FINANCING REFUGEE-HOSTING CONTEXTS

An analysis of the DAC's contribution to burden- and responsibility-sharing in supporting refugees and their host communities

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OECD

BETTER POLICIES FOR BETTER LIVES

December 2018

OECD Development Co-operation Working Papers

Foreword

Protecting and supporting refugees is an important responsibility of the international community. The Global Compact on Refugees (GCR) was proposed in 2018 to establish a more predictable and equitable sharing of burdens and responsibilities among United Nations Member States when it comes to fulfilling these obligations.

This working paper is the result of a survey commissioned by the OECD in partnership with UNHCR. It aims to establish a baseline for monitoring progress toward the goals of the Global Compact on Refugees, through "funding and effective and efficient use of resources" as a key tool for effecting burden- and responsibility-sharing among UN Member States when it comes to supporting the world's refugees (UNHCR, 2018[1]). It was conducted via a questionnaire sent to members and observers of the OECD's Development Assistance Committee (DAC), over a period of two months. Data was then collected, compiled, and analysed based on these responses. The survey received 29 responses total.

This paper aims to identify the contributions that members of the OECD's Development Assistance Committee (DAC) are making to this sharing of burdens and responsibilities, including through highlighting trends in official development assistance (ODA), plans for future funding, and other, non-funding efforts and responses. It also examines some of the strengths and challenges of current donor practices, and recommends a set of priorities to guide future donor support and engagement in order to promote good donorship and to support the international community in meeting the objectives of the GCR

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Acronyms

CRRF	Comprehensive Refugee Response Framework
DAC	Development Assistance Committee
GCR	Global Compact on Refugees
IDA	International Development Association
MDBs	Multilateral Development Banks
NYD	New York Declaration for Refugees and Migrants
ODA	Official Development Assistance
SDGs	Sustainable Development Goals
UNHCR	United Nations High Commissioner for Refugees
UNRWA	United Nations Relief and Works Agency for Palestinian Refugees in the Near East

Executive Summary

This paper contributes to advancing thinking and understanding about a significant challenge that our global community faces today. In a time when 68.5 million people around the world have been forced to leave their homes, among which are nearly 25.4 million refugees, 85% of which are hosted in developing regions, it is imperative that adequate support reaches both those who are forcibly displaced and the communities that host them (UNHCR, n.d.[2]). Forced displacement has implications for not only refugees and their host communities, but for the global community as a whole – especially as we take into account the need for stability and peace, and the aspiration to leave no one behind on the path toward sustainable development.

Over the past two years, the international community has made momentous steps toward increasing co-operation in response to forced displacement challenges. On 19th September 2016, all 193 Member states of the United Nations agreed to adopt the New York Declaration for Refugees and Migrants, with commitments to strengthen and enhance mechanisms to protect people on the move (UN, 2016[3]). In 2018, the Global Compact on Refugees (GCR) will continue to move toward meeting these commitments by establishing arrangements for a more predictable and equitable sharing of burdens and responsibilities in hosting and supporting the world's refugees.

When it comes to responding to forced displacement challenges, development actors are no exception. From 2015-17, 27 members of the OECD's Development Assistance Committee (DAC) have contributed a total of at least USD 25.98 billion to specific programmes and projects supporting refugees and their host communities, plus an additional USD 2.99 billion (and counting) in 2018.[1] DAC members have also exhibited their commitment to supporting refugees through participation in the New York Declaration for Refugees and Migrants (NYD), negotiations on the GCR, and through their enthusiasm in responding to the Financing for Refugee-Hosting Contexts survey, which received 29 responses in total.

This paper is the result of the above-mentioned survey, which was commissioned by the OECD in partnership with UNHCR to in order to inform the implementation of the GCR. It summarizes how DAC members are working toward the GCR's commitments for effecting burden- and responsibility-sharing, and outlines certain challenges and priorities for donors going forward – both in meeting the goals of the GCR, and in beginning to define how to finance situations of forced displacement.

The research acknowledges that there are still many high-level strategic debates which have yet to take place about the role that Official Development Assistance (ODA) should play in addressing the challenges associated with forced displacement. The analysis, observations, and conclusions put forward in this paper should therefore be interpreted only as preliminary contributions to a much wider and more dynamic process of debate and adaptation.

Key Message 1: Donors are, and will continue to, use Official Development Assistance to support the world's refugees.

According to the results of the survey, from 2015-17, DAC members have given a total of USD 25.98 billion in ODA to programmes and projects that support refugees and their host communities. Over these past three years, DAC members have contributed ODA bilaterally, through pooled funds, and through international organisations – and have shown no signs of decreasing their levels of assistance. In fact, the majority of respondents to the survey noted that their ODA to programmes and projects supporting refugees and their host communities, both through humanitarian and development funding, will either increase or remain the same in the future.

Key Message 2: Official Development Assistance to programmes and projects that support refugees and their host communities relies heavily on short-term projects and humanitarian assistance.

According to the survey results, from 2015-17, the majority of ODA to refugee-hosting contexts – 70% in 2017 – was humanitarian assistance. This lack of balance in funding is especially visible when we consider the difference in distribution in flows of humanitarian assistance and development funds by geographical region. Meanwhile, a significant portion of DAC members are allocating large percentages of their ODA budgets to programmes and projects over the short term and less over the long term. 8 out of 15 respondents to the survey have allocated 50% or more of their budget over a period of one year or less, while the longer the allocation period, the lower the number of respondents. However, some multi-annual funding does exist. Although humanitarian assistance is vital in supporting immediate needs in crises, an uneven balance of humanitarian assistance and development funds presents the risk that communities facing more long-term, protracted refugee situations might not receive the type of assistance that they need. If donors want to increase the effectiveness of ODA to refugee-hosting contexts and promote long-term development for the benefit of all, it would be useful to support strategies that promote coherence between humanitarian, development, and peace actors, including by applying the forthcoming DAC Recommendation on Humanitarian-Development-Peace coherence to their funding strategies (OECD, forthcoming[4]). Donors should also continue to share lessons on how to balance ODA allocations over the short-term and over multiple years.

Key Message 3: Despite the predominance of humanitarian assistance, DAC members are making efforts to integrate programmes related to refugees into their development policies.

Despite the fact that humanitarian assistance continues to constitute the majority of ODA to programmes and projects supporting refugees and their host communities, there are signs that DAC members are making efforts to improve their responses. It should be acknowledged that certain members do contribute more development funds than humanitarian assistance, and that, according to the survey results, from 2015-17, there has been an increase in the percentage of development funds going to refugee-hosting contexts – from 23% in 2015 to 30% in 2017. 21 DAC members are also integrating issues related to refugees into their development policies – a positive change that can help donors support the commitments of the GCR. Additionally, although contributions from other development partners such as Multilateral Development Banks (MDBs) exceed the scope of this survey, it is important to recognize their growing engagement in this space. Along

with members of the DAC, rising engagement from MDBs will not only be catalytic in drawing other development partners, but also indicates a trend toward greater involvement in refugee-hosting contexts on the development side. Still, a new and well-communicated narrative for development co-operation, ODA, and its contribution to supporting refugees in the context of the SDGs could help mitigate possible perception risks of integrating development into migration policy overall – especially in the currently highly politicised environment.

Key Message 4: The Middle East receives the most Official Development Assistance from DAC members to support refugees and their host communities.

According to the survey results, more ODA to programmes and projects that support refugees and their host communities is allocated to the Middle East than any other region – from 2015-17, it received 35% of geographically allocated ODA contributions to programmes and projects supporting refugees and their host communities. This is followed by Africa, which received 26%.[2] Meanwhile, together, Turkey, Lebanon, Jordan, and Iraq comprised the majority of all ODA to programmes and projects supporting refugees and their host communities, representing more than a third of ODA allocations to programmes & projects overall.

Key message 5: Donors are, for the most part, contributing Official Development Assistance where it is needed.

Of the 21 refugee-hosting contexts listed in the survey, 18 were also among the top recipients of ODA from DAC members to programmes and projects supporting refugees and their host communities. Contributions from DAC members have also increased from year to year in certain contexts whose refugee populations have recently undergone spikes, such as in Uganda and Bangladesh.

Key Message 6: Core contributions play an important role in funding forgotten crises, and in donor strategies.

Although DAC members are mostly contributing funds where they are needed, development assistance strategies are not always perfect – and in some cases, certain contexts may receive less attention from the international community than others. This does not mean, however, that protection for refugees in these contexts is any less important. In many of these cases – forgotten crises – core contributions to international organisations are useful, as they provide funding to contexts that otherwise do not receive high levels of donor attention. It is therefore important to recognise that certain DAC members – such as Belgium, Denmark, Germany, Ireland, Sweden and Norway – have provided unearmarked contributions, both in order to promote good donorship and so as to adhere to the Grand Bargain principle of reducing earmarking where possible (Grand Bargain, 2016[5]).

Key Message 7: There is no easy way to collect information on official development assistance to programmes and projects that support refugees and their host communities.

Despite common recognition of the importance of protecting and supporting the world's refugees and their host communities, it is substantively difficult to collect data on financing that supports these ambitions. This survey is the first attempt to quantify ODA to programmes and projects aimed specifically at supporting refugees and their host

communities in non-DAC refugee-hosting contexts. If we are to continue making efforts to measure the effects of the international community's contributions, we will need a greater investment in data. Without this investment and a more accurate measurement of progress − or lack of progress – towards burden- and responsibility sharing, achieving the goals of the GCR in refugee-hosting contexts will be elusive, as will be our ability to provide effective funding to support refugees and their host communities.

Key Message 8: It's not just about funding – donors are increasing other efforts and responses in support of refugees.

Alongside funding, DAC members are making other efforts to contribute to burden- and responsibility-sharing when it comes to supporting the world's refugees. Overall, they have widely supported the efforts of the New York Declaration through policy changes, advocacy, and participation in negotiations on the GCR – and have expressed interest, concern, and enthusiasm in seeking to find out how they can continue to improve their efforts in response to refugee crises. This is seen not only in the content of the survey responses, but also in the volume of responses it has received – and in the eagerness of DAC members to offer input where needed. If DAC members would like to ensure effectiveness in the implementation of the GCR, they should continue to expand upon this enthusiasm in their refugee policies and financing going forward.

Notes

[1] Figures from 2015-17 represent gross disbursements in constant prices, with a base year of 2010, while figures from 2018 represent gross disbursements in current prices as of 26 October, 2018. Figures from 2018 listed by respondents may include both actual and planned disbursements, and may be subject to change.

[2] These figures exclude core contributions to international organisations. When core contributions are accounted for, the Middle East receives 34%, while Africa receives 25%.

Disclaimer

Currently, there is little accessible information on Official Development Assistance (ODA) flows to specific programmes and projects that support refugees and their host communities. The data compiled through this survey will therefore be of great importance in informing debate about the efforts donors are making toward this end, and in beginning a dialogue on how ODA can contribute to meeting the goals of the Global Compact on Refugees (GCR), and on how to find the right types of financing for situations of forced displacement.

Due to the relatively new scope of the topic, the survey is meant to be very general. The paper intends in no way to provide an extensive statistical assessment of financing to refugee-hosting contexts – rather, it intends to give a general idea of overall trends in order to form a baseline for informing the implementation of the GCR and any future discussions on the topic.

This said, the authors would like to highlight the following disclaimers:

- Due to the lack of previously developed indicators for tracking ODA flows to specific programmes and projects meant to benefit refugees and their host communities, respondents' methodologies in collecting data for this survey may have varied.

- Certain donors use less visible approaches in their development practices, which posed challenges in providing data consistent with the survey.[1] The paper may therefore not fully account for all funding from all respondents to specific programs and projects supporting refugees and their host communities.

- Additionally, although the paper counts core contributions, certain donors were unable to include this information.

- Figures may also encompass overall humanitarian assistance for those in need beyond refugees, in the understanding that these funds also contribute to the ability of the affected context to dedicate resources for refugees. Others who benefit from these funds may include other types of forcibly displaced people or vulnerable migrants (such as internally displaced persons), and host communities in general.

- Humanitarian funding, although tied to the context of crisis, may also cover the response in neighbouring contexts.

- Some respondents were unable to discern what percentage of their funding is short-term versus multi-year. Additionally, in certain cases – although funds are marked for a specific year – there may be flexibility in the spending period.

- With regard to Section 2, choice g) (new trade agreements with developing countries), this survey was conducted with the understanding that EU Member States cannot participate in bilateral trade agreements.

Notes

[1] Funding strategies that pose challenges to this survey include (but are not limited to) the following: un-earmarked grants, core funding to softly earmarked grants for interventions across crisis-affected regions, core contributions to international organisations and/or pooled funds, and any other donor approaches in line with Grand Bargain agreements for humanitarian spending against earmarking funds.

Introduction

The need for adequate development assistance to refugee-hosting contexts is becoming increasingly apparent. It is no secret that the refugee crisis has had a large impact on the world – and there has been increased interest in defining the role that Official Development Assistance (ODA) should play in alleviating some of the pressures felt by the international community. Contexts that host refugees – especially large-scale, protracted situations – face additional pressure and may not have the resources needed to support and protect high influxes in addition to providing for their local communities. Around 85% of refugees under UNHCR's mandate are hosted in developing countries. In order to strengthen national policies and institutions for the resilience of both refugees and local communities, host states often require sufficient contributions from the international community to accompany their efforts until more durable solutions can be found (UNHCR, 2018[1]). In striving toward the goals of the 2030 Agenda for Sustainable Development for shared, inclusive economic growth and development from which all can benefit, it is crucial that we aspire to leave no one behind – therefore, in addition to providing support to refugees in donor countries, it is important to consider the role that ODA has to play in ensuring protection and support for refugees and their host communities in other parts of the world.

Effective funding is crucial in order to meet the objectives of the Global Compact on Refugees. The Global Compact on Refugees (GCR) aims to establish arrangements for a more predictable and equitable sharing of burdens and responsibilities through "funding and effective and efficient use of resources" among UN Member states (UNHCR, 2018[1]). Effective funding for refugee-hosting contexts is essential in order to meet the commitments of the GCR, and to address the challenges associated with the refugee crisis in a coherent and nuanced manner. Humanitarian, development, and peace actors must work coherently to address both immediate needs and root causes in order to prevent the next crisis – not the last one – while long-term development planning should complement short-term humanitarian responses. In addition to ODA, the right types of financing, including the right mix of international, national, public and private funds would be useful in meeting the commitments of the GCR and in learning how to meet the unique needs of different contexts.

The Financing for Refugee-Hosting Contexts Survey was commissioned by the OECD in partnership with UNHCR as an instrument for informing the implementation of the Global Compact on Refugees. The results establish a baseline for monitoring the progress of "funding and effective and efficient use of resources" as a "key tool for effecting burden- and responsibility-sharing" when it comes to hosting and supporting the world's refugees (UNHCR, 2018[1]).

This paper:

- Highlights trends in ODA from members of the OECD's Development Assistance Committee (DAC) to specific programmes and projects supporting refugees and their host communities in non-DAC refugee-hosting contexts, along with other, non-funding efforts and responses, and plans for the future.

- Examines some of the strengths and challenges of current donor practices, in ensuring that funds and resources to refugee-hosting contexts are used effectively and efficiently.

- Recommends priorities to guide future donor support and engagement to promote good donorship and to support the international community in meeting the objectives of the GCR.

This paper focuses solely on refugees and forced displacement. The results of this study should therefore **not** be interpreted as advice on how to use ODA to manage migration.

1. Donors are, and will continue to, use official development assistance to support the world's refugees.

The OECD Development Assistance Committee (DAC)'s mandate is to promote development co-operation and other relevant policies so as to contribute to implementation of the 2030 Agenda for Sustainable Development – including sustained, inclusive and sustainable economic growth, poverty eradication, improvement of living standards in developing countries, and to a future in which no country will depend on aid (DAC, 2018[6]).

Over the past three years, members of the DAC have contributed Official Development Assistance (ODA) bilaterally, through pooled funds, and through international organisations to programmes and projects supporting refugees and their host communities. From 2015-17, DAC members have contributed a total of at least USD 25.98 billion[1] to programmes and projects supporting refugees and their host communities, plus an additional USD 2.99 billion (and counting) in 2018.[2]

Growth of ODA from DAC members to programmes and projects supporting refugees and their host communities has remained steady at worst and positive at best – with a net increase of USD 1.79 billion from 2015-17 **(Figure 1.1)**.

Figure 1.1. ODA to programmes and projects supporting refugees and their host communities, 2015-17
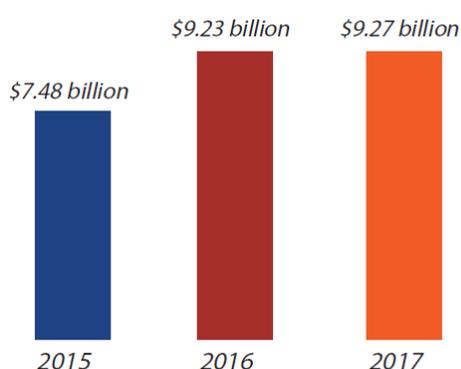
Note: Gross disbursements, constant dollars

This figure is supported even further when we look at donors' future plans. The majority of respondents to the survey noted that their contributions to programmes and projects supporting refugees and their host communities, with both humanitarian and development funds, would either increase or remain the same in the future. For development funds, this includes 11 out of 14 (78.6%) of those who responded, while for humanitarian, 15 out of 18 (83.3%) of those who responded **(Figure 1.2)**.

Figure1.2. Plans for ODA to increase, decrease, or remain the same
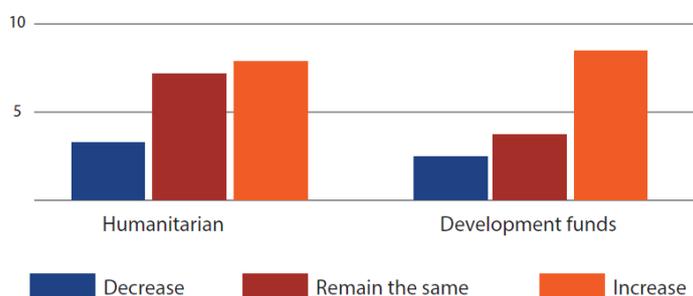
Notes

[1] Figures from 2015-17 represent gross disbursements in constant prices, with a base year of 2010(World Bank ,(n.d.)[11]).

[2] Figures from 2018 represent gross disbursements in current prices as of 26 October, 2018. Figures from 2018 listed by respondents may include both actual and planned disbursements, and may be subject to change.

2. Official development assistance to programmes and projects that support the world's refugees and their host communities relies heavily on short-term and humanitarian assistance.

The Global Compact on Refugees (GCR) calls for "funding and effective and efficient use of resources" as a key arrangement effecting burden- and responsibility-sharing among the international community (UNHCR, 2018[1]). In order to ensure the effectiveness of Official Development Assistance (ODA) contributions from Development Assistance Committee (DAC) donors to refugee-hosting contexts, it is important to not only asses the volume of ODA, but also to assess the types of ODA that contexts are receiving. This includes determining whether or not there is an adequate balance of humanitarian assistance and development funds going to a context, and the time period over which these funds are allocated. Although short-term, humanitarian assistance and long-term, development funds are both crucial in addressing situations of crises, too much reliance on one or the other may fail to fully meet the needs of all of those involved. This includes, in particular, communities facing more long-term, protracted refugee situations.

The results of the Financing Refugee-Hosting Contexts survey indicate that there is a heavy reliance on humanitarian assistance for refugee hosting contexts, while among respondents there is a preference for funding allocated over the short-term rather than over multiple years.[1]

From 2015-17, the majority ODA to refugee-hosting contexts consisted of humanitarian assistance. In 2015, 77% of ODA to programmes and projects supporting refugees and their host communities was humanitarian. Although this percentage decreased slightly in 2016 and 2017 to 69% and then to 70%, the gap between the two types of assistance remains significant. **(Figure 2.1)**.

Figure 2.1. ODA to programmes & projects supporting refugees & their host communities, humanitarian vs. development funds, 2015-17
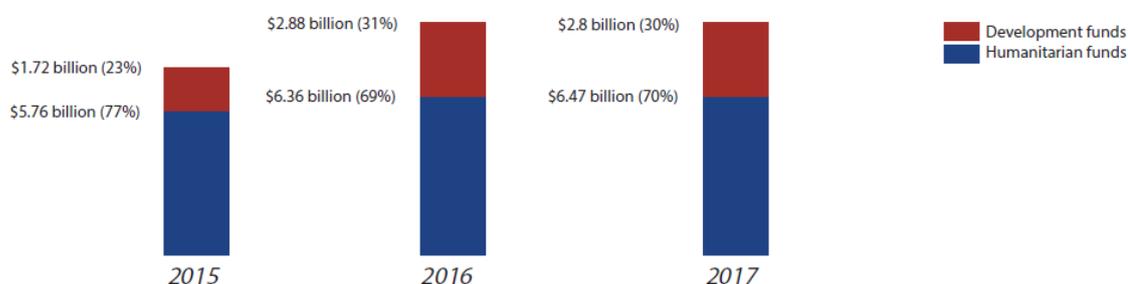
This unequal distribution in ODA between humanitarian and development funds occurs across all geographical regions. However, the difference is especially visible when

considering the example of humanitarian versus development flows by region. For example, according to the survey results, from 2015-17, the Middle East received 32% of all geographically allocated humanitarian ODA flows to support refugees and their host communities, while Africa received 31%. However, the Middle East received 42% of development funds to support refugees and their host communities, while Africa received only 14% **(Figure 2.2)**.[2]

Figure 2.2. ODA to refugee-hosting contexts by region & type, 2015-17
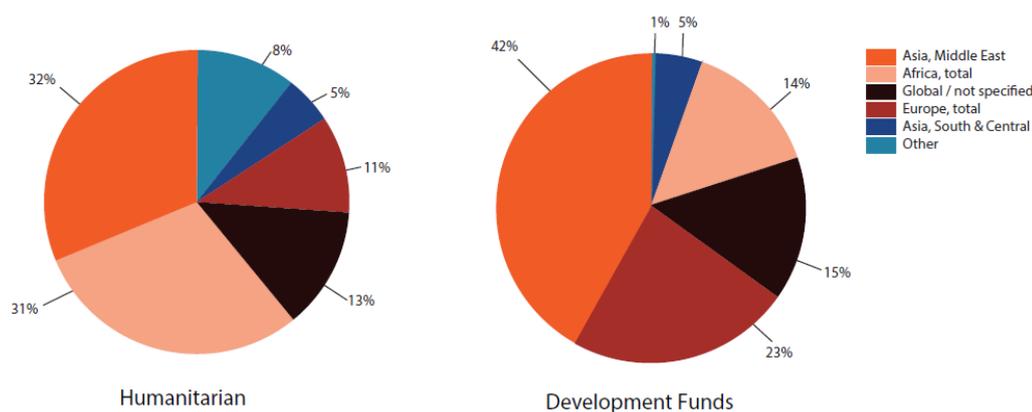
In assessing the type of assistance donors are contributing, it is also important to consider how much funding is allocated for the short-term versus over multiple years.[3]

The survey results show that a significant portion of DAC members are allocating large percentages of their ODA budgets to programmes and projects over the short term, and less over the long term. According to the results, 8 out of 15 respondents have allocated 50% or more of their budgets over a period of 1 year or less in 2017.

Additionally, as the allocation period after 1 year increases, the number of respondents who gave at least some percentage of their budget for that period decreases. The survey results show that 14 respondents allocated some percentage of funding to 1 year, while at 2, 3, 4, and 5 years, the number of respondents allocating funds decreased to 10, 9, 8, and then 5.

The upper range of respondent budget percentages also shows an overall decrease as the allocation period increases – at 1 year or less the range was 0-100%, while at 5 years, it was 0-31%.[4]

However, it is important to note that while members of the DAC as a whole rely heavily on short-term, humanitarian assistance, these figures do not fully capture individual practices. The Netherlands noted that most of its funding to programmes and projects supporting refugees and their host communities is allocated over a 4-year period, while New Zealand clarified that although most of its allocations are marked for 1-year, its funding strategy allows for flexibility through the carrying over of funds to cover multiple years.

In addition, there are some DAC members who allocate large percentages of their funding on a multi-annual basis. Poland, for example, noted that 61% of its funding is allocated over a 4 year period. Belgium, Canada, Korea, and the European Union Institutions all gave notable percentages to multi-year allocations: Belgium provided 60% of its funding out 2

years, Canada provided 42% of its funding out 3 years, the European Union Institutions provided 35% out 2 years, and Korea provided 71% out 3 years.

Ensuring that there is a correct balance between long-term development funds and short-term humanitarian assistance has implications for the success of implementing the GCR's arrangements for burden- and responsibility-sharing. If donors want to increase the effectiveness of ODA to refugee-hosting contexts and promote long-term development for the benefit of all, they should support funding strategies that promote coherence between humanitarian, development, and peace actors. This can be done through applying the DAC Recommendation on Humanitarian-Development-Peace coherence (OECD, forthcoming[4]) to their funding strategies.[5] Donors should also continue to share lessons amongst themselves on how to balance ODA allocations over the short-term and over multiple years – ensuring that funding is both effective and efficient, and that no one is left behind.

Notes

[1] For clarifications on the definitions of "short-term" versus "multi-year" allocations, see Annex A

[2] These figures exclude core contributions to international organisations. When core contributions are accounted for, under humanitarian assistance, the Middle East receives 31%, while Africa receives 30%. The percentages for development funds remain the same.

[3] See Annex A.

[4] Full list of ranges: less than one year – 0-100%; 1 year – 0-100%; 2 years -0-60%, 3 years; 0-71%, 4 years – 0-61%; 5 years – 0-31%.

[5] This recommendation is in the process of negotiation, and is anticipated for approval in 2019.

3. Despite the predominance of humanitarian assistance, DAC members are making efforts to integrate programmes related to refugees into their development policies.

Despite the fact that humanitarian assistance constitutes the majority of Official Development Assistance (ODA) to programmes and projects supporting refugees and their host communities, there is evidence that members of the Development Assistance Committee (DAC) are making efforts to improve their responses.

Foremost, it should be acknowledged that the percentage of development funds going to refugee-hosting contexts is by no means decreasing. According to the survey results, this percentage has increased from 23% in 2015 to 30% in 2017. In addition, certain individual members – such as Germany, Turkey, Spain, Hungary, Czech Republic, and Slovenia – have contributed more development funds overall than they have humanitarian assistance.

As a whole, members of the DAC are making efforts to improve their response on the policy side. This is most largely reflected in responses to Section 2 of the survey, which details other, non-funding "efforts and responses" in support of refugees. Results from this section indicate that "integration of issues related to refugees into development policy" received the second-highest number of responses among those listed – signifying that 21 DAC members are making this effort in some form **(Figure 3.1).**

Figure 3.1. Efforts & responses from donors in support of refugees
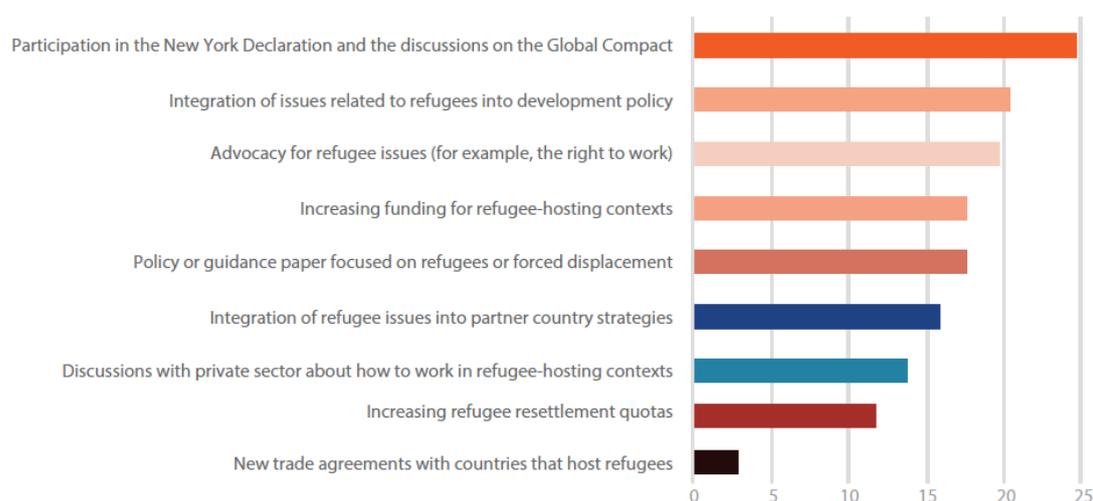
Additionally, although contributions from other development partners such as Multilateral Development Banks (MDBs) exceed the scope of this survey, it is important to recognize their growing engagement in this space. Along with members of the DAC, rising engagement from MDBs such as the World Bank will not only be catalytic in drawing other development partners, but also indicates a trend toward greater involvement in refugee-

hosting contexts on the development side, both from among MDBs and bilateral development agencies. This can be seen particularly through the World Bank's IDA18 Sub-Window for Refugees and Host Communities, which supports commitments by host governments to enact policy change and address the social and economic dimensions of refugee situations. **(Box 3.1)**.

Box 3.1. World Bank IDA18 regional sub-window for refugees

The IDA18 regional sub-window for refugees and host communities provides US $2 billion of dedicated funding to help low-income countries hosting large numbers of refugees.

This funding recognizes the significant challenge that these countries face in pursuing their own development goals while accommodating refugees, often in areas where local communities themselves lack basic services and resources.

Support will be provided during the 18th replenishment period (July 1, 2017 to June 30, 2020) under the regional program within IDA, the International Development Association – the World Bank's fund for the poorest. This is in addition to regular allocations for each country's national development (World Bank,(n.d.)[7]).

The integration of refugee-related issues into donors' development policies is a positive change toward adhering with the commitments of the Global Compact on Refugees (GCR), and toward ensuring practices for effective funding and for good donorship.

However, when taking into account the currently highly politicised environment, it is important to consider that a new and well-communicated narrative for development co-operation, ODA, and its contribution to supporting refugees in the context of the Sustainable Development Goals (SDGs) would be useful in helping to mitigate possible perception risks of integrating development into migration policy overall.

4. The Middle East and Turkey receive the most official development assistance from DAC members to support refugees and their host communities.

The results of the survey reveal that certain refugee-hosting contexts receive more funding than do others. The Middle East, for example, receives more Official Development Assistance (ODA) to programmes and projects that support refugees and their host communities than any other region. Excluding core contributions to international organizations, the Middle East receives 35% of all geographically allocated contributions; followed by Africa, which receives 26% **(Figure 4.1)**.[1] These figures do not include separate regional allocations for North Africa and the Middle East – and if we combine individual contributions to the Middle East and North Africa (MENA) region with those made to the "North of Sahara" and the "Asia, Middle East" regions, we see that 40% of geographically allocated ODA to programmes and projects benefitting refugees and their host communities goes to the MENA region as a whole. When core contributions are accounted for, the Middle East receives 34% of ODA to programmes and projects supporting refugees and their host communities, Africa receives 25%, while MENA as a whole receives 39%.

Figure 4.1. ODA to programmes & projects supporting refugees & their host communities by region, 2015-17
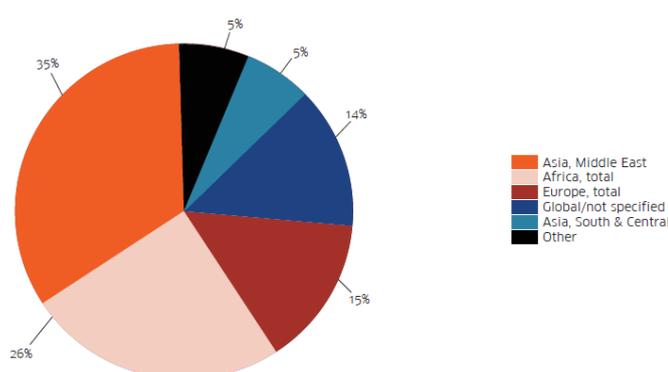
Looking at contributions by country and territory, Turkey was the top recipient of ODA to programmes and projects supporting refugees and their host communities from 2015-17. Over this period, Turkey received USD 3.29 billion in contributions, followed by Jordan (USD 2.46 billion), Lebanon (USD 2.39 billion), and Iraq (USD 1.68 billion) **(Figure 4.2)**. Together, these contexts comprise 53% of ODA received by countries and territories that host refugees, and 37% of ODA to programmes and projects that support refugees and their host communities overall.[2]

Figure 4.2. Top Recipients of ODA to programmes & projects supporting refugees & their host communities, 2015-17
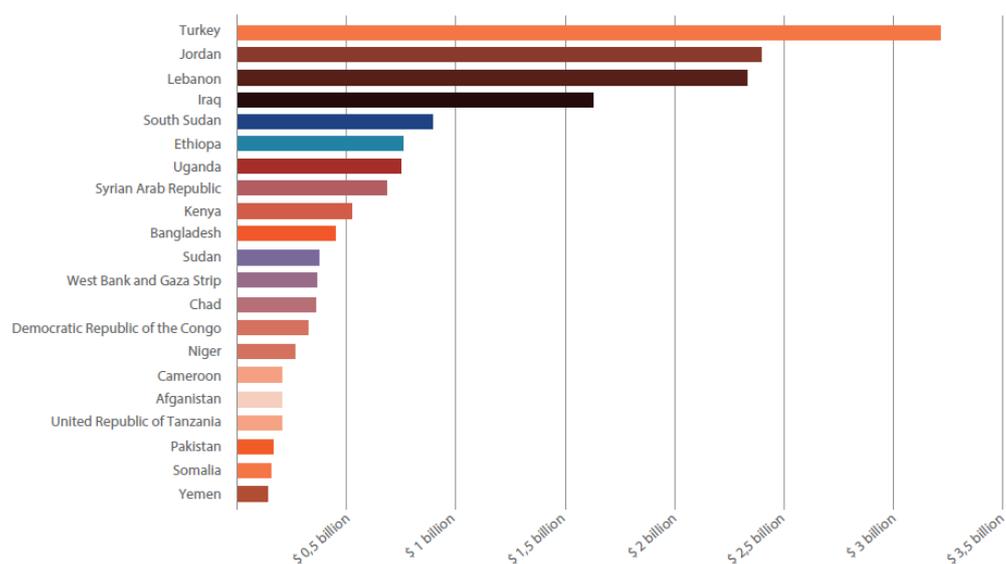
Notes

[1] Contributions to Africa constitute both those to both "North of Sahara" and "South of Sahara." For further clarification on regional definitions, see Annex B on Methodology.

[2] "Countries and territories" excludes regional and core contributions.

5. Donors are, for the most part, contributing official development assistance where it is needed.

Although certain refugee-hosting contexts receive more funding than others, members of the OECD's Development Assistance Committee (DAC) are, for the most part, sending funds where they are needed. Of the top 21 recipients of Official Development Assistance (ODA) from DAC members to programmes and projects supporting refugees and their host communities from 2015-17, 18 were also among the list of 21 major refugee-hosting contexts under UNHCR & UNRWA mandates listed in the survey **(Figure 5.1)**.

Figure 5.1. Top recipients of ODA to programmes & projects supporting refugees & their host communities, 2015-17 vs. major contexts hosting refugees
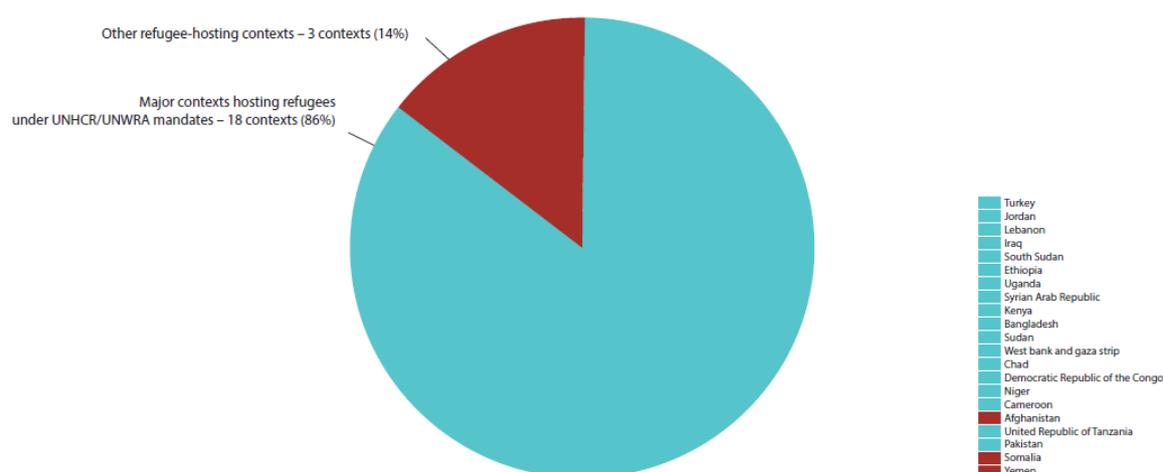
Source: UNHCR

Contributions from DAC members have increased in certain contexts whose refugee populations have undergone spikes in recent years, such as in Uganda and Bangladesh. ODA to Bangladesh, for example, experienced a significant spike from 2016-17, increasing by USD 153 million, while in Uganda, ODA has increased significantly from 2015-17 – up by USD 308 million **(Figure 5.2)**.

Figure 5.2. ODA to programmes & projects supporting refugees & their host communities in Uganda, 2015-17
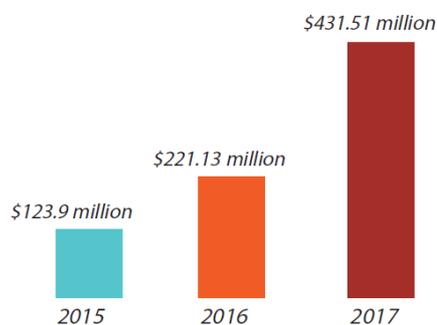
Although DAC members are, for the most part, giving ODA to the contexts that need it most, development assistance is not perfect and certain contexts in need do not receive as much attention from donors. For example, 3 of the 21 major refugee-hosting contexts under UNHCR and UNRWA mandates according to the survey – Iran, Rwanda and Burundi – did not make it to the list of top 21 recipients of ODA from DAC members to programmes and projects supporting refugees and their host communities.

Therefore, in order to meet the commitments of the Global Compact on Refugees (GCR) to support the world's refugees, and in order to leave no one behind, donors should not only continue to respond to crises, but should also seek to further improve their response to contexts that may get overlooked. This way, they can continue to ensure that attention is placed on contexts where funding is needed the most.

6. Core contributions play an important role in funding forgotten crises, and in donor strategies.

Although members of the OECD's Development Assistance Committee (DAC) are mostly contributing funds where they are needed, development assistance strategies are not always perfect – and in some cases, certain contexts may receive less attention from the international community than others. This does not mean, however, that protection for refugees in these contexts is any less important.

To address this, the Financing Refugee-Hosting Contexts survey also highlights the role that core contributions to international organisations – which are often used to fund forgotten crises – play in providing funding to support refugees and their host communities.

According to survey responses, at least 3% of ODA to support refugee-hosting contexts takes the form of core contributions to international organisations **(Figure 6.1).** However, because this number only takes into account those responses that explicitly stated so, and does not account for respondents who could not provide this information, the actual percentage may be much larger.

Although the percentage of core contributions to international organizations intended to support refugees may seem small, these types of contributions comprise a significant part of development assistance strategy for certain donors. In response to the survey, for example, Belgium, Denmark, Germany, Ireland, and Norway all listed core contributions to international organisations as part of their Official Development Assistance (ODA) to programmes and projects supporting refugees and their host communities. For others, such as Sweden, core contributions make up such a large part of their overall funding to refugee hosting contexts, that it is more difficult to specify allocations to specific programmes and projects in response to questions such as those posed by the survey.[1]

Figure 6.1. ODA to programmes & projects supporting refugees & their host communities by type of recipient, 2015-17
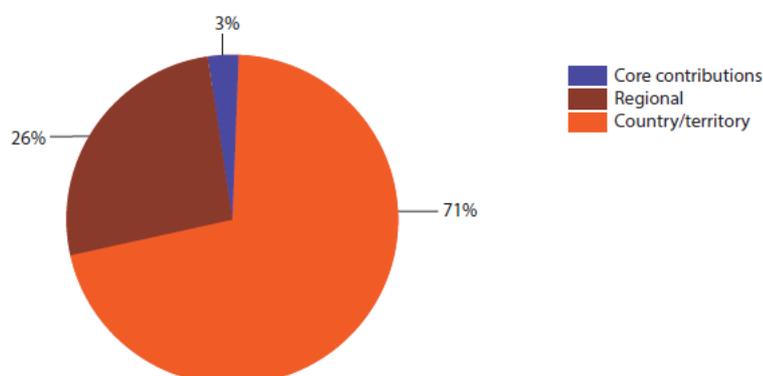
Notes

[1] See disclaimer

7. There is no easy way to collect information on official development assistance to programmes and projects that support refugees and their host communities.

Despite common recognition that it is important to support the world's refugees and their host communities, there is little data to inform and support these ambitions as they relate to development finance. And although data is often imperative in measuring the effects of the international community's contributions, until this survey, there has been no way to track Official Development Assistance (ODA) to specific programmes and projects supporting refugees and their host communities in refugee-hosting contexts – and therefore limited information on these types of flows.

This lack of data and guidance was especially evident in conducting the Financing Refugee-Hosting Contexts survey. Donor methodologies for collecting data were self-imposed, which meant that the survey's scope had to be limited to providing a general baseline of information on donor contributions. Although it is important to have a starting point, a more established methodology would be helpful for future efforts in assessing the impact of donor contributions. This relates notably to determining the scope of relevant actions, for instance where refugee-related aspects are mainstreamed into broader development programmes, or programmes aimed at enabling the safe, dignified and voluntary return of refugees.

Additionally, it is often difficult to decipher exactly where funds go. Depending on the programme or project, there is a chance that funds may be used outside of the context to which they are allocated (regional refugee response funds allocated to Lebanon may also spill over into Jordan, for example), and it can be difficult to determine which funds go to projects that benefit refugees and host communities directly. In collecting information, the use of core contributions or unearmarked funds also presents a challenge – meaning that although it constitutes an effort toward good donorship, adherence to the Grand Bargain principles to reduce the earmarking of donor contributions where possible makes tracking data on flows significantly more difficult.

Taking these challenges into account, we must consider the need for a greater investment in data. Without this investment, accurate measurement of progress − or lack of progress – toward achieving of the goals of the Global Compact on Refugees, the New York Declaration for Refugees and Migrants, and the 2030 Agenda in refugee-hosting contexts will remain elusive, as will be our ability to provide the right types of financing to situations of forced displacement.

8. It's not just about funding – donors are increasing other efforts and responses in support of refugees.

Alongside funding, members of the OECD's Development Assistance Committee (DAC) are making other efforts to contribute to burden- and responsibility-sharing in supporting the world's refugees. Overall, they have widely supported the efforts of the New York Declaration for Refugees and Migrants (NYD) through policy change, advocacy, and participation in negotiations on the Global Compact on Refugees (GCR), and have expressed interest, concern, and enthusiasm in seeking to find out how they can continue to improve their efforts in response to refugee crises. This enthusiasm is seen not only in the responses to the Financing for Refugee-Hosting Contexts survey themselves, but also in the volume of responses the survey has received, and the eagerness of DAC members to offer input where needed.

The Financing Refugee-Hosting Contexts Survey received 29 responses from DAC members in total.[1] According to the results, 25 of them have participated in the New York Declaration and negotiations on the Global Compact on Refugees, 21 have made decisions to integrate refugee-related issues into their development policies, and 20 have advocated for refugee issues **(Figure 8.1)**. These efforts are accompanied by others, such as increased engagement with host and transit countries on integration of refugees, engaging in country dialogue with governments and development partners to promote a development response to displacement, and innovative financing for refugee situations, among others.

Figure 8.1. Number of donors per effort & response
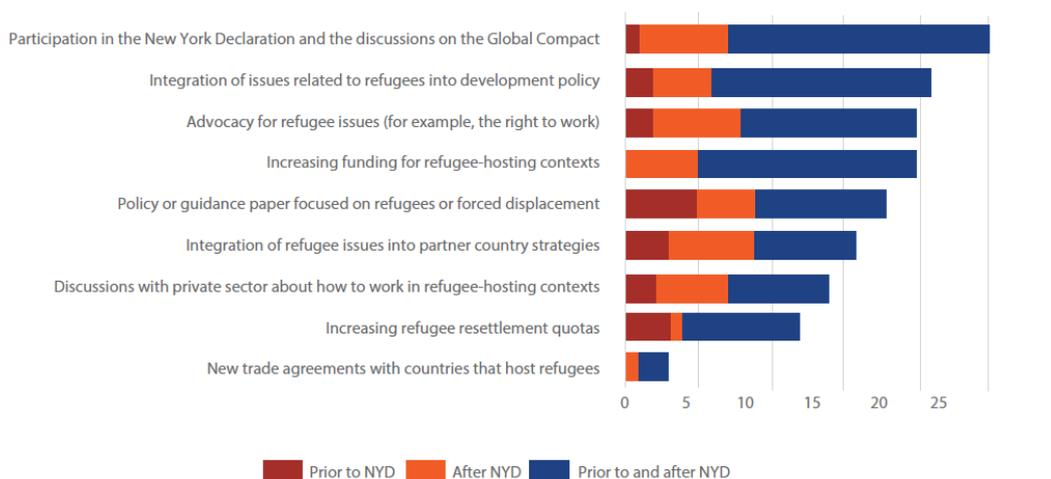
DAC members are also responding to international agreements. When asked about actions toward efforts and responses taken both before and after the New York Declaration, the results of the survey show that per effort, the majority of donors have taken action for either

after, or both before and after the NYD – supplementing efforts made in earlier years **(Figure 8.1)**.

The participation of DAC members in the NYD and in negotiations on the GCR, along with their enthusiasm in responding to this survey and in offering input where needed, are signs that they are committed to contributing their share when it comes to supporting the world's refugees. If DAC members would like to ensure effectiveness in the implementation of the GCR, they should continue and expand upon this enthusiasm in their refugee policies going forward.

Notes

[1] See Annex C

Conclusion

According to UNHCR's 2017 Global Report, the population of forcibly displaced people around the world increased by 2.9 million in 2017 – and by the end of the year, a record 68.5 million individuals were forcibly displaced worldwide, of which 25.4 million were refugees (UNHCR, 2017[8]). While the impact of this crisis has been felt across the globe, it has had an especially large impact in the developing world – with 85% of refugees under UNHCR's mandate hosted in developing regions (UNHCR, 2017[8]). It is imperative, then, that the international community do its best to use the resources that it has to ensure that both refugees and their host communities receive the support and protection they need.

One of the key tools for effecting burden- and responsibility-sharing outlined by the Global Compact on Refugees (GCR) comes through funding and the effective and efficient use of resources (UNHCR, 2018[1]). Members of the OECD's Development Assistance Committee (DAC) have utilised Official Development Assistance (ODA) to contribute to this burden- and responsibility-sharing, and have also made other, non-funding efforts and responses in support of refugees – including through advocacy, policy guidance, and integration of issues related to refugees into their development policies. Donors have also been active in their participation in the New York Declaration for Refugees and Migrants and negotiations on the Global Compact on Refugees.

When considering how DAC members can contribute to the implementation of the GCR, the focus must not only be on increasing development assistance or asking donors to "step up" their contributions. Although quantity of funding matters, it is also critical that the use of resources is "efficient and effective", so as to ensure that adequate protection and support is going to those who need it most. DAC members have made steps in this direction, through their plans to integrate refugee-related issues into their development policies, and through their eagerness in participating in the New York Declaration and discussions on the Global Compact on Refugees, as well as through their adherence to effectiveness instruments such as the Grand Bargain. Donors should continue to make efforts to improve their development strategies, and apply the necessary tools when considering how best to allocate ODA in refugee-hosting contexts. This may include, for example, a better balance between allocations from humanitarian and development funds, and increased coherence between humanitarian, development and peace actors working in the same refugee-hosting contexts.

Finally, it is important to acknowledge the role that all types of finance has in supporting refugees and their host communities. The right types of financing – the right mix of international, national, public, and private flows – will be important for meeting the commitments of the GCR in aiming to ensure that resources are used effectively and efficiently. Additionally, it is important to remember that refugees are only one type of forced displacement. Although it is important to consider how to finance refugee-hosting contexts, needs may differ based on context and type of forced displacement.

Further research on all types of development finance – including ODA – can help donors begin to know how to meet the unique needs of different types of forced displacement

contexts, including those of refugees. Meanwhile, a greater investment in data can help to augment the currently limited access to information on development finance flows to these contexts.

In order to address the challenges presented in the findings of this survey, and to ensure the successful implementation of the GCR's commitments to provide a basis for predictable and equitable burden- and responsibility-sharing in supporting the world's refugees and their host communities, further research and dialogue on determining the right types of financing in both in refugee-hosting and forced displacement contexts is needed. This research should be accompanied by a greater investment in data on development finance flows to refugee-hosting contexts in particular, with considerations to other types of forced displacement. Through this, we will perhaps be able to gain a better understanding of the international community's efforts in effecting burden-sharing to support refugees and their host communities.

Only in this way will we be able to determine how DAC members can meet the GCR's commitments to for "funding and effective and efficient use of resources" in supporting the world's refugees, and how they can help to mobilize "timely, predictable, adequate, and sustainable public and private funding" in order to ensure the successful implementation of the Global Compact on Refugees (UNHCR, 2018[1]).

Annex A. Definitions

The following terms are defined in the Financing Refugee-Hosting Contexts survey and working paper as follows. This consists of definitions according to UNHCR, the OECD, and as defined by the survey methodology:

International Agreements[1]

The Comprehensive Refugee Response Framework (CRRF) (2016) was set out by the New York Declaration for Refugees & Migrants (NYD) as a framework to be applied to large-scale movements of refugees and protracted refugee situations. The CRRF focuses on the importance of supporting those countries and communities that host large numbers of refugees, promoting the inclusion of refugees in host communities, ensuring the involvement of development actors from an early stage, and developing a 'whole-of-society approach to refugee responses. Its four key objectives are to:

- Ease the pressures on host countries and communities.
- Enhance refugee self-reliance.
- Expand third-country solutions, and
- Support conditions in countries of origin for return in safety and dignity.

Since the New York Declaration was adopted, UNHCR has been working with States and all other relevant stakeholders to develop and initiate the practical application of the CRRF in a number of countries. As of February 2018, the CRRF is formally applied in a dozen countries, including two regional contexts in Africa and Central America (UNHCR,(n.d.)[9]).

The Global Compact on Refugees (GCR) (2018) is a continuation of the commitments of the New York Declaration for Refugees and Migrants to establish a basis for more predictable and equitable sharing of burdens and responsibilities when it comes to hosting and supporting the world's refugees. The Declaration gave UNHCR the task of building upon the Comprehensive Refugee Response Framework contained in Annex I of the New York Declaration, to develop a "Global Compact on Refugees." The GCR outlines certain arrangements for burden- and responsibility-sharing as well as key tools for effecting these arrangements. The first of these tools – which calls for "funding and effective and efficient use of resources" and the mobilization of "timely, predictable, adequate, and sustainable public and private funding" in order to make resources available to contexts faced with large-scale refugee situations relative to their capacity – is of primary concern for the Funding for Refugee-Hosting Contexts survey and working paper (UNHCR, 2018[1]).

The New York Declaration for Refugees and Migrants, (2016) was adopted with the objective of improving how the international community responds to large scale movements of migrants and refugees – aiming to protect those who are forced to flee and to support the communities that host them. It has paved the way for the adoption of two

new global compacts in 2018: a global compact on refugees and a global compact for safe, orderly and regular migration. In adopting the New York Declaration, Member States:

- Expressed profound solidarity with those who are forced to flee.

- Reaffirmed their obligations to fully respect the human rights of refugees and migrants.

- Agreed that protecting refugees and supporting the countries that shelter them are shared international responsibilities and must be borne more equitably and predictably.

- Pledged robust support to those countries affected by large movements of refugees and migrants;

- Agreed upon the core elements of a Comprehensive Refugee Response Framework; and

- Agreed to work towards the adoption of a global compact on refugees and a global compact for safe, orderly and regular migration (UNHCR,(n.d.)[9]).

Definitions for terms used in the survey & paper

Core contributions include funding that is not earmarked for programmes and projects in specific refugee-hosting contexts. This includes core support to NGOs, other private bodies, PPPs, and other research institutes, as well as core funding to multilateral organizations. Funds are used at the discretion of the recipient organizations, or, in the case of multilateral organizations, institutions pool contributions so that they lose their identity and become an integral part of their financial assets. Therefore, in addition to supporting refugees, funds may be used for various activities – including meeting an agency's running and programme costs (OECD ,(n.d.)[10]).

Multi-year funding as outlined by the Funding for Refugee-Hosting Contexts survey and working paper refers to funds allocated over two years or more.

Programmes and projects as outlined by the Funding for Refugee-Hosting Contexts Survey signify those programmes and projects which meet the following criteria:

- those which exclusively support refugees,

- those which support both refugees and host communities,

- those which support both refugees as well as any other types of forced displacement (such as internally displaced people).

Refugee-hosting contexts constitute any country, territory, geographical area, or region of the world that hosts refugees.

The term "Refugee" in the Funding for Refugee-Hosting Contexts survey and working paper is used in adherence with the definition outlined in the 1951 Convention Relating to the Status of Refugees, and also accounts for other persons of concern to UNRWA and UNHCR under their respective mandates.

Short-term funding as outlined by the Funding for Refugee-Hosting Contexts survey and working paper refers to funds allocated over one year or less.

Notes

[1] All definitions in this section are taken from UNHCR's website. See "Toward a Global Compact on Refugees" and "New York Declaration for Refugees and Migrants."

Annex B. Methodology

The following contains a section-by section account of the methodology behind the design, distribution, and data analysis for the Financing Refugee-Hosting Contexts survey.

Distribution

The Financing Refugee-Hosting Contexts Survey was sent to DAC members, participants and observers by email via the DAC Working Party on Statistics. They were given two months to respond, either through Microsoft word or via an online survey. Data was then collected, compiled, and analysed based on these responses.

Purpose

This survey was designed with the intent to collect information on trends in the following:

- Flows of Official Development Assistance from members of the OECD's Development Assistance Committee to specific programmes and projects supporting refugees and their host communities in non-DAC refugee-hosting contexts,

- other, non-funding efforts

- percentages of ODA allocated for the short term short-term versus over multiple years[1], and

- plans for future funding.

Design

List of refugee-hosting contexts

The refugee-hosting contexts as outlined in the survey list were drawn from the following:

- the list of 10 major host contexts from Chapter 2 of UNHCR'S 2017 Global Report, not including Germany,

- an additional ten contexts per the suggestion of UNHCR, which include Bangladesh, Iraq, United Republic of Tanzania, Chad, Cameroon, Niger, Sudan, South Sudan, Rwanda, and Burundi,

- the contexts which host refugees under the mandate of UNRWA, per "UNRWA in figures as of 1 January, 2017, which includes Syria, Lebanon, Jordan, and the West Bank and Gaza Strip"[2]

Respondents to the survey were permitted to list contributions to any other refugee-hosting contexts that they deemed relevant, including to the following:

- countries and territories,

- regional allocations,

- core contributions to international organisations[3]

Efforts and responses

Respondents were asked to indicate any other, non-funding efforts and responses that they have taken in support of refugees, prior to, after, or both prior to and after the New York Declaration. This included a list of 9 example efforts and responses, which include the following:

- Policy or guidance paper focused on refugees or forced displacement

- Integration of issues related to refugees into development policy

- Participation in the New York Declaration and the discussions on the Global Compact

- Advocacy for refugee issues (for example, the right to work)

- Discussions with private sector about how to work in refugee-hosting contexts

- Integration of refugee issues into partner country strategies

- New trade agreements with countries that host refugees

- Increasing refugee resettlement quotas

- Increasing funding to refugee-hosting contexts

Respondents were also encouraged to specify any additional efforts and responses they deemed relevant.

ODA to refugee-hosting contexts: specific programmes and projects

Respondents were asked to list their ODA contributions to specific programmes and projects supporting refugees and their host communities in non-DAC refugee-hosting contexts from 2015-17, and, where possible, 2018.[4] This included contributions to the contexts listed in the survey, as well as any other country-based or regional allocations, or core contributions that they deemed relevant.

Respondents were asked to list all contributions in current prices, in their national currency, and to indicate contributions separately for humanitarian assistance and for development funds.

Short-term vs. multi-year

Respondents were asked to specify, for 2017, what percentage of their ODA to programmes and projects supporting refugees and their host communities in 2017 were allocated over the following time periods:

- Less than one year,

- one year,

- two years

- three years

- four years,
- five years or more.

Future funding

Respondents were asked to indicate whether, by the end of 2018, their contributions of ODA to programmes and projects supporting refugees and their host communities in non-DAC refugee-hosting contexts would either increase, decrease, or remain the same. Respondents were asked to indicate this both for humanitarian assistance and for development funds.

Data analysis

ODA contributions

Data on ODA listed in the survey and working paper represent disbursements to programmes and projects in refugee-hosting contexts.

All contributions listed by respondents were converted from national currency, current prices, to USD, constant prices, using the following method:

- Contributions from 2015-17 were converted by currency, per year, from the national currency of the respondent to USD using yearly exchange rates as defined by the OECD (OECD,(n.d.)[11]).

- Contributions were then converted from USD current to USD constant prices, using the World Bank's United States GDP deflators from 2015-17, base year 2010 (World Bank ,(n.d.)[12]).

- Contributions for 2018 were converted by currency, per year, from the national currency of respondents to USD using exchange rates from OANDA (OANDA,(n.d.)[13]). 2018 figures represent current prices as of 26 October, 2018.

Countries, territories, and regions

For informational purposes, refugee-hosting contexts listed in the survey responses were divided into recipient categories. This includes categories mostly by region, but also includes core contributions and earmarked contributions whose recipients were not specified. This division is based upon regional categories from OECD's Creditor Reporting System (CRS), as well as responses to the survey.

The regions in this paper refer to the following:

- Africa, total – all allocations to regions, countries, or territories in Africa as defined by CRS,

- Europe, total – all allocations to regions, countries, or territories in Europe as defined by CRS,

- America, total – all allocations to regions, countries, or territories in America as defined by CRS,

- Asia, regional – all general regional allocations to "Asia" as a whole

- Asia, Far East – all allocations to regions, countries, or territories in Far East Asia as defined by CRS,

- Asia, Middle East – all allocations to regions, countries, or territories in the Middle East as defined by CRS.

In certain cases, respondents listed cross-continent regional allocations. For the sake of remaining true to the data, two additional regional categories are also included in the results in the paper:

- Europe & Eurasia

- Middle East and North Africa

Certain responses listed allocations for "global" or for contexts "not specified." Therefore, an additional regional category was created:

- Global/not specified

Finally, although not regional, "core contributions" comprise a certain percentage of contributions, and cannot be placed into regional categories. Therefore, "core contributions" have been included as a recipient category in this paper.

Future funding

Responses whose allocations did not add up to 100% were excluded from calculations, however, were given recognition in the analysis.

Notes

[1] See Annex A

[2] The original list of refugee-hosting contexts from the survey did not take into account refugees under UNRWA's mandate. Based on feedback from respondents, the main list of refugee-hosting contexts was been updated to include contexts that host refugees under UNRWA's mandate, leading to the addition of Syria and the West Bank and Gaza Strip to the list.

[3] Based on feedback, respondents were permitted to include, if they were able to specify, any core contributions to international organisations or pooled funds that provide support to refugee-hosting contexts

[4] Figures from 2018 listed by respondents may include both actual and planned disbursements, and may be subject to change.

Annex C. Table of respondents to survey, by section

Figure A C.1. Respondents to survey, by section

Respondent	Other Efforts	ODA 2015	ODA 2016	ODA 2017	ODA 2018	Short Term / Multiannual	Future Funding
Austria	x	x	x	x			
Belgium	x	x	x	x	x	x	x
Canada	x	x	x	x	x	x	x
Czech Republic	x	x	x	x	x	x	x
Denmark	x	x	x	x	x		x
Estonia	x						x
European Union	x	x	x	x		x	
Finland	x	x	x	x	x	x	x
Germany	x	x	x	x	x	x	x
Greece	x	x	x	x	x	x	x
Hungary		x	x	x			x
Iceland	x	x	x	x			
Ireland	x	x	x	x	x		x
Italy	x	x	x	x	x		x
Japan	x	x	x	x	x		
Korea	x	x	x	x	x	x	x
Lithuania	x	x	x	x	x	x	x
Netherlands	x	x	x	x	x		x
New Zealand	x	x	x	x	x	x	x
Norway	x	x	x	x	x	x	
Poland		x	x	x	x	x	x
Portugal	x	x	x	x	x	x	x
Slovak Republic	x	x	x	x	x	x	
Slovenia	x	x	x	x	x	x	x
Spain	x	x	x	x			x
Sweden	x						
Switzerland	x	x	x	x			
Turkey	x	x	x	x			
United States		x	x	x			
Total responses:	**26**	**27**	**27**	**27**	**18**	**15**	**19**

Annex D. List of refugee-hosting contexts from survey

1.   Bangladesh
2.   Burundi
3.   Cameroon
4.   Chad
5.   Democratic Republic of the Congo
6.   Ethiopia
7.   Islamic Republic of Iran
8.   Iraq
9.   Jordan
10. Kenya
11. Lebanon
12. Niger
13. Pakistan
14. Rwanda
15. South Sudan
16. Sudan
17. Syrian Arab Republic
18. United Republic of Tanzania
19. Turkey
20. Uganda
21. West Bank and Gaza Strip

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