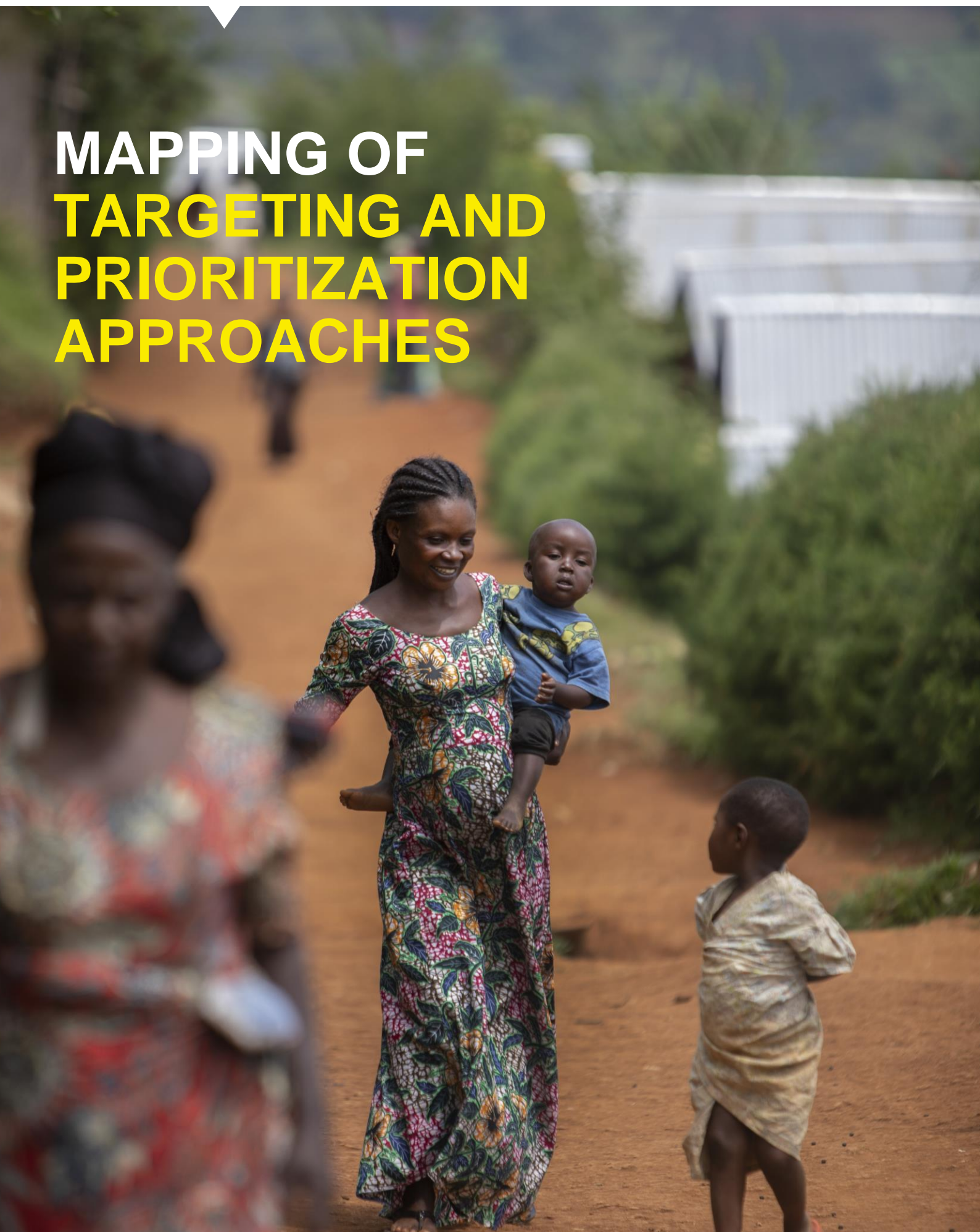


# MAPPING OF TARGETING AND PRIORITIZATION APPROACHES



# About this mapping

Acknowledging the challenges of targeting and prioritisation, in 2022 UNHCR conducted this mapping, to better understand the range of targeting practices used within the organization and by other humanitarian and development actors when delivering assistance to affected people. By providing examples of current targeting practice, learning and trends, the intention is to support UNHCR staff to navigate the complexities of the targeting and prioritisation process in the contexts in which they work.

The report was researched and written by Olivia Collins on behalf of the Division of Strategic Planning and Results (DSPR) in 2022, informed by a literature review and interviews with key informants. The focus of this document is on basic needs assistance targeted to households (such as multipurpose cash, food, and non-food assistance), though some examples of other forms of household-level assistance (such as hygiene kits or shelter rehabilitation), are also included.

Targeting approaches were reviewed in detail and categorised according to a range of factors, such as context, groups of people affected, size of response, type of assistance and targeting approach used, in order to identify the targeting practices and trends described here.

Short case studies have been developed which provide more details of the targeting approaches adopted in a wide range of contexts. Examples provided include joint targeting with WFP, in line with the [UNHCR-WFP Joint Targeting Principles](#) and [Guidelines](#), and targeting with other UN agencies, in line with the [UN Common Cash Statement \(UNCSS\)](#) commitments.

In some countries, forcibly displaced people are included in national social assistance programmes and some aspects of the delivery of humanitarian assistance may be aligned to national systems. This report explores links with national social protection systems, how this affects the targeting of humanitarian assistance and the role of UNHCR in this process.

**Chapter 1** presents **key concepts in targeting** and **examples of how vulnerability has been assessed** in different contexts.

**Chapter 2** presents an **overview of targeting approaches used within UNHCR**, from established approaches to more recently adopted methodologies, highlighting **key themes and trends**.

**Chapter 3** presents the varying **targeting approaches adopted by other actors** that UNHCR regularly collaborates with, including the World Bank, WFP, and UNICEF.

**Chapter 4** explores the **contexts in which UNHCR operates** and how **alignment is sought** with national social protection systems and joint approaches with humanitarian and development actors.

**Case studies** are included in annexes. These **examples have been chosen for their differences** in terms of response phase, size of operation, context, availability of data (registration, socio-economic), strength of national social protection systems and possibility of inclusion for those forced to flee, as well as the enabling environment for self-reliance and local solutions.

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## Summary

This report **summarizes the targeting and prioritization approaches used in over 25 country operations** to identify people eligible for assistance. The mapping was conducted in 2022, informed by a literature review of over 75 documents and interviews with more than 40 key informants.

**Each targeting approach reviewed was different**; each developed in response to a specific context, from emergency response to situations of protracted displacement, from large-scale operations to smaller operations.

In some contexts, targeting was conducted jointly with WFP, in line with the [UNHCR-WFP Joint Targeting Principles and Guidelines](#), or with a wider group of UN agencies and NGOs, under the [UN Common Cash Statement \(UNCSS\)](#). In countries where the inclusion of forcibly displaced people in Government-led social protection is possible, UNHCR has explored the extent to which aligning humanitarian assistance to national systems is feasible and appropriate, whilst still ensuring refugees' needs are met.

The review found that **targeting usually combines a number of methods**, in a step-by-step process, in order to identify and select those who are eligible to receive assistance. While different institutions have their prevailing targeting cultures - some favour more **data-driven approaches** while others give more primacy to **community-driven approaches** – even within a given institution, the methods adopted vary greatly from one context to another.

Numerous factors affect the choice of the appropriate targeting method in a given situation: the operational context, the response phase, political and community acceptance, potential for inclusion in (or alignment with) national social protection systems, UNHCR's institutional capacity and

methodological preferences, as well as the availability and quality of existing data (both registration and socio-economic).

For UNHCR, the starting point is determined by its mandate to protect and assist refugees and other forcibly displaced people. In many contexts, area-based approaches are also used, followed by household-level selection. While the targeting and prioritisation of assistance is not new, **approaches have evolved significantly over the last decade**, in large part due to the scale of the Syrian refugee crisis and nature of the humanitarian assistance provided. As the gap has widened between funding and the numbers of people forcibly displaced, UNHCR and other humanitarian actors have had to develop protection-sensitive prioritisation strategies on a large-scale. Furthermore, the increased use of multipurpose cash in the Syrian refugee response – often delivered jointly with other agencies – has led to the necessity to develop joint targeting approaches. In Lebanon, Jordan, and Egypt, this has led to the use of proxy means testing (PMT), by UNHCR and other agencies, a targeting approach which was previously the domain of national social protection systems and the World Bank.

In other protracted contexts, such as Rwanda, complex categorical eligibility criteria are applied to proGres data in order to select refugee households eligible to receive food assistance. In situations where the people we serve may not be registered (such as IDPs, new arrivals and people on the move), UNHCR is increasingly using scorecard approaches to assess needs and deliver targeted assistance to households on a case-by-case basis. Scorecards have been used for example in Yemen, Afghanistan, Peru, and Ecuador, as well as in small operations where it is feasible to assess each household individually (Morocco, China).

In some contexts, such as Mauritania, inclusion of refugees is possible in national systems and UNHCR, working with national authorities, has developed targeting approaches to identify and select households eligible for inclusion. In summary, UNHCR, in partnership with others, is approaching targeting in new and innovative ways, bringing together data-driven, community-based, and protection-sensitive approaches that are adapted to the specificities of each operational context.

While there is a growing understanding of the importance and necessity of targeting and prioritisation within UNHCR – grounded in sound assessment and analysis - the process nevertheless presents considerable challenges for many operations.

**Targeting requires time, capacity, skills and financial resources**, while many operations are already stretched in all these areas. In addition, due to budgetary cuts or unpredictability in funding for assistance, many operations are required to implement complex prioritisation strategies within short timeframes, necessitating in some instances recourse to external technical support, via consultants and/or the UNHCR-WFP Joint Programme Excellence and Targeting Hub.

This mapping has identified numerous examples of good targeting practice and a better understanding of the approaches that are feasible and appropriate in different contexts. It is intended that this summary report, and the forthcoming technical resource package, will support staff and inform targeting and prioritisation approaches adopted by UNHCR operations globally.

# Introduction

## Targeting and prioritization

Targeting and prioritisation are not new to UNHCR; targeting the right people with the right interventions is an essential part of UNHCR's mandate to protect and assist refugees and other people forced to flee.

- **Targeting** is the process of **identifying and selecting people in need** of some form of assistance and protection. For UNHCR, the aim is to ensure that the needs of the people we serve are addressed with an appropriate programmatic response.
- **Prioritisation**, on the other hand, occurs when these **needs outweigh the budget available** to respond and UNHCR operations therefore **must prioritize the most vulnerable households**. As the number of people affected by forced displacement continues to grow each year, many UNHCR operations face severe funding constraints and must make these difficult decisions as to who should be prioritized for assistance.

Though targeting and prioritisation are distinct concepts, the programmatic steps taken for both are similar: assessment and analysis, deciding whether targeting/prioritisation is appropriate, choosing the methodology and defining eligibility criteria, validating the approach, selecting those households that are eligible, programme implementation and monitoring. For refugees, registration data is often used to enable selection of those who are eligible. Once targeting is implemented continual monitoring of results and analysis of inclusion and exclusion errors is necessary in order to improve and adapt targeting and ensure that those most in need are receiving assistance. Throughout the process, clear communication and appeal mechanisms are essential to ensure programme quality and accountability to affected people.

## UNHCR's role in targeting

While UNHCR operations have long managed targeting and prioritisation as part of programme delivery and protection work, it is nevertheless a process which is inherently challenging for country operations, not only technically but also in terms of strategic decision-making. **There is no simple solution to targeting** and it has historically been one of the most complex technical and political challenges for development and humanitarian programmes (Sabates-Wheeler, Szyp 2022). Even within UNHCR, this mapping has found that individuals, sections, and operations may have very different opinions on how targeting should be approached and **how to coherently bring together survey-driven, community-driven, and rights-based approaches**.

UNHCR staff from field level up to senior management are involved in targeting: technical sectors, protection, programme, as well as colleagues working on registration and data, information management and analysis. Multi-functional teams within UNHCR often bring together all relevant staff for the purposes of analysis and decision-making throughout the targeting process.

## How UNHCR operations have defined vulnerability

The concept of vulnerability is broad and requires defining depending on the programmatic objectives and what people are vulnerability to. Vulnerability can be defined in different ways: in terms of poverty (for example, income, consumption, expenditure), protection risks, food insecurity, or a combination of numerous factors. Programmatically, the way in which vulnerability is conceptualized in a given context is intrinsically linked to the programme objective – what ‘needs’ does the programme intend to address and what assistance and protection are provided?

For example, multipurpose cash assistance targets those who lack the financial means to meet their basic needs and use negative coping strategies which expose them to protection risks; livelihoods support targets those in poverty, but who have the skills, capacity, and interest to participate in the programme; while food assistance targets people who are food insecure.

One of the first steps in targeting is to **agree on how vulnerability is defined and measured**. This shapes what data to collect or collate, the way it is analysed, and the vulnerability profiling of households. The mapping exercise revealed that the concept of vulnerability, including the use of an analytical framework and outcome indicators to measure it, are new to many UNHCR staff, and can create confusion with other more established ways of measuring vulnerability within UNHCR, such as specific needs codes (SNC) used in proGres.

Below are some examples of how vulnerability has been measured in the targeting approaches for basic needs assistance (multipurpose cash and food assistance) that have been reviewed for this report:

- In **Costa Rica**, vulnerability is measured through capacity to meet basic needs, coping capacity and wellbeing, for the delivery of cash assistance.
- In **Lebanon**, expenditure is used as the measure of socioeconomic vulnerability in the PMT formula for the targeting of basic needs assistance, whereas in **Jordan** consumption is used.<sup>1</sup>
- In **Niger**, total consumption for each household, was used to measure welfare of Malian refugee households, as part of the joint UNHCR-WFP targeting approach for food and basic needs assistance (Beltramo et al. 2019)
- In **Rwanda**, vulnerability was measured through the livelihoods coping strategy index (which includes protection-related risks), food consumption score (FCS), and (economic) capacity to meet basic needs. Support was provided by the WFP-UNHCR Hub, which used the vulnerability framework from WFP’s [Essential Needs Analysis and Programming](#) (ENA) in this analysis in Rwanda.
- In **Uganda**, vulnerability was defined as the ability to meet basic needs, made up of three components; economic dimension (economic capacity, high-risk coping strategies, food security), protection-specific dimension (safety and security, specific needs, barriers in accessing services) and sector-specific dimension (access / distance to services, availability of services) (REACH, UNHCR and WFP, 2020).

<sup>1</sup> Expenditure refers to all goods and services purchased, whereas consumption refers to all goods and services used. Consumption may therefore include assistance received, own production, exchanges and gifts.



# Using different combinations of targeting methods depending on the context

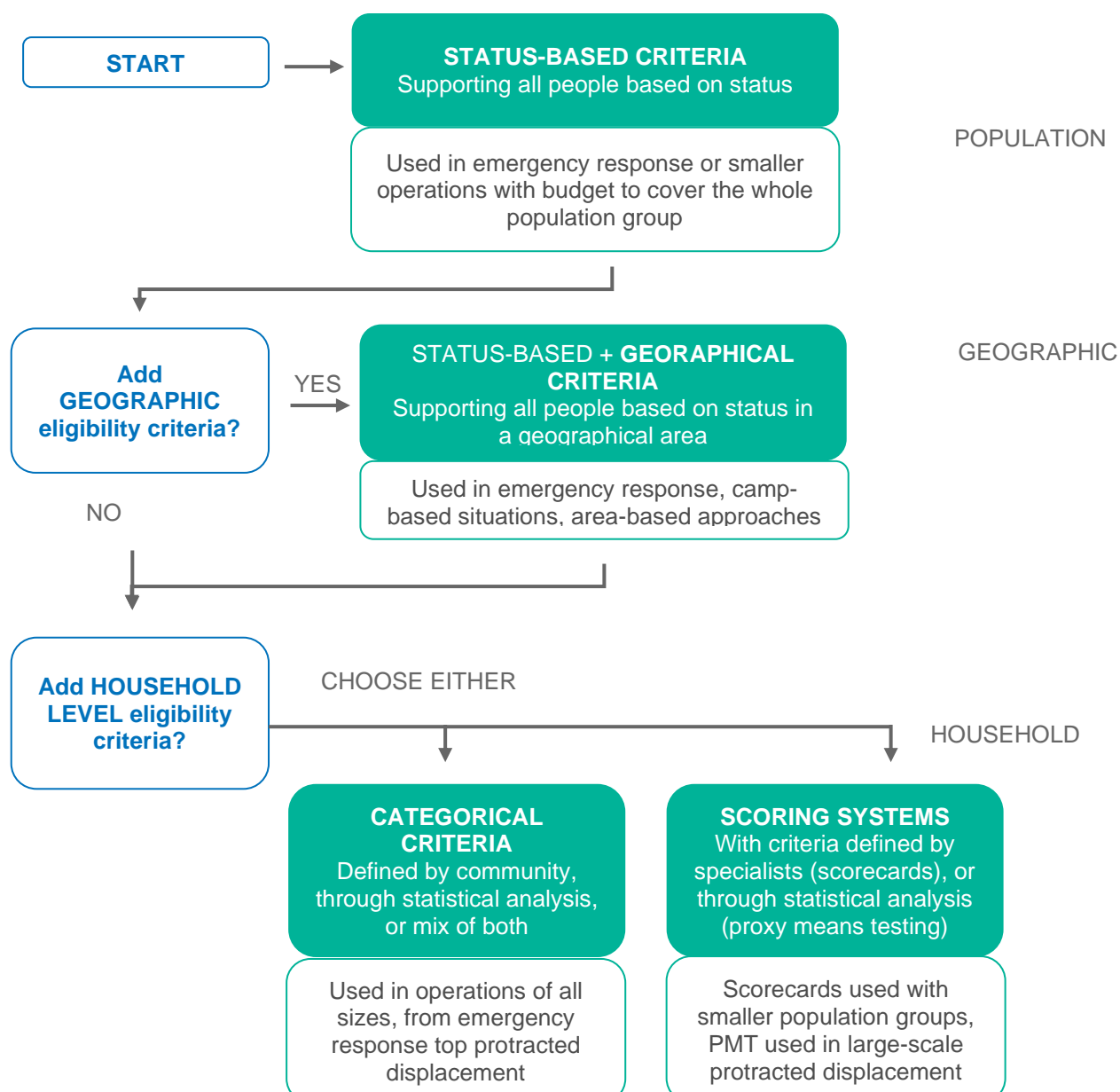
A targeting approach defines both **who is eligible** to participate in a programme and the **method(s) used to identify and select** those who are eligible.

A targeting or prioritisation approach defines both **who is eligible** to participate in a programme and the method(s) used to both **identify** and then **select** those who are eligible.

1. **Defining eligibility** may be determined by:

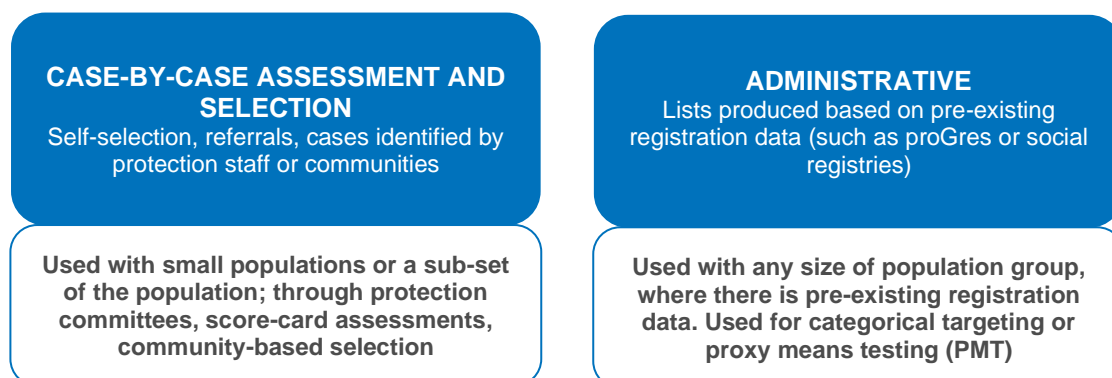
- **Meeting eligibility criteria**, such as displacement status, geographic location, demographic characteristics of the individual or household, people with specific needs, date of arrival, or;
- **A scoring system**, with a threshold, above which households are eligible / included and below which they are not eligible / excluded (such as proxy means testing and scorecards).

The diagram below provides an overview of targeting methods selection:



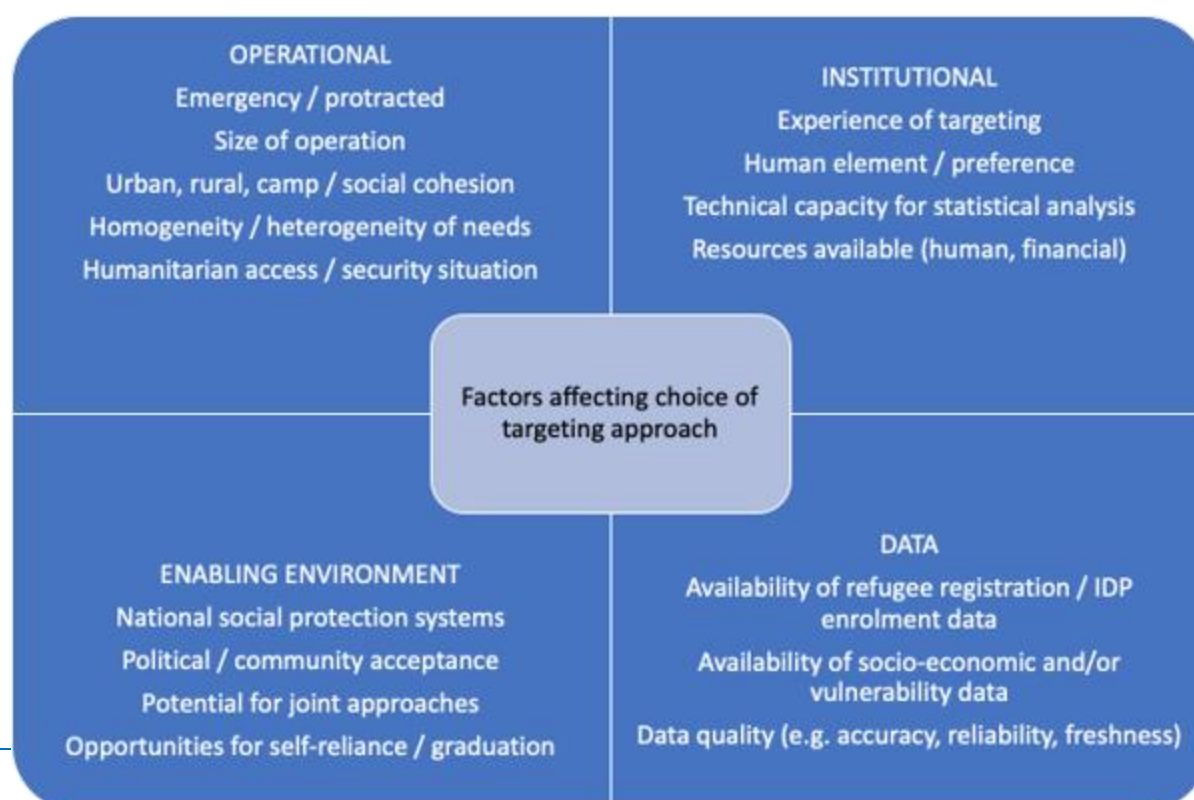
## 2. Selecting those eligible can be determined by:

- **Administrative selection**, at population level, for example, using pre-existing proGres data when populations are already registered, using enrolment data for IDPs, using national social registries, or;
- **Case-by-case assessment and selection**, for example when there is a human element in assessing and selecting households, either identified by communities, by protection staff, by individuals applying for assistance (self-selection), or through referrals.



Common terms for targeting methods – such as categorical, community-based, and proxy means testing - refer both to the way in which eligibility is determined and to the selection processes used. Targeting approaches may not fit neatly into a category as each one is context-specific and uses a combination of methods.

No targeting method, or combination of methods, is ever perfect. **Methods are usually combined** to identify and select the people who are considered vulnerable and whose needs the programme is designed to address, in a way that is acceptable to communities and seeks to do no harm. This mapping found that numerous factors affect the choice of targeting method in a given context; the diagram below presents an overview of the main factors that influence this decision.



# An overview of targeting in UNHCR

## Established targeting practice

Targeting for assistance is not new to UNHCR and a variety of different methods have been used over the years. Some of these methods are well established within UNHCR's ways of working and are familiar to staff throughout the organization:

**Status-based targeting:** UNHCR's first targeting criteria is the displacement status of beneficiaries - i.e. targeting asylum seekers, refugees and stateless persons, all of whom fall under the mandate of UNHCR and the need for international protection, based on the Geneva Convention and Protocol and the Conventions on Statelessness. With regard to internally displaced persons (IDPs) UNHCR has Inter-Agency Standing Committee (IASC) coordination and leadership responsibilities, as well as contributing operationally to an interagency response.<sup>2</sup> With regard to host communities, UNHCR may provide assistance, due to their proximity / links with the persons of concern that UNHCR is mandated to protect and assist. In small country operations, all refugees may receive assistance and free or subsidized access to services, based on an overall assessment of their vulnerability due to their status as forcibly displaced people.

**Geographic targeting / area-based approaches** are often used, due to severity of needs (IPC, JIAF, HNO), different levels of vulnerability in different locations (such as camp / out-of-camp), or operational constraints such as lack of humanitarian access in certain areas, or a lack of partners present with the capacity to deliver assistance. In camp-based situations, geographic targeting may be used to prioritize delivery of assistance to camps and host populations in the surrounding areas, with the aim of promoting social cohesion between these two groups.

- **70/30 (or similar) ratio** may be applied, whereby 70% of assistance is allocated to persons of concern and 30% is delivered to the host population, residing within a defined radius of the camp (for example for NFI distributions, energy, livelihoods, etc.).
- **Community-driven targeting** may be combined with geographic targeting when identifying households amongst the host population in the area surrounding a camp, for example to select the households that receive direct support (in the form of NFIs, cooking gas, solar kits, etc.).

UNHCR often uses a combination of geographic and status-based targeting, i.e. delivering assistance to all persons of concern in a particular location such as a camp (and for a certain length of time).

**Categorical, using age and gender as eligibility criteria;** using registration data in proGres to identify groups for specific types of sectoral support. This is a form of simple categorical targeting, for example, refugee women and girls of menstruating age may be selected to receive hygiene / dignity kits or people with specific needs may be prioritized for assistance. The exact demographic criteria depend on the programme objective, for example, for Congolese refugees in Uganda, the distribution

<sup>2</sup> See [Guidance package for UNHCR's engagement in situations of internal displacement \(2019\)](#)

of reusable sanitary pads targeted families with schoolgirls of menstruating age, to support Menstrual Hygiene Management (MHM) and improve school attendance (UNHCR, 2018).

**Categorical, using ‘specific needs codes’ (SNC) as eligibility criteria;** using data in proGres for targeting. People with specific needs are considered to be at heightened protection risk and in need of support. They are identified either during initial registration into proGres – and specific needs are recorded – or on an ongoing basis, as part of case management. The specific needs codes include unaccompanied and separated children, persons with serious health conditions, persons with special legal or physical protection needs, single women, women-headed households; older persons, persons with disabilities; and persons of diverse sex, sexual orientation or gender identity (LGBTI individuals).<sup>3</sup> Once registered in proGres, specific needs codes are sometimes used administratively to produce lists of beneficiaries to be targeted or prioritized for assistance.

**Protection committees and case-by-case identification and selection;** protection committees make decisions about the nature of the support, both protection and assistance, needed for each case / household. Protection committees also provide oversight to ensure that the recommendations of individual protection staff are reviewed by a group of people and decisions taken collectively.

**Community-based approaches** for defining eligibility criteria and beneficiary selection, with UNHCR verification. UNHCR works with community members to define appropriate and acceptable eligibility criteria, as well as involving communities in the selection process (i.e., drawing up lists of beneficiaries). Lists are usually verified through household visits by UNHCR and partner staff.

- For shelter projects for example, when identifying refugee households in need of shelter rehabilitation in a camp, a proposed list may be drawn up by the community and checked by UNHCR / partner staff through household visits. Similarly, for assistance for the host population, or IDPs (who are not registered by UNHCR), community representatives often draw up beneficiary lists and then households are verified by partners/UNHCR.

The targeting methods listed above continue to be used in many contexts in which UNHCR works, such as camp-based situations and small to medium-sized operations where human resources permit a case management approach and individual households can be verified through household visits, either by UNHCR or partner staff.

Many of the methods above are used in sector-specific interventions when assistance is delivered to individuals or households, such as shelter (for construction / rehabilitation).

However, in the large-scale protracted crises in which UNHCR increasingly operates – and where sizeable volumes of assistance are delivered in the same form (cash assistance) and through joint approaches partners – **some of these established targeting methods are neither practical nor cost-efficient to implement** (UNHCR, 2019). The section below outlines other targeting methods that have been adopted to respond to these contexts.

<sup>3</sup> It should be noted that within UNHCR, the term ‘persons with Specific needs’ is often used, but the term ‘persons at heightened risk’ is now preferred.



## Mapping of UNHCR targeting practice in 2022

UNHCR's approach to targeting is evolving and new methods are being added to the range of approaches traditionally used. In each context, the choice of targeting approach has been influenced by both technical and strategic considerations, such as the capacity and experience of UNHCR staff, as well as stances adopted by other stakeholders and donors that UNHCR collaborates with in each context (WFP, UNICEF, national social protection systems, the World Bank, etc.).

The following table provides details of the targeting methods currently used in UNHCR operations, based on the review conducted for this report. The operations are listed by region and size of operation (from largest number of persons of concern to smallest). For the number of people assisted, the focus is on basic needs assistance provided directly by UNHCR to affected households rather than assistance delivered by WFP (food assistance). Where targeting is conducted jointly with other agencies (WFP, UNICEF, OCHA), this is specified.

| Operation and persons of concern  | Total # individuals | Targeting approach used by UNHCR  |                         | Assistance                                    |  |
|-----------------------------------|---------------------|---|-------------------------|---|--|
|                                   |                     | Eligibility criteria  | Selection process       | Description, duration                         | Assisted # (cases / heads of household) <sup>4</sup> |
| Asia and the Pacific              |                     |   |                         |   |  |
| Afghanistan, IDP emergency (2021) | 2,700,000           | Geographic, scorecard (socio-economic criteria)   | Case-by-case assessment | Multi-sectoral assistance (UNHCR)             | 82,766 <sup>5</sup> HH                               |
| Iran, Afghan refugees             | 800,000             | Refugee status, + Scorecard<br>New arrivals: date of arrival + categorical protection-related criteria<br>Regular caseload: socio-economic criteria | Case-by-case assessment | MPC for basic needs (UNHCR) 1 month (one-off) | 5,000-6,000 HH (new arrivals) <sup>6</sup>           |

<sup>4</sup> This refers to the number of cases (or heads of households) that receive assistance. The number of individuals in a household varies, depending on context. The estimated number of individuals assisted (including other household members assisted indirectly) therefore has not been included here, as it was not available from all country offices. It should be noted that the total number of persons of concern (PoC) is however stated as number of individuals, as appears in Global Focus.

<sup>5</sup> From 10 October to 31 December 2021, UNHCR conducted **142,182 household assessments** in 314 districts in all 34 provinces of Afghanistan. A total of **82,766 households** were assisted using the multisectoral scorecard.

<sup>6</sup> SOPs for Emergency cash for new Afghan arrivals state that 5,000 – 6,000 households will be reached in 2021. Number of individuals is calculated based on an estimated household size of 5.

|   |           |   |  |  |                     |
|---|-----------|---|--|--|---------------------|
| <b>Malaysia</b>                                   | 186,640   | Scorecard (PSN, demographics, socio-economic)   | Pre-screening in proGres, case-by-case socio-economic assessment (by partner staff)  | Basic needs + livelihoods, 1-3 months (UNHCR), including   | 400 <sup>7</sup> HH |
| <b>China, refugees</b>                            | 300       | Refugee status, means testing (income, expenditure)   | Case-by-case assessment based on protection and socio-economic data  | Basic needs assistance (UNHCR)   | 105 <sup>8</sup> HH |
| <b>Middle East and North Africa (MENA)</b>        |           |   |  |  |                     |
| <b>Yemen, internally displaced persons (IDPs)</b> | 4,600,000 | Displacement status (IDP), vulnerability criteria (preliminary lists of HHs produced by local authorities), scorecard in both North and South, based on protection and socio-economic criteria. | Administrative / community-based (preliminary lists produced by local authorities) and case-by-case assessment of all households with a scorecard to prioritise cases (protection and socio-economic criteria) | Basic needs assistance, 6 months (3 transfers). (UNHCR).   | 220,339 HH          |
| <b>Turkey, refugees</b>                           | 3,700,000 | Refugee status, categorical protection criteria (persons with specific needs, inc. LGBTQI)  | Case-by-case assessment to verify eligibility  | Basic needs assistance and protection services, duration may vary (UNHCR)                                | 88,381 HH           |
| <b>Lebanon, Syrian refugees</b>                   | 855,000   | Refugee/asylum seeker status, proxy means testing (PMT)   | Administrative (formula applied to proGres registration data)  | Basic needs assistance, ongoing. (UNHCR). Joint targeting approach with WFP (food assistance) and UNICEF | 528,830 HH          |
| <b>Jordan</b>                                     | 701,000   | Refugee status, PMT   | Refugees apply (self-selection) then PMT formula applied to proGres registration data to check their eligibility.  | Basic needs assistance, ongoing. (UNHCR). Joint targeting approach with WFP (food assistance).           | 244,066 HH          |

<sup>7</sup> In Malaysia, it is estimated that 400 households will be assisted in 2022, comprising 350 households identified through assessments by partner and an estimated 48 cases that may require emergency, one-off support (if they approach UNHCR office and are found to require immediate protection and assistance)

<sup>8</sup> 105 heads of household, or 231 individuals (as of 2021).

|  |                      |   |   |  |                      |
|--|----------------------|---|---|--|----------------------|
| <b>Egypt</b>   | 300,000              | Refugee status, PMT   | Administrative<br>(formula applied to proGres registration data)  | Basic needs assistance, ongoing. (UNHCR).<br>Joint targeting approach with WFP (food assistance).  | 117,474 HH           |
| <b>Libya, IDPs and refugees</b>  | 293,000              | Scorecard for IDPs, scoring system weighting specific needs for refugees.   | Case-by-case assessment for IDPs.<br>Administrative (formula applied to proGres for refugees)   | Basic needs assistance (MPC), ongoing (UNHCR)  | 7,066 HH             |
| <b>Algeria, refugees</b>   | 101,000              | Refugee status (all officially recognised refugees in urban areas are eligible, approx. 800 of sub-Saharan origin), plus geographic (urban areas) | Case-by-case assessment, based on categorical criteria (recognised refugee status, residing in urban area) or need for emergency cash assistance. | Basic needs assistance (MPC), duration may vary (UNHCR)  | 1,375 HH             |
| <b>Mauritania, Malian refugees in M'bera camp and surrounding area</b> | 69,766               | Refugee status, geographic (camps and surrounding), Scorecard with multi-dimensional scoring  | Administrative (scoring applied to proGres registration data)   | Inclusion in national social safety net (Government) + basic needs assistance, ongoing. (UNHCR).<br>Joint targeting approach with WFP (food assistance). | 6995 HH <sup>9</sup> |
| <b>Israel, refugees</b>  | 41,300               | Protection committee  | Case-by-case assessment   | Basic needs assistance, 1 month/one-off (UNHCR)  | 1,625 HH             |
| <b>Morocco, refugees</b>   | 17,300               | Protection committee, Scorecard (additive score)  | Case-by-case assessment based on protection risks and socio-economic data   | Basic needs assistance (MPC), 3-12 months (UNHCR)  | 9,537 HH             |
| <b>Syria, non-Syrians (refugees)</b>                                   | 15,500               | Scorecard   | Case-by-case assessment, based on socio-economic criteria   | Basic needs assistance (UNHCR)   | 11,525 HH            |
| <b>Kuwait, refugees</b>  | <i>Not available</i> | Refugee status, protection committee  | Case-by-case assessment (protection)  | Basic needs assistance (MPC) and protection services (UNHCR)   | 95 HH                |
| <b>East and Horn of Africa</b>   |                      |   |   |  |                      |

<sup>9</sup> Based on documentation from country office stating that 6,995 households (53% of caseload) are eligible for national safety net and UNHCR cash assistance.

|  |           |  |  |  |                          |
|--|-----------|--|--|--|--------------------------|
| <b>Uganda, refugees</b>                          | 1,500,000 | Geographic, categorical, scorecard/ranking (tbd)   | Administrative (likely moving towards categorical criteria and index-based approach using proGres)   | Joint targeting approach with WFP (food assistance).   | To be determined in 2023 |
| <b>Rwanda, Burundian and Congolese refugees</b>  | 98,787    | Refugee status, geographic (camps), community-based validation of eligibility criteria, categorical (demographic) criteria and persons with specific needs (PSN) | Administrative (categorical criteria applied to proGres)   | Food assistance (WFP) UNHCR/WFP Joint targeting approach.  | 21,407 HH <sup>10</sup>  |
| <b>West and Central Africa</b>                   |           |  |  |  |                          |
| <b>Cameroon, CAR refugees (Eastern Cameroon)</b> | 325,000   | Refugee status, geographic, categorical (PSN and demographic)  | Administrative (categorical criteria in proGres), community-based verification   | Basic needs assistance (MPC), ongoing. (UNHCR) Joint targeting approach with WFP (food assistance).  | 32,000 HH (approx.)      |
| <b>Niger, Malian refugees</b>                    | 299,824   | Refugee status, geographic (camps), PMT  | Administrative (formula applied to proGres registration data)  | Basic needs assistance (MPC), ongoing (UNHCR) Livelihoods assistance provided to household of category 2 and category 3 Joint targeting between WFP and UNHCR (since 2017) | 2526 HH <sup>11</sup>    |
| <b>Americas</b>                                  |           |  |  |  |                          |
| <b>Peru, refugees</b>                            | 1,290,000 | Geographic (partner presence), status-based (displacement), scorecard based on additive points (poverty, persons with specific needs etc + labour capacity)      | Case-by-case assessment (scorecard). Cases identified by community, outreach protection volunteers, referrals. Assessment and selection by partner + UNHCR staff | Livelihoods, Graduation programme, 18 months (UNHCR and partner HIAS)  | 250 HH                   |

<sup>10</sup> 19,130 households are classified as highly vulnerable and receive cash that covers 100% of the food basket; 2,277 are classified as moderately vulnerable and receive cash that covers 50% of the food basket.

<sup>11</sup> 12,630 individuals



|  |         |  |   |  |                        |
|--|---------|--|---|--|------------------------|
| <b>Ecuador</b>                                 | 868,000 | Displacement status + nationality, temporality (time in country), socio-economic vulnerability.                                | Case-by-case assessment, using scorecard with combined protection and socio-economic criteria. Data incorporated in proGresV4.  | Multi-Purpose Grant (MPG) for 3 months.<br>Complemented with WFP food voucher (6 months) and UNICEF MPG (9 months) for targeted cases under the UNCCS joint pathway. | 4,600 HH               |
| <b>Ecuador</b>                                 | 868,000 | Displacement status + nationality, geographic location, temporality, presence of economic active persons within the household. | Cases identified through a community-based approach; prioritisation/selection done through a case-by-case assessment considering:<br>1/Specific Protection Needs (SPN); 2/scorecard (w/ combined socio-economic, legal, social integration criteria); 3/Economic poverty. | Consumption support transfer (cash) provided for max 12 months to households involved in the comprehensive Graduation Model.   | 50 HH                  |
| <b>Brazil</b>                                  | 483,000 | Geographic, Scorecard (socio-economic and protection criteria)   | Case-by-case assessment during registration, by UNHCR staff   | Basic needs assistance (MPC) short duration (UNHCR)  | 3,000 HH               |
| <b>Mexico</b>                                  | 417,000 | Geographic, Scorecard (socio-economic and protection criteria)   | Case-by-case assessment during registration, by UNHCR staff   | Basic needs assistance, (MPC) short duration (UNHCR)   | 24,000 HH              |
| <b>Costa Rica, refugees and asylum seekers</b> | 164,334 | Scorecard with multi-dimensional scoring (basic needs, coping capacity, wellbeing)   | Case-by-case assessment during registration by UNHCR staff  | Basic needs assistance, 1-3 months (UNHCR)   | 7,187 <sup>12</sup> HH |

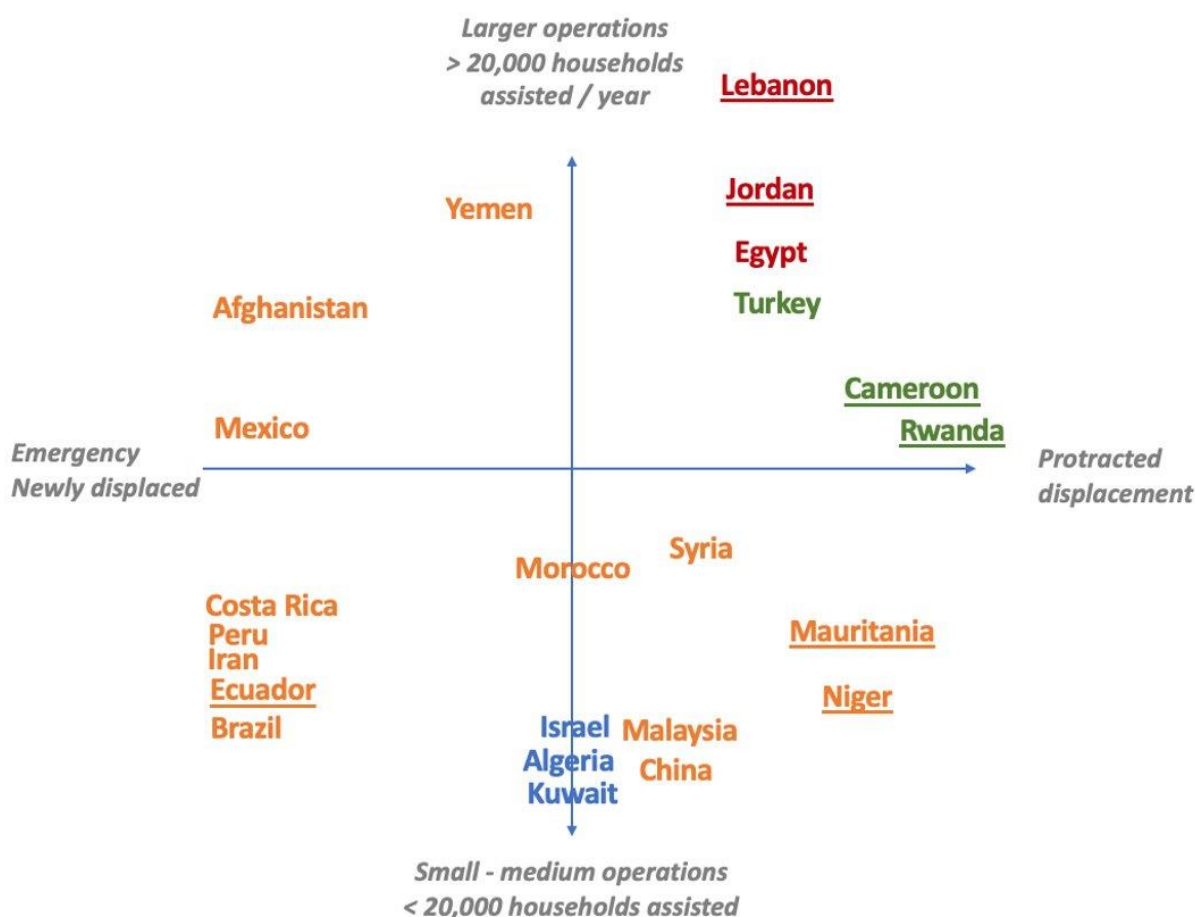
**Source:** [UNHCR Global Focus](#) for number of persons of concern - the specific category targeted by the programme is cited (for example, number of Syrian refugees in Jordan, when the targeting approach for this type of assistance specifically targets Syrian refugees, rather than other nationalities). For number of persons assisted in 2021, sources include: [CBI Dashboard](#), [R4V Platform for Refugees and Migrants from Venezuela](#), and various documents provided by country offices, such as Standard Operating Procedures (see bibliography for full list).

<sup>12</sup> Figure provided by country office

## Summary of findings

Based on the information collected for this mapping, the diagram below presents the different targeting approaches used, organized according to two key dimensions:

- 1. Size of the operation**, based on the approximate number of people identified and assisted with the targeting approach.
- 2. Response phase**, from emergency response to protracted displacement. Classifying an operation as 'Emergency' or 'Protracted displacement' should be read as indicative only, as there may be wide variations. The aim of the diagram is to show whether the operation is primarily in emergency response mode or responding to protracted displacement (including stable contexts), as this factor greatly affects the choice of targeting method.



**Source:** UNHCR Global Focus for number of persons of concern. Literature review and key informant interviews conducted for this report for the categorisation of the targeting approach.

**Note:** The targeting methods shown are the principal methods used (more than one method may apply). Number of households assisted refers to the number receiving UNHCR's multipurpose cash assistance (with the

exception of Cameroon and Rwanda, where numbers refer to WFP's food assistance, delivered via a joint targeting approach). Where joint targeting approaches have been adopted with WFP, countries are underlined in the diagram.

## Summary of mapping of UNHCR targeting approaches

**Administrative targeting** is used mostly in larger operations and in contexts of protracted displacement, where refugees are already registered. For UNHCR, administrative targeting involves applying categorical eligibility criteria or Proxy Means Testing (PMT) formulas to existing proGres data. Examples include the use of categorical targeting in Cameroon and Rwanda, and the use of PMT in Lebanon, Jordan, and Egypt.

**Case-by-case assessment and selection:** in other contexts, where persons of concern are not registered (such as IDPs, new refugee arrivals, unregistered refugees), some form of **case-by-case assessment and selection of households is necessary**. Households are usually identified or referred by UNHCR or partner staff, by communities, through self-selection (individuals coming forward). They are then assessed by UNHCR or partner staff. Case-by-case assessment may include a protection assessment and/or the use of a socio-economic assessment tool, such as a scorecard, administered by UNHCR or partner staff.

This mapping has observed that **case-by-case selection is often used in contexts where populations are not registered in proGres**, for example:

- **Emergency response** (such as in Afghanistan, Peru, Ecuador, and Yemen);
- **Stable contexts where new arrivals are registered on a continual basis** (such as Morocco, Algeria, etc.).
- **Small caseloads** in situations of protracted displacement (such as Malaysia, and China)

**Case-by-case selection is a resource-heavy process.** Operations reviewed here that used case-by-case selection (either based on socio-economic data or on protection assessments) delivered assistance to less than 20,000 households per year, with the exception of Afghanistan (approx. 83,000), Mexico (approx. 24,000) and Yemen (approx. 220,000). In these larger operations, populations were not registered (either new arrivals, IDPs or others forced to flee) and case-by-case assessment was therefore necessary in order to deliver assistance, despite it being a resource-heavy process.

It should be noted that these observations are drawn from the selection of targeting approaches reviewed for this report – they are not recommendations as to how targeting should be done or what methods should be chosen, but rather a description of current practice. More details are provided in the following sections.

## Key themes and trends in targeting practice

**Approaches to targeting are evolving in response to the changing contexts in which UNHCR is delivering assistance to persons of concern.** UNHCR targeting approaches vary greatly, depending on the size of the operation, the response phase and availability of data, including whether populations are registered.

In protracted crises, a combination of data-driven and community-driven approaches are increasingly used to define and validate eligibility criteria. To reduce exclusion errors, mitigation measures are increasingly put in place, such as appeals buffers, which use a protection-based approach to assess eligibility for assistance on a case-by-case basis.

From the review of targeting approaches and the mapping, some key themes and trends in UNHCR's new and emerging approach to targeting have been outlined below, according to targeting method.

### 1. Complex categorical targeting

While simplified categorical targeting has been used by UNHCR for many years (for example targeting women of menstruating age for hygiene kits), the **use of more complex categorical targeting for basic needs assistance**, a data-driven approach based on statistical analysis, is relatively new to UNHCR and increasingly used. This form of categorical targeting uses numerous criteria, such as the size of household, number of children, gender of head of household, level of education, presence of persons with specific needs, head of household with disability, etc. Through data analysis, these demographic characteristics – and combinations of characteristics - are found to correlate with indicators of vulnerability. Examples of the use of categorical targeting:

- **Medium to large-sized operations, camp or out-of-camp contexts**, such as refugees in Cameroon and Rwanda (see case study for further details). Categorical criteria applied to proGres to produce lists of eligible households.
- **Protracted crises where there is inclusion of refugees in national systems**, for example assistance for Syrian refugees in Turkey through the Ministry of Family and Social Services – the 'Emergency Social Safety Net' (ESSN) - with support from IFRC and the Turkish Red Crescent (initially supported by WFP), for which categorical eligibility criteria are used. In Turkey, UNHCR's assistance is complementary to the ESSN and also uses a categorical approach to support those who are not included in the national safety net, such as persons with specific needs, LGBTIQI, and transgender individuals. Households apply and their eligibility is assessed against categorical criteria.
- **Emergency response**, where categorical eligibility criteria are considered relatively straightforward to implement and communicate, such as for newly arrived Afghan refugees into Iran (2021). Registration and eligibility assessment happened concurrently (rather than categorical criteria being applied to pre-existing proGres data).

### 2. Proxy means testing (PMT)

PMT is increasingly used for targeting in large-scale protracted crises, in contexts where populations are already registered, their situations are relatively stable and there is good quality registration and



socio-economic data. In these situations, PMT can be relatively cost-efficient, if registration data exists (as needs assessments survey only a sample of households).

Furthermore, as the PMT formula provides the ability to predict a measure of socioeconomic vulnerability (for example consumption in Jordan and expenditure in Lebanon), it can be used by UNHCR operations to prioritise the most vulnerable households, given budget constraints. It is operationalised in this way in Lebanon, for example, where a precise threshold<sup>13</sup> for inclusion in programmes is set to match the budgetary capacity to respond with assistance. The World Bank has been involved in the use of PMT targeting in many contexts, in its support of national social safety nets, and has significant expertise in this targeting methodology (see sections 3.1 and 4.1 below).

However, setting up any new targeting approach in a situation of protracted displacement takes considerable time and resources, and while deriving a PMT formula can be relatively rapid, getting the buy-in not only from operations and authorities but also from PoCs themselves, takes considerable time. Like complex categorical targeting in protracted situations, PMTs have a finite duration. The frequency of re-targeting depends on the context and the 'shelf-life' of the PMT, in Lebanon re-targeting takes place annually, whereas in Jordan re-targeting occurs on an ongoing basis.<sup>14</sup> In many of these contexts the needs are great and regular monthly assistance is therefore delivered with no explicit exit / graduation strategy, due to a lack of economic opportunities for refugees.

- **MENA region**, assistance for Syrian refugees in Jordan, Syrian refugees in Lebanon, all refugees in Egypt.<sup>15</sup>
- **Alignment with national systems**, for example in Iraq, where the use of PMT is influenced by harmonization and inclusion of refugees and IDPs with the national social safety net (pilot project).

### 3. Scorecards

Scorecards use numerous variables (i.e. demographics, specific needs codes, quality of shelter, expenditure, income sources, use of negative coping strategies, etc.) to give an indication of a household's degree of vulnerability. Scorecards are resource-heavy as data needs to be collected for every case / household which is potentially eligible. Hence, scorecards are used in small operations, or combined with geographic targeting in larger operations where there is no pre-existing registration data (often IDP, such as Yemen, Afghanistan), or for newly displaced populations (often unregistered).

Scorecards are often used for the delivery of short-term assistance (as is the case in Iran, Malaysia, Costa Rica, Morocco) rather than ongoing assistance in protracted contexts. Assistance may only be short-term because of budgetary constraints, or because refugees are expected to be included in national social protection systems (as is the case in Costa Rica) and assistance is provided as a

<sup>13</sup> In Lebanon, the threshold for inclusion is household expenditure being below the survival minimum expenditure basket.

<sup>14</sup> In Egypt re-targeting was planned to be conducted after 2 years, but has been delayed due to Covid-19 related issues and inflation. In 2022, a panel survey and data analysis will inform re-targeting for cash assistance.

<sup>15</sup> UNHCR study on the Impact of CBI on Protection Outcomes (2019) in Lebanon, Jordan and Egypt concluded that protection risks were not adequately included in the PMT formula and that "the impact of CBI would be enhanced with inclusion of protection indicators in the targeting formula as well as in the post distribution monitoring." (pg. 4)

transitional measure. In this review scorecards have not been found to be used for longer-term assistance.<sup>16</sup>

Scorecards have been used to give an on-the-spot eligibility decision about whether the family will receive assistance (as is the case in the Americas, or for new Afghan arrivals in Iran). However, when budgetary constraints necessitate prioritization and quotas are applied the threshold for inclusion must be lowered in real-time (and waiting lists created), which can be complex to manage and communicate.

Examples of the use of scorecards include:

- **Small operations:** as each household must be assessed individually (for example Morocco, see case study).
- **Larger operations, combined with geographical targeting:** scorecards have been combined with geographical targeting, so the scorecard is used with only a small portion of the total affected population. For example, for IDPs in Afghanistan and Yemen, an area-based geographic approach is used, followed by a multi-sector scorecard assessment.
- **Unregistered populations:** in contexts where UNHCR does not have registration data, either because registration is conducted by host governments (as is the case in many countries in the Americas, as well as Iran) or because they are internally displaced and not registered (for example IDPs in Afghanistan). The collection and assessment of socio-economic data for the scorecard has been, in some cases, combined with UNHCR's registration process, as in the response to the Venezuelan crisis in the Americas. In Costa Rica, for example, UNHCR registration staff collect socio-economic data while conducting registration.

#### 4. Protection panel approach, case-by-case

In this approach, each case is assessed on an individual basis; protection staff adjudicate and make recommendations for the type of protection support and assistance required (such as emergency cash assistance), and protection panels make final decisions regarding the support plan. Assessment focuses on the protection risks faced by the individual or family, particularly 'Persons with Specific Needs', and/or an emergency situation (such as eviction, medical-related emergency, etc.). Assistance is usually only one part of a comprehensive support plan for a case.

As protection panels require significant human resources and time in order to assess each case individually, this mapping has found that the approach is only used in small operations or as part of case management, in complementarity to large-scale approaches:

- **For small operations:** some smaller operations are combining protection committees with the use of scorecards, to standardise the process and assess the socio-economic needs of each case as well as their protection risks (Morocco). In China, a means-testing approach is applied, on a case-by-case basis, combined with a protection-based approach (i.e. the

<sup>16</sup> Scorecards use vulnerability data which can change rapidly and therefore should only be used for time-bound, short-term assistance.

income/expenditure thresholds are 'softened' or made more flexible for those cases with protection risks).

- **For large operations:** case-by-case assessments and protection panels are used as a mitigation measure to identify protection cases that are not identified by the formula and therefore excluded in large-scale PMT targeting (as in Lebanon, see section 2.3 below).

## 5. Area-based approaches / geographical targeting combined with other methods

Area-based approaches are not new to UNHCR and continue to be used in current targeting practice for all sizes of operations, especially in situations where vulnerability varies from one location to another, where prioritisation is necessary from the outset due to budget constraints, where partner organisations may not have presence or capacity to deliver assistance, and/or access is restricted.

Historically, concentrating the delivery of assistance to refugees residing in camps, rather than those outside of camps, was a form of geographic targeting. However, over recent years, UNHCR has sought to "pursue alternatives to camps, whenever possible, while ensuring that refugees are protected and assisted effectively and are able to achieve solutions" (UNHCR, 2014). This approach was formalised in UNHCR's '[Policy on alternatives to camps](#)' (2014) and UNHCR's earlier 'Policy on refugee protection and solutions in urban areas' (2009).

Area-based approaches are often used in IDP situations, as described in the [Guidance Package for UNHCR's Engagement in Situations of Internal Displacement](#) (2019). This was evidenced by the examples reviewed for this mapping, where area-based approaches have been used for prioritisation in IDP contexts, where the numbers of people affected are large and UNHCR lacks the capacity to respond in all locations. In the first instance, prioritisation therefore happens by area (rather than at household level), though this is usually followed by the use of a case-by-case scorecard, to verify eligibility and enroll beneficiaries in the programme.<sup>17</sup>

- **In IDP situations:** for example in Afghanistan, where 3.4 million people are internally displaced, UNHCR has an area-based approach focusing support on 11,000 villages in 55 geographical areas. This area-based approach is then combined with a scorecard for individual household-level assessment and enrolment.
- **In camp-based situations:** for example in Mauritania, where the targeting approach for Malian refugees in (and around) M'bera camp is different to the targeting approach for urban refugees in the cities of Nouakchott and Nouadhibou.

## 6. Community-based approaches

Community-based approaches are well established within UNHCR and continue to be used for all sizes of operations. There are two different types of community-based approaches:

- **Community engagement in defining (or validating) eligibility criteria:** this is considered good practice in all targeting approaches and a key component of accountability to affected people (AAP). In the examples reviewed here, eligibility criteria were defined through a mix of data-

<sup>17</sup> For details on UNHCR's position on enrolment for IDPs, see [UNHCR Enrolment of Internally Displaced Persons](#).

driven and community-driven approaches, as is the case in Jordan, Rwanda and Cameroon and Mauritania. See [Community Consultations to Inform Targeting and Prioritisation](#) (WFP-UNHCR 2022) for further details.

- **Community engagement in beneficiary selection:** communities may be involved in selecting beneficiaries that meet agreed-upon eligibility criteria, or that are considered vulnerable according to the community's definition. This is frequently used in rural areas for Government-led social safety nets, often with support from the World Bank (as in Cameroon) or UNICEF (as in Malawi). For UNHCR and WFP, one example was reviewed here – targeting for food assistance in Cameroon – in which communities were directly involved in selecting beneficiaries to be included on lists for assistance (see section 4.1).

#### **Protection-based mitigation measures and appeals buffers to reduce exclusion errors**

Appeals buffers and mitigation measures are used in combination with various targeting approaches described above, to correct exclusion errors. This involves protection-based assessment of individual cases and referrals for assistance, to mitigate exclusion errors, and is commonly used in many operations, alongside categorical, PMT or community based targeting approaches (for example in Lebanon, Jordan, Egypt, Cameroon).

The Joint Hub promotes maintaining a percentage of space on beneficiary lists, known as an 'appeals buffer' to be able to integrate additional cases with protection risks or are unable to meet their basic needs. Beneficiaries either appeal or are identified and are considered in need, due to two types of exclusion errors:

- **Implementation exclusion errors**, for example data in proGres is not updated and so the case does not meet the eligibility criteria. This mapping has found that operations tend to focus on this type of exclusion error and focus on correcting data in proGres in order to re-assess eligibility and add cases to the list (this is the case in Rwanda for categorical targeting and Egypt, for PMT).
- **Design exclusion errors**, case does not meet the eligibility criteria or does not have a score above the required threshold (scorecard, PMT formula). Fewer operations focus on these complex exclusion errors, which require a household assessment to analyse the vulnerability itself – rather than just meeting the targeting criteria. In Lebanon, in an attempt to mitigate these exclusion errors, a separate 'Cash for Protection' programme was set up to respond specifically to the needs of 'protection cases' that are not eligible for MPCA according to the PMT formula but are nevertheless considered in need when their case was assessed, due to their specific protection situation.<sup>1</sup> Costa Rica has also identified this as a challenge and intends to expand cash assistance in order to respond to the needs of vulnerable cases that are not currently eligible under the scorecard approach.

However, for both types of exclusion errors – in implementation and by design - the lack of 'space' on beneficiary lists, due to budget constraints, can be a challenge and mean that newly identified beneficiaries cannot always be added (Juillard et al. 2021).<sup>1</sup>





## An overview of targeting by other humanitarian and development actors

As targeting is a process which necessarily involves ethical questions, risks and trade-offs, different organisations have vastly different stances on how to approach the issue. Most organisations have a tendency to lean towards particular targeting methods. As stated in a recent paper on targeting in fragile and conflict-affected contexts:

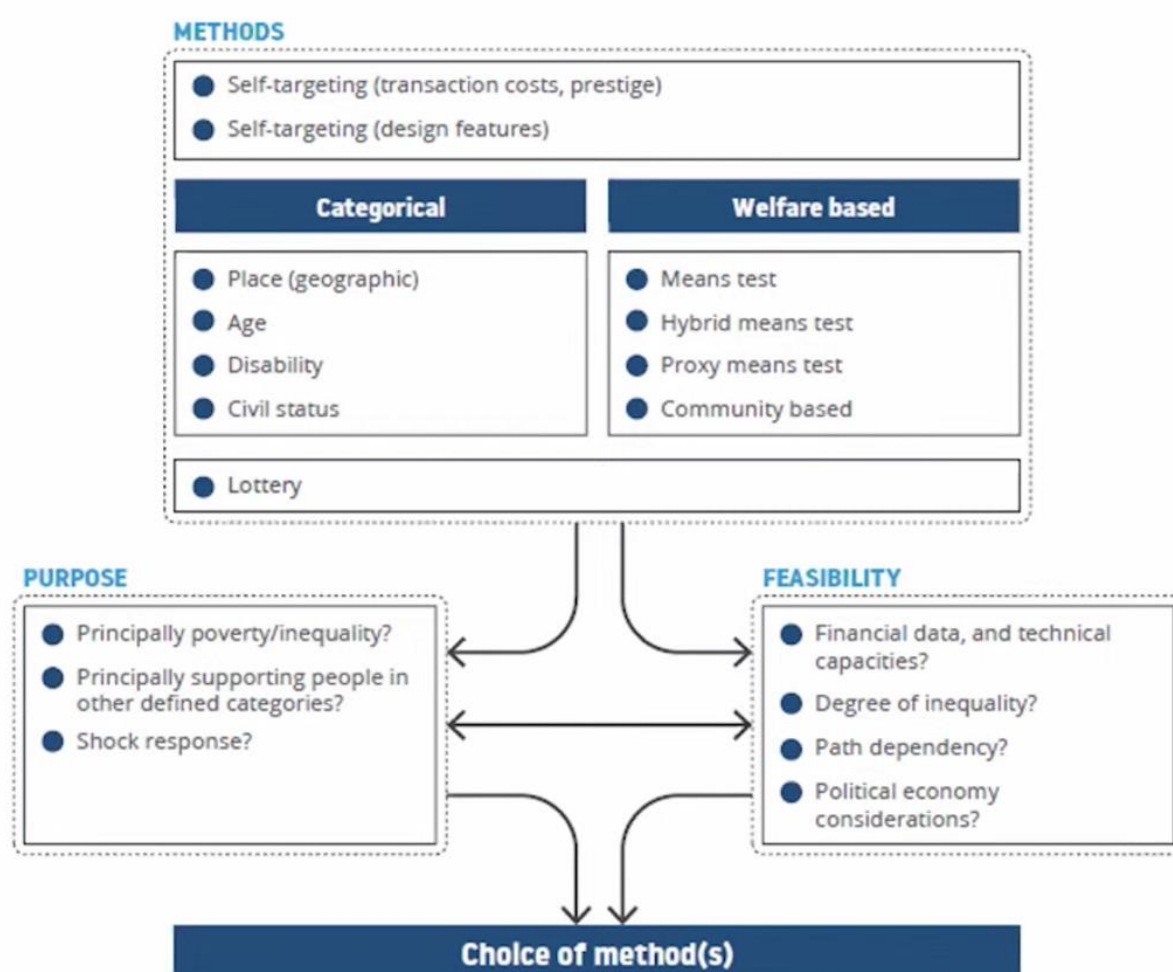
*Debates about targeting are often presented as purely technical – about which approaches work best in terms of inclusion and exclusion errors and affordability. However, targeting is far from just a technical exercise: it is a deeply contested and political exercise. (Sabates-Wheeler and Szyp 2022)*

This section presents the targeting approaches used by other actors, specifically organizations or institutions that UNHCR collaborates with - the World Bank, WFP, UNICEF, ICRC and BRAC. The list is by no means exhaustive, but the aim is to present a range of approaches, not only to inform UNHCR's collaboration with these actors on issues related to targeting, but also to demonstrate the diversity of institutional targeting approaches and cultures.

Some actors, such as the World Bank and UNICEF, provide technical support to national systems and so some examples of the targeting methods used in Government-led social protection are presented here (for more information details on targeting in national social protection systems, please see section 4).

# The World Bank

The question of targeting is of major importance to the World Bank, through its work in reducing poverty and inequality and supporting national social protection systems globally, in a drive towards universal social protection (USP). In 2022 a major new publication was released, entitled '[Revisiting Targeting in Social Assistance: a New Look at Old Dilemmas](#)' in which the World Bank states that "There is no single best way of targeting for all circumstances. Moreover, different approaches may have different appeals in the same context." The diagram below presents an overview of different targeting approaches used by the World Bank, making a distinction between categorical approaches and welfare-based approaches (i.e. based on measures of 'vulnerability'):



While the World Bank stresses the need to contextualise targeting, as an institution it is known for its use of proxy means testing (PMT) and its focus on minimising inclusion errors, with an "underlying assumption that PMT is the most cost-effective way to provide assistance to those in need" (Sabates-Wheeler and Szyg 2022). As the World Bank supports Government-led systems, with the stated goal of achieving universal social protection, the targeting methods are usually ones that can be scaled-up in order to attain national coverage.

Through UNHCR's global partnership with the World Bank and the [Joint Data Center on Forced Displacement](#) in Copenhagen, the two institutions work together on targeting processes, particularly within the context of the [IDA Window for Host Communities and Refugees](#).

Examples of UNHCR and the World Bank (together with WFP and the Hub) collaborating on targeting and the inclusion of refugees in Government-led social safety nets include: Cameroon, Republic of Congo and Mauritania.

In response to the Syrian refugee crisis in Lebanon and Jordan, the World Bank's technical expertise informed the development of the PMT formula used by UNHCR, WFP and UNICEF in determining eligibility for humanitarian assistance for refugees (see box below).

### **The World Bank and the development of the desk formula (PMT) for UNHCR in Lebanon and Jordan**

In 2013 in Lebanon and Jordan, UNHCR faced a rapidly evolving situation as large numbers of Syrians arrived, had to be registered and assessed. The old model of case management - based on household visits and direct interaction with each individual or case - was no longer feasible in terms of cost or time.

The World Bank offered support in 2014 and provided a proxy means testing (PMT) model that allowed for segmentation of the entire population based on a statistical formula applied to proGres data, thereby eliminating the need for home visits at scale.

The World Bank published the findings in a report entitled '[The Welfare of Syrian Refugees](#)' which contained the blueprint for the PMT desk formula used to determine eligibility for basic needs assistance for refugees in Lebanon.

The desk formula solved an urgent problem – developing a selection process for the targeting of assistance for such a large and rapidly changing caseload.

However, the desk formula has also shown limitations – the focus on poverty as the main indicator of vulnerability, the lack of direct contact with refugees and the difficulty in communicating the targeting method to beneficiaries.

**Source: UNHCR MENA Categorization / Targeting Framework way forward (2019)**

For more details on the World Bank's approach and a comparison of proxy means testing and community-based targeting, see World Bank (2021) [Targeting for Social Safety Nets, Evidence from Nine Countries in the Sahel](#).

## WFP

In 2021 the World Food Programme (WFP) produced its corporate *'Targeting and Prioritization Operational Guidance Note'*, reflecting the importance of targeting within the organisation. This guidance is harmonized with the WFP-UNHCR *Joint Targeting Principles* and *Joint Guidance: Targeting of Assistance to Meet Basic Needs* (2018).

The work of the UNHCR-WFP *Joint Programme Excellence and Targeting Hub* provides support to both UNHCR and WFP operations when working together in refugee contexts, to operationalize these global commitments on targeting, data sharing, accountability to affected people and enhance joint programming to meet basic needs and promote self-reliance.

However, while joint targeting with UNHCR concerns refugee contexts, WFP's targeting and prioritisation guidance covers all populations who require external assistance in order to meet their minimum food (and other essential) needs. Their corporate guidance focuses on programmes that aim to strengthen households' food security or their economic capacity to meet food and other essential needs in an emergency, protracted crisis, recovery or social protection context.

Targeting is an essential part of WFP's work and there is a strong targeting culture within the organisation, with many staff involved in, and comfortable with, survey-driven data collection and analysis. A recent internal audit stressed the need to "establish targeting as one of the core activities of WFP's operations" further emphasising the importance of targeting within WFP. As stated in the guidance: "Targeting and prioritisation is a continuous and cross-functional exercise led jointly by the Vulnerability Analysis and Mapping Unit (VAM) and Programme staff. It requires the involvement of various cross-function support units and other teams such as Monitoring, Protection, Accountability to Affected Populations (AAP), Technology (TEC), Resource Management and Partnerships." (2021, pg. 5).

When faced with budget constraints and fluctuations, WFP is particularly adept at matching the number of people to be prioritised to the budget available and adjusting the value of assistance (or the threshold for inclusion in programmes), often in real-time (WFP, 2021).

WFP's targeting approaches are usually survey-based and strongly data-driven. For example, for re-targeting in Zimbabwe, WFP used geographic targeting at macro level to identify and rank urban 'hot spots' (informed by national assessment data), followed by a scorecard approach, based on household-level assessment (surveying every household in each hotspot, census-style) in order to assess household levels of food insecurity, using CARI (Consolidated Approach to Reporting Indicators of Food Security).<sup>18</sup> For targeting in Zimbabwe, as in many WFP operations, the *Essential Needs Assessment* (ENA, 2018) approach was used, which provided a framework for analysing vulnerability.

<sup>18</sup> WFP (2021) *Zimbabwe Urban Retargeting, Lessons Learned*. Harare/Rome: WFP.



## UNICEF

UNICEF's [Global Social Protection Programme Framework](#) (2019) sets out its rights-based approach to social protection, in line with the Universal Declaration of Human Rights and the Convention on the Rights of the Child.

UNICEF supports national social protection systems towards the progressive realisation of 'universal coverage' - meaning that all those who are eligible should be able to access the assistance, as rights holders. Targeting within social protection systems should therefore be 'scaleable', so that programmes can be progressively expanded in order to achieve universal coverage.

UNICEF works in many different contexts and uses a variety of targeting methodologies:

**1. Stable contexts:** when supporting national social protection systems, UNICEF often leans towards categorical targeting approaches (such as pensions, child and maternity benefits and disability benefits that rely on life-cycle approaches to supporting people through phases in their lives when they are more vulnerable) to progressively reach universal coverage (Sabates-Wheeler and Szyp 2022).

Categorical approaches are often combined with geographic targeting, focusing initially on certain regions, then scaling-up to other areas. Community-based approaches are also used, for example, in Malawi, rural communities selected the beneficiaries that met with the categorical eligibility criteria (UNICEF 2021).

**2. Fragile contexts:** UNICEF emphasises the importance of 'shock-responsive social protection', i.e. preparedness of national systems to respond in the case of a humanitarian crisis, where feasible. In 2021, UNICEF produced a technical note '[Targeting for social protection in humanitarian and fragile contexts](#)', which explores the extent to which alignment of targeting is feasible.

Exceptionally, in some fragile contexts, UNICEF may support the delivery of humanitarian assistance through non-governmental organisations and systems, if this is deemed more appropriate. For example, in Lebanon UNICEF works in partnership with UNHCR and WFP on the targeting approach for Syrian refugees, which is based on PMT (rather than a categorical approach) and is not linked to Government-led social protection.

## ICRC

In ICRC's Guidance *'Targeting, Selection and Prioritization Methods for Economic Security Programmes'* (2021) the organisation describes their approach as being traditionally based on geographical targeting and blanket assistance, with strong community engagement; i.e. providing assistance to all community members in a given location. However, due to resource constraints and moving to a needs-based approach, ICRC is now promoting the use of 'criteria-based targeting'. Methods include: community-based, self-targeting, categorical, scorecard and, in very specific and rare circumstances, PMT.

Criteria-based targeting is considered appropriate in contexts where needs are not homogenous and less than 80% of the target population is in need of assistance. As stated in the Guidance: "although there is no hard-and-fast rule, blanket targeting is recommended if more than 80% of the population are considered to be in need, since the targeting process is likely to be quite costly and only a few individuals will be excluded."

Throughout the guidance the importance of **community acceptance** is stressed: "targeting methods only work if the community will abide by them. If goods are re-distributed by the community, there is little point in putting resources into further targeting." As stated in the guidance:

*In many areas, equality will be prized over equity, and communities may prefer for everyone to receive a very small amount rather than a few people or households with more severe needs receiving larger amounts. Community preference must be considered, since it might not be possible to enforce targeting decisions once aid is distributed... As always, acceptance is the main entry point for the ICRC. (pg. 29).*

If a targeting approach is used, ICRC recommends that socio-demographic eligibility criteria are "established together with the affected community." It should be possible to communicate eligibility clearly and they should be fair and acceptable to the community.

ICRC distinguishes between eligibility criteria and the selection method. Selection methods are either 'provided list' (provided by community, local authority or other administrative body) or 'survey-driven' (scorecard, PMT) or 'categorical (demographic) selection', in which beneficiaries can be selected through a simple survey.

In summary, ICRC emphasises the importance of community participation in the identification of eligibility criteria. In order to select beneficiaries, community-based selection or simple demographic criteria are preferred over complex survey-driven approaches (scorecards/PMT), which are only recommended to be used under certain circumstances.





## BRAC and The Graduation Approach

The Graduation Approach was first developed by BRAC in Bangladesh, one of the world's largest non-governmental development organizations, to help address the needs of those who were too poor for microfinance services. Since 2013, UNHCR has worked with BRAC and other development partners, using the [Graduation Approach](#) to support refugees in Egypt, Costa Rica, Ecuador and Peru.<sup>19</sup> These initiatives use the Graduation Approach for refugee populations in both urban and camp settings as well as in protracted and crisis situations.

In the BRAC model, the Graduation Approach targets households that earn the least (below the world poverty line of \$1.90 per day) and are in the most vulnerable situations (chronically food insecure, lacking assets, geographically isolated) to progress along a pathway to sustainable livelihoods and socioeconomic resilience. Over a 2-year period, cash transfers or food assistance are provided to support families to meet their basic needs, combined with interest-free loans, training, coaching, saving mechanisms and healthcare services, with the aim of supporting livelihoods and graduation from aid dependency.<sup>20</sup>

<sup>19</sup> UNHCR works with partner [HIAS](#) to implement the Graduation Approach in Ecuador and Peru.

<sup>20</sup> Source: <https://www.brac.net/program/ultra-poor-graduation/>

In Bangladesh, UNHCR has also been directly supporting BRAC through the large-scale '[Ultra-Poor Graduation Programme](#)' to increase coverage in the host communities around Rohingya refugee camps. The targeting approach in Bangladesh has two main steps:

- **Community-based targeting** to identify potential women beneficiaries (including wealth ranking by the community), that meet eligibility criteria (see below: demographic, assets, income);
- **Means-testing verification** by local government and UNHCR partner staff, using household surveys, to verify whether households identified by the community meet the selection criteria.

### Eligibility criteria for BRAC's Ultra-Poor Graduation Programme in Bangladesh, supported by UNHCR

**Eligibility criteria: the prerequisite selection criteria are as follows:**

- Female, affected by refugee influx (criteria added for UNHCR project);
- Per-capita monthly income of maximum BDT 1,900;
- Presence of at least one active female member in a family;
- No household member is a current borrower of any formal financial or microfinance institutions.

**The selected participants are categorized into two groups, as below.**

#### Group 1 eligibility criteria

- 1.1. No active male member in the household; even if there is one, the household is mainly dependent on the female household member's income;
- 1.2. Having 15 decimals of land or less, including homestead;
- 1.3. Having productive assets worth BDT 5000 or less.

*A participant is selected if she fulfills criterion 1.1 along with either of the remaining two criteria for Group 1.*

#### Group 2 eligibility criteria

- 2.1. Partially dependent on the female household member's income;
- 2.2. Having 30 decimals of land or less, including homestead;
- 2.3. Having productive assets worth BDT 12000 or less;
- 2.4. Have taken loan from a money lender in the last six months.

*A participant is selected if she fulfills any two out of the four criteria for Group 2*

# Linking targeting approaches

## Linking with national social protection systems through collaboration with governments and development actors

In collaboration with Governments and development actors, particularly the World Bank, UNHCR is increasingly working to facilitate refugees' access to national social protection systems, whilst aligning with these systems as a stepping-stone to inclusion, wherever possible.

In contexts where inclusion of refugees in national social assistance programmes is possible, or where cooperation with government and/or sustainability for UNHCR CBI is sought, this has to some extent influenced UNHCR's choice of targeting methods. If appropriate and feasible, certain aspects of UNHCR's targeting have mirrored the targeting approaches used in national systems, while adapting them to the needs of refugees and to the data available. Inclusion and alignment have been sought, for example, in Mauritania, Iraq, Cameroon and the Republic of Congo, as well as in the overall UNHCR CBI response for COVID-19 across a wider set of countries.

### What is social protection?

UNHCR identifies social protection as 'a set of policies and programmes aimed at preventing or protecting all people against poverty, vulnerability and social exclusion throughout the course of their life, with emphasis on vulnerable groups' ([Social Protection Interagency Coordination Board](#)).<sup>10</sup>

In practice, social protection includes three main types of interventions:

1. Social assistance: non-contributory benefits targeting vulnerable people or those living below a certain level of income *Examples: cash/in-kind transfers, school feeding, public works, subsidies/fee waivers*
2. Social insurance: contributory public schemes intended to provide protection against life-course contingencies, *Examples: health insurance, old-age pension, unemployment benefits, crop/livestock failure*
3. Labour market interventions: measures facilitating access to work, unemployment protection and employment promotion. *Examples: training, wage subsidies, job search services, labour regulation adjustments*

## Targeting methods used for social assistance in national systems

Targeting approaches in countries where the national system is supported with external funding and technical expertise, including but not limited to Cameroon, Niger and Chad, are not uniform but generally follow the same logic and rely on a combination of targeting approaches.

1. **Geographic targeting** (linked to national poverty assessments), with areas prioritised for coverage according to poverty rates and quotas designated according to the fiscal space (for example a certain beneficiary quota is allocated to a certain geographical area). From these regions or areas, the most vulnerable communities or villages are then selected.
2. **Community-based approaches** are often used for targeting selection processes, particularly with decentralised governance and where local leadership helps to determine allocation of government budgets. For example, communities put forward lists of households that meet agreed upon eligibility criteria and are considered vulnerable.
3. **Proxy-means testing** is normally used at the final stage to confirm if the identified households are indeed eligible. Variables considered include access to land, dependency ratios, assets, and type of roof and floor, among other criteria. Additional categorical criteria may also be included at times. Usually there is also a limit on the percentage of community members that can at any point receive this support. In countries and areas where detailed household data is available, proxy-means testing may take place before community verification of the list.

In the end, when the targeting approach is applied, a limited percentage of those in need, i.e. living under the poverty line, are supported with cash and/or livelihood creation.

In the case of shock-responsive social assistance, that provides social transfers (cash or in-kind support) as part of disaster response/preparedness, the initial geographic targeting is linked to disaster or food insecurity early warning systems and normally assumes households have already met the eligibility criteria and are enrolled on national social registries. Quotas may be set per geographical location according to budget and according to pre-defined highly vulnerable / very poor households, as determined outside of times of disaster.

Inclusion of refugees in government or internationally funded COVID-19 social protection responses, mainly linked to cash transfers and assistance to workers, has been a key form of shock-responsive approach, with targeting linked to government, World Bank or UNDP-led national socio-economic COVID-19-impact surveys. Targeting for these benefits, linked increasing levels of unmet basic needs (due to the impacts of COVID-19) with pre-existing poverty or food insecurity criteria determined with social assistance targeting.

### Malian refugees in Mauritania: Aligning UNHCR's targeting with the National Safety Net

**Context:** UNHCR provides protection and assistance to some 69,766 Malian refugees in the arid south-east region of Bassikounou, where M'bera refugee camp is located, and to 10,530 urban refugees and asylum-seekers in the cities of Nouakchott and Nouadhibou.<sup>21</sup> Malian refugees continue to arrive in Mauritania and, due to the volatile security situation in Mali, large-scale returns are not expected in the immediate future.

**Reason for targeting:** UNHCR and WFP began working on a joint targeting approach in 2017, partly due to reducing budgets, in order to shift from the delivery of basic needs assistance (food and non-food) based on refugee status, to a needs-based targeting approach. As a result of this targeting exercise, refugees who were considered less vulnerable received half rations of food assistance, while the most vulnerable continued to receive full rations. In parallel, the Government of Mauritania agreed to include refugees into national social protection systems. In 2021, the re-targeting exercise therefore included two inter-linked objectives (1) re-targeting, continuing to use a needs-based approach and (2) expanding coverage of national social protection systems to include refugees.

**Inclusion in national social protection systems:** The Government of Mauritania agreed to include refugees on the National Social Registry and to integrate a percentage (~50%) into two national social protection programmes - a regular safety net scheme ('Tekavoul') and an ad hoc safety net scheme triggered in case of external shocks, specifically food insecurity during the lean season ('ElMaouna'). Both schemes provide cash transfers to the most vulnerable and are supported by the World Bank (WB) through the IDA18 Refugee Sub-Window. UNHCR also works with GIZ on supporting refugees during the period of transition from humanitarian response to inclusion in national systems.

**Data collection and analysis:** In 2021, a socio-economic census (over 14,000 households) was conducted in M'bera camp and surrounding area, by UNHCR, WFP and the national Social Registry (with the support of the UNCR/WFP Joint Targeting Hub). The Hub supported the design of the data collection tools, adapting the Social Registry's standard questionnaire to the needs of the re-targeting exercise for refugees and providing additional guidance on data quality protocols during data collection, as well as analysis, data sharing and learning.

**Coverage:** As a result of this vulnerability assessment, 40% of refugee households (5666) were initially identified for inclusion in the Tekavoul programme, with space reserved for additional households to be added (appeals buffer). Following appeals, additional households were identified as highly vulnerable and coverage for Tekavoul reached 53% of the refugee population (6995), with 96% of the refugee population receiving some form of basic needs assistance. Nationally, the Tekavoul programme supports nearly 70,000 households (approximately 14% coverage in the geographic areas where the programme is implemented).

**The targeting methods for the different types of programmes / assistance are listed below:**

<sup>21</sup> *UNHCR Mauritania Factsheet (February 2022)*



### Targeting for refugees for Tekavoul and for UNHCR and WFP's basic needs assistance:

- **Geographic targeting:** Refugees residing in M'bera camp or surrounding area are eligible
- **Multi-dimensional scoring:** A quantitative household survey was conducted for all refugee households (census) and household vulnerability levels were estimated using a multi-dimensional scoring approach, jointly developed by WFP and UNHCR with the support of the Joint Hub. This approach involves five key vulnerability dimensions, combined to estimate the severity of households' vulnerability: food access, education, health and persons with specific needs, dependency, and working capacity. Refugee communities were also consulted, among other aspects, on relevant dimensions of vulnerability in their own context, and qualitative data collected during consultations confirmed quantitative findings and validated the proposed targeting approach.
- **Appeals buffer:** Enables eligible households that are not included on the initial beneficiary lists, to appeal and request a review of their vulnerability status.

### Targeting for nationals in the social safety net programme, Tekavoul (in RURAL areas):

- **Geographic targeting:** Focusing on certain geographic areas
- **Community-based targeting:** Community identifies poor households
- **Proxy Means Testing (PMT) survey:** For households identified by the community, to select those households to be included on beneficiary lists for Tekavoul

### Targeting for nationals in the social safety programme, Tekavoul (in URBAN areas):

- **Geographic targeting:** Focusing on certain geographic areas, with quotas allocated to different locations
- **PMT survey:** For all households residing in the geographic, urban area

### Targeting for nationals in the shock-responsive safety net, ElMaouna

- **Geographic:** Areas affected by food insecurity during lean seasons
- **Scorecard:** Based on household economic assessment (HEA)
- **For refugees:** It should be noted that in 2022, discussions were ongoing as to what the most appropriate triggers / criteria should be to include refugees ElMaouna programme – whether linked to displacement (for example inclusion of new arrivals) or whether linked to lean-season food insecurity (as is the case for nationals).

### For refugees in M'bera camp, there are three levels of assistance delivered following re-targeting, combining humanitarian aid and social assistance via national systems:

- **Highly vulnerable (53%):** Households selected to participate in Tekavoul programme, receive social assistance (in the form of cash and in-kind to a total value of 1500 MRU, or approximately 40 USD / every quarter) and subsidized public health benefits. For refugee families included in Tekavoul, they also receive monthly food assistance covering 100% of



their food needs.

- **Moderately vulnerable (43%):** Refugee families who are considered moderately vulnerable and are not included in Tekavoul, receive cash assistance that covers a portion of their food needs.
- **Least vulnerable (4%):** Refugee families who are considered least vulnerable may be eligible for livelihoods programmes (cash for livelihoods or other) but are not included in Tekavoul and do not receive food or cash assistance from WFP or UNHCR.

**From emergency to poverty targeting:** UNHCR and WFP have transitioned from emergency assistance based on refugee status to needs-based poverty targeting; the percentage of households receiving a full package of assistance has decreased from 79% (2019) to 53% (2021) even though 96% of refugee households keep receiving some form of basic needs assistance. For urban refugees, the National Social Registry is conducting a survey in urban areas to target the most vulnerable households (including refugees) for inclusion in Tekavoul.

**During the COVID-19 pandemic:** UNHCR supported and complemented the government's national COVID-19 response in Mauritania.

- For urban refugees, due to the Government's scarce resources, UNHCR deployed a new **"Cash for Social Protection"** assistance for refugees living in the urban centres of Nouakchott and Nouadhibou, with a monthly value of approximately 15 USD per household. Urban refugees were contacted by phone and socio-economic data was collected, to assess their situation and identify the most vulnerable for targeting. In addition, refugee community mobilizers were instrumental in helping UNHCR get in touch with hard-to-reach and marginalized refugees.
- For camps, UNHCR also **distributed additional targeted food and cash assistance** to camp-based refugees and host communities, as well as support to health services (in the form of medicine, medical equipment and training).

As of December 2021, COVID-related cash assistance totalled almost \$1.7M, which targeted 3,893 camp-based refugee households, 6,483 host family households and 742 urban-based households.<sup>22</sup>

Sources:

Interview with UNHCR staff in Mauritania Country office and documentation.

[How the UNHCR-WFP Joint Hub is promoting and supporting collaboration in Mauritania](#). Video.

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<sup>22</sup> Source: [UNHCR Mauritania Factsheet February 2022](#).



### CAR refugees in Cameroon: aligning UNHCR's targeting with the National Safety Net

**Context:** Cameroon is host to 345,587 refugees from the Central African Republic (CAR), the majority of whom reside in the Eastern part of the country, both in camps and in villages. From 2018 onwards, cash assistance for Central African refugees living in Eastern Cameroon, through [UNHCR's Transitional Safety Net](#), was aligned with the national [Safety Net Project](#). Alignment included the following aspects: similar targeting methods, similar coverage (% of people included in a given area) and similar values of monthly assistance.

**Inclusion in national social protection systems:** Since 2019, refugees have been eligible for inclusion in the national Safety Net programme, implemented by the Cameroonian Government with support from the World Bank (IDA18 and 19, Regional Sub-Window for Refugees and Host Communities). However, coverage of the government's Social Safety Net remains low and the project has not fully scaled-up. UNHCR's Transitional Safety Net approach was therefore intended to be complementary – it increases coverage of the Government system - in parallel to a phased approach to refugee inclusion.

**Assistance:** This harmonised approach means that families supported by UNHCR received the same amount of assistance as the refugees and Cameroonians supported through the national social safety net. The assistance received is in the form of cash for basic needs (10,000 XAF, approx. 16 USD, per household per month, for 24 months) and cash for livelihoods support (an additional 60,000 XAF, approx. 90 USD per year, combined with training and mentoring, to support investment in

livelihoods and graduation to self-reliance). Aligning the amounts of assistance is perceived as fair by local authorities, refugees and Cameroonians alike, thereby reducing tension between refugees and the local host population, many of whom also live in extreme poverty. However, the approach of aligning transfer values in this context has been questioned; in light of refugee's extreme poverty and lack of access to land (Levine et al. 2022) it has been argued that the value of assistance in the national system is insufficient to meet refugees' needs.

#### Targeting for the national Safety Net Project:

- **Geographic targeting**, to identify poorest areas, based on a poverty map ('la carte de pauvreté) and identification of poorest villages at district level
- **Community-based targeting**, at village level, community proposes list of poorest households
- **Proxy-means testing**, socio-economic data collected for all households proposed by community and PMT formula applied to rank households by vulnerability. Households with score above the threshold are included as project participants. All households surveyed are included in national social registry.

#### Targeting for UNHCR's Transitional Safety Net:

- **Geographic targeting**: Focused initially on 2 geographic areas where the national safety net is already present, but focused on refugees who are not yet included in the national safety net
- **Administrative, categorical targeting**: Using categorical demographic eligibility criteria, applied to refugees in proGres database, to produce list of most vulnerable cases (based on prior needs assessment and identification of categorical eligibility criteria that have statistical correlation with vulnerability)
- **Community-based and protection-led approach** to validate lists produced in proGres: community and protection staff together verified the lists of refugees produced from proGres, to correct inclusion (and exclusion) errors.

While the two targeting approaches are not identical – due in part to the fact that refugees are already registered in proGres, while nationals only come to be registered in the social registry through their participation in the targeting process – both targeting approaches attain a similar level of coverage, selecting approximately 30% of the poorest households in a given geographic area.

UNHCR coordinated with the Government of Cameroon's national Safety Net Project, the World Bank and WFP to harmonise multiple targeting approaches for food and non-food (cash) assistance.

#### Sources:

Cameroon Government, *Système de Ciblage, Le Projet Filets Sociaux / Safety Net Project*  
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## Other examples of aligning targeting of UNHCR's assistance targeting with national safety nets

| Country and population                         | Inclusion / alignment of targeting with national social protection system  |
|--|--|
| <b>China, refugees</b>                         | No refugee inclusion in national social protection system, but transfer values are aligned. In different locations throughout China there are different 'minimum expenditure baskets' (MEBs) and the value of social assistance provided to nationals is linked to these MEBs. UNHCR's has aligned the value of its cash assistance for refugees to the amount provided to nationals by the Government.  |
| <b>Costa Rica, refugees and asylum seekers</b> | Refugees can be included in national social protection systems, but only once their asylum claim has been processed. UNHCR's assistance is therefore a transitional measure, providing complementary support to asylum seekers while they await their asylum decision. Once granted refugee status, refugees have the right to work, access to the health system and some welfare benefits.  |
| <b>Poland, refugees from Ukraine</b>           | <p>UNHCR in Poland is supporting government-led efforts through a multisectoral response focusing on protection services, cash assistance, emergency supplies and reception capacity. UNHCR rolled out its cash assistance programme in March 2022 and by May over 100,000 refugees from Ukraine had already received financial support from UNHCR to cover their basic needs, such as paying rent or buying food and medicine.</p> <p>Refugees are included in national social protection systems, but inclusion can take time and not all refugees may be eligible for assistance. UNHCR's cash assistance is provided for a three-month period to those most in need – serving as a transitional emergency safety net – until they can better support themselves or be included in government social protection systems.</p> <p>Almost 20 per cent of refugees enrolled for cash assistance have specific needs. Targeting is based on categorical eligibility criteria and assistance is provided to serious medical cases, older people, single mothers without family support, women at risk and people with disabilities. Half of the children with specific needs are separated or unaccompanied.<sup>23</sup></p> |
| <b>Turkey, refugees with specific needs</b>    | While refugees are included in the government-led Emergency Social Safety Net (ESSN), in practice some vulnerable refugees are not eligible and UNHCR's assistance aim to fills this gap as a complementary measure. UNHCR's support to refugees in Turkey therefore focuses on vulnerable groups who do not have access to the ESSN, such as transgender and intersex refugees (Juillard 2021).   |

<sup>23</sup> Source: UNHCR Briefing Notes – Tuesday 27 May 2022 – UNHCR expands operations in Poland to reach refugees in Ukraine amid rising vulnerabilities.



## Joint targeting approaches with other humanitarian actors

In addition to seeking alignment with national social protection systems and working with development actors, UNHCR is also committed to harmonising targeting approaches with other humanitarian actors, where feasible and appropriate.

### WFP-UNHCR Joint Targeting

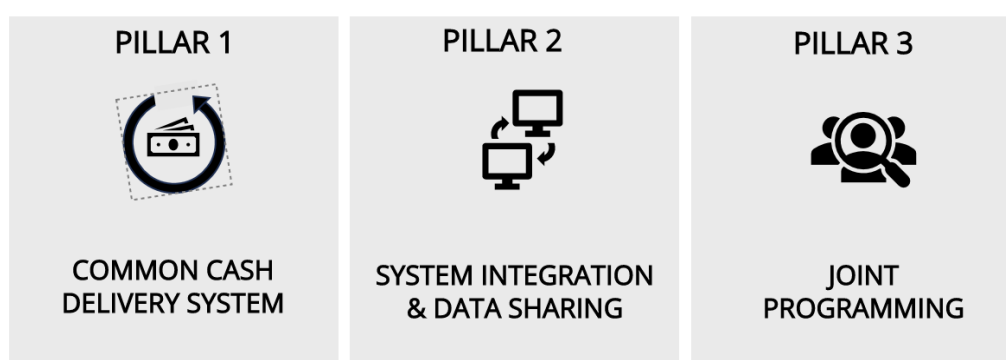
WFP-UNHCR *Joint Targeting Principles* (2017) and *Joint Guidance: Targeting of Assistance to Meet Basic Needs* (2018) set out the way in which WFP and UNHCR work together on targeting in refugee contexts. The Joint Principles state that UNHCR and WFP commit to collaborate on “targeting assistance to meet food and other basic needs (in-kind or as cash) of refugees, asylum-seekers, returnees and stateless persons”.

In practice, there are numerous examples of WFP and UNHCR collaborating on targeting, often with support from the UNHCR-WFP *Joint Programme Excellence and Targeting Hub*. Details of support to joint targeting in Jordan, Mauritania, Sudan, Djibouti, Cameroon, DRC, Uganda, Zambia and Mozambique can be found on the [Hub's website](#) and are therefore not detailed here.

See also section 3.2 of this report for an overview of WFP's approach to targeting, section 4.1 for details of joint targeting in Mauritania and section 5 for the case study on joint targeting in Rwanda.

### UN Common Cash Statement (UNCCS)

The *UN Common Cash Statement* (2018) was launched by the four principals of UNICEF, OCHA, UNHCR and WFP to improve collaboration on cash and voucher assistance, using common cash systems wherever possible. The four agencies have committed to 3 pillars: common cash delivery systems, system integration and data sharing and joint programming. Targeting cuts across these pillars and the UNCCS refers explicitly the commitment to jointly conducting (or coordinating) targeting approaches, as well as common assistance tracking and access to beneficiary identification (through the harmonisation of data management and interoperable systems).



To date, the UNCCS has been rolled out in seven focus countries: Afghanistan, Bangladesh, Central African Republic (CAR), the Democratic Republic of Congo (DRC), Ecuador, Niger and Yemen. These countries were selected based on identified collaboration opportunities among the three operational agencies, including feasible and/ or existing cash and voucher assistance, commitment to collaborate, and the potential for scale of cash assistance.

Other interested agencies and organisations can also join these common response mechanisms, as is the case in several countries: Bangladesh (IOM), Yemen (FAO and IOM), Jordan (seven UN

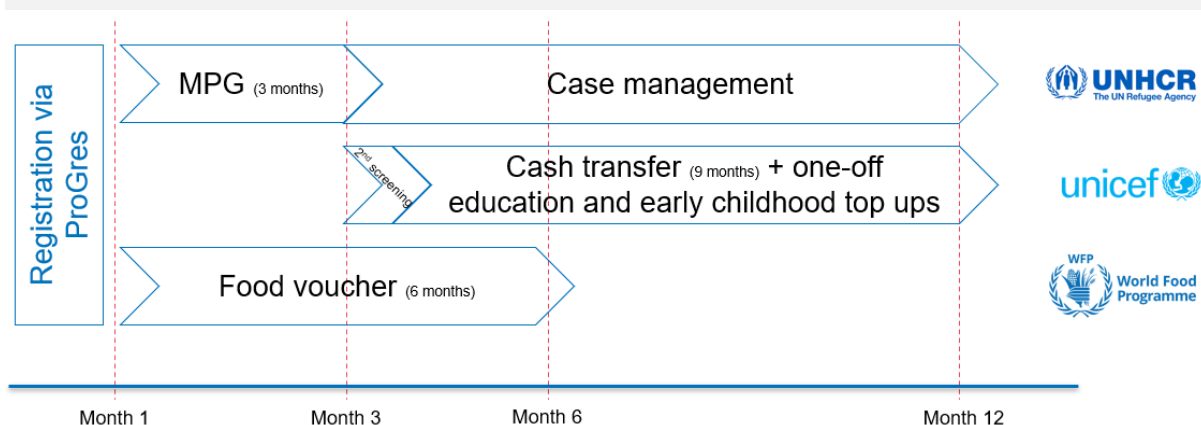
agencies + UNDP, 24 INGOs, one local NGO and eight municipalities), and in Lebanon (three INGOs, two local NGOs).

### Ecuador: Inter-agency coordination and UN Common Cash Statement

Ecuador is one of the focus countries for rolling out the UN Common Cash Statement, and the steps necessary to undertake targeting form an integral part of the collaborative inter-agency work. Agencies have committed to using ProGresV4 to conduct registration and targeting of beneficiaries in 15 locations, which involves system interoperability and data sharing, particularly between UNHCR's proGres and WFP's scope. The joint targeting approach includes common targeting criteria and household assessment tools (scorecard).

Building on joint registration and targeting, the agencies have developed a joint programmatic approach with a common response pathway to ensure complementarity of the 3 assistance programmes:

- UNHCR: Multipurpose cash to cover basic needs (3 months)
- WFP: Food vouchers (planned to move to cash) to cover food basket (6/12 months)
- UNICEF: cash transfers to cover basic needs (9 months) for families with children + one-off education top-up



By adopting a joint approach to targeting and delivering cash assistance in Ecuador, a coherent and complementary pathway is set-up to respond to the needs of persons of concern, and the available resources are used in an efficient manner to reach the most vulnerable.



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European Civil Protection and Humanitarian Aid Operations (DG ECHO), (2022) [Collaboration for cash voucher assistance delivery in increasing Crisis Complexities](#) (webinar)

World Bank (2022) [Targeting Social Protection: How to Reach Those in Need](#) (webinar)





## Case studies

The case studies presented here are intended to present a range of different targeting contexts and approaches. While no two targeting situations are the same, similarities have emerged through this mapping exercise and contexts have been organized into three main groups, reflecting diverse contexts in terms of response phase, size of the operation and enabling environment:

- **Emergency response / shock-responsive systems:** case studies presenting targeting for Afghan refugees in Iran, IDPs in Afghanistan, refugees and asylum seekers in Costa Rica, refugees in Poland.
- **Protracted displacement, medium to large operations:** case studies presenting targeting for refugees in Egypt and refugees in Rwanda.
- **Protracted displacement, small operations:** case studies presenting targeting for refugees in Morocco and China.



# Iran

## Cash assistance for regular caseload and emergency cash for new arrivals

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| <b>CONTEXT</b>              | <p>It is estimated that 4 million Afghans reside in Iran, of whom 818,000 are registered as refugees.<sup>24</sup> UNHCR provides assistance and protection to responds to the basic needs of the most vulnerable Afghans, both those in protracted displacement and those who have arrived more recently, especially due to the deteriorating situation in Afghanistan since 2021.</p> <p>In December 2021, over 5,000 newly displaced Afghans arrived in Iran each day. On arrival, Afghans are registered in reception centres managed by BAFIA (Bureau for Aliens and Foreign Immigrants' Affairs). Many new arrivals are in a particularly vulnerable state, without documentation, lacking family support and in need of immediate life-saving assistance to meet their basic needs and ensure their safety.</p>       |
| <b>REASON FOR TARGETING</b> | <p>Two targeting methodologies are presented here: (1) the targeting methodology set-up in 2019 for the protracted caseload and (2) the targeting methodology set-up in 2021 for new arrivals.</p> <p><b>Protracted caseload:</b> as many Afghan refugees are well integrated in Iran, and UNHCR faced resource constraints, in 2019, a needs-based prioritisation approach was implemented to ensure that cash assistance is delivered to the most vulnerable.</p> <p><b>New arrivals:</b> in 2021, UNHCR needed a quick and agile process to rapidly identify the new arrivals with the most urgent humanitarian and protection needs, particularly those in cities. The existing CBI targeting methodology, used for the protracted caseload, was therefore adapted to make it faster to administer for new arrivals.</p> |
| <b>PROGRAMME OBJECTIVE</b>  | <p>To address the immediate and basic needs of vulnerable Afghans, through the provision of one-off cash assistance, to reduce the risk of households adopting negative coping mechanisms.</p>   |
| <b>ASSISTANCE</b>           | <p><b>Protracted caseload:</b> one-off cash payment, households can reapply after 6 months. Transfer value is based on number of family members.</p> <p><b>New arrivals:</b> one-off cash payment for 5,000-6,000 households countrywide in 2022. There are two transfer values, higher for multi-person households (60,000,000 IRR or approx. 210 USD) and lower for single-person households (20,000,000 IRR or approx. 70 USD). A higher amount can be provided for exceptional cases and/or those with protection risks (CP, SGBV) following the recommendation of a case worker and assessment in the Case Management Meeting.</p>  |

<sup>24</sup> Source UNHCR Global Focus <https://reporting.unhcr.org/iran#toc-populations>

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| <b>TARGETING<br/>METHODOLOGY</b> | <p><b>Protracted caseload:</b> <b>scorecard approach</b> (additive), eligibility determined by reaching the threshold score in at least one of the 3 areas of vulnerability (1) family composition and specific needs, (2) socio-economic indicators and (3) household emergencies. Use of scorecard questionnaire for selection.</p> <p><b>New arrivals:</b> categorical targeting approach, eligibility determined by having one family member in at risk category. Use of a rapid assessment tool (questionnaire) for selection.</p>  |
| <b>ELIGIBILITY<br/>CRITERIA</b>  | <p><b>Protracted caseload:</b> eligibility is determined by having a high score (indicating high level of vulnerability) in one or more of the areas below:</p> <ul style="list-style-type: none"> <li>- Family composition (person over 60, number and age of children, lack of adult male member) OR specific needs (household member with disability or serious medical condition, child or older person at risk, unaccompanied or separated child, single parent at risk)</li> <li>- Socio-economic situation indicators (type of accommodation, income, use of negative coping strategies such as marrying off daughters, sending people to beg, selling productive assets or means of transport, borrowing money, taking children out of school, postponing rent payment, sending disabled or chronically ill people to work)</li> <li>- Household emergency, such as loss of employment, death of breadwinner, theft, fire, risk of eviction.</li> </ul> <p><b>New arrivals:</b> Cash assistance is provided to all undocumented Afghans and Afghans who arrived in Iran due to fleeing from Afghanistan since 01 January 2021 (regardless of the documentation that they have) with a family member in one of the following at-risk categories:</p> <ul style="list-style-type: none"> <li>- Households with a person with a disability/ serious medical condition</li> <li>- Female-headed households/single female with no other adult member</li> <li>- Child-headed households or unaccompanied/separated child (considering best practice in terms of cash for children)</li> <li>- Older-person-headed household with no other adult member</li> <li>- Dependency ratio (1.1 or more)</li> </ul> |
| <b>SELECTION<br/>PROCESS</b>     | <p><b>Protracted caseload:</b> households 'self-select' and approach UNHCR to request cash assistance. They are assessed by UNHCR staff using the scorecard questionnaire, to determine their eligibility.</p> <p><b>New arrivals:</b> refugees are either assessed during registration or will 'self-select' and request to be assessed:</p> <ul style="list-style-type: none"> <li>- For a rapid and low-profile approach, data is first collected either on the phone (hotline) or during the registration process with national authorities (BAFIA reception). Refugees are interviewed by a receptionist / hotline operator / caseworker, using the same 'Assessment Form' to determine eligibility.</li> <li>- Eligible cases may receive an appointment for a video interview (e.g., on WhatsApp) or, if not accessible, an in-person interview with caseworkers in the office. Interview should cross-check the information provided in the previous interview, verify the identities of the head of household, register him/her in proGres with a photo, and scan/copy any available documents (i.e. Tazkara, passport, Blue card, etc.).</li> </ul>  |

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|                       | <ul style="list-style-type: none"> <li>- On an exceptional basis, assistance can be provided to PoCs who do not meet the above eligibility criteria but are particularly at-risk (protection cases). For example, households that would face a grave health or protection risk if no cash support were provided, such as cases in need of life-saving medical treatment or a household with children living in a dire situation on the street. Cases are identified by caseworkers and referred for further assessment in the Case Management Meeting (CMM) to endorse/reject decision for exceptional assistance.</li> </ul>  |
| <b>LESSONS LEARNT</b> | <p>What's working well:</p> <ul style="list-style-type: none"> <li>- For the new arrivals, the categorical criteria are a simplified method for rapid scale-up in an emergency, for a population for which UNHCR does not yet have registration data. Registration and assessing eligibility for assistance can happen concurrently, during the same interview. Eligibility criteria are easy to understand and to communicate (for refugees, UNHCR and BAFIA staff). This facilitates transparency, appeals, quick scale-up.</li> <li>- Community-based protection has been leading the targeting discussion. The operation is also considering whether establishing a multi-functional team would be a useful way of involving a wider range of staff.</li> </ul> <p>Challenges:</p> <ul style="list-style-type: none"> <li>- First come first served... if the number of new arrivals eligible, according to the categorical criteria, exceeds the programme resources, there is no method for prioritising the most vulnerable.</li> <li>- Cut-off / threshold for eligibility is challenging to determine in the use of the scorecard for protracted caseload.</li> <li>- Not known if the eligibility criteria correctly identify those most in need of financial assistance, as there has been no statistical validation of the targeting approach. Inclusion or exclusion errors 'by design' cannot be calculated.</li> <li>- For the scorecard, it has been recommended that expenditure (consumption) should be used as an indicator of poverty rather than data on income (Hartman et al. 2019)</li> <li>- Looking forward, the operation is considering whether alignment with national safety net would be appropriate and linking the transfer value to the minimum expenditure basket (MEB).</li> </ul> |

**Information based on interviews with UNHCR staff (CBI, Protection) in the Iran Operation and documentary sources:**

Hartman, A., Metternich, N. and Toppeta, A. (2019) *Technical Report: UNHCR Iran - Targeting and Allocation of Humanitarian Aid*. UK: University College London (UCL)

UNHCR (2021) *Emergency Cash (Afghan Influx) Annex to CBI SOP – adjustment and changes required in CBI implementation*. Internal.

UNHCR (2019) *Vulnerability Criteria and Scoring System for one-off Cash Assistance to refugees*. Internal.



# Afghanistan

## Multisectoral emergency response for IDPs and returnees

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| <b>CONTEXT</b>              | By the end of 2021, 3.4 million people were internally displaced in Afghanistan due to conflict and 24 million people require humanitarian support. UNHCR is engaging in life-saving humanitarian assistance to respond to the massive humanitarian needs. UNHCR is also supporting 11,000 villages in Afghanistan via 55 locations through area-based programmes that assist reintegration and build community resilience and stability. This is part of the broader Solutions Strategy for Afghan Refugee returnees, although the approach also supports other population groups, including IDPs and IDP returnees, under a whole-of-community approach. |
| <b>REASON FOR TARGETING</b> | In 2021, UNHCR needed a quick and agile process to rapidly identify those people with the most urgent humanitarian and protection needs. To avoid assessing the same beneficiaries numerous times, through stand-alone, sector-specific assessments, which were time consuming and contributed to respondent fatigue, assessment tool that was linked to a scorecard) was developed to target beneficiaries for multiple sectoral responses through a single process, including both cash and in-kind interventions, as well as support to IDP returns.  |

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| <b>PROGRAMME OBJECTIVE &amp; ASSISTANCE</b> | The assessment and targeting approach is used to identify and select households for different programmes: IDP return, Cash for Protection, Cash for persons with specific protection needs, Winter CBI / NFI (cash or in-kind), rent support, shelter repair, solar panel installation, solarised verandas, and multipurpose cash assistance.  |
| <b>TARGETING METHOD</b>                     | <p><b>Multi-sectoral scorecard</b> combined with categorical-type 'eligibility factors', i.e. pre-conditions necessary in order to be considered for certain forms of assistance. Scorecard includes geographical targeting (certain locations given higher priority than others) as well as demographic data, protection coping strategies and ownership of assets. Prioritisation thresholds were also developed to select those with highest vulnerability scores where resources were limited resources.</p> <p>Over a 3 month-period in 2021 (October to December) UNHCR conducted 142,182 household assessments in 314 districts in all 34 provinces of Afghanistan. A total of 82,766 households were assisted using the multisectoral scorecard.</p>   |
| <b>ELIGIBILITY CRITERIA</b>                 | <p>Eligibility depends on meeting 'eligibility factors' and then having a score above the threshold for the particular type of vulnerability that relates to the intervention (I.e. quality of shelter for shelter repair).</p> <p><b>Eligibility factors / pre-conditions include:</b></p> <ol style="list-style-type: none"> <li>1. Displacement profile (IDP, returnee) and intention to return (necessary only for IDP return programme)</li> <li>2. Land ownership (necessary only for permanent shelter interventions)</li> <li>3. Housing type (necessary only for rent support)</li> <li>4. Space for solar panel (necessary only for solar panel installation)</li> </ol> <p><b>Additive score based on different vulnerability areas:</b></p> <ul style="list-style-type: none"> <li>- Household composition and geographical location</li> <li>- Vulnerability factors, based on difficulty doing certain tasks: seeing even wearing glasses, hearing even using hearing aid, walking or climbing steps, remembering or concentrating, self-care, communicating.</li> <li>- Shelter and living conditions: type of housing, condition of existing housing</li> <li>- Protection-related coping strategies, such as: selling assets, taking children out of school, borrowing to meet essential needs, delaying seeking medical care</li> <li>- If accessed assistance during last three months (reduces score)</li> </ul> |
| <b>BENEFICIARY SELECTION PROCESS</b>        | <p>UNHCR/partner staff go to affected areas (often as part of an inter-agency team) to conduct household assessments, using the 'Rapid Needs Assessment Form'. The assessment takes about 25 minutes per household. The areas might have been affected by new displacement (IDPs and host community), natural disasters or conflict, or be areas with high numbers of returnees.</p> <p>UNHCR also receives ad-hoc referrals for needs assessment, through community-based protection monitoring or queries received through the UNHCR hotline. The same form is used to assess the needs of households that approach UNHCR in this way.</p>   |



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|                           | <p>Data collection is done using KOBO, the scorecard formula is then applied to the data and decisions about assistance are made – who should receive what form of assistance. Over the course of 2021, the office had collected assessment data for over 140,000 households, which provides a detailed understanding of vulnerability. The data enabled the production of an analytical report highlighting key humanitarian and protection needs that was released in April 2022. See <a href="#">UNHCR Afghanistan 2021 Multi Sectorial Rapid Assessments - Analysis</a></p> <p>To note, proGres is only used for refugees in Afghanistan, which make up just 2% (72,250) of the persons of concern in Afghanistan. IDPs and returnees are not registered in proGres.</p>   |
| <b>LESSONS<br/>LEARNT</b> | <p>What's working well:</p> <ul style="list-style-type: none"> <li>- One assessment tool and scorecard is used for multiple different interventions, which is more time efficient for both UNHCR staff and, importantly, for the households themselves. Different units within UNHCR have worked together on a joint approach.</li> <li>- The scores are automatically calculated creating a simple and fast way to assess who should receive what, described by the operation as “an amazing protocol, so much simpler.”</li> </ul> <p>Challenges:</p> <ul style="list-style-type: none"> <li>- Needs are huge in the country and a process of geographic / area-based targeting is necessary before household surveys are conducted.</li> <li>- For each household that receives assistance an individual assessment is conducted (census), as IDP and returnee households do not have prior registration in proGres. While only one assessment is conducted for multiple sectoral interventions, it is nevertheless a time-consuming process requiring considerable human resources.</li> </ul> |

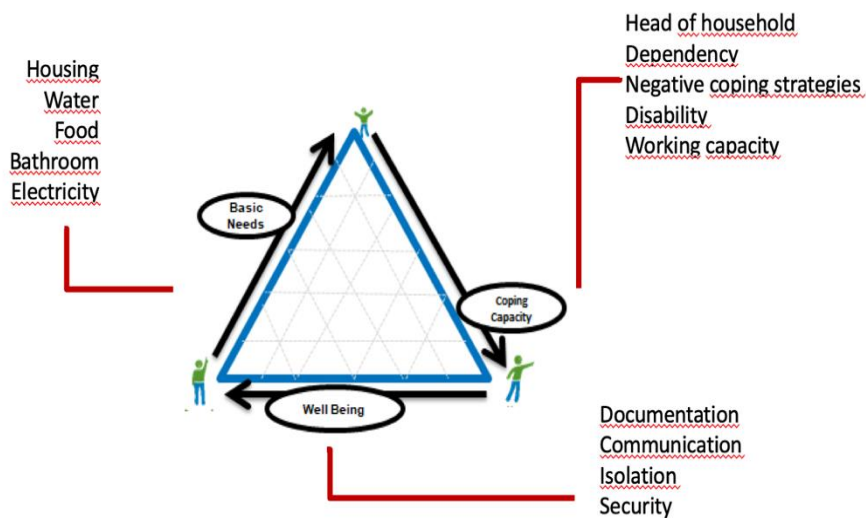
**Sources:** based on interviews with UNHCR staff (CBI, Protection, DIMA) in the Afghanistan Operation, CBI Standard Operating Procedures (SOPs) and the [Multi-sector scorecard tool](#).



# Costa Rica

## Basic needs assistance for refugees and asylum seekers

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| <b>CONTEXT</b>              | Costa Rica is host to 207,000 persons of concern, half of whom originate from Nicaragua and 11% are Venezuelans displaced abroad. Only 10% are recognised as refugees while nearly 80% are asylum seekers. Between 2020 and 2021, Costa Rica experienced a 600% increase in asylum seeker claims, creating a backlog in processing by the Government. Wait times for an appointment have risen from 3 months to nearly 12 months (in 2022), before persons of concern receive government ID, permission to work, and access to other social services (assistance, health insurance, etc). During this time, most persons of concern lack the means to cover their basic survival needs, such as food, rent and hygiene items, making them susceptible to exploitation and other protection risks. Identification, registration, assessment, etc. is conducted through Government systems or by partners. Asylum seekers are highly mobile and often change location and/or contact numbers. |
| <b>REASON FOR TARGETING</b> | From the outset, the cash assistance was based on a needs assessment, in order to identify the most vulnerable households. A simplified scorecard was initially used, which was replaced by an improved version from 2021 onwards. Budget constraints necessitate needs-based prioritisation.   |

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| <b>PROGRAMME OBJECTIVE</b>   | <p>To cover the basic survival needs of vulnerable persons of concern, including the costs of rent, food and some hygiene items, through the provision of multipurpose cash grants, while persons of concern await the processing of their asylum claim.</p> <p>By meeting basic needs of persons of concern while they await the processing of their asylum claim, the programme aims to improve protection by limiting or reducing the most extreme negative coping strategies used by families to survive, as well as allowing families the time needed to find more sustainable solutions.</p>  |
| <b>ASSISTANCE</b>            | <p>The cash transfer value covers 85% of the survival minimum expenditure basket (SMEB) for 3 months. The amount of assistance depends on family size and geographic location. In 2021, 8,857 individuals received cash transfers, in 2020, 10,377 were reached (Covid-19 scale-up) and in 2019, 5600 received assistance.</p>  |
| <b>TARGETING METHODOLOGY</b> | <p><b>Status-based:</b> all refugees and asylum-seekers can apply</p> <p><b>Scorecard:</b> <u>socio-economic assessment</u> using multi-dimensional scoring approach with an arithmetic model to define the prioritisation for assistance. The threshold for eligibility can be adjusted depending on budget availability, those who are most in need can be prioritised while others can be placed on a waiting list.</p>  |
| <b>ELIGIBILITY CRITERIA</b>  | <p>The scorecard is designed to identify asylum seekers of all ages and gender, with combined or multiple vulnerability, who have the following characteristics:</p> <ul style="list-style-type: none"> <li>- Mono-parental households</li> <li>- Disabled or other medical/health conditions requiring care</li> <li>- POCs needing care (elderly or minors)</li> <li>- Unable to cover basic needs (access to shelter, food)</li> <li>- Use of extreme negative coping strategies</li> </ul> <p>Eligibility is determined by thresholds in 3 independent scores. Each score is based on various indicators within each component:</p> <ol style="list-style-type: none"> <li>1. Basic needs and housing standards</li> <li>2. Coping capacity</li> <li>3. Well-being and integration into the community</li> </ol>  |

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|   | <p>In response to COVID-19, cash assistance was expanded in 2020 (one-off or 3-months of assistance, with following additional eligibility criteria: families who had lost their jobs due to the economic downturn from COVID restrictions were considered, if they had specific vulnerabilities (i.e., elderly, chronic medical conditions or large family size). A family group could be eligible for both types of assistance (MPCA and Covid-19) but could not receive both simultaneously.</p>   |
| <b>SELECTION PROCESS</b>                | <p>A <a href="#">socio-economic assessment</a> is conducted for every household that is potentially eligible for assistance and results are entered into proGres. The assessment takes 10-15 minutes and is administered by UNHCR registration staff at the same time as registration into proGres database. A decision regarding eligibility for assistance can be made by UNHCR staff immediately and the household is informed that they have been prioritised for assistance (or placed on a waiting list if there is a lack of immediately available budget).</p>  |
| <b>LESSONS LEARNT / PROS &amp; CONS</b> | <p>What's working well:</p> <ul style="list-style-type: none"> <li>- Registration and assessing eligibility for assistance happen concurrently, during the same interview.</li> <li>- Simplified method for rapid scale-up in an emergency, for a population for which UNHCR does not yet have registration data.</li> </ul> <p>Challenges:</p> <ul style="list-style-type: none"> <li>- Budgets are not sufficient to respond to the needs – cases with the highest scores are prioritised while others are on a waiting list.</li> <li>- Some vulnerable cases do not score highly on the scorecard and therefore are excluded from receiving assistance (exclusion by design). The office would like to set up other cash assistance programmes to respond to the needs of these cases.</li> <li>- It is challenging to assign weights to each criterion in the scorecard – and to validate the adopted approach.</li> </ul> |

Sources: based on interviews with UNHCR staff (CBI, DIMA) in the Costa Rica Operation and review of documents.

UNHCR (2021) *Costa Rica Basic Needs Cash Assistance Strategy, Basic Needs 2021-2022*. Internal. UNHCR: San Jose, Costa Rica.

UNHCR (2022) *Socio-economic survey in Costa Rica*. Presentation. Internal.

UNHCR (2022) [HFS: 3. Initiated from proGres - Costa Rica CO](#). Socio-economic household questionnaire used to calculate data for scorecard.

# Egypt

## One Refugee Response and the Use of Proxy Means Testing (PMT)

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| <b>CONTEXT</b>               | Egypt is host to 281,102 refugees and asylum seekers, as of March 2022. While half of these originate from Syria, new arrivals are increasingly coming from African countries. UNHCR uses a “One Refugee” approach in Egypt, bringing all persons of concern within a consolidated targeting process, regardless of their country of origin or status.  |
| <b>REASON FOR TARGETING</b>  | <p>The move to a targeted approach was driven by:</p> <ul style="list-style-type: none"> <li>- The desire to accurately identify the poorest (and therefore most vulnerable) refugees (‘refugee welfare population’) in line with methodologies applied by national social protection programmes;</li> <li>- Budget constraints: due to the funding shortfalls the operation needed to find a cost-effective targeting approach that would enable prioritisation. PMT is relatively cost-effective and uses only a small number of easily observable variables.</li> </ul> <p>In addition, relevant data systems were already in place (proGres, RAIS) and donors were also in favour of a needs-based ‘one refugee’ approach. A targeting approach was therefore adopted that assessed the needs of all refugees, regardless of country of origin.</p> |
| <b>PROGRAMME OBJECTIVE</b>   | To address the immediate and basic needs of refugees through the provision of cash assistance.  |
| <b>ASSISTANCE</b>            | Regular monthly cash transfers, on an ongoing basis. The value of the assistance is 35 % of SMEB and varies depending on household size.  |
| <b>TARGETING METHODOLOGY</b> | <p><b>Status-based:</b> for refugees and asylum seekers</p> <p><b>Proxy Means Testing (PMT)</b>, based on a Multi-Sectoral Needs Assessment (MSNA) known as the <a href="#">Egypt Vulnerability Assessment for Refugees (EVAR)</a>. The data for scoring households (census data) is collected through the ongoing UNHCR registration process, while the household vulnerability survey (with a representative sample) focuses on the information gap necessary to run the formula.</p>   |
| <b>ELIGIBILITY CRITERIA</b>  | <p>Eligibility is determined by the PMT formula which includes the following variables:</p> <ul style="list-style-type: none"> <li>• <b>Location variables:</b> governorate and district variables as predictors for location. Including districts and governorates dummies may entail redundancy, but the governorates’ impact should be addressed as location variables as some households do not reside in the specified districts.</li> </ul>   |



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|                          | <ul style="list-style-type: none"> <li>• <b>Language</b>; Syrians, Non-Syrian Arabic Speakers and Non-Syrian non-Arabic Speakers.</li> <li>• <b>Housing characteristics</b>, crowdedness of the house, house type and type of occupancy dummies</li> <li>• <b>Household demographic and socio-economic characteristics</b>, duration of asylum, the number of members and dependents; and age and gender of household head and his/her marital status; education and employment characteristics of the household head and of other household members. Age of the head and squared age as per capita consumption increases with the age of the head till certain age and then it decreases.</li> <li>• <b>Risks facing household members</b>, such as percentage of children exposed to risks, early marriage, disabilities.</li> <li>• <b>Types of transfers received</b>, dummy variables indicating whether the household received cash or in-kind transfers by World Food Programme, Caritas, these variables can be verified through documents of UNHCR and partner agencies databases.</li> </ul>  |
| <b>SELECTION PROCESS</b> | <p>Refugees are registered in proGres. The PMT formula is applied to the proGres database and beneficiary lists are produced from proGres. Refugees are informed of their eligibility for assistance.</p> <p>Appeals: refugees who are not identified by the formula and therefore excluded from receiving assistance can appeal and update their registration data (including their specific needs), in order for their eligibility to be re-assessed.</p>   |
| <b>LESSONS LEARNT</b>    | <p>What's working well:</p> <ul style="list-style-type: none"> <li>- The PMT formula used by UNHCR is in-line with the approach of the Egyptian government, which uses PMT as part of their poverty-reduction programme (with support from the World Bank). By aligning approaches, UNHCR aims to lay the foundations for closer linkages with the national social protection system in the future.</li> </ul> <p>Challenges:</p> <ul style="list-style-type: none"> <li>- The aim was to re-target approximately every 2 years, but this has been delayed due to Covid and lack of access, as well as high levels of inflation. In 2022 a panel study, on a sample population, is being conducted to assess the accuracy of the PMT formula and inform the re-targeting process.</li> <li>- While the chronically poor ('humanitarian caseload') are targeted with regular cash assistance, the operation wants to design more interventions to support the 'transient-poor' or 'near-poor', who are at high risk of falling below the poverty line if affected by shocks.</li> <li>- The challenge of finding an exit strategy for cash assistance – how to support graduation from assistance to self-reliance?</li> </ul> |

**Sources:** Based on information provided and interviews with UNHCR staff in the Egypt Operation.

UNHCR (2018) *Vulnerability Assessment for Refugees in Egypt*. UNHCR Egypt.

UNHCR (2019) *Summary of Findings: Impact of Cash Based Interventions on Protection Outcomes*, September 2018 – April 2019. MENA PS Research Project.



# Rwanda

## Use of Categorical Targeting in UNHCR-WFP Joint Approach

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| <b>CONTEXT</b>              | Rwanda hosts around 130,000 Burundian and Congolese refugees in six refugee camps, under the overall guidance of the Ministry in Charge of Emergency Management (MINEMA). UNHCR, WFP and partners provide camp-based refugees with food and non-food assistance, access to services and protection.  |
| <b>REASON FOR TARGETING</b> | <p>Until May 2021 all registered refugees in Rwanda received food assistance. Against the background of ever-limited resources and recognizing that the refugee population is not homogeneously vulnerable, in mid-2021 WFP and UNHCR shifted to the targeted provision of food assistance, based on needs.<sup>25</sup> This is in line with the government's strategy to support camp-based refugees to graduate out of dependency on humanitarian aid and the preference for moving to needs-based targeting rather than cutting rations for all families.</p> <p>Both country offices in Rwanda requested support from the WFP-UNHCR Programme Excellence and Targeting Hub (Hub) to work together on targeting. In 2020, a joint targeting strategy was developed which follows the global commitments on targeting principles and Joint Guidance on Targeting of Assistance to Meet Basic Needs.</p> |

<sup>25</sup> *Rwanda Joint UNHCR/WFP Post-distribution monitoring, September 2021.*

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| <b>PROGRAMME OBJECTIVE</b>   | From 2020 onwards, a targeted approach was adopted to meet the food needs (through cash assistance) of camp-based refugees.   |
| <b>ASSISTANCE</b>            | WFP's ongoing monthly assistance, with the full package of cash for food needs (7600 Rwandan francs) is provided to the most vulnerable refugees (19,130 households as of May 2022) while 50% of food assistance is provided to the moderately vulnerable households (2,277 households). The least vulnerable are not eligible for assistance.  |
| <b>TARGETING METHODOLOGY</b> | <p><b>Status-based</b> (refugees and asylum seekers), <b>geographical</b> (must be registered in camps) and <b>categorical</b> (social-demographic criteria validated through <b>community consultation</b>). In addition, further protection-related eligibility criteria were added, for example for people with specific needs.</p> <p>Protection-aspects are mainstreamed into all the steps of the targeting process.</p> <p><b>TARGETING STEPS</b></p> <pre> graph TD     subgraph "PROGRAMME CYCLE"         direction TB         subgraph "Assessment"             S1[STEP 1: REGISTRATION]             S2[STEP 2: ASSESSMENT &amp; ANALYSIS]             S3[STEP 3: DECIDING WHETHER TARGETING IS APPROPRIATE]         end         subgraph "Programme design"             S4[STEP 4: SELECTING THE TARGETING METHODOLOGY]             S5[STEP 5: DEFINING ELIGIBILITY CRITERIA]             S6[STEP 6: VALIDATING THE TARGETING METHODS &amp; CRITERIA]         end         subgraph "Programme implementation"             S7[STEP 7: COMMUNICATIONS, APPEALS &amp; FEEDBACK MECHANISMS]             S8[STEP 8: IDENTIFICATION/IMPLEMENTATION]         end         S9[STEP 9: MONITORING]     end      S4 --&gt; GEO[GEOGRAPHICAL]     S5 --&gt; GEO     S6 --&gt; GEO     S5 --&gt; CAT[CATEGORICAL]     S6 --&gt; CAT     S6 --&gt; COM[COMMUNITY]     S7 -.-&gt; COM      GEO --&gt; COR[Correlate Vulnerability &amp; Demographic Indicators Available in ProGres]     CAT --&gt; COR     COM --&gt; COR      COR --&gt; LIST[List of ELIGIBILITY CRITERIA]     LIST --&gt; PROG[ProGres Identification of eligible beneficiaries]     PROG --&gt; PROT[Protection buffer]     PROT --&gt; CALC[Calculate inclusion &amp; exclusion errors]     PROG -.-&gt; CALC      CALC -.-&gt; MIN[MINIMIZE ERRORS]   </pre> |
| <b>ELIGIBILITY CRITERIA</b>  | <p><b>DEVELOPING THE ELIGIBILITY CRITERIA</b></p> <p>The Joint Post Distribution Monitoring and needs assessment (JPDM) conducted in December 2020 provided a strong understanding of the vulnerability and needs of the refugees in each camp and enabled the identification of the eligibility criteria for targeting assistance. Based on the JPDM analysis, refugee households were grouped into three vulnerability categories: highly vulnerable, moderately vulnerable and least vulnerable. Then, a profiling exercise was finalized to understand the key characteristics of each group and to inform the definition of eligibility criteria for food assistance.</p> <p>As well as data analysis, <b>community engagement</b> was instrumental in developing the eligibility criteria. A wide range of refugees were consulted to ensure that the proposed eligibility criteria reflected vulnerability as defined by the refugees themselves, as well as to identify any additional protection risks linked to the targeting exercise. Forty-one community consultations were carried out in all six refugees' camps and feedback was</p>  |

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|                                 | <p>incorporated to inform the final eligibility criteria, which were validated collaboratively by the Hub, UNHCR and WFP country teams and MINEMA.</p> <p><b>ELIGIBILITY CRITERIA</b></p> <p><b>Socio-demographic:</b></p> <ul style="list-style-type: none"> <li>- Households that have a high number of dependents (dependency ratio <math>\geq 2</math>)</li> <li>- Single headed household with children below 5 years</li> <li>- Single female headed household</li> <li>- Household head with no education</li> <li>- Household with 8 or more members</li> <li>- Household with 2 or more female children aged 0-17 years</li> <li>- Single people studying (up to age 25)<sup>26</sup></li> </ul> <p><b>Protection:</b></p> <ul style="list-style-type: none"> <li>- Household with 1 or more disabled or chronically sick members</li> <li>- Household with member at risk based on UNHCR classification (e.g. unaccompanied minor, older person living alone etc.)</li> </ul> <p><b>Working capacity:</b></p> <ul style="list-style-type: none"> <li>- Presence of adult men in working age (18-59 years) able to work</li> </ul> <p><b>VULNERABILITY GROUPS AND FOOD ASSISTANCE</b></p> <p><b>Group 1 - Highly Vulnerable (100% of food assistance)</b></p> <ul style="list-style-type: none"> <li>- One or more members falling under protection criteria or,</li> <li>- Two or more socio-demographic criteria, or</li> <li>- One socio-demographic criteria but without any adult male members aged 18-59 years able to work.</li> </ul> <p><b>Group 2 - Moderately Vulnerable (50% of food assistance)</b></p> <ul style="list-style-type: none"> <li>- One socio-demographic criteria and no other criteria with adult male working capacity in the household, or</li> <li>- Households not meeting any of the above criteria, but without any adult male members aged 18-59 years able to work.</li> </ul> <p><b>Group 3 - Least Vulnerable (not eligible for food assistance)</b></p> <ul style="list-style-type: none"> <li>- Households that do not meet any of the eligibility criteria, and have one or more male members aged 18-59 years able to work</li> </ul> |
| <p><b>SELECTION PROCESS</b></p> | <p><b>Administrative:</b> refugees are registered in proGres and the categorical eligibility criteria are applied to the registration database. Beneficiary lists are then produced from proGres and refugees are informed of their eligibility for assistance.</p> <p><b>Appeals:</b> refugees who are not on beneficiary lists but consider that they should be included can appeal and update their registration data (including their specific needs), in order for their eligibility to be re-assessed.</p>   |

<sup>26</sup> This eligibility criteria was added in 2021, so that students living alone could receive assistance to support them while studying, a period when they have little time to earn an income.

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|                       | <p>To mitigate potential implementation errors and ensure that changing situations in the households are addressed, a joint appeal mechanism was developed with dedicated targeting helplines as well as existing complaints and feedback channels. UNHCR reassesses the eligibility of the household that has appealed through its case management process.</p> <p>Final decisions on whether households are selected to receive assistance are made by joint appeal panels, with representatives from WFP, UNHCR and MINEMA.</p>  |
| <b>LESSONS LEARNT</b> | <p>What's working well:</p> <ul style="list-style-type: none"> <li>- The country offices have been treating this as a learning process and increasingly finding ways of working together, embedding targeting in the programmatic approach.</li> <li>- The Hub has been providing consistent support, producing a strong evidence base to help the country offices review their targeting approach in an ongoing manner.</li> <li>- The country office has been adjusting their communication strategy in order better communicate with refugees.</li> </ul> <p>Challenges:</p> <ul style="list-style-type: none"> <li>- How to systematically adapt the eligibility criteria so as to reduce exclusion by design errors, as well as inclusion by design errors (through the analysis of appeals using this information to feedback into improving eligibility criteria).</li> <li>- How to systematically communicate with refugees – in a continuous manner, in all geographic areas (bearing in mind refugees' mobility) - to inform them of appeals mechanisms.</li> <li>- There is a need for increased collaboration between UNHCR and WFP to improve the analysis and management of appeals.</li> <li>- There is a need for a clearer and shared programmatic strategy to identify all the types of assistance that are to be included in the joint targeting approach (for example whether other types of assistance, such as NFIs or livelihood support, will also be targeted through the joint approach).</li> </ul> |

**Sources:** based on information provided and interviews with WFP-UNHCR Targeting Hub staff as well as documentation.

WFP & UNHCR Hub (2021) *Rwanda: UNHCR - WFP Joint Targeting Strategy for refugees in camps, from blanket to needs-based targeted food assistance*. Hub Series: Assessment, Analysis and Targeting.



# Morocco

## Use of Scorecard and Protection-Based Assessments

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| <b>CONTEXT</b>              | <p>Morocco is both a transit and a host country, with 18,765 persons of concern registered with UNHCR (as of February 2022). Refugees and asylum seekers come from many different countries, including Syria, Yemen, Central African Republic, Ivory Coast and Democratic Republic of Congo. As migration routes change, there has also been an increase in persons of concern from East Africa, including Sudan, Eritrea and Somalia. Of those registered with UNHCR, 57% are refugees and 43% are asylum seekers.</p> <p>UNHCR works to ensure access to asylum procedures and protection of refugees, in close coordination with the Moroccan authorities, under the framework of the National Strategy for Immigration and Asylum. Despite the Covid-19 pandemic, UNHCR's population of concern has been growing rapidly with a significant increase of socio-economic vulnerability and protection needs.</p>   |
| <b>REASON FOR TARGETING</b> | <p>For many years UNHCR has used a process of needs-based targeting to decide who should be prioritised for assistance in Morocco, based on assessments by social workers and decisions made by a 'Protection Committee'. The approach was based on 'specific needs' criteria and social workers prioritised the following categories for assistance: chronically ill, women at risk, single parent, unaccompanied children.</p> <p>However, since 2021, the operation has also integrated the use of a '<a href="#">Scoring Card</a>', with the aim of standardising the targeting process and assessing socio-economic vulnerability as well as protection risks. This change was due to certain challenges with the existing approach, which - while well established, with Standard Operating Procedures for Protection Committees – was nevertheless observed to have some limitations, including:</p> <ul style="list-style-type: none"> <li>- Focusing on individual vulnerability, rather than the socio-economic capacity of the household as a whole;</li> <li>- Lacking a standardised tool and scoring system for all regions across the country;</li> <li>- Human factors – decisions varied depending on the experience and subjectivity of the protection staff involved;</li> </ul> <p>In addition, turnover in the protection team has led to new ideas and methods being introduced. Testing for the scorecard approach for targeting of financial assistance for refugees began in 2021, in two areas, in order to assess the inclusion / exclusion</p> |

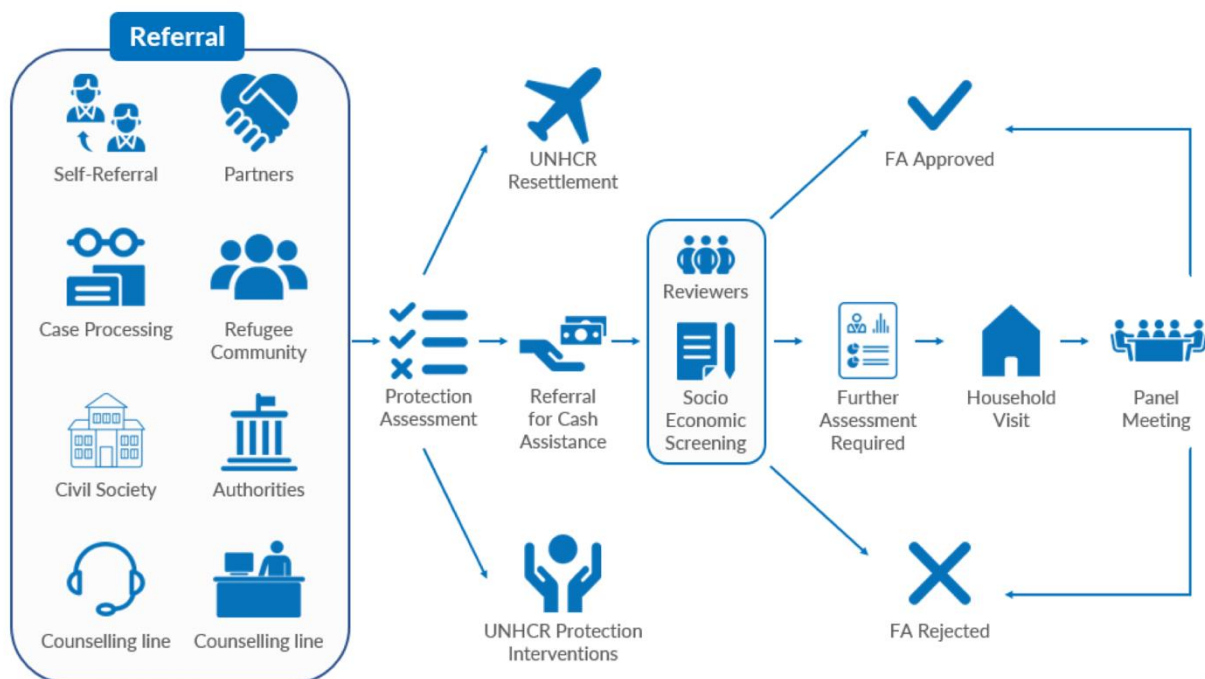
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|                              | errors of the scorecard compared with the existing protection-based targeting approach. <sup>27</sup> Following validation of the new scorecard methodology, full adoption across the country is planned for mid-2022.   |
| <b>PROGRAMME OBJECTIVE</b>   | To contribute to the cost of housing and food for the most vulnerable refugees (unaccompanied minors, single women, survivors of gender-based violence (GBV) and people with medical needs) through financial assistance.  |
| <b>ASSISTANCE</b>            | <p>Regular monthly financial assistance is provided to individuals or families, for up to 9 months. The value of the assistance is 800-1200 dirhams per month, depending on the family's situation. The duration of the assistance depends on the score attained in the scorecard:</p> <ul style="list-style-type: none"> <li>(1) Highest score, 6-9 months of assistance is provided</li> <li>(2) Moderately high score, 3 months of assistance</li> <li>(3) Medium / low score, not eligible for assistance</li> </ul> <p>For urgent cases, 'emergency cash' is provided as one-off assistance, to address a particular situation (however for these cases the scorecard methodology is not applied).</p>  |
| <b>TARGETING METHODOLOGY</b> | <p><b>Status-based:</b> for refugees (and, on an exceptional case-by-case basis, asylum seekers may be included)</p> <p><b>Protection assessments and scorecard:</b> based on an aggregate vulnerability score with a threshold for eligibility.</p> <p>Note: for unaccompanied children there is a separate process managed by Child Protection.</p>  |
| <b>ELIGIBILITY CRITERIA</b>  | <p>Eligibility for financial assistance is determined by having a total score above a certain threshold. This aggregate vulnerability score uses the following indicators, weighted by relative importance and presumed reliability of data:</p> <ul style="list-style-type: none"> <li>- <b>Demographic data:</b> head of household (male / female / elderly / LGBTQTI / child), number of children, specific needs (handicap or chronically ill)</li> <li>- <b>Basic and immediate needs:</b> capacity to meet basic needs and pay bills, debt, using savings, borrowing, negative coping strategies (reducing meals, child labour, taking children out of school, begging, child marriage, etc.) type of accommodation, risk of eviction or homelessness, perceptions of safety at home and using toilets.</li> <li>- <b>Protection and education:</b> school attendance and paying school fees, separated children, security, violence (including GBV), discrimination,</li> </ul> |

<sup>27</sup> In the testing phase in 2021, as the office transitioned from the Protection Committee to the Scorecard, the results of the old and new targeting methods were compared and it was found that three quarters (74%) of eligibility decisions were the same.

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|                          | <p>intimidation, crime, etc.</p> <ul style="list-style-type: none"> <li>- <b>Access to legal support and documentation:</b> residency permit, length of time in Morocco.</li> <li>- <b>Food consumption and health:</b> number of meals per day, health insurance.</li> </ul> <p>Some highly vulnerable protection cases that do not score highly with the scorecard (exclusion by design) may also receive assistance, based on assessment of their individual needs. For example, some newly arrived Sudanese refugees, living</p>  |
| <b>SELECTION PROCESS</b> | <p>Refugees and asylum seekers are assessed on arrival or during their first contact with UNHCR or UNHCR's partner, the <a href="#">Fondation Orient Occident (FOO)</a>. Households approach UNHCR or FOO (self-referral) or are referred by refugee communities, partners, civil society, local authorities or via counselling lines. Some cases are identified through UNHCR's case processing and referred for assessment.</p> <p>At the partners' offices, specific days and times are allocated for refugees and asylum seekers to be heard (l'écoute sociale') and for protection assessments (l'évaluation sociale') to be conducted. Social workers identify the support required for each case and make recommendations, including for resettlement, protection support and/or financial assistance.</p> <p>Households that are potentially eligible for financial assistance are then also assessed from a socio-economic perspective (using the scoring card) and a decision is made by the Protection Committee as to whether they should receive assistance, based on the recommendation of the social workers and the scoring.</p>  |
| <b>LESSONS LEARNT</b>    | <p><b>What's working well:</b></p> <ul style="list-style-type: none"> <li>- The scorecard is helping to standardise assessments, so that refugees across the country have access to a similar and more objective process.</li> <li>- The Scorecard is helpful for including socio-economic criteria in household assessments. Particularly helpful for being able to assist households that are in a situation of extreme vulnerability but do not meet 'specific needs' criteria.</li> <li>- There is flexibility in the process - while the scorecard standardises the assessment procedure, the operation stressed that "we are dealing with humans" and that the specific protection risks faced by individual cases must be considered. Protection-related risks can take numerous forms and not every eventuality can be included in the scorecard – for example the effects of suffering from mental health issues or being the victim of physical violence may not be easily measured by the scorecard. Furthermore, the scorecard was designed primarily for urban refugees living in rented accommodation and some refugees living on the street – such as the newly arrived asylum seekers from Darfur in Sudan - didn't score highly yet were in a very vulnerable situation and in need of assistance. However, this targeting approach, which assesses each case individually, has been able to take into account the individual protection and socio-economic situation of each case so as to respond fairly to a holistic understanding of needs.</li> <li>- The scorecard assessment has also been used as an opportunity to update</li> </ul> |

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|  | <p>proGres registration data.</p> <p><b>Challenges:</b></p> <ul style="list-style-type: none"> <li>– Scorecard necessitates the assessment of each household, which requires considerable human resources. It is challenging to collect reliable and accurate data in response to some of the questions. Regular household visits therefore enable some data to be verified, as some of the socio-economic data is based on refugees' declarations and needs to be checked.</li> <li>– The decision-making process for the Protection Committee currently takes longer when data from the scorecard is included (as well as protection-related data). This process may get quicker once the scorecard process is well established.</li> <li>– It is a difficult balancing act between needs and budgets. Severe budgetary constraints for assistance mean that only approximately 1000 cases can be provided with financial assistance each month. However, as new arrivals are continually registered, and targeting for financial assistance happens on a rolling basis, prioritizing who should be on the lists is highly challenging. Financial assistance responds not only to chronic poverty but also to 'emergencies', which are difficult to predict from a budgetary perspective. To add new cases to the list, 'space' needs to be created by other beneficiaries coming off the list, as they reach the end of their assistance cycle (which varies from 1 to 9 months). This involves a continual balancing act between the number of those in need and the budgetary capacity to respond. The scoring card threshold for inclusion is therefore adapted, depending on funding resources available.</li> </ul> |
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Diagramme: Referral and assessment for financial assistance (FA), UNHCR Morocco Presentation of Scoring Card (2021)



**Sources:** based on information provided and interviews with UNHCR Protection Staff in Morocco, as well as documentation.

UNHCR *Annex 1 Targeting Criteria, SOPs for Cash-based assistance to persons of concern to UNHCR in Morocco*. Internal. UNHCR Morocco.

UNHCR (2020) *Morocco Targeting Strategy 0-Draft*. Internal. UNHCR Morocco.

UNHCR (2021) *Note méthodologie et Processus du test des cartes de pointage*. Internal. UNHCR Morocco.

UNHCR (2021) *Presentation de Scoring Card, UNHCR Morocco*. Internal. UNHCR Morocco.

UNHCR (2021) [Scorecard Tool](#). Internal. UNHCR Morocco.

UNHCR (2022) [UNHCR Morocco Factsheet](#) February 2022



# China

## Use of Means Testing and Protection Assessments for Case-by-Case Targeting

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| <b>CONTEXT</b>               | <p>UNHCR is supporting approximately 300 registered refugees in China, the majority of whom are of Somali origin and have been in China for many years. Most of these refugees live in rented accommodation in urban areas and have access to the internet.</p>  |
| <b>REASON FOR TARGETING</b>  | <p>Prior to 2019, all refugees who requested financial support from UNHCR in China were eligible to receive multipurpose cash, on the basis of their refugee status (rather than on an assessment of their socio-economic situation). To note, asylum seekers were not eligible for financial assistance, only refugees. In 2019, UNHCR decided to transition from this blanket targeting of assistance to a needs-based approach, in order to target those refugees who are most vulnerable and to use the limited budget in the most efficient and effective way.</p> <p>In late 2019, UNHCR completed a telephone survey with all registered refugee households in China, to better understand their living conditions and inform the revision of the CBI programme. Based on these survey findings and a review of the Government's social assistance programmes, UNHCR developed targeting eligibility criteria, defined the selection process, created an assessment form and agreed on the threshold for eligibility as well as the amount to be provided per individual. Since adopting the new targeting methodology, the percentage of the refugee population receiving MPC dropped from 85% to 77%.</p> |
| <b>PROGRAMME OBJECTIVE</b>   | <p>To contribute to meeting the basic needs of refugees in China, through the delivery of multipurpose cash assistance.</p>  |
| <b>ASSISTANCE</b>            | <p>Eligible refugees receive multipurpose cash assistance either on an ongoing basis, (reviewed annually), or for a specific duration, based on an assessment of their situation. The value of the assistance is aligned with the median amount provided by the Government's social assistance programmes, which includes cash assistance, subsidised medical care and rental subsidies.</p> <p>UNHCR provides the following cash assistance:</p> <ol style="list-style-type: none"> <li>1. 190 USD (CNY 1200) for an individual or household size 1 / per month</li> <li>2. 140 USD (CNY 880) for each additional dependent / per month</li> </ol> <p>The amount of the multi-purpose cash assistance is reviewed once a year (as the Government periodically makes changes in the MEB). The amount is the same across the country (irrespective of the eligibility threshold, which may change depending on location). Refugees receive their assistance on a quarterly basis, directly from UNHCR (no Financial Service Provider) through electronic cash transfer.</p>   |
| <b>TARGETING METHODOLOGY</b> | <p><b>Status-based</b> (refugees), <b>means-testing</b> and <b>protection committee</b> to assess eligibility and select beneficiaries.</p>  |

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| <b>ELIGIBILITY CRITERIA</b> | <p>Eligibility is based on refugee status and the household having financial means which are below a certain threshold. The eligibility threshold is aligned with the Government's MEB for the location in which the refugees resides. To note, the Government sets MEBs at municipal level, resulting in many different MEBs across the country. To simplify the process, UNCHR has grouped locations into 3 different tiers and set only 3 different MEB thresholds for eligibility.</p> <p>Data for means testing is based on the refugee's income during the preceding 3 months. The following indicators are used to assess whether income is above or below the eligibility threshold:</p> <ul style="list-style-type: none"> <li>- <b>Self-reported income</b> (formal income, informal income, gifts from friends and family, monetary value of in-kind support);</li> <li>- <b>Self-reported expenditure</b>, as a proxy for means / income;</li> <li>- <b>Evidence of expenditure on rent</b> (lease contract), as a proxy for income.</li> </ul> <p>In exceptional circumstances, the eligibility threshold is softened as special consideration is made for those with specific protection needs (such as survivors of domestic violence or people with mental health issues). For example, for two cases in 2020, protection staff considered that the withdrawal of assistance would put the individual or household at high risk of returning to an abusive relationship and domestic violence and therefore they were considered eligible for continued assistance and protection support.</p> |
| <b>SELECTION PROCESS</b>    | <p>Refugees apply for assistance online; they complete an assessment form which requires providing information about their income and expenditure over the last 3 months. Refugees upload or email a copy of their lease contract, as evidence of expenditure.</p> <p>UNHCR staff check the credibility of the data and conduct analysis, on a case-by-case basis, comparing reported income with expenditure and checking the lease contract.</p> <p>The 'Refugee Assessment Review Committee' (RARC), consisting of Programme and Protection staff and supported by the Deputy Representative, assesses the socio-economic situation of each household and makes a decision about their eligibility for multi-purpose cash assistance.</p> <p>All decisions of the review panel are sent by email to the refugees. Households receiving a positive decision are informed about the length of their entitlement and the requirement for UNHCR to re-assess their socio-economic situation after that period. For those with a negative decision, they are informed that an appeal/complaint can be submitted by email within 7 days, giving them the opportunity to share any information that was not included in the assessment, and that they consider critical for an adequate review of their socio-economic situation. The panel reviews the appeal within 7 days and the household is subsequently</p>   |

# MAPPING OF TARGETING AND PRIORITIZATION APPROACHES



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