowledge of the authority has changed and the person concerned cannot be accused of having misled the Member State.. The CJEU found that where the Member State has new information which establishes that, contrary to its initial assessment based on incorrect information, that person never faced a risk of serious harm, within the meaning of Article 15 of that Directive, that Member State must conclude that the circumstances underlying the granting of

⁴⁶⁷ Ministry of Interior, Answer to a parliamentary request 4024/AB XXVI. GP, 16 September 2019, available in German at: <https://bit.ly/2PEhsuJ>.

⁴⁶⁸ Article 7(1)(1) AsylG.

⁴⁶⁹ Article 7(2) AsylG.

⁴⁷⁰ Article 9(2) AsylG.

⁴⁷¹ Article 9(3) AsylG.

⁴⁷² For a critique, see Diakonie, *Stellungnahme der Diakonie Österreich zum Entwurf betreffend ein Fremdenrechtsänderungsgesetz 2017*, 18 January 2017, available in German at: <http://bit.ly/2kwEDoK>.

subsidiary protection status have changed in such a way that retention of that status is no longer justified. That this error was not attributable to the applicant does not alter the fact that the applicant is not eligible for subsidiary protection.⁴⁷³

B. Family reunification

1. Criteria and conditions

Indicators: Family Reunification	
1. Is there a waiting period before a beneficiary can apply for family reunification?	
❖ Refugee status	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
❖ Subsidiary protection	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
	3 years
2. Does the law set a maximum time limit for submitting a family reunification application?	
For refugees be exempt from material conditions	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
❖ If yes, what is the time limit?	3 months
3. Does the law set a minimum income requirement?	
❖ Refugee status	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
❖ Subsidiary protection	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

1.1. Eligible family members

Family members eligible for family reunification include:⁴⁷⁴

- Parents of a minor child;
- Spouses and registered partners, where the marriage / partnership existed before fleeing the country of origin. In case concluded in another country, the marriage / partnership must be legally valid in the country of origin;
- Children who are minors at the time of the application;

According to the VwGH, siblings are not considered a family member eligible for reunification.⁴⁷⁵

Beneficiaries of international protection who get married after having arrived in Austria cannot reunite with their spouses under the AsylG. In addition to the material conditions set out below, spouses must also pass a German exam before entering Austria. They are also subject to the annual quota on family reunification.

On 12 April 2018, the CJEU ruled in case *A. and S.*, which concerned a request for a preliminary ruling from the Dutch Court of The Hague on the right to family reunification of unaccompanied children who reach the age of majority after lodging an asylum application. The CJEU concluded that an asylum applicant who is below the age of 18 at the time of his or her entry into the territory of a Member State and of the introduction of his or her asylum application in that State, but who, in the course of the asylum procedure, attains the age of majority and is thereafter granted refugee status, must still be regarded as a “minor” for the purposes of that provision.⁴⁷⁶ This judgement of the CJEU was implemented by the VwGH in its decision of 3 May 2018.⁴⁷⁷ However, the VwGH saw no basis for changing its previous

⁴⁷³ CJEU, *Bilali*, Case C-720/17, 23 May 2019.

⁴⁷⁴ Article 35(5) AsylG.

⁴⁷⁵ VwGH, Decision Ra 2015/21/0230 to 0231, 28 January 2016; Ra 2016/20/0231, 26 January 2017.

⁴⁷⁶ CJEU, Case C-550/16 *A. and S.*, Opinion of AG Bot of 26 October 2017.

⁴⁷⁷ VwGH, Decision No Ra 2017/19/0609, 3 May 2018.

decision-making practice. If an unaccompanied minor attains the age of majority during the asylum procedure, the family status of the parents and thus the conditions for joining an asylum-entitled child who is an adult at the time of the decision, cease to apply.

The refusal to grant an entry title in the context of family reunification refers to proceedings that are regulated under the Settlement and Residence Act (*Niederlassungs- und Aufenthaltsgesetz* - NAG). The NAG further regulates the legal route for third-country nationals seeking to obtain a residence permit in Austria. Family members of persons entitled to asylum may be granted, under certain conditions, a residence permit called "Red-White-Red-Card-Plus" in accordance with Article 46 NAG. This card grants access to the labour market, is valid for one year and can be prolonged to 3 years.

Following a reform proposal aiming to restrict the right to family reunification in 2016, also discussed below, a draft law on alien law (FrÄG 2017) included measures which required from family members to be able to cover the costs for the purpose of proving family links (e.g. DNA tests) in order to be reunited with beneficiaries of international protection. The amendment, criticised for imposing adding hurdles on family members and for creating risks of rendering family reunification ineffective in practice, was not adopted.⁴⁷⁸ Costs of DNA tests are reimbursed where these are ordered by the BFA.

The Administrative High Court emphasised that an application for family reunification cannot be dismissed on the ground that there are doubts on the family ties, without having informed the concerned persons about the possibility to undertake a DNA test.⁴⁷⁹

1.2. Waiting periods and material conditions

Family members of **refugees** can apply for an entry visa immediately after the status recognition of the sponsor. However, a number of restrictions have been put in place as of 1 June 2016. If the application is submitted to an Austrian representation within 3 months, no further requirements are imposed.⁴⁸⁰ If it is submitted after the 3-month time limit has lapsed, a number of conditions are imposed: (a) sufficient income; (b) health insurance; and (c) stable accommodation.⁴⁸¹ These are material requirements set in line with requirements for other third-country nationals. No language knowledge is required for family reunification.

Subsidiary protection beneficiaries' family members can only submit an application after at least 3 years of the sponsor's recognition.⁴⁸² The aforementioned requirements – sufficient income, health insurance and accommodation – in force since 1 June 2016 are always applicable to beneficiaries of the subsidiary protection,⁴⁸³ with the exception of unaccompanied children.⁴⁸⁴

The fact that a beneficiary of subsidiary protection has to wait three years before initiating a family reunification procedure has been ruled as non-discriminatory by the Constitutional Court.⁴⁸⁵ The case concerned a 13-years-old unaccompanied minor from Syria who had received subsidiary protection in July 2016 and who had therefore to wait for 3 years to benefit from family reunification instead of 1 year. In its ruling, the Constitutional Court considered that differentiating between persons entitled to asylum and persons entitled to subsidiary protection did not pose a risk of unequal treatment, as they are evident differences between these two groups (e.g. with regards to the temporary right of residence).

⁴⁷⁸ See e.g. Diakonie, *Stellungnahme der Diakonie Österreich zum Entwurf betreffend ein Fremdenrechtsänderungsgesetz 2017*, 18 January 2017, available in German at: <http://bit.ly/2kwEDoK>.

⁴⁷⁹ VfGH, Decision Ra 2017/18/0131, 22 February 2018.

⁴⁸⁰ Article 35(1) AsylG.

⁴⁸¹ *Ibid*, citing Article 60 AsylG.

⁴⁸² Article 35(2) AsylG.

⁴⁸³ Article 35(2) AsylG.

⁴⁸⁴ Article 35(2a) AsylG.

⁴⁸⁵ VfGH, Decision E 4248-4251/2017-20, 10 October 2018.

NGOs have expressed concerns in relation to the time limit for submitting an application for family reunification, given that applications must be submitted personally to an Austrian embassy. However, waiting times for submitting an application are currently exceeding 3 months. In practice, applications submitted in writing are thus very lengthy.

This is despite the fact that the law makes explicit reference to Article 8 ECHR in Article 35(4) AsylG, and the explanatory notes cite a ruling of the Administrative High Court that an application for a visa for family reunion with a person entitled to protection should be granted if this is necessary to maintain private and family life.⁴⁸⁶

It should be further noted that, in order to benefit from family reunification, the family members of persons entitled to asylum or subsidiary protection make an application at the Austrian embassy. In that regard, the BFA conducts a probability diagnostic for the grant of family reunification, during which the family ties are particularly examined. In 2018, the BFA has conducted a total of 3,068 of these probability evaluations.

The BFA processed 9,495 family reunification applications in 2016 and 7,612 in 2017.⁴⁸⁷ In 2018, a total of 2,247 family reunification applications were processed and concerned following nationalities: Syria (946), Afghanistan (567), Somalia (263), Iraq (149), Iran (114), Others (235).⁴⁸⁸

The Austrian Red Cross, who also supports the family reunification of persons benefitting from a protection status, assisted 1,355 families in 2017, out of which 56% originated from Syria, 18% from Afghanistan and 9% from Somalia. However, the number of visas being delivered has fallen sharply in 2018: around 5,600 visas were issued in 2017, but the number decreased by 65% in 2018. There are currently around 750 applications under consideration.⁴⁸⁹

In 2019, the Austrian Red Cross provided support to 573 family reunification procedures, which concerned 1,442 family members willing to be reunited with a person granted international protection in Austria. In total, the Austrian Red Cross assisted 5,143 persons in 1,862 open cases. Throughout 2019, 1,264 counselling units with clients were thus carried out, while another 2,942 persons obtained assistance from the open counselling service. 388 written submissions were brought in by the Austrian Red Cross in 2019.⁴⁹⁰

2. Status and rights of family members

Family members are entitled to at least the same status as the sponsor. However, upon arrival in Austria, they submit an application to the police to obtain such protection, and an assessment is carried out to inquire whether they may have their own reasons for seeking international protection.

In a ruling of November 2017, the VwGH stated that the principles of the Family Reunification Directive need not be complied with in the family procedure set out in Article 35 AsylG and that the BFA was not obliged to grant the family members international protection in the particular case, since Article 35 AsylG offers more favourable standards to the Directive.⁴⁹¹

⁴⁸⁶ VwGH, Decision Ra 2013/22/0224, 11 November 2013.

⁴⁸⁷ BFA, '2017: Das Jahr der Aufarbeitung', 11 January 2018, available in German at: <http://bit.ly/2FnCV4G>.

⁴⁸⁸ Information provided by the Ministry of Interior.

⁴⁸⁹ Die Presse, Familienzusammenführung: Immer weniger wollen nach Österreich, 6 February 2019, available in German at: <https://bit.ly/2GN3SBH>.

⁴⁹⁰ Information by Austrian Red Cross, Beratungsstelle Familienzusammenführung, 13 March 2019

⁴⁹¹ VwGH, Decision Ra 2017/19/0218, 22 November 2017.

C. Movement and mobility

1. Freedom of movement

Persons who are granted international protection are free to move and settle throughout the Austrian territory. However, in practice, freedom of movement might be restricted for certain beneficiaries when they depend on specific services (see [Social welfare](#)). The restriction of residence that used to apply to beneficiaries of subsidiary protection who were awaiting an appeal has been deleted by the recent amendment to Article 15b AsylG.⁴⁹²

2. Travel documents

Since 2015, travel documents for beneficiaries of international protection are issued for a period of up to 5 years.⁴⁹³ Refugees obtain a Convention travel document (*'Konventionsreisepass'*) without further conditions, unless there are compelling reasons in terms of national security and public order against the issuance of a document,⁴⁹⁴ whereas beneficiaries of subsidiary protection must establish that they are unable to obtain a travel document from their country of origin.⁴⁹⁵ A geographical limitation further applies to beneficiaries of protection who are not allowed to travel to their country of origin with these documents.

Article 94(2) FPG allows persons recognised as refugees in another country to apply for a Convention travel document in Austria.

The number of travel documents issued in 2019 is not available.

D. Housing

Indicators: Housing

1. For how long are beneficiaries entitled to receive basic care?	
❖ Refugee status	4 months
❖ Subsidiary protection	No time limit
2. Number of beneficiaries receiving basic care as of 31 December 2019	7,668

Refugees are entitled to Basic Care in the first 4 months after the recognition of their status. Beneficiaries of **subsidiary protection** have no temporal limit on receiving Basic Care. The only precondition is need.

Basic Care is organised accommodation in inns, boarding houses, reception centres of NGOs or of the respective federal province, or a rent subsidy when an asylum seeker rents a flat him or herself. The prevailing form of Basic Care is organised accommodation, except for **Vienna** where private accommodation prevails (see [Reception Conditions: Forms and Levels](#)).

At the end of 2019, a total of 1,646 refugees and 7,668 beneficiaries of subsidiary protection received Basic Care, of which 63%% resided in **Vienna**:

⁴⁹² Fremdenrechtsänderungsgesetz 2018, available in German at: <https://bit.ly/2Vvj5h5>.

⁴⁹³ Article 90(1) FPG.

⁴⁹⁴ VwGH, Decision 2013/21/0003, 16 May 2013. One example of such reasons was found in the case of a person convicted of international drug dealing: VwGH, Decision 2009/21/0340, 29 April 2010.

⁴⁹⁵ Article 88(2a) FPG.

Beneficiaries of international protection in Basic Care: 31 December 2019			
Province / Federal centre	Refugee status	Subsidiary protection	Total
EAST East	6	2	8
EAST West	0	0	0
Burgenland	36	84	120
Carinthia	89	278	367
Lower Austria	102	510	612
Upper Austria	305	595	900
Salzburg	27	186	213
Styria	204	349	553
Tyrol	135	151	286
Vorarlberg	83	330	413
Vienna	659	5,183	5,842
Total	1,646	7,668	9,314

Source: Ministry of Interior, GVS statistics, 31 December 2019.

Support after the end of Basic Care is insufficient. Although there are some consultation services which provide advice on finding a flat and concluding a rental contract, there are no financial resources available to actively help beneficiaries to find accommodation. This is particularly concerning given that the real estate market has significantly risen. Recipients of Basic Care, which includes beneficiaries of subsidiary protection in several provinces, cannot find adequate accommodation with a subsidy of €150 per month for renting a flat. Families in Basic Care receive €300. Financial support for refugees and beneficiaries of subsidiary protection is a slightly higher amount as in this regime the size of a family is taken into account and it is possible to either completely subsidise the rent (as is the case in **Tyrol**) or receive subsidies for the rent.

In **Vorarlberg**, refugees who receive a minimum income do not receive a housing compensation but are transferred to landlords directly through the social department. Single refugees receive the minimum income only if they live in shared flats. If a person entitled to asylum decides to live in his or her own apartment, the compensation will amount only to the costs of a shared room. Single persons receive up to €503 for their rent. This is significantly higher compared to other federal states, where only €210 are granted.⁴⁹⁶ In **Tyrol**, housing costs are capped and are awarded as a contribution in kind. The benefits are based on the real estate price table. In **Vorarlberg**, there have been cuts in the allowances of people residing in shared apartments: they now receive €473 instead of the previous €633.

Moreover, refusing a flat assigned by the country's social department may result in the loss of housing benefits. This measure should also help the city of **Innsbruck**, which is often preferred by refugees as a place of residence after Vienna.

Refugees can also apply for social housing when they are at risk of becoming homeless. Nevertheless, the waiting lists are long and an emergency flat is rarely available. Certain conditions (e.g. proof of residence of 2 years at the same address) applicable to the city of **Vienna** make it more difficult to get a cheaper community flat. In many regions of Austria, there are no social housing schemes available.

⁴⁹⁶ Der Standard, Vorarlberg und Tirol beschließen Westlösung für Mindestsicherung, 17 January 2017, available in German at: <https://bit.ly/2tkJb83>.

Refugees are usually excluded from the second possibility of cheap accommodations, co-operative flats, because they have to contribute to the construction cost and they lack the necessary resources.

In **Upper Austria**, the Landesrat responsible for integration has announced that subsidised housing will also be available to recognised refugees as long as they show sufficient efforts to cope with the social emergency, such as registering to the Labour Market Service.⁴⁹⁷

In **Styria**, Caritas has developed a project to finance housing costs of asylum seekers.⁴⁹⁸ A major hurdle is the deposit that refugees cannot afford when they have to move out of the basic care 4 months after their protection has been granted. Caritas Styria offers persons benefitting from a protection status or holding a humanitarian residence permit interest-free loan guarantees. This is granted, however, only after verification of the financial situation and must be repaid in individually agreed rates.

Experience shows that persons benefitting from a protection status often change their flat in the first year(s) after recognition and the costs for rent are much higher than those prescribed by law. The introduction of a time limited **Residence Permit** of 3 years for refugees has also been criticised by NGOs and experts as it makes it more difficult to rent a flat without perspective to stay.

A study conducted by the Technical University of Vienna found that, due to several obstacles, refugees are extensively excluded from the benefit of municipal accommodations in practice and beneficiaries of the subsidiary protection do not have access to municipal housing at all. Cases of exploitation and discrimination in the private sector have also been reported. A worrying informal sub-market has emerged, offering housing at inflated prices, such as sleeping places – that are not even real rooms – and cost about €200 to €350 per month.⁴⁹⁹ Facilities for homeless persons are also sometimes visited by refugees.

E. Employment and education

1. Access to the labour market

Starting with the recognition of their protection status, refugees and beneficiaries of subsidiary protection have free access to the labour market. To be successfully integrated in the labour market, however, many obstacles have to be overcome. This includes language barriers, lack of qualifications and/or lack of proof thereof. The budget for language courses was increased significantly and, in most federal provinces, language courses are already offered during the asylum procedures, albeit in limited amounts.⁵⁰⁰ Funding for language courses has furthermore been largely reduced in 2019. While the federal states still offer classes to asylum-seekers originating from Syria, other nationals are regarded as not having enough prospects of obtaining a positive decision upon their asylum procedure.

There have been some improvements through targeted assessment of qualifications and facilitated recognition of work experience. The Act on Recognition and Evaluation entered into force on 12 July 2016 and accelerates the procedure for the recognition of education and professional qualifications obtained outside Austria.⁵⁰¹ This decision aims at facilitating access to the labour market for refugees. Refugees or

⁴⁹⁷ OÖ Nachrichten, ‚Leere Wohnungen für Asylberechtigte‘, 27 October 2018, available in German at: <https://bit.ly/2SUhaT6>; Land Oberösterreich, ‚Hilfe zur Unterstützung des Lebensunterhalts und des Wohnbedarfs‘, available in German at: <https://bit.ly/3aX9ULK>.

⁴⁹⁸ Caritas Steiermark Flüchtlingsbetreuung, available in German at: <https://bit.ly/38co7T9>.

⁴⁹⁹ Anita Aigner, Housing entry pathways of refugees in Vienna, a city of social housing, Housing Studies, 2018, available at: <https://bit.ly/2N7A57J>.

⁵⁰⁰ SOS Mitmensch, *Deutschkurse für Asylsuchende – Ein Bundesländervergleich*, January 2017, available in German at: <http://bit.ly/2kHqM0a>.

⁵⁰¹ Anerkennungs- und Bewertungsgesetz (AuBG), BGBl. I Nr 55/2016, available at: <http://bit.ly/2lkdc5S>.

asylum seekers could also apply for recognition of their academic and professional qualifications, even if they cannot provide the documents as proof.

A study conducted in 2016-2017 involving 1,200 beneficiaries of international protection found group-specific differences in the integration to the labour market. Despite the shortage of skilled workers in Austria, former technicians seem to have had very little chances of finding work. The mismatch between qualifications and employment is high: more than 75% of respondents worked in a field, which did not or only partially fit with their academic background. 25% of respondents had participated in a competence check by the AMS, but participation in the check and value courses had no direct impact on the integration of their previous work experience; the potential effects of these recent measures are only expected to be made visible in the medium term.⁵⁰²

Austria has set up a number of counselling and contact points, as well as an information portal (AST). In **Vienna**, however, all beneficiaries now undergo a competency evaluation. Where recognised beforehand, highly qualified persons in regulated profession e.g. doctors are sent to “Check In Plus” immediately to receive assistance in the recognition process.

Beneficiaries have to consult the Austrian Integration Fund (ÖIF) after they have received the protection status. The ÖIF places these persons to language courses and courses on Austrian values. They have to register with the job centre and can then take part in job-related assistance measures, if their language proficiency is sufficient, or in language-related assistance measures. Surveys of the job centres found that 10% of the persons with protection status can be integrated into the labour market within the first year.

On the other hand, since September 2017, beneficiaries of international protection who are able to work but cannot secure employment are required to complete a one-year standardised integration programme focusing on language acquisition, career orientation and vocational qualification (see [Social Welfare](#)).

As of 31 March 2018, a total of 18,845 beneficiaries of international protection received support from the Public Employment Service (AMS) as part of the so-called integration year. This was introduced in September 2017 and concerned people who had received the refugee status or the subsidiary protection in Austria since 1 January 2015. The programme was abolished by the government in 2019, however. More precisely, it decided in April 2019 that financial support for the purpose of the so-called “integration year” should no longer be provided and that persons currently participating to the programme will no longer receive support as of 1 May 2020.⁵⁰³ This will seriously limit the integration process of beneficiaries of protection.

The imbalanced distribution of supply and demand within Austria also presents a challenge to integration into the labour market. Many persons with protection status relocate into urban centres, especially **Vienna**, where the unemployment rate is also higher than in the western federal provinces. There is a great demand for workers in the tourism regions of the West. In the public debate, the tense situation of the Austrian labour market is one area, which militates for the closing of borders.

At the end of December 2019, 31,137 beneficiaries of the Labour Market Service (AMS) were registered as unemployed. Out of them, 20,688 were seeking work and 10,449 were completing trainings.

In July 2019, the director of the Labour Market Service stated that 40% of the total recognised refugees in 2016 found employment, and that 35% of recognised refugees in 2017 also found employment. In total,

⁵⁰² ICMPD, *Integrationsmassnahmen und Arbeitsmarkterfolg von Flüchtlingen und subsidiär Schutzberechtigten in Österreich*, November 2017, available in German at: <http://bit.ly/2Fj7S9h>.

⁵⁰³ Labour market service, “*Integrationsjahr*”, available in German at: www.integrationsjahr.at.

around 9% of all persons registered as unemployed were asylum status holders,⁵⁰⁴ and 20% of all unemployed beneficiaries of international protection under 25 years are residing in Vienna.⁵⁰⁵

2. Access to education

Access to education is the same for beneficiaries as for asylum seekers (see [Reception Conditions: Education](#)). However, there is no restriction with regard to apprenticeships for beneficiaries. **Refugees** can receive a public grant, including support for public transport, in order to study, which is not available for asylum seekers. As of 1 January 2017, all minors, including refugees and beneficiaries of subsidiary protection, are under the duty to attend either a higher school, to do an apprenticeship or to prepare for an apprenticeship through other courses (*Ausbildungspflicht*).⁵⁰⁶ The violation of the mandatory training is punishable since 1 August 2018 with a fine ranging from 100 to 1,000 euros in case of recurrence.

Although the awareness on the difficulties that refugee children experience has increased and more resources are made available, these are not sufficient to support the children in regular schools until they obtain sufficient language proficiency.

F. Social welfare

1. Forms and levels of social benefits

1.1. Needs-based minimum benefit

Access to social benefits is not the same for refugees and subsidiary protection beneficiaries. Holders of **subsidiary protection** have the right to Basic Care, which is significantly lower than the needs-based minimum benefit (*bedarfsorientierte Mindestsicherung*, BMS) to which **refugees** are entitled. Eligibility for the needs-based minimum benefit is derived directly from Article 29 of the recast Qualification Directive for subsidiary protection beneficiaries who do not receive Basic Care but reside in a rented flat. Currently, however, some federal provinces (**Burgenland**, **Lower Austria**, **Salzburg** and **Styria**) do not provide needs-based minimum benefits to beneficiaries of subsidiary protection at all, but only provide so-called “core benefits” under their Basic Care legislation.

Beneficiaries of subsidiary protection represent the largest group of the Basic Care beneficiaries, except in Tyrol. As a rule, they can remain in the Basic Care system after being granted the protection status. However, as long as they live in an organised accommodation, they will only receive the basic care provided for these type of accommodation (food, pocket money, clothing, school fees).

The Constitutional Court has dismissed a complaint from a beneficiary of subsidiary protection against this differentiation in **Lower Austria**, on the ground that subsidiary protection is more provisional a status than refugee status, thereby justifying differential treatment in social benefits.⁵⁰⁷

In addition, **refugees** who apply for the needs-based minimum benefit are no longer on equal terms with nationals in some federal provinces. In 2019, nationals received €885 (€664 for subsistence and €221 for rent).

⁵⁰⁴ Kurier, ‘44 Prozent der Flüchtlinge aus 2015 haben bereits einen Job’, 28 July 2019, available in German at: <https://bit.ly/2lOmEbF>.

⁵⁰⁵ Wiener Zeitung, ‘Jeder fünfte Asylberechtigter unter 25 ohne Job kommt aus Wien’, 24 January 2020, available in German at: <https://bit.ly/33jf4z6>.

⁵⁰⁶ Ausbildungspflichtgesetz (ApfLG), BGBl. I Nr 120/2016, available at: <http://bit.ly/2lkgXsh>.

⁵⁰⁷ VfGH, Decision E 3297/2016, 7 July 2017, available in German at: <http://bit.ly/2EOPIFB>.

Lower Austria: Since 2016, refugees receive lower amounts of needs-based benefits than nationals. Nationals receive €889.84, while refugees receive €522.50, including a bonus of €155 granted when they take part in integration measures such as language courses. The Administrative Court (LVwG) of Lower Austria has challenged the maximum amounts introduced by the reform before the Constitutional Court.

The fact that **Burgenland** decided to cap the minimum benefits per household, by limiting it at €1,500 per household regardless of its size and the number of persons concerned has been considered as unconstitutional by the Constitutional court. The Court considered that, even if the cost of living per person may decrease depending on the size of the household, additional expenses are still required for each additional person.⁵⁰⁸

In Burgenland, just as in Lower Austria, a waiting period for obtaining social benefits had been envisaged: those who had not been in Austria for at least five years within the last six years had received less social benefits. The Constitutional Court ruled that this waiting period constitutes a different treatment of Austrian citizens and aliens. Regarding persons entitled to asylum, the scheme was considered particularly unjustified as they had to leave their country of origin and cannot return there. They must therefore not be assimilated to other strangers (EU citizens and third-country nationals) who are free to return to their country of origin. The length of stay in Austria should not lead to a differentiation of the amount of benefits granted and does not allow for assumptions on the willingness to work of a person.⁵⁰⁹

Upper Austria: The general level of needs-based benefits is €921,30 per month, including for refugees with a permanent [Residence Permit](#). Refugees with a temporary residence permit granted from 1 July 2016 onwards and subsidiary protection holders only receive core benefits of €405 per month, as well as an additional amount of €155 (integration bonus) per month subject to compliance with integration measures. The total amount of benefits granted per month is €560.

The Administrative Court (LVwG) of Upper Austria has made a preliminary reference to the CJEU to ask: whether Article 29 of the recast Qualification Directive is directly applicable; and whether it is possible to differentiate the level of benefits granted on the basis of the duration of the right of residence.⁵¹⁰ On 21 November 2018, the CJEU concluded that EU law precludes national legislation, which provides that refugees with a temporary right of residence in a Member State are to be granted social security benefits which are less than those received by nationals of that Member State and refugees who have a permanent right of residence in that Member State.⁵¹¹

For all minimum income beneficiaries, there is a maximum amount of €1,512 granted per household, which is a regulation that was not contested by the Constitutional Court. For larger families, the minimum standards of all persons of a household community will be reduced evenly in percentage terms. In addition, in assessing whether a sufficient amount is available to avoid social distress, minor dependent persons may also take into account the basic amount of the family allowance and the child deduction amount. These services serve to secure livelihoods, the Constitutional Court decided.⁵¹²

Vorarlberg: Restrictions have been introduced as of 1 January 2017 for refugees and subsidiary beneficiaries. Cash benefits may be replaced by benefits in kind if this better suits the purpose of the guaranteed minimum income. Different minimum personal security rates are introduced depending on the type of accommodation; single or in shared flats, because in shared apartments “regular cost savings, especially in the area of household effects, heating and electricity” are assumed. The maximum flat rate

⁵⁰⁸ VfGH, Decision E1277/2018, 12.12.2018, available in German at: <https://bit.ly/2UO2EtQ>.

⁵⁰⁹ VfGH, Decision G 308/2018-8, 1 December 2018.

⁵¹⁰ LVwG, Upper Austria, ‘Bedarfsorientierte Mindestsicherung für befristet Asylberechtigte: Landesverwaltungsgericht Oberösterreich legt EuGH Fragen zur Vorabentscheidung vor’, 19 December 2017, available in German at: <http://bit.ly/2GDxy0l>.

⁵¹¹ CJEU, *Ayubi*, Case C-713/17, 21 November 2018.

⁵¹² VfGH, Decision G 156/2018, 11 December 2018.

for housing needs for six people is €772 per month. The changes were contested by the Ombudsman of Vorarlberg as unconstitutional before the Constitutional Court, as these maximum rates for rent are too low in view of the situation on the Vorarlberg housing market. The Constitutional Court upheld most restrictions and only found the retroactive application of the measure to be unconstitutional.⁵¹³

In November 2018, the Ministry of Social Affairs presented a draft law on social benefits.⁵¹⁴ The proposal sets a maximum amount of benefits that federal provinces are obliged to grant and drastically reduces subsidies for households with several children. It also promotes compensation in kind rather than in cash. The draft law further sets certain conditions to receive the full amount of social benefits, which includes knowledge of German (level B1) or alternatively of English (C1). Refusing to integrate the labor market will also lead to cuts of about 300 euros for single persons. While Austrian citizens will hardly be concerned by these new measures, refugees will be strongly affected. As regards beneficiaries of subsidiary protection, they will be excluded from the new social benefits law, which is contrary to Article 29 (2) of the recast Qualification Directive and the obligation to treat aliens equally with nationals.

The law was passed under heavy criticism by NGOs in May 2019 and immediately brought to the Constitutional Court by the opposition party SPÖ.⁵¹⁵ In December 2019, the Court declared several parts of the law as unconstitutional. This includes the provision which foresaw that language skills are a precondition for receiving the full amount of social benefits; as well as the provision foreseeing that a reduction of social benefits depending on the number of children (i.e. 25% for the first child; 15% for the second child and 5% for every remaining child).⁵¹⁶ The law as a whole was not abandoned, however, and the lifted up provisions were not replaced.

1.2. Other social benefits

Beneficiaries of subsidiary protection are also treated differentially with regard to the family and child care allowances, to which they are only entitled if they do not receive Basic Care. An additional condition for child care allowance for these persons is to earn an income.

A particular difficulty emerges when delays occur in the extension of the right of residence of beneficiaries of the subsidiary protection. In fact, the family allowance for the children will no longer be granted if the right of residence is not extended in due time, i.e. before its expiry. This practice of the tax offices was unsuccessfully criticized by the Ombudsman Board, and the relevant case law has not been complied with yet.

2. Conditions for social benefits

The main condition for the needs-based minimum benefit is the need for assistance, which also applies to nationals.

Additional requirements have further been introduced in some federal provinces in the last years. These include an integration contract and participation to integration measures. Since September 2017, beneficiaries of international protection who are able to work and have not secured employment must complete a standardised integration programme of one year. This obligation applies to refugees and subsidiary protection holders who were granted status after 31 December 2014. As of April 2018, asylum seekers that have a high recognition rate should also be able to participate to the integration

⁵¹³ VfGH, Decision V 101/2017-11, 12 December 2017, available in German at: <http://bit.ly/2EMeAnP>.

⁵¹⁴ Entwurf Sozialhilfe-Grundsatzgesetz, Sozialhilfe-Statistikgesetz (104/ME), <https://bit.ly/2GshdzV>.

⁵¹⁵ Statements to the draft law, available in German at: <https://bit.ly/38hQW0w>.

⁵¹⁶ VfGH, Decision G 164/2019-25, G 171/2019-24, 12 December 2019, available in German at: <https://bit.ly/39iNmop>.

programme.⁵¹⁷ According to information provided by the Austrian Integration Fund (ÖIF), this applies particularly to Syrians.

In **Styria**, benefits can be cut up to 25% already for small misdemeanours, e.g. missing an appointment. In **Lower Austria**, where German language courses are mandatory for persons in the needs-based minimum benefit system, the allowance can be reduced by up to 50% if the person refuses to attend. Conversely, in **Vorarlberg**, where beneficiaries are obliged to sign an integration agreement since January 2016, benefits can be reduced or withdrawn when refugees do not adhere to the integration agreement which they have to enter, e.g. by refusing to attend a language course.

Social assistance is distributed by the Social Department of the federal province. The Tax Office is responsible for the family allowance, while health insurance is responsible for the child care allowance. The needs-based minimum benefit is granted in the respective federal province where the beneficiary resides. Beneficiaries may transfer their residence to another federal province, however. In one case, **Upper Austria** reduced benefits by 15% due to the beneficiary's relocation to **Tyrol**. The Administrative Court of Tyrol found the reduction unlawful, as it was necessary for the person to move to Tyrol in order to find employment.⁵¹⁸

Lower Austria has also introduced a 5-year residence requirement, which has been appealed by the LVwG before the Constitutional Court. This precondition is violating constitutional rights (see decision above).

G. Health care

As **beneficiaries of subsidiary protection** have no maximum time limit on basic care, they always enjoy health insurance similar to asylum seekers (see [Reception Conditions: Health Care](#)). Meanwhile, **refugees** enjoy basic care for 4 months after the recognition of their status. When participating in courses of the job centres, they are also covered by health insurance. As soon as they start to work more than a few hours, the mandatory health insurance takes effect. When refugees are considered to be without resources and receive needs-oriented minimum basic benefits, they also have health insurance.

Access to psychological therapy of traumatised refugees and torture survivors is possible as a transitional measure within AMIF projects when the therapy was already begun during the asylum procedure. Although such projects exist in every federal province, their capacities barely cover the demand. Other costs of psychological therapy are only partly covered by health insurances.

⁵¹⁷ Labour Integration Act, BGBl. I No 75/2017, 19 June 2017, available in German at: <http://bit.ly/2EXvtPU>.

⁵¹⁸ LVwG Tyrol, Decision 2016/41/0301-1, 24 February 2016.

ANNEX I – Transposition of the CEAS in national legislation

The following section contains an overview of incompatibilities in transposition of the CEAS in national legislation:

Directive	Provision	Domestic law provision	Non-transposition or incorrect transposition
Directive 2013/33/EU Recast Reception Conditions Directive	Art 15(1)	Implementing Decree of the Ministry of Economy and Labour concerning the EU-Enlargement- Amendment-Act (BGBl I 28/2004) of 11 May 2004, GZ 435.006/6---II/7/04.	The decree foresees that asylum seekers can only receive temporary employment permits as part of the seasonal quotas; thus there is no effective access to the labour market.
	Art 20(4)(5)	§ 3 Basic Care Act (GVG-B)	The national law foresees that applicants can be excluded from basic care in case of certain violations.