

Tracking support for refugee and IDP situations in TOSSD recipient countries through the keyword field

TOSSD Task Force Issues Paper¹ - Agenda item 8
20th meeting of the International TOSSD Task Force
7-9 March 2023

Introduction

1. The UN General Assembly adopted the [Global Compact on Refugees](#) (GCR) in December 2018. The GCR is a framework for more predictable and equitable responsibility and burden sharing, which recognises that sustainable refugee protection and solutions cannot be achieved without international co-operation. The GCR indicator report includes data from the OECD on development assistance for refugee situations (both on ODA and TOSSD flows) and is issued on a biennial basis. In the [GCR indicator framework](#) (2022 update), five out of 16 GCR performance indicators are informed by DAC-CRS and TOSSD data².
2. In TOSSD, **support for refugee situations in recipient countries** is currently (since 2020) tracked through dedicated modalities (I03 and I04). This note proposes modifying the methodology to allow for more flexible tracking of this support using the keyword field, also aligning it with the recently adopted methodology in the Creditor Reporting System (CRS). The keyword methodology would allow capturing efforts to support forcibly displaced and host communities in wider development co-operation programmes, for example social protection programmes, which may have been reported under other modalities.
3. Moreover, **support for internal displacement situations** is not yet tracked in TOSSD. Based on recommendations by a UN expert panel, the UN Secretary General launched the [UN Action Agenda on Internal Displacement](#) in 2022. A central premise of the Action Agenda is the need to go beyond treating internal displacement as just a humanitarian problem and recognise it as one of the priorities for development, peace and climate action. There is currently a knowledge gap on the extent to which support is made available to address internal displacement situations, which could be filled by introducing relevant keywords in TOSSD.
4. To address the above data needs, the DAC Working Party on Development Finance Statistics (WP-STAT) adopted for use in the CRS the following keywords:
 - #Refugees_HostCommunities

¹ Drafted by Marisa Berbegal Ibáñez (Marisa.berbegalibanez@oecd.org), Julia Benn (Julia.benn@oecd.org), and Jens Hesemann (jens.hesemann@oecd.org).

² See https://www.unhcr.org/global-compact-refugees-indicator-report/#_ga=2.145026166.378099633.1671785541-2057559279.1671785541

- #VoluntaryRefugeeReturn_Reintegration
- #IDPs_HostCommunities

5. The definitions of the keywords (see Annex 2) were developed in consultation with experts from the International Network on Conflict and Fragility (INCAF), a subsidiary body of the DAC, as well as the UNHCR and the UN Special Advisor on Solutions for Internal Displacement.

Proposal: track support to refugee and IDP situations in TOSSD through the keyword field

6. The TOSSD Secretariat proposes tracking support to refugee and Internally Displaced Persons (IDP) situations through the keyword field and phasing out current co-operation modalities I03 and I04. The keywords capture a broader range of information than the current TOSSD modalities. In particular, they would allow reporters to identify through which modality the support is being provided e.g. sectoral budget support, through a contribution to a NGO or multilateral institution, project-type intervention, etc.
7. Moreover, the proposed keyword methodology captures a wider scope of activities than the current modalities, in particular support to IDPs as well as support to host communities of either refugees, IDPs or refugees returning to their country of origin. The latter is in line with policy recommendations on integrating refugees and displaced persons in wider support programmes.
8. Adopting the proposal would also allow the countries and institutions that report to both the CRS and TOSSD frameworks to compile more coherent data in an efficient manner, minimising inconsistencies and/or errors. It would also facilitate data analysis by UNHCR and the Office of the UN Special Advisor on Solutions for Internal Displacement, thereby supporting the GCR and the UN Action Agenda on Internal Displacement.
9. The proposed definitions and eligibility criteria for keywords on refugee and internal displacement situations in the TOSSD framework are shown in the table below. Note that separate keywords for “hosting refugees” and “voluntary refugee return and reintegration” are required due to the structure of the GCR Indicator Framework.
10. If TOSSD Task Force members agree with the introduction of these three keywords, modalities I03 and I04 will be removed from the TOSSD code list, and the new keywords will be applicable as of 2023, to the reporting of 2022 data.
11. Adoption of the keywords would also imply some edits to the content of current text in Annex E of the Reporting Instructions related to support to refugees and protected persons. In addition, the Secretariat proposes including therein the definitions and key terms from the UNHCR’s glossary, therefore bringing TOSSD definitions closer to existing UN standards. These changes are shown in Annex 1 of the present document.



Table: Proposed definitions and criteria for keyword tracking of support for refugee and internal displacement situations in TOSSD³

Keyword	Definition and criteria
#Refugees_HostCommunities	<p>Refugee protection, hosting and assistance arrangements in TOSSD recipient countries. Includes both initial reception and longer-term support for integration and social service provision (e.g. integration in national social service systems).</p> <p><u>Criteria:</u> Support may benefit refugees, asylum seekers, stateless persons and host communities. Includes humanitarian aid and/or larger sustainable development programmes where at least 50% of the targeted beneficiaries are refugees, asylum seekers and/or stateless persons, or when the principal objective of the programme is to support refugees and host communities.</p>
#VoluntaryRefugeeReturn_Reintegration	<p>Activities in TOSSD recipient countries that support voluntary refugee repatriation and/or reintegration in the country of origin. Includes cross-border voluntary repatriation programmes (components in the country of origin) and reintegration programmes in the country of origin.</p> <p><u>Criteria:</u> Support may benefit voluntary refugee returnees and receiving communities in their countries of origin. Includes humanitarian aid and/or larger sustainable development programmes where at least 50% of the targeted beneficiaries are refugee returnees, or when the principal objective of the programme is to support refugee returnees and host communities.</p>
#IDPs_HostCommunities	<p>Support to internally displaced persons (IDP) and host communities in TOSSD recipient countries. Includes assistance at the place of displacement, and support to IDP voluntary return, local integration solutions or settlement elsewhere, including socio-economic integration related activities.</p> <p><u>Criteria:</u> Includes humanitarian aid and/or sustainable development programmes where at least 50% of the targeted beneficiaries of the programme are IDPs, or when the principal objective of the programme is to support IDPs and host communities.</p>

Issues for discussion

- Does the Task Force agree with the inclusion of the proposed keywords in TOSSD and the consequent deletion of modalities I03 and I04?
- Does the Task Force agree to include the definitions and key terms based on UNHCR's glossary in Annex E of the Reporting Instructions?
- Does the Task Force have any comments or suggestions for edits to the description of the keywords (see table above) or the edits to Annex E of the Reporting Instructions (see Annex 1 of the present document)?

³ Financing tagged with this keyword will be included in the indicator performance report of the Global Compact on Refugees (GCR indicators 1.1.1, 1.1.2, 1.2.1, 1.2.2).



Annex 1 – Proposed text to replace the content of current Annex E, section “Refugees and protected persons”, of the Reporting Instructions (edits are highlighted with grey shading)

Refugees, internally displaced persons, other protected persons and support to host communities

TOSSD includes expenses on: (i) the **temporary sustenance of refugees in the provider country**; (ii) **financial, material or technical support to refugees, internally displaced persons and their respective host communities in other host countries**; and (iii) **expenditures for promoting the integration of refugees and migrants in the provider country’s economy**.

Temporary sustenance includes food, clothing, shelter, training, education, language training, basic health care, psycho-social support, cash to cover subsistence costs and assistance in the asylum procedure. Costs can be included **for the first 12 months** of stay, and also **beyond that period**, to the extent that the individual is not recognised by the competent authorities of the country in which he/she has sought asylum as having the rights and obligations which are attached to the possession of residency or nationality of that country.

Integration expenditures are reportable up to the first 5 years of stay of the refugees, protected persons or migrants. They include expenditures that promote their integration in the economy and culture of the provider country such as language training, vocational training, social protection schemes, employment programmes and awareness on national culture.

TOSSD also includes expenses **in support of protected persons in refugee-like situations, stateless persons, internally displaced persons, and host communities of the aforementioned populations** incurred by countries that are not signatories of the 1951 Geneva Convention relating to the Status of Refugees. To be eligible in TOSSD, such support needs to comply with the principles of: **(i) “non-refoulement”**, meaning that no one shall expel or return (“refouler”) a person against his or her will to a territory where he or she fears threats to life or freedom; **(ii) non-discrimination** as to race, religion, country of origin, sex, age, disability, sexuality, membership of a particular social group or political opinion; and **(iii) non-penalization**, meaning that, subject to specific exceptions, protected persons should not be penalized for their illegal entry or stay.

Expenditures for the temporary sustenance of refugees or protected persons in the provider country and for promoting their integration in the provider country’s economy (including migrants) are classified in Pillar II of TOSSD. In the case of temporary sustenance, use the taxonomy of modalities of co-operation to distinguish between support during the first 12 months and support beyond that period.

Support to refugees, protected persons **and their host communities** in other host countries, support to refugees and protected persons returning voluntarily to their countries of origin, nationality or last habitual residence **as well as support to internally displaced persons and their host communities** are

classified in TOSSD Pillar I. Use the keyword field to distinguish these three types of support, indicating the country of origin as the recipient, whenever possible.

Definition of key terms

In the context of reporting support to refugees, protected persons, internally displaced persons and host communities, refer to the definitions below. Unless explicitly stated otherwise, the definitions are consistent with standard terminology and internationally agreed upon definitions of the UNHCR⁴. Some definitions have been set for the purpose of development finance tracking, in order to simplify tracking and include all relevant situations in the scope.

- **Asylum seeker:** A general term for any person who is seeking international protection. In some countries, it is used as a legal term referring to a person who has applied for refugee status or a complementary international protection status and has not yet received a final decision on their claim. It can also refer to a person who has not yet submitted an application but may intend to do so, or may be in need of international protection. Not every asylum-seeker will ultimately be recognised as a refugee, but every refugee is initially an asylum seeker. However, an asylum-seeker may not be sent back to their country of origin until their asylum claim has been examined in a fair procedure, and is entitled to certain minimum standards of treatment pending determination of their status.
- **Country of origin:** The country where an asylum-seeker, or refugee comes from and of which they possess nationality. In the case of stateless persons, the country where they have their habitual residence.
- **Deportation:** Coerced physical removal of a person to their country of origin or a third country by the authorities of the host country. Related term removal is sometimes used. A distinction may be made between forced return and deportation insofar as a person may be deported (but not returned) to a country they have never been to before.
- **Durable solutions for IDPs** are achieved when individuals no longer have specific assistance or protection needs linked to their displacement. Durable solutions are the means by which the situation of IDPs can be satisfactorily and permanently resolved through ensuring national protection for their civil, cultural, economic, political and social rights.
- **Host community:** A community that hosts large populations of refugees or internally displaced persons, whether in camps, integrated into households, or independently. For the purpose of TOSSD, the host community may encompass immediate neighbours as well as populations in the municipality and in the wider sub-national region affected by refugee/returnee/IDP presence.
- **Internally displaced person (IDP):** A person who has been forced or obliged to flee from their home or place of habitual residence, in particular as a result of or in order to avoid the effects of armed

⁴ See [UNHCR glossary](#).

conflicts, situations of generalised violence, violations of human rights or natural or human-made disasters, and who has not crossed an internationally recognised State border.

- **Refugee:** For the purpose of tracking support for refugee situations in TOSSD, the term includes persons falling under the definition below, and persons in refugee-like situations, including persons benefiting from “temporary protection” measures, and refugees under UNRWA mandate.

A “refugee” is any person who meets the eligibility criteria under an applicable refugee definition, as provided for in international or regional refugee instruments, under UNHCR’s mandate, or in national legislation, including prima facie recognised refugees. Under international law and UNHCR’s mandate, refugees are persons outside their countries of origin who are in need of international protection because of feared persecution, or a serious threat to their life, physical integrity or freedom in their country of origin as a result of persecution, armed conflict, violence or serious public disorder. Under international law, a person is considered a refugee as soon as they meet the relevant criteria, whether or not they have been formally recognised as a refugee. A person does not become a refugee because of recognition, but rather is recognised because they are a refugee.

- **Refugee host country:** The country in which a non-national stays or resides, whether legally or irregularly.
- **Refugee returnee:** A former refugee who has returned from a host country to their country of origin or former habitual residence, spontaneously or in an organised fashion, with the intention of remaining there permanently and who is yet to be fully integrated. Returnees include those returning as part of the operationalisation of the cessation clauses in the 1951 Convention and regional equivalents.
- **Stateless person:** A person who is not considered as a national by any State under the operation of its law, either because they never had a nationality, or because they lost it without acquiring a new one.
- **Voluntary repatriation and refugee return:** The free and informed return of refugees to their country of origin in safety and dignity. Voluntary repatriation may be organised (i.e. when it takes place under the auspices of the concerned States and/or UNHCR) or spontaneous (i.e. when refugees repatriate by their own means with little or no direct involvement from government authorities or UNHCR).



Annex 2 – Keywords approved by the WP-STAT to track development finance for forcibly displaced populations and host communities in the CRS

When reporters are unsure about the proportion of refugees/returnees/IDPs in a given activity, or if specific beneficiaries cannot be distinguished (refugees, refugee returnees, IDPs), they can use the keyword corresponding to the principal population group intended to be reached with the activity.

Keyword / Description	Eligibility criteria	Notes
<p>#Refugees_HostCommunities</p> <p>Activities in ODA recipient countries with the objective of supporting refugee protection, hosting and assistance arrangements, including initial reception as well as longer-term sustainable development support towards integration and social service provision (e.g. integration in national social service systems and financing for these national systems), and durable solutions in the country of asylum (local integration, return support).</p> <p>The financing may benefit refugees, asylum seekers, stateless persons, and host communities.</p>	<ol style="list-style-type: none"> Activities with the primary objective of supporting refugees, asylum seekers and/or stateless persons. Larger programmes that promote the inclusion of refugees, asylum seekers and/or stateless persons in socio-economic development or as beneficiaries of social services of the host community, in cases where at least 50% of the targeted beneficiaries of the programme are refugees, asylum seekers and/or stateless persons, or when the principal objective⁵ of the programme is to support refugees and host communities⁶. <p>OR</p> <ol style="list-style-type: none"> Activities promoting durable solutions in the country of asylum (local integration, voluntary return support). 	<p>Financing that should <u>not</u> be reported with this hashtag includes:</p> <ul style="list-style-type: none"> In-donor refugee costs. Expenditures on deportation or other forcible measures to repatriate refugees. Support to migrants. Support to internally displaced persons (IDPs). <p>Financing tagged with this keyword will be included in the indicator performance report of the Global Compact on Refugees (GCR indicators 1.1.1, 1.1.2, 1.2.1, 1.2.2).</p>
<p>#VoluntaryRefugeeReturn_Reintegration</p> <p>Activities in ODA recipient countries with the objective of supporting voluntary refugee repatriation and/or reintegration in the country of origin. This includes cross-border voluntary repatriation programmes (components in the country of origin); reintegration programmes in the country of origin; sustainable development activities that promote the inclusion of refugee returnees in socio-economic development or as beneficiaries of social services in the country of origin.</p> <p>The financing may benefit refugee returnees and receiving communities in</p>	<ol style="list-style-type: none"> Activities with the primary objective of supporting voluntary refugee repatriation and/or reintegration in the country of origin. Larger programmes that promote the inclusion of refugee returnees in socio-economic development or as beneficiaries of social services of the country of origin, in cases where at least 50% of the targeted beneficiaries of the programme are refugee returnees, or when the principal objective⁷ of the programme is to support returnees and receiving communities⁸. 	<p>Financing that should <u>not</u> be reported for this hashtag includes:</p> <ul style="list-style-type: none"> In-donor refugee costs. Financing for refugees and host communities in the country of asylum, as per hashtag #Refugees_HostCommunities. Expenditures on deportation or other forcible measures to repatriate refugees. Support to the return and reintegration of migrants. Support to the return and reintegration of IDPs.

⁵ “Principal objective” is defined as an explicit objective being fundamental in the design and impact of the activity, so that the activity would not have been undertaken without this objective, and targets territories hosting refugees, or refugee returnees, or IDPs, depending on which keyword is applied.

⁶ If significantly less than 50% or when refugee and host community support is the secondary objective, only the component that benefits refugees, asylum seekers and/or stateless persons, and/or host communities should be reported with the hashtag, as a separate activity.

⁷ “Principal objective” is defined as an explicit objective being fundamental in the design and impact of the activity, so that the activity would not have been undertaken without this objective, and targets territories receiving refugee returnees.

⁸ If significantly less than 50%, or when refugee returnees and host community support is the secondary objective, only the component that benefits refugee returnees, and/or host communities should be reported with the hashtag, as a separate activity.



<p>their countries of origin.</p>		<p>Financing tagged with this keyword will be included in the indicator performance report of the Global Compact on Refugees (GCR indicators 4.1.1, 4.1.2).</p>
<p>#IDPs_HostCommunities Activities in ODA recipient countries with the objective of supporting IDP protection, assistance arrangements, as well as durable solutions for IDPs. This includes:</p> <ul style="list-style-type: none"> • Assistance at the place of displacement (e.g. emergency reception, longer-term integration support); • Support to IDP voluntary return, local integration or settlement elsewhere; and/or • Sustainable development activities that promote the inclusion of IDPs/IDP durable solutions in socio-economic development or as beneficiaries of social services in the host communities. <p>The financing may benefit IDPs, host communities, and communities in areas where IDPs settle for the purpose of durable solutions.</p>	<ul style="list-style-type: none"> • Activities with the primary objective of supporting IDPs and host communities, including with durable solutions (return and reintegration, local settlement, settlement elsewhere). • Larger programmes that promote the inclusion of IDPs in socio-economic development or as beneficiaries of social services of the host communities, in cases where at least 50% of the targeted beneficiaries of the programme are IDPs (including durable solutions for IDPs), or when the principal objective^{Error! Bookmark not defined.} of the programme is to support IDPs and host communities⁹, including durable solutions for IDPs. 	<p>Financing that should <u>not</u> be reported for this hashtag include:</p> <ul style="list-style-type: none"> • In-donor refugee costs. • Financing for refugees and host communities in the country of asylum, as per hashtag #Refugees_HostCommunities. • Financing for refugee returnees, as per hashtag #VoluntaryRefugeeReturn_Reintegration • Delivery of emergency services and sustainable development interventions for migrants. • Expenditures on forcible measures to return or relocate IDPs.

⁹ If significantly less than 50%, or when IDPs and host community support is the secondary objective, only the component that benefits IDPs, and/or host communities should be reported with the hashtag, as a separate activity.