

ODA REPORTING OF IN-DONOR COUNTRY REFUGEE COSTS

Members' methodologies for calculating costs

DATA ON IN-DONOR REFUGEE COSTS REPORTED AS ODA

The table below presents the volume of in-donor refugee costs reported as ODA by DAC members over the last five reporting years and the share of this item in their total net ODA.

Over the period 2006-10, the total volume of ODA in-donor refugee costs reported by DAC members has doubled in nominal terms, from USD 1.8 billion to USD 3.6 billion. The share in total net ODA has also risen steadily from 1.6% to 2.5% over the same period.

In-donor refugee costs reported as ODA (current prices)

	USD million					Share in total net ODA (%)				
	2006	2007	2008	2009	2010	2006	2007	2008	2009	2010
Australia	0	..	..	1	6	0.0	..	..	0.0	0.1
Austria	41	50	45	41	36	2.8	2.8	2.6	3.6	3.0
Belgium	73	84	93	92	95	3.7	4.3	3.9	3.5	3.2
Canada	158	172	181	220	284	4.3	4.2	3.8	5.5	5.5
Denmark	42	45	49	87	149	1.9	1.8	1.7	3.1	5.2
Finland	11	18	26	41	46	1.4	1.8	2.2	3.2	3.4
France	471	377	372	379	435	4.4	3.8	3.4	3.0	3.4
Germany	18	14	73	70	81	0.2	0.1	0.5	0.6	0.6
Greece	5	5	29	25	35	1.1	0.9	4.2	4.1	6.8
Ireland	1	0	1	1	0	0.1	0.0	0.1	0.1	0.0
Italy	0	34	3	..	3	0.0	0.9	0.1	..	0.1
Japan	..	2	0	0	..	..	0.0	0.0	0.0	..
Korea	..	..	..	..	..	..	..	..	..	..
Luxembourg	..	..	..	..	..	..	..	..	..	..
Netherlands	112	126	250	338	339	2.0	2.0	3.6	5.3	5.3
New Zealand	10	13	12	9	13	3.9	4.0	3.5	3.1	3.7
Norway	67	78	141	403	335	2.3	2.1	3.5	9.9	7.3
Portugal	0	0	0	0	0	0.1	0.1	0.1	0.1	0.0
Spain	28	27	40	39	37	0.7	0.5	0.6	0.6	0.6
Sweden	164	258	375	307	397	4.2	6.0	7.9	6.7	8.7
Switzerland	132	152	261	341	366	8.0	9.0	12.8	14.8	15.9
United Kingdom	..	..	..	11	18	..	..	..	0.1	0.1
United States	488	451	555	740	895	2.1	2.1	2.1	2.6	2.9
Total	1 823	1 907	2 508	3 146	3 569	1.6	1.6	1.9	2.4	2.5

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

The EU budget includes under its heading 1 (chapter 18) multiple lines covering actions related to asylum seekers (including reception, resettlement, integration and voluntary return schemes). As heading 1 of the EU Budget is not considered as external co-operation, for the time being these expenditures are not in the scope of EU's reporting to the DAC.

METHODOLOGIES FOR REPORTING IN-DONOR REFUGEE COSTS

Background

Specific instructions on the reporting of in-donor refugee costs were first introduced in the DAC Statistical Reporting Directives in 1988. These instructions have changed little since then:

In-donor refugee costs: extract from DAC Statistical Reporting Directives [[DCD/DAC\(2010\)40/REV1](#)]

Line I.A.8.2 Refugees in donor countries (code 1820)

107. 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.

108. Under this item, record official sector expenditures for the sustenance of refugees in donor countries during the first twelve months of their stay¹. 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.

1. *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.*

To improve transparency in members' reporting of in-donor refugee costs several surveys have been conducted to seek clarifications on the methodologies and calculations used in the reporting of this item. The latest Survey was completed in 2012; its findings relate to 2009 expenditures.

Readers should be aware that data on in-donor refugee costs are not necessarily comparable between donors as reporting practices vary in terms of categories of refugees included, types of expenditures covered, and methodology used to assess costs during the first year of stay of refugees. In order to facilitate understanding of expenditures included in this item in ODA statistics, summaries of donors' methodologies have been produced (see below). A general overview of differences in coverage and methodology is presented below.

General overview of disparities in DAC members' methodologies for calculating in-donor refugee costs

Asylum seekers arrive throughout the year, await decision on their status for a certain time, and can then be either granted asylum (long-term or temporary protection) or rejected; later, they might possibly be repatriated to their home countries. Reporting as ODA of in-donor refugee expenditures is allowed only during the first twelve months of their stay in the host country. *Quota refugees* are persons whom the UNHCR has mandated as refugees – usually in the context of a humanitarian relief operation – and whom the receiving country has accepted as part of its quota for resettlement.

The figure below identifies the categories of refugees included in ODA by each member and at what stage of the asylum procedure ODA costs are counted. Also included in Figure 1 is the average annual cost per asylum seeker/refugee in 2009. The variations in the average annual cost amongst members can be attributed to several factors, such as the types of assistance provided, or the categories of beneficiaries included in ODA. The share of in-donor refugee costs in total net ODA has been added for reference.

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

Application for asylum		Decision on asylum		(Based on 2009 data)		
	Before decision: asylum seekers 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	32 596	3.5
United Kingdom				no	3 261	0.1
France				no	12 190	3.0
Portugal				no	1 803	0.1
Finland				yes	18 450	3.2
Greece				yes	n.a.	4.1
Netherlands				yes	24 375	5.4
Switzerland				no	21 483	14.8
Japan				no	n.a.	0.0
Sweden				yes	11 514 - 12 592 ¹	6.7
Austria				no	3 478	3.6
Denmark				yes	31 235	3.1
Norway				yes	Up to 26000 ¹	9.9
Spain				no	4 658	0.6
Canada				yes	10 656	5.5
Germany				no	9 125	0.6
United States				yes	10 196	2.3
New Zealand				yes	13 544	3.1

Legend:

Asylum seekers granted asylum.	Rejected asylum seekers	All asylum seekers - granted asylum and rejected
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Notes: Due to the small amounts of ODA reported for in-donor refugee costs, no analysis was carried out for Australia, Ireland and Italy. Korea and Luxembourg do not count these costs in their ODA.

The EU budget includes under its heading 1 (chapter 18) multiple lines covering actions related to asylum seekers (including reception, resettlement, integration and voluntary return schemes). As heading 1 of the EU Budget is not considered as external co-operation, for the time being these expenditures are not in the scope of EU's reporting to the DAC.

¹ See country methodology sheets for explanation of costs.

Categories of refugees and costs covered vary as follows:

- Only costs for the period while asylum seekers are awaiting decision are included (Belgium, France, Portugal and the United Kingdom): the twelve-month period begins from the moment of entry to the host country (or upon official application for asylum); for France and Portugal, 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 (except costs for voluntary repatriation in the case of Belgium).
- 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, Denmark, Finland, Greece, Japan, the Netherlands, Norway, 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.

Types of expenditures covered: Apart from essential temporary sustenance provisions such as food, clothing and accommodation, the type of assistance programmes included by members in their ODA also differ (e.g. professional training, administrative costs, police, interpretation, or counselling; resettlement assistance for quota refugees). Costs of voluntary return to home country are counted by Austria, Belgium, the Netherlands and Switzerland.

Methodologies and assumptions used for calculation: Most members assess refugee expenditures for the first twelve months of stay on an annual basis (ODA-eligible share of the annual refugee expenditures/budget); only a few monitor costs at the level of individual refugees. The calculations are complex, require input from several different sources and need to rely on estimates for certain quantities, such as the time spent by refugees on support, the costs for various programmes benefiting various populations, the share of new arrivals of asylum seekers originating from ODA countries and the share of asylum seekers that are granted status. Regarding the date of arrival, most members make the assumption that the twelve-month period starts on 1st January.

Korea and Luxembourg do not count in-donor refugee costs in their ODA.

Individual summaries of members' in-donor refugee costs

A standardised format has been used which provides details on the categories of refugees covered, the types of expenditures and the essential elements of the methodologies used for calculating costs.

AUSTRALIA

Due to the small amounts of ODA reported for in-donor refugee costs, no analysis was carried out for Australia.

AUSTRIA

Categories of refugees: Austria currently does not participate in quota refugee programmes. In-donor refugee costs relate to asylum seekers – 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 (Ministry of the Interior, MoI) and provincial governments (Länder) at a proportion of 60 : 40. They include: sustenance and other basic needs, medical treatment, health insurance, child care, education and basic language training. Asylum seekers get benefits only during the first four months after being granted refugee status, in case of need. 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 MoI.

Assessing refugee expenditures for the first twelve months of their stay: The MoI 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 2009 the average annual ODA-eligible cost per person was estimated at USD 3 478.

BELGIUM

Categories of refugees: Reported in-donor refugee costs relate to asylum seekers granted asylum (Convention and temporary protection status), but no costs are counted after decision on asylum. 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 costs of asylum seekers awaiting decision are covered by the Federal agency for the reception of asylum seekers (FEDASIL). They include: sustenance costs, transport, medical treatment, basic education, and language and professional training. The administrative overhead costs of FEDASIL are also reported. For rejected asylum seekers, costs cover travel back to and resettlement assistance in the home country.

ODA calculation: The ODA portion of costs is derived from FEDASIL's actual expenditures and is determined by two factors: [the percentage of asylum seekers coming from ODA-eligible countries] times [the percentage of asylum seekers granted refugee status or temporary protection, in the first instance or after appeal].

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).

Assessing refugee expenditures for the first twelve months of their stay: On a yearly basis. The movement of refugees is difficult to measure on a case by case basis as one asylum seeker may wait longer than 12 months before receiving refugee status, while another could obtain status a few weeks after arrival in Belgium.

In 2009 the average annual ODA-eligible cost per person was estimated at USD 32 596 and for repatriation at USD 2 216.

CANADA

Categories of refugees: In-donor refugee costs relate to quota refugees (“government-assisted refugees”), other refugees sponsored for resettlement in Canada by private groups (“privately-sponsored refugees”), and persons granted asylum (Convention refugees) 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), 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 refugee programme (basic social assistance; medical treatment, language training) and then multiplied by the number of each type of refugees coming from ODA-eligible countries benefiting from each programme: [average costs per refugee, per type of programme] multiplied by [total number of ODA-eligible refugees per programme]

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 10 656 in 2009.

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 Refugee, Immigration and Integration Affairs. 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 31 235 in 2009.

EU INSTITUTIONS

The EU budget includes under its heading 1 (chapter 18) multiple lines covering actions related to asylum seekers (including reception, resettlement, integration and voluntary return schemes). As heading 1 of the EU Budget is not considered as external co-operation, for the time being these expenditures are not in the scope of EU's reporting to the DAC.

FINLAND

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 2009 the average annual ODA-eligible cost per person was estimated at USD 18 450.

FRANCE

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 does not participate in quota refugee programmes. 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: The data on expenditures originate from detailed statistics on asylum seekers by the Federal Statistical Office and on applications and decisions by the Federal Office for Migration and Refugees. Expenditures cover sustenance costs and medical treatment.

ODA calculation: 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].

Assessing refugee expenditures for the first twelve months of their stay: The twelve month period commences after asylum status has been granted.

In 2009 the average annual ODA-eligible cost per person was estimated at USD 9 125.

GREECE

The summary is pending clarification and confirmation by Greece.

IRELAND

Due to the small amounts of ODA reported for in-donor refugee costs, no analysis was carried out for Ireland.

ITALY

Due to the small amounts of ODA reported for in-donor refugee costs, no analysis was carried out for Italy.

JAPAN

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 only for rejected asylum seekers while costs for those granted asylum (Convention and temporary protection status) are considered no longer qualifying as ODA.

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 (10 months for adults calculated over one year, 12 months for minors); 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 (10/12)] *times* [average costs per adult]

[Number of unaccompanied minors] *times* [average length of stay (12/12)] *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, or leaves the country.

In 2009 the average annual ODA-eligible cost per person was estimated at USD 24 375.

NEW ZEALAND

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 seekers¹ – 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 asylees (about 74 per cent of the total amount of ODA-eligible refugee costs in 2009²); there are also integration grants for resettlement of refugees in Norway. 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 will be included as from 2011.

ODA calculation: Budget allocations are used as first estimates for expenditures on selected budget posts, mainly: reception centres, child care centres for unaccompanied child 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 2009 averaged approximately USD 26 000 per person.

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

2 . This percentage varies from year to year. In 2012 the share will be around 63 per cent.

PORTUGAL

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.

SPAIN

Spain

Categories of refugees: Spain did not participate in quota refugee programmes in 2009, although did so in earlier years. In-donor refugee costs are reported with respect to all asylum seekers – granted asylum or rejected – for the period before and after the decision on asylum. After decision, ODA costs include both refugees granted status (convention, temporary protection, humanitarian reasons or stateless status) and rejected asylum seekers.

Types of expenditures: Costs for asylum seekers are covered by the Ministry of Labour and Immigration. 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 2009 the average annual ODA-eligible cost for an asylum seeker granted asylum was estimated at USD 4 658.

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.

Types of expenditures: For asylum seekers, benefits include: sustenance costs, transport, medical treatment, basic education and language training. As from 2011, costs relating to voluntary repatriation will also be reported. 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 with four variables which reflect: on the one hand, actual costs of the previous year (costs per asylum seeker per day, share of asylum seekers from developing countries); and on the other, estimations for the coming year (number of new asylum seekers, 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 2009 the average annual ODA-eligible cost per refugee was estimated at USD 12 366 for a quota refugee and USD 11 514 for an asylum seeker granted residence. For unsuccessful asylum seekers the average cost upon final rejection was estimated at USD 12 592 per applicant.

SWITZERLAND

Categories of refugees: Switzerland does not participate in quota refugee programmes. 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 costs³.

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 2009 the average annual ODA-eligible cost per asylum seeker was estimated at USD 21 483.

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

UNITED KINGDOM

Categories of refugees: The United Kingdom does not participate in quota refugee programmes. In-donor refugee costs relate to all categories of persons once they have been granted refugee status and received support prior to the asylum decision being made. No costs after decision on asylum status are counted. In the case of rejected asylum seekers all expenditures are excluded.

Types of expenditures: Data on costs are provided by the UK Border Agency (National Audit Office - NAO report). They cover: initial housing, long-term accommodation, essential travel costs and cash support. No costs with respect to resettlement assistance or voluntary returns are included.

ODA calculation: Based on estimations and proportions with respect to the type of expenditure concerned.

- For initial housing support, the proportion of total asylum seekers that have been granted refugee status is applied directly to its total cost.
- Long-term accommodation and cash support is calculated on a per person per week basis: i.e.

[number of refugees on support] times [average costs per person per week] times [average number of weeks on support].

It is known that only 84 per cent of refugees on support require long-term accommodation and so this percentage is also taken into account in this calculation.

Assessing refugee expenditures for the first twelve months of their stay: Estimated at the end of the financial year based on: a) the number of cases (individuals and family groups) that were granted asylum; and b) assessment of time on support.

From 2010 the UK has improved its monitoring and reporting of in-donor refugee costs. This is now based on individuals granted asylum 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 supplemental nutrition assistance (food stamps). 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 at State, county and municipal government level.

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: i) the share of arrivals from ODA recipient countries; and ii) the share of benefits extended to refugees during their first year of stay. The two coefficients are then applied to aggregate figures on refugee assistance compiled by the Treasury. The first coefficient also serves to estimate the costs of food stamps; a further adjustment is made to reflect observed usage of food stamps by refugees.

Assessing refugee 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 2009 the average annual ODA-eligible cost per person was estimated at USD 10 196.