

DEVELOPMENT CO-OPERATION DIRECTORATE  
DEVELOPMENT ASSISTANCE COMMITTEE

DAC Temporary Working Group on Refugees and Migration

ODA REPORTING OF IN-DONOR COUNTRY REFUGEE COSTS; FOLLOW-UP QUESTIONNAIRE  
ON MEMBERS' METHODOLOGIES FOR CALCULATING COSTS

*This note includes the Follow-up Questionnaire on members' methodologies for calculating in-donor refugee costs which has been circulated on 30 September with a deadline for responses by 28 October 2016. The Questionnaire is issued on OLIS to launch a procedure for declassification so that it can be shared with other stakeholders.*

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**ODA REPORTING OF IN-DONOR COUNTRY REFUGEE COSTS**  
**FOLLOW-UP QUESTIONNAIRE ON MEMBERS' METHODOLOGIES FOR CALCULATING COSTS**

*Circulated on 30 September 2016, with a deadline for responses by 28 October 2016*

1. At its first meeting on 9 September 2016<sup>1</sup>, the DAC Temporary Working Group on Refugees and Migration (TWG) discussed the findings of the December 2015 Survey on members' methodologies for calculating in-donor refugee costs<sup>2</sup>. It agreed to circulate a follow-up Questionnaire, to increase understanding of how each country is funding and reporting on in-donor refugee costs, in view of developing proposals for clarifying the Reporting Directives.
2. TWG participants provided suggestions for questions to be raised in the follow-up questionnaire and approved the present, final version of the Questionnaire.
3. The Questionnaire is now circulated to all DAC members and observers. You are kindly invited to send a reply to the Secretariat ([julia.benn@oecd.org](mailto:julia.benn@oecd.org) and [valerie.gaveau@oecd.org](mailto:valerie.gaveau@oecd.org)) by **28 October 2016**.
4. Findings will be discussed at third meeting of the TWG scheduled on 19 December 2016.

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1. See the main highlights and action points from the meeting in [DCD/DAC\(2016\)47](#).

2. <http://www.oecd.org/dac/stats/RefugeeCostsMethodologicalNote.pdf>

**Questionnaire to collect additional information on members' methodologies for calculating ODA in-donor refugee costs**

**A. VARIOUS CATEGORIES OF REFUGEES:**

*ToR: The Working Group should determine the rationale that individual members use for including costs as ODA for different categories of refugees (asylum seekers, refugees granted status, quota refugees, in-transit refugees, rejected asylum seekers, persons in need of humanitarian assistance). Based on this analysis, the Working Group will make proposals for greater alignment.*

**Question 1. What is your country's rationale for including, as ODA, expenditures relating to:**

- asylum seekers
- refugees granted status
- quota refugees
- in-transit refugees
- rejected asylum seekers
- persons in need of humanitarian assistance
- minors/unaccompanied children
- members of a refugee's family (family reunification).

Please provide a rationale for each (if applicable). Does the typology above cover all cases? If not, please complement the list.

**Question 2. How long (months) do the persons in each category receive support from the donor country?**

**B. EXPENDITURES THAT LEAD TO INTERPRETATION QUESTIONS UNDER THE CURRENT DIRECTIVES:**

*ToR: Based on the results of the Survey, the Working Group should discuss how to clarify the eligibility of costs explicitly referred to in the Directives, including:*

- *how to single out costs for integrating refugees into society which are not reportable according to the rules.*
- *how to distinguish costs for voluntary returns (eligible) from forcible measures to repatriate refugees (which should not be counted as ODA).*
- *how to report situations where contributions are spent by one donor country in another donor country to cover refugee related expenditures.*

**Question 3. Where do members set the boundary between temporary sustenance ("food, shelter, training") and integration?**

- Are costs related to **shelter** limited to reception centres or do they also cover housing and other forms of accommodation (e.g. hotel) in regions and municipalities? Which forms of housing are considered as integration support?
- Which forms of **training** (language training, professional training, etc.) are considered as integration support?
- Are **school costs** included (access to regular education)?
- **Other support:**
  - Is access to regular health care or vocational training/job programmes that facilitate access to labour market considered as **integration support**?
  - What **other support of a temporary nature** is included, such as transport costs within the donor country (e.g. from islands to mainland), interpretation, counselling, security?
  - Are **costs for combating illegal trafficking of refugees** included?

Please provide a list of detailed cost items included in your ODA reporting and those excluded from your ODA reporting. Do you exclude the latter costs because they are deemed not relevant, or due to the lack of available data?

**Question 4. How to better qualify the distinction between temporary sustenance and integration as it is not necessarily a fixed line, but rather a continuum?** Could it be clarified along the line of legal status and period of stay since arrival, rather than on cost items? <sup>3</sup> Should a difference be made between integration in the “economy of the donor country” and integration into “society”?

**Question 5. How do you treat temporary sustenance in the case of in-transit refugees?**

**Question 6. What voluntary returns programmes exist?** What costs do they generate? Can these costs be separately identified from other refugee-related expenditures? What is your country’s rationale for including, as ODA, expenditures relating to voluntary returns?

**Question 7. Are forcible measures ever used?** What costs do they generate? Can these costs be separately identified from other refugee-related expenditures? What is your country’s rationale for including, as ODA, expenditures relating to forcible measures?

**Question 8. How do you differentiate between a voluntary return and a forced repatriation?**

**Question 9. Does your country transfer funds to another country to cover refugee-related expenditures? Does your country receive funds from other countries to cover refugee-related expenditures?** Please explain how such funds are channelled e.g. whether they relate to government-to-government transfers or whether they possibly involve other partners such as international organisations. How are they treated in your ODA reporting?

#### **C. ADMINISTRATIVE COSTS:**

*ToR: The Survey showed different practices across members when reporting administrative costs. The Working Group will develop proposals on how to enhance the alignment of members’ methodologies in this area.*

**Question 10. Noting that the Directives give no explicit guidance on the ODA eligibility, or not, of administrative costs, please specify if such costs are included and if so:**

- What is the rationale for including administrative costs?
- What cost items are covered? Buildings? Salaries for staff handling asylum procedures/eligibility checks by administration/legal claims by refugees/disbursement of financial support? Salaries for staff providing medical care or advising refugees? Border protection, police costs? Transportation costs? Operational costs of reception centres (cleaning, recycling, utilities, etc?)
- What is the methodology used for the calculation?

<sup>3</sup> For example, language training may be considered “temporary sustenance” (during the period while it is still unclear whether or not refugees will be staying in the host country) or as a measure of “integration” (at a time when there is already a high probability that the refugees will stay permanently and be integrated).

**D. THE APPLICATION OF THE 12-MONTH RULE:**

*ToR: The Working Group will develop proposals on how to enhance the alignment of members' methodologies for assessing the costs during the first year of stay.*

**Question 11. Can costs be attributed to individual persons? Or are they lump sums? If so, how are costs of refugees during the first year of stay assessed?**

**Question 12. What is the rationale for applying the 12-month rule as from:**

- the date of asylum application?
- the date of decision?
- some other date (e.g. in the case of in transit refugees)?

**Question 13. Is there a rationale for counting costs related to voluntary resettlement also beyond the 12-month period?**

**E. AVERAGE PER CAPITA COSTS**

*ToR: The Working Group will seek other possible explanations for the large variation of average per capita costs across members.*

**Question 14. Are there other factors than those mentioned in sections A-D that explain the significant differences in average per capita costs?** Higher level of services in some donor countries than others (e.g. financial support and benefits offered to individual refugees)? Focusing support to specific groups of refugees e.g. unaccompanied children?

**Question 15. How is the number of asylum seekers/refugees calculated?** By whom? Is the information about the country of origin available (ODA/non ODA)? How is family reunification treated?

**ADDITIONAL QUESTION**

**Question 16. Please outline any specific challenges you have in capturing and reporting in-donor refugee costs in ODA.** What are the different data sources for the calculation of costs?

The Reporting Directives (paragraphs 92-93) stipulate that:

A refugee is a person who is outside his/her home country because of a well-founded fear of persecution on account of his race, religion, nationality, social group or political opinion. Assistance to persons who have fled from their homes because of civil war or severe unrest may also be counted under this item.

Official sector expenditures for the sustenance of refugees in donor countries can be counted as ODA during the first twelve months of their stay <sup>footnote</sup>. This includes payments for refugees' transport to the host country and temporary sustenance (food, shelter and training); these expenditures should not be allocated geographically. However, this item also includes expenditures for voluntary resettlement of refugees in a developing country; these are allocated geographically according to the country of resettlement. Expenditures on deportation or other forcible measures to repatriate refugees should not be counted as ODA. Amounts spent to promote the integration of refugees into the economy of the donor country, or resettle them elsewhere than in a developing country, are also excluded.

*Footnote: Contributions by one donor to another donor to cover such expenditures should be recorded as ODA by the contributing country. The receiving country should reduce the expenditure reported under this item by the same amount.*