

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

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

Asylum seekers are entitled to housing in the form of accommodation at a refugee residential centre, a daily allowance and a special grant under the Reception of Asylum Seekers and Others Act (1994:137). (LMA). The size of the daily allowance varies depending on the family constellation, the age of the children and access to food. Adult asylum seekers have the possibility of living in their own accommodation and then they receive a daily allowance on the same level as those living in a residential centre where food is not included. Asylum seekers are also entitled to certain measures that the municipalities and regions must provide and that are regulated in other acts. The areas in which asylum seekers are entitled to certain measures are social services, including accommodation and care of unaccompanied minors, schooling and health and medical care.

Most asylum seekers (in total) in 2006–2008 came from Iraq, in 2009–2010 from Somalia, in 2011 from Afghanistan and in 2012–2019 from Syria. In 2007, Sweden received half of all asylum seekers from Iraq who sought asylum in the EU/EEA. In 2012 and 2013, Sweden was the country that received most asylum seekers from Syria. Since the conflict in Syria began in March 2011, Germany followed by Sweden are the countries that have received most Syrians. As regards unaccompanied minors, who are included in the total, the majority in 2006–2008 came from Iraq, in 2009 from Somalia and in 2012–2016 from Afghanistan. Between August 2017 and September 2018, unaccompanied minors from Morocco were the largest group. However, since October 2018, the largest group has been made up of unaccompanied minors from Syria.

## 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.

The Swedish ODA reporting includes costs for the reception of asylum seekers, quota refugees and people in need of protection who are family members of people granted asylum. Of the 24 600 asylum cases processed in 2019, about 6 500 (26 per cent) were granted a residence permit following examination in the first instance (the Swedish Migration Agency). Among those not granted a residence permit were 12 200 (50 per cent) who had had their application rejected, 3 200 (13 per cent) who had their application discontinued and 2 600 (11 per cent) cases that had been written off or transferred to another EU country in accordance with the Dublin Regulation. The majority of those who have their applications rejected appeal the decision to a court and may therefore have been granted a residence permit at a later stage. The costs for people not granted a residence permit are included, but only up until the point at which they receive a rejection having appealed the decision in a migration court. The costs for people not granted a residence permit, who choose not to appeal the decision in a migration court, are included, but only until the point at which the deadline for appeal has expired (deadline for appeal is three weeks). The costs for people whose applications are discontinued are included, but only up until the point at which they have their application discontinued. The costs for people whose cases are examined in accordance with the Dublin Regulation are not included.

## 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)?

Compliance with the 12-month rule for asylum seekers is ensured using information from the Swedish Migration Agency, which gives the average share of people registered in the reception system from low and middle income countries who have been in the reception system for a maximum of one year. This share is multiplied by the total asylum reception costs in the relevant budget appropriations. The average share is with respect to the total number

of individuals registered in the receptions system during the year. The total number of registered individuals also includes, for example, individuals who have been registered as asylum seekers for more than one year. See question 5, table 1, for more details on the how the average shares (proportions aid) are counted for different budget appropriations.

For people granted asylum within one year, the costs of introduction benefit are also included, but only for the first 12 months in Sweden, including the period in asylum reception. Arbetsförmedlingen (the Swedish public employment service) deals with the costs of benefits for people granted a residence permit, and it receives information from the Swedish Migration Agency about the average time it takes for people to be granted a residence permit. This information is used as input to estimate how many days of introduction benefit for former asylum seekers to include in ODA reporting. For quota refugees and people in need of protection, the costs of introduction benefit are included for a maximum of 12 months. (See also question 5.) Please note that the Swedish public employment service administers introduction benefit, but that this has nothing to do with job-seeking and integration into the economy of the receiving country.

#### **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.**

Costs for asylum seekers:

- Food, housing (e.g. rent, maintenance, appliances), teaching (e.g. teachers, classrooms) and care (e.g. medical staff). These costs are included because they are necessary for the temporary sustenance of vulnerable people who have come to Sweden to seek protection. In addition to these costs, the Swedish Migration Agency's costs for reception are included (but not those for examination of asylum cases or indirect administrative costs) and, to a certain extent, costs for legal counsels etc. for court hearings and public counsel in aliens cases. Regarding teaching, only education for children, at elementary level or upper secondary school, are included in ODA (costs for asylum seekers who started attending upper secondary school before the age 18 are also included). Vocational training and specialized language courses are not included in ODA.

Costs for asylum seekers granted asylum:

- Introduction benefit that the person receives to be able to support themselves during the initial period after a residence permit has been granted.

Costs for people in need of protection who are family members of former asylum seekers:

- Introduction benefit that the person receives to be able to support themselves during the initial period after a residence permit has been granted.

Costs for quota refugees:

- Introduction benefit that the person receives to be able to support themselves during the initial period after a residence permit has been granted.

Costs for voluntary repatriation, transportation to- and from Sweden or rescue at sea are not included in ODA.

In order to receive introduction benefit, the asylum seekers granted asylum, people in need of protection who are family members of former asylum seekers or quota refugees, are required to participate in an introduction program administered by the Swedish public employment service. This program includes activities such as participating in

language courses or receiving training at different levels. However, costs for these activities are not included in ODA, only payments to individuals for their initial support are included.

Sweden has received funding from the Asylum, Migration and Integration Fund (AMIF). This funding is not directly linked to any of the budget appropriations used to calculate ODA (see question 5). Consequently, AMIF funding is not considered when calculating ODA levels.

#### 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.**

In the Budget Bill for 2020, the Government presented the calculation model used to arrive at the costs for asylum seekers, refugees and other people in need of protection that has applied as of 2019. The ODA reporting includes costs within central government expenditure area 8 'Migration' and costs within central government expenditure area 14 'Labour market and working life'.

#### Expenditure area 8 'Migration' and costs within central government expenditure

A 'quota model' is used for expenditure area 8. Table 1 shows the budget appropriations in expenditure area 8 that are partially or fully counted as development assistance (first column). These appropriations are multiplied by the share of the total number registered in the reception system that meet the OECD DAC aid criteria, giving the figure for ODA reporting (third column). People who meet the OECD DAC aid criteria are those who:

1. have been in the receiving country for a maximum of 365 days;
2. come from low and middle income countries and meet the OECD criteria for official state development assistance;
3. have not previously applied for asylum or had their asylum case examined;
4. are not the subject of an asylum case being processed in accordance with the Dublin Regulation;
5. have not appealed a rejection to the Migration Court of Appeal (final instance of appeal); and
6. have not yet received a final and non-appealable refusal-of-entry or expulsion order.

**Table 1** Costs for asylum seekers and people in need of protection, expenditure area 8 'Migration' in 2019  
SEK million

Appropriations	Outcome, total	Proportion of aid	ODA reporting
1:1 Swedish Migration Agency's costs for reception (administrative appropriation), excluding indirect administrative costs	733	23%	167
1:2 Allowances and housing costs, excluding support to people who have returned to their country of origin	5 047	23%	1 152
<i>of which food and housing</i>	2 837	23%	648
<i>of which teaching</i>	1 055	23%	241
<i>of which care</i>	952	23%	217
<i>of which other support for temporary sustenance</i>	203	23%	46

Appropriations	Outcome, total	Proportion of aid	ODA reporting
1:5 Legal counsels etc. for court hearings	278	4%	11
1:6 Public counsel in aliens cases	293	17%	50
<b>Total</b>	<b>6351</b>	<b>-</b>	<b>1380</b>

Source: Swedish Migration Agency

The shares used to calculate the aid costs in appropriation 1:1 'Swedish Migration Agency' and appropriation 1:2 'Allowances and housing costs' is calculated on the basis of the number of people registered who meet the aid criteria and:

- have an open initial case with the Swedish Migration Agency;
- have an appeal case with the Swedish Migration Agency (first instance of appeal/correction);
- have an open case in a migration court (second instance of appeal); or
- have a residence permit.

The shares used to calculate the aid costs in appropriation 1:5 'Legal counsels etc. for court hearings in aliens cases' is calculated on the basis of people registered who meet the aid criteria and:

- have an appeal case with the Swedish Migration Agency; or
- have an open case in a migration court.

The shares used to calculate the aid costs in appropriation 1:6 'Public counsel in aliens cases' is calculated on the basis of people registered who meet the aid criteria and:

- have an open initial case with the Swedish Migration Agency.

The aid costs in appropriation 1:1 do not include indirect administrative costs. The aid costs in appropriation 1:2 'Allowances and housing costs' do not include re-establishment support and are divided between:

- food and housing (allowances to asylum seekers, housing for asylum seekers and placement costs for unaccompanied minors);
- teaching (compensation for school costs);
- care (compensation under the Health and Medical Services Ordinance); and
- other support for temporary sustenance (remaining part of the appropriation, for example placement costs for minors who are not unaccompanied, excluding re-establishment support).

Indirect administrative costs being excluded means no costs for premises or the head office's operations are being included in ODA. Administrative costs included in ODA are the reception staff's salary costs only.

#### **Expenditure area 14 'Labour market and working life'**

The costs in expenditure area 14 that count as aid are introduction benefit (including introduction supplement and housing allowance) to former asylum seekers (SEK 109 million in 2019), to resettled people (quota refugees, SEK 176 million) and to people in need of protection who are family members of people granted asylum (SEK 368 million). Introduction benefit is provided at the individual level for basic living expenses (e.g. food and housing) during the initial period after a residence permit has been granted or during the initial period after an individual has arrived to Sweden. Also included in the ODA reporting, in 2019 but not in subsequent years, is compensation to municipalities according to the standard rate for resettled people (SEK 450 million); the municipalities received compensation for, among other things, basic language education and teaching of life skills. The costs counted as aid

include expenses for a maximum of 12 months following arrival in Sweden. For people granted a residence permit after having been an asylum seeker, the time spent in the Swedish Migration Agency's reception system is included in the 12-month period. Former asylum seekers who have been granted asylum, quota refugees and family members of people in need of protection are assumed to come from low and middle income countries; this assumption is based on the fact that in 2019 about 99 per cent of people receiving introduction benefit arrived from low and middle income countries according to Swedish Migration Agency statistics.

**Table 2 Introduction benefit former asylum seekers, resettled people and family members of people granted asylum, expenditure area 14 'Labour market and working life' in 2019**

SEK million

Cost items	ODA reporting
Former asylum seekers	109
Resettled people	176
Family member of people granted asylum	368
<b>Total</b>	<b>653</b>

Source: Swedish public employment service and Swedish Migration Agency

For its calculations of the costs included in ODA reporting in expenditure area 14 'Labour market and working life', the Swedish public employment service receives data from the Swedish Migration Agency. The data it receives includes the number of people received in the municipalities throughout the year, divided into resettled people (quota refugees), family members of people in need of protection, and people granted a residence permit after having been asylum seekers. For former asylum seekers, the Swedish Migration Agency provides data about the average period spent in the Swedish Migration Agency's reception system.

The Swedish public employment service's ODA reporting includes assumptions that have been made concerning:

- the number of people received in the municipalities throughout the year, divided into resettled people (quota refugees), family members of people in need of protection, and people granted a residence permit after having been asylum seekers;
- the average introduction benefit paid;
- the average number of months on benefit; and
- other assumptions of relevance to the calculations, for example the time it takes from arrival to registration at the agency.

The costs in expenditure area 14 'Labour market and working life' are reported per reception group: quota refugees, family members of people in need of protection, and people granted a residence permit after having been asylum seekers.

To sum up, ODA reporting is based on the following formulas:

- Budget appropriations associated with asylum seekers \* Share of the total number registered in the reception system that meet aid criteria = Costs for expenditure area 8 'Migration'
- Introduction benefits + Compensation for municipalities (2019) = Costs for expenditure area 14 'Labour market and working life'
- Costs for expenditure area 8 'Migration' + Costs for expenditure area 14 'Labour market and working life' = ODA costs.

The model presented in the Budget Bill for 2020 reflected the clarified directives on in-donor refugee costs by, among other things, unlike the previous model, excluding from ODA costs for people whose cases are examined in accordance with the Dublin Regulation. Also costs for people who have previously applied for asylum or have already had their asylum case examined have been excluded. Further, the methodology for taking into account the 12 month-rule and for excluding indirect administrative costs have been revised. The new methodology is expected to lead to less fluctuation ODA levels between years, compared with the previous model. The new model also excludes compensation to municipalities according to the standard rate for resettled people, reflecting a conservative approach.

However, unlike the previous model, in ODA is now included introduction benefit to asylum seekers granted asylum and people in need of protection who are family members of former asylum seekers. Still, the net effect on reported ODA levels is assessed to be a reduction compared to the previous model. The net effect is however also dependent on external factors, which may change over time.

### **Additional clarifications**

*Is the same methodology used to assess costs for different categories of asylum seekers?*

To arrive at the shares used to calculate the costs in the central government expenditure area 8 'Migration', a separate analysis is conducted concerning people who:

- have an open initial case with the Swedish Migration Agency;
- have an appeal case with the Swedish Migration Agency;
- have an open case in a migration court; or
- have a residence permit.

Regarding asylum seekers arriving from potentially "safe countries", no separate methodology is being used. They are treated the same way as other asylum seekers. This also reflects that Sweden has not decided on a list of safe countries.

The costs in expenditure area 14 'Labour market and working life' are reported per reception group: quota refugees, family members of people in need of protection, and people granted a residence permit after having been asylum seekers.

*How does your methodology ensure there is no double-counting (e.g. counting the costs for the same person for 12 months as an asylum seeker and another 12 months as a refugee granted status)?*

Costs in expenditure area 8 'Migration' are based on average numbers of people registered who have been in the Swedish Migration Agency's reception system less than 12 months and meet the OECD DAC aid criteria (see question 5). For costs in expenditure area 14 'Labour market and working life', the average time a former asylum seeker spent in the Swedish Migration Agency's reception system is excluded from the 12-month period. In expenditure area 14 'Labour market and working life', introduction benefit, which is counted as aid, is multiplied by a maximum of 365 days for people in need of protection who are family members of people granted asylum, and quota refugees.

*Do you use imputations when refugees benefit from the services available to all citizens (e.g. education or health)? What estimates do you use? What is their source and their frequency of updating?*

The appropriations counted as aid in expenditure area 8 'Migration' do not include such costs. The costs included in the ODA reporting are allowances directly targeting asylum seekers or municipalities and regions and are based on the number of asylum seekers, or they compensate for actual costs for measures asylum seekers have benefited from (municipalities receive compensation for school costs- and regions receive compensation for health care

based on the number of asylum seekers). The costs in the Swedish Migration Agency's administrative appropriation (appropriation 1:1), 'Legal counsels etc. for court hearings' (1:5) and 'Public counsel in aliens cases' (1:6) do not include costs for activities that people other than asylum seekers can benefit from.

The appropriation counted as aid in expenditure area 14 'Labour market and working life' does not include such costs either. The costs included in the ODA reporting are individual allowances – Introduction benefit to certain newly arrived immigrants (1:14) – which directly target individuals and do not include costs for activities that people other than asylum seekers can benefit from.

*How do you assess the share of rejected asylum seekers: based on real data, estimates, well founded expectations?*

The calculation is not based on the share who receive rejections. The aid costs are estimated on the basis of the average share of people who have not yet received a rejection that has become final and non-appealable and who are registered in the reception system. It is thus the time until a rejection has become final and non-appealable that the calculation is based on and not the share of rejected asylum seekers.

*Provide data on the number of refugees and per capita costs (included in ODA), the average time to get a decision on status, the average time on support, the share of rejected asylum seekers.*

The ODA reporting in expenditure area 8 'Migration' – a total of SEK 1 380 million in 2019 (Table 1) – was based on the fact that an average of 10 331 asylum seekers who met the OECD DAC aid criteria were registered in the Swedish Migration Agency's reception system. The average is with respect to the total share of individuals registered in the reception system. The average cost per asylum seeker per year was therefore SEK 134 000 or SEK 366 per day. In comparison, the total number of people registered in the Swedish Migration Agency's reception system, including those who did not meet the OECD DAC aid criteria, was 45 255 people (including people with final and non-appealable rejections).

The ODA reporting for expenditure area 14 'Labour market and working life' – a total of SEK 653 million in 2019 – for introduction benefit covered costs for an average of 1 240 former asylum seekers, 1 910 people in need of protection who are family members of former asylum seekers, and 3 800 quota refugees. So the average cost per individual in these groups was SEK 94 000 or SEK 257 per day. Also included in the ODA reporting – for 2019 but not subsequent years – was compensation to municipalities according to the standard amount for quota refugees (SEK 450 million) for 5 004 people, which corresponds to SEK 90 000 per individual or SEK 246 per day. The difference between the number of quota refugees receiving introduction benefit (3 800) and the number of quota refugees for whom the municipalities receive compensation in accordance with the standard amount (5 004) is due to the fact that compensation to the municipalities is given for all ages and also for those who are not registered on the Swedish public employment service's introduction programmes, e.g. people on parental leave, whereas introduction benefit is only given for registered people between the age of 20 and 64.

The total cost per capita for the reception of asylum seekers and people in need of protection ('in-donor refugee costs') in 2019 therefore amounted to  $(1\,380 + 653 + 450) / 10.33 = \text{SEK } 240$ , with the 10.33 in the calculation referring to the size of Sweden's population in 2019.

The average time for which support is provided for people granted asylum amounts to 12 months, as the entire 12-month period is included here, including the time spent on introduction benefit following a decision to grant asylum, of which the average time spent in the Swedish Migration Agency's reception system amounted to seven months in 2019. For family members of people in need of protection, former asylum seekers and quota refugees, support for an average of 10 months was included in 2019 (i.e. shorter than 12 months), which was due to the fact that Sweden counts the costs for these groups when they are registered in the Swedish public employment service's introduction

programmes, and it is estimated that it can take one month from arrival to registration with the Swedish public employment service. Moreover, the benefit is paid in arrears, which is why only 10 months' worth has been paid within 12 months of arrival in Sweden.

Regarding the share of people who receive rejections, see question 2.

### List of cost items

**Table 3** List of cost items included in ODA in 2019

SEK million

Cost item	ODA reporting
Swedish Migration Agency's administrative costs	167
Asylum seekers food and housing	648
Asylum seekers teaching	241
Asylum seekers care	217
Asylum seekers legal counsels etc. for court hearings	11
Asylum seekers public counsel in aliens cases	50
Introduction benefit former asylum seekers	109
Introduction benefit resettled people	176
Introduction benefit family member of people granted asylum	368
Compensation municipalities; former asylum seekers, resettles people, family member of people granted asylum (2019 only)	450
Other support for temporary sustenance	46
<b>Total</b>	<b>2 483</b>

Source: Swedish public employment service and Swedish Migration Agency

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