

**DEVELOPMENT CO-OPERATION DIRECTORATE
DEVELOPMENT ASSISTANCE COMMITTEE**

**ODA Reporting on in-donor refugee costs
Results of the Secretariat's survey**

DAC Meeting, 26 January 2016

This document is presented to the DAC for DISCUSSION under item 4 of the draft annotated agenda [DCD/DAC/A(2016)1].

At the 15 December 2015 DAC meeting, the Committee took stock of ongoing work on streamlining and harmonising members' reporting on in-donor refugee costs and reviewed preliminary estimations on the impact of the refugee crisis on Official Development Assistance (ODA) figures, noting that these estimates were instrumental for informing discussions at the February 2016 High Level Meeting. This paper presents updated information on members' reporting practices and estimates on the impact of the crisis on ODA in 2015 and 2016, and suggests a way of illustrating the key conclusions to the HLM. Members' comments are invited on paragraphs 6, 10, 13 and 14.

Contacts: Julia Benn DCD/SDF (Tel. +33 1 45 24 90 39, email Julia.BENN@OECD.org);
Yasmin Ahmad DCD/SDF (Tel. +33 1 45 24 90 03, email Yasmin.AHMAD@OECD.org).

JT03389129

Complete document available on OLIS in its original format

This document and any map included herein are without prejudice to the status of or sovereignty over any territory, to the delimitation of international frontiers and boundaries and to the name of any territory, city or area.

ODA REPORTING ON IN-DONOR REFUGEE COSTS

I. Introduction

1. This paper presents the results of a survey on ODA reporting of in-donor country refugee costs, carried out by the Secretariat in collaboration with DAC statistical correspondents in November-December 2015.¹ Its objective was to i) assess the impact that the current refugee crisis may have on members' ODA in 2015 and 2016, and ii) update information on members' reporting practices in this area. The paper is circulated **for discussion** at the meeting of the DAC on 26 January 2015. Comments are invited in particular on the key findings in **paragraphs 6 and 10** and the presentation of disparities in members' reporting practices in **paragraph 13**. These will be included in a briefing note to the February 2016 DAC High Level Meeting which will discuss the role of development co-operation in addressing the refugee crisis. The HLM delegates will be invited to provide directions for work to clarify ODA eligibility and streamline members' reporting on in-donor refugee costs. First reactions are invited on the **paragraph 14** which gives indications on ways for possibly streamlining the rules.

2. Responses to the survey were provided by all DAC member countries² except for New Zealand. The survey was also addressed to non-DAC providers; Estonia, Hungary and Turkey responded.

3. 17 members provided estimated data on in-donor refugee costs in 2015 and 2016. Non-DAC providers did not provide estimated figures for 2015 or 2016. New or updated methodological notes regarding the calculation of in-donor refugee costs were received from 17 members (see Annex 2).

4. Given the provisional status of the data provided on in-donor refugee costs in 2015 and 2016, a few members requested that the data not be shown individually by country. This paper therefore only presents aggregate data, but **invites members to inform the Secretariat if individual country figures can be presented in future iterations of this work**.

II. Trends in Members' Reporting of in-Donor Country Refugee Costs

5. Table 1 below shows in-donor refugee costs by volume and as a share of total net ODA. From 2010 to 2014, ODA for in-donor refugee costs rose from USD 3.4 billion to USD 6.6 billion. Its share of total net ODA rose from 2.7% in 2010 to 4.8% in 2014.

1. The Survey was launched by e-mail STAT(2015)53 dated 13 November 2015 (see Annex 1), with responses requested by 4 December 2015.

2. Ireland was still considering its methodology and its past expenditure remained less than its own threshold for reporting, hence it did not respond to the survey.

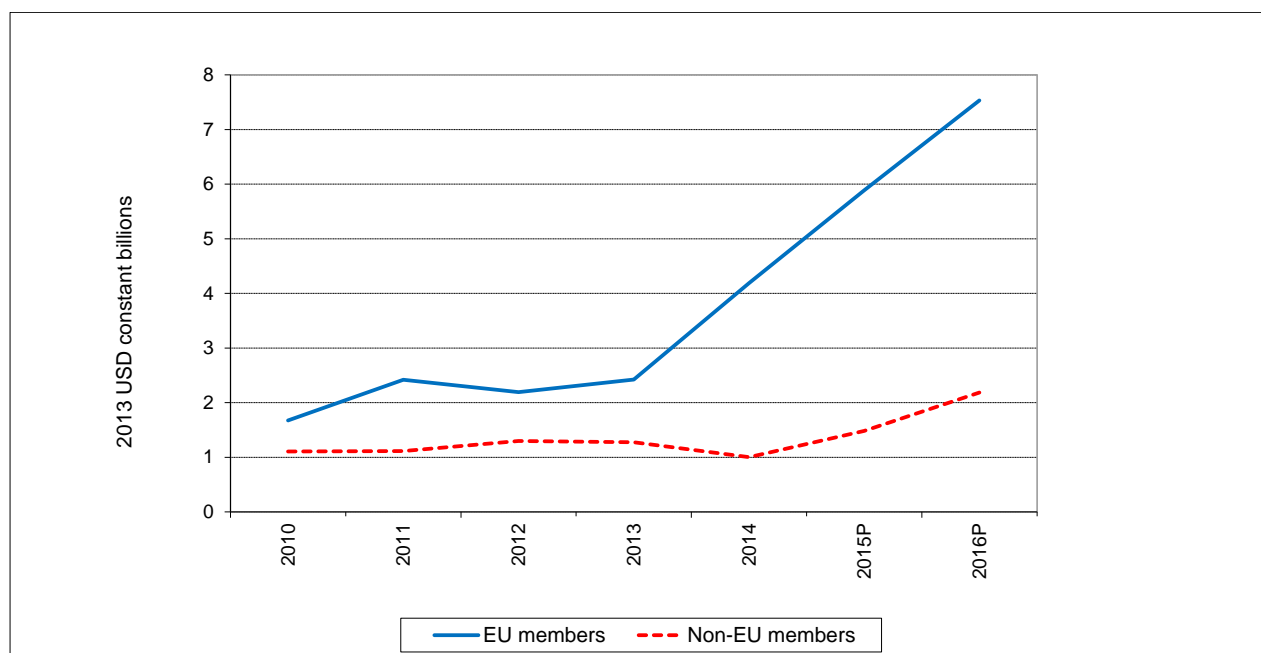
Table 1: In-donor country refugee costs reported as ODA

	USD millions (current prices)					Share in total net ODA (%)				
	2010	2011	2012	2013	2014	2010	2011	2012	2013	2014
DAC members										
Australia	6	0	154	343	-	0.1	0.0	2.8	7.1	-
Austria	36	42	58	63	109	3.0	3.8	5.2	5.4	8.9
Belgium	95	127	126	156	187	3.2	4.5	5.4	6.8	7.6
Canada	284	338	267	211	216	5.4	6.2	4.7	4.3	5.1
Czech Republic	14	12	10	9	12	6.0	4.7	4.3	4.2	5.4
Denmark	149	121	143	162	256	5.2	4.1	5.3	5.5	8.5
Finland	46	35	23	21	16	3.4	2.5	1.7	1.5	1.0
France	435	545	507	453	485	3.4	4.2	4.2	4.0	4.6
Germany	81	86	76	139	171	0.6	0.6	0.6	1.0	1.0
Greece	35	25	20	21	21	6.8	6.0	6.1	8.9	8.6
Iceland	-	0	0	0	3	-	0.7	0.8	0.9	6.8
Ireland	0	0	0	0	0	0.0	0.0	0.0	0.0	0.0
Italy	3	525	247	404	840	0.1	12.1	9.0	11.8	21.0
Japan	0	1	1	1	1	0.0	0.0	0.0	0.0	0.0
Korea	-	-	-	-	-	-	-	-	-	-
Luxembourg	-	-	0	0	-	-	-	0.0	0.1	-
Netherlands	340	481	339	373	935	5.3	7.6	6.1	6.9	16.8
New Zealand	13	14	19	19	20	3.7	3.3	4.3	4.3	3.9
Norway	335	263	227	270	279	7.7	5.5	4.8	4.8	5.5
Poland	5	6	8	-	-	1.4	1.6	1.8	-	-
Portugal	0	0	1	2	1	0.0	0.1	0.1	0.3	0.2
Slovak Republic	-	-	-	1	1	-	-	-	1.1	1.2
Slovenia	-	-	0	0	0	-	-	0.4	0.2	0.1
Spain	37	35	23	25	18	0.6	0.8	1.1	1.0	1.0
Sweden	397	489	571	705	1 095	8.7	8.7	10.9	12.1	17.6
Switzerland	366	537	654	450	483	15.9	17.6	21.4	14.1	13.7
United Kingdom	18	31	45	51	222	0.1	0.2	0.3	0.3	1.1
United States	758	732	832	977	1 246	2.6	2.4	2.7	3.1	3.8
Total DAC	3 452	4 448	4 348	4 854	6 618	2.7	3.3	3.4	3.6	4.8
Other providers										
Estonia	-	-	-	0	0	-	-	-	0.7	0.8
Hungary	-	-	-	-	10	-	-	-	-	7.2
Malta	-	-	-	-	11	-	-	-	-	52.5
Romania	-	-	-	-	0	-	-	-	-	0.0
Turkey	67	214	111	87	800	6.9	16.8	4.4	2.6	22.3

Notes:

USD 0 million indicates a value lower than USD 0.5 million.

6. Based on the provisional information provided by members, **ODA to in-donor refugees could potentially rise to about USD 7 billion in 2015 and about USD 10 billion in 2016, representing a nearly 50% increase between 2014 and 2016 for all DAC countries combined. There are large variations, however.** Chart 1 compares the trends in ODA for in-donor refugee costs from 2010 to 2016 for EU and non-EU members, suggesting that **at present the refugee crisis is affecting mainly ODA of the EU member states. For individual members that foresee a large rise in the volume of ODA for in-donor refugee costs between 2014 and 2016, this could represent an increase in such costs ranging from 200% up to 300% in real terms. As a share of total ODA, in-donor refugee costs could represent over 20% for five members and between 10% and 20% for four members.**

Chart 1: Trends in ODA for in-donor country refugee costs

7. **Thirteen members indicated that in-donor refugee costs are funded from budgets other than development co-operation.** However, one member explained that in its whole-of-government budgetary process restrictions in the development co-operation budget had been presented by the Ministry of Finance as “compensating” for the means that the ministry in charge of migration needed as a result of the increased number of asylum seekers, based on the argument that the ODA/GNI ratio would not change because of this shift. Another member responded that in 2016, the costs related to the refugee crisis were expected to exceed the ODA budget and while the options for cutting this budget were very limited, this might not be completely avoided.

8. **Seven members responded that they will use their ODA budgets to cover in-donor refugee costs in 2015 and 2016.** These include countries that set the ODA budget in relation to their GNI and for which an increase in the volume of ODA-eligible expenditures beyond the regular development co-operation programme could (and is likely to) result in a decrease in the latter. One member indicated that it had set a ceiling for in-donor refugee costs so that these would not exceed 30% of its ODA budget in 2016.

9. **Of the remaining six members that responded on that question in the survey, four stated they do not consider in-donor refugee costs as ODA** (although one indicated it may report in future); one stated that it could not provide any indications on the budget lines that might be used to cover the costs; and one did not respond to this section of the questionnaire. Two non-DAC providers indicated that the funding of in-donor refugees would be additional to their ODA budgets (one did not provide any indications).

10. **The above findings from the survey suggest that the refugee crisis will have a severe impact on several members’ ODA budgets in 2015 and 2016.** Others have provided reassurance that ODA budgets will not be drawn on to manage the crisis. Still, there is a need to closely monitor these expenditures, in particular to avoid indirect ODA budget cuts by shifting of development co-

operation funds to other ministries (see paragraph 7). Moreover, the credibility of the ODA measure is drawn into question if one of its major components consists in in-donor refugee costs: the recording of these costs as ODA has been consistently controversial as many see these as not fulfilling the main purpose of promoting the economic development and welfare of developing countries as its main objective, and streamlining in-donor costs is one of the stated objectives of ODA modernisation.

III. Updated Information on Members' Methodologies for Calculating in-Donor Country Refugee Costs

11. The Survey also requested information on the breakdown of in-donor refugee costs by types of expenditures. The following trends were observed for DAC members combined. **Temporary costs for allowances, food, medical care, training, interpretation, counselling, etc.** absorbed about a third of total costs and costs related to **resettling refugees in municipalities** another third. Costs for **temporary accommodation, costs in reception centres and administrative costs** together made up a third of total costs (more or less equally divided between the three items). Costs dedicated towards the **voluntary resettlement of refugees in developing countries** represented 1% of total costs. However, **reporting against these items is quite inconsistent amongst the members**. For example, the share of temporary costs for allowances, food, medical care, training, interpretation, counselling, etc., ranged from 2% to about 80% of total in donor refugee costs, and costs related to resettling refugees in municipalities ranged from 3% to 85% of total. Voluntary resettlements may seem low on average for all DAC members combined as only 6 countries provided this information, however these costs represented less than 10% of total refugee costs for each of these donors.

12. As noted above, 17 members provided new information or updates on their reporting practices (see methodological notes in Annex 2) as well as updated information on annual average costs of refugees in 2014. Most members indicated minor changes in their reporting practices of in-donor refugee costs, however one member had significantly revised its methodology and 4 members signalled a broadening of the categories of refugees to now include rejected asylum seekers in their ODA figures. With regard to average annual costs per refugee, 6 members decreased the costs in 2014 as compared to 2009 whereas 6 others increased their annual average costs.

13. Table 2 presents an overview of members' reporting on in-donor refugee costs, identifying the categories of refugees included in ODA by each member and at what stage of the asylum procedure ODA costs are counted, and providing the average annual cost per asylum seeker/refugee. It demonstrates large discrepancies in members' reporting as follows:

- Only costs for the period while asylum seekers are awaiting decision are included (Belgium, France, Portugal and United Kingdom): the twelve-month period begins from the moment of entry to the host country (or upon official application for asylum); all asylum seekers are included, also those that will eventually be rejected; no costs are counted after decision, once asylum seekers get refugee status or are rejected.
- Only costs after decision on asylum are counted (Canada, Germany and the United States): the twelve-month period commences once refugee status has been established (convention, temporary protection, humanitarian reasons); asylum seekers awaiting decision are not counted.
- Costs for both the period while asylum seekers are awaiting decision and the period after decision are counted (Austria, Czech Republic, Denmark, Iceland, Italy, Finland, Greece, Japan, the Netherlands, Norway, Poland, Slovak Republic, Spain, Sweden and Switzerland): the twelve-

month period begins upon official application for asylum and costs continue to be included after final decision on asylum status has been made. Countries vary in their counting of costs before and after the decision on asylum, and according to whether applicants are accepted or rejected.

- Quota refugees: not all members participate in quota refugee programmes or count the related costs as ODA.

14. The above confirms the previous analyses carried out on the reporting on in-donor refugee costs, namely that the data are not comparable between members as reporting practices vary significantly in terms of categories of refugees included, types of expenditures covered and methodologies used to assess costs during the first year of stay of refugees. **Streamlining reporting to make it more comparable would require a clarification of the Reporting Directives to reduce room for interpretation on the eligibility of:**

- Various categories of refugees: what is the narrative for including in ODA costs for asylum seekers, refugees granted status, quota refugees, in-transit refugees, rejected asylum seekers? Should some be excluded from ODA because they were either not found to be in need of protection or granted protection with further costs more reflecting their integration in the economy? Three types of expenditures lead to interpretation questions on their eligibility under current rules: costs related to resettling refugees in municipalities (if these costs are considered for integration, they are not reportable according to the rules), voluntary return (can voluntary returns be distinguished from forcible measures to repatriate refugees which should not be counted as ODA) and administrative costs. Costs related to resettling refugees in municipalities represent a third of total refugee costs reported as ODA, voluntary returns 1%.
- The application of the 12-month rule: this rule is based on principles for accounting international flows³, and it could seem difficult to justify a lengthened period for counting costs as ODA. This would also even more inflate ODA levels.

15. Another issue to discuss in due course is to what extent support to in-donor refugees broader than ODA, in the context of global refugee and migration crises, could be covered under the new TOSSD measure under development.

3. IMF “Balance of payment and international investment position manual”, sixth edition, article 4.128. “[...]Their residence will change from their home territory to the territory of refuge, if they have stayed or intend to stay in their place of refuge for one year or more, even if that residence is involuntary or transient, and its future status is unclear.”

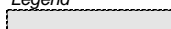
Table 2: In-donor refugee costs: categories of refugees included in ODA by DAC members


<i>application for asylum</i>		<i>decision on asylum</i>		(Based on 2014 data)		
DAC Members	Before decision: asylum seekers while awaiting decision	After decision: asylum seekers granted asylum (Convention, temporary protection), rejected asylum seekers		Quota refugees included	Average annual cost per refugee (USD)	Share of in-donor refugee costs in total net ODA (%)
Belgium				no	25 536	7.6
France				no	12 190 ¹	4.6
Portugal				no	1 803 ¹	0.2
United Kingdom				yes	3 261 ¹	1.1
Finland				yes	18 450	1.0
Slovak Republic				no	2 980	1.2
Italy				no	16 950 ²	21.0
Japan				no	337	0.0
Spain				no	13 687	1.0
Sweden				yes	11 924 -15 869	17.6
Austria				no	4 608	8.9
Czech Republic				yes	10 049	5.4
Denmark				yes	21 791	8.5
Greece				yes	n.a.	8.6
Iceland				yes	23 693	6.8
Norway				yes	13 924	5.5
Netherlands				yes	31 933	16.8
Poland				no	5 276	0.0
Switzerland				no ³	22 621	13.7
Canada				yes	10 713	5.1
Germany				no	8 908	1.0
United States				yes	14 708	3.8
New Zealand				yes	13 544 ¹	3.9
Non-DAC members						
Hungary				no	7 336	7.2
Turkey				no	n.a.	22.3
<div> <div>12-month period after application</div> <div>12-month period after decision</div> </div>						


1. 2009 Average annual cost per refugee.

2. Estimate not specifically related to expenses reported as ODA.

3. Not until 2014. In 2015 Switzerland welcomed a contingent of Syrians and will include quota refugees in future.

Legend
 asylum seekers granted asylum

 rejected asylum seekers

 all asylum seekers - granted asylum and rejected

ANNEX 1: SURVEY ON ODA REPORTING OF IN-DONOR COUNTRY REFUGEE COSTS

The survey on ODA reporting of in-donor country refugee costs was by the Secretariat via e-mail STAT(2015)53 on 13 November 2015, with responses requested by 4 December 2015.

SECTION 1. REQUEST FOR DATA ON THE EXPECTED IMPACT OF THE CURRENT REFUGEE CRISIS ON MEMBERS' ODA IN 2015 AND 2016

Question 1.1. Provide estimates for 2015 and 2016

- In the attached Excel table – *tab “1.1. estimates 2015-16”* – provide preliminary estimates for in-donor refugee costs that your country will be reported as ODA in 2015 and 2016: USD million and share in total ODA.

Question 1.2. Provide breakdown of reported ODA amounts by type of expenditure

- In the attached Excel table – *tab “1.2. breakdown 2014”* – provide disaggregated data on in-donor refugee costs for 2014. Where feasible, indicate amounts for the following categories (if some categories overlap, please adjust the proposed categories).
 - Temporary accommodation
 - Other temporary costs: allowances, food, medical care, training, interpretation, counselling, etc.
 - Administrative costs, including police
 - Costs in reception centres
 - Costs for settlement in municipalities
 - Costs for voluntary resettlement of refugees in a developing country
- Please include any other additional breakdown relevant in your country and calculation of costs (*e.g.* costs before decision on asylum *versus* costs after decision, costs for various categories of asylum seekers, etc.)

SECTION 2. REQUEST FOR INFORMATION ON MEMBERS' REPORTING PRACTICES

Question 2.1. Governments' plans to use ODA budgets to cover in-donor refugee costs

- Have you used ODA budgets to cover in-donor refugee costs in the past? Will you do so in 2015? In 2016? Please insert your reply in the Excel table, *tab "2.1 plans to use ODA"*.

Question 2.2. Updated information on members' methodologies for calculating the costs

- In 2012, the WP-STAT produced a note describing members' methodologies for calculating the costs. See <http://www.oecd.org/dac/stats/RefugeeCostsMethodologicalNote.pdf>. Please use the attached Word file to check and update the information related to your country to reflect the calculation of these costs in 2014 (or latest year available):
 - **Check and amend the figure on page 3, add information if your country was not included at the time of the previous survey:**
 - When does the twelve-month period begin (from the application onwards, or from the decision onwards)?
 - Do you count costs before decision, after decision, or both?
 - Do you include rejected asylum seekers?
 - Do you include quota refugees?
 - What was the average annual cost per refugee in 2014 (or latest year available)?
 - **Update the methodological note in track-changes** by indicating any possible change in the coverage of categories of refugees and types of expenditures, and in the ODA calculation. For countries not included in the note, the request is as follows:
 - Australia, the Czech Republic, Iceland and the Slovak Republic have since reported in-donor refugee costs as ODA and are invited to provide a methodological note in the standardised format used in the Word file.
 - Greece and Italy have provided notes which remain to be standardised. The Secretariat will follow up bilaterally with them.
 - For Ireland and Slovenia, the amounts are small but in case of planned increases, they are also invited to provide information.
 - Korea and Luxembourg do not count in-donor refugee costs as ODA.

ANNEX 2: METHODOLOGIES FOR REPORTING IN-DONOR REFUGEE COSTS

AUSTRALIA

Australia did not provide methodological notes. No amount was reported for ODA in-donor refugee costs in 2014, Australia considers that its processing of irregular migrant arrivals does not align with the DAC's rules in-donor refugee costs. In 2013, Australia reported USD 343 million as ODA in-donor refugee costs; representing 7% of ODA.

AUSTRIA

Categories of refugees: Austria currently does not participate in quota refugee programmes. In-donor refugee costs relate to applicants for international protection – granted asylum (Convention refugees and those granted status on humanitarian or protection grounds) or rejected, both before and after decision.

Types of expenditures: Costs are shared between central (Federal Ministry of the Interior, Mol) and provincial governments (Länder) at a proportion of 60 : 40. They include: housing, sustenance, clothing, health insurance and costs for necessary medical treatment and school supplies. Recognized refugees get benefits only during the first four months after being granted refugee status, in case of need (notwithstanding other entitlements for social assistance). In case of a negative decision or if being granted subsidiary protection no such time limits exist. Other benefits such as scholarships, and assistance for rejected asylum seekers (return and resettlement) are counted as ODA but are classified under other purpose codes.

ODA calculation: ODA-eligible costs are separately identifiable and based on actual expenditures monitored on an individual basis by the Mol.

Assessing refugee expenditures for the first twelve months of their stay: The Mol statistical system links personal data on asylum seekers to related expenditures which allows the monitoring of ODA costs at the level of the individual.

In 2014 the average annual ODA-eligible cost per person was estimated at USD 4 608.

BELGIUM

Categories of refugees: Reported in-donor refugee costs relate to asylum seekers granted asylum (Convention and temporary protection status) during a 12-month period. Asylum seekers have the right to material assistance (“reception”) throughout the asylum procedure. The right to this assistance ends once the asylum procedure has been concluded and all possible appeals have failed. This period may take more than 12 months, but only the costs made during the first 12 months are taken into account to calculate ODA. Costs for rejected asylum seekers are excluded, except for voluntary repatriation.

At present Belgium has no regular quota refugee programme although a trial project was undertaken in 2009. (This was financed by the European Refugee Funds and therefore not included in Belgian ODA).

Types of expenditures: The Federal agency for the reception of asylum seekers (FEDASIL) grants material aid to asylum seekers. Asylum seekers receive accommodation and meals, clothing and also social, medical and psychological support, a daily allowance as well as access to legal assistance and services such as interpretation and training. A percentage of the administrative overhead costs of FEDASIL are also reported. For rejected asylum seekers, costs cover voluntary travel back to and resettlement assistance, if in a country on the DAC List.

ODA calculation: The ODA portion of costs is derived from FEDASIL’s actual expenditures: Each year a general daily cost per refugee received is calculated by dividing FEDASIL's expenses by the number of asylum seekers who hold the right to material assistance (reception). The daily cost is then multiplied with the number of refugees from developing countries that are granted asylum in that year. For rejected asylum seekers, the ODA amount is estimated by applying the percentage of returns to ODA-eligible countries to total expenditures on voluntary returns (REAB repatriation programme).

In 2014 the average annual ODA-eligible cost per person was estimated at USD 25 536 and for repatriation at USD 2 415.

CANADA

Categories of refugees: In-donor refugee costs relate to quota refugees (“government-assisted refugees”), refugees sponsored for resettlement in Canada by private groups (“privately-sponsored refugees”), refugees which benefit from a combination of federal government and private assistance (“blended visa office-referred refugees”), and persons granted asylum (Convention refugees, or refugees landed in Canada) as determined by the Immigration and Refugee Board. Expenditures relating to asylum seekers awaiting decision are not counted in ODA. Nor are they counted for failed asylum seekers after decision.

Types of expenditures: Expenditures include: sustenance costs, medical treatment, basic education and language training, orientation, referral services, advice and guidance and resettlement assistance. Refugees selected under the government-assisted refugee programme receive support through the federally-funded Resettlement Assistance Programme, which provides income support payments for up to 12 months (up to 36 months in exceptional cases, and 6 months in the case of blended visa office-referred refugees), as well as immediate settlement support such as reception at the airport, temporary accommodation, and basic community orientations. All refugees (including successful asylum claimants and refugees resettled under the government-assisted refugee programme and the private sponsorship of refugees programme) are eligible for federal, provincial and municipal government-funded settlement services including language-skills training, employment counselling, community orientations and translation services. Refugees are equally eligible for basic health services through the federally-funded Interim Federal Health Programme and/or provincially-funded health care.

ODA calculation: Data on refugee costs are based on actual expenditures and include:

1. Federal Government costs: annual expenditures for resettlement are adjusted to reflect the percentage of refugees that receive federal services in their first year of becoming permanent residents.
2. Provincial and municipal costs: The annual cost per refugee is established for each type of service (basic social assistance; medical treatment) and then multiplied by the number of each type of refugees coming from ODA-eligible countries benefiting from each service [average costs per refugee, per type of service] multiplied by [total number of ODA-eligible refugees per service]

Assessing refugee expenditures for the first twelve months of their stay: On a yearly basis.

The average annual ODA-eligible cost per person was estimated at USD 10 713 in 2014.

CZECH REPUBLIC

A more detailed methodological note is currently under finalization and will be provided to the Secretariat as soon as possible.

Categories of refugees: The 12-month period for counting in-donor refugee costs starts from the application onwards. Both costs before and after decision are counted. Rejected asylum seekers are included. Quota refugees are included.

Types of expenditures: *to be completed*

ODA calculation: Costs are reported as ODA ex post (based on real disbursements).

The average annual ODA-eligible cost per person was estimated at USD 10 048,8 in 2014.

DENMARK

Categories of refugees: In-donor refugee costs are reported for quota refugees and asylum seekers. Costs for all asylum seekers – granted asylum or rejected – are counted.

Types of expenditures: The data are provided by the Ministry of Immigration, Integration and Housing. Costs cover government expenditures on: asylum centres and sustenance (including administrative costs), as well as imputed amounts for processing of applications and other public services such as police authorities. Finally, an assessed amount is included to cover subsistence costs for quota refugees and unaccompanied children, and their general introduction to Denmark.

ODA calculation: The calculation is based on an assessment of total costs: the share of [persons with less than one year of stay in Denmark] in [total number of refugees/asylum seekers] is used to derive the ODA portion of expenditures regarding asylum centres, sustenance and police authorities.

Assessing refugee expenditures for the first twelve months of their stay: The percentage used in the ODA calculation is calculated at the end of the year; it is updated from year to year in order to reflect the current composition of ODA-eligible refugees/asylum seekers.

The average annual ODA-eligible cost per person was estimated at USD 21 791 in 2014.

EU INSTITUTIONS

The EU institutions do not currently report in-donor refugee costs as ODA to the DAC. They note that this topic is particularly complex for the EU given that its refugee policy is being implemented at Member State and EU level at the same time. The EU is examining the issue but has not yet reached any decisions on future EU reporting in this area.

FINLAND

Methodology not revised since Survey in 2012. Average cost revised.

Categories of refugees: In-donor refugee costs relate to quota refugees and asylum seekers – granted asylum (Convention refugees, humanitarian or protection grounds) both before and after decision on status. No costs are included for rejected asylum seekers.

Types of expenditures: Costs are covered by the central Government. They include sustenance, hygiene and health services at reception centres, and resettlement costs incurred by municipalities. Also included are transfer costs of quota refugees from their country of origin.

ODA calculation: Based on numbers of ODA-eligible persons, related annual costs and average number of days spent at reception centres before leaving for a municipality. Total ODA costs are derived as A + B + C:

A. ODA costs at reception centre with respect to quota refugees:

[total costs for quota refugees (including transfer costs from country of origin)]

B. ODA costs at reception centre with respect to asylum seekers:

[total costs for all asylum seekers combined] *times* the ratio of [asylum seekers granted status] to [total number of asylum seekers]

C. ODA costs in municipalities with respect to refugees and asylum seekers granted status combined:

Derived as a share of the Government subsidy to municipalities, which is allocated for a three-year period, equals:

[government subsidy] *divided by* [3]

times the ratio of [(365 days less time spent at reception centres) to 365].

Assessing refugee expenditures for the first twelve months of their stay: The Immigration Office keeps a record of the average number of days taken to reach particular types of decisions. Separate averages are estimated for both refugees and asylum seekers of their time spent at reception centres allowing the remaining time spent in municipalities, for both categories, to be derived (out of 365 days). This latter period is used in the calculation of the annual pro rata amount of State support to municipalities (allocated on a three-year basis - see calculation of C above).

In 2014 the average annual ODA-eligible cost per person was estimated at USD 13 700.

FRANCE

Methodology not revised since Survey in 2012. Average cost not revised.

Categories of refugees: In-donor refugee costs relate to all asylum seekers – granted asylum or rejected (no differentiation is made between the various categories of refugees registered with the *Office français de protection des réfugiés et des apatrides* – OFPRA). No costs are counted after the initial decision on asylum (i.e. status granted, rejected or re-examination). As soon as an applicant obtains refugee status, any further benefits are excluded from ODA figures.

Types of expenditures: The main type of expenditure relates to accommodation managed by three types of facilities: orientation facilities (*plateformes d'accueil*) situated throughout France; reception centres (*centres d'accueil pour demandeurs d'asile* – CADA); and emergency housing centres which supplement the reception centres. Expenses also cover: sustenance, medical care, social evaluations, legal and administrative information, housing solutions, interpretation services, assistance with schooling and procedural monitoring. In some cases a temporary waiting allowance (*allocation temporaire d'attente* - ATA) is paid to asylum seekers whose applications are under investigation.

ODA calculation: The percentage of costs counted as ODA corresponds to the ratio of initial applicants from ODA-eligible countries to the total number of applications processed (i.e. initial applications plus re-examined applications).

Assessing refugee expenditures for the first twelve months of their stay: Estimation of the ODA-eligible portion of refugees' annual expenditures; no individual monitoring of refugee costs but only initial applications are taken into account.

In 2009 the average annual ODA-eligible cost per person was estimated at USD 12 190 (USD 12 677 in 2010).

GERMANY

Categories of refugees: Germany participates in quota refugee programmes since 2012, but does not currently include these costs in ODA. In-donor refugee costs relate to persons granted asylum (Convention refugee and temporary protection status). Expenditures relating to asylum seekers awaiting decision are not counted in ODA. Nor are they counted for rejected asylum seekers after decision.

Types of expenditures: Up to and including 2014 data, Germany only reports standard benefits granted to asylum seekers and foreign nationals who may only stay in Germany on a temporary basis. These benefits granted under the Asylum-Seekers' Benefits Act cover sustenance costs and basic medical treatment. For the reporting year 2015, the reporting method is currently being reviewed in order to better reflect ODA-eligible expenditures for refugees outside the scope of the Asylum Seekers' Benefits Act (including expenditures at federal government, federal states and municipality levels).

ODA calculation: Up to and including 2014 data, the amount is based on average costs per person derived from statistics on expenditures related to the Asylum Seekers' Benefits Act (overall amount of actual costs divided by the total number of asylum seekers). Based on average costs per person (overall amount of actual individual costs divided by the total number of asylum seekers). The ODA portion is calculated as: [average costs per person] times [the number of asylum seekers granted status from ODA-eligible countries]. Due to this calculation method the relevant costs vary and generally cover a period shorter than 12 months. Furthermore the expenditures and number of asylum seekers granted status are based on data covering reporting year minus-1; e.g. 2013 for reporting 2014.

Assessing refugee expenditures for the first twelve months of their stay: The twelve month period commences after asylum status has been granted. For the reporting starting from 2015 it is currently being reviewed to have the twelve month period starting when the application for asylum is filed.

In 2014 the average annual ODA-eligible cost per person was estimated at USD 8 908.

GREECE

Categories of refugees: In-donor refugee costs relate mainly to asylum seekers and also to refugees (both convention and temporary protection status). The costs related to asylum seekers are for both those who are finally granted asylum and those who are rejected. The costs included count for the period before and after the decision.

Types of expenditures: Types of expenditures reported as ODA include subsistence, meals, medical treatment, lodging, staff costs, operating costs, and sub-contracting costs for reception and integration projects. The reception projects address mainly the provision of accommodation services, legal aid, medical, psychological and social care, and interpretation services. Costs for material aid and means of subsistence are also included.

The average annual cost per refugee cannot be calculated, as different kinds of expenditures apply to different categories of beneficiaries, while the same beneficiary can receive services from different projects as well.

ICELAND

Categories of refugees: In-donor refugee costs relate to quota refugees and asylum seekers. Costs for all asylum seekers – granted asylum or rejected – are counted.

Types of expenditures: The data are provided by the Ministry of Welfare, Ministry of the Interior and the Directorate of Immigration. Costs cover government expenditures on: accommodation, sustenance, transport, health services, basic education, language training, as well as translation and interpretation.

ODA calculation: ODA expenditures are currently estimated based on the number of new asylum seekers from ODA-eligible countries, and the average cost per person over a one-year period. For quota refugees, ODA is based on actual disbursed amounts to municipalities, which are providing the services.

Assessing refugee expenditures for the first twelve months of their stay: The calculations assume that all asylum seekers arrive in January, and the costs occur in the calendar year. Support for quota refugees is on an annual basis.

The average annual ODA-eligible cost per person was estimated at USD 23 693 in 2014.

IRELAND

Ireland reports that they are still considering their methodology and past expenditure remains less than its own threshold for reporting.

ITALY

Categories of refugees: Italy considers in-donor refugee costs from the moment refugees (i.e. "people outside their home country because of a well-founded fear of prosecution or because of civil war or severe unrest") enter its territory. Both costs before and after decision are considered. Rejected asylum seekers are not included (i.e., after the rejection decision we do not consider any cost in our ODA notification). Quota refugees are not included.

The average cost covered for refugee assistance was in 2014 approximately 35 Euros per day – USD 16 950 per year. This estimate is not specifically related to the expenses notified as ODA.

JAPAN

Methodology not revised since Survey in 2012.

Categories of refugees: Japan does not participate in quota refugee programmes. In-donor refugee costs relate to all asylum seekers - granted asylum (Convention status) or rejected – but, in the case of rejection, only for the period before decision.

Types of expenditures: Expenditures for asylum seekers include sustenance costs and medical treatment. Expenditures for Convention refugees include settlement assistance such as education (to get adapted to the society), language training, vocational counselling and other support.

ODA calculation: Costs are calculated from actual expenditures provided by the Ministries (the Ministry of Foreign Affairs; the Ministry of Education, Culture, Sports, Science and Technology; and the Ministry of Health, Labour and Welfare) which check ODA eligibility aspects. The Division of the Foreign Ministry that reports ODA to the DAC double-checks the eligibility and sums up the data to assess total in-donor refugee costs. The data reported by the Ministries are sorted by purpose of expenditures and by country.

Assessing refugee expenditures to asylum seekers for the first twelve months of their stay: on a yearly (calendar) basis. Costs are not calculated on an individual basis.

The average cost for a convention refugee cannot be assessed.

KOREA

ODA calculation: Korea does not count in-donor refugee costs in its ODA.

LUXEMBOURG

ODA calculation: Luxembourg does not count in-donor refugee costs in its ODA.

NETHERLANDS

Categories of refugees: In-donor refugee costs relate to quota refugees and asylum seekers. Costs for all asylum seekers – granted asylum or rejected – are counted. After decision, costs are included for rejected asylum seekers and for granted asylum (Convention and temporary protection status) as long as they stay in a shelter (with a maximum of 12 months in total).

Types of expenditures: Expenditures for asylum seekers awaiting decision cover: sustenance costs, transport in donor country, medical treatment, basic education, language and professional training. After decision, costs include resettlement assistance in developing country, ticket costs, travel documents and resettlement fee.

ODA calculation: Based on the total number of ODA-eligible applicants per year and related expenditures (determined from the last available figures for asylum shelter), up to a maximum of 12 months. Costs are derived from detailed data provided by the Ministry of Justice (Department of Immigration and Naturalisation).

The calculation for the year is based on a specific formula which includes: (1) the number of asylum seekers, split into adults and unaccompanied minors; (2) the average length of stay (with a maximum of 12 months); and (3) the average costs per adult and minor (minors require a different treatment which incurs higher costs).

[Number of adults] *times* [average length of stay] *times* [average costs per adult]

[Number of unaccompanied minors] *times* [average length of stay] *times* [average costs per minor]

Assessing refugee expenditures for the first twelve months of their stay: Based on up-to-date entry figures for the year. The twelve month period starts from the moment entrants arrive in the Netherlands (registered by one institution) to await decision. The decision status for applicants is monitored and updated on a monthly basis. Once a decision has been taken the applicant either takes up permanent residence, usually after some months awaiting available housing, or leaves the country.

In 2014 the average annual ODA-eligible cost per person was estimated at USD 31 933.

NEW ZEALAND

Methodology not revised since Survey in 2012. Average cost not revised.

Categories of refugees: In-donor refugee costs relate only to quota refugees. Any costs with respect to asylum seekers are not included as ODA.

Types of expenditures: Costs cover, sustenance, medical treatment, basic education, language and professional training.

ODA calculation: Mainly based on actual expenditures provided by the Department of Labour which collates data from several other Government offices including the Health; Education; and Social Development Departments. Most ODA components can be identified although some estimates may be provided. Any costs that cannot be identified as ODA are excluded.

In 2009 the average annual ODA-eligible cost per quota refugee was estimated at USD 13 544.

NORWAY

Categories of refugees: In-donor refugee costs relate to quota refugees and asylum seekers. Costs for all asylum seekers⁴ – granted asylum (Convention and temporary protection status) or rejected – are counted, both before and after decision (no differentiation is made between the various categories of refugees or asylum seeker).

Types of expenditures: Expenditures reported as ODA relate to sustenance costs, medical treatment, basic education and language training, transport and resettlement. They are covered by different budget posts from three Ministries: Ministry of Justice and Public Security, Ministry of Education and Research, and Ministry of Children, Equality and Social Inclusion.

The main costs are incurred by the reception centres for asylum seekers (about 66 per cent of the total amount of reported ODA-eligible refugee costs in 2014⁵). There are also integration grants for resettlement of refugees in Norway and for settlement of unaccompanied minor refugees. Costs are covered for rejected asylum seekers, but only for the period they stay in Norway and maximum for the first year; some professional training is offered before they leave the country. Transportation costs for the voluntary return of rejected asylum seekers have been included since 2011.

ODA calculation: Budget allocations are used as first estimates for expenditures on selected budget posts, mainly: reception centres, Child Protection Services for unaccompanied minor asylum seekers, Norwegian courses in reception centres, and integration grants for resettlement (i.e. sustenance for quota refugees and minors). The ODA share of these expenditures is determined using the number of refugees/asylum seekers originating from ODA-eligible countries.

These initial estimates are then adjusted several times a year to account for more accurate data on numbers of refugees and asylum seekers. Complex formulae are used in the ODA calculation, as each budget post deals with a different “population” of beneficiaries.

Assessing refugee expenditures for the first twelve months of their stay: Estimates are used.

Different expenditures apply to different categories of beneficiaries, and an average of total costs would not be representative. Reception centres in Norway incur the largest expenditure and in 2014 averaged approximately USD 13 924 per person.

4 . The final status – granted or rejected – is rarely known during the first year.

5 . This percentage varies from year to year. In 2012 the share was around 63 per cent.

POLAND

Poland included in-donor refugee costs in ODA until 2012. In 2013 after consultation with civil society organisations, the decision was taken to stop reporting such costs as ODA. The Polish government is considering reporting these costs again in light of the discussions in the DAC.

Categories of refugees: The 12-month period for counting in-donor refugee costs starts from the application onwards. Costs before the decision and two months after the decision are counted. Rejected asylum seekers are included. Quota refugees are not included.

Types of expenditures: *to be completed*

ODA calculation: *to be completed*

The average annual ODA-eligible cost per person was estimated at USD 5 276 in 2014.

PORTUGAL

Methodology not revised since Survey in 2012. Average cost not revised.

Categories of refugees: In-donor refugee costs relate to asylum seekers – granted asylum (on humanitarian grounds), or rejected. No costs are included after decision – status granted or rejected. Portugal participates in quota refugees programmes, although costs are not included in ODA.

Types of expenditures: The amounts reported relate to the costs incurred by the Temporary Installation Centre (TIC) at Lisbon airport for the benefit of asylum seekers. They include: sustenance costs, medical treatment, security and professional assistance.

ODA calculation: The amount reported as ODA is based on actual expenditures of the TIC. The TIC houses asylum seekers originating from ODA and non-ODA countries (including illegal immigrants). The ODA-eligible share of total TIC expenditures is estimated on the basis of the time spent in the TIC by asylum seekers originating from ODA countries. The formula used is as follows:

[TIC total annual costs] *multiplied by the ratio of* [total person days asylum seekers originating from ODA-eligible countries stay in the TIC] *to* [total person days all categories of persons stay in the TIC].

Assessing refugee expenditures for the first twelve months of their stay: Based on an individual monitoring of arrivals, the number of days spent in TIC is known for each person.

In 2009 the average annual ODA-eligible cost per person was estimated at USD 1 803.

SLOVENIA

Details on the methodology used for calculation of ODA-eligible expenses will be submitted at a later stage.

Categories of refugees: *to be completed.*

Types of expenditures: Up until 2014, Slovenia reported only expenditures for the refugees/asylum seekers that were settled in the Centre for foreigners. Expenditures included travel costs (airplane, train and bus transfers) for voluntary resettlement of refugees, cooperation with relevant consular representations and other institutions abroad, translation, interpretation and identity analyses and training of personnel, involved in the processes. Administrative costs of personnel were reported separately (under "Administrative costs").

ODA calculation: *to be completed.*

SLOVAK REPUBLIC

Categories of refugees: Slovakia does not participate in quota refugee programmes. In-donor refugee costs relate to asylum seekers and persons with granted international protection status (Convention refugees, subsidiary protection and humanitarian grounds), both before and after a decision is taken - only for the period of 6 months.

Types of expenditures: Costs related to: accommodation and food in asylum facilities, pocket money, interpretation, health care, salaries for staff working in the asylum facilities, integration process (e.g. accommodation, Slovak language courses). These services are provided by the Migration Office.

ODA calculation: ODA-eligible costs are separately identifiable and based on actual expenditures monitored by the Migration Office. (Migration office, previously a budgetary independent organisation, has become a part of the complex ministerial budget since 2013. As ODA-eligible costs are counted only expenditures in the asylum facilities, in other words expenditures in the headquarter of the Migration Office are not included into ODA eligible costs.

The calculations are complex and require input from several different sources (currently 4 different economic departments related to different asylum facility) and need to rely on estimates for certain quantities, such as the time spent by refugees on support. Furthermore, costs related to the accommodation have to be paid regardless of number of asylum seekers in the asylum facilities.

Assessing refugee expenditures for the first twelve months of their stay: the twelve months period starts on 1st January regardless of the real date of arrival.

SPAIN

Categories of refugees: In-donor refugee costs are reported with respect to asylum seekers granted asylum for the period before and after the decision on asylum and for rejected asylum seekers for the period until the decision. After decision, ODA costs include only refugees granted status (convention, temporary protection, humanitarian reasons or stateless status).

Types of expenditures: Costs for asylum seekers are covered by the Ministry of Employment and Social Security. Expenditures relate to: sustenance costs; transport; medical treatment; basic education; language training; degree validation costs; professional training; self-employment projects; basic information and advising; individual training to facilitate integration into Spanish society; psychological aid; legal advice and translation.

ODA calculation: Costs are calculated from actual expenditures incurred under various programmes providing services to asylum seekers. The ODA-eligible components can be separately identified from raw data as all services have separate budgets. In 2009 all expenses were subject to an internal audit and some programmes were also externally audited.

Assessing refugee expenditures for the first twelve months of their stay: The flow of asylum seekers is monitored in two different phases, before decision and after decision, as the various programmes and services of each phase can be clearly differentiated. All asylum seekers follow a similar path in terms of how they benefit from various programmes and services, so each person's expenses can be calculated at any given moment.

In 2014 the average annual ODA-eligible cost for an asylum seeker granted asylum was estimated at USD 13 687.

SWEDEN

Categories of refugees: In-donor refugee costs reported relate to quota refugees and asylum seekers. Costs for all asylum seekers – granted asylum or rejected – are counted but, in the case of rejection, only for the period before decision (up to 365 days). Asylum seekers stay in the reception system until they are either received by a municipality or rejected after final decision. Costs for voluntary resettlement of refugees in a developing country are also reported.

Types of expenditures: For asylum seekers, benefits include: sustenance costs, transport, medical treatment, basic education and language training. For quota refugees, expenditures relate to identification procedures and transport to Sweden, plus resettlement costs.

ODA calculation: ODA expenditures are calculated as part of the budgetary process of the Government, using a model developed by the Ministry of Justice.

- The amount relating to asylum seekers is calculated using a model which reflects estimated costs per asylum seeker per day, share of asylum seekers from developing countries, number of new asylum seekers and the average number of days spent in the reception system. The original data source for the variables is the Swedish Migration Board.
- For quota refugees, the calculation is based on estimations with regard to pre-arrival expenses and costs in the first year of residency in Sweden (the subsidy to Swedish municipalities is regulated by the Government).

Assessing refugee expenditures for the first twelve months of their stay: The calculation assumes that all asylum seekers arrive in January, and the costs occur in the same year.

In 2014 the average annual ODA-eligible cost per refugee was estimated at USD 15 869 for a quota refugee and USD 14 140 for an asylum seeker granted residence. For unsuccessful asylum seekers the average cost upon final rejection was estimated at USD 11 924 per applicant.

SWITZERLAND

Categories of refugees: Until 2015, Switzerland did not participate in quota refugee programmes. Before 2015, in-donor refugee costs reported relate to asylum seekers, stateless persons and those with no declared nationality. Costs for all asylum seekers – granted asylum or rejected – are counted. Some rejected asylum seekers may stay with the status of temporary admission. Recognised refugees are not included in ODA statistics in order to avoid double counting (see ODA calculation).

Types of expenditures: Information on costs are sourced from the accounts of the Federal Government, which reimburses the cantons responsible for providing and organising assistance to asylum seekers and provisionally admitted persons. Expenditures include social assistance (sustenance costs, health insurance, medical/dental care), an emergency lump sum for rejected asylum seekers and administrative costs. Expenses relating to integration assistance (e.g. education and training) are excluded from ODA. Return/resettlement assistance, meant to foster the voluntary and mandatory return of rejected asylum seekers through a system of benefits, is included in ODA but captured separately from refugee costs⁶.

ODA calculation: Based on the number of asylum seekers from ODA-eligible countries depending from social assistance and actual costs over a one-year period, the ODA-eligible amount is estimated as:

[average costs per asylum seeker for the current year] times [the number of new asylum applications].

In order to avoid important fluctuations in the volume of ODA from one year to another, an average of number of asylum seekers of the current and the previous year is used.

Assessing refugee expenditures for the first twelve months of their stay: Only new arrivals/applications from 1st January to 31st December are included (accounts of the Ministry of Justice and Police, Federal Office for Migration). This captures the flow during the year and not the total number of asylees residing in Switzerland.

During a calendar year, the same person can be declared in the statistics as asylum seeker and as refugee (former asylum seeker being granted the refugee status). Therefore, to avoid double counting, only expenditures for new asylum seekers are being assessed on an annual basis while costs for recognised refugees are not included in ODA statistics.

In 2014 the average annual ODA-eligible cost per asylum seeker was estimated at USD 22 621.

6. <http://www.bfm.admin.ch/content/bfm/en/home/themen/rueckkehr/rueckkehrfoerderung.html>

UNITED KINGDOM

Average cost not revised.

Categories of refugees: In-donor refugee costs relate to quota refugees as well as support prior to the asylum decision being made for all categories of persons whether or not they have been granted refugee status. No costs after decision on asylum status are counted.

Types of expenditures: Data on costs are provided by the Home Office. They cover: temporary accommodation, temporary subsistence, essential travel costs, asylum application support and medical care. No costs with respect to resettlement assistance or voluntary returns are included.

ODA calculation:

From 2010 the UK has improved its monitoring and reporting of in-donor refugee costs. This is now based on individuals and actual days on support multiplied by the average unit cost of support based on the type of support received. This allows costs to be tied to individual cases and increases transparency of the calculations underpinning these costs.

In 2009 the average annual ODA-eligible cost per case was estimated at USD 3 261.

UNITED STATES

Categories of refugees: In-donor refugee costs reported relate to benefits provided by the Federal Government for quota refugees and persons granted asylum during the first year of residency. Asylees awaiting decision do not qualify for benefits, nor are these extended (post-decision) to rejected asylum seekers.

Types of expenditures: Assistance is provided by the following three federal departments: *US State Department/Bureau of Population, Refugees, and Migration (State/PRM)*; *US Department of Health and Human Services/Office of Refugee Resettlement (HHS/ORR)*, and the *US Department of Agriculture (USDA) Food and Nutrition Service*. *State/PRM* supports the initial month of residency and *HHS/ORR* thereafter, while *USDA* provides assistance under the Supplemental Nutrition Assistance (SNAP).

Expenditures include: sponsorships, pre-arrival resettlement planning, reception on arrival, sustenance costs, medical treatment, basic education, language and professional training, resettlement assistance and employment orientation (refugees are eligible for lawful employment upon arrival in the United States).

ODA reporting does not capture expenditures incurred in support of refugees/asylees at state, county and municipal government levels that are not reimbursed by US Federal Government programs.

ODA calculation: Costs are not calculated on an individual basis. The reported amount is the sum of actual expenditures of State/PRM and estimates on benefits extended to persons from ODA-eligible countries by HHS/ORR and USDA. HHS/ORR records are used to calculate the following two coefficients:

- i) the share of arrivals from ODA recipient countries (around 99 per cent of all annual arrivals during 2010-2014); and
- ii) the share of benefits extended to refugees during their first year of stay (a 75 per cent coefficient).

The two coefficients are then applied to aggregate figures on refugee assistance compiled by the Department of the Treasury (Appropriation 75 x1503, Refugee and Entrant Assistance). The first coefficient also serves to estimate the costs of assistance under SNA; a further adjustment is made to reflect estimated participation in SNAP by refugees/asylees *Assessing refugee/asylee expenditures for the first twelve months of their stay*: Arrivals are treated as if they all came on the first day of the year. The estimated number is based on the application of supportable adjusting factors to actual aggregate obligation and outlay totals that assist refugees in the United States during their first year of residency.

In 2014 the average annual ODA-eligible in donor refugee cost per person was estimated at USD 14 708.