

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

At its first meeting on 9 September 2016¹, 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 costs². 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.

TWG participants provided suggestions for questions to be raised in the follow-up questionnaire and approved the present, final version of the Questionnaire.

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 and valerie.gaveau@oecd.org) **by 28 October 2016**.

Findings will be discussed at third meeting of the TWG scheduled on 19 December 2016.

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:

All foreigners applying for asylum upon arrival in Denmark are considered asylum seekers. Costs related to refugees (asylum seekers, refugees granted status, quota refugees, in-transit refugees, rejected asylum seekers, persons in need of humanitarian assistance, minors/unaccompanied children) are counted as ODA the first 12 months of their stay:

- asylum seekers:
Included
- refugees granted status:
Included
- quota refugees:
Included
- in-transit refugees:
Expenses related to in-transit refugees (defined as persons subject to the Dublin-convention) are included. There are no expenses related to unregistered asylum seekers
- rejected asylum seekers:
Expenses related to food, shelter, and voluntary return to a developing country within the first 12 month
- persons in need of humanitarian assistance:
Included
- minors/unaccompanied children:
Included
- members of a refugee's family (family reunification):
Not included

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

The following expenses are considered development assistance:

- Expenses related to the first 12 month stay of refugees in Denmark. Reporting from the Danish Immigration Service to the Ministry of Immigration, Integration and Housing does not distinguish between individuals who are granted asylum and those who are later refused asylum in Denmark.
- Expenses related to food, shelter and training for people who are in the country for protection reasons within the first 12 months of stay in Denmark.
- Expenses related to voluntary repatriation and resettlement of refugees in developing countries.
- Expenses related to processing of the cases of asylum seekers by the Danish Immigration Service.

It is our assessment that the following expenses are not to be considered developmental assistance:

- Expenses related to forced repatriation
- Expenses related to voluntary repatriation and resettlement in non-developing countries

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

In the asylum seeking phase refugees receive assistance during the period of time in which they are staying in Denmark and their cases are being processed. Expenses for a period of up to 12 months are included in the DAC-calculations. In the post-asylum phase (after asylum has been granted) refugees receive financial support for food and accommodation etc. The time period of the asylum phase and post-asylum phase varies depending on the number of asylum seekers and distribution of migration flow over the year. Solely expenses related to refugees' first 12 months in Denmark from the date of applying for asylum are included in the DAC-calculations.

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.*

Costs for integrating refugees are singled out by using the 12 months limit cf. OECD Reporting Directives.

- *how to distinguish costs for voluntary returns (eligible) from forcible measures to repatriate refugees (which should not be counted as ODA).*

Expenses related to forcible measures to repatriate refugees can be separated for accounting purposes. The term "voluntary resettlement" is defined as voluntary return of refugees to a third country. Given that the DAC Directives explicitly exclude expenses related to forcible measures to repatriate refugees, expenditures related to voluntary repatriation (return to country of origin) of refugees in developing countries are counted as ODA.

- *how to report situations where contributions are spent by one donor country in another donor country to cover refugee related expenditures.*

Not included in Denmark's reporting.

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

Within refugees' first 12 months in DK expenses for food, shelter, training are included

- Which forms of housing are considered as integration support?
In general, housing after the first 12 months is considered as integration support.
- Which forms of **training** (language training, professional training, etc.) are considered as integration support?
In general, language training and professional training after the first 12 months are considered as integration support.
- Are **school costs** included (access to regular education)?
Expenses within the first 12 months will be included from 2017.
- **Other support:**

Is access to regular health care or vocational training/job programmes that facilitate access to labour market considered as **integration support**?

Expenses for special programs focusing on jobs and language training for adults the first 12 months are counted as ODA. The following six expenditure types are included:

1. Ordinary language training
2. Skills development and tutorials: An offer provided by the local government that can consist of short and temporary guidance and clarification processes, tailor made projects and training, practical training in connection to an ongoing education, specialized language training and upgrade of qualifications. The offer is normally targeted the group farthest off the labour market.
3. Internship: The local government can offer an internship in a public or private company. The offer is targeted the group that lacks competences and therefore cannot find a normal job.
4. Wage subsidy: The local government can offer employment with a wage subsidy with a public or private employer. The offer is given in order to develop social or professional skills and language.
5. Mentor training
6. Contribution to skills development

Regular job programs after the first 12 months are not counted as ODA.

- 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? Expenses related to interpretation during processing of the cases of refugees and transportation between centres and municipalities – during the first 12 months.
- Are **costs for combating illegal trafficking of refugees** included?
No

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? ³ Should a difference be made between integration in the “economy of the donor country” and integration into “society”?
The 12 months limit is the main criteria.

Question 5. How do you treat temporary sustenance in the case of in-transit refugees?
Expenses related to persons subject to the Dublin-convention are included.

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?
There are a number of programs where refugees may receive reimbursement for voluntary

³ 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).

repatriation and resettlement in developing countries (also beyond the first 12 months). They can receive reimbursement for travel, establishment and other expenses related to their voluntary return to home country or third country. Refugees who return will be financially supported by donor country and can thereby contribute positively to the home/third country's economy. Expenses will be included from 2017.

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?

Expenses related to measures of force are not included in the ODA.

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

The police have clear criteria for distinguishing between voluntary return and 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?

DK is not transferring funds to another country to cover refugee-related expenditures.

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?

Administrative costs are considered "official sector expenditures".

- What cost items are covered?

- Buildings?

Yes

- Salaries for staff handling asylum procedures/eligibility checks by administration/legal claims by refugees/disbursement of financial support?

Yes

- Salaries for staff providing medical care or advising refugees?

Yes

- Border protection, police costs?

The police expenditures related to the registration of asylum seekers and process of application will be included from 2017.

- Transportation costs?

Yes

- Operational costs of reception centres (cleaning, recycling, utilities, etc?)

Yes

- What is the methodology used for the calculation?

The expenses reported as ODA, is calculated on the basis of a specific calculation of the proportion of asylum seekers in the various stages of the asylum procedure, in cases where the asylum seeker has been in Denmark for less than a year. The administrative costs are included as ODA.

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?

Calculation of ODA related to accommodation is based on a monthly statement of the number of asylum seekers in the asylum system who has been in the country for less than 12 months.

Calculations concerning the application processing phase are based on the average processing time for all cases concerning asylum that were processed by the Danish Immigration Service and the Refugee Appeals Board.

Calculations of the proportion of the cost of integration, which can be counted as ODA is based on the statements of case processing time at the Danish Immigration Service. Finally, an average waiting time of 6 weeks is added.

The calculated total period is typically less than a year, and the remaining time up to 12 months constitutes the remaining part of 12 month after the case have been submitted to the municipalities.

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

It is Danish standard practice to calculate expenditures from the date of asylum application.

- 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?

Refugees who return voluntarily to a developing country will be financially supported by donor country (also beyond the first 12 months) and can thereby contribute positively to the home/third country's economy (cf. question 6)

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?

The accommodation conditions in Danish asylum centers are of relatively high standards, and offer a wide range of activities, cash benefits and legal protection. After finishing an asylum case Denmark offers comprehensive language training and professional training and relatively high benefits to refugees.

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?

The number of refugees and their nationalities are registered by the police. Family reunification cases are also registered by nationality, but are not counted as ODA.

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^{footnote}. 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.

In addition:

From 2017 and on the Danish Government has decided to extend the types of expenditures that will be reported as ODA. The types of expenditures that will be included are:

- Expenditures to Danish Refugee Council, documentation and counselling of asylum seekers
- Police costs for salaries and operating expenses related to asylum processing (not related to forcible measures to repatriate refugees)
- Expenditures to the secretariat assistance to the Danish Refugee Board, which hears cases on appeal
- Expenditures for voluntary resettlement and repatriation of refugees in developing countries (also expenses that go beyond the first 12 months of a refugee's stay in Denmark) cf. question 6 & 13.
- Reimbursement of municipalities expenditures of temporary accommodation of refugees (first 12 months)
- Reimbursement of municipalities expenditures of social help of refugees (first 12 months)
- Municipalities expenditures on school, nursery and afterschool care to refugees (first 12 months)
- Municipalities expenditures on hospitality care, doctor, psychologist, dentist and other medical treatment of refugees (first 12 months)

The listed expenditures represents several ministries including the Ministry of Justice, the Ministry of Social and the Interior, the Ministry of Health and Elderly, the Ministry of Immigration, Integration and Housing, and the Ministry for Children, Education and Gender Equality.