# Inclusion of Displaced Persons in National Systems

**Experiences from German Development Cooperation:**
**Special Initiative "Displaced Persons and Host Countries"**

giz Deutsche Gesellschaft
für Internationale
Zusammenarbeit (GIZ) GmbH

WINS
Global Consult

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# LIST OF ABBREVIATIONS

| | |
|---|---|
| BMZ | German Ministry for Economic Cooperation and Development (Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung) |
| CfW | Cash for Work |
| CRRF | Comprehensive Refugee Response Framework |
| GCR | Global Compact on Refugees |
| GIZ | Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH |
| HDP nexus | Humanitarian-Development-Peace nexus |
| KfW | Kreditanstalt für Wiederaufbau |
| IDP | Internally Displaced Person |
| IDMC | Internal Displacement Monitoring Centre |
| IFC | International Finance Corporation |
| ILO | International Labour Organization |
| KKCF | Kakuma Kalobeyei Challenge Fund |
| LNOB | Leave no one behind |
| MENA | Middle East and North Africa |
| MHPSS | Mental Health and Psychosocial Support |
| NGO | Non-Governmental Organisation |
| SDG | Sustainable Development Goal |
| SI "Displaced Persons and Host Countries" | Special Initiative "Displaced Persons and Host Countries" |
| TVET | Technical and Vocational Education and Training |
| UN | United Nations |
| UNHCR | United Nations High Commissioner for Refugees |
| WASH | Water, Sanitation and Hygiene |
| WHO | World Health Organization |

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# EXECUTIVE SUMMARY

## Background

In 2022, over **100 million people worldwide have been displaced** as a result of conflict, persecution, violence, and human rights violations. Many of them will predictably remain displaced for many years to come. Displaced persons predominantly settle in low- and middle-income countries, and displacement situations are becoming increasingly complex and protracted. In order to provide a long-term perspective, sustainable solutions that promote the dignity and self-reliance of the people affected are needed. In this context, the **inclusion of displaced persons – refugees and internally displaced persons (IDPs) – in national systems** has gained importance. It offers an alternative to the traditional (often humanitarian-led) approach of using parallel systems to offer support to displaced persons. Inclusive development approaches must be linked with short-term humanitarian support to open up long-term solutions for displaced persons. The German Federal Ministry for Economic Cooperation and Development (BMZ) commissioned this analysis report, implemented by GIZ and WINS Global Consult. The analysis report explores the **efforts within Germany's Special Initiative "Displaced Persons and Host Countries"** (formerly Special Initiative on Displacement) dedicated to providing displaced persons with access to national systems and services. The SI "Displaced Persons and Host Countries" is a crisis instrument of the BMZ that uses development approaches. It supports refugees and IDPs as well as their hosting regions. As such, the SI "Displaced Persons and Host Countries" is at the interface between short-term humanitarian needs, long-term development prospects, and peacebuilding (HDP nexus).

The analysis report seeks to identify **trends, challenges, and success factors from a practitioner's perspective.** Furthermore, it aims to initiate learning processes for current and future projects within the SI "Displaced Persons and Host Countries" and other actors in the field of development and humanitarian action. It encompasses an **overarching analysis of all SI „Displaced Persons and Host Countries" projects with regards to inclusion across five sectors:** education; livelihoods and employment promotion; social protection; health and mental health and psychosocial support (MHPSS); and infrastructure (with a focus on water, sanitation, and hygiene (WASH) and energy). To facilitate a more in-depth analysis, each sector is informed by projects serving as **learning cases for the country contexts Jordan, Kenya, Turkey, Uganda, Pakistan, and Yemen.**

## Conceptual framework

A working definition of inclusion was developed for the analysis that spans across three elements: displaced persons themselves at the **individual level,** capacities of institutions at the **institutional level**, and the policy framework at the **policy level.** To be included in national systems, displaced persons must be able to access national services, and there must also be sufficient capacity among the relevant institutions at all governance levels. This is to ensure that the needs of both the displaced and the host communities are met through the provision of national services. All efforts have to be embedded in a conducive policy framework that creates the legal access to these systems and reduces existing barriers.

Moreover, the analysis report leans on the conception that **inclusion must be understood as a continuum.** In their approach to displaced persons in relation to the national population, systems can take different forms, ranging from parallel, stand-alone systems to an alignment and harmonisation of parallel and national systems to partial inclusion limited to specific national services and, finally, to full inclusion with a fully planned and budgeted consideration of displaced persons.
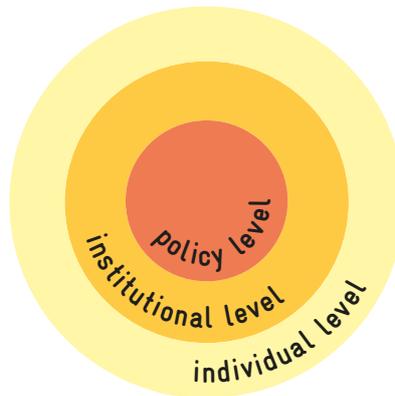


## Key Findings

In sum, around **45% of all projects commissioned under the SI "Displaced Persons and Host Countries"** since 2014 explicitly promote the inclusion of displaced persons in national systems, most of them located in the MENA region and in Africa.

There is a clear focus on project interventions at the institutional and/or individual level with only a minority of projects operating at the policy level. Most projects address more than one engagement level, using a multi-level approach. **Holistic project approaches** that operate on all three engagement levels have been found a suitable way to promote inclusion in national systems. **Cooperation with and support from relevant actors on all levels** is needed for creating long-term perspectives for inclusion.

Most projects within the SI "Displaced Persons and Host Countries" work across multiple sectors. The majority of them work in the fields of education as well as livelihoods and employment promotion. In the SI "Displaced Persons and Host Countries", about half of the projects in the sectors of education, livelihoods and employment promotion, health and MHPSS promote inclusion, compared to almost all projects in the infrastructure sector.

Overall, inclusion seems to work better in sectors such as health than in other sectors, such as employment promotion. Promoting inclusion becomes more difficult the more limited the resources are within a certain system.

Projects working at the **policy level** (e.g. advisory services on the implementation of the Global Compact on Refugees (GCR)) were found to be especially conducive to inclusion. Most of these projects operate successfully at the other engagement levels too. At the **institutional level**, exemplary approaches to support inclusion include capacity development and funding mechanisms for actors at the national, sub-national, and local levels to reduce access barriers to existing national services. General project approaches at the **individual level** include support measures for displaced persons and host communities to enable them to make use of public services (e.g. by offering language classes to enable children to participate at school).

Furthermore, the analysis identifies several success factors that benefit inclusion efforts in displacement settings, including:

→ **Cross-sectoral engagement** to allow for flexibility and minimise the risk of silo thinking.
→ **Close cooperation with government actors** at the national, provincial, and district levels.
→ **Effective coordination** among international, national, and local actors in the humanitarian and development fields – ideally led by the national government.
→ A consistent application of the **integrative approach**, which envisages an equal consideration of both displaced persons and host communities whenever feasible – as well as specific social cohesion measures to increase the acceptance of inclusion measures.
→ Strictly **pursuing gender- and conflict-sensitive and participatory approaches** throughout all project interventions.
→ **Inclusive capacity development** of partners (e.g. through trainings on inclusion and social cohesion), community committees, participatory activities, and skill-development measures with the target groups (e.g. vocational training for jobseekers to match the needs of employers).

In an effort to extract the general influencing factors that enable or challenge inclusion efforts, the analysis report identifies overarching context factors across sectors and regional contexts, including:

→ **political events** (e.g. elections);
→ **economic developments** (e.g. high inflation rates);
→ **geographic distance** between displaced and host communities, as well as fragility, instability, and conflict;
→ the **COVID-19 pandemic**, which has deepened inequalities and undermined health, human rights, protection, education, livelihood opportunities, and gender equality for displaced persons with severe socio-economic consequences and thus hampered inclusion;
→ **coordination and cooperation** among international and national stakeholders and their interventions;
→ the **existence of parallel systems** set up by external actors, including humanitarian actors.

Furthermore, specific aspects have been identified that particularly influence how conducive interventions on certain levels of engagement are to inclusion efforts. **Key influencing factors** at the different levels include …

… at the **policy level**: the political will of the host government to support long-term inclusion of displaced persons, reflected in a conducive legal framework and the availability of legislation and policies that guarantee displaced persons the same rights as national citizens. In addition to their de jure access, displaced persons' de facto access to services is equally important, referring to the availability of government services, the government's ability to reach all areas of its territory, and whether these national systems are designed to include displaced persons at their core.

… at the **institutional level**: nascent national systems in the host countries, insufficient consideration of the rights and needs of displaced persons among the staff of the relevant institutions, and dependence on individual commitment in these institutions are important determinants.

… at the **individual level**: the attitude among the host community towards displaced persons, the costs of the services provided through national systems, language barriers, and gender-specific discrimination all affect inclusion efforts.

## Overall

The SI "Displaced Persons and Host Countries" proves to be a good instrument in promoting the inclusion of displaced persons in national systems. This is both quantitative, with almost half of all projects contributing to inclusion, and qualitative with numerous good practices on inclusion approaches. The analysis of the approaches to promote inclusion within the SI "Displaced Persons and Host Countries" emphasise the need for highly contextualised interventions that strengthen specific enabling factors, based on a prior assessment of displacement-specific barriers and challenges regarding inclusion.

# 1 INTRODUCTION

This analysis examines approaches that promote the inclusion of displaced persons in national systems[1] – based on the experiences of German development cooperation within the Special Initiative "Displaced Persons and Host Countries" (formerly Special Initiative on Displacement). The analysis looks at overarching **efforts and trends within the SI "Displaced Persons and Host Countries"** at three different engagement levels – policy, institutional, and individual. Moreover, it presents sector-specific approaches and lessons that were learnt based on seven learning cases in Jordan, Kenya, Turkey, Pakistan, Uganda and Yemen. These cases exemplify the inclusion efforts of development cooperation projects in the sectors of **education, livelihoods and employment promotion, social protection, health and MHPSS, and infrastructure (WASH and energy).**

In light of the growing relevance of including displaced persons in national systems in international development cooperation, the German Ministry for Economic Cooperation (BMZ) has commissioned this analysis. It seeks to **explore how the various SI "Displaced Persons and Host Countries" projects contribute towards the promotion of inclusion** and which trends, challenges, and success factors can be identified from a practitioner's perspective. The analysis ultimately aims to **initiate learning processes** for more effective current and future projects in displacement settings. This shall also inform BMZ's future efforts to promote the inclusion of displaced persons in national systems at the policy level.

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[1] In this study, "national systems" refers to all kinds of services and structures that are accessible to national citizens, either through public institutions or private providers.

## 1.1 International discourse on the inclusion of displaced persons

By 2022, **more than 100 million people were forcibly displaced worldwide** by persecution, conflict, violence, human rights violations or events seriously disturbing public order (UNHCR, 2022a). In general, displacement situations have become increasingly complex in both scope and scale. Millions of refugees and internally displaced persons (IDPs)[2] live in **protracted displacement situations.**[3] Most of them settle in low- and middle-income countries, which face economic and development challenges themselves. This puts a strain on existing resources and host communities. While the consequences of displacement for both displaced and host communities are highly context-specific, there are common burdens (e.g. insufficient access to food, education, and other basic services) and protection challenges. Furthermore, there is the risk of social tension between displaced and host communities over limited resources.

As stated within the *Geneva Convention of 1951* and *Guiding Principles on Internal Displacement,* displaced persons are to be treated the same as nationals with regard to inclusion in national systems. However, in reality, displaced persons are rarely fully integrated. For many decades, displaced persons have often been provided for in parallel systems. However, there is an increasing consensus amongst the international community for "pivoting as early as possible towards sustainable approaches focused on integration into national systems" (Clements, 2019). The goal is medium- to long-term interventions and the strengthening of national systems, as opposed to the provision of parallel short-term crisis responses.

The protracted nature of many displacement situations requires a **sustainable solution** that offers displaced persons as well as their host communities a long-term perspective. The three core durable solutions proposed by UNHCR are voluntary repatriation, local integration, and resettlement. As a safe return is not possible in many cases and resettlement capacities remain low, local integration is de facto often the most viable policy option. Local integration allows displaced persons to exercise their human rights, access basic services, and generally build a new life in the host country (UNHCR, 2022a).

Interventions that promote the inclusion of displaced persons in national systems aim to bridge the gap between de jure access (legal policy framework) and de facto access, long-term financing to hosting areas, and the maturity and capacity of the national system to include displaced persons in national services (Mitchell, 2022). This can be considered as a pathway towards transitioning from often stand-alone, humanitarian assistance to national, government-led systems and services.

This shift in the discourse and approach to inclusion is mirrored in **international legal frameworks and commitments.** In September 2016, the United Nations (UN) General Assembly unanimously adopted the *New York Declaration for Refugees and Migrants.* This declaration calls for burden- and responsibility-sharing, the Humanitarian-Development-Peace (HDP) nexus,[4] and refugee inclusion (UNHCR, 2018). Although these topics had been discussed before 2016,[5] the New York Declaration consolidated them within a single, comprehensive framework. As an annex to the Declaration, the *Comprehensive Refugee Response Framework* (CRRF) was developed to support

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[2] This study uses the phrase "displaced persons" to refer to both refugees and IDPs.
[3] On average, displacement lasts 20 years for refugees and more than 10 years for most IDPs (ECHO, 2022).
[4] "The Humanitarian-Development-Peace nexus or triple nexus is a policy concept that envisions stronger collaboration and coordination among actors from the fields of development cooperation, humanitarian action and peacebuilding." (Hövelmann, 2021)
[5] See, for example, UNHCR's Framework for Durable Solutions for Refuges and Persons of Concern, 2003.

governments and administrative bodies that are responsible for hosting refugees at the national, regional, and local levels. The focus lies on the early inclusion of refugees into host communities. Governments that adopt the CRRF pledge to develop and implement laws and policies that protect refugees' human rights and enable them to work and move freely. The goal is to allow refugees to live up to their potential and facilitate their path to self-reliance.

Concurrently, a two-year process of consultations led to the UN General Assembly adopting the *Global Compact on Refugees* (GCR) in 2018. The GCR presents another important cornerstone of the international inclusion discourse. Its four key objectives are to (1) ease the pressure on host countries; (2) enhance refugee self-reliance; (3) expand access to third-country solutions; and (4) support conditions in countries of origin for return in safety and dignity (United Nations, 2018). The GCR focuses on the need for cooperation between governments, international organisations, NGOs, and the private sector to jointly provide a more sustainable perspective for refugees. It aims to enable refugees and host communities to "mutually empower each other, socially and economically" (UNHCR, n.d.a). It emphasises that the economic, social, and cultural inclusion of refugees into national development planning, social and educational systems, labour markets, and protection programmes benefits both refugees and host communities.

## 1.2 Efforts of German development cooperation towards the inclusion of displaced persons

The German Ministry for Economic Cooperation and Development (BMZ) supports the efforts dedicated to greater inclusion of displaced persons to ultimately enhance their self-reliance and the host communities' development. There is a long-standing tradition of development cooperation projects funded by BMZ in conflict and crisis contexts. In the context of the *New York Declaration*, the CRRF, and the GCR, development actors such as the BMZ come to play a more central role in promoting long-term perspectives for displaced and host communities – of which inclusion is a key cornerstone.

To respond to the challenging consequences of displacement there are various bilateral, regional, and global development cooperation projects dedicated to supporting refugees, IDPs, and host communities within Germany's development cooperation. In this regard, the BMZ launched the **Special Initiative "Displaced Persons and Host Countries"** (formerly Special Initiative on Displacement) in 2014. It is designed as a flexible crisis instrument to complement the traditional bilateral development cooperation by facilitating a rapid and targeted response. By implementing around 300 projects globally, the SI "Displaced Persons and Host Countries" supports refugees, IDPs, and returnees and promotes the stabilisation of host regions and the mitigation of acute causes of displacement. With the goal of contributing to the four GCR objectives, the SI "Displaced Persons and Host Countries" supported more than 17.5 million people in 76 countries between 2014 and 2021 (BMZ, 2022).

SI "Displaced Persons and Host Countries" projects are required to follow an **integrative approach** and provide services to both displaced and host communities and address the different needs within these groups.[6] Where feasible, this approach seeks to promote the inclusion of dis-

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[6] The integrative approach has been implemented within German development cooperation since the 1990s. It has gained renewed relevance through the high growth of BMZ's portfolio in the area of displacement and reintegration since 2014.

placed persons in national systems while mitigating inter-group tensions and contributing to social cohesion.[7] The foundation for this integrative approach is the global *Leave no one behind* (LNOB) principle, which is the central promise of the *2030 Agenda for Sustainable Development* and its *Sustainable Development Goal*s (SDGs). At a national level, this integrative approach is further based on a human rights-based approach and several strategy papers by the German government (see, for example, the *Guidelines on Preventing Crises, Resolving Conflicts, Building Peace,* adopted by the German government in 2017). Furthermore, an independent commission has been established to explore the root causes of displacement. In line with the overall paradigm shift away from parallel systems towards inclusion, one key recommendation from the commission to the German government was to support displaced persons and host countries by looking for durable solutions. One possible solution to provide longer-term perspectives for displaced persons is integration in the host country (Fachkommission Fluchtursachen der Bundesregierung, 2021).

Generally, it must be acknowledged that the promotion of inclusion in national systems is not the end goal but rather a means to ensure the dignity and self-sufficiency of displaced and host communities. Because SI "Displaced Persons and Host Countries" projects often operate in settings characterised by emergency and conflict, **inclusion is not always a viable option.** In these contexts, national partners often have limited capacities and there is the potential need for at least temporary parallel systems in order to provide short-term services to displaced persons. The SI "Displaced Persons and Host Countries" can thus be understood as an instrument that complements bilateral development cooperation and transitional development assistance.

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[7] The BMZ defines social cohesion as being "characterised by close social relations between and within groups (horizontal), a sense of belonging to the community, a strong focus on the common good as well as legitimate and positive state society relations (vertical)." (BMZ, 2021)

# 2 CONCEPTUAL FRAMEWORK

Embedded in the international discourse on inclusion outlined in Chapter 1, this analysis builds on existing concepts of inclusion in national systems as well as sector-specific understandings of inclusion, which provide the theoretical framework for the analysis.

Within the development sector, inclusion generally refers to the process of "empowering all people to participate in, and benefit from, the development process" by utilising "policies to promote equality and non-discrimination that increase the access of all people […] to services and benefits encompassing education, health, social protection, infrastructure, and other assets". Inclusion also encompasses actions to reduce barriers for those who are often excluded from service delivery (World Bank, 2020).

**Text box 1: Inclusion and integration**

While the terms integration and inclusion are often used synonymously, there is a **conceptual difference** between the two. Integration commonly refers to the process of a group or individual to fit into a preordained fixed system. Inclusion, on the other hand, aims at creating a system that can cater for the needs of all target groups. UNHCR, for example, distinguishes between the two terms as follows:

→ "Integration refers to access to national […] systems and services for refugees and / or other populations of concern under the same conditions as nationals.

→ Inclusion refers to including refugees and / or other populations of concern in all their diversity and in a non-discriminatory way into national […] policies, strategies and plans with specific reference to populations of concern as relevant." (UNHCR, 2021e)

There are a variety of general and sector-specific definitions of inclusion. For the purpose of this analysis, a **working definition of inclusion** was developed for the analysis that spans across three elements: **displaced persons themselves at the individual level, capacities of institutions at the institutional level, and the policy framework at the policy level.** To be included in national systems, displaced persons must be able to access national services, and there must also be sufficient capacity among the relevant institutions at all governance levels. This is to ensure that the needs of both the displaced and the host communities are met through the provision of national services. All efforts have to be embedded in a conducive policy framework that creates the legal access to these systems and reduces existing barriers.

As indicated in Chapter 1.1., inclusion in national systems postulates that displaced persons are not part of a parallel system but supported to access and make use of existing national systems and the services provided therein. Furthermore, it points to the capability of these systems to reach and take on displaced as well as host communities. This is essential since the primary responsibility for including displaced persons in national systems lies with the national governments, not with humanitarian and development actors.

Inclusion must be understood as a **continuum** instead of a binary concept. This continuum covers a spectrum from stand-alone and parallel systems for refugees and IDPs in host communities to the alignment and harmonisation of the provided services with existing national systems to partial inclusion limited to specific national services and, finally, to full inclusion (see Figure 1).

Figure 1: The inclusion continuum
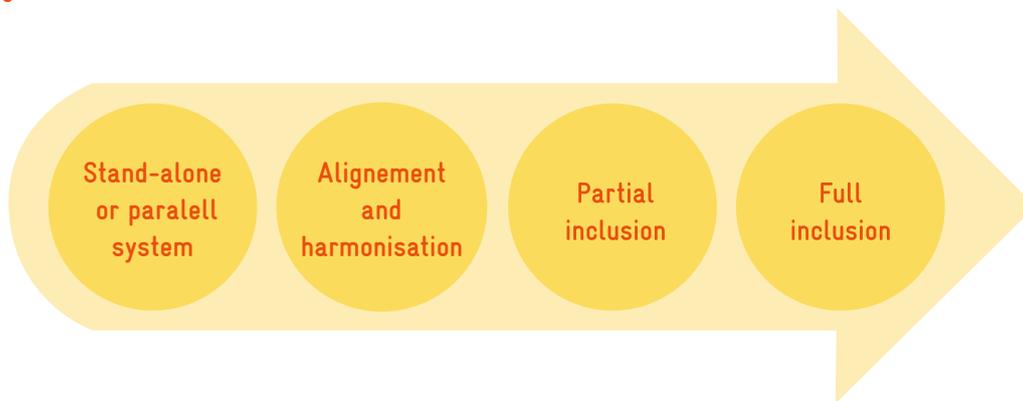


The pathway towards inclusion often starts **with stand-alone, parallel systems**, often specifically established for refugees or IDPs due to pressing short-term needs, which provide assistance alongside or in the absence of government support. This support mostly takes place either in humanitarian emergency settings or in contexts with restrictive legal frameworks that limit displaced persons' rights or with low capacities within national systems. Within a more favourable environment, progressing on the inclusion continuum can take the form of **aligning** certain services to government programmes, as well as **harmonising** them by replicating some features of the "government delivery chain" to cover host and displaced communities (Mitchell, 2022). However, these aligned and harmonised systems often do not allow for the official recognition of displaced persons in government registries. **Partial inclusion** can be further promoted by providing advisory services to enable national actors to develop their capacity to reduce the barriers to inclusion. Finally, **full inclusion** refers to comprehensive inclusion that is planned and budgeted for and ensures protection.[8] Only when displaced persons' rights are recognised equally to those of national citizens can one speak of full inclusion in the national system, regardless of a specific sector. However, the definition of inclusion and the scope of action needed to progress towards full inclusion is also highly context specific (for specific information on the inclusion of IDPs in national systems, see Text box 2). Moreover, in fragile contexts in particular, inclusion cannot be equated to self-reliance and, even in countries where inclusion is guaranteed in theory, this does not rule out de facto access barriers (UNHCR 2021e).

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[8] The inclusion of displaced persons and protection are closely linked and, in the best case, mutually reinforcing. While basic rights, e.g. freedom of movement, are a pre-condition for sector-specific efforts to promote further inclusion, increased inclusion can also contribute to improved protection. (Triggs & Wall, 2020, p.319)

**Text box 2: Inclusion of IPDs in national systems**

While most literature on inclusion in national systems focuses on refugees, many of the challenges and attempts to achieve durable solutions in protracted displacement settings also apply to IDPs. Unlike refugees, IDPs reside in their own country and remain – at least in principle – under the protection of their own government. Therefore, the inclusion of IDPs is often more concerned with de facto inclusion than de jure inclusion. IDPs also face difficulties as regards being included in host communities in other regions, where they are often not registered as a permanent citizen or the local capacities are overburdened. A durable solution for IDPs is only realised when they are no longer in need of displacement-related assistance and "can enjoy their human rights without discrimination on account of their displacement" (Ferries, 2021).

The *Guiding Principles on Internal Displacement* set out the rights of IDPs to durable solutions, the responsibilities of national authorities, and the role of humanitarian and development actors to assist with these durable solutions. Guaranteeing these solutions is important because continued marginalisation can threaten long-term peace, stability, and reconstruction in post-conflict contexts. The inclusion of IDPs in national systems is multidimensional. It ranges from physical safety and security based on protection by national and local authorities (e.g. non-discriminatory access to police and courts), to access to employment and livelihood options, to access to food and shelter, health services, sanitation, and water, as well as education. To ensure long-term perspectives and inclusion, IDPs need access to the documentation required to access public services and reclaim property, as well as to associate freely and participate equally in community affairs and elections (Norwegian Refugee Council, 2019; United Nations Ukraine, 2020).

While the inclusion continuum serves as a guiding framework for this analysis, the status quo and relationships between displaced and host communities is complex and not as straightforward as the concept might suggest. Thus, this continuum is not necessarily linear.[9] For sector-specific conceptualisations of the continuum, see Chapter 5.

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[9] For example, in cases where children from the host communities start accessing the informal education originally set up for refugees because the government cannot provide formal education for everyone.

# 3 METHODOLOGY

Methodologically, the analysis is based on a **two-pronged approach:** (1) a screening of all SI "Displaced Persons and Host Countries" projects to identify relevant projects that explicitly promote the inclusion of displaced persons in national systems and (2) an in-depth analysis of seven selected project experiences in so-called "learning cases". The two steps are presented in more detail below.

## 3.1  Overall project screening

The projects identified as particularly relevant for this analysis not only address both displaced persons and host communities as target groups (since this is a prerequisite for all SI "Displaced Persons and Host Countries" projects), but also directly promote the inclusion of displaced persons in national systems.[10]

To identify these projects, the proposals of all the projects that are part of the SI "Displaced Persons and Host Countries" were screened in March 2022 (in total: 244 completed, ongoing and planned projects since 2014).[11] The **goal of the screening** was to identify whether a project explicitly seeks to contribute to the inclusion of displaced persons in any national system. It is important to note that not all the settings of SI "Displaced Persons and Host Countries" projects are conducive to addressing inclusion, for several reasons, such as severe instability, weakness or inexistence of national systems, or political unwillingness. Nevertheless, projects always follow an integrated approach (benefiting both displaced persons and host communities). Throughout the screening, two aspects received particular attention and thus represent the methodological framework for this analysis:

→ The **sector** in which the project mainly aims to promote inclusion, including education, livelihoods and employment promotion, social protection, health and MHPSS, and infrastructure, with a focus on WASH and energy.[12]
→ The **approach** pursued by the project to promote inclusion in national systems and thus the **level** of engagement at which the project aims to support inclusion. Here, the analysis differentiates between the policy, institutional, and individual levels. This approach is closely aligned with the working definition of inclusion used for this analysis (see details in Table 1).

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[10] If the approaches outlined in the project proposals could not be identified as explicitly promoting inclusion, they were labelled as not relevant. These projects were often comparably small-scale in terms of budget and contribute only indirectly to inclusion (e.g. a political foundation's work with civil society structures, UN-administered schools/health centres, exclusive Cash for Work (CfW) initiatives). Although these projects can certainly contribute to inclusion (e.g. UN-administered schools can work with the national curriculum to ensure inclusion at a later point in time), they are unlikely to do so to an extent comparable with projects that have comprehensive inclusion approaches.

[11] For these projects, the short descriptions, the presentation of the module, and the results matrix were examined to get a broad overview of the objectives and planned activities. The approach for the proposal screening differed among the various implementing organisations as they are structured differently. Whenever possible, the latest documents were used to understand the project's current status within the dynamic project implementation process.

[12] In general, all SI "Displaced Persons and Host Countries" projects are cross-sectoral projects, hence they operate in more than one sector.

Table 1: Methodological framework for analysis

| Level | | Overall approach |
|---|---|---|
| ● | Policy | Support host governments at a national, regional (sub-national), or local level, aimed at including displaced persons in national systems and policies, development plans, and budgeting. |
| ○ | Institutional | Support national, regional, or local institutions in opening up services to displaced persons or removing specific barriers to inclusion, including the financing of infrastructure. |
| ○ | Individual | Support displaced persons in accessing services provided through national systems and provide support to displaced persons themselves by using national systems. |

## 3.2  Learning cases

The findings from the project screening described above are complemented by an in-depth assessment of **seven learning cases**. These examples explicitly promote inclusion and it is worth analysing their successful practices and the insights gained from these projects. In the analysis of these examples, the contextual framework in which the project operates in (e.g. existing policies, attitudes towards displaced persons, condition of national systems) are recognised. This allows further considerations to be derived concerning both SI "Displaced Persons and Host Countries" projects and the overarching influencing factors that promote or hinder inclusion (e.g. national policies concerning refugee integration and cooperation with partners).

**Project selection**

To adequately represent the broad scope of projects in the SI "Displaced Persons and Host Countries", the following aspects were considered in the selection process of the learning cases:

→ **Region:** Asia, Africa[13], Middle East and Northern Africa (MENA), Latin America and the Caribbean, and Middle-, East-, and South-East Europe

→ **Implementing actors and financing institutions:** UN agencies, NGOs, German governmental agencies, such as the Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ) and the Kreditanstalt für Wiederaufbau (KfW)

→ **Target groups:** refugees and/or IDPs

→ **Project duration:** latest project start date: 2020[14]

→ **SI Core and Partnership for Prospects (P4P) projects**[15]

→ **Sector:** education, livelihoods and employment promotion, social protection, health and MHPSS, infrastructure with a focus on WASH and energy

→ **Levels of engagement:** policy, institutional or individual

In the following table 2 is an overview of the selected projects.

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[13] In this analysis, Africa refers to the countries on the African continent minus Northern Africa which is attributed to the MENA region.

[14] The projects should be ongoing to ensure that reliable data from relevant stakeholders can be collected. They should have started at least two years ago to allow the assessment of project progress over a substantial time period. The exception is the KfW projects, as these have a comparably longer time horizon and are designed in a way that requires more time to have passed before an assessment of the first impacts resulting from interventions.

[15] In 2016, the BMZ launched the Partnership for Prospects (P4P) Initiative as part of the SI "Displaced Persons and Host Countries" to provide short- to medium- and long-term employment and income opportunities for refugees, IDPs, and host communities in the countries most affected by displacement in the Middle East. Hence the differentiation between P4P and SI Core.

## Table 2: Overview of the selected projects

| Project Name | Implementing org. | Sector | Region |
|---|---|---|---|
| Strengthening Education and Health Services for Refugees and Host Communities, Pakistan | GIZ | Education | Asia |
| Kakuma Kalobeyei Challenge Fund (KKCF) – Supporting Private Sector Investments in the Kakuma Refugee-Hosting Area, Kenya (Phase II) | KfW/IFC | Livelihoods and employment promotion | Africa |
| Promoting Decent Work for Syrians under Temporary Protection and Turkish Citizens, Turkey (Phase I and II) (P4P) | KfW/ILO | Social Protection | MENA |
| Psychosocial Support and Trauma Work in Jordan | GIZ | Health and MHPSS | MENA |
| Improving Access to Basic Social Services for Internally Displaced Persons (IDPs) and the Local Population in Yemen | GIZ | Health and MHPSS | MENA |
| Water Supply and Sanitation for Refugee Settlements and Host Communities in Northern Uganda (WatSSUP) | GIZ | Infrastructure (WASH) | Africa |
| Support to UNHCR in the implementation of the Global Compact on Refugees in Humanitarian Development Peace Nexus (SUN): Energy Solutions for Displacement Settings (ESDS) Uganda | GIZ / UNHCR | Infrastructure (energy) | Africa |

### Data collection and analysis

Following the selection of projects, available **secondary data** was analysed. This encompassed background papers from the SI, relevant literature including relevant policy frameworks (e.g. GCR, country-specific refugee response plans), academic research on inclusion, sector-specific publications (e.g. UNHCR sector strategies[16]), and all relevant documents of the selected projects (e.g. proposal, progress reports, results matrix, factsheets). To complement the secondary data, primary data was collected through virtual, semi-structured **key informant interviews**.[17] All interviews covered several key thematic blocks and objectives, which were operationalised through a set of guiding questions (see Appendix 2 – Guiding questions for interviews and analysis). The questions were adapted to each project, its context, and its sector. Both the available secondary data – especially the project documents – and the primary data collected through the interviews were analysed in a structured manner.

## 3.3  Limitations

The analysis is subject to the following limitations and practical obstacles.

→ Inclusion does not have a **mainstreamed marker or tag** (such as the OECD DAC markers). The results of the project screening are exclusively based on a quick review of project proposals. Therefore, they reflect tendencies rather than accurate numbers of projects that explicitly or implicitly promote the inclusion of displaced persons in national systems. The same holds true for the sector-specific findings based on the screening. Furthermore, in some contexts, it is not possible to refer explicitly to "inclusion" in the project design due to the political stance of the partners. Thus, the screening could have missed some of these projects, which may indeed work on inclusion in a more subtle way. The presented approaches do not represent an exhaustive list but rather selected examples from each sector. Based on the proposals, the screening could only identify information on efforts that were planned to take place, as opposed to interventions that were actually implemented. However, this limitation was mitigated by including the learning cases that present approaches and lessons learned from implemented activities.

→ The **interview duration** was limited to 60 minutes. Thus, the interviews focused on understanding the context dynamics that influence inclusion and the experiences and lessons learnt within the project to date. Example activities were discussed, if considered particularly successful or challenging. Due to the time constraint, not all topics were necessarily covered in all interviews and the depth of the discussion varied.

→ This analysis does **not present a comprehensive evaluation** of the inclusion efforts of individual SI "Displaced Persons and Host Countries" projects. For this, more time and data collection would have been necessary, including an exchange with local implementing partners and those who participated in the activities. Since the screening did not analyse the number of participants a project aimed to reach or the budget spent so far, it cannot draw conclusions concerning overarching effectiveness of the various projects. In particular, the effects of specific interventions on specific outcomes should be interpreted with some caution.

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[16] For example: Refugee Education 2020 – A Strategy for Refugee Inclusion (UNHCR, 2019b); UNHCR Global Strategy for Public Health 2021–2025 (UNHCR, 2021e); or Refugee Livelihoods and Economic Inclusion – 2019–2023 (UNHCR, 2021b).

[17] A total of nine interviews were conducted with 21 interview partners in June and July 2022. The interview partners encompassed representatives of the selected projects (project managers or heads of components, sector-specific advisors, representatives of implementing agencies) and other relevant experts, including GCR advisors of a global project and UNHCR staff members. See Appendix 1.

# 4 CROSS-SECTORAL ANALYSIS

As a result of the project screening introduced in Chapter 3.1., this chapter presents the numerical tendencies of projects within the SI "Displaced Persons and Host Countries" with regard to their relevance for this analysis, the implementing organisation, the region/country, and the level of engagement.

Overall, **almost half of all projects** within the SI "Displaced Persons and Host Countries" (110 out of 244 screened projects, 45%) were found to explicitly support the inclusion of displaced persons in national systems, making them relevant for this analysis. Most of them are projects either implemented by GIZ (57 projects) or financed by KfW (32 projects). In the case of KfW, projects are implemented through partners, such as the International Labour Organization (ILO) in the KfW project in Turkey or the International Finance Corporation (IFC) in the KKCF programme in Kenya. Other implementation organisations include German political foundations such as the Friedrich-Naumann-Stiftung e.V., the German Red Cross, UN agencies including the United Nations Population Fund (UNFPA), UNICEF, and UN Women, and NGOs including Terre des hommes Deutschland e.V., Sequa, Plan International Deutschland e.V., Help – Hilfe zur Selbsthilfe e.V., Brot für die Welt e.V., Diakonie Katastrophenhilfe, MISEREOR e.V., Medica mondiale e.V., and the Deutscher Caritasverband. As for the implementation status of the projects, 73 projects are ongoing, 35 are completed, and two are in planning.

In general, most of the projects within the SI "Displaced Persons and Host Countries" operate in the **Middle East and North Africa (MENA)** region (43% of projects), mainly in Turkey, Lebanon, Jordan, and Libya, as well as in **Africa** (30%). In accordance with this, most projects that have been found to directly support the inclusion discourse are also located in these two regions. Other implementation regions of SI "Displaced Persons and Host Countries" projects are **Asia** (8%), in particular Afghanistan, Pakistan, and Bangladesh, and **Latin America** and the **Caribbean** (9%), mainly Colombia, Peru, Ecuador, and Mexico. There also projects in **Middle-**, **East-**, and **South-East Europe** (5%), especially Ukraine, as well as **global projects** (5%). In **Middle-**, **East**, and **South-East Europe** more than half of the projects support the inclusion of displaced persons in national systems (55%), compared to less than half of the projects in the other regions (Asia 45%, Latin America and the Caribbean 29%, global projects 23%).

Concerning the **levels of engagement** – policy, institutional, and individual levels (see Figure 2) – only a minority of the relevant projects (8%) focus on promoting inclusion at the **policy level** by, for example, supporting the establishment and development of national policies, advising on policy formulations, or supporting the designing of regulatory frameworks. The SI "Displaced Persons and Host Countries" is a crisis instrument that is people-centered in many of its approaches. At the same time, the traditional development approach of responding to ongoing structural issues is still embedded in the programming. This may also explain why most approaches (80%) focus on the **institutional level**, e.g. through the capacity-building measures of different stakeholders – as middle ground between individual and structural support. Furthermore, 62% of the relevant projects provide support to displaced persons at the **individual level**, e.g. by providing access to learning opportunities and training, supplies, and legal and counselling support. Very few projects are designed to cover all levels of engagement, whereas many interventions work at both the institutional and the individual level. More sector-specific examples and tendencies from the portfolio are presented in the subsequent sector-specific analysis sections (Chapter 5).

Figure 2: Number of SI "Displaced Persons and Host Countries" projects supporting inclusion at the policy, institutional, and individual levels ("relevant" projects as defined for this analysis)

Policy level
8% of projects

Institutional level
80% of projects

Individual level
62% of projects
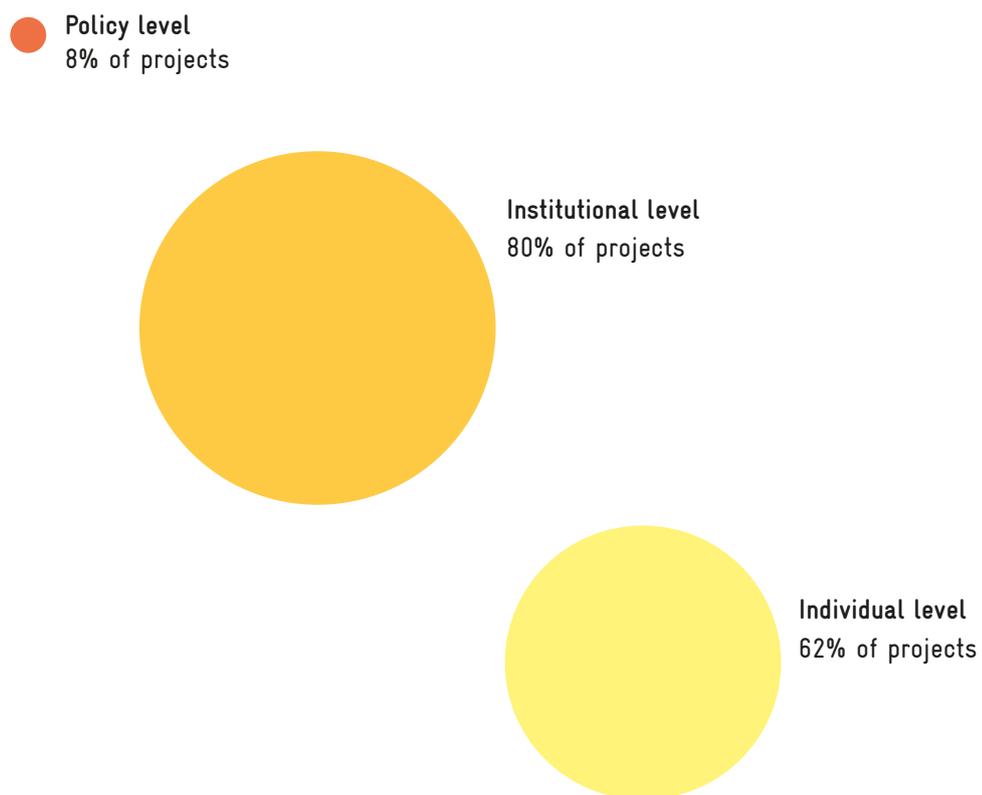
# 5 SECTOR-SPECIFIC ANALYSIS

Having provided an overview of the overarching tendencies concerning inclusion in the SI "Displaced Persons and Host Countries" portfolio, this chapter presents the sector-specific findings of the project screening and learning cases.

While most projects within the SI "Displaced Persons and Host Countries" are **cross-sectoral projects**, there is a focus on the fields of education and livelihoods and employment promotion within the entire SI "Displaced Persons and Host Countries". This also explains the finding that most projects that directly support the inclusion discourse operate in these two sectors. Figure 3 below displays the number of projects promoting inclusion in each sector in relation to the overall number of projects in the respective sectors.

Figure 3: Total number of SI "Displaced Persons and Host Countries" projects in each sector vs. number of relevant SI "Displaced Persons and Host Countries" projects supporting inclusion



Education
54% of projects

Social protection
39% of projects

Livelihoods
and employment
promotion
45% of projects

Health and MHPSS
49% of projects

Infrastructure
(including WASH and energy)
89% of projects

No. of total projects        No. of projects contributing to inclusion
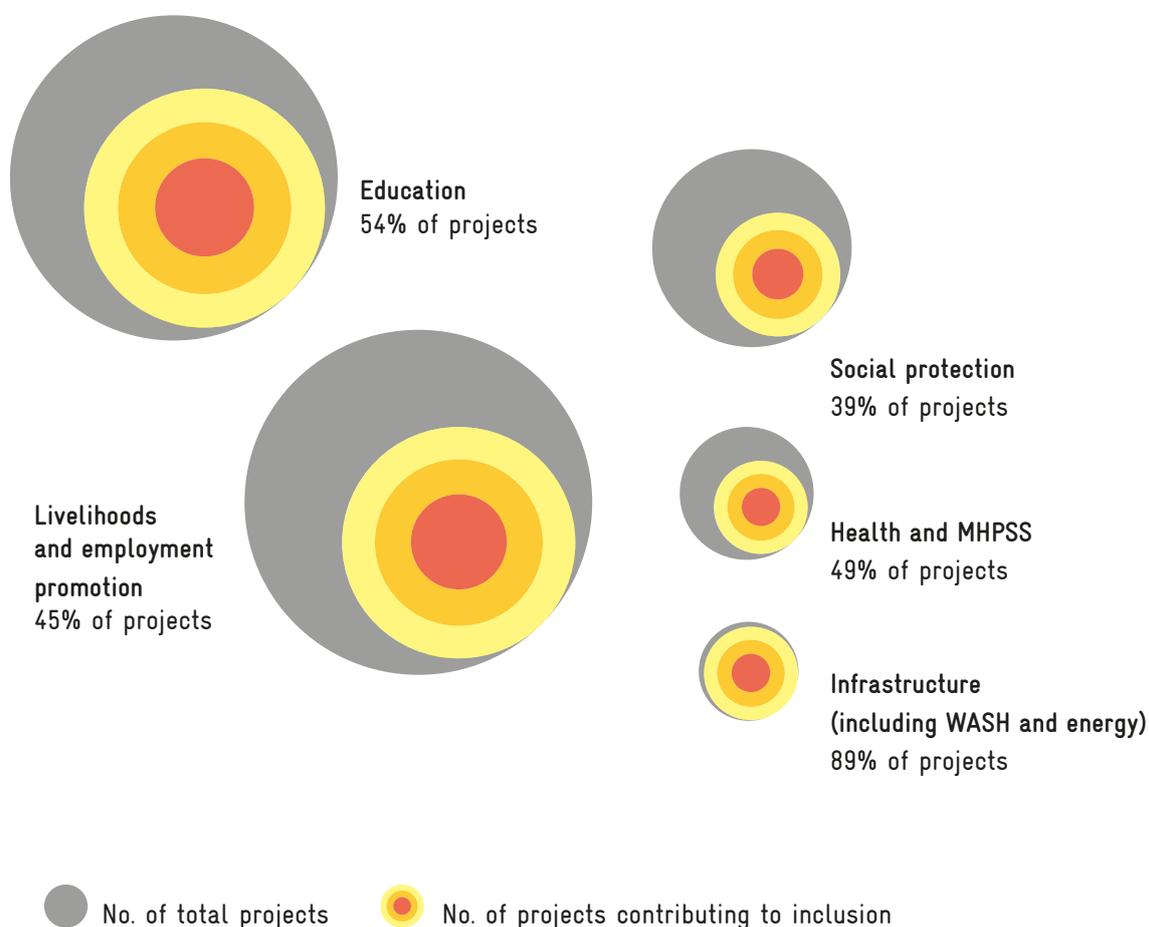
Almost all projects in the infrastructure sector support the inclusion of displaced persons (91% of all projects), compared to about half of the projects in the sectors of education (54%), livelihoods and employment promotion (45%), and health and MHPSS (49%). About 40% of projects promote the inclusion of displaced persons in the social protection sector. The comparably lower share of relevant projects in this field can be explained by the fact that many social protection projects focus on CfW measures, which respond to an urgent and unmet need and mostly do not explicitly aim at long-term inclusion in national systems.

In the following sections, these overall sector-specific findings are discussed. Firstly, existing sector-specific conceptualisations of inclusion in national systems are presented. Secondly, the findings of the project screening on the approaches to strengthen inclusion in the respective sectors are discussed. Finally, the sector-specific analysis chapters are complemented by an overview of the approaches and learnings from the respective learning cases.

## 5.1  Education
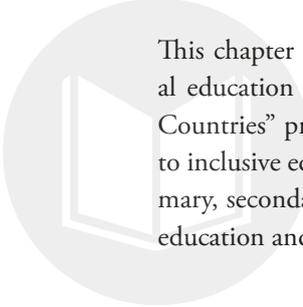
This chapter presents a conceptual introduction to the inclusion of displaced persons in national education systems, the education-specific findings from the SI "Displaced Persons and Host Countries" project screening, and the approaches implemented by the learning case to contribute to inclusive education in Pakistan. Education encompasses early-childhood education, basic or primary, secondary, and tertiary education, including higher education and technical and vocational education and training (TVET).

## 5.2  Conceptual understanding of inclusion in national education systems

Displacement affects education in various ways. It can often cause interrupted schooling for a large number of children, as the locations in which displaced persons settle are often neglected regions with insufficient access to services and (public) infrastructure, including schools (Dryden-Peterson, 2011). "Inclusive education" and "vocational training" refer to the process of strengthening the capacity of the entire public education system at all levels to reach all children and youth. Ensuring that displaced persons have the right and access to accredited quality education in national systems is key for inclusive education (UNHCR, 2021a). This encompasses early-childhood education, basic or primary, secondary, and tertiary education, including higher education and technical and vocational education and training (TVET). Inclusion in the education system aims to overcome "barriers that limit the presence, participation, and achievement of learners" (World Bank, 2020). The inclusion of displaced persons in national education systems, TVET, and higher education programmes helps to ensure that young people develop the relevant cognitive, interpersonal, social, civic, academic, and digital literacy skills needed for the labour market and their economic and social welfare (UNHCR, 2021b).

The continuum of inclusion in national education systems can be defined as follows:
→ **Parallel systems:** Stand-alone education services specifically for displaced communities, separate or only partly aligned to the national education systems in which national peers are schooled. This set-up is often specific to camp settings and is provided and financed through humanitarian aid organisations and other partners.

→ **Alignment:** Harmonisation of non-formal education programmes across implementing partners, with certain elements of curriculum-sharing or co-location of learning. This is appropriate in situations where the legal framework and policy environment is not (yet) conducive to inclusion in national systems. At this stage, non-government schools might also follow national protocols, e.g. concerning host curricula and accreditation, as far as possible.

→ **Partial inclusion:** Access for displaced children and youth to public schools is provided in at least some locations. Partial inclusion requires inclusion at the policy level that recognises the rights of displaced persons to access national education services. Furthermore, it necessitates a re-allocation of funding from parallel/aligned-to-government systems.

→ **Full inclusion:** Displaced persons enjoy equal rights, treatment and recognition in the public education system. This requires, for example, budget allocations within development as well as sector planning at different governance levels (from district to national).

## 5.3  Education in the SI "Displaced Persons and Host Countries"

The SI "Displaced Persons and Host Countries" has 115 projects in the field of education, of which 62 projects were identified as explicitly and comprehensively supporting the inclusion of displaced persons in national education systems. Most of them operate in the MENA region (30 projects) and Africa (19). Three projects in that sector promote inclusion at the policy level, 50 at the institutional level, and 43 at the individual level. Of the 62 projects that support inclusion, 42 projects are ongoing, while 19 have been completed and one is in planning. The following exemplary approaches illustrate the efforts of SI "Displaced Persons and Host Countries" projects to promote inclusive education.

At the **policy level**, approaches within SI "Displaced Persons and Host Countries" projects dedicated to strengthening inclusion in the education system include advising national partners on the establishment of inclusive national education systems and policies and the alignment of parallel education systems (e.g. vocational training curricula). This can support the implementation of national pledges in international forums, such as the Global Refugee Forum. Support by SI "Displaced Persons and Host Countries"  projects at the policy level also includes the strengthening of oversight and monitoring of education provision for displaced and host communities by national Ministries of Education.

At the **institutional level**, projects support the development and adaptation of existing teaching approaches within the national education system to meet the specific needs of displaced children and the development of a tracking system for out-of-school children. The projects also promote capacity-building measures and technical assistance for key stakeholders in the relevant ministries, schools, and education centres to support the implementation of national laws and policies on the inclusion of refugees in the national education system. Institutional measures are targeted at improving planning, coordination, budgeting, and monitoring within the education system, or at tailoring the training of teachers toward the specific needs of displaced children. The activities aim to achieve two additional goals: firstly, to expand and revise TVET training to facilitate the inclusion of displaced persons in the classroom, and secondly, to carry out training on instructional measures (e.g. on inclusive teaching and conflict management) for vocational teachers.

At the **individual level**, the projects directly support displaced persons in accessing quality, formal learning opportunities through the implementation of literacy and numeracy training, bridging classes and accelerated education, the provision of recreational and educational supplies such as learning materials and textbooks, and vocational and job placement training.

## Learning Case: Education Inclusion in Pakistan

The Pakistani government has become increasingly committed to promoting the inclusion of refugees in the national education system.[19] The GIZ project *Strengthening Education and Health Services for Refugees and Host Communities* (11/2020 - 10/2025) aims to improve the access of refugee and host communities to public services in education (and health).[20] The project explicitly focuses on **strengthening the public education system and the equal enrolment and treatment of refugee children** within it. In sum, the project follows a **multi-level approach.** Firstly, it supports the development of education plans at the district level. Secondly, it carries out capacity-development measures for the staff of education authorities, parent-teacher councils, and civil society actors. Lastly, it implements awareness-raising and sensitisation campaigns to reduce school drop-outs. The project's engagement is complemented by other GIZ projects[21] and international organisations' efforts[22] to promote inclusion. Generally, the coordination between international stakeholders is still a work in progress and needs further clarification as regards synergies and responsibilities.

**1.3 million registered refugees hosted in 2022,[18] 99% from Afghanistan. 70,000 IDPs in 2021.**

**Enabling factor:** General **welcoming attitude** towards refugees in Pakistan.

The engagement of these international actors, including GIZ, takes place within framework conditions at the **policy level** that favour the inclusion of Afghan refugees in the public education system. Pakistan is neither party to the *1951 Convention relating to the Status of Refugees/ the 1967 Protocol* nor has it established national legislation and procedures for the protection of refugees.[23] However,

**Enabling factor: Legal access for displaced persons to Pakistan's national education system:** There has been significant progress recently in non-discriminatory policies to support refugees in accessing public schools and attaining accredited education. Pakistan's legal framework thus allows registered Afghan refugees and undocumented Afghans to register at government schools upon presentation of a valid birth certificate (Pakistani ID card needed for exam registration) (Hervé, 2019, p.12; EUAA, 2022, p.73).

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[18] This refers to refugees who have Proof of Residence Cards. There are approximately 880,000 with Afghan Citizen Cards, and it is estimated that there are up to 500,000 unregistered Afghan refugees.

[19] This is in line with the regional Solution Strategy for Afghan Refugees (SSAR) of the governments of Afghanistan, Pakistan, and Iran, as well as UNHCR, for which these countries have established a support platform with one core area of support for Afghan refugees being education (UNHCR, 2021c).

[20] The project is implemented in collaboration with the Commissionerate for Afghan Refugees in the Province Khyber Pakhtunkhwa (CAR KP) under the Ministry of States and Frontier Regions.

[21] For example, *Social Support for Vulnerable Afghan Refugees and Members of the Host Communities.*

[22] This includes UNHCR, UNDP, and the World Bank as important international actors dedicated to promoting the inclusion discourse.

[23] In the absence of this legislation, UNHCR conducts refugee status determination on behalf of the government, which generally accepts the decisions to grant refugee status (UNHCR, n.d.f).

> **Enabling factor:** Inclusion of refugees in the fully costed 5 years plan of the Education Department of Khyber Pakhtunkhwa, which gives policy leverage to all development partners to work with refugees.

the country is part of the relevant regional refugee response plans and strategies.[24] The government has thereby committed to continue providing refugee children with access to national education institutions (UNHCR, 2021c). The country has established a legal framework at the national level in which the inclusion of Afghan refugees is assured and in which displaced persons are legally eligible to be enrolled in public schools (Hervé, 2019, p.12; EUAA, 2022, p.73). In Khyber Pakhtunkhwa, the region in which the project in which the project is implemented, the newest fully funded Education Sector Plan (2020/21 - 2024/25) has been developed. This is the first time that a plan of this kind specifically recognises Afghan refugee children.[25] The project **successfully supported the implementation of this plan through policy guidance at the provincial level** and seeks to support the translation of the provincial plan into other education sector plans at the district level. The project promotes an inclusive approach by advocating for the inclusion of refugees in the district level task forces alongside host community members to jointly develop district education plans.

Despite the existing policy framework, the implementation of an inclusive roadmap for Afghan refugees continues to be challenging at the **institutional level.** Firstly, the public education system in Pakistan is of poor quality and suffers from a shortage of schools and teachers; there are also almost 25 million out-of-school children (EUAA, 2022, p.72; Hervé, 2019, p.16). The increased presence of Afghan refugees within host communities has resulted in intensified pressure on the already overburdened public services and thus a competitive situation between refugees and host communities. An important foundation to ensure evidence-based interventions through the project was an extensive household survey as a baseline assessment on enrolled and out-of-school children in specific school catchment areas. This has proven to directly promote the inclusion discourse by allowing for more focused and

> **Enabling factor:** General **willingness** (or at least indifference) **among national stakeholders** at the policy and technical levels to work on refugee inclusion, as well as the **commitment of UNHCR and development partners** to jointly work on the inclusion.

needs-based interventions for refugee and host-community children. Other contextual challenges are the high turnover of relevant stakeholders at the higher policy and decision-making level (e.g. within the Education Department in Khyber Pakhtunkhwa), the lacking awareness among government officials of refugees' needs, and the high reliance on individuals' commitment. The project has countered these challenges by investing resources in effective and regular communication as well as extensive consultations with government representatives at different levels. A key learning by the project was that **parents present a key entry point to reduce barriers** to (refugee) children's access to education. Therefore, the project has provided capacity development for existing parent-teacher councils, e.g. through training on inclusion and social cohesion. The project also successfully advocated for the inclusion of refugee parents as honorary members of the parent-teacher councils to share refugee children's needs. This has been a significant step towards improving access to education and has already led to more girls being encouraged to go to school.

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[24] The most important regional frameworks are the Solutions Strategy for Afghan Refugees (SSAR), to support voluntary repatriation, sustainable integration and assistance to host countries implemented through the Refugee Affected and Hosting Areas (RAHA) programme; the Support Platform for the Solutions Strategy for Afghan Refugees; and the inter-agency Regional Refugee Preparedness and Response Plan for the Afghan Situation.

[25] The plan refers to Afghan refugees as a direct target group and aims to promote refugee children's access to public schools and the free provision of schoolbooks.

At the **individual level,** parents can be reluctant to send their children, particularly girls, to school due to economic and cultural considerations, as well as poverty. On the one hand, children often contribute to income generation and on the other hand, stationery and school uniforms are often unaffordable. Furthermore, girls are at risk of early marriage and teen pregnancies due to gender-specific socio-cultural norms, while child labour is common for all genders (Education Cannot Wait, n.d.). The levels of refugee enrolment and inclusion are higher in primary than secondary schools. One reason for this is that certain ID documents, which are difficult for unregistered refugees to obtain, are needed to register for the ninth and tenth grades. Another reason is the need to travel longer distances to secondary schools in areas where public transport is lacking or unaffordable. To tackle these challenges and reduce access barriers to secondary-level education, the project has supported the process of exploring how primary schools could **incorporate second-shift middle-school sessions** in areas where secondary schools are not available. This would allow secondary students to study in the afternoon and hereby increase the accessibility for refugee and host community children. Moreover, the project conducts regular awareness raising at the community level and **enrolment campaigns with youth activists.** These have already contributed to an increased number of children being in school. The regular documentation of (gender-specific) needs by the youth activists at the grassroots level is important for advocacy at the school level through the parent-teacher councils and then at the district and provincial levels to further anchor the inclusion discourse at the various institutional levels.

## In a nutshell –
## inclusion in national education systems

→ Inclusion of displaced persons in the education sector refers to the process of ensuring that displaced persons have the possibility to exercise their right and access to quality education at all levels within the national system.

→ Within the SI "Displaced Persons and Host Countries", most projects aim to promote this inclusion at the institutional and individual levels, e.g. through capacity development within education ministries, bureaus, and education facilities on inclusive education systems, bridging classes, and accelerated education for individual displaced persons. At the policy level, this is complemented by advisory services on the inclusion of displaced children in education planning at different governance levels.

→ In the context of the learning case, **key challenges** include the insufficient coordination between international stakeholders, high staff turnover of relevant actors at the higher policy and decision-making levels, and socio-economic factors such as poverty and early marriage that hinder children's and specifically girls' participation in school.

→ Pursuing a multi-level approach has been identified as a **key factor for success** for the case analysis. This comprises support for: the development of education plans at the district level; capacity development measures for education authorities; parent-teacher councils; and sensitisation campaigns to reduce school dropouts among refugees and host communities and girls in particular. Engaging with displaced parents through the parent-teacher councils has been found to be essential in promoting the inclusion of displaced children in public schools.

## 5.2 Livelihoods and employment promotion
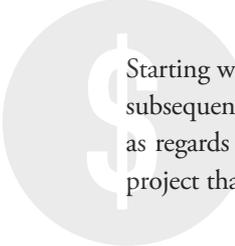
Starting with a conceptual introduction to the economic inclusion of displaced persons, this chapter subsequently presents findings from the SI "Displaced Persons and Host Countries" project screening as regards livelihoods and employment promotion. It also illustrates approaches implemented by a project that aims to foster economic development and inclusion in a refugee hosting area in Kenya.

## Conceptual understanding of inclusion in national economic systems

Increasing livelihoods and employment promotion through economic inclusion is essential for creating long-term perspectives for displaced persons. The inclusion of displaced persons in host countries' labour markets has proven to be especially critical during the initial integration period (UNHCR, 2022a). Generally, economic inclusion refers to the provision of access for displaced persons to labour markets, finance, entrepreneurship, and economic opportunities (UNHCR, 2021b, Ginn et al., 2022). It covers a broad range of economic services that shall be made available for displaced persons, including the creation of income and formal employment opportunities and offering the respective minimum wage. By creating these opportunities for displaced persons, both individuals and households can increase their income and assets. This facilitates their integration into broader economic and community development processes. Increasing market access and linkages to and with the private sector to create decent wage employment opportunities are also part of economic inclusion. A central component of economic inclusion is financial inclusion. This refers to support towards accessing financial services such as loans and credit lines, savings accounts, and payment services, as well as cash-based payments, all of which allow displaced persons to access certain national services (Alliance for Financial Inclusion, 2018). However, most displaced persons, in particular refugees, are excluded from the formal financial sector. For example, recently arrived displaced persons often have no fixed address, which is often a prerequisite for accessing banking services (Pistelli, 2017).

Regardless of the specific focus of the support for economic inclusion, the inclusion continuum can be conceptualised as follows:

→ **Parallel systems:** Stand-alone, parallel self-reliance and livelihood programmes, often developed with a focus on pressing short-term needs and implemented by humanitarian aid agencies and NGOs, adhering to the *Minimum Economic and Recovery Standards* as reference (SEEP, 2017).

→ **Alignment:** Harmonisation of stand-alone systems with national standards and requirements. This often requires a stronger cooperation with the private sector and government actors to ensure that labour market needs are recognised in the skills training that is provided for displaced persons.

→ **Partial inclusion:** Close cooperation between partners and governments to promote the inclusive development of local capacities and livelihoods. At this stage, displaced persons should be encouraged to participate in value chains and market systems through, for example, employment or self-employment. This requires certain national regulations to be adapted to allow displaced persons to access services that support employment and business development (e.g. temporary work permits in companies).

→ **Full inclusion:** All relevant barriers to accessing the national labour market, business support, and financial services are removed from the regulatory frameworks of the national economic system that is hosting the displaced persons. This means that displaced persons must legally obtain the freedom of movement and the freedom to work as well as the permission to own a business, land, and property (UNHCR, 2021b). This gives displaced persons the same rights, access, and participation opportunities for employment, improved livelihoods, and economic development as nationals of the host country.

## Livelihoods and employment promotion in the SI "Displaced Persons and Host Countries"

Overall, 122 SI "Displaced Persons and Host Countries" projects address livelihoods and employment promotion (fully or as part of a larger programme). Of these 122 projects, 55 of them were found to explicitly support inclusion in the project screening. Most of them operate in the MENA region (24 projects) and in Africa (18). Of the projects relevant for this analysis, 38 projects are ongoing, 15 have been completed, and two are in planning. The screening further identified six projects in this sector that explicitly promote inclusion at the policy level, while 43 projects each engage at both the institutional and individual levels. The subsequent paragraph exemplifies approaches that demonstrate efforts within SI "Displaced Persons and Host Countries" projects to promote the economic inclusion of displaced persons.

At the **policy level,** projects aim to support national partners in designing a regulatory framework, including approval criteria for requesting, processing, and issuing work permits for refugees (e.g. the programme support unit based in the Ministry of Labour in Amman, which is financed as part of the cash-for-work and Employment Intensive Investment Programs Coordination in Jordan). With regard to financial services, some of the projects that were found to explicitly promote inclusion aim to facilitate international technical exchange for governments and central banks. The aim is to promote financial inclusion or push for the establishment of an international Financial Inclusion Climate Panel with regulators and representatives of the financial sector, as was the goal of the GIZ project Financial Inclusion for Economic Restart and Integration in Iraq. At the **institutional level,** examples of interventions are capacity-building measures regarding work permits for the Ministry of Labour and the provision of advisory and support services for companies. Finally, projects provide **support to the displaced persons themselves** through "cash-for-work plus" initiatives, which include short-term employment opportunities with further training programmes, financial education measures regarding the use of digital financial services, and information campaigns on digital money transfer services.

## Learning Case: Labour Market Inclusion in Kenya

With a long-standing history of accommodating refugees in the region, the local government of Turkana County in Kenya recognises the significant contribution that refugees make to the economy. It therefore supports their inclusion in development plans and the formal economy. However, neither refugees nor host communities are yet able to fully develop their economic potential and self-reliance in Turkana. Thus, KfW **finances the economic integration and self-reliance of displaced persons and host communities** through the project *Kakuma*

**535,000 refugees and asylum seekers, mostly from Somalia and South Sudan. 190,000 IDPs in 2021.**

*Kalobeyei Challenge Fund (KKCF) – Supporting Private Sector Investments in the Kakuma Refugee-Hosting Area, Kenya* (12/2019–12/2024). The project is executed by the International Finance Corporation (IFC) in cooperation with the Turkana Government, UNHCR, and the Africa Enterprise Challenge Fund. The project focuses on supporting market-orientated solutions to strengthen local markets and explicitly aims to promote private investment and the inclusion of refugees in the local economy. In pursuit of these objectives, the KKCF facilitates the **entry and expansion of medium to large companies** in Kakuma Kalobeyei, provides funding to **scale up micro and small enterprises run by host and refugee community members,** and improves **access to business development services** for people living in the region.

> **Enabling factor:** The **municipalisation of the Kakuma-Kalobeyei region** is an important legal entry point for the economic inclusion of refugees.

The project's efforts in the target region are complemented by and coordinated with the interventions of various other **international stakeholders.**[26] By offering business development services and conducting trainings for small- and medium-sized enterprises and KKCF applicants – and for refugees in particular – GIZ also complements the efforts of KfW.

● The KfW project operates within a difficult policy framework because in terms of efforts and attitudes towards refugee inclusion, there is a discrepancy between the national and local **policy levels.** Due to the reluctance at the national level to significantly contribute to the inclusion discourse, displaced persons face barriers when it comes to things like obtaining identification documents (often issued by UNHCR) or work permits. Although refugees have the legal right to apply for a work permit, they need to travel to Nairobi to apply for it, for which they require a movement pass that is often not granted (Graham & Miller, 2021). In response to these challenges at the policy level, the KKCF provides support to the Turkana County Government through policy and outreach work. Based on a business process mapping report, the **establishment of a business**

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[26] These include UNHCR (a key partner in the implementation of the KKCF), ILO, World Bank, The Netherlands, and other GIZ projects.

**development centre** (the Biashara-Huduma Centre) in Kakuma is supported, where various government services (e.g. the issuing of single business permits or wholesale licenses) will be provided.

> **Enabling factor:** The new Kenyan Refugee Bill provides refugees with the right to engage in formal economic activities and refers to "refugee settlements" as opposed to "camps", which has positive implications for attitudes towards the inclusion of refugees (Refugees InternationaI, 2022).

Furthermore, the KKFC partnered with the IFC Kenya Competitiveness Enhancement Program to develop an investment promotion portal and legal framework to push for the Turkana Investment Promotion Bill. Overall, with the recently passed Kenyan Refugee Bill (2022), the legal access of displaced persons to the formal economy can potentially be improved (Graham & Miller, 2021).

At the **institutional level,** the project focuses on working with the Turkana Government and private sector actors, including international and national for-profit private enterprises and social enterprises, as well as local entrepreneurs and micro-enterprises. The project aims to mitigate the loss of confidence among businesses that have been unsettled by the plans of Kenya's government to close the region's major refugee settlement. Here, the project – together with the governor of the Turkana Government, whose steadfastness was a success factor for these efforts – has **encouraged the private sector** to settle in the region. In the region, financial literacy and knowledge is limited and there is a high level of informality among businesses and jobs. For refugees in particular, it is difficult to operate businesses as they cannot access customers in markets outside of the camps and thus, refugee markets have become saturated with similar businesses (Graham & Miller, 2021). Against this backdrop, the project successfully provides **access to funding** through, for example, grant agreements. It also offers capacity building to the aforementioned private sector actors that operate in various sectors (e.g. renewable energy, agribusiness, financial services, water and sanitation, child- and healthcare) to **scale up their businesses,** following a careful selection process. Furthermore, the project provides support to **facilitate the market entry or expansion of large enterprises** in the areas of pharmaceutics, banking, wholesale foods, and others (KKFC, 2021).

At the **individual level,** both host communities and refugees struggle due to a lack of formal education and a reluctance to enter formal employment. This is especially the case among the residents of the refugee settlement. Reasons for this include bureaucratic hurdles, the fear of losing one's settlement status or facing higher tax expenditures. To convince individuals of the benefits of legal employment contracts, the project incentivises them by **creating new jobs** for displaced and host communities through the new businesses entering the market. The **formalisation of small businesses** is also supported. However, due to the practical barriers that remain, the number of jobs created for refugees is still marginal compared to jobs for host community members. The increasing demand for work permits from the incoming businesses might encourage political decision-makers to simplify the work permit application process for refugees. For refugees and host community members running micro and small businesses, the project promotes access to micro-grants and business development services and has thereby enhanced their entrepreneurial potential to engage in the formal labour market (KKCF, 2021).

## In a nutshell – inclusion in national economic systems

→ The economic inclusion of displaced persons generally refers to the right and access to labour markets, finance, entrepreneurship, and economic opportunities that is granted to displaced persons.

→ Within the SI "Displaced Persons and Host Countries", most projects dedicated to economic inclusion engage at the institutional and individual levels. With regards to the policy and institutional levels, the focus is on the provision of support surrounding work permits, the formalisation of businesses run by displaced and host community members, and sensitisation among private sector actors. Individuals are supported through short-term employment opportunities and further training programmes (e.g. financial literacy).

→ The discrepancy in efforts and attitudes towards inclusion between the national and sub-national policy levels was identified as a **key challenge** for promoting inclusion efforts in the context of the learning case. The reluctance at the national level made it difficult for displaced persons to obtain the necessary identification documents and work permits needed to engage in the formal labour market.

→ However, the commitment from and strong collaboration with the responsible county government to promote economic inclusion has been a **key success factor** for the project. It further exemplifies how broad economic development in refugee-hosting regions can contribute to employment promotion among displaced persons and host communities.

## 5.3 Social protection

This chapter introduces a conceptual understanding of inclusion in national social protection and security systems. It further presents the social protection specific findings from the SI "Displaced Persons and Host Countries" project screening. Finally, a learning case illustrates how access to the national social protection system is strengthened by a project in Turkey.

## Conceptual understanding of inclusion in national social protection and security systems

As a consequence of crisis, conflict, and persecution, displaced persons are often significantly affected by poverty and therefore highly vulnerable. After leaving behind their livelihoods and possessions, building a new existence presents a particular challenge. In many host countries, displaced persons have limited access to resources, services, and the labour market. As a result, they often rely on humanitarian aid, including service provision and income support, to cover their basic needs – especially those who are unable to enter employment due to their age, a disability, or an injury. Against this backdrop, "(with)in both humanitarian aid and development sectors there is growing recognition of the role that social protection can play in reducing poverty and addressing lifecycle risks and vulnerabilities" (UNHCR, 2022c). Social protection can generally be defined as 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" (SPIAC-B, n.d.). This protection can be provided through various instruments ranging, for example, from unemployment, child, and family benefits to maternity protection, or public works programmes that ensure basic income security and access to basic services (ibid.; ILO, 2004). Further elements of social protection are social insurance (e.g. accident, pension, and long-term care insurance, as well as social security in case of illness) and social welfare (e.g. support services for people with physical disabilities).

In displacement settings, social protection measures aim to provide displaced persons with access to basic services fulfilling fundamental rights, social insurance, social welfare, and labour market opportunities. Basic protection in the form of cash transfers or CfW measures ensure a basic income and, in combination with complementary measures in areas such as education, health, and employment promotion, can support the development of longer-term prospects in the host country. Other instruments of social protection include the provision of vouchers and transfer of assets (basic welfare), support services for displaced children (social welfare), or graduation approaches (activating labour market policy). In the face of crisis and acute needs, social protection measures for displaced and host communities are often ad hoc and temporary.

Social protection measures, offered by various non-governmental and governmental actors, can be included to varying degrees in national systems. The continuum of inclusion in social protection systems for displaced persons can be divided into the following categories:
→ **Parallel systems:** Parallel or stand-alone humanitarian assistance in which basic assistance is provided to displaced persons independently of national systems. However, community-based and informal social protection mechanisms can potentially link displaced and host populations.
→ **Alignment:** Stand-alone measures that are aligned with existing or future government social protection programmes (e.g. a cash transfer programme that mirrors existing government programmes in terms of design) provide complementary services in specific areas that are underserved by national delivery.

→ **Piggybacking/partial inclusion:** Combination of stand-alone measures and collaboration with national systems to provide support services. This partial inclusion is often based on a transition and referral plan that has identified entry points into national social protection programmes. Here, two important aspects are the adaption of government social assistance delivery programmes to include displaced persons and the promotion of inclusion in social registry and ID processes.

→ **Full inclusion:** Complete service provision through national systems with displaced persons being an equal target group to national citizens. Approaches such as horizontal or vertical expansion[27] and technical solutions[28] are applied (Seyfert et al., 2019). Full inclusion requires equal rights and access to basic social protection services, social insurances, and labour market interventions. It further encompasses a transition from non-contributory social assistance via public and private labour market interventions to contributory health and workplace benefits, where available.

Social protection encompasses the (further) development of solidarity-based systems for financing, good healthcare, and the expansion of public employment programmes (GIZ, n.d.). Therefore, it needs to be considered as a **cross-sectoral topic**, to some extent. Due to interlinkages with other sectors, such as livelihoods and employment promotion, health, and education, it can be difficult to exclusively assign certain approaches to one sector.

## Social Protection in the SI "Displaced Persons and Host Countries"

Overall, around 70 SI "Displaced Persons and Host Countries" projects operate in the social protection sector. The majority of projects focus on implementing instruments of social protection, rather than on including displaced people in national systems. This is partly due to the fact that in many partner countries, social protection systems are nascent and often do not adequately cover the protection needs of their own citizens. Ensuring the inclusion of refugees in these systems usually requires lengthy governance processes, as well as structural support at the national level. 27 projects explicitly support the inclusion of displaced persons in national systems. 21 of them operating in Africa and the MENA region and the rest in Asia and Latin America and the Caribbean. Overall, 19 of the 27 relevant projects are ongoing and eight have been completed. Concerning the level of engagement, one social protection project promotes inclusion at the policy, 23 at the institutional, and 17 at the individual level. The following approaches illustrate exemplary efforts of projects within the SI "Displaced Persons and Host Countries" to promote the inclusion of displaced persons in national social protection systems.

As identified in the project screening, one SI "Displaced Persons and Host Countries" project – the KfW project implemented by UNICEF, *Support for refugees in the host countries of the Syria crisis Phase VI* – explicitly works at the **policy level**. It provides advice to the Government of Iraq and thereby supports the development of a national policy for children at risk. At the **institutional level**, projects focus, for example, on capacity-building measures for social workers and community centres, as well as on supporting the formalisation of informal jobs through, firstly, the registration of micro enterprises or of one-stop-shop services and, secondly, the reimbursement of social security contributions and work permit costs to employers. These examples show the close interlinkages with projects in the field of livelihoods and employment promotion. At the **individual level**, the projects aim to

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[27] These vertical expansion describes the temporary increase in value or duration of benefits for existing beneficiaries. Horizontal expansion refers to temporarily increasing the number of beneficiaries in social protection programmes (Seyfert et al., 2019).

[28] This refers to making adjustments to the design of routine social protection programmes (Seyfert et al., 2019).

support the inclusion of displaced persons in national social protection systems by providing direct financial support to displaced persons that covers the cost of government services within the social protection system, such as social security contributions, as well as registration in the social registry.



## Learning Case: Social Protection Inclusion in Turkey

For over a decade, Syrians have been finding refuge from their country's civil war in Turkey. Since it is not foreseeable that Syrians will be reintegrated into their homeland under Temporary Protection, the support offered to them has increasingly become aimed at long-term integration into life in Turkey. However, the large-scale increase in the number of Syrian refugees poses significant challenges to their inclusion in the labour market and social security system. As the status of Syrians under Temporary Protection does not automatically guarantee access to the formal labour market, 80 – 95%

> 3.7 million Syrian refugees, plus 320,000 refugees and asylum seekers from other countries, such as Afghanistan and Iraq. 1.1 million IDPs in 2021.

of the Syrian workforce in Turkey are engaged in informal employment. The KfW project *Promoting Decent Work for Syrians under Temporary Protection and Turkish Citizens* (12/2018 – 06/2023) is implemented by the ILO in close coordination with the Ministry of Labour and Social Security, the Social Security Institution, and local partners. The project provides Syrians under Temporary Protection and disadvantaged Turkish citizens in host communities with access to the formal labour market to

> **Enabling factor:** The **legal status of** Syrian refugees facilitates their inclusion in formal systems, compared to refugees with a different status.

alleviate their financial plight and open up the possibility of self-sufficiency. In line with SDG 8 and the LNOB principle, the ILO does not define inclusion based on nationality or a person's status but rather seeks to provide decent work for all. The project is comprised of three components: qualification measures for formal employment, the registration of micro enterprises, and the **reimbursement of work permit costs and social security contributions** for Syrians under Temporary Protection. Social protection is understood as an integral element of decent work and is therefore deeply embedded in all project components. However, the third component presents the most direct contribution to inclusion in national social protection systems. This case also illustrates **close interlinkages between inclusion in the formal economy and the social protection system.** As international organisations, working groups, and donors[29] have intensified their cooperation in the context of displacement in Turkey, the project's interventions are well coordinated with the efforts of other stakeholders. Having shared responsibility among different key actors is one of the success factors of the project.

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[29] Including different governments' institutions, the European Union, UNHCR, UNDP, Red Cross, and 3RP Syria Response Group, among others (UNDP & UNHCR, 2022).

As the project implemented by the ILO in Turkey has no mandate to directly influence **policymaking,** it mostly operates at the institutional and individual levels. However, the ILO directly works with the Turkish government and Ministry of Labour on promoting access to decent work opportunities and the formalisation of informal jobs. Prior to its implementation, the project held specific **consultation meetings with the Social Security Institution** on how to enable access to formal employment, especially for female workers, and gathered gender-specific data from beneficiaries to understand what is working and what is not. By informing the government about the challenges in the labour market for both displaced persons and host communities, the project has an indirect influence at the policy level.

> **Enabling factor:** The **national social security law** in Turkey applies to all workers in formal employment including displaced persons and host communities.

At the **institutional level,** the project cooperates mostly with private sector actors. Furthermore, the project closely collaborates with the Social Security Institution and thereby ensures the sustainability of the implemented social protection measures at that engagement level. One of the key challenges that the project faces concerning its efforts to include more displaced persons in the formal labour market and social protection is the *Emergency Social Safety Net* (ESSN). The ESSN was established by European Union funds with the intention of providing Syrians under Temporary Protection with financial support, access to health insurance, and an accelerated work permit process. However, once a family member from an ESSN-supported household takes on a formal job, the benefits for the whole household are reduced. This has discouraged many Syrians under Temporary Protection from taking up formal employment. Yet, the high level of informal employment not only leads to the minimum wage not being paid but also results in social standards and workplace regulations being disregarded. To respond to these challenges and other developments, such as the high inflation rate, the project has worked with the Social Security Institution and employers on the transition to formality. A focus was placed on micro enterprises and small- and medium-sized enterprises, where the informality rates are the highest. A key contribution of the project to the inclusion of displaced persons is that it **covers the cost of employee work permits and social security contributions** for up to six months – which has an institutional and individual dimension. Moreover, through the **establishment of information centres,** small- and medium-sized enterprises receive free advice and consultation services on the benefits of formalisation and all the relevant processes that come with it. Here, the project provides micro-businesses and SMEs (MSMEs) with guidance on the rules and regulations and steps to formalise their businesses, in both Turkish and Arabic. This is done via local offices of the Chamber of Craftsmen and Tradesmen. **Capacity-development** measures and **information events for employers' organisations, the staff of the information centres, and the Social Security Institution** are important aspects of the project's work on promoting inclusion at the institutional level.

> **Enabling factor:** Due to the extreme shortage of labour in the semi- and low-skilled workforces, the majority of Turkish employers have an **open attitude towards hiring Syrians under Temporary Protection and other displaced persons.**

Finally, the project also promotes inclusion in national social protection systems at the **individual level**. Many jobseekers or informal employees, particularly women, are not aware of the benefits of entering the formal labour market due to a lack of language skills and knowledge of required processes. Therefore, the project has successfully developed skills

through its tailor-made, work-based-learning programme. The worked-based learning element of the project is implemented via partners in local municipalities and chambers of industry who have good cooperation with the local private sector and understand their labour market needs. Both at the individual and the institutional level, the project aims to **raise awareness** among relevant institutions and individuals **on the socio-economic benefits** of the national social protection system and formal labour market. To do this, the project complements its social protection measures with skills development for the jobseekers that matches the needs of the employers. Furthermore, the project came up with a tailor-made incentive scheme that considers the individual needs of the different target groups, as well as gender-sensitive approaches. Women, for example, are made aware of social benefits such as maternity leave to further motivate them to pursue a formal job.

## In a nutshell –
## inclusion in national social protection systems

→ The inclusion of displaced persons in the social protection system describes protecting them against poverty, vulnerability, and social exclusion through the host country's system of social assistance, social welfare, and social insurance, as well as through activating labour market policies. Depending on the host country's system, this may include provision of unemployment, child, and family benefits, social and health insurances, maternity protection, pensions, or social welfare programmes.

→ Most SI "Displaced Persons and Host Countries" projects aim to promote this inclusion at the institutional level, e.g. through capacity-building measures for social workers and community centres or the registration of one-stop-shop services and micro enterprises. At the individual level, projects support the registration of displaced persons in the social registry.

→ The key challenge for inclusion efforts within the examined learning case has been the conditions around the support that displaced persons received within the Emergency Social Safety Net (ESSN) in Turkey, the conditions of which have partially discouraged Syrians under Temporary Protection to take up formal employment.

→ One of the project's key contributions to the inclusion of refugees in the national social protection system has been the cost coverage of work permits and social security contributions, which has positive effects at both the individual and institutional levels. A success factor for the project was the effective cooperation between the ILO, the Social Security Institution, and the private sector. Complementing the social protection measures with skills development for jobseekers that matches the needs of employers has been a factor for success in terms of including displaced persons in the formal labour market. Moreover, the gender-sensitive approach was identified as key for success – it increased awareness of the social benefits of formal jobs, particularly for women.

## 5.4 Health and MHPSS

In the following sections, an introduction to inclusion in national health systems will be provided, followed by health-specific findings from the SI "Displaced Persons and Host Countries" project screening. These are complemented with learnings from two projects: one focusing on psychosocial support for refugees and host communities in Jordan and the other on improved health access for IDPs and local populations in Yemen.

## Conceptual understanding of inclusion in national health systems

A history of displacement can make people more vulnerable and affect all aspects of their health. Experiences of conflict and displacement are often correlated with physical harm, such as conflict-related injuries, or violence, as well as malnutrition. This can be the case at any stage of displacement. Furthermore, conflict and displacement correlate with psychological and psychosocial distress caused by the loss of relatives and friends, a lost sense of belonging, and a lack of control, autonomy, and stability within host communities. Furthermore, refugees and IDPs are at higher risk of experiencing poverty, discrimination, and uncertainty regarding what the future holds. This may lead to heightened anxiety, depression, and substance use.

Additionally, displaced women (all self-identifying women), girls, and lesbian, gay, bisexual, trans, queer, intersex, und asexual (LGBTQIA*) persons are at particular risk for gender-based violence due to their sexual orientation, gender identity, gender expression, and sex characteristics, similar to LGBTQIA* people among the host population (WHO, 2022). Moreover, there is a high ratio of children among refugees (41% in 2021, UNHCR, 2022a), who need regular check-ups and treatments, such as vaccinations. Also, regular medical check-ups for antenatal and postnatal care, as well as childbirth, are needed. Moreover, there is a high risk for those who suffer from pre-existing illnesses or disabilities and lost access to care during displacement. Overall, displaced persons have extensive needs in terms of accessing health services, including preventive care and treatment for physical and mental health issues. The specific needs of displaced persons have implications for their overall inclusion in national health systems because certain services that address the health needs of displaced persons might have to be introduced to the system or adapted to the specific needs of the target groups (GIZ, 2018).

Displaced persons need to be included in existing health systems, plans, and policies by national governments to the largest possible extent. This encompasses the inclusion in national mental health and psychosocial support[30] (MHPSS) plans and policies, access to sexual and reproductive health services, and access to services relating to the prevention of infectious diseases, such as COVID-19 (UNHCR, n.d.b; GIZ, 2018).

One overarching challenge in this sector is that in many countries, the health services outlined above – especially tertiary healthcare and mental health care – are not or are only partially available for all population groups. Aside from public health services, other key service providers in the health sector include the Red Cross, Red Crescent, private healthcare providers, and civil society organisations. Although these actors are not part of the public health system, they are crucial in terms of keeping healthcare systems functioning. Like in other sectors, the inclusion continuum in the health sector ranges from parallel systems to full inclusion:

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[30] MHPSS describes measures that aim to preserve and improve mental health or psychosocial wellbeing (GIZ, 2018).

→ **Parallel systems:** Stand-alone systems that do not foresee the use of national health services. These are mainly offered by humanitarian actors. These systems are important in contexts where there is no specific reference to displaced persons in relevant policy documents or refugees are explicitly excluded.

→ **Alignment:** Provision of health services by humanitarian or other non-governmental actors that are in line with national health protocols. Here, it is possible for displaced persons to be referred to dedicated national hospitals for certain types of treatment.

→ **Partial inclusion:** Partial recognition of displaced persons' needs in national policies, strategies, and services. This facilitates access to national services for specific groups (e.g. children under five and pregnant women) and/or to specific government health programmes (e.g. malaria control). Certain barriers persist, though. For example, refugees may still be charged the same rates as foreign nationals to access health services, which are often unaffordable.

→ **Full inclusion:** Explicit references to displaced persons in national policies and full and equal access to national services provided through the Ministry of Health, including primary, secondary, and tertiary healthcare.[31] This includes equal conditions regarding costs, eligibility for social health protection schemes, and services that can meet the needs of both the displaced and the host communities (UNHCR, 2021e). This requires the allocation of appropriate budgets at all necessary governance levels.

## Health in the SI "Displaced Persons and Host Countries"

Within the SI "Displaced Persons and Host Countries", there are 47 projects in total that engage in the health and MHPSS sector, of which 23 projects explicitly promote the inclusion of displaced persons. Most projects operate in the MENA region (ten projects) and Africa (five). Almost two-thirds of projects (15) are ongoing, and one third of projects (eight) have been completed. Concerning the levels of engagement, none of the projects were found to explicitly promote inclusion at the policy level, while 18 work at the institutional and 17 at the individual level. The following section presents some exemplary approaches of SI "Displaced Persons and Host Countries" projects to promote inclusion in public health systems.

At the **institutional level**, common activities are capacity development and qualification measures for health directorates, doctors, midwives, counsellors, and health workers, and supporting the development of culturally appropriate psychotherapeutic and psychosocial approaches for displaced persons. At the **individual level**, projects directly provide health services, such as psychosocial support measures or guidance, to displaced persons and offer scholarships for refugee professionals to attend trainings in the fields of mental health, psychosocial support, and reproductive and mother-and-child health (e.g. in the GIZ project *Supporting the employment of Syrian staff in the Turkish health sector).*

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[31] Primary healthcare refers to basic healthcare services; secondary healthcare includes specialist support, e.g. from cardiologists or dermatologists; tertiary healthcare describes advanced medical procedures, e.g. major surgeries, transplants, or long-term medical care management (FrontEnders, 2018).
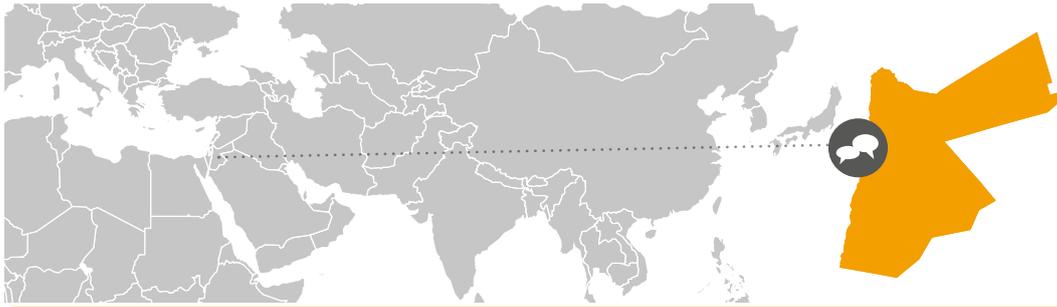
## Learning Case: MHPSS Inclusion in Jordan

Following an increase in the number of refugees over the last years due to the conflicts in Iraq and Syria, the government of Jordan has been implementing a restrictive refugee policy to prevent an overburdening of national systems. This hampers the inclusion of refugees in Jordan's society and national systems. The GIZ project *Psychosocial Support and Trauma Work in Jordan* (01/2017–04/2023) aims to improve the psychosocial care provided to the population by state and civil society actors together with the Ministry of Health, following up on the HELP/Charité Project. The project refers to inclusion as the consideration of groups with specific MHPSS needs, such as refugees, women who have experienced violence, and persons with disabilities. It considers the provision of improved access to state social and health services as an integral element in the successful inclusion of refugees and social cohesion. However, the inclusion of displaced persons in the (mental) health system is not paramount to this project because a prerequisite thereof is the general recognition and inclusion of MHPSS services in the national health system for all population groups (see Text box 3).

> 761,580 refugees and asylum seekers hosted in 2022, 89% from Syria. 138 IDPs in 2020.

> **Enabling factor:** A **positive attitude** from the host communities towards refugees.

**Text box 3: Strenghthening MHPSS services as part of the national health system**

The importance of psychosocial interventions that can work through the distress related to displacement experiences, and prevent or mitigate family and social tensions, is being increasingly recognised within Jordan's health system. Nonetheless, psychosocial support measures are mainly offered by humanitarian organisations, with the government not actively strengthening the access to these services. Providing displaced persons with access to MHPSS services is particularly challenging since mental health services themselves are not seen as a priority within the national health system. Therefore, efforts to include displaced persons in the national (mental) health system are twofold, involving – on the one hand – working towards the availability of comprehensive MHPSS services as part of the health system and – on the other – making these services available to both host and displaced communities.

Overall, the project successfully builds up competencies and capacities to facilitate the implementation of a culturally appropriate and sensitive approach to psychosocial care in the Jordanian health system. It also carries out practice-based qualification measures for social workers, psychologists, doctors, and other health workers. The project **has various synergies and cooperations with international health organisations, NGOs, UNHCR, and other development actors.**[32] The project further benefits from being complemented by a regional GIZ MHPSS project – *Psychosocial Support for Syrian and Iraqi refugees and IDP* – that contributes to knowledge management, informs MHPSS policies, and pilots MHPSS approaches, such as staff care, remote MHPSS services, family-centred approaches, and suicide prevention. However, stakeholder coordination must be improved. Some efforts by relevant stakeholders were found to be helpful and were duplicated by others, such as some research studies. Other lessons learnt do not reach Arabic-speaking service providers in the communities, revealing a lack of good communication between different actors. The project has successfully **reduced this knowledge and coordination gap** by bringing governmental actors, NGOs, community-based organisations, and other health actors together through dialogue events.

When looking at the **policy framework** in which the project operates, the Jordanian legislation does not reflect efforts to create access for refugees to national services. However, in the health sector, registered refugees are legally treated like non-insured Jordanian citizens. Displaced persons have to pay the respective fee to be able to access primary, secondary, and some tertiary healthcare services in public health centres and hospitals (UNHCR, n.d.c; World Bank, 2022). Providing refugees with access to general health services is thus easier than the inclusion efforts in other sectors. MHPSS, as an important aspect of health, is mentioned in various policies, action plans, and response plans in Jordan.[33] Against this backdrop, the project aims, on the one hand, to better integrate MHPSS services into the overall national health system. On the other hand, it seeks to make services accessible to both refugees and host communities. Hence, at the policy level, the project **supports the establishment and realisation of a strategy and** *Health and Substance Use Action Plan.* Through interdisciplinary dialogue events at all levels of engagement, the project has incorporated cultural, gender, and conflict sensitivity into the overall approach to psychosocial care within Jordan's health system. These measures have been important for countering violent discharges of social tensions between displaced persons and host communities, but also within different refugee groups. Moreover, they were found to facilitate access to MHPSS services for women, who face higher entry barriers to mental health services in the Jordanian context.

Generally, Jordan's health sector suffers from a lack of skilled and qualified professionals trained in providing psychosocial care in a culturally appropriate and gender- and conflict-sensitive manner. The few qualified psychiatrists in Jordan have a clinical medical understanding of mental health, with the main treatment method being psychopharmaceuticals. Therefore, the project works at the **institutional level** to better qualify personnel in the health sector. This includes **qualification measures for health workers** to gain psychosocial competencies, with a special focus on services for women who have experienced violence, and information and services for children and youth or their parents. Also, the project has been successfully collaborating with universities to **develop and implement a postgraduate course for skills in psychosocial support within a refugee context**. Moreover, the project has developed a qualification concept

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[32] Cooperation partners include International Medical Corps, WHO, Save the Children, and other organisations. The first two partners in this list co-chair a MHPSS Working Group to coordinate stakeholder's activities in that field (WHO, 2020).

[33] Ministry of Health National Strategic Health Plan (2018–2022), Health Sector Reform (2018–2022), National Strategy for Health Sector in Jordan (2016–2020) (WHO, 2020); National Mental Health Policy; National Mental Health and Substance Use Action Plan (2018–2021), Jordan Response Plan for the Syrian Crisis 2020–2022 (WHO, 2020).

for skilled personnel at the community level in order to implement a referral system. Additionally it supported staff-care and self-care measures at the ministry level and in three health centres. In these three health centres, the project has further developed a strategy to improve psychosocial care, also involving the local health directorates.

At the **individual level**, there is still a strong stigma surrounding mental health, which often prevents refugees and host communities from requesting and accessing MHPSS services. Cultural and gender norms aggravate stigma and, for refugees, present an even bigger hurdle in terms of accessing MHPSS services than is the case for the local population. Some women, for example, do not leave the house on their own – for various reasons, such as out of fear of being assaulted. They therefore cannot access these services independently. Furthermore, refugees reside in both urban areas and refugee camps. For those living in camps, the transportation costs to reach the public health centres present an additional challenge that prevents them from accessing MHPSS services outside the camps. In response to these challenges, the project implements skill-development measures, such as training in psychosocial counselling, in community committees and community-based organisations. This approach has enabled local actors to reduce the stigma surrounding mental health and foster an openness towards mental health among the target groups in the communities. The project thereby connects efforts at the individual and institutional levels. Awareness raising is further achieved through cooperation and interaction with NGOs, community-based organisations, health institutions, and communities, and through the development of peer groups among health care staff that are focused on self-care. In addition to Syrian refugees, Jordanian communities also host refugees from Afghanistan, Iraq, Yemen, and Sudan, as well as migrants from various countries, including the Philippines and Sri Lanka. Oftentimes, the services offered by development actors do not take these groups into consideration. In addition to this, the project has started to support service providers from health centres and community-based organisations to offer psychosocial support to children and youth as they are often particularly impacted by the displacement-related experiences. To strengthen these approaches and coordination among relevant actors, the project encourages meetings between professionals and the Ministry of Health to facilitate an exchange of information and learnings.

## Learning Case: Health Inclusion in Yemen

While Yemen has a long history of internal displacement, the **displacement situation** has become **increasingly protracted**, with many IDPs facing repeated and cyclical displacement due to a combination of conflict and disaster, charged relations between displaced and hosting communities, and a deteriorated humanitarian and economic situation. At the same time, the situation for the whole of Yemen is precarious, with a lot of destroyed infrastructure and many collapsed services (UNHCR 2020; IDMC, 2022). In this context, the GIZ project

95,815 refugees hosted in 2021, mainly from Somalia and Ethiopia. 4.3 million IDPs in 2021.

Improving Access to Basic Social Services for Internally Displaced Persons (IDPs) and the Local Population in Yemen (2016–2024) strives to improve access to healthcare, water, sanitation, and other basic social services for IDPs and host communities alike. Due to the particular set-up in Yemen,[34] – the project mainly works with the local civil society and public institutions – most of the project interventions take place outside of IDP camps. To summarise, the project **rebuilds and rehabilitates infrastructure for health, water, and basic social services**, conducts **inclusive capacity-development measures**, and carries out **awareness-raising campaigns on WASH and health measures**. The project has been heavily involved in coordinating the collaboration between various relevant international actors [35] in Yemen. This increased coordination between development and humanitarian actors (e.g. in the area of the rehabilitation of health clinics) is advantageous in terms of the HDP nexus.

● Currently, there is no national sector strategy or national 2030 Agenda. However, the project is aligned with the overarching SDGs, especially SDGs 1, 3, 5, 6, 10, and 16. Due to the nature of SI "Displaced Persons and Host Countries" projects and the complexity of the political landscape, an engagement at the **policy level** is not foreseen for the time being. Generally, IDPs do enjoy the same rights as locally registered Yemenites and equal

**Enabling factor: High buy-in from local authorities** and acceptance within society to promote IDP inclusion in national health services.

access to public services, which benefits the inclusion efforts of the project. This has also provided a good foundation for the effective coordination of the project with the local authorities.

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[34] For example, the majority of IDPs in Yemen reside within their home areas, due to family connections, and are often "absorbed" by the community. While this family network can be advantageous, the taking in of displaced family members can also place an additional burden on the family's resources (IDMC, 2019).

[35] The project successfully uses various synergies with KfW and other GIZ projects, e.g. the regional GIZ project *Psychosocial support for Syrian/Iraqi refugees and internally displaced people.*

At the **institutional level**, the project has addressed several inclusion-related challenges. The conflict has led to largely dysfunctional governance structures, destroyed infrastructure, and thus inadequate basic service provision for IDPs and the local population. As an example, many government-run health centres have limited capacity to provide primary healthcare and transferal to hospitals for full secondary and tertiary healthcare. In its first phase, the project successfully contributed **to (re-)building health and WASH infrastructure** and implemented smaller-scale capacity-development measures benefitting IDPs and host communities alike. In the new phase of the project, and building on its successes, the project continues to (re-)build and rehabilitate infrastructure at the institutional level, but now places a **stronger emphasis on the inclusive capacity development of partners, institutional set-ups, and target groups**. In return for the rehabilitation, the centres agreed to offer free health services for IDPs and marginalised local population groups. This directly benefits the inclusion of IDPs in the public health system. The access to and quality of healthcare services for these groups is further facilitated through the joint capacity development of voluntary community health workers and medical staff (e.g. through vaccinations and treatment of chronically malnourished patients).

The **cross-sectoral approach** of the project covering health, WASH, and social services creates the flexibility to address the specific needs of the target groups as well as the changing context conditions. This has been identified as another of the project's success factors. Furthermore, this approach minimises the risk for silo thinking.

While many Yemenis are thought to favour the inclusion of IDPs, certain issues continue to hinder the realisation of IDPs' rights, namely the extreme fragility of the country's infrastructure, its weak legal system, and socio-cultural norms and practices. These factors also lead to particularly high protection risks for women, children, the elderly, persons with disabilities, and other marginalised groups, like the Muhamasheen, who have Yemeni citizenship but mostly live in camps, separated from other Yemeni communities (UNHCR,2020a). These factors highlight the need for the de facto inclusion of all IDPs in the health system. In response to this, the project applies **participatory approaches** to promote the inclusion of IDPs in the health system, involving both IDPs and host communities equally in the design and implementation of activities. The project also seeks to achieve equal group representation among the trainers and facilitators of activities, as well as among participants. First, the project conducts **awareness-raising campaigns** (e.g. on hygiene, handwashing, COVID-19 prevention) with both IDPs and the local population. Second, the project applies a mix of tools, ranging from in-depth needs assessments of specifically marginalised groups to engaging representatives of vulnerable groups as facilitators (following the Training of Trainers approach) or attempting to formally install them in local management committees. Third, the project conducts **capacity development at the individual level** through, for example, trainings for women on henna and for men on solar batteries. A culturally sensitive approach is key to upholding ownership and not risking losing the approval of local authorities. All these approaches benefit the social interaction of the different population groups and contribute to social cohesion. The project thereby responds to intergroup tensions rooted in competition over limited resources and the perception of an unequal service delivery, particularly around camps. One of the project's success factors is the **regular exchange and communication with the local administration, the local elders**, and other representatives of the target group.

# In a nutshell –
# inclusion in national health systems

→ Inclusion in the public health system refers to providing all displaced personswith the right and equal access to all physical and mental health services.

→ Most SI "Displaced Persons and Host Countries" projects aim to promote this inclusion at the institutional and individual levels. At the institutional level this is achieved, for example, through qualification measures for health directorates, doctors, midwives, counsellors, and health workers, as well as through supporting the development of culturally appropriate psychotherapeutic and psychosocial approaches for displaced persons. At the individual level, certain health services (e.g. psychosocial support) are provided directly to displaced persons, and awareness-raising campaigns on different aspects of health are conducted within the communities.

→ International stakeholder coordination has been both a **challenge and a success factor** within the two learning cases. The lack of coordination and synergies among stakeholders in Jordan has been addressed by the project through dialogue events with governmental actors, NGOs, community-based organisations, and other relevant actors. In Yemen, the increasing collaboration between international actors working in the humanitarian and developmental fields has been identified as critical for the success of the project, and progress has been made in this respect.

→ Within both learning cases, a consistent application of the integrative approach of equally supporting displaced and host communities has been important in promoting the inclusion of refugees and IDPs. This has generated societal and institutional acceptance for the inclusion efforts and fostered social cohesion among the groups. In the Jordanian case, conducting skill-development measures for psychosocial counselling in community committees and community-based organisations has been a suitable approach. In the case of Yemen, the high buy-in from local authorities and acceptance in society are enabling factors for the promotion of IDP inclusion in national health services. Other **success factors** have been the emphasis on the inclusive capacity development of partners and institutional set-ups and the project's cross-sectoral approach, which covers several sectors, including health, WASH, and social services, creating flexibility and minimising the risk for silo thinking.

## 5.5 Infrastructure: WASH and energy

This final sector-specific chapter presents definitions on inclusion in infrastructure systems, with a focus on the sub-fields of WASH and energy. Subsequently, the sector-specific findings from the SI "Displaced Persons and Host Countries" project screening will be presented. Finally, two learning cases from Uganda will be discussed that provide insight into project approaches to promote the inclusion of displaced persons in national WASH and energy systems.

## Conceptual understanding of inclusion in infrastructure systems – focus on WASH and energy

Access to different infrastructure systems is fundamental to promoting the socio-economic inclusion of displaced persons and thus their self-reliance (Ringelé, 2021). The inclusion of displaced persons in infrastructure systems refers to various services, including access to water, energy, housing, road systems, waste management, and public social infrastructure (see Text box 4 for details). This analysis focuses on the sub-fields of water, sanitation, and hygiene (WASH) and energy within the infrastructure sector.

**Text box 4: Inclusion in other infrastructure systems**

Inclusion of displaced persons is also important in other infrastructure dimensions. Access to housing, land, and property is fundamental for the socio-economic inclusion of displaced persons. This includes the right and ability of displaced persons to rent, buy, and build housing spaces and property on a par with national citizens. It further refers to the development and application of non-discriminatory housing policies. Inclusive urban planning, in which displaced and host communities participate in planning processes, is important in this respect as well (OECD et al., 2021, p.9). Another aspect of inclusive infrastructure is public space. This encompasses parks, pedestrian areas, markets, streets, plazas, community centres, recreational facilities, and playgrounds. These spaces are important because they enable positive contact, communication, and social interaction, which potentially supports inclusion and social cohesion (ibid.). An example of promoting inclusion in public infrastructure systems is the KfW project *Employment Promotion Through Labour-intensive Infrastructure Measures in Lebanon* (Phase I and II). The project combines employment promotion activities with infrastructure measures, including road rehabilitation, the installation and rehabilitation of sewage networks, forest maintenance, and improvements to public social infrastructure, such as gardens and playgrounds. All facilities and services are made available to both refugees and host communities.

## WASH

Access to clean drinking water and a hygienic sewage system are human rights and basic human needs. Insufficient sewage systems and poor hygiene pose major health risks, especially for populations in displacement settings who are already vulnerable. The inclusion of displaced persons in national WASH systems is important to ensure they have access to basic water services. This requires, among other things, access to safe drinking water, as well as access to and maintenance of sanitation and hygiene facilities. The inclusion continuum in the WASH sector can be defined as follows:

→ **Parallel systems:** Provision of potable water and sanitation that meet minimum service provision standards, often facilitated and funded by humanitarian actors. These parallel WASH interventions often consider existing national contingency plans.

→ **Alignment:** Harmonisation of WASH services provided by humanitarian actors and national structures. WASH coordination mechanisms are important to ensure that the interventions are in line with the general humanitarian priorities of the country. Joint hygiene promotion for displaced and host communities is a way of promoting harmonised WASH interventions at the community level. Aligning parallel WASH structures with existing national crisis plans and approaches, and coordinating with governmental partners on issues such as joint water management bodies and suppliers, are relevant aspects at this stage.

→ **Partial inclusion:** Integrating certain aspects of the WASH infrastructure into national structures (e.g. sewage systems), including the handover of certain responsibilities to national authorities.

→ **Full inclusion:** Guaranteeing displaced persons equal access to the national WASH systems operated by national actors, which are able to meet the needs of both displaced and host communities. This requires – similarly to all other sectors – the recognition of displaced persons in national planning, budgeting, and the monitoring of WASH data (UNHCR, 2017; Federal Foreign Office, 2020).

## Energy

Insufficient access to adequate energy poses serious risks for displaced and vulnerable people. Safe access to energy positively influences other aspects of well-being, as well as sectors such as protection, gender equality, food security, WASH, education, and livelihoods (UNHCR, 2019/2020). Inclusion in the national electricity system – the national grid – is not always a viable option for host and displaced communities in remote areas.[36] There is a broad spectrum of options for including displaced persons in national energy systems. At one end of the spectrum are fully-funded, centralised national or regional grids in urban displacement settings. These would be run by national operating companies and would ensure full inclusion. At the other end of the spectrum are decentralised mini-grids in camps and off-grid models in rural, dispersed displacement settings, where extending the national grid or setting up a mini-utility is unfeasible (Mercy Corps & Women's Refugee Commission, 2020, p.11; UNHCR, 2019 / 2020).

## Infrastructure in the SI "Displaced Persons and Host Countries"

Within the SI "Displaced Persons and Host Countries", there are 35 projects that operate in the infrastructure sector, including all sub-fields. Almost all of them (31) support the inclusion of displaced persons in national systems. Most projects operate in the MENA region (14 projects) and Africa (13). There is one project each in Asia and Latin America and the Caribbean. In Europe, two projects have been set up. Twelve of the 32 projects are ongoing, while the other 19 have been

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[36] Many displaced persons find shelter in camps that are seen as temporary establishments, often located in remote areas (Energypedia, 2022).

completed. As regards the level of engagement, two projects work at the policy level, 25 at the institutional level, and 18 at the individual level. At the institutional level, projects strive to support infrastructure systems (roads, housing, and public social infrastructure such as hospitals, residential gardens, and playgrounds) and the operating of them, as well as supporting utility companies to serve both host and displaced persons. At the individual level, projects aim to improve access to the aforementioned infrastructure systems by organising information events and providing counselling and legal support on topics such as housing, land, and property rights. The following exemplary approaches illustrate efforts of SI "Displaced Persons and Host Countries" projects to promote inclusion in public systems that provide both WASH and energy services.

## WASH

At the **policy level**, SI "Displaced Persons and Host Countries" projects in the field of WASH aim to improve the capacity of the Ministry of Water and Environment to coordinate with national authorities, UN organisations, and NGOs on issues concerning water and sanitation measures. At the **institutional level**, the projects support, for example, the introduction of IT infrastructure for water supply systems, the rehabilitation of the district water office, and qualification measures on how to collect water-specific data. The projects also finance water and the related social development and infrastructure. With the goal of transitioning from humanitarian water supply to national service providers, projects follow a comprehensive approach that encompasses infrastructure development, capacity development for utilities and other service providers, and policy advice at all levels (e.g. the GIZ project *Water and Sanitation for Refugee Settlements and Host Communities in Northern Uganda*, for details see the learning case below). For example, operating companies, mainly their engineers and supervisors, receive training at the national and local levels on implementing employment-intensive approaches in rehabilitation and maintenance, while capacity-building measures on how to contract and manage these approaches are implemented in municipalities (e.g. the GIZ project *Employment Promotion Through Labour-intensive Infrastructure Measures*). At the **individual level**, several projects promote inclusion through, for example, the implementation of awareness campaigns on water, sanitation, and hygiene practices (and particular campaigns on COVID-19 prevention) with community leaders, women, and youth groups from host and displaced communities.

## Energy

SI "Displaced Persons and Host Countries" project activities at the **policy level** include supporting the development of policy frameworks for improved energy access in displacement settings, like the GIZ Energy Solutions for Displacement Settings project (see additional details in the learning case below), which seeks to improve political framework conditions in Ethiopia, Kenya, and Uganda. At the i**nstitutional level**, projects strengthen private sector involvement in solar photovoltaics or hybrid systems to support energy access for displaced and host communities. At the **individual level**, projects promote the establishment of joint cooperatives that are responsible for running energy services (e.g. energy kiosks or briquetting production), or the distribution of liquefied petroleum gas packages for poor households as an alternative energy source (GIZ project *Support to Eritrean Refugees and Host Communities in the Tigray Region*). Another pursued project approach is to connect smaller stores run by both displaced persons and host communities to existing electricity networks (GIZ project *Rehabilitation of Basic Urban Infrastructure in Syria*). To ensure the sustainability of these measures, the latter project further seeks to provide consultancy services to evaluate these infrastructure measures in order to develop a plan for their sustainable use after the project ends.

## Learning Cases: WASH Inclusion in Uganda

With the substantial number of refugees that Uganda hosts, the government pursues a progressive inclusion policy providing refugees with land, freedom of movement, equal access to social services, and the right to work and set up businesses. The government is in the process of moving towards a self-sufficiency approach based on accommodating refugees in settlements. Hence, there is an increasing focus in the WASH sector on rehabilitating and transitioning existing humanitarian aid systems into national ones, instead of

> 1.5 million refugees, mainly from South Sudan, the Democratic Republic of Congo (DRC), Rwanda, Somalia, and Burundi. 1,700 IDPs in 2021.

establishing new, parallel systems. A significant number of refugees continue to face inadequate water supply and access to drinking water in the settlements. They often rely on public taps and hand pumps and face high sanitation vulnerability due to insufficient toilet facilities (Government of Uganda & UNHCR, 2022).[37]

> **Enabling factor: Welcoming attitude** towards refugees who are considered "brothers and sisters".

Against this backdrop, the GIZ project *Water Supply and Sanitation for Refugee Settlements and Host Communities in Northern Uganda* (WatSSUP) (10/2018 – 04/2025) seeks to sustain water supply and sanitation services in line with national and international refugee strategies in selected refugee settlements and host communities. By **supporting the transition towards a more national-system-based approach** in refugee response and host community development, the project explicitly promotes the inclusion discourse. Generally, the project promotes a long-term, gradual, and participatory process ultimately aimed at the inclusion of refugees in national structures. The project works at all three levels of engagement. It provides policy advice for the Ministry of Water and Environment on the coordination of the sectoral refugee response plan and provides capacity building for the utility that has been selected by the Ministry of Water and Environment to provide water in the refugee settlements and local stakeholders. Furthermore, it promotes community participation and awareness-raising activities to improve sanitation, menstrual hygiene, and water source protection among the target group. However, the coordination and usage of synergies among relevant stakeholders within the HDP nexus in Uganda's WASH sector remain insufficient. The project approaches this challenge by **organising panel discussions and regular dialogues** to bring all key stakeholders – including refugee representatives – to the table and raise high-level awareness.

The **policy environment** in Uganda is comparably beneficial for inclusion efforts, with governmental actors (the Office of the Prime Minister, in particular) that give the topic

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[37] The reasons for the inadequate access to clean water include the low production capacity of pumps; frequent water point breakdowns and water supply breaks due to bad maintenance; the difficulty of realising a fee-based system for water usage; and long distances to the water supply.

visibility at a high political level. The country's progressive policy is anchored in various national acts, development plans, and response plans.[38] The integrated *Water and Environment Sector Refugee Response Plan*, adopted in 2020, regulates the long-term supply to and sanitation of refugee settlements and host communities. It hereby allows national institutions, such as water supply utilities, to transition from short-term measures to permanent water supply and sanitation (Government of Uganda, 2019). However, due to the unclear funding strategy for the implementation of the plan and mismatched expectations among government actors, international organisations, and donors, the plan has not yet been sufficiently implemented. The project supports the **coordination of the Water and Environment Sector Refugee Response Plan implementation** by strengthening the institutional capacities of the Ministry of Water and Environment at the national level, based on a strategy that includes all donors and downstream institutions on a district basis (GIZ, 2022).

> **Enabling factor:** The CRRF and sector-specific Refugee Response Plan provide the **necessary framework** for the transition from short-term to long-term water supply.

Many humanitarian water systems were established to facilitate a rapid water supply (e.g. boreholes) and did not take existing national regulations and guidelines into consideration. This presents a challenge for the project's activities at the **institutional level**, which seek to support the transitioning of these water systems towards national structures. This further underlines the need to introduce development cooperation measures early and to ensure a connectivity and alignment of standards. In addition to the varying technical standards among humanitarian and national water supply systems, the project faces additional challenges, such as uncertainty concerning land rights. Moreover, the national operating company responsible for water provision in the project's implementation region, Northern Umbrella for Water Supply and Sanitation, has insufficient capacity. This also poses a challenge to the transition process. Another obstacle is the general concern that the national operator will not provide water in a reliable manner. The project has successfully supported the development of a board for the *Northern Umbrella*, provided **training measures for operation and maintenance personnel**, and established plans to support the company in terms of financial planning, communication, and long-term participatory development in the coming years. To anchor the transition process towards national WASH systems at the local level, the project also plans to **prepare local stakeholders to manage the operation and maintenance** of water supply and sanitation systems.

> **Enabling factor:** The **line ministries are proactively engaged** in promoting the inclusion of refugees through sector plans, including in the water sector.

At the community level, the project has faced some resistance among the implementing NGOs that currently operate the humanitarian WASH systems and fear for their jobs in light of the envisaged systemic change. In response to this resistance, the project further aims to advise national actors to transfer staff from these NGOs to operating companies. Overall, these project approaches have already contributed to **improved access to sanitation and handwashing facilities** for refugee and host communities, upgraded water supply systems, and an **increase in capacities within national structures** to provide water to all communities in the catchment area.

[38] This includes the 2006 Refugee Act and 2010 Refugee Regulation, the National Development Plan (2020/21–2024/25), and the Uganda Country Refugee Response Plan for 2022–2025. The latter refers to the transition towards the inclusion of refugees in national systems in stabilised settings, supporting their access to national services as well as helping national systems to absorb refugees.

There is a generally positive attitude towards refugees within Ugandan society. However, the continuously rising numbers of refugees have increased the potential for conflict between host and refugee communities – and within refugee communities – over scarce resources (UNHCR, 2022f). Compared to host communities, refugee settlements used to benefit from better solar-powered water systems, which led to tensions. To mitigate this risk, the project follows a **conflict-sensitive and integrative approach** of targeting both the refugee and rural host communities equally. Important entry points for the project have been decision-makers from the host community at the district level. Moreover, the project requires the

> **Enabling factor: General willingness** among refugees **to pay for water** given that the system functions and is reliable.

construction companies it works with to also hire refugees in order to encourage local buy-in for the transition process. In terms of the water systems that are rehabilitated by the project, one decisive selection criterion has been that they are **accessible to both target groups**, located, for example, in schools or markets. This avoids unintentional harm, brings different communities together, and thereby contributes to inter-group exchange and social cohesion. Furthermore, the projects organises panel discussions that facilitate an exchange within the community, including refugee representatives and national actors, and create a safe space for people to raise their concerns and share their opinions. At the **individual level**, the project has further engaged in **community participation and awareness-raising activities** to improve sanitation, menstrual hygiene, and water source protection for refugee and host communities. This has proven to be important because refugees are generally willing to pay for WASH services if they understand why they are paying for it and to whom. These joint sensitisation events are expected to contribute to increased social interaction between refugees and host communities.



## Learning Cases: Energy Inclusion in Uganda

The prior learning case illustrated the efforts of the Ugandan government to promote the inclusion of displaced persons in the national water system. The government further wants to establish mini-grids in refugee settlements with increasingly strengthened policy support in the energy sector. This is where the GIZ project *Energy Solutions for Displacement Settings* (ESDS) in Uganda[39] (08/2019 – 12/2024) comes in. It seeks to address the lack of sustainable energy

> 1.4 million refugees, mainly from South Sudan, the Democratic Republic of Congo (DRC), Rwanda, Somalia, and Burundi. 1,700 IDPs in 2021.

[39] The project is one of three country components that are part of the global project Supporting UNHCR in the Implementation of the Global Compact on Refugees in Humanitarian Development Peace Nexus.

supply in refugee-hosting areas. It supports UNHCR, its implementing partner, in its coordination role. The project aims to promote market-based approaches through private sector actors in order to increase the self-reliance of refugees. In sum, the project provides policy advice to the Ugandan government on sustainable energy services for both refugees and host communities, supports the electrification of public social institutions, and encourages private sector actors to enter the markets in refugee settlements. Moreover, the project has established energy kiosks in refugee settlements and facilitated awareness raising and capacity building for the target group surrounding the use of energy technologies and products. Both UNHCR and the project are engaged in various relevant **coordination mechanisms** and exchange platforms that benefit the project interventions.[40]

At the **policy level**, the project has successfully supported the Ministry of Energy and Mineral Development in the **development of the** *Sustainable Energy Response Plan for Refugees and Host Communities.* It was created in line with the National Plan of Action to facilitate the implementation of the GCR and CRRF. This was done by providing policy advice on improved access to sustainable energy services for residents, companies, and enhanced social infrastructure in refugee settlements, also accessible for members of host communities. This is the first time that refugees in Uganda have been included in a sectoral energy strategy that aims to overcome the existing parallel structures that have dominated displacement settings for a long time. Support at the policy level is given by the CRRF advisors (Text box 4) deployed by the project, whose mandate is the strengthening of governmental structures regarding the implementation of the GCR.

To strengthen the relevant public structures at the i**nstitutional level**, so that they can promote inclusion efforts themselves, the project closely cooperates with national and district governments. For the project, having the **flexibility to take up opportunities that arise** has proven to be key in terms of making a sustainable impact. In addition to insuffi-

> **Enabling factor:** The Ugandan **government supports private sector actors** by offering financial, technical, and other innovative solutions that facilitate private sector participation in the electrification of Uganda's rural areas.

cient institutional capacities within the energy sector, many small- and medium-sized enterprises and social institutions (e.g. schools and health centres) in host and refugee communities have insufficient access to energy due to expensive but only partial, minimal or non-existent electricity infrastructure. The project has tackled this challenge by supporting the local and national authorities, as well as UNHCR, to electrify health centres and schools in close cooperation with partners from the health and education sectors. This has already resulted in improved services for both refugees and host communities. Other important stakeholders within the energy sector are private sector actors providing energy products such as off-grid solar solutions (e.g. small solar lighting systems, mini-grids or improved cooking stoves). They are often reluctant to offer their products in displacement settings due to the perceived riskiness. The project has successfully **encouraged private sector actors to do just that, with "results-based financing schemes"**[41] and the **facilitation of dialogues** between companies, the government, and financial service providers to discuss long-term approaches towards inclusion in the energy sector.

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[40] For example, the Global Plan of Action for Sustainable Energy Solutions in Situations of Displacement, which is an increasingly used mechanism for advocacy work; the Clean Energy Challenge (UNHCR, n.d.d), which brings together businesses, governments, and organisations to provide green and safe energy to displaced persons; and the Environmental Working Group, which brings together humanitarian and development sectors.

[41] Results-based financing refers to a form of funding for the implementation of a project or provision of services in which the principal provides the funding to the implementing agent upon achievement of predefined results (Grittner, 2013).

At the **individual level**, the greatest challenge is that many refugee and host community households in remote areas have little to no access to grid electricity. Moreover, energy solutions (e.g. cooking stoves) provided by humanitarian actors often do not match the needs of the communities (e.g. cooking habits). Thus, the project strives to promote the refugees' inclusion in the energy system (in terms of cooking energy and household electricity) by implementing energy concepts that strengthen their self-reliance. This has been achieved by **piloting sustainable, market-based solutions**. This includes, for example, the establishment of energy kiosks in refugee settlements that run on solar power and offer phone charging, printing, improved cooking stoves, and solar products. To support refugees and host communities in accessing and using the energy services provided, the project has successfully facilitated **awareness-raising campaigns as well as "creative capacity building"** for refugee and host community members surrounding the use of energy technologies and the development of their own energy solutions, among other things. The lack of sustainable energy puts high pressure on and leads to the degradation of natural resources, which can potentially result in social tensions. The increasing number of refugees in Uganda has not only placed further demands on the already strained environment but also on the capacities and resources of the government and host communities. To mitigate the risk of amplifying these tensions through one-sided interventions, the project also follows the **integrative approach** by targeting both refugee and host communities equally.

> This project exemplifies the **interlinkages between different sectors** when it comes to inclusion of displaced persons. It solarised health clinics (health), upgraded solar systems in schools (education) and job creation in energy kiosks (livelihoods and employment promotion).

**Text box 5: CRRF advisors as an instrument for promoting inclusion at the policy level**

CRRF advisors are an instrument established within the global GIZ project *Supporting UNHCR in the Implementation of the Global Compact on Refugees in Humanitarian Development Peace Nexus* (SUN). CRRF advisors are deployed to governments in the project's partner countries, including Uganda, Rwanda, and Mexico. The advisor's mandate is to strengthen the governments' internal GCR implementation structures at national, provincial, and district levels. This is done through setting up multi-stakeholder partnerships for pledge implementation and providing advice on knowledge management and district coordination. The objective of involving CRRF advisors in the project is to strengthen the ownership of the inclusion discourse among the respective government institutions in different sectors. The advisors deployed in the project countries are in regular contact to share their experiences and the lessons learnt at the technical level. Considerable though country-specific challenges for this work include, e.g. a general lack of funding for CRRF implementation and insufficient buy-in among line ministries and at the district level.

## In a nutshell –
## inclusion in national infrastructure systems
## (WASH and energy)

→ Inclusion of displaced persons in infrastructure systems refers to guaranteeing them equal access to public services such as water, energy, housing, waste management, and social infrastructure. Providing displaced persons with access to national WASH systems is specifically concerned with safe drinking water, sanitation, and hygiene facilities. In the energy sector, inclusion in national energy systems can range from fully funded, centralised national grids to decentralised mini-grids in camps and off-grid models.

→ Almost all SI "Displaced Persons and Host Countries" projects explicitly promote inclusion in infrastructure systems with a focus on efforts at the institutional and individual levels. Exemplary approaches encompass supporting infrastructure systems (e.g. electricity, water, and public social infrastructure, such as playgrounds) and their operating and utility companies so they can serve host and displaced persons. At the individual level, information events, counselling, and legal support on topics such as housing, land, and property rights foster the inclusion of displaced persons.

→ For both projects in the infrastructure sector, the existence of parallel, humanitarian structures that follow different standards and logics has made harmonising the different interventions **challenging**.

→ In both learning cases, an important **enabling factor** has been the openness of the Ugandan government to actively support inclusion at the policy level, through the establishment of sector-specific refugee response plans aimed at inclusion. The learning case in the WASH sector exemplifies how the explicit transition from a humanitarian to a national system can be supported through policy advice and the capacity building of operating companies. Thus, a key success factor has been the multi-level approach applied by the project. Another success factor has been the conflict-sensitive and integrative approach. In the context of sustainable and inclusive energy provision, the application of market-based approaches, the encouragement of private sector engagement, and community-based entrepreneurial activities (e.g. energy kiosks) have proven to be essential in creating long-term and independent solutions for energy supply in displacement settings.

# 6 FINDINGS AND KEY CONSIDERATIONS

In the following sections, the key findings and ideas for further considerations will be presented. These reflect the observations based on the project screening and learning cases. The ideas for further considerations are directed at all actors involved in the commissioning, designing, implementing, and monitoring of projects addressing the inclusion of displaced persons in national systems.

## 6.1 Status quo of inclusion efforts within the SI "Displaced Persons and Host Countries"

This section sheds light on the current status quo of project efforts to promote the inclusion of displaced persons within the SI "Displaced Persons and Host Countries". It hereby seeks to answer the guiding question: *How do projects within the SI "Displaced Persons and Host Countries" already promote the inclusion of displaced persons in national systems?*

**Understanding and form of inclusion efforts within the SI "Displaced Persons and Host Countries"**
Within the SI "Displaced Persons and Host Countries" project portfolio, there are both **direct and indirect approaches** to promoting the inclusion of displaced persons in national systems. Some SI "Displaced Persons and Host Countries" projects have, for example, the specific goal of promoting the transition from humanitarian aid systems to national systems of support (e.g. the handover of humanitarian water systems to national operating companies). Others promote this more indirectly by strengthening national services, such as public schools, so they are prepared to take on displaced children in the future.

Overall, the project screening indicated that inclusion in national systems is an element found in 45% of all SI "Displaced Persons and Host Countries" projects – for these projects, explicit references to inclusion could be identified in the project proposals. The highest proportion of explicit engagement is within the infrastructure sector. The highest number of projects explicitly dedicated to inclusion can be found in the sectors of education and livelihoods and employment promotion, due to the fact that projects in these sectors comprise a comparably large overall share of all SI "Displaced Persons and Host Countries" projects. It must also be considered that projects may contribute to inclusion without the project proposal stating so. Sometimes, the political context does not allow for inclusion to be specifically named in the proposal.

All the projects that were thoroughly analysed offer resources and services to both displaced and host communities, while taking their respective needs and rights into consideration within the project implementation. By pursuing this integrative approach whenever feasible, the projects help

to reduce the risk of tensions developing between displaced and host community members. Ultimately, this can benefit social cohesion and peaceful coexistence between and within displaced and host communities. The in-depth analysis of the learning cases found that in most cases, the persons interviewed equated inclusion efforts with pursuing the **integrative approach**, with no differentiation between or specification of how exactly the different project activities contribute to inclusion.

**Key consideration**

If the political context allows, the project proposal should clearly **define the intended understanding of inclusion** and how the project's **contribution** to it shall be operationalised and measured. This would ensure the implementation of targeted and needs-orientated measures as well as increased awareness of the need for inclusion among project staff and partners.

Efforts within the SI "Displaced Persons and Host Countries" projects are often implicit, such as applying the integrative approach in order to avoid tensions and conflict between and within the target groups. However, to make the impacts of this approach more evident and tangible, and to clearly define the limitations of project interventions, an **explicit integration of efforts to promote social cohesion** should be considered in project proposals. This, in turn, could increase the acceptance of inclusion measures.

### Inclusion efforts across all levels of engagement (policy, institutional, individual)

Projects within the SI "Displaced Persons and Host Countries" engage at different levels. Across all sectors, this analysis revealed the importance of displaced persons' inclusion in strengthening their self-reliance and the host community's development. This analysis examined approaches to strengthen inclusion at three levels of engagement: the policy level, institutional level, and individual level. **Holistic project approaches** that operate at all three engagement levels have been found to be a suitable way to promote inclusion in national systems. It takes cooperation with and support from relevant actors at all levels to create long-term perspectives for displaced and host communities that are anchored in national structures. The extent to which SI "Displaced Persons and Host Countries" projects engage at the three levels varies. Most engagement takes place at both the **institutional and the individual leve**l, regardless of the sector. The projects thereby support the two-way process of inclusion. On the one hand, the projects provide inclusion-related institutional advisory services and the capacity development of various actors in the host countries at the national, regional (sub-national), and local levels (including governments, private sector actors, NGOs, and host communities). Financial development cooperation offers, for example, specific

funding mechanisms that benefit the inclusion of displaced persons. These efforts aim at opening up existing national services and reducing barriers to accessing them. On the other hand, projects support displaced persons and host community members individually. This support intends to enable them to make use of services provided through national systems and therefore promote inclusion from their end (e.g. by offering counselling services to learn more about individual rights). The project screening and the learning cases revealed that approaches to promote inclusion at the **policy level** are considerably less represented within the SI "Displaced Persons and Host Countries". As a crisis instrument of the German development cooperation, the SI "Displaced Persons and Host Countries" is designed as a tool that focuses on target group interventions. This poses a potential explanation for this lower level of representation. SI "Displaced Persons and Host Countries" projects are not part of bilateral government negotiations and are thus less involved in the process of defining needs with partner governments at the policy level. However, in cases where activities took place at this level (e.g. strengthening district education plans or establishing structures for accessing government services), the project was able to achieve a substantial national anchoring of interventions at the other engagement levels.

**Key consideration**

Exploring how SI "Displaced Persons and Host Countries" projects can further **contribute to strengthening the policy level** of inclusion is essential. This must be analysed in recognition of the mandate and role of the SI "Displaced Persons and Host Countries" as a crisis instrument that complements bilateral cooperation with its clear mandate on structural and policy development. Engagement within SI "Displaced Persons and Host Countries" projects also need to be aligned with the existing development cooperation portfolio addressing the policy level in a specific context. Engaging more strongly at the policy level also requires the BMZ to more clearly prioritise requesting and funding more projects with the explicit aim of fostering inclusion. For specific ideas on how to support partner governments concerning inclusion at the policy level, see details below, in Chapter 6.2.

**Key consideration**
**Following
a multi-level approach**
whenever possible is promising for promoting long-term inclusion in host countries. At the individual level, this translates to working with host and displaced communities directly to address their needs in the respective sectors. At the institutional level, interventions directed at strengthening institutional capacities are needed, as well as cooperation and coordination with the relevant public and private institutions. At the policy level, it is important to work with the relevant political partner on the design and/or implementation of inclusive laws and regulations at the national, provincial, and district levels.

## Inclusion efforts across sectors

Most projects work in **multiple intersecting sectors**. In particular, the social protection sector is closely intertwined with the livelihoods and employment promotion sector (e.g. the payment of social security contributions as a social protection measure is linked with a formal employment status, which is often promoted through livelihoods and employment activities).

This analysis further identified certain **differences between sectors** as regards the support for the inclusion of displaced persons in national systems. For example, two learning cases (*Strengthening Education and Health Services for Refugees and Host Communities* in Pakistan and *Psychosocial Support and Trauma Work* in Jordan) that operate in multiple sectors found that advocating for and enhancing inclusion was easier in the health sector than in the other sectors they engage in (WASH/education). This was attributed to the fact that health services are widely understood as essential for all population groups and there are fewer access barriers (e.g. no need to show ID documents). Legal and practical barriers were found to be particularly high for inclusion in formal employment and social protection. Generally, promoting inclusion and generating the support of local communities and authorities becomes more difficult the more limited the resources are. A highly competitive labour market was found to increase inter-group tensions and reduce the willingness of national stakeholders to promote the inclusion of refugees in the national labour market. To apply for jobs in the formal labour market, displaced persons must obtain work permits and either acquire the required skills and qualifications or have their qualifications officially recognised. Another sector-specific difference is that efforts to include displaced persons into infrastructure services focus more on promoting the provision and operation of services through national providers than in other sectors. This often takes place within stand-alone systems, simply because no overarching national system exists (e.g. one national electricity grid that one could connect refugee settlements to). Furthermore, it is also important to pay attention to **differences within one sector**. For example, there are more barriers to promoting the inclusion of refugee children in education at secondary level than at primary level. Reasons for this include higher admission requirements (e.g. a particular ID document, which is difficult for unregistered refugees to obtain, is needed for secondary but not primary school) and longer distances to secondary schools, requiring transportation that is often unaffordable.

### Key consideration

As full inclusion spans various interdependent sectors, it is beneficial to use synergies in the **multi-sectoral work** of SI "Displaced Persons and Host Countries" projects and hold cross-sectoral discussions and activities, establish cross-sectoral partnerships, and create linkages wherever possible in order to avoid blinkers and advocate for inclusion across sectors. Here, successful approaches from one sector could be used as leverage to promote inclusion in another. These factors are especially relevant in sectors that are closely linked such as social protection and livelihoods.

## 6.2 Influencing factors for inclusion efforts within the SI "Displaced Persons and Host Countries"

This chapter outlines findings and further considerations regarding the influencing factors that affect inclusion efforts. In this way, the chapter aims to answer the question: *Which factors promote and which hinder inclusion efforts within specific development cooperation projects?*

The following section is mainly based on conclusions from the learning cases, concerning **factors that either hinder or benefit** a project's ability to promote the inclusion of displaced persons. These influencing factors are categorised into (I) overarching context factors, and (II) context factors along the three different levels of engagement (policy, institutional, individual).[42] These determinants are complemented by **further considerations** that include additional observations and ideas on how to deal with these influencing factors.

### (I) Overarching context factors

There are several overarching factors that determine the feasibility of development actors' and projects' efforts to promote the inclusion of displaced persons in national systems. Aspects that were particularly highlighted in the learning cases include the following:

→ The **current political situation**: Political developments and events, e.g. upcoming elections, affect the extent to which projects can promote inclusion, especially at the policy level. Projects must expect political changes that either positively or negatively affect the government's buy-in and ownership of promoting inclusion.

→ Overall **economic developments**: Economic developments, such as high inflation rates, affect efforts to promote inclusion (in particular in the sectors of livelihood and employment promotion and social protection).

→ **Geographic distance** between host and displaced communities: In contexts in which displaced persons reside in a camp setting, there can be a great geographical distance between the displaced and host communities. This can hinder the social integration of displaced persons into the surrounding host communities, increase the degree of exclusion, and impede access to public services in certain areas.

→ **Conflict-affected and fragile contexts:** Political instability and conflict can stop previous inclusion progress and contribute to uncertainty surrounding the current inclusion status. A lot of the SI "Displaced Persons and Host Countries" projects are active in protracted displacement situations. At the same time, many host regions/countries face fragility, which makes working on long-term governance processes and systems (e.g. expanding their service delivery to refugee camp settings) a challenge. Furthermore, some displacement contexts require an emergency response in the form of ad hoc and urgent measures. This makes it challenging to implement direct, long-term transition processes to national structures and to align humanitarian aid, transitional assistance, development, and peace approaches.

→ **COVID-19 pandemic:** The COVID-19 pandemic has deepened inequalities and undermined health and wellbeing, human rights, protection, education, livelihood opportunities, and gender equality for displaced persons, with severe socio-economic consequences. Moreover, the pandemic has further proven the need to include displaced persons in national responses to COVID-19 (e.g. vaccination campaigns).

→ **Coordination and cooperation of international stakeholders:** An influencing factor that can be both hindering and enabling is the cooperation of international stakeholders dedicated to the

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[42] Several of the factors mentioned are multidimensional, meaning that they can technically be assigned to more than one level. The aspects were categorised based on the level that they were most often referred to in the examined cases. However, it is important to keep in mind that most influencing factors have an impact on two or even all three levels.

inclusion discourse and the existence of coordination mechanisms and synergies among them. While insufficient coordination carries the risk of duplicating efforts and not maximising the potential impact of inclusion efforts, effective coordination can significantly contribute to the success of promoting the long-term inclusion of displaced persons.

→ **Existence of parallel systems:** A key obstacle to promoting inclusion in national systems in an international context is associated with the challenges related to the HDP nexus.[43] In the settings of most SI "Displaced Persons and Host Countries" projects, humanitarian aid systems continue to run in parallel to the development cooperation efforts that are mostly anchored in national structures. Due to the differing intervention logic of the two approaches (the development cooperation approach with its long-term planning and participatory processes versus the long-standing humanitarian aid approach with its short-term and ad hoc nature), some activities and approaches contradict or even hamper each other. For example, services that are promoted through development projects (e.g. fee-based water and energy supplies) can stand in direct competition with services provided by humanitarian aid organisations. This disincentivises the private sector engagement that could offer longer-term service provision through market-based approaches in protracted displacement settings. The complex set-up of international, national, and local actors and systems requires effective coordination among various actors and the usage of synergies, both of which is often not yet sufficient. Thus, the co-existence of these different systems and the mandates of humanitarian and development actors in these contexts can present another barrier to promoting inclusion in national systems.

**Key consideration**
**Stronger consideration of the HDP nexus in designing inclusion efforts:** A stronger focus must be placed on the HDP nexus when planning and designing efforts that aim to provide displaced persons with access to public services. How interventions as well as standards of humanitarian aid, peacebuilding, and development actors can best be linked and aligned with each other should be at the core of the project design and specifically defined therein. The longer-term perspective supported within development cooperation projects should be introduced as early as is feasible, to complement humanitarian efforts in displacement settings.

**Key consideration**
**A coordinated response** by donors and the **relevant international stakeholders**, including development and humanitarian aid (UNHCR in particular), is essential. It is thereby crucial to ensure that no parallel structures are established that could undermine the efforts of national governments. Ideally, effective coordination should be led by national actors, create a shared responsibility among all relevant stakeholders to use synergies effectively, and bridge gaps that one intervention alone is not able to fill. In this respect, it is important to either support existing coordination bodies, or – in their absence – to introduce a coordination body with the mandate of coordinating the different stakeholder interventions and monitoring the ongoing efforts in each given context.

[43] The HDP nexus relates, among other things, to structural change in the coherent planning and financing of humanitarian assistance, development cooperation, and peacebuilding.

**Key consideration**
**Capacity for operationalisation of frameworks:** Most countries affected by displacement have some form of institutional framework for managing the concerns of displaced persons. However, the translation of established policies into their operationalisation continues to be mostly ineffective and insufficient. Reasons for this are constraints in resources and capacities. The extent to which institutional efforts are coordinated at all levels is an important factor that facilitates the inclusion of displaced persons in national systems.

**Key consideration**
**Flexibility to adapt to dynamic developments:** Since projects within the SI "Displaced Persons and Host Countries" work in contexts that are very dynamic in nature, interventions should be designed with room for flexibility in order to be able to adapt and react to contextual and project developments (e.g. changes in the political landscape, staff turnover in relevant partner institutions, or demographic changes among the target group).

## (II) Context factors along the different levels of engagement

Based on the sector-specific analysis of learning cases, various **influencing factors can be identified that determine the favourability of inclusion efforts** within a certain context. In the following sections, they are assigned to the three levels of engagement that structure the analysis, namely the policy, institutional, and individual levels.

## Policy level

At the policy level, there are important (political) influencing factors that determine to what extent the promotion of the inclusion discourse is feasible, or if it's not feasible at all.

→ **Political will:** Without the political will of the host governments, the inclusion of displaced persons is difficult to address. This lack of political will to support long-term inclusion in public services is often driven by the assumption that this inclusion will overburden national systems and negatively impact the host country's development. Structural changes in order to promote inclusion are often considered too expensive for host governments. However, in contrast, in countries with buy-in from the government and an openness towards supporting the inclusion of displaced persons in national systems, displaced persons are seen as an investment rather than a cost. These conditions enhance the efforts of development actors to provide refugees with access to the services of national systems.

→ **A conducive legal framework:** Closely related to the political will, a key enabling factor for the improved inclusion of displaced persons in national systems is the availability of conducive legislation and legal policies. To promote inclusion, these need to guarantee displaced persons the same rights as national citizens and non-discriminatory equal access to services. A conducive legal framework needs to cover different governance levels, from the national constitution to district-level sector strategies that set targets for equal access to certain services. Facilitative legislation also recognises the status of IDPs in policies (OECD, 2022). Absent or unclear laws and regulations regarding equal access for displaced persons present a substantial barrier for inclusion efforts. This limits the room for international actors to manoeuvre.[44]

[44] While national services were found to be generally legally accessible in most countries and sectors reviewed in this study, it is important to highlight that the framework conditions are not always as conducive for the inclusion of displaced persons as in these cases. In fact, there are often unaccommodating policy environments in host countries that do not grant displaced persons equal rights to national citizens.

→ **De jure vs. de facto inclusion:** It is critical that displaced persons are granted legal access to national services and systems to strengthen their ability to become self-sufficient and thereby contribute to their host society. While the mere legal right (de jure access), anchored in either a country's constitution or referred to in displacement-specific laws and policies, enables displaced persons to access services provided through national systems, it does not guarantee de facto access in most displacement contexts. De facto access mostly depends on the availability of government services, their ability to reach all areas of its territory, and whether these national systems are designed to include displaced persons at their core. Examples of de facto access barriers include, for example, that displaced persons face restrictions when it comes to applying for accepted forms of IDs, or the governments' unwillingness to reform policy frameworks to recognise forms of ID that are commonly held by displaced persons (UNHCR; 2020a). Another example is the absence of multilingual procedures to address limited host country language skills (UNHCR, 2021f).

**Key consideration**
**Utilising long-standing relationships with partner governments:** Projects aimed at fostering inclusion should look for ways to strengthen the efforts of partner governments at the policy level. The role, mandate, and responsibility of different actors should strongly be taken into consideration – here, the trusted partnerships between national governments and German development cooperation actors should be especially highlighted. In this regard, the SI "Displaced Persons and Host Countries" in particular can function as a bridge between bilateral development cooperation with longstanding relations at the policy level, and humanitarians with a mandate for protection. A possible entry point is offering advisory services on the de facto implementation of existing legal frameworks for the inclusion of displaced persons in an already favourable legal environment. Another way to engage at the policy level is to explore whether partner governments that are generally open to inclusion can be supported in some way to create a conducive legal environment. Additionally, the inclusion discourse could be encouraged at the policy level by supporting the **matching of existing national pledges** made at the Global Refugee Forum.[45] This exercise refers to the process of identifying pledges as material, financial, or policy opportunities to be paired with others sharing the same objectives. Pledging entities include donors, private companies, states offering financial support, and host communities. The latter could, for example, pledge to make policy commitments to facilitate the inclusion of refugees and improve their protection.

**Key consideration**
**Close relationship with government actors at all levels:** Close cooperation with the relevant government departments at the national, provincial, and/or district levels and their ownership of inclusion efforts are needed to create sustainable and long-term approaches. Therefore, it is critical to establish a trustworthy relationship with the relevant state agencies and create awareness among governmental institutions about the benefits of inclusion for both displaced persons and host communities. It is thus always important to "know your partner", their positions, and their mandate in the context of the inclusion discourse.

[45] Every four years, states as well as humanitarian and development actors share good practices and pledge to contribute financially, technically, or through policy commitments to reach the goals of the GCR.

## Institutional level

In addition to the aforementioned policy-level determinants, there are different factors at the institutional level that challenge or enable the inclusion efforts of development actors.

→ **Nascent national systems:** Most refugees and IDPs are hosted in low- and middle-income countries that struggle to provide adequate services to meet the needs of their own citizens. These rather weak national systems might not even be accessible to all citizens, in some contexts. Hence, displaced persons can be seen as a considerable burden on local infrastructure, natural resources, and existing national systems within host communities. Often, there is simply no funding and insufficient capacity to increase the scope and quality of national service provision to serve displaced persons. If projects dedicated to inclusion strengthen these national systems for all population groups, this can foster a more positive attitude towards displaced persons among national authorities and the host population in general. Existing and developed national systems can also contribute to an increased likelihood of national services being in a position to serve displaced persons.

→ **Insufficient access to formal systems:** In addition to insufficiently prepared national systems, another general challenge that cuts across different sectors is the use among displaced persons of informal systems rather than formal ones. This is due to several different factors, such as the bureaucratic effort that is required, or no tax payments or benefits being linked to a specific protection status. Institutional settings, exclusion patterns, and poverty force people to choose the most productive way to move within a system, which is often informally.

→ **Awareness and consideration of displaced persons' rights and needs:** Closely linked to institutional coordination is the often inadequate consideration of the rights and needs of displaced persons among the staff of the relevant institutions and authorities, particularly at the district level.

→ **Staff turnover and dependence on individual commitment:** Another influencing factor, particularly for the sustainability of inclusion efforts, is the high turnover at key partner organisations, including political partners and implementing partners (or the relevant line ministries). Often projects rely on the personal commitment of key individuals, which can be both a hindering and an enabling factor, depending on the individual's stance on inclusion. However, in most contexts it remains rather exceptional to be able to establish a long-term relationship with individuals who are actively promoting inclusion.

**Key consideration**
**Cooperation with experienced implementation partners at the local level:** An important consideration is the identification of suitable implementation partners at the community level. Here, it is important to engage with partners that are experienced, reliable, and well-connected in the sector, and who know the target communities well.

**Key consideration**
**Awareness raising on the benefits and improvement of incentives for accessing national systems:** A prerequisite of promoting the inclusion of displaced persons is that all relevant actors, including national and local governments, partner institutions, and displaced persons themselves, are aware of the benefits of (formal) national systems compared to (informal) parallel systems. This is key for de facto access to national service provision, even if the legal framework is conducive to inclusion. Therefore, awareness-raising activities such as information events and advisory services are useful when it comes to educating people about the framework conditions of services offered through national systems. In addition, actual incentives must be created to make formal systems more attractive and beneficial than informal ones.

In addition to the influencing factors at the policy and institutional levels, there are parameters at the individual level that affect progress towards the inclusion of displaced persons.

→ **Attitude towards displaced persons among the host community:** On the one hand, there are different aspects (e.g. shared ethnicities) that positively influence the attitude towards displaced persons. On the other hand, displaced persons are often discriminated based on, for example, ethnicity, race, religion, class, or language. Displaced persons might be perceived as a threat to the local culture, economy, and security, which fosters their exclusion. Therefore, a positive stance towards displaced persons among the host community is of great benefit for the promotion of inclusion efforts. This is key for promoting peaceful coexistence and social cohesion within a certain area and for encouraging the buy-in of national actors for project interventions that foster long-term inclusion.

→ **Cost of services provided by national systems:** In most displacement contexts, a practical obstacle for inclusion is the unaffordability of national services. Even in systems where the basic services are usually free of charge for both displaced and host communities, there might be indirect costs that prevent displaced persons from accessing the service (e.g. transport). Hence, the costs involved in accessing public services are an important factor for the accessibility of national systems.

→ **Local language:** Being unable to speak or understand the language of the host community presents a considerable barrier to inclusion. Expressing oneself is a prerequisite for participating in all aspects of society as well as understanding information provided by the host country. In contexts that have a high share of IDPs among the displaced population, the common language was found to facilitate displaced persons' access to information and utilisation of the public services provided for them.

→ **Gender-specific discrimination:** Women (all self-identifying women) and lesbian, gay, bisexual, trans, queer, intersexual, und asexual (LGBTQIA*) persons face particular barriers to meaningful participation in activities aimed at their inclusion in the host community. At an individual level, they might be uncomfortable participating in a mixed-gender setting or their various obligations, such as making a living or carrying out their caring responsibilities, may prevent them from attending meetings. In cases where women are primarily responsible for domestic care work, it is possible that affordable opportunities for them to engage in formal livelihood initiatives are deprioritised by their families. However, these individual factors are influenced by and embedded in patriarchal societal structures, gender norms, and sometimes legal structures that contribute to prescribed gender roles and gender-specific discrimination.

→ **Socio-economic roles and responsibilities:** In many displacement contexts, roles and responsibilities within the household that are linked to economic and cultural factors further affect the extent to which the inclusion of family members in national systems is feasible. For example, children might be expected to contribute to the family income and may thus not be supported to go to school. This hinders their inclusion in the host country's public education system.

**Key consideration**

**Participation and inclusiveness:**
One key success factor is the implementation of participatory and inclusive approaches and activities. It might not always be possible to monitor and realise equal participation in terms of the number of displaced and host community members taking place in an activity. However, the intent of the integrative approach outlined above was found to be a critical success factor for government and society buy-in of inclusion efforts at the project level. In addition to pursuing the integrative approach, the inclusion of specific interventions dedicated to contributing to social cohesion and anti-discrimination should be considered in order to further strengthen this acceptance. To ensure inclusiveness, a conflict-sensitive approach that recognises individual needs throughout the whole implementation cycle is of utmost importance.

**Key consideration**

**Gender and cultural sensitivity:**
Inclusion efforts must recognise gender and cultural differences to design sensitive and needs-based interventions. Since different groups within displaced and host communities face distinct challenges, an intersectional approach must be pursued. Gender-sensitive approaches need to be mainstreamed. Examples include offering appropriate health services to women and LGBTQIA* persons affected by sexual- and gender-based violence, implementing relevant job skills training courses, or introducing special incentives for girls to go to school in displacement contexts. Furthermore, different cultures, ethnicities, and religions must be considered when promoting inclusion. Here, tailored needs assessments are a useful tool to understand and tackle the needs of the different groups of people.
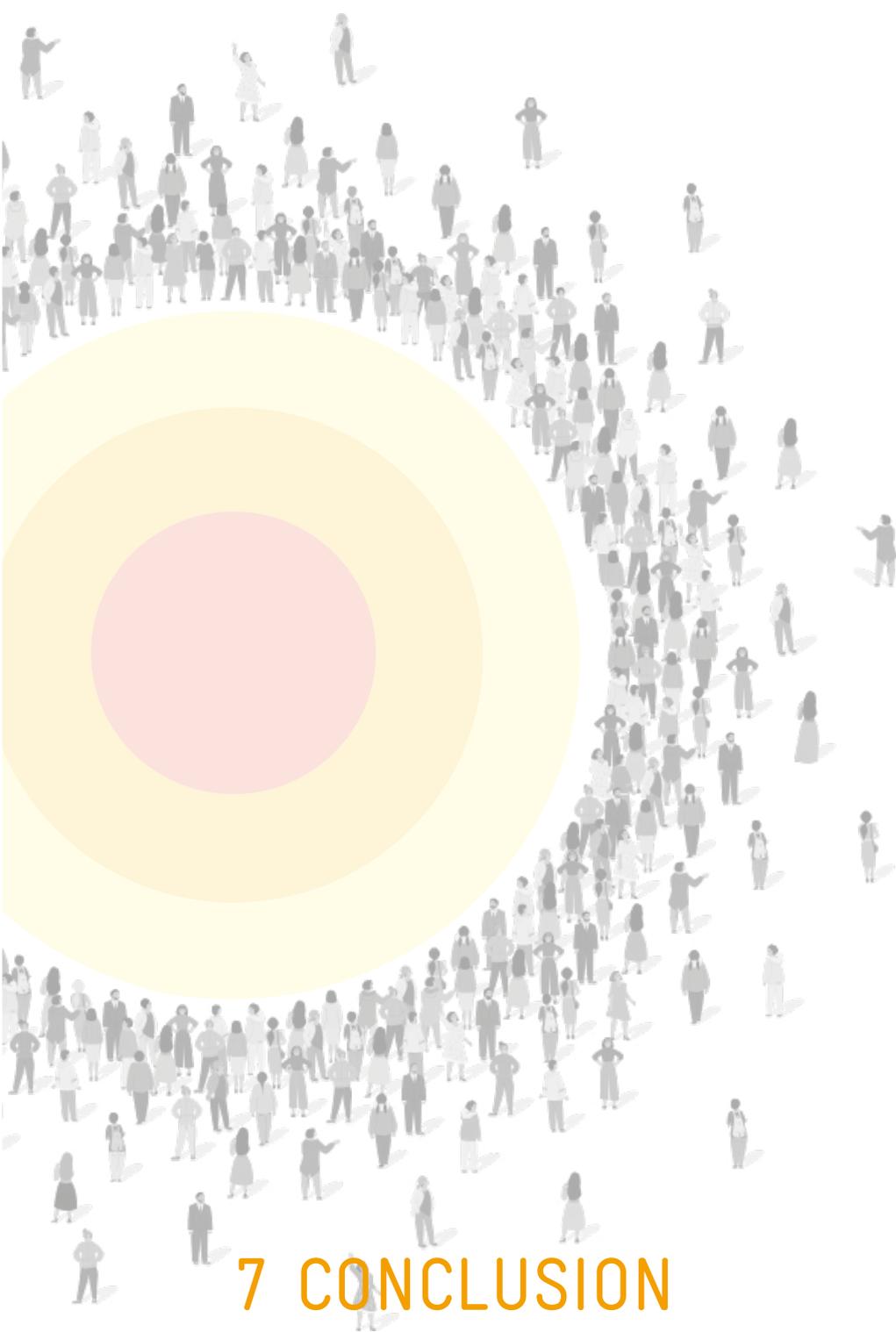
# 7 CONCLUSION

Amplifying the inclusion of displaced persons in national systems is important for several reasons. First, it allows for the development of longer-term perspectives for displaced persons in line with international commitments (e.g. the Global Compact on Refugees). Second, it enables better humanitarian and development cooperation along the HDP nexus and facilitates a longer-term development perspective to crisis situations. Third, the inclusion of displaced persons is paramount for contributing to broader socio-economic development, peaceful societies, and conflict prevention.

In most of the cases reviewed in this analysis, displaced persons are legally able to access national systems, such as health services, social protection programmes, accredited education, and formal employment. However, there are considerable barriers when it comes to realising de facto access to them. The development and equipping of inclusive systems are time- and resource-intensive processes. This means it is necessary to support gradual progress, acknowledging the continuous importance of non-public systems and services. They sometimes provide better services than the national system or, indeed, are the only existing service available.

This analysis shed light on approaches pursued within the SI "Displaced Persons and Host Countries" project portfolio to support this process. The findings from the overall project screening indicate that almost half of all SI "Displaced Persons and Host Countries" projects explicitly promote the inclusion of displaced persons in national systems. Most of the projects' contributions to inclusion take place at the institutional and individual levels, fewer at the policy level. At the policy level, projects, for example, provide advisory services on inclusive district plans and GCR implementation. At the institutional level, exemplary approaches to promoting inclusion include capacity development and funding mechanisms for actors at the national, sub-national, and local levels to reduce access barriers to existing national services. At an individual level, projects support displaced persons and host communities directly to enable them to make use of public services (e.g. by offering them counselling services to learn more about their rights).

The analysis further identified several factors that either positively or negatively influence inclusion efforts within the SI "Displaced Persons and Host Countries" projects. These range from overarching context factors, such as upcoming elections and high inflation rates, to general conflict and instability, as well as the COVID-19 pandemic. The effectiveness of coordination and cooperation among international and national stakeholders was identified as a key influencing factor. Parallel (humanitarian) systems and their unintended accompanying incentives are often hindering to inclusion efforts. Furthermore, there are specific aspects that particularly influence the extent to which interventions at certain levels of engagement are conducive to inclusion efforts. A key influencing factor at the policy level is the political will of the host government to support the inclusion of displaced persons, which, ideally, is embedded in a conducive legal framework. Factors that affect project interventions that are primarily focused on the institutional level include nascent national systems, sufficient consideration of the rights and needs of displaced persons among the staff of relevant institutions, and individual commitment to the inclusion discourse in these institutions. Factors that mostly influence the individual level of engagement are essential to consider, since displaced and host communities are at the very core of all inclusion efforts. These include, for example, the overall attitude among the host community towards displaced persons, the costs of services provided through national systems, and gender-specific discrimination.

Against the backdrop of these influencing factors, several success factors have been identified that benefit inclusion efforts at all three levels, such as the application of a holistic, multi-level approach that covers all three engagement levels. Also important is strong collaboration with governmental actors at all governance levels – with political will for the inclusion discourse being an important precondition. The analysis also points to the importance of effective coordination and responsibility sharing among the various developmental and humanitarian actors at the international, national, and local levels in order to progress towards the full inclusion of displaced persons. Consistent application of the integrative approach whenever possible – supporting both displaced and host communities equally – has been identified as essential for generating societal and institutional acceptance and fostering social cohesion. Moreover, efforts for inclusion in different sectors are often interlinked, highlighting the added value of cross-sectoral inclusion approaches, especially concerning social protection measures. Finally, the analysis emphasises the need for highly contextualised interventions that strengthen specific enabling factors, based on a prior assessment of displacement-specific barriers and challenges for inclusion.

An essential element of successful inclusion is close coordination with national governments. This is to help national buy-in and the alignment of services to national systems, services, and standards. Ideally, government institutions should take the lead on coordinating inclusion efforts across the country. Furthermore, all relevant humanitarian and development actors must work towards the same goal and rally behind this one idea: that the inclusion of displaced persons in national sys-

tems is the most effective, cost-efficient, and sustainable way to offer solid, long-term perspectives for displaced persons as well as strengthen the development of the hosting regions. Here, the need for effective coordination between humanitarian and development actors mirrors needs for better coordination in the HDP nexus. This requires all relevant actors to have a common sense of shared responsibility so that synergies are used effectively and gaps are bridged that one intervention alone cannot fill. This unified, inclusion-centric approach to displacement would also allow a more foresighted and flexible response. It would mean considering the goal of sustainable national anchoring of services for displaced and host communities from the onset of a crisis.

German development cooperation can make essential contributions to this approach and hereby further operationalise the inclusion discourse. These contributions include its longstanding technical experience in various sectors and with successfully tested instruments, such as technical advisors seconded to certain national ministries, as well as its established access channels and trusting relationships with national partners all around the world.

Data and information gaps still exist, which could be filled by exploring the following research topics:

→ Examining political influencing factors, especially their implications for efforts to promote political buy-in and inclusion at the policy level, is an important future research topic. This would make it possible to derive recommendations on how projects can further contribute to anchoring the inclusion discourse at the policy level and within the international discourse and institutional landscape dedicated to inclusion.

→ Analysing the potential for inclusion across countries to identify where development cooperation could leverage its different instruments to foster inclusion would be another valuable addition to the existing body of research. This could be the basis for dedicated inclusion efforts by development cooperation.

→ While the analysis generated findings that apply to both refugees and IDPs, there are specific barriers and entry points for the inclusion of IDPs. Thus, more IDP-specific research in the different sectors would complement this analysis' findings.

→ To derive more sector-specific insights, sector-specific analyses and case studies can enable the identification of synergies with other stakeholders and opportunities for stronger interlinkages between approaches that have different intervention logic models.
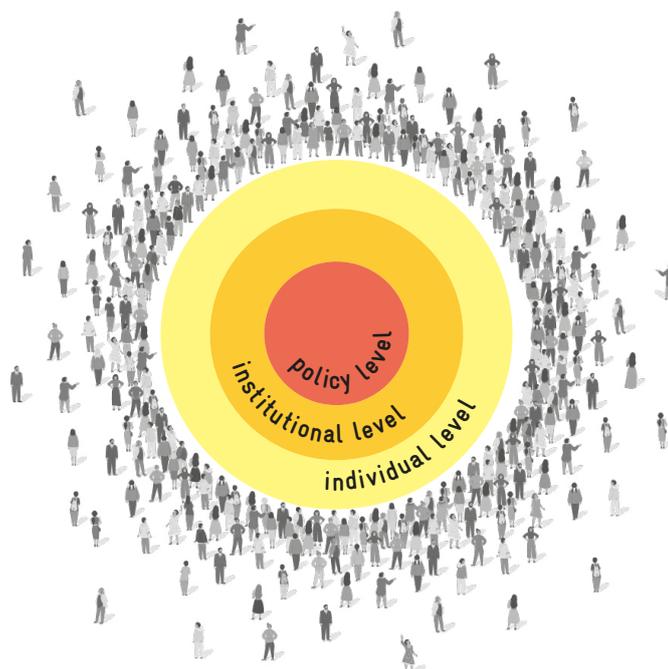
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# Appendices

## Appendix 1 – Interview partners and codes

| No. | Project | Interview partner(s) |
|-----|---------|----------------------|
| 1 | Strengthening Education and Health Services for Refugees and Host Communities (EHS), Pakistan | Evelyn Maib-Chatré (GIZ) Nina Harnischfeger (GIZ) Sarwat Ara (GIZ) |
| 2 | Kakuma Kalobeyei Challenge Fund (KKCF) - Supporting Private Sector Investments in the Kakuma Refugee-Hosting Area, Kenya (Phase II) | Henrike Klau-Panhans (KfW) |
| 3 | Promoting Decent Work Opportunities for Syrians under Temporary Protection and Turkish Citizens (Phase I and II) | Eva Schlarb (KfW) Aida Lindmeier (ILO) Emine Bademci (ILO) Dr. Varol Dur (ILO) |
| 4 | Psychosocial Support and Trauma Work in Jordan | Friederike Feuchte (GIZ) |
| 5 | Improving Access to Basic Social Services for Internally Displaced Persons (IDPs) and the Local Population in Yemen | Maike van Üüm (GIZ) Arlo Benjamin Schweizer (GIZ) Julia Kirner (GIZ) Fuad Ahmed Al-Sabri (GIZ) Rashad Noman Mohamed Yahya (GIZ) |
| 6 | Water Supply and Sanitation for Refugee Settlements and Host Communities in Northern Uganda (WatSSUP) | Nana Odoi (GIZ) |
| 7 | Support to UNHCR in implementation of Global Compact on Refugees in Humanitarian Development Peace Nexus (SUN): Energy Solutions for Displacement Settings (ESDS) Uganda | Samuel Oyaku (GIZ) Udyakisya Freisleben (GIZ) David Otieno (GIZ) Cathleen Seeger (GIZ) → Project staff |
| 8 | Support to UNHCR in implementation of Global Compact on Refugees in Humanitarian Development Peace Nexus (SUN) | Insa Nieberg (GIZ), Uganda Giulia Nervo (GIZ), Rwanda → CRRF advisor |

# Appendix 2 – Guiding questions for interviews and analysis

The following questions served to guide the analysis and the interviews. It is important to note that the questions were adapted based on the desk review of project documents.

| Introduction | |
|---|---|
| **Definition** | How is inclusion into the [sector] system defined/understood by the project? |
| **Context: Sector- and target group-specific influencing factors for inclusion** | Which sector- and target group-specific (external) challenges for inclusion into the national [sector] system can be identified in the context of the project? |
| | Which enabling factors contribute to the inclusion of displaced persons into the national [sector] system? |
| **Inclusion agenda / discourse in the project contex** | Which national and local stakeholders actively promote the inclusion agenda / discourse and which ones are rather holding it back and why? |
| | How do you assess the inclusiveness of the national [sector] system at the moment and what would be needed to make it more inclusive? |
| **Approaches to promote the inclusion into national systems** | |
| **Focus / Scope for action** | Which of the project activities and strategies have directly / indirectly promoted inclusion into the national [sector] system so far? How are these activities linked to national structures? Are there already first results visible and if yes, which ones? |
| | Are there any other ways in which the project promotes the inclusion agenda/ discourse? If yes, which ones? |
| | What are the main challenges and barriers the project faces in promoting inclusion and how does it counteract them? |
| **Lessons learned** | Which approaches and practices of the project to promote inclusion can be considered successful / unsuccessful and why? |
| **Partner(s)** | How are the inclusion efforts anchored in the system of the partner system? What are the interests of the partners in this regard and are there possibly conflicting goals? |
| | To what extent are synergies with other development projects that also promote the inclusion agenda / discourse in that sector used? |
| | Are there relevant multilateral cooperation /strategies and / or coordination bodies in this particular inclusion context? Are there conflicts between these different actors and their mandates? |
| **Sustainability** | How does the project ensure the continuous and long-term inclusion of displaced persons into the national [sector] system beyond the project duration? |
| **Recommen- dations** | Which successful inclusion approaches on the different levels (policy, institutional, individual) could be upscaled / applied in other projects and how? |
| | What other recommendations can be derived for other projects in the SI "Displaced Persons and Host Countries" for promoting inclusion as well as for donors? |

On behalf of

Federal Ministry
for Economic Cooperation
and Development

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