



# Foreign, Commonwealth & Development Office

## **The UK's Official Development Assistance Spend on In-donor Refugee Costs - Methodology Report**

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### **Contents**

1. Executive summary
2. Background
3. Fit for purpose assessment and current data limitations
4. Eligibility assessment of UK in-donor refugee costs
5. Methods for estimating ODA eligible in-donor refugee costs by department and type of cost

Annex A: Background information on the procedure for asylum, resettlement, and temporary protection schemes in the UK

Annex B: Detailed components of UK in-donor refugee costs

## 1. Executive summary

The Foreign, Commonwealth and Development Office (FCDO) is responsible for reporting UK Official Development Assistance (ODA), which is an internationally agreed measure of financial flows from the UK to support international development (aid spending). These are published through our National Statistics publications '[Statistics on International Development](#)' and reported to the Organisation for Economic Co-operation and Development (OECD). The ODA definition includes costs associated with the provision of certain types of temporary support to refugees and asylum seekers in donor countries, such as the UK. These are referred to as In-donor Refugee Costs (IDRC).

In the last two years there has been an increase in IDRC due to increases in support costs for asylum seekers and the introduction of the Afghanistan Citizens Resettlement Scheme (ACRS) and Ukraine Schemes (Homes for Ukraine, Family Visa Scheme and Extension Scheme). Given this, it is important and appropriate to update users on how the methodology has been applied to create these estimates. The UK has published its previous methodology for estimating IDRC (via the OECD) [here](#). The purpose of this report is to update the previous report, providing a summary for users to understand the different elements of the UK's IDRC, their alignment with the OECD's rules, and the methods used to estimate these costs.

## 2. Background

### ODA rules on In-Donor Refugee Costs

In 2017 the OECD DAC agreed [5 clarifications](#) to its ODA rules for defining what in-donor refugee costs can be considered ODA in statistical reporting. In summary, official sector expenditures on refugees originating from [ODA eligible countries](#) 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 subsistence, food, shelter and training. See [here](#) for full details on the IDRC ODA rules.

### In-donor refugee costs reporting in the UK

The Home Office is responsible for immigration and the leading government department on asylum and refugee matters. As such they are largest spending department of IDRC, although other government departments and the Devolved Governments also provide ODA eligible support. **Annex A** provides a background to the procedure for asylum, resettlement, and temporary protection schemes in the UK. **Annex B** sets out the detailed categories of support included in the UK's IDRC reporting, broken down by the administering department.

Since 2009 the UK has been reporting its IDRC. In 2014, IDRC reporting was updated to include some of the Home Office's support to asylum seekers following an assessment of UK activity against the OECD's ODA rules. Currently, the UK reports the ODA eligible support costs for all destitute asylum seekers, individuals in eligible resettlement schemes and individuals on temporary protection visa schemes (for example, Homes for Ukraine) from ODA eligible countries for the first 12 months of their stay.

As of 2022, several UK government departments report IDRC including: Home Office (HO), Department for Education (DfE), Department for Health and Social Care (DHSC), Department for Levelling Up Housing and Communities (DLUHC), Department for Work and Pensions (DWP) and HM Revenues and Customs (HMRC). Data from these departments alongside spend administered by Devolved Governments are used to estimate total UK

IDRC. For all areas of in-donor refugee spend, the Home Office is the policy owner and responsible for the majority of data sources that underpin IDRC ODA estimates.

Despite FCDO not spending ODA eligible IDRC, FCDO does have a responsibility to bring together all individual components to estimate the total amount of spend each calendar year. FCDO statisticians therefore assist to ensure a consistent approach to estimating costs where relevant, to advise on the DAC rules and to collate data from each department for the Statistics on International Development reports.

### **3. Fit for purpose assessment and current data limitations**

The approach to estimating UK IDRC has been assessed as fit for purpose for the following reasons:

- Alignment with DAC rules - A thorough ODA eligibility assessment has been carried out on each component of spend, including consultation with ODA experts at the FCDO and the DAC where necessary. See section 4.
- Best available data sources - The data sources used to estimate ODA eligible IDRC have been identified by departments as the most appropriate to reflect true ODA spend, in line with the DAC directives for in-donor refugee costs.
- Thorough quality assurance process:
  - i. Each department provided assurance that their methodologies and eligible spend meets the ODA rules. For the most part, the methods used to estimate the UK's IDRC are well established, albeit in some circumstances they have been applied to new contexts such as the Afghanistan Resettlement Scheme.
  - ii. IDRC data provided by departments for reporting to the OECD and in the Statistics on International Development publication undergo a quality assurance process by spending departments and FCDO.
  - iii. Departmental estimates are checked against other data sources where available. For example, departments cross check with HO arrivals to ensure numbers are consistent.
  - iv. FCDO Statisticians assist to promote consistent use of data sources and methods across all departments where relevant and advise on reporting in line with the DAC rules.

#### **Limitations**

- Imputed costs: The DAC rules recognise that "IDRC included in ODA will generally reflect an estimate, and not real costs attached to individual asylum-seekers or refugees". The majority of the UK's IDRC is based on either real costs for individuals, or an estimate of the ODA eligible share of real costs. Currently, 88% of the UK's IDRC is based on actual spend or an estimate of the ODA eligible share of real costs. The remaining 12% is based on imputed costs. For example, it is not possible to identify ODA eligible health support spend for asylum seekers in the NHS data system so Home Office data has been used to estimate the eligible population, and an estimated average cost per person applied. Details on the methodology used to estimate and impute costs are given in detail in section 5 below.
- Identifying individuals leaving ODA eligible support before 12 months: Where real costs data attached to individuals is not available, so it is assumed that individuals receive 12 months of ODA eligible support. This is a well-founded assumption for asylum seekers/refugees receiving support. However, it may be the case that a proportion of individuals within the Ukraine visa schemes leave the UK within the first 12 months of

arrival, therefore causing their ODA costs to be over-estimated. The impact is likely to be small, but FCDO is keen to work with Home Office to understand the scale and considering ways to provide a more robust methodology to account for the true proportion of arrivals that remain in the UK at any one time to better reflect true spend.

#### 4. Eligibility assessment of UK in-donor refugee costs

The UK reports in line with DAC OECD rules on in-donor refugee costs. Costs associated with assistance 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 (food, shelter and training). Further details are below Table 1 and Annex B which sets out the detailed categories of support included in the UK's IDRC reporting, broken down by the administering department.

**Table 1: Categories of individuals receiving support in the UK and assessed against the ODA rules**

Category of person		Description	Alignment with DAC reporting directives	Conclusion
A	Asylum seekers from ODA eligible countries awaiting decision who are eventually granted refugee status	Asylum seekers under Sections 98 and 95 of the UK's Immigration Act requiring support for either cash and/or accommodation. Support is provided while claimants are awaiting a final decision on their application for asylum.	Assistance to provide reception/protection to refugees originating from ODA-eligible countries, in the donor country (temporary sustenance for up to 12 months) is included in ODA. Costs incurred up to final decision or up to 12 months is reported as ODA.	Meets the ODA criteria
B	Asylum seekers from ODA-eligible countries awaiting decision whose application is eventually rejected	Asylum seekers under Sections 98 and 95 of the UK's Immigration Act requiring support for either cash and/or accommodation. Support is provided while claimants are awaiting a final decision on their application for asylum. Support is provided prior to a final negative decision. This can include support provided to people whose claim has been initially rejected and whose right to appeal is pending.	For the purposes of calculating in-donor refugee costs in ODA, an asylum-seeker can be considered to fit within the definition of a refugee during the period while he/she is awaiting a decision on status until it is determined that he/she does not fulfil the refugee criteria, that is, the asylum claim is rejected. Any costs may be reported as ODA when incurred up to the final rejection of an asylum claim or up to 12 months if the final decision is pending.	Meets the ODA criteria
C	Asylum seekers from non-ODA eligible countries	Asylum seekers under Sections 98 and 95 of the UK's Immigration Act requiring support for either cash and/or accommodation. Support is provided while claimants are awaiting a final decision on their application for asylum.	Only assistance to provide reception/protection to refugees originating from ODA-eligible countries is reportable as ODA.	Does not meet ODA criteria

D	Rejected asylum seekers	People who have applied for asylum and received a final negative decision on their claim. If a person's case is not considered, they are treated in the same way as a rejected asylum seeker for the purposes of ODA.	Costs incurred after final rejection of an asylum application are not reportable as ODA as the person no longer fits within the definition of a refugee. People in-transit, irregular and regular migrants who have not declared their intent to seek asylum, are not refugees and related costs are not eligible as ODA.	Does not meet ODA criteria
E	Refugees granted status (i.e. former asylum seekers whose claim has been accepted)	A person whose claim for asylum is assessed as having merit and is granted refugee status in the UK. In practice asylum applications tend to last more than 12 months. Home Office discount any cost relating to those who have had a decision before the 12 months are reached.	Once granted status, refugees may access benefits and other support available to UK citizens. For the purposes of calculating in-donor refugee costs in ODA, a refugee is a person who is outside his home country because of a well-founded fear of persecution on account of his race, religion, nationality, membership of a particular social group or political opinion. Costs incurred for asylum seekers and refugees from developing countries are reportable as ODA up to 12 months.	Not included in reporting
F	Unaccompanied Asylum-Seeking Children (UASC) from ODA-eligible countries	UASC under Section 67 of the Immigration Act requiring Local Authority care whilst waiting for a decision on their claim to asylum.	The specific categories of unaccompanied minors and separated children (UASC) seeking asylum and individual applicants for family reunification are considered to fit within the definition of a refugee. Costs incurred are reportable as ODA up to 12 months.	Meets the ODA criteria
G	People from ODA eligible countries on resettlement programmes	Refugees resettled in the UK under either the UK Resettlement Scheme (UKRS) or the Afghanistan Citizens Resettlement Scheme (ACRS).	Resettlement and humanitarian programmes entail the transfer of refugees from developing countries to donor countries with the assistance of UNHCR. Upon arrival, the refugees are entitled to temporary sustenance pending longer-term integration efforts. Costs incurred are reportable as ODA up to 12 months.	Meets the ODA criteria
H	People on temporary protection visa schemes	Ukrainian nationals granted visas for up to 3 years under the Homes for Ukraine (Sponsorship) Scheme, Family Visa Scheme and Visa Extension Scheme.	A person granted "temporary protection" or "subsidiary protection" is someone who has sought asylum from a region experiencing civil war or severe unrest and who has been accorded a temporary residence permit or temporary humanitarian permit. Costs incurred are reportable as ODA up to 12 months.	Meets the ODA criteria

## **5. Methods for estimating ODA eligible in-donor refugee costs by department and type of cost**

This section provides a summary of the data sources and methods used to calculate the ODA eligible costs for supporting refugees in the UK. Where relevant, it sets out the way in which estimates include only: support for individuals meeting the DAC's definition of a refugee (see table 1 for more information), support costs for the first 12 months of an individual's stay and ODA eligible support costs (as set out in Annex B).

### **Home Office**

*Covers methods for estimating costs incurred by the Home Office to support asylum seekers, unaccompanied asylum-seeking children, and individuals in resettlement schemes.*

#### **Section 98 initial/emergency support (shelter)**

**Actual/estimated costs:** Expenditure is reported in its own dedicated account code so it can be extracted directly from the accounts and represents actual expenditure rather than an estimate. Costs aren't broken down by individuals – see below for details on the approach to estimating the ODA costs.

**Including only ODA eligible individuals:** To exclude claimants from non-ODA countries the same percentage deduction as for s95 claimants from non-ODA countries is applied as a proxy on the well-founded assumption that the same proportion of s98 claimants as s95 are from ODA eligible countries (see section below on S95 support for more details).

**Alignment with 12 month rule:** The Home Office applies a percentage (based on average length-of stay) to exclude costs relating to the proportion of people who have been in initial accommodation for over 12 months. This figure is tested/updated on a quarterly basis.

#### **Section 95 support (shelter and cash)**

**Actual/estimated costs:** The main data source is the number of days that an individual has been receiving s95 support. These data are referred to as "adjusted daily stock figures" for asylum seekers in receipt of support. They are based on actual administrative data collected on individual asylum seekers.

Accommodation costs are calculated by multiplying the adjusted daily stock figures to a daily unit cost for accommodation, which is taken from the Home Office's contract with providers. The same process is followed to estimate cash support costs except the unit cost is the relevant policy agreed cash support rate.

**Including only ODA eligible individuals:** Claimants from non-ODA countries are excluded. The UK assumes claimants with 'unknown country' are from ODA-eligible countries. This is a well-founded assumption because most asylum seekers are found to come from ODA-eligible countries.

**Alignment with 12 month rule:** It is assumed that all individuals receiving s95 support have received initial emergency support (Section 98). Therefore, to ensure that the UK only includes the first 12 months of support, the Home Office calculates the average period asylum seekers spend in initial accommodation and deducts this from the s95 figures. This adjustment is kept under regular review. Accordingly, the UK only includes asylum seeker support (s98 and s95 claimants) for a total of 12 months or less and avoids double counting.

## **Unaccompanied asylum-seeking children (UASC) support (shelter and other eligible provisions)**

A UASC is defined as an individual under 18 when the asylum application is made and who is not being cared for by an adult, is separated from both parents and who has applied for asylum in the UK in their own right. The basis for estimation is the number of days a UASC has been supported in the UK. This data is referred to as “daily stock UASC figures”.

**Actual/estimated costs:** The UASC data is collected for administration purposes and allows direct costs for individuals to be calculated.

**Including only ODA eligible individuals:** The data is tailored in line with the DAC directives and excludes those from non-ODA countries.

**Alignment with 12 month rule:** The data is tailored in line with the DAC directives to include UASCs within their first 12 months of applying for asylum. UASC rarely move on to s95 support so there is little to no risk of double counting. Where it does, an application is re-submitted, and the data are removed from s95 calculations.

## **Afghanistan Citizens Resettlement Scheme (ACRS) (shelter and other eligible provisions)**

The ACRS is delivered in close partnership with local authorities. The Home Office receives offers of settled accommodation either directly from a local authority, or on a regional basis through a regional Strategic Migration Partnership (SMP). Refugees are matched to a local authority that can provide suitable accommodation and the appropriate support for those being resettled.

**Actual/estimated costs:** These are actual costs that are identifiable using a range of cost centres and analysis codes that allow Home Office to isolate costs of the ACRS scheme from other schemes and identify differing types of expenditure. These capture and report on the total monthly costs of the scheme and the total monthly costs that are ODA eligible under the cost item category.

**Including only ODA eligible individuals:** Costs refer to ODA eligible individuals resettled in the UK under the ACRS scheme. As per clarification 2, people from ODA-eligible countries under resettlement programmes are considered refugees.

Using the OECD ODA clarification document under clarification 4 “eligibility of cost items” the cost lines that are deemed ODA eligible are identified. These include:

- Costs of the provision of food, clothing or shelter, such as temporary bridging hotel accommodation.
- Tariff costs, paid on claim by Local Authorities (LA) or Integrated care systems (ICS) for Education provision for Children and language training for adults. These tariff costs are eligible for payment from the date an individual/family enter LA accommodation, which is sometimes post a period in bridging accommodation.
- Health Costs for all arrivals which includes registration with health practitioners & costs towards primary or secondary health treatment.
- Administrative costs associated with the direct provision of above listed services are also included.

**Alignment with 12 month rule:** Home Office use internal data provided by operational teams to set out the number of people in bridging accommodation by time spent in bridging and also data that shows the current average time spent in bridging accommodation. HO use this data to adjust for example hotel costs, to exclude the percentage of the population who have been in bridging accommodation for over 12 months and to reduce tariff costs by the average time spent in bridging accommodation to ensure there is no double counting.

### **Temporary protection Ukraine visa schemes (no spend)**

Although the Home Office is the policy owner and responsible for arrivals/ visa grant data, the Home Office does not incur any ODA eligible costs. All spend on the Ukraine schemes are split across 5 other departments listed below, which often relies on Home Office data to provide estimates of spend.

### **Education Costs**

*Covers methods for estimating education costs incurred by Department for Education (DfE) and Devolved Governments to support asylum seekers, individuals in resettlement schemes, and temporary protection visa schemes.*

The UK reports estimated costs for the education of asylum-seeking, resettled, and temporary protected children (who meet the DAC definition of a refugee) within their first 12 months in the UK. Apart from the funded period for the Homes for Ukraine scheme and Afghanistan Citizens Resettlement Scheme, DfE reports education costs for England only as education is a devolved responsibility in Wales, Scotland and Northern Ireland.

The estimated education costs incurred by the Devolved Governments are imputed using the same methodology and unit costs as DfE and recorded as 'Other in-donor refugee costs' in the published data in SID reports. This is then multiplied by the estimated proportion of ODA eligible individuals in the relevant regions. This information is provided by the Home Office on an annual basis.

### **Education costs for asylum seekers**

**Actual/estimated costs:** DfE does not have a separate funding stream relating to the education of asylum seeker children. Instead, it is estimated how much of the general revenue funding for schools and early years relates to asylum seeker children on roll. The estimation of ODA-eligible education support is carried out as follows:

- (1) Establish the number of asylum-seeking children eligible for education support. The UK uses s95, UASC and s98 daily stock figures as described above as the basis of the estimate.
- (2) Daily unit costs for each phase of education are estimated. These are based on various assumptions, such as that all asylum-seeking children of primary and secondary age would attract deprivation pupil premium funding to their school.
- (3) Unit costs are then multiplied by the number of asylum seeker support days to give an estimate of the total UK spend on education support for asylum-seeking children.

**Including only ODA eligible individuals:** The UK defines the ODA-eligible asylum seeker children as those being in nursery, primary and secondary provision up to age 16. Although pupils being educated in school sixth forms could, under the DAC directives, be considered as being in secondary provision, pupils of the same age attending college settings are not in secondary education. Therefore, for consistency across the education sector, the DfE does not consider sixth form pupils to be ODA-eligible.



**Alignment with 12 month rule:** Only the first 12 months following the application for asylum is counted, after which individuals are excluded. To avoid double counting individuals in different support during the eligible period, a proportion of the S95 total support is removed (based on average time spent in S98 support) to only count the first 12 months for each individual. This is consistent with HO's and DHSC's approach.

### **Education costs for the Afghanistan Citizens Resettlement Scheme**

Afghanistan resettlement education grant funding was paid to local authorities based on the number of children (ages 2-18) arriving from Afghanistan and residing in temporary accommodation.

**Actual/estimated costs:** Funding was pro-rated and based on published per pupil rates, which were weighted by education phase. For the funded period, ODA was counted at the point of payments to local authorities. In 2022 calendar year, payments were made in March.

**Including only ODA eligible individuals:** The education grant covers other Afghanistan schemes but only payments for arrivals under the ACRS are eligible. The calculations assume that 33% of the overall Afghanistan resettlement education grant paid by DfE is for ACRS. More information about the grant can be found [here](#).

**Alignment with 12 month rule:** Only the first 12 months following arrival is counted, after which individuals are excluded.

### **Education costs for the Ukraine schemes**

*This section covers spend on children within the Ukraine temporary protection visa schemes (Homes for Ukraine, Ukraine Family Scheme and Ukraine Extension Scheme)*

**Actual/estimated costs:** Homes for Ukraine – DfE provided funding for the 2022 to 2023 financial year, which was paid to local authorities based on the number of arrivals under the Homes for Ukraine scheme. Funding was pro-rated and based on published per pupil rates, which were weighted by education phase. For the funded period, ODA was counted at the point of payments to local authorities. 2022 payments were made in August and October of the year; payments for the rest of the financial year were made in January and April 2023 and therefore count towards 2023 ODA estimates. More information about the funding can be found [here](#).

Ukraine Family Scheme – DfE does not have a separate funding stream relating to the Ukraine Families Scheme, so ODA spend is estimated. This is done in a similar way to the costs for asylum seekers (see above) but using counts of Ukraine Families Scheme arrivals.

Ukraine Extension Scheme – This is calculated in a similar way to the costs for the Ukraine Family Scheme.

**Including only ODA eligible individuals:** As per Clarification 2 under temporary protection, cost for individuals within the Ukraine schemes are ODA eligible. In line with clarification 4, access to education is ODA eligible.

**Alignment with 12 month rule:** Only the first 12 months following arrival is counted, after which individuals are excluded.

## **Health Costs**

*Covers methods for estimating health costs incurred by the Department for Health and Social Care (DHSC) and Devolved Governments to support asylum seekers, individuals in resettlement schemes, and temporary protection visa schemes.*

DHSC reports healthcare costs for England only as healthcare spend is devolved and not managed centrally. The estimated health costs incurred by the Devolved Governments are imputed using the same methodology and unit costs as DHSC and recorded as 'Other in-donor refugee costs' in the published data in SID reports. This is then multiplied by the estimated proportion of ODA eligible individuals in the relevant regions. This information is provided by the Home Office on an annual basis.

### **Health costs for asylum seekers**

**Actual/estimated costs:** Spend on asylum seekers in the NHS is not identified separately and therefore an estimate approach is used. The calculation of ODA-eligible health support is carried out as follows:

(1) Asylum seekers eligible for healthcare support are s95, UASC and s98. The UK uses data from these groups as the basis of the estimate. The totals of these three types of asylum seekers are added together to give the estimated total number of asylum seeker supported days.

(2) Average per head unit costs is then applied to the number of asylum seeker support days – this gives total spend. The unit cost is calculated by applying the asylum seeker population age profile to specific age-related per head costs across different category of health spend e.g., primary care costs and hospital and community services. This is then summed to provide an average per head healthcare unit cost. After multiplication, it gives the estimated UK total costs for asylum seeker healthcare.

**Including only ODA eligible individuals:** Costs estimated for healthcare are only estimated for individuals in s95, UASC and s98 support.

**Alignment with 12 month rule:** Only the first 12 months following the application for asylum is counted, the supported population (who have been in support for 12 months or less) is reported at the end of each month (as it is not currently possible to identify accurately the point at which a person's support starts or ceases, an assumption is applied that all have been in receipt of support for the whole month) January to December is combined to create a calendar year estimate.

To avoid double counting individuals in different support during the eligible period, a proportion of the S95 total support is removed (based on average time spent in S98 support) to only count the first 12 months for each individual. This is consistent with HO's and DfE's approach.

### **Health costs for the Afghanistan Citizens Resettlement Scheme**

DHSC are providing the primary care support costs and wraparound costs in bridging accommodation, including additional capacity to support GP registration, initial health assessments to identify and manage active health needs e.g., vaccination catch-up, tuberculosis screening, referral to mental health services, and urgent dental care.

**Actual/estimated costs:** Due to individual patients records not being identifiable it is not possible for DHSC to collect actuals data or track ACRS cohorts through their NHS healthcare journey and therefore an estimate approach is used.

(1) UK Government has set a healthcare tariff per person in bridging accommodation.

(2) ACRS arrivals data is provided by the Home Office, which is then multiplied by the tariff to give the estimated DHSC healthcare cost of the ACRS.

**Including only ODA eligible individuals:** As per clarification 2, people from ODA-eligible countries under resettlement programmes are considered refugees. In line with clarification 4, access to basic healthcare is ODA eligible.

**Alignment with 12 month rule:** Only the first 12 months following arrival is counted, after which individuals are excluded (e.g. a person arriving in Jan 2022 will be excluded from the calculations in Jan 2023).

### **Health costs for the Ukraine schemes**

This covers health costs for the Homes for Ukraine (HfU), Ukraine Family Scheme (UFS) and Ukraine Extension Scheme (UES).

**Actual/estimated costs:** DHSC cannot track actual spend of Ukrainian arrivals' healthcare costs because NHS patient record data is anonymised. Instead DHSC models the average cost per person by dividing NHS England mandated spend by the English population (ONS Principal projection January 2022). The costs per person is then multiplied by the arrivals data in each of the Ukraine schemes provided by the Home Office. Funding for the Ukraine schemes are not centrally managed, so DHSC reports spend for England only using data from DLUHC which splits arrivals by UK location. Further costs are then added to the modelling for the HfU and UFS arrivals to account for costs of tuberculosis checks, initial health checks and subsequent pathways arising from these checks to provide the overall estimated healthcare cost for the Ukraine schemes.

**Including only ODA eligible individuals:** As per Clarification 2 under temporary protection, cost for individuals within the Ukraine schemes are ODA eligible. In line with clarification 4, access to basic healthcare is ODA eligible.

**Alignment with 12 month rule:** Only the first 12 months following arrival is counted, after which individuals are excluded (e.g. a person arriving in Jan 2022 will be excluded from the calculations in Jan 2023).

### **Welfare benefit costs**

*Covers methods for estimating welfare benefit costs incurred by the Department for Work and Pensions (DWP) for individuals in resettlement schemes and temporary protection visa schemes.*

For income related benefits (Universal Credit (UC) and Pension Credit (PC)) the money is expected to aid with general living costs including food, accommodation, and clothing etc. For disability benefits (Attendance Allowance (AA), (child) Disability Living Allowance (DLA) and Personal Independence Payment (PIP)) the money is aimed at providing support for the extra living costs associated with having a disability.

**Actual/estimated costs:** Benefits expenditure (in cash terms) from the DWP Management Information uses data extracts from the administrative systems. DWP data is cross referenced with HO arrivals data to ensure robust and consistent estimates.

**Including only ODA eligible individuals:** The ODA eligible individuals are identified using a flag in the data for the relevant schemes.

**Alignment with 12 month rule:** DWP hold low level detailed data on individuals on UC, and count UC payments relating to UC assessment periods covering the first 12 months since they first submitted a claim to UC. The date of submitting their first UC claim is used as a proxy to their arrival date. For AA, child DLA, PIP and PC, we adjust our claims totals to only include claims in the last 12 months.

## **Welfare benefit costs for ACRS and Ukraine Schemes**

Actuals data for Universal Credit (UC) comprises over 80% of benefit claims. UC actual spend is compiled by summing UC payments across each month. For most non-UC benefits, where awards may be of different levels, claims in payment are multiplied by a weighted average using overall DWP caseloads. In the case of PC the maximum award is assumed as pensioners are less likely to be able to take up employment to supplement any benefit income. We also assume half of pensioner claimants are in couples, half single pensioners.

For the ACRS, non-UC cases are available only as partial point in time MI estimates. Where necessary, a monthly time series is modelled on proportional UC changes and constructed to accommodate expected movement in overall caseload over the entire period since August 2021. ACRS sub-groups Pathways 1,2,3) are not separately identified in DWP benefits data, so ACRS ODA spend is provided as one combined total estimate.

Similarly, for Ukraine schemes (Homes for Ukraine, Family Visa Scheme and Extension Scheme), non-UC cases are available only as partial point in time MI estimates. Ukraine sub-schemes are not separately identified in DWP benefits data, so spend is apportioned across schemes by number of arrivals entering the UK using data provided by the Home Office.

## **Child benefit costs**

*Covers methods for estimating child benefit costs incurred by HM Revenue and Customs (HMRC) to support individuals within the ACRS scheme and Ukraine temporary protection visa schemes.*

Child Benefit is a benefit paid to families based on a primary rate for the first child and then an additional rate for each subsequent child. The rates are set by the UK government and are published on the [Gov.UK website](https://www.gov.uk).

**Actual/estimated costs:** The costing of Child Benefit provided to eligible individuals is derived from two sources of information; the number of claims including children and the benefit amounts paid. The number of claims are processed and logged within HMRC as and when they are received and a weekly tally of claims is maintained by the receiving command manager. Afghan and Ukraine claims are dealt with separately on different teams and therefore individual receipts are monitored. Claims are automatically stopped when: (1) The claimants have advised HMRC that they have left the country (2) The sponsors have notified HMRC that they have left the country (3) In September following the 16th birthday of the child, unless the customer has informed HMRC that the child is in full time education their claim will be stopped. However, if the child is in full time education, depending on the length / type of the course, the Child Benefit may be extended until they reach 20.

**Including only ODA eligible individuals:** Ukraine and Afghan Child Benefit are identified at the point of application through the Home Office. The customer's immigration status is then cross referenced with the Home Office system (ATLAS).

**Alignment with 12 month rule:** Each month the payments are calculated using the primary and additional rates to estimate how much is spent within that particular month. This is then forecast to be paid for the following 11 months, totalling 12 months overall. The rates of payment are adjusted in April to reflect the change in Child Benefit rates. Costs over the course of the calendar year are estimated using this method.

### **Child benefit for ACRS**

Afghan customers come into the UK with refugee status and automatically have the right to claim Child benefit. For Afghans eligible for Child Benefit there is currently no data tracking of the number of children per claim. To account for this, a sample of 110 claimants were manually investigated, with an average of 3 children per claim. Therefore, calculations have been based on this average of 3 children per claim.

### **Child benefit for the Ukraine schemes**

Ukraine customers come in as 'indefinite leave to remain outside the rules' and have been given 3 years to remain in the UK and therefore have access to the UK benefit system. For the Ukrainians eligible for Child Benefit, we track the total number of children on each claim. These costs are based on actual payments.

### **The Department for Levelling up Housing and Communities**

*Covers the Department for Levelling up Housing and Communities (DLUHC) ODA eligible costs for the Homes for Ukraine scheme, includes a proportion of funds paid to Local Authorities (LAs) and Devolved Governments (DGs) as [a tariff](#) for which a proportion is ODA eligible and 100% of '[thank you payments](#)' paid to sponsors providing housing via relevant Local Authorities. More information on the Ukraine schemes arrivals data can be found [here](#).*

### **Local authority tariff and sponsorship 'thank you' payments for the Homes for Ukraine scheme (shelter and cash)**

**Actual/estimated costs:** LAs and DGs provide DHLUC with the number of arrivals and 'thank you payments'. Payments are made based on quarterly claims from LAs and DGs paid in arrears and based on actual arrival data which is quality assured against other data sources including Home Office published arrival data to ensure robust and consistent estimates.

**Including only ODA eligible individuals:** As per clarification 4, the provision of shelter and temporary subsistence is ODA eligible. The proportion of tariff funding considered ODA eligible is decided based on analysis of the expected usage of the tariff for specific pressures and requirements LAs need to meet. Subsequent and continued analysis of spend confirms expected usage and the proportion of ODA eligibility applied.

**Alignment with 12 month rule:** The tariff and thank you payments are only for the first 12 months of support. Beyond that, further targeted funding which is not ODA eligible is provided for specific needs including homelessness. Thank you payments to sponsors are uplifted after 12 months so they are clearly identifiable and excluded from ODA calculations.

## **Annex A: Background information on the procedure for asylum, resettlement, and temporary protection schemes in the UK**

This section provides background information on the procedure for asylum, resettlement and temporary protection schemes as set out in section 2 and in table 1 of the main report.

### **The asylum procedure in the UK**

Many asylum applications come at the main points of entry such as ports/airports but some people also claim asylum who have already been in the country under other valid immigration status. Latest asylum data can be found [here](#).

People claiming asylum in the UK are provided with cash and/or accommodation support pending a decision being made on their asylum claim or while their decision is being appealed. UK asylum seekers do not have access to mainstream welfare benefits, but refugees do. Process and eligibility criteria can be found [here](#).

Destitute asylum seekers requiring immediate shelter/housing are placed into initial accommodation (UK's Immigration & Asylum Act - Section 98, accommodation). Stays in initial accommodation are expected to be of short duration, until more permanent accommodation can be identified. However, since COVID there has been significant growth in the number of people eligible for support who are being housed in temporary accommodation as there is insufficient long-term accommodation available.

Asylum seekers are eventually placed into dispersed accommodation (UK's Immigration & Asylum Act -Section 95 support). This accommodation could be anywhere nationally, and dispersal is arranged dependant on a number of factors including suitable accommodation, system capacity and caseload.

Unaccompanied Asylum-Seeking Children (UASC) are defined as individuals under 18 when the asylum application is made and who is not being cared for by an adult, is separated from both parents and who has applied for asylum in the UK in their own right.

Asylum applications can be refused at initial decision, however asylum-seekers are entitled to appeal this decision and continue to receive support (grace period) until the appeal is heard and a final decision is made. The UK continues to report costs as ODA eligible up to the final decision being made on assessing the asylum application. Costs beyond this are excluded.

If an applicant decided to withdraw an application for asylum (discontinued applications), they would be removed from the system and come of support and support costs would no longer be reported with immediate effect.

### **Resettlement schemes in the UK**

The UK Resettlement Scheme (UKRS), and Afghan Citizens Resettlement Scheme (ACRS) play a key role in the global response to humanitarian crises: saving lives and offering stability to refugees most in need of protection. The Home Office works closely with the United Nations High Commissioner for Refugees (UNHCR), the global refugee agency, to identify those living in formal refugee camps, informal settlements and host communities who would benefit most from resettlement to the UK.

When potential cases are submitted by UNHCR for consideration they are screened and considered for suitability for entry to the UK: The Home Office retain the right to reject individuals on security or other grounds and will not resettle individuals who have committed war crimes, crimes against humanity or other serious crimes, in line with the Convention.

The UKRS and ACRS is delivered in close partnership with local authorities. The Home Office receives offers of settled accommodation either directly from a local authority, or on a regional basis through a regional Strategic Migration Partnership (SMP). Refugees are matched to a local authority that can provide suitable accommodation and the appropriate support for those being resettled.

The Home Office provides tariff funding to local authorities for the first year, including education and health funding, using the Official Development Assistance budget. The latest data on resettlement can be found [here](#).

### **The temporary protection visa schemes in the UK**

The UK has put 3 different Ukraine Schemes in place to support Ukrainians who wish to either come to or remain in the UK:

[Ukraine Family Scheme](#) – for those with family who are settled in the UK.

[Homes for Ukraine](#) – for those being sponsored by a UK household.

[Ukraine Extension Scheme](#) – for those who have, or previously had, permission to be in the UK.

The Home Office publish regular updates on the number of people applying for, and granted visas on the Ukraine schemes, as well as the number of people arriving on the schemes. The latest data can be found [here](#).

## Annex B: Detailed components of UK in-donor refugee costs

This table provides a full list of expenditure for each category of person (see table 1 in the main report) and type of expenditure by lead department. The table also provides justification of ODA eligibility under the DAC directives for counting in-donor refugee costs.

Expenditure Type		Category	Alignment with DAC reporting directives	Conclusion	Lead department
1	Asylum-seeker cash support	A & B	Aligned with several points in clarification 4 (i) as these costs relate to the provision of shelter in terms of temporary accommodation facilities along with cash support for general subsistence costs.	Meets the ODA criteria. See section 4 for details of methodology for s95 support.	Home Office
2	Initial Accommodation	A & B	Aligned with clarification 4 (i) – shelter. These costs relate to the provision of emergency temporary accommodation facilities before someone applies for s95 support. As per the list of ineligible items, costs of construction of specific initial accommodation centres are excluded.	Meets the ODA criteria. See section 4 for details of methodology for s98 support.	Home Office
3	Asylum Support, Dispersed Accommodation	A, B, & D	Aligned clarification 4 (i) as these costs relate to the provision of shelter, Once a decision is made that support can be provided under Section 95 and if the asylum seeker is in need of accommodation they are moved into dispersed accommodation once a suitable property becomes available.	Meets the ODA criteria. See section 4 for details of methodology for s98 support.	Home Office
4	Asylum-seeker travel	A & B	As per clarification 4 (iii) this relates to asylum seekers who are required to travel to specific events deemed not covered by the provision of cash support. Expenditure is reported in its own dedicated account code so can be extracted from the ledger. Aligned with clarification 5 as although costs are not broken down by individual, all travel is within the first 12 months and costs are actuals. A deduction is applied to travel costs to account for beneficiaries from non-ODA countries.	Meets the ODA criteria.	Home Office
5	Asylum Advice Service & Asylum Support Application Service	A & B	Aligned with clarification 4 (i) – other. This service is to assist asylum seekers through the asylum procedure. Expenditure is reported in its own dedicated account and project code so can be extracted from the ledger. Aligned with clarification 5 as although costs are not broken down by individual, all application assistance is reasonably assumed to be within the first 12 months.	Meets the ODA criteria.	Home Office
6	Voluntary Assisted Returns and Reintegration Programme	A & B	Clarifications 2 and 4 are clear that support to rejected asylum seekers and irregular migrants is not ODA-eligible and that only certain cases of voluntary repatriation for refugees can be considered eligible.	Voluntary Returns Scheme does not provide return or reintegration assistance to refugees in line with the current UK policy. We are still having policy discussions to see if there are ODA-eligible support costs and it is possible to isolate for reporting against the ODA criteria. For now, it is not possible to include these in ODA reporting.	Home Office
7	Assisted Voluntary Return for Families and Children	A & B	Clarifications 4 (ii) states voluntary repatriation of refugees to a developing country during first twelve months is eligible.		Home Office



8	Assisted Voluntary Return for Irregular Migrants	n/a	Clarification 4 states as ineligible: <ul style="list-style-type: none"> <li>• Voluntary repatriation after 12 months</li> </ul>	Does not meet the ODA criteria in line with clarification 2 as this scheme supports irregular migrants.	Home Office
9	Facilitated returns scheme	n/a	<ul style="list-style-type: none"> <li>• Costs for return of rejected asylum seekers</li> <li>• Transport for coercive purposes</li> <li>• Costs related to activities which are a function of the management of migratory flows and frontier control.</li> </ul>	Does not meet the ODA criteria in line with clarification 2 as the scheme supports people who do not meet the ODA criteria.	Home Office
10	Local Authority grant for housing and protection of unaccompanied asylum-seeking children (UASC)	F	Aligned with clarification 4, in terms of government subsidies to municipalities for shelter and support of unaccompanied minors. The Home Office pays a grant to Local Authorities at a standard rate per night to assist with the cost of housing and protection – this is almost always in suitable foster accommodation.	Meets the ODA criteria. See section 4 for details of methodology.	Home Office
11	Children's Panel	F	Aligned with clarification 4, this service is to assist UASC through the asylum procedure. Expenditure is reported in its own dedicated account and project code so can be extracted from the ledger. This largely aligned with clarification 5 in that costs are actual expenditure though costs relate to a service not individuals so no percentage deduction for beneficiaries is applied for beneficiaries from non-ODA countries as the main objective is supporting UASC from ODA countries.	Meets the ODA criteria	Home Office
12	Independent Child Trafficking Advocates for UASC children	F	Aligned to clarification 4, a contribution towards the costs of Independent Child Trafficking Advocates for UASC children from ODA-eligible countries. Payments takes the form of an annual contribution through the Child Trafficking Protection Fund, which is part of the Modern Slavery Fund.	Meets the ODA criteria	Home Office
13	Costs related to the processing and assessment of asylum applications	A, B & F	As per clarification 4, costs related to the processing of asylum applications are not ODA-eligible. This includes the salaries of people sifting application forms.	Does not meet ODA criteria	Home Office
14	Admin and overheads for asylum support	A, B & F	Aligned with clarification 4, administrative and staffing costs. <ul style="list-style-type: none"> <li>• Costs of staff directly responsible for assessing the support requirements &amp; eligibility of asylum seekers (for cash, accommodation, or both) and ensuring the respective provision is made.</li> <li>• Staff directly responsible for making sure that the ongoing accommodation and services provided to asylum seekers are up to the standard expected.</li> <li>• Costs for translation and interpretation through the processing of asylum applications. Interpreter costs are only required for early stages of the process so are all assumed to be within the first 12 months.</li> </ul>	Meets the ODA criteria	Home Office
15	ESOL provision through UKRS	G	Funding to assist with regional coordination and to support English as Second or Other Language provision. Language training is employment-related so not considered to fit within the ODA criteria in line with clarification 4.	Does not meet the ODA criteria	Home Office

16	UK Resettlement Scheme support	G	<p>In line with clarification 4:</p> <ul style="list-style-type: none"> <li>Grants to United Nations High Commissioner for Refugees [UNHCR] &amp; International Organisation for Migration (IOM) which are incurred mainly in the ODA-eligible countries of departure.</li> <li>Funding to cover: i) the local authority costs of advice and support to refugees, ii) primary and secondary (but not vocational) education, iii) healthcare providers for medical costs, iv) children with special education needs, v) additional support for social care, vi) exceptional medical costs.</li> </ul>	Meets the ODA Criteria	Home Office
17	Afghan Citizens Resettlement Scheme United Nations High Commissioner for Refugees [UNHCR] & International Organisation for Migration (IOM)	G	In line with clarification 4(i) other - the UNHCR & IOM work closely with the Home Office in a number of host countries to help identify people most in need and suitable for resettlement, provide pre arrival counselling & make departure arrangements. All this work is pre arrival.	Meets the ODA Criteria	Home Office
18	Afghan Citizens Resettlement Scheme Local Authority Funding for advice and support to refugees	G	In line with Clarification 4 Local Authorities use this funding to meet & greet refugee arrivals at the airport & arrange transfers to accommodation. Also, to arrange suitable accommodation assist with registration for mainstream services, health, education and welfare support. Funding also covers the provision of education for children between the ages of 3-18 years.	Meets the ODA criteria	Home Office
19	Afghan Citizens Resettlement Scheme Clinical Commissioning Groups for Health medical costs	G	In line with clarification 4 (i) Other. Funding recipients must ensure that refugees are registered with health providers.	Meets the ODA criteria	Home Office
20	Afghan Citizens Resettlement Scheme Bridging Hotel Costs	G	In line with clarification 4 (Shelter). These costs are associated with the provision of contingency hotel accommodation from date of arrival until suitable Local Authority accommodation can be found. Costs are invoiced directly from the provider & include the costs of room/bed/3 meals/laundry.	Meets the ODA criteria	Home Office
21	Afghan Citizens Resettlement Scheme Bridging Hotel Wrap Around Support Costs	G	In line with clarification 4, funding to Local Authorities where bridging hotels are located. Local Authorities funding to meet & greet refugee arrivals at the airport & arrange transfers to accommodation. Also to provide a dedicated source of advice & support to assist with registration for mainstream services.	Meets the ODA criteria	Home Office
22	Local authority tariff and thank you payments for the Homes for Ukraine scheme	H	<p>As per clarification 2, the Ukraine schemes have been deemed as ODA eligible as they meet the definition of a temporary protection visa scheme. As per clarification 4 as these costs relate to the provision of shelter and temporary subsistence costs.</p> <p>Spend on Homes for Ukraine scheme includes:</p> <ul style="list-style-type: none"> <li>Local authority tariff paid per person.</li> <li>Thank you payments to sponsors per residential address.</li> </ul>	Meets the ODA criteria	DLUHC

23	Education support	A, B, F, G & H	<p>In line with clarification 4 (i) – training, access to education system by:</p> <ul style="list-style-type: none"> <li>• UASC and asylum-seeking children of school age,</li> <li>• Children within the ACRS scheme</li> <li>• Children within the Ukraine temporary protection visa schemes (Homes for Ukraine, Ukraine Family Scheme and Ukraine Extension Scheme)</li> </ul> <p>Includes early years, primary and compulsory secondary education.</p>	Meets the ODA criteria	DfE
24	Health support	A, B, F, G & H	<p>In line with clarification 4 (i) Access to basic healthcare for:</p> <ul style="list-style-type: none"> <li>• asylum seekers;</li> <li>• people within the ACRS; and</li> <li>• people with the Ukraine schemes (Homes for Ukraine, Ukraine Family Scheme and Ukraine Extension Scheme)</li> </ul>	Meets the ODA criteria	DHSC
25	Welfare support	G & H	<p>As per clarification 4 under temporary subsistence costs.</p> <p>Access to welfare support for:</p> <ul style="list-style-type: none"> <li>• people within the ACRS; and</li> <li>• people with the Ukraine schemes (Homes for Ukraine, Ukraine Family Scheme and Ukraine Extension Scheme)</li> </ul> <p>Income related benefits include:</p> <ul style="list-style-type: none"> <li>• Universal Credit</li> <li>• Pension Credit</li> </ul> <p>Disability benefits include:</p> <ul style="list-style-type: none"> <li>• Attendance Allowance</li> <li>• Disability Living Allowance (child)</li> <li>• Personal Independence Payment</li> </ul>	Meets the ODA criteria	DWP
26	Payment of Child Benefits	G & H	<p>In line with clarification 4(i) – other. This consists of additional social security funding to support families raising children under the ACRS and Ukraine schemes.</p>	Meets the ODA criteria	HMRC