

Norad's explanation of the Norwegian process:

In the Norwegian system, three Ministries (the Ministry of Justice and Public Security, the Ministry of Children and Families, and the Ministry of Education and Research) are responsible for in-donor refugee costs. The expenditure related to asylum seekers and refugees are recorded in the budget for each responsible Ministry. The Norwegian methodology for calculating in-donor refugee costs is based on estimates. These estimates form the basis for the budget for each Ministry, and Norwegian in-donor refugee costs reported in the CRS are based on the updated budget ("nysaldering") that is approved in late November of the budget year. The "Nysaldering" for 2019 can be found (in Norwegian) here: <https://www.regjeringen.no/no/dokumenter/prop.-28-s-20192020/id2680344/>

The ODA-eligible in-donor refugee costs are reimbursed over the Ministry of Foreign Affairs' budget. This means that for each of the expenditure lines in the different Ministries' budgets, e.g. 490.01, an ODA-eligible income line exists, e.g. 3490.01, that reimburses the Ministry for the ODA-eligible share of the expenditures. The total ODA-eligible in-donor refugee costs are budgeted as one expenditure line in the Ministry of Foreign Affairs' budget (Chap. 179, post. 21).

In 2018, an interdepartmental group with representatives from the Ministry of Justice and Public Security, the Ministry of Children and Families, the Ministry of Education and Research, the Ministry of Foreign Affairs, the Ministry of Finance, and the Norwegian Agency of Development Cooperation (Norad) looked at the Norwegian method for calculating in-donor refugee costs in light of the five clarifications. This process resulted in a report that identifies the budget lines that contain substantial ODA-eligible costs (based on the clarifications). For the ODA-eligible costs (shelter, food, training, etc.) over each of these budget lines, calculations are made with regard to what share of the refugees benefiting from these costs are from ODA-eligible countries, what percentage have stayed in Norway under a year, and what percentage do not have a final rejection of their application. The estimates we operate with are prognosis that are updated four times a year, according to the Calculation Group for the Immigration Administration (BGU: its acronym in Norwegian).

The report forms the basis of the new methodology for calculating ODA-eligible in-donor refugee costs, which came into practice for the 2019 budget. The new practice led to a number of previously reported costs being excluded. These were costs related to asylum seekers with a final rejection of their application, administration costs related to assisted returns in the Ministry of Justice and Public Security, efforts to motivate asylum seekers with rejected applications to return to their home country, age assessment of minors, investments in reception centres, and costs related to permanent settlement and integration. Moreover, the report identified some costs that were previously not reported in the CRS, that are now included in our reporting. These costs relate to interpreters, free legal assistance to asylum seekers appealing their first rejection, and certain activities that contribute to a meaningful everyday life for asylum seekers in reception centres. Some costs that were previously reported as in-donor refugee costs were identified as being ODA-eligible cross-border flows. These costs are reported under sector 151.90 in the 2019 CRS and are not included here.

The Norwegian Directorate of Immigration (UDI) is an agency under the Ministry of Justice and Public Security, and they are responsible for the greatest share of Norwegian in-donor refugee costs. For the majority of the questions below, UDI has responded on behalf of the Norwegian system. Under clarification 4 and 5, responses from the other Ministries/agencies have also been included.

Clarification 1. Rationale for counting in-donor refugee costs as ODA

Q1/ Describe in a nutshell the asylum procedure in your country.

UDI answer

The asylum procedure in a nutshell: the asylum seeker must register as an asylum seeker with the police. Norway is part of the Dublin Regulation, so if the person has applied for asylum in another country in the Dublin Regulation, the asylum seeker will be sent back to that country so that the application can be considered there. If not, the Norwegian Directorate of Immigration (UDI) will interview the asylum seeker, and then consider the application. While the application is considered, the asylum seeker stays in a reception centre. The application is then either granted or denied. If the application is denied, the asylum seeker has the right to complain to the Immigration Appeals Board (UNE). If UNE also reject the application, the asylum seeker must leave Norway. If UDI grant the asylum seeker asylum in Norway, the asylum seeker will be moved from the reception centre to a municipality.

Main reception services/allowances offered to an asylum seeker in the asylum process is clothes, bedsheets and blankets, and necessary kitchen-supplies. The youngest children are offered a place in kindergarten, and adults are offered training in Norwegian language and Norwegian culture. In addition to this, asylum seekers who need it get financial benefits to cover necessary expenses. Travel expenses to Norwegian lessons, school or kindergarten will be covered. Medical expenses are also covered.

There are also expenses that can be covered if the asylum seeker applies for it, like for example books, expenses to obtain identity documents, or other extraordinary events.

Main countries of origin of asylum seekers was in 2019 Syria, Turkey, Eritrea, Afghanistan, Russia, Iran, Iraq, Ethiopia, Albania and Somalia. In addition, Norway gets a number of asylum seekers who are considered to be stateless.

Clarification 2. Meaning of the term “refugees”

Q2/ Indicate the categories of refugees for which costs are included in your ODA reporting: asylum seekers, recognised refugees, persons granted temporary or subsidiary protection.

UDI answer

The costs that are included in UDI’s ODA reporting are linked to asylum seekers and recognised refugees who are waiting for their application to be processed. There are a number of reasons for why recognized refugees are living in reception centres. The most common reason is that there is a time lag from the point in time the application is registered to the point in time where the person is settled in a municipality. Included in the costs are also asylum seekers that has been granted stay in Norway, if they stay in the reception centre while waiting to be settled within the 12 months limit. Norway also includes costs for persons granted temporary and subsidiary protection. Quota refugees are regarded as recognized refugees. The costs are however different if quota refugees are compared with asylum seekers who receive a refugee status. Quota refugees will generally not stay in reception centres which will lead to a lower ODA-costs.

In 2019 the share of asylum seekers that get a negative decision was 20 percent. This is not only asylum seekers from ODA-countries, and not only those who have been in Norway for under a year. When calculating the ODA-costs, we do not include costs associated with people who have been ultimately rejected by UNE. Under clarification 4 we describe how we remove the share for those that are not from an ODA-country and those who have stayed over 12 months.

As regards discontinued applications, Norway does not count costs after an application has been discontinued, however they count costs for the time period before the discontinuation. The share of applicants in reception centres who have discontinued applications will vary on a daily basis.

Clarification 3. Twelve-month rule

Q3/ When does the twelve-month rule start (date of application, date of entry into the country, date of start of support)?

UDI answer

Considering the date of application, our statistical assumptions are based on historical data. Following the ODA-terms the basis for calculation is reduced by the proportion of asylum seekers who has applied for more than twelve months back in time. Additionally, arrivals forecast is taken in considerations when the share-percentages are calculated.

Based on the above, we ensure that ODA-reporting only includes refugees who have stayed in the country for up to twelve months.

Clarification 4. Eligibility of specific cost items

Q4/ Provide the list of cost items included in ODA for each category of refugee and a justification for their inclusion.

UDI answer

As mentioned earlier, the costs are mostly linked to asylum seekers who are waiting for their application to be processed and quota refugees. As of today, UDI do not separate the ODA-costs for different categories of refugees. All costs listed below are considered temporary sustenance, because the services are offered by the state while asylum seekers are staying in the reception center.

Costs related to the Dublin procedure are in part included. The costs are included in the time period from the application is forwarded until they receive a Dublin decision. These costs will be low because people who receive a Dublin decision will have stayed in reception centres for a short period of time. Costs associated with the return of applicants under the Dublin regulations are not included.

Following we have listed the cost items included as ODA, by expense item (kap/post) in UDIs budget:

Kap. 490, post 01:

Expenditures for voluntary repatriation of asylum-seekers and quota refugees within the first twelve months can be counted as ODA. The administrative costs cover support for making travel arrangements and paying for the return journey to the country of origin. Administration directly linked to voluntary repatriation is also included.

Kap. 490, post 21:

These are costs related to reception centers, and some costs related to the asylum seekers who are staying there. Included in these costs are:

Expenses related to the operation and maintenance of reception centers, and other expenses that are directly related to the reception centers. Necessary health care for asylum seekers on arrival, expenses related to moving residents between reception centers and out of reception centers in connection with settlement, expenses for training measures for reception center staff (Staff are trained in regulations regarding reception centres, this also includes training in the rights and obligations of asylum seekers), expenses for preparing information material for residents in reception

centers, expenses for talks with newly arrived asylum seekers, as well as other expenses for activities in the reception centers (e.g. sports or cultural activities), including day-care for children in reception centers.

Special initiatives such as security services to protect residents in reception centers, costs related to alternative accommodation outside reception centers for persons with special needs, travel and accommodation for asylum seekers in connection with an asylum interview.

The costs described above are considered temporary sustenance, based on that they cover only necessary expenses while the asylum seekers are in the asylum process.

The following expenses are deducted from the ODA-calculation basis:

- Age assessment, which is mainly part of the UDI's processing of asylum applications
- Expenses allocated to major investments in reception centers
- Measures to motivate residents to choose assisted return
- Available capacity in reception centers that are not in operation.

Kap. 490, post 22:

Included in these costs are assistance in the asylum procedure: translation of documents, legal and administrative counselling, interpretation services. This includes expenses for using an interpreter when conducting an asylum interview. Also included are expenses for translating documents in asylum cases.

Kap. 490, post 60:

These costs are temporary sustenance in the form of government subsidies to municipalities for covering the municipalities' average expenditure on health, child welfare, interpreters and related to the operation of reception centers in the municipality. Costs also include a special allowance for care placement and childcare expenses for children in reception centers. The subsidies also cover municipality's administrative costs related to hosting a reception center. Administrative costs are a minor part of the municipality's operating expenses that the subsidies intend to cover, and is considered mainly to be directly related to the services offered. Based on the ODA-terms, the administration costs are therefore not excluded from the calculation basis.

Kap. 490, post 70:

The costs are related to temporary sustenance provisions such as food and clothing. It also includes allowance to cover subsistence costs for residents in reception centers who are not able to cover these expenses themselves.

Kap 490, post 71:

Included in these costs are funds for activities for children in reception centers. Activities for children in reception centers are considered to be a necessary part of the temporary housing offer to meet the basic needs of this vulnerable group.

Kap. 490, post 72:

The costs are related to voluntary repatriation and the administration of these travels. The included costs are directly related to the travel back to the country of origin. Direct refundable costs are travel documents, airline tickets, foreign transport, travel permits for both children and adults and travel expenses for their companion.

Kap. 490, post 73:

Support initiatives in connection with UNHCR and other organizations' work (e.g. IOM) on resettlement for refugees based on humanitarian reason, normally a quota defined by the government. This support is meant to save lives, alleviate suffering and maintain and protect human dignity during and in the aftermath of emergencies, and therefore it is counted as ODA.

Kap. 490, post 75:

These costs cover expenses for transportation of quota refugees from abroad to Norway. Official sector expenditures for the sustenance of refugees in donor countries can be counted as ODA during the first twelve months of their stay. This includes payments for refugees' transport to the host country and temporary sustenance.

Answers from other Ministries/agencies:

Following we have listed the cost items included as ODA, by expense item (kap/post) in the different Ministries budgets:

Kap. 469, post 21 (Ministry of Justice and Public Security)

Costs over chapter 469.21 related to "representantordningen" (representative for unaccompanied minors) are considered to be ODA-eligible. Representatives have a role in the asylum cases for unaccompanied minors. They are responsible for being in contact with the lawyer and keeping up with the case, as well as participating in the conversations with the unaccompanied minor and help determine their age, help locate their parents, etc. We base this assessment on the fact that this service ends when the minor's application is accepted, as this lays the foundation for a permanent resident permit and a guardian is then assigned in line with "vergemålsloven". This should usually happen within the first year.

Kap. 470, post 01 (Ministry of Justice and Public Security)

Costs related to free legal assistance to asylum seekers that have received a first rejection. Costs included for refugees that have been in Norway under one year.

Kap 856, post 01 (Ministry of Children and Families):

These costs are exclusively used on children in care centres for unaccompanied minor asylum-seekers and refugees, except some minor costs that are excluded from the calculation. Costs related to kindergarten are excluded. There will be no double-counting. Children in care centres for unaccompanied minor asylum-seekers and refugees are not changing status during their stay. We are excluding costs related to children who have residence time more than one year. Imputations from services available to all citizens are not used.

Kap. 291, post 71 (Ministry of Education and Research)

These grants are granted to voluntary organizations providing integration projects in reception centres. The organisations apply for the grant on the basis of certain criteria. Only measures that are not related to get a job or education are recognised as ODA-eligible funds. These include measures such as information/guidance to get housing, refugee guiding etc. Of the projects which were granted funding in 2019, 4,9 mill. NOK were recognised as ODA-eligible costs. Administration costs are negligible. Administration costs include staffing and general project management estimated to be less than 15% of allocated funding although the actual workload is assumed to be higher than reported by organizations depending mainly on volunteers for project implementation.

Kap. 292, post 60 (Ministry of Education and Research)

The ODA-costs are calculated based on the number of people who receive Norwegian language training and training in Norwegian culture and values while living in reception centres. It is estimated that 96 percent of the people who receive such training origin from countries recognised as ODA-countries. Administration costs are negligible and relate mainly to personnel costs that directly provide temporary services to refugees.

For example, municipalities receive a given rate to provide training as set by the Norwegian government. Reporting of the use is not mandatory. The given rates per person (2020) are:

- Norwegian language training: 14 100 NOK
- Training In Norwegian culture and values: 4 000 NOK.

Kap. 225, post 64 (Ministry of Education and Research)

The grant funds school expenses for asylum seekers in the age group 6-18 years that the municipalities have. The municipalities receive grants during the period when the asylum application is processed. When the asylum seeker receives a residence permit, the grant ends. The Education Act regulates the school provision provided by the municipalities. The subsidy is calculated by a rate per pupil per month multiplied by the average number of asylum seekers in the school year. The school year is 10 months and the rate covers teacher expenses.

Clarification 5. Methodology for assessing costs

Q5/ Describe the methodology used for assessing ODA-eligible costs and provide the actual data points and detailed calculations used to reach the figures reported as ODA.

UDI answer

1. Methodology:

UDI uses the same methodology to assess the costs for the different categories of refugees. UDI is not able to track expenditures at the level of individual asylum seeker.

UDI estimates how many asylum seekers have been in Norway for up to 12 months and how many asylum seekers are from an ODA-country by looking at historical data. In addition, we consider if there are changes in the shares based on arrivals forecasts, applications processed and assumptions about the future number of applications.

When refugees benefit from the services available to all citizens these are registered in the accounting system, and we can use historical data to track the expenses being used on these services. Asylum applicants have access to a range of services in the municipalities where reception centres are located. This includes services such as health care and schooling for children. Municipalities do not provide statistics on the actual costs of providing services for individual asylum seekers. Costs associated with providing services for asylum seekers in reception centres are estimated.

The estimates we operate with are prognosis that are updated four times a year, according to the Calculation Group for the Immigration Administration (BGU: its acronym in Norwegian).

The share of rejected asylum seekers is assessed by historical data. These data include asylum seekers who have been denied their application and are no longer allowed to stay in Norway, and it can also include some that still have an appeal pending at the Appeals Board (UNE). Asylum applicants who have a rejected application can stay in reception centres until they are returned. Costs are not reported as ODA if an application is rejected in the appeals board or if an applicant chooses not to appeal a negative decision. Costs are included as ODA during the appeals process as long as it does not violate the 12 month rule.

The average time between date of registering the application and first decision in 2019 was 218 days, however the processing time varies a lot depending on procedure type (accelerated, Dublin, unaccompanied minors, normal) and other factors like nationality, available resources and whether or not they have the necessary ID-documents.

The average time in the reception centres, for those who left reception centres in 2019, were 585 days.

The number of rejected applications in 2019 was 589, and this is approximately 20 percent of all asylum applications in 2019. In 2019, there were 2936 processed asylum applications. 589 were rejected and 554 were dropped, withdrawn or processed according to the Dublin regulations. The number of processed applications does not correspond to the number of asylum applications that were 2305 in 2019 (quota refugees not included). 1793 asylum seekers were granted the permission to stay in Norway in 2019. This does not include quota refugees and asylum applicants who have received a permit after their case was processed by the appeals board.

More statistics can be found at our [web page](#).



2. Calculations, forecast 2020, for budget lines administered by UDI:

Below you will find a detailed description of the basis of calculation for each ODA-item administered by UDI, for 2020.

Post 3490.01:

Administrative expenses and expenses related to the actual journey on assisted return can be reported as ODA funds.

UDI's calculation basis on budget 3490.01 relates to expenses over cost item 490.01 Operating expenses and item 490.72 International migration work, and assisted return and reintegration in the home country. The calculation basis is taken from the budget for the VARP (Voluntary Assisted Return Programme) agreement for 2020.

Table 1 Estimated figures item 3490.01. Figures in kNOK.

2020	ODA-approved calculation basis	Share ODA-approved calculation basis	Share of ODA-countries, asylum seekers	Share up to 12 months, not finally rejected	Amount
Item 01 Operating expenses	10 400	100 %	78 %	8 %	658
Item 72 International migration work, and assisted return and reintegration in the home country	7 538	100 %	78 %	8 %	477
Sum 3490.01	17 939				1 134

The share of ODA countries and the share up to twelve months is based on actual figures from 2019.

3490.01 ODA-item estimation is NOK 1.134 million in 2020.

Post 3490.03:

The calculation basis on 3490.03 comes from expenses included in 490.75 travel expenses for quota refugees to and from abroad, and 490.01 which are administrative costs to International Organization for Migration (IOM).

Table 2 Estimated figures item 3490.03. Figures in kNOK.

2020	ODA-approved calculation basis	Share of ODA-countries	Amount
Item 75 Travel expenses for refugees to and from abroad	29 798	100 %	29 798
Item 01 Operating expenses	13 789		13 789
Sum 3490.03			43 587

3490.03 ODA-item estimation is NOK 43.587 million in 2020.

The total amount of expenses is related to transfer refugees. The calculation basis is not shortened by the share of ODA-countries or the twelve-month rule.

Post 3490.04:

ODA-item 3490.04 is based on the expenses included in 490.21 Special operating expenses, reception centres, 490.60 Grants to municipals for reception centres, 490.70 Aid for residents in reception centres and 490.71 Activity funds for children in reception centres and guidance for au pairs.

Table 3 Estimated figures item 04. Figures in kNOK.

2020	ODA-approved calculation basis	Not ODA-approved cost	ODA-approved calculation basis	Share of ODA-countries	Share under 12 months	Share of non-final rejections	Amount
490.21 Special operating expenses, reception centres	571 000	21 145	549 855	96 %	37 %	97 %	189 449
490.60 Grants to municipals for reception centres	153 171	0	153 171	96 %	37 %	97 %	52 774
490.70 Aid for residents in reception centres	63 005	0	63 005	96 %	37 %	97 %	21 708
490.71 Activity funds for children in reception centres and guidance for au pairs	8 217	3 200	5 017	96 %	37 %	97 %	1 729
Sum 3490.04	795 393	24 345	771 048				265 660

3490.04 ODA-item estimation is NOK 265.660 million in 2020.

The ODA-shares are based on historical data and adjusted according to the 2020-arrivals forecast.

Table 4 shows what is excluded from the calculation basis on 3490.04, according to details provided in clarification 4.

Table 4 Not ODA-approved calculation basis 3490.04. Figures in kNOK.

Not ODA-approved costs	Kap/post	Amount
Age assessment	490/21	3 500
Empty reception spaces	490/21	1 945
Measures to motivate residents to choose assisted return	490/21	15 700
Sum		21 145
AU-pair guidance	490/71	3 200
Sum		3 200

Post 3490.06:

UDI's calculation basis on 3490.06 is fully based on expenses included in 490.73 Protection for refugees outside Norway.

Table 5 Estimated figures item 06. Figures in kNOK.

2020	ODA-approved calculation basis	Share of ODA-countries	Amount
490.73 Protection for refugees outside Norway	17 693	100 %	17 693

3490.06 ODA-item estimation is NOK 17.693 million in 2020.

The calculation basis is not considered necessary shortened by the ODA-share. The amount of item 73 is used entirely to facilitate transfer of refugees to Norway.

Post 3490.07:

ODA-item 3490.07 is based on expenses included in 490.22 Special operating expenses interpreter and translation. All the expenses in 490.22 are included in the ODA-approved calculation basis of 3490.07.

Table 6 Estimated figures item 07. Figures in kNOK.

2020	ODA-approved calculation basis	Share of ODA-countries	Share under 12 months	Share of non-final rejections	Amount
490.22 Special operating expenses interpreter and translation	22 083	96 %	100 %	100 %	21 200

3490.07 ODA-item estimation is NOK 21.2 million in 2020.

The share of asylum seekers up to 12 months and the share of non-final rejected applications is defined to 100 per cent, as all the expenses are related to the asylum seeker process. The share of ODA-countries is defined based on historical data, adjusted according to the 2020-arrival forecast.

3. A) Data on the number of refugees and per capita costs over UDI's budget, actual figures 2019. Disbursement figures in kNOK

ODA-item description	ODA-amount 2019	Average number of asylum seekers in reception centers	Number of voluntary returned	Number of quota refugees	Per capita costs
3490.01 Assisted return from Norway for rejected asylum seekers	786		213		3,69
3490.03 Travel expenses for refugees to and from abroad	21 852			2 803	7,80
3490.04 Reception centers	308 351	3 137 ¹			98,29
3490.06 Protection for refugees outside Norway	21 066			2 803	7,52
3490.07 Interpreter and translation	8 840	3 137			2,82
Sum ODA	360 895				

3. B) Data on costs managed by other Ministries/Agencies, actual figures 2019. Disbursement figures in kNOK

ODA-item description	ODA-amount 2019	Budget posts that form the basis for calculation
3469.01 Representatives for unaccompanied minors	4 183	469.21
3470.02 Free legal assistance for asylum seekers	5 118	470.01
3856.04 Children in care centres for unaccompanied minor asylum-seekers and refugees	105 722	856.01
3291.04 Grants for projects in reception centres	4 903	291.71
3292.01 Norwegian training in reception centres	19 615	292.60
3225.04 School expenses for asylum seekers	23 393	225.64
Sum ODA other posts	162 934	
Total ODA 2019	523 829	

¹ Asylum seekers is a flow variable (the number of persons who apply for asylum) Asylum seekers are not obliged to live in a reception centre but may choose to do so if they wish. Number of asylum seekers in reception centres is a stock variable that counts the number of asylum seekers who are living in reception centres. Asylum seekers in reception centres in 2019 have not necessarily applied for asylum in 2019 (they can have arrived in Norway before 2019).

OECD DEVELOPMENT CO-OPERATION DIRECTORATE
OECD DEVELOPMENT ASSISTANCE COMMITTEE
www.oecd.org/dac

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IN-DONOR REFUGEE COSTS IN ODA