



**UNHCR**  
The UN Refugee Agency

Regional Bureau for the East,  
Horn of Africa & Great Lakes.



# SOCIAL PROTECTION & THE INCLUSION OF UNHCR PERSONS OF CONCERN

Regional analysis of the inclusion of UNHCR Persons of Concern in government social protection systems and implications for future action.

# Acknowledgements

This study provides a rapid overview of social protection systems and key programmes across the Horn, East and Great Lakes region of Africa and categorises these according to the system's level of development. It provides a summary of existing inclusion of UNHCR Persons of Concern (PoC) across these countries and recommendations for areas of focus going forward to enhance this inclusion. It provides an overview of factors that enable inclusion and presents regional level conclusions and recommendations. This document is developed in the context and framing of UNHCR's strategic roadmap for inclusion in social protection systems (2021-25).

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# Social Protection & the Inclusion of UNHCR Persons of Concern (PoC).

## 1. Executive Summary.

Africa's East, Horn and Great Lakes (EHAGL) Region is experiencing increased frequency, severity and duration of crises, with new conflicts swelling displaced and refugee caseloads. Increasingly protracted displacement is compounded by growing climatic shocks and inadequate humanitarian resources to meet the needs that these scenarios are generating. However, despite this challenging context progress is being made in the establishment, strengthening and reach of social protection<sup>1</sup> policies, systems and programmes across the region alongside increased investment in these systems. This is often heavily resourced by development partners, as a more sustainable approach to humanitarian crises, but in some countries, there is an increase in tax-based domestic financing. COVID-19 has further accelerated efforts to scale up social protection systems, building on strong evidence of the efficacy of social protection systems in reaching the most vulnerable.

Within both humanitarian and development sectors there is growing recognition of the role that social protection can play in reducing poverty and addressing lifecycle risks and vulnerabilities. In many countries pilot interventions are proving effective and are influencing the approaches of governments and development partners and are being scaled up into government social safety net programmes. Delivery systems are improving and there is an increased focus on developing systems that are shock-responsive with the ability to scale up

and respond to drought, floods or conflict. Despite resource, capacity, fragmentation and coordination challenges the number of vulnerable people supported by social protection systems is steadily growing. This is in line with the wider shift towards the use of cash transfers for humanitarian response. There is a growing body of robust evidence of the efficacy of social protection and social transfers in both development and crisis contexts.

The growth of inclusive social protection systems aiming to deliver more effective, efficient and sustainable solutions for vulnerable populations presents an opportunity for UNHCR. This entails re-examining ways of responding to the basic and protection needs of forcibly displaced communities and exploring the role that government social protection systems can play in meeting the needs of persons of concern (PoC), accelerating the agenda of the Global Compact on Refugees (GCR), and promoting inclusion, efficiency, sustainability and area-based solutions.

It is in this context that UNHCR has developed a global roadmap for inclusion of PoC in government social protection systems. This study aims to inform the implementation of this roadmap in the EHAGL region. It provides an overview of the social protection landscape in the region and categorises countries according to the level of development of their social protection systems. Nascent systems primarily invest

<sup>1</sup> Social protection is a set of policies and programmes aimed at preventing and protecting all people against poverty, vulnerability and social exclusion, throughout their life cycle placing a particular emphasis on vulnerable groups. Source: Social Protection Inter-Agency Cooperation Board.

in the expansion of social safety nets and access to social health protection and school feeding programmes, with parallel humanitarian programming. Some countries are also developing contributory schemes such as social insurance and contributory pensions, but to date these only reach a small proportion of the formal sector. Most of the population across the region, including refugees who are working, have livelihoods in the informal sector. There is growing recognition of the need to expand the reach of social insurance mechanisms and provide more flexible products tailored to informal sector workers and accompany the development of these schemes with outreach programmes to ensure uptake.

The study then maps existing levels of inclusion of PoC in social protection systems for each country. In most countries we see partial inclusion through, for example, refugee (largely urban) participation in national health insurance schemes, social registries or social safety nets (incorporating IDP populations or refugee and vulnerable host communities). In some countries, inclusion may be established at the

policy level but not yet operationalized. In other countries, policy discussions are just beginning or have not yet begun. Opportunities for inclusion vary greatly across the region, determined by the context in each country, categories of PoC, as well as the level of development of social protection systems.

The study identifies nine enablers of inclusion. These include the protection policy environment, financing, capacity, the level of development of the social protection system, inclusion of PoC in national data sets, ability of PoC to meet eligibility criteria, access to identity documents and financial systems and levels of UNHCR engagement in the sector (coordination, accompanying and monitoring inclusion). The study elaborates several recommendations for UNHCR to advance social protection inclusion at a country level. While these are aimed primarily at UNHCR country operations, they are equally relevant to other stakeholders including host governments, donors, and other development partners, who are interested to further PoC inclusion<sup>2</sup>.



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<sup>2</sup> The internal version of this study has a recommendation section for each country, but this external version summarizes these at regional level.

## 1.1 Summary of Recommendations for future action.

These recommendations are intended to inform priorities for UNHCR's Regional Bureau and reinforce country specific recommendations. They are also relevant to other stakeholders interested to further PoC inclusion.

**1. Strengthen social protection capacity:** *of UNHCR staff across multi-functional teams as well as government entities responsible for refugees and social protection building on practical examples of PoC inclusion.*

**2. Promote inclusion of PoC in social protection policies:** *though fostering political will, awareness and capacity in host governments. This requires a strong role for UNHCR staff in lobbying, policy development and monitoring and accompanying of policy implementation processes.*

**3. Support inclusion of PoC data in government datasets and social registries:** *This has proven to increase the visibility of PoC and is a critical initial step in the process of inclusion.*

**4. Strengthen partnerships with other social protection stakeholders:** *recognising the key role a wider set of relationships can play in catalysing PoC inclusion in existing social protection programming.*

**5. Deploy differentiated strategies for refugees, returnees, IDPs and stateless PoC:** *to maximise inclusion based on opportunities in the policy and programming context of each country, while ensuring complementary interventions for categories not suitable for transition to host social protection systems.*

**6. Sustain active UNHCR participation in social protection coordination platforms:** *to deepen UNHCR understanding, develop enabling partnerships and expand avenues for advocacy on inclusion.*

**7. Facilitate PoC access to appropriate identity documents and financial services including mobile money:** *which are vital steps to inclusion in social protection systems (as well as other services in the health, livelihoods and education sectors).*

**8. Increase (gradual) alignment of existing UNHCR interventions;** *utilise transition action plans to advance the evolution of UNHCR programming in contexts where social protection systems are developing, in order to promote area-based inclusion.*

**9. Expand research to address knowledge gaps:** *to increase the body of relevant research on how and where social protection systems can most feasibly be inclusive of PoC.*

# Social Protection & the Inclusion of UNHCR Persons of Concern (PoC).

<b>1.</b>	Executive Summary	3
<b>1.1</b>	Summary of Recommendations for future action	5
<b>2.</b>	Introduction	7
<b>3.</b>	Methodology	9
<b>3.1</b>	Overview of study methodology	9
<b>4.</b>	Analysis of Government Social Protection Systems across the EHAGL Region	10
<b>4.1</b>	A typology for analyzing levels of social protection system development	10
<b>4.2</b>	Systems in Development	11
<b>4.3</b>	Nascent Systems	14
<b>4.4</b>	Conclusion	16
<b>5.</b>	Inclusion of PoC in Social Protection Systems & Programmes	17
<b>5.1</b>	Introduction	17
<b>5.2</b>	Nascent systems with modest or no inclusion of PoCs	19
<b>5.3</b>	Nascent systems with partial inclusion	20
<b>5.4</b>	System in Development with modest/ no inclusion	22
<b>5.5</b>	System in Development with partial inclusion	24
<b>5.6</b>	Factors that Enable Inclusion	27
<b>5.7</b>	Analysis on different populations of concern	29
<b>6.</b>	Conclusions & Recommendations for Future Action	31
<b>6.1</b>	Conclusions	31
<b>6.2</b>	Recommendations for future action	32

# Social Protection & the Inclusion of UNHCR Persons of Concern (PoC).

## 2. Introduction.

Expansion of social protection is one of the pillars of the United Nations 2030 Agenda for Sustainable Development. Target 1.3 implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable. This includes displaced persons and refugees. There are also

clear arguments in favour of inclusion linked to efficiencies, effectiveness and the inclusion agenda of the Global Compact on Refugees (GCR) and it is in this context that UNHCR is increasing its focus on ensuring PoC can benefit from social protection programmes and exploring greater alignment of its own systems.

### REFUGEES, ASYLUM-SEEKERS, REFUGEE RETURNEES and IDPs as of February 2022

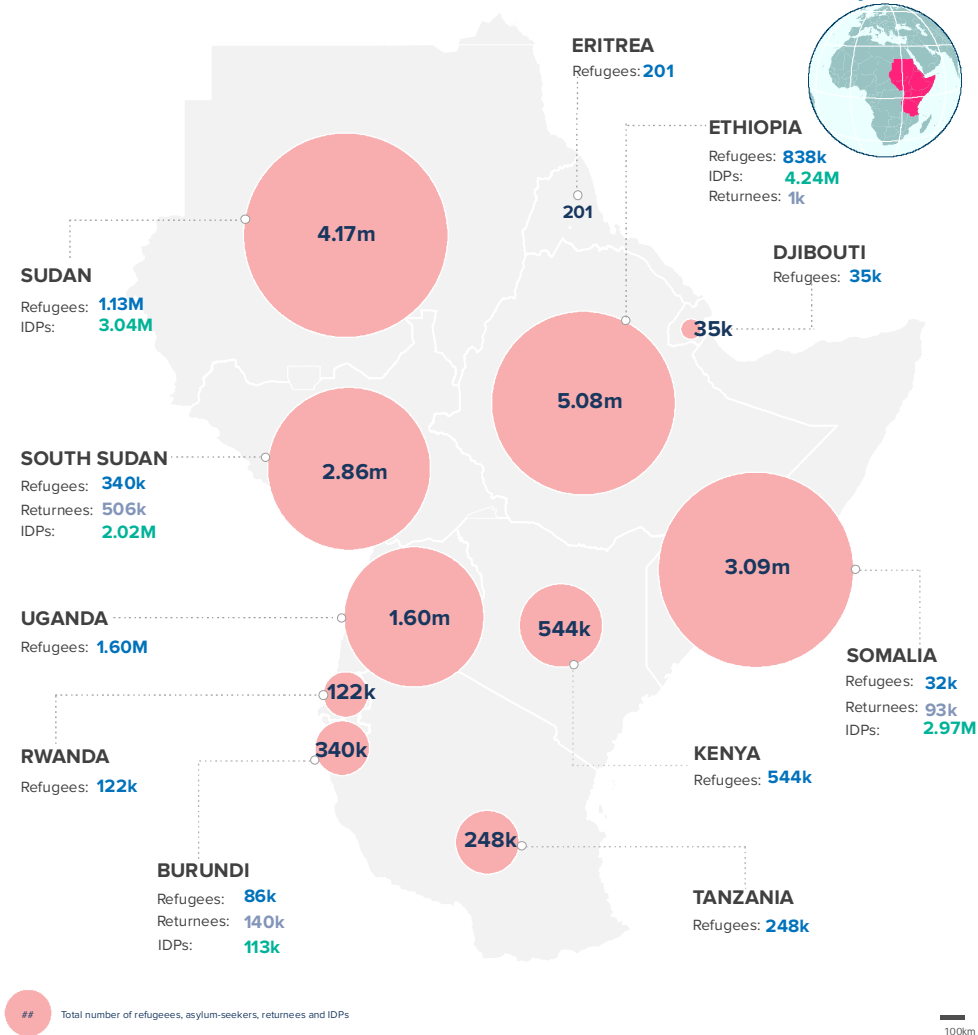




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To inform UNHCR's engagement with social protection systems across the region this study provides a rapid analysis of the social protection context across several countries and examines the existing and potential options for the inclusion of UNHCR's PoC within social protection programmes. It concludes with recommendations for UNHCR to take forward work on social protection. This research will form the basis of developing country strategies to frame UNHCR's engagement in social protection.

This study makes recommendations in the context of UNHCR's global roadmap on social protection<sup>3</sup> and builds on an internal study completed in late 2020 which covered three countries in the EHAGL region: Kenya, Djibouti and Rwanda<sup>4</sup>. Information on these countries draws on the previous study with updates where relevant alongside new research and analysis related to another six countries across the region (Somalia, Burundi, South Sudan, Sudan, Uganda and Ethiopia). The study has not looked at Eritrea or Tanzania due to the contexts of

programming there.

Inclusion in social protection systems, where possible and appropriate, often serves the overall protection and solutions mandate of UNHCR. In several refugee situations, UNHCR's programmes have been performing the same role as social safety nets for decades. With most refugees in protracted situations and only a small percentage of those realising durable solutions, operations are increasingly looking to improve inclusion in government social protection systems, where possible and appropriate. Some operations are doing this because functioning government systems often support the basic needs of the most vulnerable, help people develop work and livelihoods skills, provide access to long-term jobs and support a range of health and workplace benefits that mitigate challenges facing families<sup>5</sup>. Functioning social protection systems also host many government protection services under social welfare programmes.

<sup>3</sup> UNHCR Social Protection Roadmap 2021-25

<sup>4</sup> Document - INCLUSION OF REFUGEES IN GOVERNMENT SOCIAL PROTECTION SYSTEMS IN AFRICA ([unhcr.org](https://www.unhcr.org))

<sup>5</sup> For example, some operations have already engaged in supporting inclusion in social safety nets linked to WB IDA 18 investments, health insurance schemes with the ILO and child protection and SGBV social welfare services in some countries with UNICEF.



## 3. Methodology.

### 3.1 Overview of study methodology.

This study has taken a mixed method approach largely drawing on qualitative tools.

Process	Details
<i>External literature review</i>	<i>Review of external documentation; government frameworks, strategies and policies, external research and studies and World Bank programme documentation.</i>
<i>Internal literature review</i>	<i>Review of internal programme documentation and relevant research.</i>
<i>Internal key stakeholder interviews</i>	<i>Interviews with key programme staff in country offices across the region. This has largely included SDOs, CBI staff, several staff from protection teams and livelihoods/ economic inclusion. A key informant interview guide was developed to frame the interviews.</i>
<i>External key stakeholder interviews</i>	<i>Under guidance of country offices and regional staff of UN sister organizations several key external social protection stakeholders were interviewed. These were largely staff of UNICEF, WFP, the World Bank, Government Ministries responsible for social protection, ILO and UNOPS as well as key regional NGOs, networks and research bodies. Staff from both regional and country offices were interviewed. A key informant interview guide was developed to frame the interviews.</i>
<i>Regional workshop</i>	<i>A virtual regional workshop took place to discuss and validate the findings of this study and discuss priority areas of social protection focus for UNHCR in each country. Additionally, country focal points reviewed the country specific content of this report.</i>

#### Limitations of this study.

This study is not intended to be an exhaustive mapping of programmes across the region given the limited time and often remote nature of the research, it focusses instead at a strategic level providing a broad overview of the sector in each country rather than detail of individual programmes and projects. In countries across the region there are a huge range of humanitarian interventions that form social safety nets, but this study has focused on those that are government led (or have the intention to be) and as such form components of an emerging social protection system. The study has concentrated here due to the lack of existing regional analysis of these government systems and the intention of UNHCR to

focus its engagement on these. Resources such as the World Bank's State of the Sector Report provide tabular mapping of social safety net programmes across the world<sup>6</sup>.

Whilst this study aims to focus on all PoC much of the analysis and examples are specific to refugees. In some contexts, such as Somalia, Burundi and South Sudan the displaced caseload is dominated by IDPs and returnees. In these contexts, UNHCR will need to adapt its approach and much of the focus will be on advocacy to ensure inclusion and supporting PoC obtain the necessary documentation and knowledge to enable inclusion.

<sup>6</sup> World Bank Group (2021) *The State of Economic Inclusion Report 2021 – The Potential to Scale*.

## 4. Analysis of Government Social Protection Systems across the East, Horn and Great Lakes Region.

### 4.1 A typology for analyzing levels of social protection system development.

The ILO gathers substantial social protection data which is presented in the World Social Protection Report (2020-22). This provides a global overview of progress made around the world over the past decade in extending social protection and building rights-based social protection systems, including floors. There have also been frameworks developed that allow analysis of a social protection system's capacity to address different kinds of shocks, see for example O'Brien et al 2018<sup>7</sup>. These sources have informed the categorization of countries below into three typologies which consider the level of development of the systems including the types of benefits, extent of coverage and resources dedicated to social protection in these countries. These typologies are used to analyze the systems across the region and present a pathway towards a comprehensive government system.

**Nascent systems** dominated by social assistance with modest expenditure and coverage propped up by international investments with parallel humanitarian programming.

**Systems in development** that are scaling up social assistance and other social protection programmes to the poor with mixed government and international investments.

**Well-developed systems** with a range of social protection benefits around a single government system with significant government investments. Should also include shock responsive capacity.

There are no systems in this region that yet represent the

latter typology of well-developed systems. At the continental level these are found in South Africa and Ghana. Across the region systems are largely nascent or in development and are evolving their coverage through their social assistance arms. This is principally through the growth of social safety net programmes and in several cases social health protection. The social safety nets are often rural focused. Contributory social protection schemes are much more nascent and by contrast are dominated by urban participants and often civil servants and formal sector employees which are the minority across all countries. This categorization is useful in helping us understand the opportunities that each country presents for furthering our engagement in social protection.

The following section provides a rapid overview of the social protection systems and programmes in countries across the region, the countries are presented in alphabetical order under the sub-headings of Systems in Development and Nascent Systems. A more detailed mapping can be accessed through contacting the author.



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<sup>7</sup> [srsp-toolkit-pdf \(opmi.co.uk\)](#)

## 4.2 Systems in Development.

### Common Characteristics of Systems in Development.

- Rights to social protection enshrined in constitutions.
- Policies and strategies in place to elaborate these rights.
- Led by ministries of labour, social affairs, social assistance.
- Safety net programmes are in place and are expanding their coverage.
- In process of gradual shift from safety net programmes to a safety net system.
- Whilst systems receive development partner finance, we see a gradual increase in government financing to the sector.
- Shock responsive elements exist, and attempts are being made to align humanitarian and social protection sectors, but we do not yet have a shock responsive system.
- Developing single registries and in some cases beginning social registries
- Shift from food to cash has largely taken place.
- Social health protection systems are established and are expanding their coverage.
- Social insurance systems are nascent and generally limited to the formal and public sector in a context where the informal sector is the dominant employer there is a growing need to develop systems appropriate for the needs of this market.

### 4.2.1 An overview of Social Protection in Djibouti.

Despite good economic growth in recent years Djibouti faces significant risks from drought and extreme poverty remains high as does inequality. 12% of the population is covered by at least one social protection benefit and 53% a social health protection scheme<sup>8</sup>. The National Strategy for Social Protection 2018-22 is putting in place a poverty-targeted social assistance programme (National Programme for Solidarity and Family, PSNF) which is seen as the foundation of a social protection system with previous social safety nets being largely drought response tools that were donor driven. The programme is accompanied by subsidised access to health care and nutrition support, with access via the newly established social registry. Other key social assistance programmes include the Social

and Solidarity Economy programme (economic inclusion and social cohesion activities, SSE), education support for disabled children (including IGA support for mothers), subsidised access for the poorest to the national health insurance scheme (PASS), and the Social Assistance Programme for the Poor Older Persons (basic needs for the elderly).

### 4.2.2 An overview of Social Protection in Ethiopia.

Ethiopia has significantly expanded its social protection in recent years as a key component of the country's growth and transformation plan. Launched in 2005 and now in its fourth phase the Productive Safety Net Programme (PSNP) provides 8 million with monthly cash or food through public works or direct support for six months of the year in 57% of rural

<sup>8</sup>ILO | Social Protection Platform ([social-protection.org](http://social-protection.org))

woredas. A social protection policy (2014) and strategy (2016) are in place focusing on: productive safety nets; livelihoods and employment support; social insurance; access to health, education and other social services and addressing violence, abuse and exploitation. There is a shift from individual programmes to a national social safety net system building on the foundation of the PSNP (chronic food insecurity)<sup>9</sup>, Humanitarian Food Assistance (cash or food in response to shocks – transitory food insecurity) and the urban PSNP (UPSNP)<sup>10</sup>. The UPSNP was launched in 2016 with World Bank funding across 11 cities focusing on livelihoods and economic inclusion. Phase 2 includes a component on refugees and host communities and disadvantaged youth. Attempts are being made to consolidate common processes for household selection, payments and M&E. In 2015/16 social safety nets constituted 71% of social protection spend<sup>11</sup>. Whilst a large part of social protection spending is financed by development partners (60% in 2015/16) GoE's contribution has been rising in recent years (OECD, 2019).

### 4.2.3 An overview of Social Protection in Kenya.

The last decade has seen a significant evolution and expansion of the social protection sector in Kenya. The 2011 Social Protection Policy detailed a vision of increasing coverage, improving coordination and ensuring greater integration of programmes and services including working towards harmonizing delivery processes (targeting, case management, complaints & grievances, MIS and M&E). The 2019 draft policy<sup>12</sup> takes this further envisaging a lifecycle approach to social protection with four pillars: income security, social health insurance, shock responsive social protection and complementary programmes. There are 1.3 million social

assistance beneficiaries with 7% of working age adults living in households receiving social assistance transfers and 77% of older persons receiving pensions. GoK finances cash transfers with development partner resources increasingly focused on technical assistance, strengthening M&E and piloting new components of the system including a social registry<sup>13</sup>. The National Safety Net Programme (NSNP), also known as Inua Jamii includes: Cash Transfers for Orphans and Vulnerable Children (CT-OVC); the Older Persons Cash Transfer (OPCT) being replaced by a universal 70+ pension; Cash Transfers to Persons with Severe Disabilities (PWS-CT), and the Hunger Safety Net Programme (HSNP<sup>14</sup>). The National Social Security Fund (NSSF) primarily services the formal sector to date and the National Hospital (Health) Insurance Fund (NHIF) is increasing its coverage linked to a focus on universal health care. However, coverage of the agricultural and informal sector where most Kenyans access their livelihoods is limited. The HSNP is also a SRSP programme that has responded to droughts and to some extent floods. The Covid-19 pandemic has highlighted the lack of coverage of the urban population by both regular<sup>15</sup> and SRSP systems and the levels of urban poverty and vulnerability.

### 4.2.4 An overview of Social Protection in Rwanda.

The sector has evolved substantially from small fragmented social support interventions a decade ago to a nationwide social protection programme reaching one million people.

made to improve MIS, targeting and delivery systems, institutional capacities, interoperability across programmes and synergies to avoid duplication. The social protection policy (2017) is being rolled out via its Social Protection Sector

<sup>9</sup> The Integrated Cash-Food Response Plan (2019) includes a long-term vision of a single scalable social safety net for the whole country

<sup>10</sup> European Commission (2019), MoA (2020) and World Bank (2020b)

<sup>11</sup> OECD (2019), 'Financing social protection in Ethiopia: A long-term perspective', OECD Development Policy Papers 15, Available: [https://www.oecd.org/countries/ethiopia/Financing\\_social\\_protection\\_in\\_Ethiopia.pdf](https://www.oecd.org/countries/ethiopia/Financing_social_protection_in_Ethiopia.pdf)

<sup>12</sup> At the time of writing the policy was being finalized and planned to be submitted to Cabinet in early 2022.

<sup>13</sup> The ESR will become a common registration system and eligibility gateway for a wide range of complementary interventions to improve economic and social inclusion of poor and vulnerable households, through providing support in accessing health insurance, nutrition services, and education, and/or the delivery of targeted technical support to increase incomes. The ESR data will also be used to provide key monitoring information on programme coverage and the functioning of social protection programmes and is an important building block for delivering shock responsive social protection.

<sup>14</sup> The HSNP is a shock responsive social safety net covering four arid counties being expanded at present to an additional four.

<sup>15</sup> Only 2.6% of the NSNP caseload are in Nairobi source: The Single Registry Data.

Strategic Plan (2019-2024). Non-contributory programmes include the poverty-reduction flagship Vision 2020 Umurenge Programme, the Genocide Survivors Support and Assistance Fund (FARG), and the Rwanda Demobilization and Reintegration Commission (RDRC). Contributory schemes include complementary livelihood support services and the Community Based Health Insurance Plan (Mutuelle de Santé). New social protection interventions aiming to strengthen early childhood development and nutrition are being integrated into the sector alongside livelihoods and economic inclusion interventions.

#### 4.2.5 An overview of Social Protection in Uganda.

The Government of Uganda (GoU) has detailed an ambitious vision for the social protection sector planning to expand coverage of social assistance to 50% of the vulnerable population by 2030. However, the system remains relatively nascent with Uganda's first National Social Protection Policy (NSPP<sup>16</sup>) launched in 2016. In a context of deepening poverty<sup>17</sup> Vision 2040 includes a commitment to a universal pension for every citizen above the age of 65 alongside assistance to orphans, the disabled and the destitute. Where feasible social protection interventions are channelled through public works schemes with the government resistant to direct social transfers. Uganda's flagship social assistance programmes include: Senior Citizens' Grant (SCG)<sup>18</sup>, the Northern Uganda Social Action Fund (phase 4 is under development) and the Development Response to Displacement Impacts Project (DRDIP) both public works programmes supported by the World Bank. The latter includes a Displacement Crisis Response Mechanism to support scale-up of assistance to host communities that are poor and vulnerable, in response to refugee-related displacement shocks. Finally, a multi-year

Child-Sensitive Social Protection Programme (CSSP) in refugee hosting districts of West Nile, is being implemented by WFP and UNICEF supported by SIDA. Social assistance measures covered approximately 1% of the population in 2018/19, expansion of the SCG and the recent launch of DRDIP resulted in slightly higher coverage by the end of 2020. There is wide variation in coverage by region, with most social assistance beneficiaries residing in northern Uganda (MGLSD, 2019). Uganda's expenditure on social assistance is low by international and regional standards<sup>19</sup>. In 2021 a single registry was launched bringing together data from the programme MISs in one place. Social security coverage is limited (only 5% of the working-age population contribute to these programmes). A 2020 study<sup>20</sup> highlighted the need for evolution of social security schemes to be flexible and more cognisant of the needs of the informal and agricultural sectors in a context where the informal economy is home to 9.1 million Ugandans and provided 52% of the country's GDP in 2018/19<sup>21</sup>. A National Health Insurance Scheme (NHIS) has not yet been approved. The provision of social care and support services by the government at a national scale are limited with most provision by non-state actors.

<sup>16</sup> Ministry Gender, Labour & Social Development, 2015

<sup>17</sup> UBOS 2017

<sup>18</sup> a universal pension for elderly persons over 65 years. Currently largely rolled out to 80+. The programme is funded by the GoU, with support from UK Aid and Irish Aid. Roll out accelerated in the latter half of 2020 (MGLSD, 2020)

<sup>19</sup> 2019/20 the GoU allocated just 0.6% of national budget to social development which includes social protection and many other sectors

<sup>20</sup> Guloba, M (2020) How Inclusive is Uganda's Social Protection Legal & Policy Framework in relation to the Informal Economy. FES

<sup>21</sup> UBOS 2019

## 4.3 Nascent Systems.

### Characteristics of Nascent Systems.

- Generally constitutional recognition of protection of the most vulnerable.
- Nascent policy frameworks in place.
- Fragmented safety nets with beginnings of government led systems but dominance of parallel humanitarian systems.
- Largely donor financed.
- Weak government capacity, limited MIS in place for the sector, poor coordination and targeting of social protection programmes.
- Social assistance evolving through safety net programmes.
- Limited contributory programmes that do not meet the needs of the largely rural populations and dominance of the informal sector.

### 4.3.1 An overview of Social Protection in Burundi.

The social protection sector in Burundi is just emerging building on initial social safety nets. In 2011 a National Social Protection Policy<sup>22</sup> (NPSP) focused on the reduction of poverty and vulnerability through the provision of social safety nets with specific reference to disaster victims (displaced persons, returnees and refugees). Followed in 2015 by a National Strategy<sup>23</sup> and in 2020 a social protection law defining the legal framework for contributory and non-contributory schemes and eligibility criteria for social assistance and a regime for pensions and disability risks. A social registry is foreseen as the main targeting instrument. In reality social protection programmes remain very limited covering some health provision and subsidies for agriculture and school feeding. Merankabandi<sup>24</sup> supported by the World Bank reaches 56,000 vulnerable households with children providing cash transfers and human capital development across four provinces. The programme also includes efforts to strengthen the nascent sector through the development of core delivery systems such as targeting, payment, M&E

and grievance mechanisms and the basis of a single registry through harmonized data collection of socio-economic data from poor households. At the end of 2021 the World Bank approved a Cash4Jobs Social Safety Nets Project which includes an allocation from the WHR. Targeting of refugees is foreseen to be based on the development of a PMT using the socio-economic data already collected by the World Bank and UNHCR.

### 4.3.2 An overview of Social Protection in Somalia.

Somalia is currently implementing its first social protection policy which envisions a functional social protection system which delivers predictable assistance throughout the lifecycle to the most vulnerable by 2040 linked to the development of a single registry and national IDs. It proposes using transitional social safety nets as the foundation to transition to the social protection floor<sup>25</sup>. In the Somali context initial focus is on non-contributory largely cash based systems to act as building blocks for the social protection system. Chronic and seasonal need in Somalia, where over half the

<sup>22</sup> [BDI-96353.pdf \(ilo.org\)](#)

<sup>23</sup> [BDI-110614.pdf \(ilo.org\)](#)

<sup>24</sup> [World Bank Document](#)

<sup>25</sup> This initiative promotes a lifecycle approach to social protection by ensuring basic income transfers for key vulnerable groups, whilst supporting access to essential health care as a crosscutting requirement for all groups and is based on the recognition that a gradual approach is needed in contexts with very high levels of poverty and vulnerability.

population lives in extreme poverty and large sections remain vulnerable to falling into extreme poverty, is such that most Somalis can be said to need social protection. However, particular demographic groups are commonly acknowledged to be more vulnerable at particular stages of the lifecycle<sup>26</sup>. Building blocks for a social safety net programme are being laid by the rural focused Baxnano programme funded by the World Bank and implemented with UNICEF and WFP under MoLSA. There are numerous humanitarian cash transfer and medium-term social safety nets implemented by humanitarian organisations providing conditional and unconditional cash transfers and public works estimated to reach 1.8 million<sup>27</sup>. All these initiatives have the potential to form part of a social protection system but presently remain fragmented and operate independent of government systems. This is a context where the federal government only controls and has access to parts of the country. Traditional social safety nets (Zakat and Sadaqat) also provide important supplements for poor households.

### 4.3.3 An overview of Social Protection in South Sudan.

In South Sudan the concept of social protection is enshrined in the Bill of Rights provided for within the transitional Constitution of the Republic of South Sudan (protection for the vulnerable and access to education and health)<sup>28</sup>. A national social protection policy framework (NSPPF) was launched in 2016 with support from the World Bank and UNICEF. The policy focusses on non-contributory unconditional social protection aiming for a lifecycle approach to social assistance (children, the elderly, people with disabilities, ex combatants); in-kind benefits (school feeding); fee waivers (scholarships for girls); subsidies (agricultural inputs); and conditional cash transfers (public works). The framework foresees the introduction of

contributory schemes over the longer term. The sector is almost exclusively financed by donors at this stage despite GoSS commitments to spend 1% of their annual budget on social protection. Key social protection programmes include a World Bank financed Safety Net and Skill Development Project and South Sudan Safety Nets Project and FCDO financed Building Resilience Through Asset Creation Phase II and WFP food for assets, school feeding and an urban social safety net. Whilst there is a policy framework in place this is largely aspirational, and the reality is that social protection activity is very limited and most of the assistance to those in need is delivered outside of government systems by humanitarian actors and is dictated by short-term unpredictable humanitarian funding cycles with large gaps in desires versus need. The economic, food security and conflict situation in South Sudan continues to provide a complex backdrop to the development of a sustainable social protection sector.

### 4.3.4 An overview of Social Protection in Sudan<sup>29</sup>.

The transitional government saw an important role for social protection in macroeconomic and fiscal stabilization and in fighting poverty. The Sudan Economic Revival Plan (2019) recognized the role of cash mechanisms to support economic growth and provide a peace dividend following the revolution. The transitional government's vision for social protection was rights-based, inclusive, developmental, comprehensive and shock responsive system that is financially sustainable and delivers a reduction in poverty, inequality and vulnerabilities through human capital accumulation. Coverage of social protection programmes is still relatively low in Sudan with a 2020<sup>30</sup> study<sup>31</sup> estimating that 18% of households receive at least one of six types of transfers covered by the national household budget survey questionnaire. ILO data states that

<sup>26</sup> MoLSA, 2019, National Social Protection Policy of the Federal Government of Somalia

<sup>27</sup> World Bank 2019

<sup>28</sup> South Sudan National Social Protection Mapping.pdf (unicef.org) Mapping and Analysis of Social Protection in South Sudan © South Sudan Ministry of Gender, Child and Social Welfare and the United Nations Children's Fund (UNICEF) July 2019

<sup>29</sup> Written in the context of the October 2021 military takeover

9% of the population are effectively covered by at least one social protection benefit and 71% by social health protection<sup>32</sup>. Informal provision is more significant. The GoS's Sudan Family Support Program (SFSP) with World Bank support scaled up coverage. However, following the military takeover in 2021 World Bank financing was suspended, and support from many other bilateral partners also undermining the development of the social protection system. It is too early to predict the impact of this or to determine if, and when, development actors would re-engage in Sudan. Traditional systems also play a key role in social protection in Sudan including the Zakat<sup>33</sup> and the Shamel. The National Health Insurance Fund (NHIF) has significantly expanded coverage reaching 35% of

expansion of reach to poor households (39%-89% in the same period). Additionally, the social protection sector includes the public pension and social insurance fund serving the formal sector.

#### 4.4 Conclusion.

The above sections highlight that in all countries across the region there are foundations of a social protection system in place and there are efforts ongoing to develop these systems. The countries vary in terms of how well developed these systems are as well as the extent of their reach and the range of programmes and resources available. However, in all contexts there are elements to work with. The conflict contexts in several of the countries across the region provide immense challenges to the development and reach of the sector.



Photo © UNHCR/Sebastian Rich

<sup>30</sup> Produced in 2020 but analysis is based on 2014-15 National Budget Survey Data.

<sup>31</sup> Research Report No. 52 Social protection coverage – Sudan case study By Fabianna Bacil and Wesley Silva Published by the Food and Agriculture Organization of the United Nations (FAO) and the International Policy Centre for Inclusive Growth (IPC-IG). © FAO and IPC-IG/UNDP, 2020

<sup>32</sup> [ILO | Social Protection Platform \(social-protection.org\)](https://social-protection.org/)

<sup>33</sup> Zakat is one of the five pillars of Islam and considered a religious duty for wealthy people to help those in need. In Muslim-majority countries, Zakat has a long tradition of providing income, consumption goods and other basic services, such as health and education, to poor and marginalised households. Zakat is the most comprehensive source of social protection in Sudan, providing assistance in many forms, including unconditional cash transfers, payment of health insurance fees for poor people (by partially financing the NHIF), microcredit, livelihoods programmes, and temporary assistance to families during Ramadan or emergencies. The payment of Zakat is mandatory for all those above a certain income threshold, and the management of funds is supervised by the State, through the Zakat Chamber.



## 5. Inclusion of PoC in Social Protection Systems & Programmes.

### 5.1 Introduction.

This section explores levels and examples of inclusion of UNHCR PoC in social protection systems across the region. The table below lays out pathways related to the level of development of the social protection system as discussed in section 4 and maps these parameters against the level of inclusion of PoC. We see a cluster of countries that have partial inclusion. In nascent systems this is often limited to recognition of the rights of refugees to some social protection benefits in policies, but these may not yet have been actualized. In some cases, the inclusive policy context may be specific to

returnees and IDPs rather than refugees. Partial inclusion is exemplified by inclusion in select aspects of social protection such as national health/ hospital insurance schemes, social registries or social safety nets. At present this inclusion is largely dependent on development partner support. Clearly the ideal scenario for UNHCR would be to have all countries in the bottom right box, well-developed systems with generous inclusion. Therefore, UNHCR’s objective is to facilitate movement towards comprehensive and inclusive social protection systems.

**Table of countries and extent of inclusion mapped to the level of development of the countries’ social protection system**

Pathway: Development of comprehensive social protection system				
	Nascent system	System in development	Well-developed system	
Pathway: Level of inclusion in government social protection systems	Modest / No inclusion	South Sudan	Uganda	
Partial inclusion	Sudan Somalia Burundi	Kenya Rwanda Djibouti Ethopia		
Generous inclusion				

## 5.1 Transitioning to greater inclusion in government systems.

UNHCR proposes that the the scope of transitioning towards greater inclusion in social protection systems be chosen for each operation according to the flexibility of the refugee legal framework and access to rights, and the functionality of government programmes. A typology of approaches is as follows<sup>34</sup>:

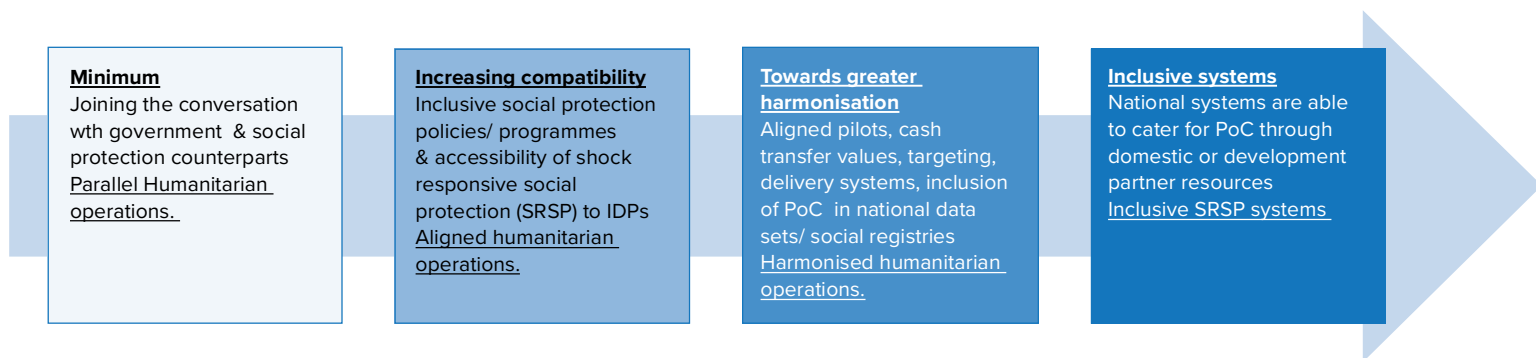
**Completely parallel humanitarian operations** are chosen where there are no prospects for transitioning, supported by humanitarian funding; traditional UNHCR care and maintenance operations.

**Aligned humanitarian operations** are chosen in preparation for transitioning, incorporating delivery approaches of the government system and closer coordination with national actors (e.g. the mode of cash transfer delivery, the type of livelihoods promoted, the cash transfer value etc.), supported by humanitarian funding. This should include the development

of scalable mechanisms open for refugees in case of emergencies in the future, preparing an exit strategy for this assistance. In collaboration with development actors support refugee-hosting governments to develop social protection policy frameworks that are inclusive of refugees and asylum seekers.

**Harmonised operations** use the same targeting, delivery mechanisms, monitoring systems in the same location serving both refugee and host populations under a common programme and often working with government and development actors and pooled funds.

**Inclusion in government systems**, with refugees treated under the same conditions and receiving the same benefits and services as citizens, enrolled on the government social registry, funded through development (and in minor cases) domestic funding.



**The diagram above illustrates this typology.** Countries in this region are at different points on this continuum but in most cases aligned humanitarian operations are the most feasible scenario. Even in contexts where parallel humanitarian

operations are implemented there are no contexts where prospects don't exist for transitioning aspects of humanitarian operations to align with government social protection systems.

<sup>34</sup>UNHCR 2017 *Harnessing social protection for forcibly displaced people - A conceptual review adopted also by Devco, ECHO & NEAR (2019) SPAN Guidance Package on Social Protection Across the Humanitarian-Development Nexus Operational Note 10 on Forced Displacement.*

The following section highlights examples of existing inclusion of PoC across the countries in the region in government social protection systems and introduces some priorities for enhancing inclusion; to more PoC, including different categories, and into a wider range of social protection programmes and benefits. The options available reflect the current position of a country in the table above and the role of UNHCR. Recommendations have been summarized at the end. These are not exhaustive and reflect a menu of options and can be adapted and prioritised as relevant. Several will also have relevance for other stakeholders interested to further inclusion.

## 5.2 Nascent systems with modest or no inclusion of PoCs.

The following countries are characterized by social protection systems that are in their infancy and refugees are largely supported by parallel humanitarian programming.

### 5.2.1 State of Social Protection Inclusion in South Sudan.

**The South Sudan PoC caseload** includes approximately 2,289,858 South Sudanese refugees in neighboring countries as of October 2021<sup>35</sup>. The highest share is in Uganda (41%), followed by Sudan (35%), Ethiopia (16%) and Kenya (6%)<sup>36</sup>. South Sudan has 1.71 million IDPs. Returns are still sporadic, but the country has seen 375,400 returns since 2017 and the country hosts 328,610 refugees and 4241 asylum seekers as of September 2021<sup>37</sup>.

#### **Current status of inclusion in government social protection -**

In the South Sudanese context planning for longer term social protection system development remains a challenge where resources are dominated by inadequate humanitarian flows

with short term unpredictable funding horizons and limited and unstable government investment into the sector. UNICEF is supporting the sector's development through building the capacity of the Ministry of Gender, Child and Social Welfare, initiating the development of a common MIS across a cluster of loosely aligned social safety net programmes (largely not yet state led). Additionally, efforts are being made to develop sector wide M&E strategies and improve knowledge creation and lesson learning across the sector. There are currently no well-established large scale social protection programmes that UNHCR can align with. However, the pipeline Productive Safety Net for Socioeconomic Opportunities Project (SNSOP) World Bank project is due for board approval in mid-2022 and covers refugee hosting districts providing opportunities for furthering inclusion and alignment. IDP presence is a factor in decisions on geographic focus of social safety net programmes, but refugee presence has not been until the SNSOP. However, there remains an existing parity gap between host and refugee communities with the latter generally having better access to services than their hosts.

#### **Opportunities for developing an inclusive social protection**

**sector** - In this context where the sector remains very nascent, GoSS capacity limited and UNHCR is operating a care and maintenance approach it is still critical for UNHCR to join social protection conversations. This can help influence future strategy and policy direction in the sector through advocating for inclusion of our PoC in the social safety net programmes that do exist. With such a large South Sudanese refugee caseload outside the country, and a large IDP caseload inside, a key priority for UNHCR should be to ensure the foundations of a system that can provide a social safety net for these populations as they return and transition to life in South Sudan or settle and integrate in new areas within the country.

<sup>35</sup> [Regional overview of the South Sudanese refugee population \(unhcr.org\)](#)

<sup>36</sup> [Situation South Sudan \(unhcr.org\)](#)

<sup>37</sup> [Country - South Sudan \(unhcr.org\)](#)

## 5.3 Nascent systems with partial inclusion.

### 5.3.1 State of Social Protection Inclusion in Sudan.

**The Sudan PoC Caseload** - The Government of Sudan has kept borders open and generally been generous and welcoming to refugees. It has hosted refugees for the past 50 years and is currently hosting 1.1 million refugees (the 2nd largest population in Africa and 7th largest globally) and over 3 million IDPs<sup>38</sup>, and is also a source, transit, and destination country for mixed movements of refugees and migrants across the sub region towards the Middle East and Europe. There are also stateless/at-risk of statelessness population, Sudanese refugee returnees and IDP returnees<sup>39</sup>.

#### Current status of inclusion in government social protection

- Sudan is a state party to the 1951 Convention and its 1967 Protocol, as well as the 1969 Organisation of African Unity (OAU) Convention Governing the Specific Aspects of Refugee problems in Africa, with a reservation to Article 26 (Freedom of Movement). In 2014, Sudan adopted the Asylum (Organization) Act, which contains several positive aspects, including the recognition of the three durable solutions of voluntary repatriation, local integration and third country resettlement. Sudan also applies the Arab/Islamic notions of asylum with respect to some refugee nationalities (Egyptian, Syrian, Yemeni, Iraqi and Palestinian nationals) who are notionally treated as nationals with respect to social services until recently. 79% of South Sudanese refugees are living outside of the 11 established camps, in self-settlements that are geographically indistinguishable from the neighbouring Sudanese villages and towns. Many out-of-camp self-settlements are in areas not covered by humanitarian response, where partners and resources are extremely limited,

with minimal public infrastructure<sup>40</sup>.

The GoS also recently developed a National Vision for Host Communities and Refugees 2021-26 which highlights five key priority sectors for host communities and refugees including health, education, WASH, livelihoods and social protection, and protection. There is a recognition that the framework needs to be applicable to camp and out of camp settings. One of five priority sectors to operationalize this vision is social protection and livelihoods. Furthermore, as part of Solutions Initiative for Sudan and South Sudan, the GoS is also developing a national strategy and action plan which may include specific targets on refugee and host community access to livelihoods and social protection. This also provides an opportunity to further ensure PoC inclusion to the degree feasible. During the COVID-19 pandemic, the GoS provided food packages and cash assistance to the most vulnerable families/individuals, including refugees irrespective of their registration status. Additionally, over 1,300 urban refugees affected by the lockdown in El Fasher (North Darfur) received three months food assistance.

A window of inclusion in the National Hospital Insurance Fund (NHIF) was opened to refugees with UNHCR support initially for Yemeni refugees (2,117 in 2018) and expanded to Ethiopian and Eritrean refugees (in 2019). Despite an evaluation highlighting several advantages<sup>41</sup> of this approach to refugee health care provision the government at the time had been resistant to enroll urban refugees in the NHIF and shift from the current system of health assistance.

Whilst refugees are not currently included in the Sudan Family Support Programme (SFSP), UNHCR is advocating for interoperability between the Commissioner for Refugees (CoR)/ UNHCR ProGres database and Civil Registry database as a basis for further socioeconomic inclusion. This would allow for greater

<sup>38</sup> [Country - Sudan \(unhcr.org\)](#)

<sup>39</sup> REFUGEE PROTECTION ASSESSMENT – SUDAN IDA19 Window for Host Communities & Refugees – WHR UNHCR, May 2021

<sup>40</sup> Prospects Partnership, Sudan Country Vision Note. [Microsoft Word – CVN Sudan.docx \(ilo.org\)](#)

<sup>41</sup> The advantages included improved access at all levels, reduced transport costs and time spent and reduced upfront out-of-pocket costs.

possibilities for refugees to be issued with national ID cards that could enhance their financial and socio-economic inclusion, and help mainstream refugee programmes into government social programmes, private sector initiatives etc., while reducing risks of registration through CoR/UNHCR potentially becoming an exclusion pathway.

### **Opportunities for developing an inclusive social protection sector**

A process is ongoing on the development of a social protection policy framework for Sudan and a draft version is inclusive of refugees and IDPs. UNHCR can collaborate with peer organisations to influence the process and ensure the policy is sufficiently inclusive to allow coverage of all PoC. The recent military takeover in October 2021 dramatically shifts the social protection context with the SFSP suspended and donors unlikely to re-engage whilst the military remains in power.

Without development partner support opportunities to further inclusion in government social protection systems are limited. However, if the political context improves UNHCR should be prepared to engage in key processes such as social protection policy development and begin to align our systems and our own CBI programmes where feasible. Given the temporary nature of the SFSP combined with the suspension of World Bank financing, it may be more strategic to focus inclusion efforts on potential refugee inclusion in longer term and more permanent social protection programmes and interoperability.

## **5.3.2 State of Social Protection Inclusion in Somalia.**

**The PoC Caseload** is dominated by 2.97 million IDPs, returnee-refugees are 133,375 and refugees 12,915 and asylum seekers 14,943. The majority (2 million) of IDPs are in South Central Somalia<sup>42</sup>. Somali refugees are mainly hosted in Kenya, Ethiopia, and Yemen. Considering the current context in these countries there is likely to be movement of refugees and potentially an increase in returnees.

### **Current status of inclusion in government social protection**

The policy context is very enabling for refugee inclusion with Somalia's 2019 social protection policy being positively inclusive of refugees and other UNHCR PoCs<sup>43</sup>. Similarly, other policies reinforce this such as the draft National Policy on Refugee-Returnees and IDPs 2018<sup>44</sup>. There is a strong foundation through approaches to durable solutions which guides the implementation of the GCR/CRRF in Somalia and respective commitments made under the Nairobi Declaration and Action Plan regarding the reintegration of refugee returnees in Somalia. There is also an increasing focus on the Nexus and strengthening coherence and complementarity between humanitarian and development efforts which must also link to a focus on shock responsive social protection (SRSP) for the sector as it evolves.

### **Opportunities for developing an inclusive social protection sector**

Whilst the policy context is enabling the nascent nature of the social protection sector combined with the current reach of government systems places some limitations on opportunities. It will take time and a great deal of support to actualize this inclusion as the coverage of emerging government led systems is limited and will require supplementation by the humanitarian sector, development

<sup>42</sup> [Document - Somalia Operational Update as of September 2021 \(unhcr.org\)](#)

<sup>43</sup> There is some confusion with terminology with Somalia's policies consistently referring to refugee-returnees, we also need to ensure that whilst there are few 'refugees' as the context evolves that this inclusive approach extends to refugees that are not of Somali origin.

<sup>44</sup> The objective of this policy is to 'ensure that all IDPs and returning Somali refugees enjoy the full equality and obtain the same rights that the National Constitution, all other laws of Somalia, as well as international humanitarian and human rights' laws gives them as all other citizens'.

<sup>45</sup> Intended to mitigate the bias of humanitarian programming which has largely had an urban focus on IDPs.

actors and private sector entities for a long time to come. The emerging World Bank financed social safety net is rural focused<sup>45</sup> and with most refugee-returnees and IDPs based in urban areas their inclusion is not imminent. Alignment with the nascent sector is feasible and UNHCR can play a role amongst the humanitarian community in advocating for such an approach attempting to transition from a parallel system to an aligned system.

As part of the development of the sector a social registry is being established with World Bank financing and technical assistance from UNICEF. This links to work to establish a modern and unified civil registration system. Inclusion of PoC data in the registry would be a strategic step towards inclusion and could facilitate inclusion in future programmes, including SRSP. Alongside such initiatives there are opportunities for UNHCR to contribute to the development of systems that support the sector's evolution and will lay foundations for better shock-responsive mechanisms going forward.

### 5.3.3 State of Social Protection Inclusion in Burundi.

**The PoC Caseload** – Burundi hosts 83,000 refugees, approximately 116,000 IDPs and since 2017 UNHCR and partners have facilitated the voluntary repatriation of 173,565 Burundian refugees. Nearly 270,000 Burundian refugees remain outside of the country largely in the Great Lakes region<sup>46</sup>.

#### Current status of inclusion in government social protection -

Refugees are currently not included in the Merankabandi social safety net programme. However, the Cash4Jobs Programme with a contribution from the WHR<sup>47</sup> will scale up cash transfers and strengthen delivery mechanisms inclusive of refugees

and host communities. It will aim to further develop the social safety net to address structural vulnerabilities, promote livelihoods, economic opportunities and lay the foundations for shock-responsive mechanisms in the sector, support the operationalisation of the forthcoming Social Protection Strategy (2021-2025) and integration of refugees and host communities and other excluded groups (IDPs, Batwa and ensure a gender inclusive approach). Additionally, facilitating access for returnees will be important.

#### Opportunities for developing an inclusive social protection

**sector** – As in other countries across the continent<sup>48</sup> UNHCR has a key role to play in supporting the process of PoC inclusion. This applies across categories of PoC. For returnees and IDPs access to safety nets and accompanying livelihoods programmes will be more easily embraced by the government. However, UNHCR can play a role in ensuring returnees have access to the required documentation, financial service providers and awareness on programmes that may be able to absorb them. For refugee inclusion UNHCR can play a role in advising targeting approaches, sharing data with the programme and the planned social registry, coordinating with other social protection stakeholders and monitoring the process of inclusion.

### 5.4 System in Development with modest/ no inclusion.

#### 5.4.1 State of Social Protection Inclusion in Uganda.

**The PoC Caseload** - Uganda is the largest refugee hosting country in Africa (3rd largest globally) with 1.5 million<sup>49</sup> refugees.

<sup>45</sup> EHAGL Operational Update July - Sept 2021 Final.pdf

<sup>47</sup> World Bank Document

<sup>48</sup> See for example Spotlight Series September 2021 'Social Protection in Support of Protection and Solutions' which looks at several countries across the continent.

<sup>49</sup> Country - Uganda (unhcr.org)

### Current status of inclusion in government social protection

- Refugee self-reliance is at the heart of Uganda's approach to refugees. Uganda is hailed as having some of the most progressive refugee policies in the world. Refugees have the right to work, establish businesses and access public services, including education and health. Refugees are not encamped, upon arrival they are granted plots of land in village like settlements, and they are free to move, subject to administrative restrictions. Assistance is only provided to those in the settlements. The Refugee Act 2006 and Refugee Regulations 2010 form the basis of refugees' rights in Uganda and, according to UNHCR, 'unquestionably constitutes the most progressive refugee law in Africa' (UNHCR, 2018b: 3). However, this context presents a strain on the regions that host refugees which are already some of the poorest in the country (the north and west). Increasingly land allocated is too small, degraded and remote to engender self-reliance. Despite progressive policies 80% still live below the poverty line and experience high levels of food insecurity. Despite global and regional frameworks that Uganda is a part of, and inform its approach to inclusion, there has not been a significant shift away from humanitarian funding amongst development partners to resource the inclusion agenda, except for the World Bank and more recently FCDO and SIDA.

The government's self-reliance focus and reluctance to engage in unconditional transfers is part of the reason for the slow development of social assistance programmes with a focus on labour intensive public works where they are developing. In addition to DRDIP which largely focusses on refugee hosting areas there are several other large public works programmes which do include refugees (WFP, NUSAF & CSSP). Refugees are largely working in the informal and agricultural sectors, therefore, the inclusion of refugees in social security mechanisms is closely linked to the extension

of contributory social protection to the informal economy and transitions from the informal to the formal economy. The attempts to extend the reach of contributory schemes to the informal economy could provide opportunities for extension to refugees also, but further research is needed to ascertain how practical this is including potential for uptake.

### Opportunities for developing an inclusive social protection sector

– With enduring poverty amongst refugees and their host populations the need to integrate social protection into the design of solutions is clear. This is reinforced by challenges to self-reliance strategies with a recent study highlighting refugees who have been in Uganda longest are not more food secure<sup>50</sup>. There is some evidence that those who opted out of the rural self-reliance model and settled in cities are more resilient<sup>51</sup>. There are questions over the viability of the rural self-reliance model without continued humanitarian relief which accompanies it.

Developing partnerships with social protection stakeholders are critical for furthering inclusion and beginning to align assistance. There is some evidence of increased cross government response to refugee issues and a gradual push to expand social protection systems to respond to a wider range of vulnerabilities (beyond old age)<sup>52</sup> which provides an opportunity for UNHCR to step up its engagement with the sector and explore areas of alignment and convergence. A single registry for social protection was launched in 2021 and contains data on beneficiaries of SAGE, NUSAF3, OVC and GBV programmes with a view to expanding it to all programmes across the sector. Incorporation of refugee data into the registry will enable greater oversight to ensure more effective planning and coordination and could be a tool for targeting in future. There are also clear opportunities to further the SRSP agenda and build on initiatives aiming to develop

<sup>50</sup> Development Pathways (2018) *Analysis of refugee vulnerability in Uganda and recommendations for improved targeting food assistance development pathways*. Orpington, UK: Development Pathways

<sup>51</sup> Crawford, N. et al. ODI (2019) *The Comprehensive Refugee Response Framework Progress in Uganda*. HPG Working Paper.

<sup>52</sup> See for example: [Broaden the Social Protection Advocacy Beyond SAGE- Speaker \(upfsp.org\)](#)

inclusive early warning and early action that not only respond to climatic shocks but also displacement shocks.

## 5.5 System in Development with partial inclusion.

### 5.5.1 State of Social Protection Inclusion in Kenya.

**The PoC caseload** – Kenya’s PoC is largely made up of refugees 539,084 in late 2021<sup>53</sup>. Refugees are split between Dadaab (44%), Kakuma and Kalobeyei (40%) and urban areas (16%).

**Current status of inclusion in government social protection** – Kenya has generously been providing a safe haven for refugees for decades and is party to the 1951 Refugee Convention and its related 1967 protocols, the 1969 OAU Refugee Convention as well as various progressive regional and global commitments<sup>54</sup> which provide a blueprint for governments, international organizations and other stakeholders to ensure that host communities and refugees get the support that they need to lead productive lives<sup>55</sup>.

Kenya has successfully begun a process of embracing the inclusion of refugees into government systems such as urban refugees, and increasingly refugees in Kalobeyei, joining the National Hospital Insurance Fund (NHIF) and coverage of refugee populations by child protection services of the Department for Children’s Services (DCS). Through progressive durable solutions, such as the creation of the integrated host-refugee settlement of Kalobeyei, refugees and host communities are living side by side accessing the same services and jointly contributing to the economic development

of their communities. However, the path towards inclusion is hampered by an encampment policy, lack of free movement for refugees, resource concerns and Government positions related to refugee camps. Despite this context UNHCR is managing to find windows of inclusion and advocating for their expansion alongside efforts to explore durable solutions.

**Opportunities for developing an inclusive social protection sector** – UNHCR is actively engaged in sectoral coordination for social protection with UN agencies and donors. These provide opportunities to advocate GoK, for inclusion of refugees and to explore funding possibilities to expand and sustain inclusion. UNHCR has also been able to participate in policy discussions on the development of the social protection policy (where refugees are especially considered under the SRSP pillar and other areas dependent on resourcing) and has begun dialogue with the State Department for Social Protection on options for inclusion. These consist of an urban 70+ cash transfer pilot closely aligned with the GoK *Inua Jamii* NSNP and exploring the inclusion of refugee data in the social registry (ESR)<sup>56</sup> which could facilitate refugees’ access to social services and social protection programmes in future, including those that respond to shocks. There may be other options for transitioning eligible refugees to the NSNP but graduating most refugees from humanitarian assistance necessitates changes to the encampment policy and greater opportunities for refugees to work. The option for refugees that are members of the East African Community to remain in Kenya and access work if camps close or transition to integrated settlements could provide a durable solution for many refugees but the practicalities of this require more clarity and need to be extended to opportunities in the informal sector. In the context of working with the government to provide camp solutions social protection should be viewed as a potential option with social assistance providing a safety net

<sup>53</sup> [Country - Kenya \(unhcr.org\)](#)

<sup>54</sup> *Nairobi Declaration on Durable Solutions for Somali refugees, Djibouti Declaration on Refugee Education, Kampala Declaration on jobs, livelihoods and self-reliance for refugees and host communities, the New York Declaration for Refugees and Migrants, the CRRF and the Global Compact on Refugees (GCR).*

<sup>55</sup> [UNHCR - The Global Compact on Refugees](#)

<sup>56</sup> *The ESR will be a socio-economic database of poor and vulnerable households. It aims to help the development of policies and programmes to harmonize and broaden social protection through expanding the existing Single Registry database, making it more robust, relevant and responsive to pro-poor programmes in Kenya. The ESR is an important building block for delivering shock responsive social protection in Kenya.*



for some of the most vulnerable refugees alongside productive opportunities for able bodied and graduation initiatives accompanied by social security measures where these are being expanded.

## 5.5.2 State of Social Protection Inclusion in Rwanda.

**The PoC caseload** in Rwanda is largely made up of refugees with 127,000 as of October 2021<sup>57</sup>. 8% of refugees are based in urban areas with the remainder largely in camps.

### **Current status of inclusion in government social protection –**

Rwanda generally has a progressive approach to the inclusion of refugees; the National Plan<sup>58</sup> For Refugee Inclusion is consistent with the GCR and Rwanda's pledges at the Global Refugee Forum (2019) for 2020-24. Most urban refugees and refugee students at boarding schools are supported by UNHCR to access community-based health insurance (CBHI) (9,456, 84% of those eligible, as of September 2021) enabling them to use the same health services as nationals. UNHCR intends this coverage to be scaled up to camp populations. Inclusion in other aspects of health provision including Covid vaccinations has been positive. As of mid-2021, 78% of refugees had been issued a refugee ID card and nearly all refugee children under 12 months have been issued birth certificates. Refugees and asylum seekers have access to national child protection and GBV services. Refugees also have the right to work, own property and engage in business.

### **Opportunities for developing an inclusive social protection sector –**

Despite great progress on inclusion, refugees still largely remain in a parallel system even where they are integrated such as the CBHI, as their premiums are set as such a high level that payments by refugees themselves

is rarely feasible and UNHCR remains responsible for the premiums which is not sustainable. GoR emphasis on inclusion links to productive inclusion and livelihoods rather than any planned inclusion in social assistance programmes. A joint strategy (GoR-UNHCR) on economic inclusion of refugees and hosts has been developed aiming for 5,000 refugee and host community households (30-50% host) to graduate out of extreme poverty over the strategy's lifespan with a long-term vision of socio-economic inclusion and integration. These efforts could be linked to exploring opportunities for enrolling refugees into social insurance systems where these exist. Additionally, more strategic engagement in the social protection sector would help ensure greater progress on inclusion.

## 5.5.3 State of PoC Inclusion in Social Protection in Djibouti.

**The PoC caseload** in Djibouti is largely refugees with an estimated 34,361 refugees and asylum seekers as of November 2021 mainly residing in three camps. Additionally, Djibouti is a key transit point for migrants.

### **Current status of inclusion in government social protection –**

Djibouti has adopted a refugee protection framework which extends access to many social programmes to refugees. Djibouti recently promulgated a progressive and comprehensive refugee law and issued its application decrees to facilitate the socioeconomic inclusion of refugees. However, actualizing these commitments remains a challenge, partly due to financing. As mentioned previously, coverage of social assistance programmes even for poor and vulnerable Djiboutians remains low. Still, the Government is aiming programmes to refugees, notably universal health coverage

<sup>57</sup> Document - EHAGL: Refugees, asylum-seekers, refugee returnees and IDPs - 30 September 2021 (unhcr.org)

<sup>58</sup> National Strategic Plan for Refugee inclusion (2019–2024)

<sup>59</sup> For nationals a PMT was agreed providing a cut off for enrollment into the social registry. However, this required adjustment for refugee enrolment which took time and has now been done but refugees have not yet been included in the registry.

<sup>60</sup> Country - Ethiopia (unhcr.org) & Document - EHAGL: Refugees, asylum-seekers, refugee returnees and IDPs - 30 September 2021 (unhcr.org)

with commitments to enroll 12500 refugees in the PASS. However, this has been delayed due to challenges with enrolling refugees into the social registry<sup>59</sup>. Whilst around 1000 urban refugee households were biometrically enrolled to the government social registry to access COVID-19 vouchers (with UNHCR funding piggy backing on the response for nationals) this was done without a proxy means test (PMT) threshold so has not facilitated access to PASS or the PSNF (through IDA 18 RSW financing).

#### **Opportunities for developing an inclusive social protection sector**

– Alongside health sector inclusion there are also plans to support refugee inclusion into other IDA 18 RSW projects including Expanding Opportunities for Learning (education) and the Djibouti Integrated Slum Upgrading Project (urban infrastructure). Whilst the contributory aspects of social insurance are underdeveloped in Djibouti, especially in the informal sector, there could be opportunities for more engagement through livelihoods programming, harnessing the government’s inclusion agenda to shift refugees from the informal to the formal sector and facilitate greater inclusion in contributory schemes as these develop.

Capacity in the field of social protection remains a challenge especially at lower levels. This includes funding, staffing and technical competencies across line ministries to enable progress to be made and policy commitments to be actualized.

### **5.5.4 State of Social Protection Inclusion in Ethiopia.**

**The PoC caseload** in Ethiopia is fluid in the current context but as of August 21 Ethiopia hosted a population of 800,000 refugees and 2.74 million IDPs<sup>60</sup>.

#### **Current status of inclusion in government social protection**

–The February 2019 Refugee Proclamation outlines a more progressive approach to comprehensive refugee response with an enabling legal and protective environment to oversee self-reliance for refugees. This includes free movement, right to work, access to basic social services and a gradual shift to out of camp socioeconomic integration. However, the actualization of this proclamation is still being realized. Strengthening social protection capacity in the refugee space is a critical need. This applies to different levels, including within the Agency for Refugees & Returnees Affairs (ARRA)<sup>61</sup> to increase understanding of social protection and lay the groundwork to progress the inclusion agenda as has been achieved in the fields of education and health. Similarly strengthening UNHCR staff and leadership understanding and appreciation on social protection is a pre-requisite for this work.

#### **Opportunities for developing an inclusive social protection sector**

– Key roles that UNHCR can play to further inclusion of PoC include engaging in social protection forums to advocate for inclusion, ensuring windows of inclusion are opened and sustained across social protection investments and contributing to the development of shock responsive mechanisms that are applicable to the range of PoC in the Ethiopian context; IDPs, refugees and returnees. The Tigray context highlights the need for social protection systems that are responsive in a context of shocks that result in forced displacement and significant population movements combined with limited humanitarian access. Alongside this with movement of refugees and IDPs to urban areas where they may remain for some time there is a need for humanitarian support to these populations that is aligned to the social protection sector even where immediate inclusion

<sup>59</sup> Country - Ethiopia (unhcr.org) & Document - EHAGL: Refugees, asylum-seekers, refugee returnees and IDPs - 30 September 2021 (unhcr.org)

<sup>60</sup> ARRA oversees day to day support to refugees and has been renamed RRS.

is not possible. This may include alignment of cash transfer values, delivery mechanisms and ensuring complementary interventions such as livelihoods/ graduation that can provide sustainable exit from these programmes.

## 5.6 Factors that Enable Inclusion.

This section details common factors that enable inclusion of PoC across the region they have been determined from each country and span the recommendations.

**The protection policy environment and recognition of socio-economic rights provides a gateway to inclusion.** An inclusive legal framework and political will for inclusion are the key enabling factors and set the stage for practical implementation of an inclusion agenda.

**International finance underwriting** the costs of inclusion facilitates PoC participation into social protection programmes. This is evident in several contexts<sup>62</sup> where the offer of financing has provided the incentive governments and other actors need to make progress on refugee inclusion. Clearly host governments need to be assisted by development partners to fund inclusion.

**Capacity** is a key factor enabling inclusion of PoC in social protection programmes. This relates to capacity at several levels: within government and within UNHCR. Government capacity is required at central and local levels. There are contexts where policy at the national level is enabling (Djibouti and South Africa for example) but government understanding of rights of PoC at a local level serves as a barrier to inclusion.

Similarly, UNHCR's own capacity in social protection is an important factor in understanding the social protection

context in country and participating in dialogue around the development of policies, systems and programmes which can lead to greater inclusion. Correspondingly, clarity on where social protection fits and whose responsibility it is amongst staff is important as is ensuring relevant social protection competencies. As a sector that straddles multiple disciplines this can be challenging.

**Level of development of social protection systems** affects options for inclusion. For example, in contexts such as Uganda where refugee inclusion and rights for refugees are very advanced, we are still not seeing refugee inclusion into social protection systems. This is due to the nascent nature of these systems and their lack of reach, combined with a government focus on self-reliance.

**Inclusion of PoC in government data systems is a key factor in inclusion.** For example, enrolment of refugees in social registries is seen as an important factor in ensuring their inclusion in future programming and especially shock-responsive mechanisms. It is important also for PoC and host populations that these social registries remain dynamic not static systems if they are to maintain their value. Similarly, progress in including refugee data in socio economic datasets serves to slowly embed them in government systems which lays the foundations for gradual inclusion across a range of sectors.

**The ability to meet eligibility criteria for enrolment** is a factor in inclusion. For example, if government social assistance programmes target certain categories such as elderly, need to fall into one of these categories to be included in a government programme.

<sup>62</sup> World Bank financing inclusion in social safety nets in for example RoC, Djibouti and Ethiopia has been critical to inclusion.

**Ensuring PoC have access to relevant identity documents and access to payment modalities including mobile money** are important factors in ensuring inclusion.

**The engagement of UNHCR staff in social protection coordination structures** is a key factor in ensuring we are well networked within the sector and that our PoC are on the radar of other UN organisations and government counterparts working on social protection. In most countries across the region different ministries are responsible for refugees and for social protection so this often requires developing new relationships.

**Accompanying and monitoring inclusion** is critical for ensuring rights to inclusion are realized. This includes accompanying programme implementation and monitoring PoC de facto access to benefits (even where policy dictates) to ensure inclusion. This takes time building on alliances and requires policy and advocacy skills amongst staff. It would be useful for UNHCR to develop a barometer for inclusion and share findings as a basis for advocacy.



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## 5.7 Analysis of different populations of concern.

The opportunities for inclusion clearly differ according to the specific category of PoC across the region. This section gives an overview of some of these differences.

**Refugees and Asylum Seekers** are the primary target population for UNHCR. Inclusion of refugees in social protection systems and programmes can fulfil our care and solutions mandate and has a well-established legal footing. However, in a region where these social protection systems are still in the early stages of development governments' priority is to serve their own populations and capacity and resources are still insufficient to do this. In these contexts, UNHCR's initial focus needs to be on capacity building, strategic partnerships and ensuring inclusion at the legal and policy level before practical steps towards inclusion can begin. Once these steps have progressed ensuring resources are available to provide an incentive for inclusion is important alongside resources to ensure marginalised host communities in refugee hosting regions can also benefit from the extension of social protection systems and programmes to their geographies.

**The inclusion of returnees** in social protection systems can be more palatable to host governments. However, it is not guaranteed and UNHCR can play a key role in accompanying this process of inclusion through ensuring returnees have appropriate identify documents, bank accounts or access to other financial services used by the host government to deliver social assistance payments and that they are enrolled in social registries. Additionally, UNHCR can share information with returnees on social protection systems and programmes with a view to facilitating their access to these. In cases where UNHCR is providing support to returnees through repatriation packages consideration can be given to aligning or linking

these to ongoing social protection programmes in the country of return. In many countries that are receiving or are likely to receive returnees in the coming few years (such as Burundi, South Sudan and Somalia) social protection systems are still incredibly nascent and their reach remains very incomplete which limits windows of inclusion.

**Internally Displaced Populations** face very particular challenges in accessing social protection programmes in contexts where benefits are often tied to a person's geographical location and where delivery systems are not designed for populations on the move. IDPs are also often located in areas outside of the reach of government in contexts of conflict so government social protection systems may not be fit for purpose to serve them. UNHCR can play a role in supporting IDP access to social protection systems through contributing to the development of adaptive and shock responsive social protection systems that are inclusive of IDPs and that are responsive to forced displacement contexts. This will include appropriate early warning and smarter systems such as dynamic social registries and response mechanisms that can reach populations on the move. It may also require parallel humanitarian systems but these should be aligned with government systems from the start.

**Access of Stateless Populations** to social protection benefits links to their recognition and access to national identity documents and related access to financial systems, inclusion in national data sets and social registries. If statelessness is linked being excluded from social protection programmes. UNHCR is already playing a key role in advocating for recognition of stateless populations across the region and this can be followed up with support and communication to facilitate access of these populations to social protection systems and programmes.

<sup>91</sup> ARRA oversees day to day support to refugees.

<sup>92</sup> World Bank financing inclusion in social safety nets in for example RoC, Djibouti and Ethiopia has been critical to inclusion.



## 6. Conclusions & Recommendations for Future Action.

### 6.1 Conclusions.

In a region with high levels of protracted displacement and inadequate humanitarian funding we are seeing an increased government and development partner focus on building inclusive social protection systems. This provides a critical opportunity to re-examine ways of responding to the basic and protection needs of forcibly displaced communities.

Government social protection systems have a role to play in meeting the needs of all PoC and can accelerate the GCR agenda, promote area-based solutions, efficiencies, inclusion and sustainability. However, in contexts where countries are struggling on multiple fronts to provide services for their own populations understandably there can be reluctance to embrace refugee inclusion. Similarly, the nascent nature of systems across this region and partial coverage and benefits means other PoC such as IDPs, returnees and their host populations often in marginalized or conflict affected locations, fail to access appropriate benefits and lack necessary documentation, financial services or are marginalized for political and other practical reasons.

Across the region we are seeing variations in the development of social protection systems with countries largely defined as nascent or in development, there are no well-developed systems yet. Systems are principally evolving from their social assistance arms through social safety nets, often rural focused, several include public works components alongside an expansion of social health protection coverage. Donor funding dominates but as systems evolve domestic funding is increasing though it is still low. Contributory social insurance systems are even more nascent and largely limited to the formal sector, government employees and some private

sector workers. With the informal economy and agriculture dominating the livelihoods of the poor the case for expanding and adapting these to be applicable and inclusive is critical. Similarly, this process could provide opportunities to facilitate PoC inclusion in social insurance.

Development partners and governments increasingly see the value of developing SRSP systems able to scale up or adapt to respond to a range of different covariate shocks negating the need for parallel humanitarian systems. As a humanitarian stakeholder, UNHCR is seen as having a particular contribution to make in the development of SRSP systems. Such systems remain relatively nascent across this region, those that have developed are focused on response to climatic shocks such as drought and floods, the Covid-19 pandemic has increased the spotlight on the need for systems that respond to other types of shock that may affect different population groups. This provides an opportunity to increase focus on the development of systems that are inclusive of our PoC despite some of the very specific challenges this entails.

Despite the challenging context this study has highlighted that we are seeing positive steps towards inclusion in several countries, in social safety nets and in social health protection schemes, many enabled through World Bank IDA funding, but also through support from other development partners. Key factors that enable inclusion have been explored and encompass the legal framework and political will for inclusion, funding opportunities, capacity and understanding of both government and UNHCR staff, inclusion of PoC in government data and statistics and the level of development of social protection systems in the host country. Additionally, the role that UNHCR can play in accompanying and monitoring

inclusion of refugees and other PoC are important factors in realizing inclusion.

As UNHCR seeks to develop its engagement with social protection systems and ensure greater inclusion of our PoC there are several common areas of opportunity for focus across the region. These are summarized below with suggested recommendations under each topic.

## 6.2 Recommendations for future action.

This section provides recommendations which are relevant to UNHCR transition planning at Global, Regional and Country level and to other stakeholders interested to further PoC inclusion.

**1. Capacity Development:** *Developing the capacity of UNHCR leadership and staff* - Clear practical tools are needed for training staff in social protection and adaptation of social protection approaches to PoC contexts. Training of staff in advocacy and policy engagement is also important in contexts where there is a key role to play in influencing the inclusion agenda.

*Developing the capacity of government* - Tools and resources to support social protection capacity development of government entities responsible for refugees and other PoC and the rationale and benefits of PoC inclusion. Accompaniment of Ministries responsible for social protection and ensuring their understanding of the refugee and displacement context, progressive agreements made around inclusion and practical examples of the benefits of inclusion from other sectors such as health and education.

**2. Inclusion of PoCs in Social Protection Policies:** Working with host governments to develop policies and practice inclusive of our PoC - Requires lobbying and policy

development skills and analysis of the cost benefits of inclusion. Recognition that inclusion at a policy level is a key step but that this is not sufficient to ensure inclusion and capacity, lobbying, monitoring and resourcing are central to progress on inclusion.

### **3. Inclusion of PoC data in government datasets and social registries:**

The visibility of refugee and other PoC data in government statistics is a key initial step in the process of inclusion. As countries increasingly develop social registries as a tool for targeting social protection programmes, and potentially in future SRSP, PoC inclusion in these registries is critical. Similarly, ensuring these registries are dynamic and open to continuous registration and that UNHCR systems are interoperable with national systems is critical to future inclusion.

### **4. Partnerships with other development partners active in the social protection space:**

Where possible recognition of UNHCR engagement in the social protection sector and the value of increasing alignment and the inclusion of PoC in social protection programmes should be recognized in UNHCR partnership agreements with UN agencies and other development partners. Where the agencies have specific capacities and programmes in social protection UNHCR should look to leverage these for the benefit of our PoC.

### **5. Systems need to be cognizant of the different categories of PoC:**

Much of this study has focused on refugee inclusion, however as highlighted in 5.7 there is a need to understand and ensure inclusion of different PoC and this requires UNHCR engagement to differ accordingly. Key issues for inclusion of IDPs and stateless populations relate to their mobility, documentation, knowledge of benefits available and discrimination. In many contexts facilitating access of returnees to social protection benefits can provide a key bridge in a transition back to a country of origin and is likely more palatable to host governments than resourcing refugee inclusion.



## 6. Participation in social protection coordination platforms:

UNHCR's presence in social protection coordination platforms at country and regional level is critical to progress PoC inclusion in social protection and to ensure cognizance of opportunities. In countries across the region the sector is at various stages of development and UNHCR engagement in these initial stages will ensure a PoC lens to the development of policies and programmes facilitating the potential for enduring inclusion.

## 7. Ensuring PoC have access to necessary identity documents and to financial services:

Access to appropriate identity documents and financial services including mobile money are critical for inclusion into social protection systems and programmes. These need to be consistent with the financial systems and identifiers used by the social protection sector.

**8. Alignment:** As a default UNHCR should seek to align what it does with host systems where these exist and ensure interoperability. This facilitates progression towards inclusion and can take different forms including aligning cash transfer values and payment modalities as well as targeting

criteria and methodologies, using common systems for MIS, payments, grievances management etc. This will enable smoother transition of our PoC to the social protection sector in future. This can begin with aligned pilots to demonstrate the feasibility and learn lessons with a view to scale and building complementarity across caseloads contributing to area-based approaches.

## 9. Invest in research to fill knowledge gaps related to the inclusion agenda:

As UNHCR progresses its work on social protection across the region there are several areas where further research and learning are needed to contribute to filling knowledge gaps. This includes learning around the development of SRSP systems that can effectively respond in contexts of forced displacement, research on the cost effectiveness and quality of different approaches to alignment such as the provision of parallel health systems compared to investing in national health insurance schemes or the appropriateness of aligning cash transfer values, delivery systems and targeting approaches with government systems. Research is also needed to inform the development of very nascent social security systems to ensure these can be accessible to PoC in contexts where they are able to work.



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## Acronyms.

ARRA	Administration for Refugee & Returnee Affairs
CT	Cash Transfer
CSSP	Child Sensitive Social Protection Programme
DCS	Department for Child Services
DRDIP	Development Response to Displacement Impacts Project
EHAGL	East & Horn of Africa & Great Lakes Region
ESR	Enhanced Single Registry
FCDO	UK Foreign Commonwealth & Development Office
GBV	Gender Based Violence
GCR	Global Compact on Refugees
GoU	Government of Uganda
GoS	Government of Sudan
HSNP	Hunger Safety Net Programme
IDA	International Development Association
IDP	Internally Displaced Person
ILO	International Labour Organisation
MIS	Management Information System
M&E	Monitoring & Evaluation
MGLSD	Ministry of Gender Labour & Social Development
MoLSA	Ministry of Labour & Social Affairs
NHIF	National Hospital (Health) Insurance Fund
NHIS	National Health Insurance Scheme
NSNP	National Safety Net Programme
NSPP	National Social Protection Policy
NSSF	National Social Security Fund
OPCT	Older Person's Cash Transfer
OVC	Orphans & Vulnerable Children
PMT	Proxy Means Test
PoC	Persons of Concern
PSNF	National Programme for Solidarity and Family
PSNP	Productive Safety Net Programme
RSW	Refugee Sub Window
SCG	Senior Citizen's Grant
SIDA	Swedish International Development Cooperation Agency
SFSP	Sudan Family Support Programme
SRSP	Shock Responsive Social Protection
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WFP	World Food Programme
WHR	Window for Host & Refugee Communities

## GLOSSARY: Social protection terms.

Adaptive social safety net: see Shock-responsive social protection.

Income Generating Activities 'The aim of an IGA (Income Generating Activities) is to produce for the market and furthermore it can be called micro or small-scale enterprise, whether it is managed at individual or group level. One of the main criteria to choose an IGA should be its profitability. (...) IGAs can be seen as the initiation phase in the progression to small business development. It is difficult to make the transition from being unemployed and lacking in skills to being self-employed and capable of managing a business operation. (...) The transition from a social welfare to a micro and small enterprise approach is reflected by a market-driven approach.' Source: Payeurs, S. 1996. 'IV - Income generating activities (IGAs)' in: 'Mission report: development of activities for women communities in Jordan and Syria.' Rome: Food and Agriculture Organization of the United Nations. [http://www.fao.org/3/x0206e/x0206e03.htm#P511\\_97831](http://www.fao.org/3/x0206e/x0206e03.htm#P511_97831).

Labour markets programmes (or 'labour market interventions') 'Labour market programs can be contributory or non-contributory and are designed to help protect individuals against loss of income from unemployment (passive labour market policies) or help individuals acquire skills and connect them to labour markets (active labour market policies). Unemployment insurance and early retirement incentives are examples of passive labour market policies, while training, employment intermediation services, and wage subsidies are examples of active policies.' Source: World Bank. 2018. The State of Social Safety Nets 2018. Washington, DC: World Bank. <https://www.worldbank.org/en/topic/socialprotectionandjobs/publication/the-state-of-social-safety-nets-2018>

Public works programmes 'Public works programmes are a subset of social protection programmes, generally defined as public labour-intensive infrastructure development initiatives which provide cash or food-based payments. Such programmes have several potential technical and political attributes. They provide income transfers to the poor through employment and are often designed to smooth income particularly during 'slack' or 'hungry' periods of the year and they often build infrastructure, such as rural roads, irrigation, water harvest facilities, tree plantation, school and health clinic facilities.' Source: Holmes, R. and Jones, N. 2011. 'Public works programmes in developing countries: Reducing gendered disparities in economic opportunities.' Overseas Development Institute, Paris, France. <http://www.oecd.org/dev/pgd/46838043.pdf>.

Social insurance 'Social insurance is a contributory intervention that is designed to help individuals manage sudden changes in income due to old age, sickness, disability, or natural disaster. Individuals pay insurance premiums to be eligible for coverage or contribute a percentage of their earnings to an insurance scheme to access benefits, which link to the total years and amount of contributions. Examples of social insurance programs include contributory old-age, survivor, and disability pensions; sick leave and maternity/ paternity benefits; and health insurance coverage.' Source: World Bank. 2018. The State of Social Safety Nets 2018. Washington, DC: World Bank. <https://www.worldbank.org/en/topic/socialprotectionandjobs/publication/the-state-of-social-safety-nets-2018>

Social protection 'Social protection is a set of policies and programmes aimed at preventing and protecting all people against poverty, vulnerability and social exclusion, throughout their life cycle placing a particular emphasis on vulnerable groups. This means ensuring adequate protection for all who need it, including children; people of working age in case of maternity, sickness, work injury or for those without jobs; persons with disability and older persons. This protection can be provided through social insurance, tax-funded social benefits, social assistance services, public works programs and other schemes guaranteeing basic income security and access to essential services.' Source: SPIAC-B. n.d. 'Collaboration for Policy Coherence and Development Impact.' New York: Social Protection Inter-Agency Cooperation Board. <https://www.socialprotection.org/discover/publications/collaborating-policy-coherence-anddevelopment-impact>

Social safety nets 'They are programs comprising of non-contributory transfers in cash or in-kind, designed to provide regular and predictable support to poor and vulnerable people. Social safety nets, which are also known as 'social assistance' or 'social transfers,' are part of broader social protection systems (...) they help alleviate poverty, food insecurity, and malnutrition; they contribute to reducing inequality and boosting shared prosperity; they support households in managing risks and cope with shocks; they help build human capital and connect people to job opportunities;

and they are an important factor in shaping social contracts between states and citizens.' Source: World Bank. 2014. 'The State of Social Safety Nets 2014.' World Bank.

<https://openknowledge.worldbank.org/bitstream/handle/10986/18376/879840WP0FINAL00Box385208B00PUBLIC0.pdf?sequence=1>

Social assistance 'The provision of social security benefits financed from the general revenue of the government rather than by individual contributions, with benefits adjusted to the person's needs. Many social assistance programmes are targeted at those individuals and households living under a defined threshold of income or assets. Social assistance programmes can focus on a specific risk (for example, social assistance benefits for families with children), or on particularly vulnerable groups (for example, poor elderly people).'

Source: International Labour Organization. 2016. 'Social protection assessment-based national dialogue: A global guide.' ILO. [https://www.ilo.org/wcmsp5/groups/public/---dgreports/---integration/documents/publication/wcms\\_568693.pdf](https://www.ilo.org/wcmsp5/groups/public/---dgreports/---integration/documents/publication/wcms_568693.pdf)

Social registries 'Succinctly, Social Registries are information systems that support outreach, intake, registration, and determination of potential eligibility for one or more social programs. They have both a social policy role, as inclusion systems, and an operational role, as information systems. (...) In terms of their core social policy function, Social Registries are inclusion systems. 6 They provide a 'gateway' for people (individuals, families) to register and be considered for potential inclusion in one or more social programs based on an assessment of their needs and conditions. (...) More specifically, from a functional perspective, Social Registries are information systems that support registration and determination of potential eligibility for social programs. (...) In terms of population covered, social registries contain information on all registrants, whether or not they are deemed eligible for, or enrolled in, select social programs.' Sources: Leite, P. et al. 2017. 'Social Registries for Social Assistance and Beyond: A Guidance Note & Assessment Tool.' Social Protection & Labor Discussion Paper No.1704. World Bank. <http://documents.worldbank.org/curated/en/698441502095248081/pdf/117971-REVISED-PUBLIC-Discussion-paper-1704.pdf>

Shock-responsive social protection 'Shock-responsive social protection (otherwise known as 'adaptive social protection) is a term used to bring focus on shocks that affect a large proportion of the population simultaneously (covariate shocks). It encompasses the adaptation of routine social protection programmes and systems to cope with changes in context and demand following large-scale shocks. This can be ex ante by building shock-responsive systems, plans and partnerships in advance of a shock to better prepare for emergency response; or ex post, to support households once the shock has occurred. In this way, social protection can complement and support other emergency response interventions (...)' Source: European Commission. 2019. 'Social Protection across the Humanitarian-Development Nexus. A Game Changer in Supporting People through Crises.' Tools and Methods Series No. 26. European Commission. <https://socialprotection.org/discover/publications/tools-and-methods-series-reference-document-no-26-social-protectionacross>

See further definitions from socialprotection.org glossary - <https://socialprotection.org/learn/glossary>

# SOCIAL PROTECTION & THE INCLUSION OF UNHCR PERSONS OF CONCERN.

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