Shock-Responsive Social Protection in the Caribbean
Guyana Case Study

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These efforts include technical assistance in disaster risk and vulnerability analysis; integrated supply chain management; pre-positioning of emergency logistical equipment; emergency telecommunications; national preparedness and response planning; strengthening national social protection programmes and systems to respond to shocks; and linking these programmes to climate change adaptation and disaster risk financing.

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[1] Anguilla, Antigua and Barbuda, Bahamas, Barbados, Belize, Commonwealth of Dominica, Grenada, Republic of Guyana, Haiti, Jamaica, Montserrat, St. Kitts & Nevis, Saint Lucia, St. Vincent & the Grenadines, Suriname, Republic of Trinidad & Tobago, Turks & Caicos Islands and the Virgin Islands

Preface

This report is part of a series of case studies on Shock-Responsive Social Protection in the Caribbean commissioned by WFP (www.wfp.org) and conducted by Oxford Policy Management (www.opml.co.uk). The Project Manager for OPM is Rodolfo Beazley rodolfo.Beazley@opml.co.uk and WFP Project Managers are Regis Chapman regis.chapman@wfp.org and Francesca Ciardi francesca.ciardi@wfp.org (Office for Emergency Preparedness and Response in the Caribbean).

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Executive summary

Introduction

In the Caribbean and globally, links are being made between social protection and disaster risk management (DRM). Social protection programmes that provide assistance to households, and the systems that underpin these programmes, may have a role to play in preparing for, responding to and mitigating the impacts of shocks such as cyclones, floods, droughts and political and economic crises. This role for social protection goes beyond its core function of addressing the risks and vulnerabilities that people face throughout their lives. We refer to this as 'shock-responsive social protection'.

This report explores these opportunities in Guyana, considering opportunities for social protection to support both disaster response and the arrival of migrants from Venezuela. It is part of the World Food Programme (WFP) and Oxford Policy Management (OPM) research project 'Shock-Responsive Social Protection in Latin America and the Caribbean'. The project seeks to inform emergency preparedness and response capacities and strategies of the Caribbean Disaster Emergency Management Agency (CDEMA) - the regional inter-governmental agency for disaster management in the Caribbean Community - and its Participating States.[2]

Shock-responsive social protection: theoretical framework

This research explores two dimensions to analyse how social protection systems relate to DRM and could be used in emergency response. The first is the extent to which social protection systems in place are prepared to respond to major shocks. This concerns:

1. <u>Institutional arrangements and capacity:</u> legislation, policies and mandates of key DRM and social protection institutions.

2. <u>Targeting system:</u> protocols, processes and criteria for identifying people and families that should receive social protection or DRM support.

3. <u>Information systems:</u> socioeconomic, disaster risk and vulnerability information to enable decision-making before and after a shock, such as social registries and beneficiary registries, DRM information systems and issues related to the collection, sharing and accessing of data.

4. <u>Delivery mechanisms:</u> mechanisms in place for delivering cash or in-kind assistance to social protection beneficiaries and/or people affected by shocks.

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[2] Anguilla, Antigua and Barbuda, Bahamas, Barbados, Belize, Commonwealth of Dominica, Grenada, Republic of Guyana, Haiti, Jamaica, Montserrat, St. Kitts & Nevis, Saint Lucia, St. Vincent & the Grenadines, Suriname, Republic of Trinidad & Tobago, Turks & Caicos Islands and the Virgin Islands.

5. Coordination mechanisms: mechanisms and protocols for coordinating DRM activities before and after a shock, including the role of social protection.

6. Financing mechanisms: strategies and mechanisms for funding DRM such as budgetary instruments, contingency financing and insurance, including any financing of social protection responses.

The second dimension is the ways that social protection programmes systems can directly provide assistance or play a supportive role in an emergency response, which can be used in any combination:

- Vertical expansion: increasing the benefit value or duration of an existing social protection programme or system.

- Horizontal expansion: temporarily extending social protection support to new households.

- Piggybacking: utilising elements of an existing social protection programme or system for delivering a separate emergency response.

- Alignment: aligning some aspects of an emergency response with current or possible future national social protection programmes.

- Design tweaks: making small adjustments to the design of a core social protection programme.

Sources: OPM (2015) and Beazley et al. (2016)

Disaster risk management in Guyana

DRM has become a much higher priority in Guyana in the last decade. The World Risk report ranks Guyana 5th globally for disaster risk, with flooding a serious concern as most of the population is concentrated on the low-lying coastline. Major flooding in 2005 revealed that the government was unprepared at the time to respond to a disaster of that magnitude. With recurrent flooding and drought, smaller-scale emergencies require regular responses.

Institutions and coordination

The Civil Defence Commission (CDC) is responsible for disaster risk management. Several DRM strategies and plans have been developed, but as of 2019, no law was in place legally establishing a legal mandate for DRM. A bill has been drafted that sets forth a more comprehensive approach to DRM including disaster risk reduction, mitigation, preparedness, response, recovery and resilience building. It foresees the reconstitution of the CDC as the National DRM Agency.

During a disaster, the National Emergency Operation Centre (NEOC) is activated by the CDC to serve as the operations centre. The NEOC is comprised of disaster management stakeholders including line ministries, non-governmental organizations, the Red Cross and United Nations agencies. Since 2013, efforts have been

underway to support decentralised DRM capacities, with procedures in place for Regional Emergency Centres in nine of Guyana's ten administrative regions as of early 2019. The CDC regularly responds to emergencies such as annual floods, but in the last decade, DRM systems have not been tested by a disaster on the scale of the 2005 flooding.

The Ministry of Social Protection has responsibilities for basic welfare, managing shelters and psychosocial support in emergencies, but engagement by the Ministry in DRM has been very limited. The ministry has elaborated an Emergency Preparedness and Response Plan (EPRP) in 2013, which was updated in 2015. The EPRP highlights the need to incorporate DRM in Ministry of Social Protection strategies and procedures, ensure adequate financial and human resources to implement responsibilities, further the relationship of the ministry with the CDC and develop institutional partnerships with other DRM actors.

Information management

Assessments and analyses related to disaster impacts and risk have been undertaken, and a Damage Assessment and Needs Analysis Plan was elaborated in 2010. However, a dedicated information and knowledge system for DRM is not yet established. The CDC envisions developing a system that would bring together existing and future data to inform DRM efforts.

Financing mechanisms

Little is in place in the form of predictable disaster financing. Guyana is not a member of the Caribbean Catastrophe Risk Insurance Facility (CCRIF SPC), which is a regional disaster insurance mechanism. Nor does the government have a specific disaster fund. The government does have a National Contingency Fund established under the Financial Management and Accountability Act of 2003 to finance urgent and unforeseen expenses such as disasters. However, its use has generated concerns about expenditures veering from the legally established criteria. The draft DRM bill calls for the establishment of a national DRM fund, which could improve the financing picture.

Responding to migration from Venezuela

As of February 2019, Venezuelan migrants documented by the immigration department numbered 5,123 (Multi-Agency Coordinating Committee, 2019), with UN agencies estimating the actual figure to be around 12,000 (UNICEF, 2019). The number of people arriving is expected to grow, requiring a medium or long-term planning horizon to address the needs of migrants and host communities. Migrants are mainly arriving in remote areas near the Venezuelan border, which are geographically difficult to access and have weaker public infrastructure compared to urban areas.

The response to the influx of Venezuelan migrants draws on many of the above elements of DRM. The stakeholders undertaking assessments and organising assistance are broadly the same – the CDC, relevant ministries, security services, United Nations agencies, the Red Cross, churches and charitable organisations. However, the needs and response differ in several ways:

- The coordination of the response is overseen by a Multi-agency Coordinating Committee specifically created for this purpose, chaired by the Department of Citizenship.

- Significant support is required for basic services, which are under stress. Language barriers pose an obstacle for communication and support.

- Protection risks are exacerbated (e.g. sexual exploitation, employment exploitation, insecurity and tensions with host communities).

The government, national civil society and international partners such as IOM, UNHCR and UNICEF are providing support to residents and migrants, such as food, household goods, protection interventions and basic services, but needs are significant and increasing as more migrants arrive.

Social protection in Guyana

Guyana has more than 30 social protection programmes. This case study focuses on social assistance programmes because they transfer resources to households who are typically poor or vulnerable. Such programmes could provide assistance to disaster-affected individuals and/or relief efforts could leverage their delivery, targeting and information management systems. Two main social assistance programmes implemented by the Ministry of Social Protection are Public Assistance and the Old Age Pension. School feeding is implemented by the Ministry of Education.

Public Assistance provides support to low-income families requiring temporary, medical or economic assistance with cash transfers for six months (with the possibility to apply again if needs persist). Registration for the programme is on-demand but ceases once the annual, planned number of beneficiaries is reached. In 2019, the programme planned to reach 15,000 people and provide US$ 50.40 (G$ 10,500) per month. Applicants face a multi-stage evaluation process, whereby a Probation and Social Welfare officer investigates their circumstances and makes a recommendation to a Board of Guardians, which determines whether the applicant qualifies for assistance. Approved applications are sent to Georgetown, Guyana's capital, for processing.

The passing of the 1944 Old Age Pension Act established the non-contributory pension in Guyana. The **Old Age Pension** is universal for citizens 65 and over with ten years residence. The number of people receiving pensions grew from 42,666 persons in 2009 to approximately 55,000 in 2019 (7% of the total population). The monthly payment was US$ 98.40 (G$20,500) in 2019 – an increase of 56% since 2016 and of 225% since 2009.

The Old Age Pension and Public Assistance benefits are delivered through payment books issued by the Ministry of Social Protection in Georgetown; recipients cash the vouchers at post offices. The Ministry of Social Protection Information Management Unit maintains a database of recipients from both programmes, which is used to print personalised security stickers for the payment books.

The **National School Feeding Programme** targets all nursey schools and primary schools in Grades 1 and 2. Schools receive funding for meals based on the number of students enrolled US$ 0.89 (G$185 per student x 21.3 school days per month). School feeding (along with other education services) is under stress in areas

receiving migrants, even though many school-aged Venezuelan migrant children are not attending school (Multi-Agency Coordinating Committee, 2019).

Towards a more shock responsive social protection system

There are several opportunities for making social protection systems in Guyana more shock responsive. The first is **investing in the capacity of regular social protection programming.** Strengthening social protection systems is an important goal in its own right and critical for ensuring that systems continue to deliver in the face of shocks. In 2019-20, the Inter-American Development Bank (IADB) is providing technical support to review social protection payment, targeting and information systems. Efforts to strengthen these processes could consider their actual and potential roles in DRM:

- **How targeting and registration processes for Public Assistance could be modified in an emergency or recovery scenario.** For example, protocols could be established for expedited registration processes and expansion in disaster-affected areas. Targeting criteria could consider whether individuals have been affected by flooding, drought or other shocks.

- **Ways that social protection management information systems could be used to identify and assist people affected by shocks,** such as including operational data and through data-sharing among relevant Ministries and partners. Social assistance information systems might also be used for data management of households receiving disaster assistance in an emergency or recovery response.

- **How social assistance payment mechanisms could be impacted by a disaster and used to deliver emergency assistance.** Having a lighter payment system and preparedness measures in place would increase the likelihood of being able to use social protection payment systems in an emergency response to transfer money to people, if such a response was deemed appropriate.

The above measures dovetail into the second opportunity for more responsive systems, which is **increasing the direct role of social protection in supporting efforts to prepare for and respond to disasters**. Developing stronger and risk-informed systems in ways outlined above increases options for using social protection programmes in emergency response and recovery. Future options include increasing the amount of money provided by Public Assistance in disaster-affected areas (vertical expansion) and/or bringing on board new beneficiaries (horizontal expansion). As information management, registration and/or payment systems are strengthened, these could be capitalised to develop a new programme to provide cash transfers as part of response and recovery efforts. The role of social protection in DRM in Guyana is still nascent and evolving; these measures are mainly envisioned in the medium- and longer-term.

A vital priority is **preparing for and operationalising the DRM roles of the Ministry of Social Protection**. DRM strategies and the EPRP outline roles for relief assistance, shelter management and psychosocial support that the ministry needs to be better positioned to play. Suggested steps are supporting the ministry to develop protocols for the provision of relief assistance; put in place measures to ensure that emergency duties of staff do not compromise routine provision of services; strengthen relationships with DRM actors; and identify the intended roles of ministry partners. Otherwise the risk is that emergency duties are added

to the usual responsibilities of ministry staff with limited systematic preparation to fulfil these roles in the event of a disaster.

The above measures focus primarily on the intersection of social protection and disaster risk management. Social protection is also contributing to address the needs of Venezuelan migrants and could be strengthened to continue to do so.   An immediate opportunity is to **support social protection programmes and services implemented by the government and its partners to ensure access health and education services, address protection risks and support the basic needs of migrants.** These include school feeding, social care and protection services. Social protection is one piece of a much larger effort to address the basic needs and risks facing migrants.

Table 1: Opportunities to make social protection systems more responsive

	Short- and medium-term	Long-term
Preparedness	Develop protocols for the provision of relief and welfare assistance, including how households will be assessed/targeted and information management of this data Undertake capacity building for the MoSP to fulfil relief, shelter management and psychosocial support roles, including steps elaborated in the EPRP Put in place measures to ensure that emergency duties of Ministry of Social Protections staff do not compromise the routine provision of services Strengthen relationships of the MoSP with DRM actors and identify intended roles of MoSP partners (MoSP, 2015)	Incorporate DRM into MoSP strategies, procedures and the annual work programme, with adequate financial and human resources to implement responsibilities Develop more efficient Public Assistance targeting and registration process, including expedited procedures in emergencies Develop protocols for temporary expansion of the Public Assistance to people affected by disaster and for the development of specific emergency/recovery cash assistance programmes
Response	Provide relief/welfare assistance and shelter management Collect data on households assisted Ensure the continued provision of regular social assistance and services by working with national and international partners Provide shelter management and relief/welfare assistance, transitioning to cash transfers or vouchers for relief if appropriate Provide psycho-social support to people affected by disaster	Collect data on households assisted and develop a registry of affected households Temporarily increase Public Assistance and Pension payments in affected areas Develop a separate programme providing cash transfers to people not covered by Public Assistance or Old Age Pension Increase the provision of services by the MoSP and partners in areas receiving migrants and develop specific programmes as needed

Recovery	Refer vulnerable persons to any post-emergency support schemes established (e.g. housing, livelihoods) Provide support to people referred to Ministry services Develop a recovery-oriented programme providing cash transfers to affected households (if appropriate)	Temporarily expand of the Public Assistance to people affected by disaster
Migration	Increase the financial and human resource of the MoSP and its national and international partners to provide services in areas receiving migrants Augment school feeding resources in schools experiencing increased enrolment	

Conclusion and recommendations

With Guyana's exposure and vulnerability to natural hazards, it is inevitable that smaller disasters will continue and an event on the order of the 2005 flooding may occur again. Guyana is also receiving people fleeing from neighbouring Venezuela, and their numbers are expected to grow. These scenarios highlight the importance of developing a responsive social protection system able to cope with the increased demands placed on it and to support people impacted by shocks.

The engagement of social protection in DRM is at an early stage in Guyana. The Ministry of Social Protection is tasked with supporting relief and welfare, managing shelters and providing counselling, and more investment is needed for the Ministry to develop the capacities and procedures to fulfil these roles. As social protection systems are strengthened, the options to use social protection programmes and systems in disaster assistance will become much greater. A future opportunity is to expand Public Assistance to disaster-affected households and to develop specific emergency response and recovery programmes providing cash transfers. Social protection systems by no means need to be perfect to play a role in DRM, but preparedness measures to strengthen and leverage these systems would make them better placed to contribute. In the short-term, strengthening social protection programmes in areas receiving migrants is important as part of larger efforts to address the basic needs and risks facing migrants and host-communities.

The below table summarises recommendations for making social protection more shock-responsive in Guyana.

Table 2: Recommendations for making social protection more shock responsive

Preparedness category	Short- and medium-term recommendations	Long-term recommendations
Information management	• Develop and strengthen information management systems for DRM • Determine how data on registered and assessed disaster-affected will be collected, stored and shared	• Link MoSP MIS to social assistance benefit payments • Develop digital data collection for assessing and registering households for disaster relief and collect operational data (e.g. contact information, GIS data) on disaster affected households • Develop information management procedures for disaster-affected households that draws on or links to MoSP information management system
Targeting	• Develop protocols for the provision of relief and welfare assistance in a disaster, including how households will be assessed and targeted	• Revise Public Assistance targeting and registration process to be more efficient; include criteria to identify/assist disaster-affected households • Develop protocol for increasing the number of Public Assistance recipients in areas affected by disasters/migration
Delivery mechanisms	• Increase the financial and human resources of the MoSP and its national and international partners to provide services in areas receiving migrants • Augment school feeding resources in schools experiencing increased enrolment • Develop livelihood and small businesses projects of migrants and host communities • If appropriate, create a programme providing vouchers for basic needs for migrants	• If/when new payment mechanisms adopted for Public Assistance/Old Age Pension, identify ways to make them resilient to disruption and to deliver emergency/recovery cash transfer assistance • Develop protocols to temporarily increase the value of Public Assistance to people in disaster-affected areas • Develop an emergency/recovery programme to provide cash transfers to people in times of disaster
Coordination	• Develop SOPs and undertake capacity building for the MoSP to fulfil relief/welfare, shelter management and psychosocial support roles • Pass DRM legislation • Ensure adequate resources for the NEOC and support the operationalisation of structures	• Develop a national social protection strategy, which includes links the role of social protection programmes in DRM

	outlined in the DRM bill, including sub-committees	
Financing	• Explore diverse disaster funding options, including the CCRIF, contingency credit lines and the private sector • International donors and agencies should continue to support Venezuelan migrants in partnership with the government and augment the support as numbers of increase	• Develop a disaster fund once the DRM law is established • Ensure that any MoSP DRM responsibilities have predictable financing

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List of abbreviations

CDEMA	Caribbean Disaster Emergency Management Agency
CDB	Caribbean Development Bank
CCRIF	Caribbean Catastrophe Risk Insurance Facility
DANA	Damage and Needs Assessment
DRM	Disaster Risk Management
ERPR	Emergency Response and Preparedness Pan
IADB	Inter-American Development Bank
ILO	International Labour Organization
LAC	Latin American and the Caribbean
MoE	Ministry of Education
MoSP	Ministry of Social Protection
NDC	Neighbourhood Democratic Council
NEOC	National Emergency Operation Centre (NEOC
NDRRCP	National Disaster Risk Reduction Coordination Platform
OPM	Oxford Policy Management
PAHO	Pan American Health Organisation
PMT	Proxy means test
RDC	Regional Democratic Council
SOP	Standard Operating Procedures
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
WHO	World Health Organisation
WFP	World Food Programme

1   Introduction

Investing in effective ways to address the impacts of disaster is an urgent priority. An important opportunity is linking social protection with disaster risk management (DRM). Social protection programmes that provide assistance to vulnerable households, and the systems that underpin these programmes, may have a role to play in preparing for, responding to and mitigating the impacts of natural hazards such as floods, hurricanes, droughts and 'man-made' shocks of conflict, economic crisis and migration. We refer to this as 'shock responsive social protection'.

The opportunity for social protection systems to play a greater role in disaster risk management is increasingly recognized by governments, multilateral donors and aid agencies. At the 2016 World Humanitarian Summit, the Social Protection Inter-Agency Cooperation Board committed to 'support the further expansion and strengthening of social protection systems to continue to address chronic vulnerabilities and to scale up the utilisation of social protection as a means of responding to shocks and protracted crises. The 2016 Grand Bargain, signed by 31 humanitarian donors and aid agencies, commits to increasing social protection programmes and strengthen national and local systems, as well as delivering humanitarian cash transfers through or linked with social protection systems. The 2030 Agenda for Sustainable Development, approved by the UN in September 2015, clearly points toward the creation of social protection systems that allow all people to enjoy a basic standard of living.

Governments and aid organisations are increasingly utilising social protection systems as a component of emergency responses globally and in the Caribbean, including in response to hurricanes Maria and Irma in 2017 in Dominica and British Virgin Islands. The role of social protection systems in those responses was not planned prior to the disasters. Analysing options ahead of a disaster can enable the government and its partners to better prepare for and inform the use of social protection systems and programmes in future responses.

In this spirit, WFP and OPM have joined forces for the research project 'Shock-Responsive Social Protection in Latin American and the Caribbean (LAC) to document experience and generate evidence on shock-responsive social protection in the LAC region, with the ultimate goal of improving disaster response. From 2016 to 2019, the project conducted a literature review on experiences in LAC (Beazley *et al.*, 2016), seven country case studies (Ecuador, El Salvador, Guatemala, Haiti, Peru, Dominican Republic and Dominica) and a synthesis report with key findings and policy recommendations (Beazley *et al.*, 2019).[3]

Given the unique risk profiles of Caribbean states and their exposure to natural hazards such as hurricanes, research in 2019 focuses on the Caribbean, including a literature review, five country case studies and a synthesis report. Conducted in collaboration with the Caribbean Disaster Emergency Management Agency (CDEMA), the case studies seek to inform the preparedness actions and responses of CDEMA and its Participating States. The case studies focus strongly on the actual and potential role of social protection programmes and systems in emergency responses.

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[3] The reports and other relevant material are available at https://www1.wfp.org/publications/shock-responsive-social-protection-latin-america-and-caribbean

This case study examines these issues in Guyana, which regularly experiences flooding and drought. Major flooding in 2005 impacted over 270,000 people and spurred the government to invest more heavily in developing DRM capacity and systems. Guyana is also affected by the exodus of Venezuelans fleeing political and economic instability. While the government has generously welcomed Venezuelans, their arrival is taxing basic services in remote areas that already face more limited development of public infrastructure compared to urban areas. Furthermore, while the study was conducted prior to the COVID-19 pandemic, at the time of publishing this research, Guyana was one of several countries in the Caribbean looking to introduce, expand or adapt social protection to support impacted individuals and households.

The next section presents the theoretical framework underpinning the research. Section 3 describes disaster risks and poverty Guyana. Section 4 and 5 respectively outline DRM and social protection systems in Guyana. Section 6 considers opportunities for shock responsive social protection. Section 7 provides recommendations.

2 Research methodology

In this section, we present a framework that helps us to understand the two key dimensions of how social protection systems relate to disaster risk management and could be used in emergency response:

- **System preparedness:** the extent to which social protection systems are prepared to respond to shocks

- **System responsiveness:** the ways that social protection systems could play a role in emergency assistance and other aspects of DRM

2.1 Theoretical framework

2.1.1 System preparedness

In this study, we analyse DRM systems and the level of preparedness of the social protection system to play a role in responding to emergencies based on six aspects that are essential for a prompt and effective response (Beazley et al., 2016):

1. **Institutional arrangements and capacity**: legislation, policies and mandates of key DRM and social protection institutions, as well as the organisational structure that affects services delivery in these areas.

2. **Targeting system**: protocols, processes and criteria for identifying people and families that should receive social protection or DRM support.

3. **Information systems**: socioeconomic, disaster risk and vulnerability information to enable decision making before and after a shock. This includes social registries and beneficiary registries, DRM information systems and issues related to accessibility, sharing protocols, data collection mechanisms, data relevance and accuracy and security and privacy protocols.

4. **Delivery mechanisms**: mechanisms in place for delivering cash or in-kind assistance to social protection beneficiaries and/or people affected by shocks.

5. **Coordination mechanisms**: mechanisms and protocols for coordinating DRM activities before and after a shock. These include the coordination of different government agencies, government levels, and of humanitarian agencies. The role of the social protection sector is of particular interest.

6. **Financing mechanisms**: strategies and mechanisms such budgetary instruments, contingent credits and market-based instruments like parametric insurances, including any financing of responses through social protection.

Figure 1: Typology of system preparedness for shock-responsive social protection

Institutional arrangements and capacity

Targeting system

Information systems

Delivery mechanisms

Coordination mechanisms

Financing
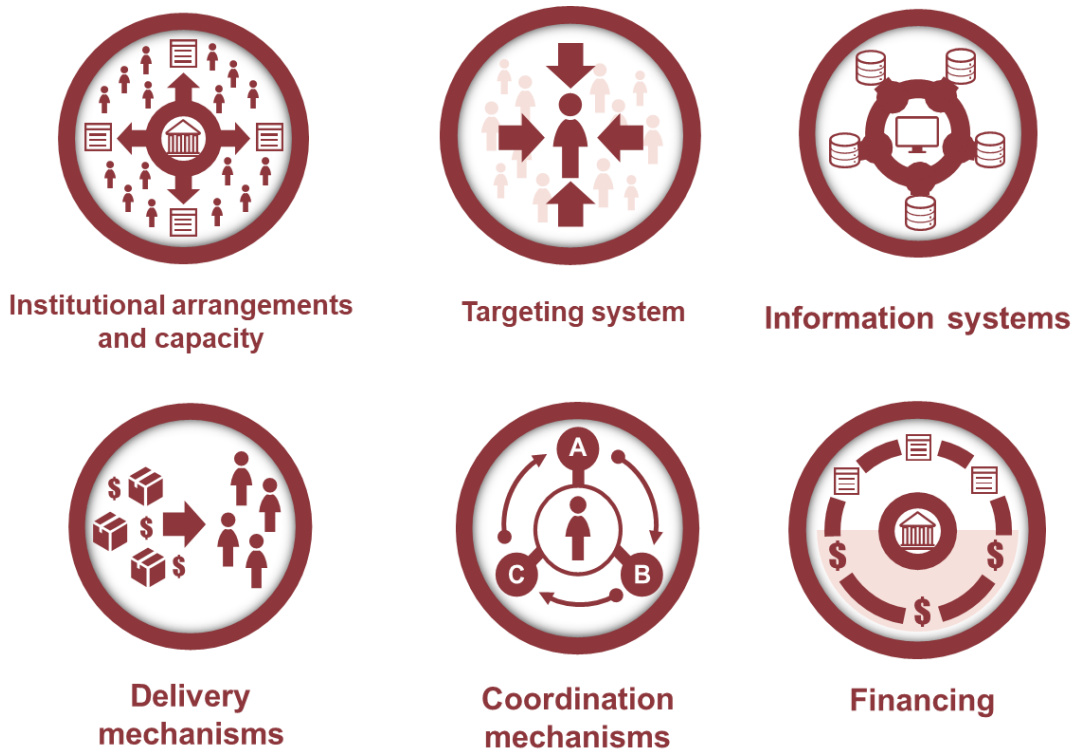
Source: Adapted from Beazley *et al.* (2016)

2.1.2   System response

When policymakers consider the use of a social protection to address emergency needs, there are a number of strategies that they may employ. Based on OPM (2015) we consider five main ways that social protection systems can directly provide assistance or play a supportive role in an emergency response, which can be used in any combination:

1. **Vertical expansion**: Increasing the benefit value or duration of an existing social protection programme or system.

2. **Horizontal expansion**: Temporarily extending social protection support to new households.

3. **Piggybacking**: Utilising elements of an existing social protection programme or system for delivering a separate emergency response.

4. **Alignment**: Aligning some aspects of an emergency response with the current or possible future national social protection programmes.

5. **Design tweaks**: Making small adjustments to the design of a core social protection programme

Figure 2: Typology of shock-responsive social protection
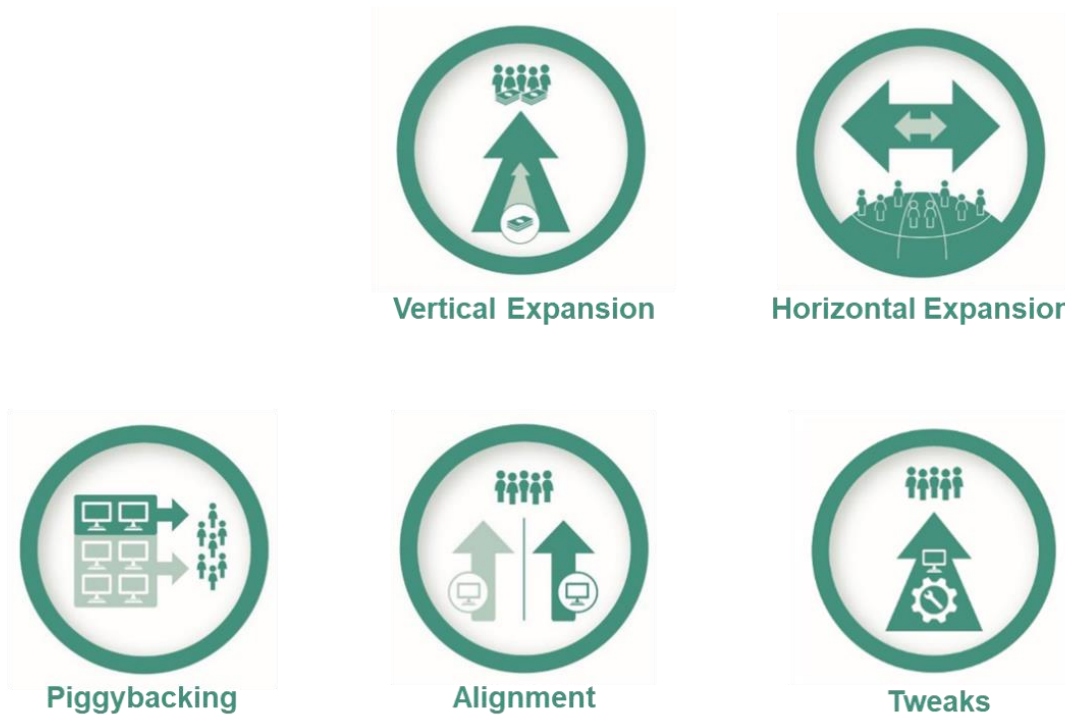
Source: OPM (2015)

2.2 Research tools and fieldwork

Literature was gathered through the Ministry of Social Protection, the CDC and web searches to identify relevant policies, programme guidance, assessment forms and reports, evaluations and studies on DRM and social protection. Fieldwork took place in Guyana 10-16 April 2019 by an OPM consultant and WFP Caribbean Programme Policy Officer. Interviewees were identified through engagement with the Ministry of Social Protection. 21 key informants were interviewed from government and development partners. Interviews were based on a semi-structured questionnaire informed by the research questions. The list of key informants who were interviewed can be found in Annex A.

The research approach was qualitative and consisted of a review of literature and key informant interviews. Research questions are outlined in Table 3 and a full list is in Annex B.

Table 3: Main research questions

Theme	Questions
Stakeholder Mapping and Analysis	• Who are the different actors involved in social protection and DRM policies and systems, including their roles, responsibilities and influence? • What are their views on the use of social protection systems to respond to shocks and closer collaboration between the social protection and DRM?
Institutional Mapping and Analysis	• What is the relationship between the government and humanitarian actors, development partners and NGOs? • What is the relationship between national and subnational levels related to the design and implementation of social protection and disaster response? • What factors have promoted or hindered the coordination of social protection with disaster response for effective responses to shocks?
Organisational Capacity	• What are the main administrative and organisational constraints and facilitating factors for effective social protection and DRM? What resources and gaps exist, and what would be required for a more shock-responsive social protection?
Risks and Shocks	• Which are the major shocks affecting the country? How does vulnerability to shocks relate to poverty?
Disaster Risk Management	• What are the policies and legal frameworks underpinning DRM and how are they implemented? • What are the main characteristics of assistance provided (type/amount)? • What assessments are done and how is the data collected, stored and used? • Are early warning systems in place, and if so, how are triggers acted upon? • Do national emergency response plans provide a role for social protection in the immediate response?
Social Protection	• What are the policies and legal frameworks underpinning social protection and how are they implemented? • What are the programmes, their coverage and main benefits provided (type/amount)? How are they targeted? • How is social protection data collected, stored and managed? • Have social protection delivery systems been affected by recent shocks and/or managed to keep delivering benefits during emergencies?
Shock/Disaster Risk Financing	• How are disaster responses funded (domestic v. international resources, insurance, contingency funds)? • What are the financial and budget constraints for timely, adequate and appropriate use of social protection systems as part of shock responses?
Shock-Responsive Social Protection	• Are there experiences in the country of using social protection programmes or systems to respond to shocks? • What programmes features and systems have elements of flexibility and adaptability to facilitate rapid and adequate shock response? • Has there been any recent experience of coordination between social protection and DRM policies? • Is there space for dialogue and collaboration between these two sectors?

3   Risk, vulnerability and poverty in Guyana

Guyana is a located on the northern mainland of South America. Bordered by Brazil, Venezuela and Suriname, the country covers 83,000 square miles (see Annex C for map). Guyana is a member of the Caribbean Community (CARCIOM) and the Caribbean Disaster Emergency Management Agency (CDEMA), which is the regional inter-governmental agency for CARICOM's disaster management and response. The country is divided into 10 regions, which are each governed by a Regional Democratic Council (RDC). Local governance structures are comprised of Neighbourhood Democratic Councils (NDC), Municipal Councils and Amerindian village councils.

The population totalled 747,884 as of the 2012 census, with 89% of the population concentrated along the coast and around the capital Georgetown (Guyana Bureau of Statistics, 2012). Ten percent of the population are indigenous peoples, who are disproportionately poor and reside mainly in the hinterland regions (Regions 1,7,8 and 9) (Government of Guyana, 2011; UNICEF, 2017). Hinterland areas are sparsely populated with limited government services (Ballayram, 2017).[4]

Guyana has experienced much economic change in the last decade. Between 2012-2016, Guyana transitioned from a low-income to an upper-middle income country. However, the benefits of economic growth have been unequal. In 2017, the Human Development ranking of Guyana was 125 out of 189 countries and territories.

Painting a picture of poverty is challenged by the lack of recent, official data on poverty. Data from 2006 found that 36% of the population lived in poverty and 19% in extreme poverty (Government of Guyana, 2011). A multi-indicator cluster survey (MICS) conducted by UNICEF found that most of the populations living in the hinterlands (Regions 1, 7, 8 and 9) are in the poorest quintile and face heightened vulnerability compared to other regions (UNICEF, 2017).[5] Infrastructure, communication and social services such as healthcare, education and water are less accessible and of lower quality in these areas (Ballayram, 2017). The topography of hinterland regions – rainforest, savannah, rivers and mountains – makes them costly and logistically difficult to access from the capital.

3.1   Economy

The main exports of Guyana are sugar, gold, bauxite, shrimp, timber, and rice - which represent nearly 60% of the country's gross domestic product (GDP).[6] Oil will soon change this export picture. Discoveries beginning in 2015 place Guyana among the 25 largest oil reserve-holders in the world – with an estimated 3.2 billion oil-equivalent barrels (IMF, 2018). Commercial oil production is anticipated in 2020, which is expected to lead to a surge in economic growth. The IMF projects that the oil sector will contribute 3.5% to 6% of GDP in 2021, but that this could sky rocket to oil accounting for 42% of GDP in 2025 (ibid.).

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[4] Hinterland refers to areas outside of the coastal plain
[5] The MICS survey uses assets to judge poverty and not income/monetary poverty (UNICEF, 2014).
[6] CIA World Factbook accessed May 2019

Official development assistance (ODA) has been a significant source of financing for infrastructure development and social programmes, particularly through loans from Inter-American Development Bank (IADB). Key multilateral creditors to Guyana include the IADB, Caribbean Development Bank (CDB) and World Bank. In 2007, the IADB forgave loan and interest payments totalling US$ 468m (IADB, 2007).

Guyana's reclassification as an upper-middle income country in July 2016 renders it ineligible for concessional financing from many creditors, including International Development Association (IDA) funds from the World Bank, which provides concessional loans. To address this limitation, the government is reaching out to other lenders and combining grant funding with non-concessional loans. In the short-term, external public debt ratio is sensitive to extreme shocks to exports and to exchange rate fluctuations, but fiscal surplus and decreased indebtedness are expected in the medium to long-term owing to future oil production (IMF, 2018).

3.2   Natural hazards

Guyana ranks fifth in the 2019 World Risk Index, which considers the exposure, vulnerability and susceptibility of country's to disasters, as well as coping and adaptive strategies (see Table 4). The main hazard is flooding, with low-lying coast areas particularly affected.

Table 4: World Risk Index 2019

Country	Rank	World Risk Index	Exposure	Vulnerability	Susceptibility	Lack of coping capacities	Lack of adaptive capacities
Antigua and Barbuda	2	30.8	69.95	44.03	23.38	76.65	32.05
Bahamas	127	4.31	11.85	36.36	18.31	58.71	32.05
Barbados	175	1.35	3.67	36.86	20.58	58.31	31.68
Belize	62	8.02	17.14	46.78	27.21	74.19	38.96
Grenada	177	1.01	2.26	44.58	28.05	70.49	35.2
Guyana	**5**	**22.87**	**44.98**	**50.84**	**26.41**	**79.68**	**46.44**
Haiti	16	16.34	24.18	67.56	50.37	90.28	62.03
Jamaica	30	11.91	26.18	45.51	24.6	74.7	37.22
Saint Lucia	123	4.52	10.24	44.15	21.72	75.19	35.55
Saint Vincent and the Grenadines	178	0.8	1.88	42.86	27.7	70.92	29.95
Suriname	76	7.36	15.29	48.17	29.24	74.11	41.16
Trinidad and Tobago	49	9.44	23.28	40.56	19	69.59	33.09

Source : Barca et al., 2019 using data from: Bündnis Entwicklung Hilft and Ruhr University Bochum – Institute for International Law of Peace and Armed Conflict (2019)

Note: Data is not available for Anguilla, Antigua and Barbuda, Dominica, Montserrat, St Kitts and Nevis, St Lucia, St Vincent and the Grenadines, Turks and Caicos Islands, and British Virgin Islands

Floods of varying degrees of severity occur almost annually. In 2018, flooding occurred in regions 7, 8 and 9. Widespread flooding in January 2005 affected over 270,000 people and caused losses worth $465m (approximately 59% of GDP) (UNDP-ECLAC, 2005).

Guyana also faces drought. Droughts have led to water rationing and caused extensive crops and livestock losses, with most severe droughts occurring in 1997-98 and 2009-10. During the 1997-98 El Niño event, rainfall was 50% - 85% below normal across the country and led to a water shortage that affected 80% of the population. The drought caused agricultural losses of US$ 29m in rice and sugar production, as well as reduced gold exports (IFRC, 1998).

3.3 Migration

Guyana has a high emigration rate; unofficial estimates in the late 1980s were that 30,000 people were leaving annually (Merrill, 1992). However, political instability and economic crisis in neighbouring Venezuela have caused people to flee in search of food, shelter and economic opportunities. The main recipient countries are Brazil, Colombia, Ecuador, and Peru, with estimates that four million Venezuelans have left as of November 2018 (UNHCR,2019).

Some Venezuelans (and Guyanese who had migrated to Venezuela) have fled to Guyana, where the government has adopted a stance of welcoming them. They are entitled to free healthcare and education, though as discussed below, there are challenges to accessing basic services. Venezuelans who are registered receive a three-month resident permit which can be renewed.

As of July 2019, a total of 9,356 Venezuelan migrants have been registered by the immigration department receiving renewable three-month stay permits upon registration (UNHCR, 2019). The Government, however, acknowledges not all arrivals are being captured. UN agencies estimate that the actual figure of arrivals is around 12,000 based on displacement tracking by the International Organisation for Migration (IOM) (UNICEF, 2019). Should the situation in Venezuela not improve, IOM and UNHCR project that 40,000 to 60,000 Venezuelans could enter Guyana on a short-term basis (UNICEF, 2018).

Regions 1 and 7 have been most affected. A Multi-Agency Coordinating Committee for addressing the influx of Venezuelan Migrants in Guyana conducted an assessment in Region 1 in February 2019 and Region 7 in June 2019. Additional missions were conducted in Region 8 and 9 in July 2019 (UNHCR, 2019) The Committee found a large number of migrants who had not received a health screening and children who were not in school. The assessment found that were coming under pressure with services and coping capacities stretched thin. The Committee projected that:

- Venezuelan migrants will continue to arrive in Guyana.

- The number of school-aged migrant children will increase, straining schools' capacities and the school feeding programme (some schools are already overwhelmed, and language poses an additional barrier).

- Demand will increase for medical services and possibly overwhelm medical facilities – with potential consequences for public health.

- Migrants may face discrimination and risks of sexual exploitation and trafficking; migrants report being paid less than locals.

- Gender-based violence and protection issues may worsen and increase as numbers increase; cases are being referred to the Ministry of Social Protection and the Ministry of Education.

- Language barriers and cultural differences could potentially result in xenophobia and tensions if not managed (Multi-Agency Coordinating Committee, 2019).

The Coordinating Committee assessment stressed that medium to long-term planning is required for managing the influx of Venezuelan migrants. The question of how best to support to migrants – and he roles of government and development partners – is not confined to rural areas. In early 2019 a group of approximately 140 migrants travelled by river to Georgetown, revealing the need for more comprehensive measures to handle such a scenario.

4 Disaster risk management in Guyana

DRM has become a much higher priority in Guyana in the last decade. The 2005 floods revealed that the government was unprepared to respond to a disaster of that magnitude. With recurrent flooding and drought, smaller-scale events require regular responses. Structures are in place for DRM, with efforts underway to build capacities at the national and decentralised levels and to establish a legal framework for DRM.

The section describes the institutional arrangements, coordination, delivery and financing systems for DRM in Guyana. Efforts to support Venezuelan migrants overlap with many of these DRM elements but have some unique features. These are discussed at the end of the section.

4.1 Institutional arrangements and capacity

The CDC was created in 1982 and reconstituted in 1997. The CDC is responsible for DRM, including:

- Identify disasters according to established criteria;

- Identify and implement mechanisms for disaster response and mitigation;

- Produce plans for the management of national disasters;

- Enhance national capacity for disaster management and response;

- Train human resources involved in disaster response mechanisms;

- Educate at all levels the tenets of disaster responses (Velasco, 2014).

Figure 3: shows the DRM structure as proposed in the National Integrated DRM Strategy and Implementation Plan. As discussed below, this exact structure is still evolving because a law establishing a legal framework for DRM in Guyana has not yet been passed. Many of the suggested committees have not been constituted and efforts are underway to fully establish decentralised DRM management at the regional and community levels.

Disaster risk reduction is embedded in the national approach to DRM but has faced challenges gaining traction. The National Disaster Risk Reduction Coordination Platform (NDRRCP) was created in 2010 but was largely inactive between December 2014 and May 2016. To reinvigorate the platform, the CDC relaunched the NDRRCP in March 2019 with a three-tiered structure – a Technical Advisory Committee responsible for developing recommended actions, a Policy Advisory Committee to take forward the recommendations and a Secretariat to facilitate communication and monitor the work of the platform (Guyana Chronicle, 2019).

Figure 3: Suggested DRM structure for Guyana from 2013 National Integrated DRM Strategy and Implementation Plan
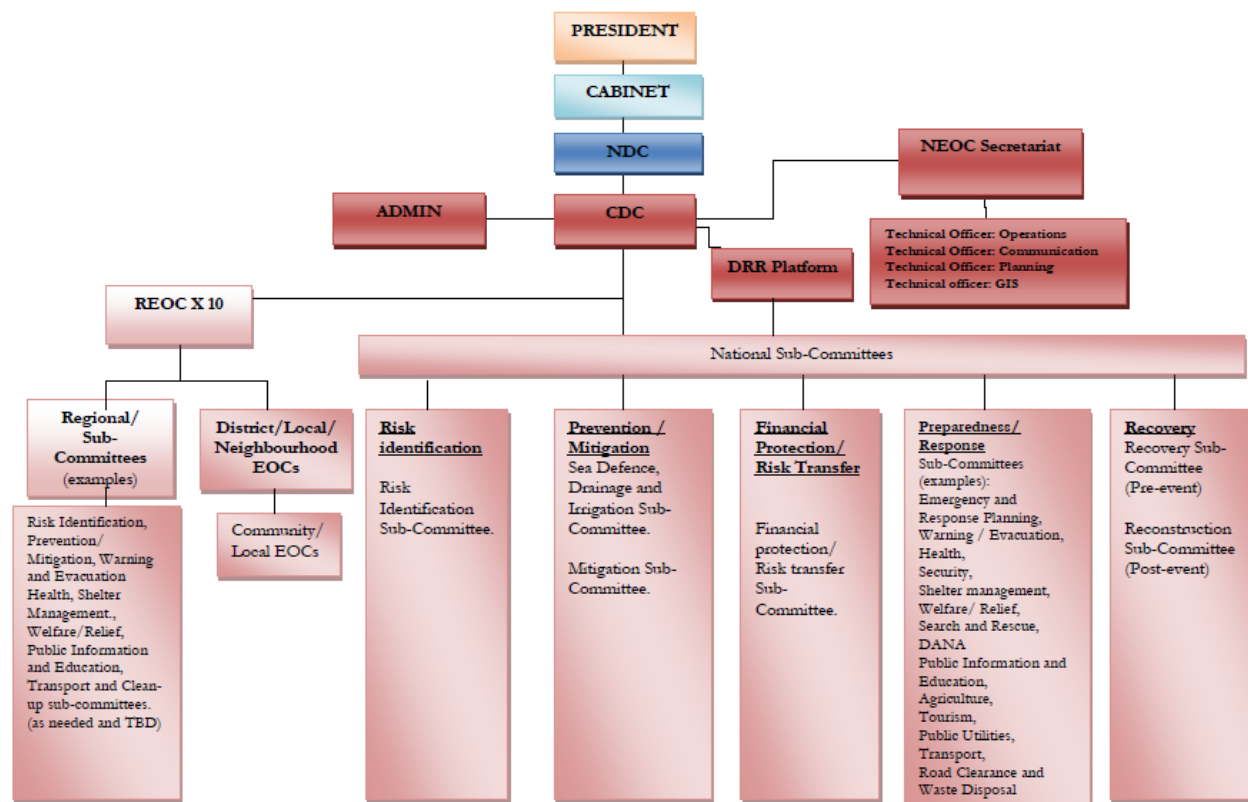
Source: Government of Guyana, 2013

4.1.1 Legal and policy frameworks

As of March 2019, no law was in place mandating responsibility for DRM, which is widely acknowledged as a crucial gap to be filled. A DRM bill was drafted in 2013 and has since been updated. The 2019 draft bill sets forth a more comprehensive approach to DRM than in previous strategies, including disaster risk reduction, mitigation, preparedness, response and recovery and resilience building.

The draft bill foresees the reconstitution of the CDC as the National DRM Agency. The Chairperson of the Commission will have substantial authority, including the ability to requisition properties and resource to protect and preserve lives (Weekes and Bello, 2019). The draft bill indicates that the National DRM Commission will establish a National DRM Strategy and Implementation Plan, which the CDC in its current form has already created (ibid.).

With the DRM bill not yet passed, there are few enforceable instruments governing disaster management in Guyana (Weekes and Bello, 2019). However, there are a number of policies, strategies and plans that guide DRM in addition to the National DRM Strategy and Implementation Plan. These include the DRM Plan for the Agriculture Sector 2013-2018, the Damage Assessment and Needs Analysis Plan, the Early Warning System Framework, the Flood Preparedness and Response Plan, the Search and Rescue Plan, the Multi-Hazard Disaster Preparedness and Response Plan, the Sea and River Defence Sector Policy, the National Health Sector Disaster Plan and Integrated Coastal Zone Management Action Plan (Weekes and Bello, 2019).

The Climate Resilience Strategy and Action Plan for Guyana includes several references to DRM, which can be interpreted as a positive indication of mainstreaming disaster risk (Barca et al., 2019).

## 4.1.2 Resources and capacity

The CDC has 15 senior operational staff plus five support staff. In 2012, a volunteer corps was created to strengthen the CDC's engagement at the community level. Volunteers are located in all regions who support community-based work and are trained in various facets of DRM, including hazard/vulnerability analysis and post-disaster damage assessments. The European Union, CDEMA and others have supported activities such as capacity-building and policy development, and the CDC created a project department to manage these efforts.

The CDC is aiming to preposition supplies regionally given the logistical challenges and high cost of transporting relief goods to remote areas. A multipurpose facility (e.g. for training, shelter, supplies) has been constructed in Region 9 and land purchased for a building in Region 3. At the national level the CDC has a facility near the airport.

Under the national procurement act there is a provision whereby the CDC can source supplies for emergency response, with no need for tenders. However, no plans or pre-arranged agreements exist for alternative sourcing of supplies in case of local or national supply disruptions. Capacity-building for response and other aspects of DRM remains a high priority for the CDC, as does strengthening decentralised management of DRM by RDCs and CDCs. Other challenges identified by the CDC include the cost of reaching remote communities and the need to establish reliable arrangements for relief supplies.

The CDC also identified early warning as a priority area for strengthening. The National Early Warning System (EWS) policy provides a framework for analysing data on hazards and subsequently issuing warnings; it outlines the roles and responsibilities of the various agencies for assessing risks and issuing alerts and warnings. However, comprehensive disaster management (CDM) audit supported by CDEMA found EWS to be a very weak area with community alert systems and drought detection needing particular attention (Smith, 2018). Early warning systems are in the process of being put in place across several regions of Guyana, as part of a Regional DRM System initiative of the CDC, supported in part by CDEMA (Weekes and Bello, 2019).

4.2 Coordination
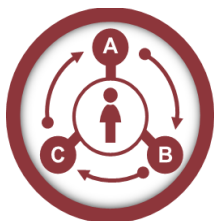
The CDC is responsible for coordinating preparedness and response measures. During a disaster, the National Emergency Operation Centre (NEOC) is activated by the CDC to serve as the operations centre. The NEOC is comprised of disaster management stakeholders including line ministries, non-governmental organizations, the Red Cross and United Nations agencies.

The 2013 National Integrated DRM Strategy and Implementation Plan suggests a detailed structure that includes committees responsible for various sectors and response activities (e.g. shelter, damage/needs assessment, education, health, search and rescue) (see Figure 3:). However, for the most part these have not been constituted – rather ministries and agencies are directly coordinated through the NEOC. Some committees have been formed for certain thematic areas (e.g. early warning).The draft DRM bill indicates

that sub-committees should be established as needed and generally outlines responsibilities for all relevant ministries, such as having a disaster focal point, considering the national DRM strategy and plan in relevant sector planning and providing any information requested by the National DRM Agency. Thus, the role of sub-committees may become more formalised and concrete after the passing of the DRM legislation.

Since 2013, efforts have been underway to make DRM less centralised through the establishment of Regional Operational Centres. In nine of Guyana's ten administrative regions, risk assessments and profiles have undertaken with support from the CDC, and regional DRM platforms were created, including Standard Operating Procedures (SOPs) for Regional Emergency Centres. As of March 2019, plans were in place to complete the final region (Region 4) by the end of the year.

4.2.1   Role of the Ministry of Social Protection

Within this fluid picture, the Ministry of Social Protection has responsibilities for basic welfare, managing shelters and psychosocial support. The engagement of the ministry in DRM has been rather limited (discussed in more detail below), but planning has been done to prepare for this role. The ministry drafted an Emergency Preparedness and Response Plan (EPRP) in 2013 and updated it in 2015, in collaboration with UNICEF and the CDC (MoSP, 2015). The EPRP indicates that it will be activated when a national emergency is declared by the CDC. It specifies that the responsibilities of the Ministry of Social Protection are to:

- Lead on welfare support during emergency situations

- Lead on disaster housing (shelter management) in conjunction with the CDC, Guyana Defence Force, Guyana Red Cross, Ministry of Education and other agencies on the welfare and relief/shelter management subcommittee of the National DRM Coordination Platform

- Provide counselling support for post-traumatic stress, loss and other trauma (MoSP, 2015).

- The 2015 EPRP notes that the DRM capacity of the Ministry of Social Protection had improved since the first iteration of the plan but identified several gaps that need to be filled. These include the need for:

- A more coordinated approach to emergency preparedness and response, and incorporating DRM into ministry strategies and procedures

- Integrating DRM in the annual work programme, with adequate financial and human resources to implement responsibilities

- Furthering the relationship of the ministry with the CDC and developing institutional partnerships with other DRM actors

- Clearly defining the roles and responsibilities the Ministry of Social Protection and the Ministry of Public Health for the provision of psychosocial support and among the Ministry of Social Protection, Ministry of Education and police related to the protection of children from violence and abuse in schools (MoSP, 2015).

While multiple strategies and plans outline the role of the Ministry of Social Protection in DRM, the actual involvement has been quite limited to date for a few reasons. The ministry has assisted in smaller emergencies and developed the EPRP, but there has been no major disaster whereby the CDC called on the Ministry of Social Protection to play a significant role. Thus, the measures indicated in the EPRP have not been tested. DRM subcommittees have not been formed, which in other countries have been used to develop protocols and prepare for responses, for example for the provision of relief supplies and shelter management. In addition, DRM has not been integrated in the ministry's planning and resourcing (ibid.).

As noted above, the 2013 National Integrated DRM Strategy and Plan and the draft DRM bill foresee the creation of subcommittees with specific responsibilities as well as the inclusion of DRM within sector strategies. Both steps would bring further clarity on the processes through which the Ministry of Social Protection will provide support and relationships with other DRM actors.

4.3   Information management

Risk assessments and analyses related to disaster risk have been undertaken by DRM stakeholders, and a Damage Assessment and Needs Analysis Plan was elaborated in 2010 (Government of Guyana, 2010). However, a dedicated information and knowledge system for DRM is not yet in place. The CDC is looking to put in place a system in 2020 that could bring together existing and future data to inform DRM efforts. The CDM audit highlighted information management as an area in need of particular attention and suggested the creation of a national platform with GIS capability and data analysis processes to inform the administrative and operational sides of DRM (Smith, 2018).

4.4   Financing

Little is in place in the form of predictable disaster financing. The annual budget of the CDC has grown as its role and activities have expanded, but the government does not have a specific disaster fund. Guyana is not a member of the CCRIF SPS, which is a regional disaster insurance mechanism. The 2013 DRM Plan and Implementation Strategy included acquiring membership as one of the plan's expected outcomes, though Guyana had not joined as of 2019 (Government of Guyana, 2013). Donor grants and multilateral financial agreements have been an important source of funds to support DRM, for example from the European Union, IADB and Caribbean Development Bank (CDB).

The government does have a National Contingency Fund established under the Financial Management and Accountability Act of 2003 to finance urgent, unavoidable and unforeseen expenditures. Though it was envisioned as an emergency fund, it has become the subject of some controversy as governments have used it in ways not originally intended for withdrawals and permissible expenditures. Guyana's Integrated DRM Plan and Implementation Strategy calls for a revision of the contingency fund to 'improve the availability and timeliness of disbursement of funds to cover the immediate costs for relief and early recovery after an event and to compensate the population for the loss of housing and agricultural assets' (Government of Guyana, 2013)

Additionally, the draft DRM bill calls for the establishment of a national DRM fund. The fund would be strictly applied towards pre-disaster preparedness programmes, personnel training, the procurement of equipment and relief supplies, capital expenses for projects and programmes, calamity insurance payments, public financial assistance, as well as recovery, rehabilitation and reconstruction works. The establishment of DRM fund would fill a gap in predictable financing. At present, in the event of a major disaster, the government would need to raise or reallocate funds.

4.5   The response to the arrival of Venezuelan migrants

The response to the arrival of Venezuelan migrants to Guyana draws on many of the above elements of DRM. The stakeholders undertaking assessments and organising assistance are broadly the same – the CDC, relevant ministries, security services, United Nations agencies, the Red Cross, churches and charitable organisations. Some of the assistance provided resembles what would be provided in an emergency such as a flood (e.g. cots, household goods, pillows, tarpaulins, blankets and food supplies). The response though differs in some important ways.

First, the coordination of the response is overseen by a committee specifically created for this purpose, headed by the Department of Citizenship. The Multi-agency Coordinating Committee was established to address influx of Venezuelan Migrants in Guyana, which is chaired by the Department of Citizenship (Ministry of the Presidency). The Committee meets every two weeks and had met 17 times as of the end of February 2019. It includes a wide range of government stakeholders: the CDC, Ministry of the Presidency, Ministry of Public Health, Ministry of Foreign Affairs, Ministry of Indigenous Peoples' Affairs, Ministry of Social Protection, Ministry of Education, Ministry of Communities, Guyana Police Force, IOM, UNICEF, Pan American Health Organisation/WHO, United Nations Population Fund (UNFPA), United Nations High Commissioner for Refugees (UNHCR) and Guyana Red Cross Society (GRCS).

Second, migrants are mainly arriving in remote areas near the Venezuelan border. The areas most affected are geographically difficult to access. Reaching the areas from the capital requires a combination of air, boat and vehicle travel. These factors make the delivery of relief commodities and supply of basic services very expensive. UNICEF and IOM are exploring the potential of supporting cash-based responses (e.g. vouchers), which would use local markets as an alternative or complement to shipping supplies.

Third, significant support is required for basic services, which are under stress. The government of Guyana provides universal healthcare and aims for universal primary school education. Venezuelan migrants are not excluded from these services, but as discussed in the previous section, they face obstacles to accessing them, such as school over-crowding, limited health centre capacities, logistical constraints and cultural difference (Multi-Agency Coordinating Committee, 2019). In some cases, people are not presenting themselves to authorities for fear of being sent back to Venezuela. The government and partners such as IOM, UNHCR and UNICEF are providing support to facilities in host communities for residents and migrants, but services remain under much stress as migrants continue to arrive.

Fourth, language barriers pose an obstacle for communication and support. Efforts are being made to improve communication on rights and services – some assistance projects are employing multi-lingual individuals, leaflets with critical information are being distributed in multiple languages, and UN agencies

have also supported the hiring of interpreters. However, the provision of services by the government and its partners is hampered by communication.

Fifth, the protection risks are greater. In addition to general strain placed on existing infrastructure and services, stakeholders involved in the response consistently highlighted protection concerns faced by migrants. These include risks of human trafficking, domestic abuse, sexual exploitation, employment exploitation, insecurity and tensions with host communities. Gender-based violence and child protection are particular concerns. Some cases have been brought to the attention of the Ministry of Social Protection (Multi-Agency Coordinating Committee, 2019).

Finally, the number of people arriving is expected to grow over time, with no clear end point. There is consensus that the flow of migrants to Guyana will continue and require medium or longer-term planning horizon. Issues being considered by the government and partners are whether camps should be established to centralise the provision of services, whether resident permits of longer durations should be issued how to support livelihoods and access to basic services.

5   Social protection in Guyana

In 2015, the Ministry of Ministry of Labor, Human Services and Social Security was reconstituted as the Ministry of Social Protection. The government implements many social protection programmes to address risk and vulnerability, both directly and through partners. However, there is no national social protection strategy bringing together the programmes though an overarching framework. Establishing a comprehensive overview of social protection is challenged by the implementation of programmes across various departments and ministries (UNICEF is supporting a review of social protection programmes in 2019). The 2017-2021 Guyana Decent Work Programme identified nearly 30 programmes (see Table 5).

Table 5: Overview of social protection programmes in Guyana

Programme	Implementer
Target Population: Children	
School Feeding programme	Ministry of Education
School Uniform and Voucher programme	Ministry of Social Protection
Adoption and foster care programme	Ministry of Social Protection
Buses, boats, breakfast, books, bicycles programme	Ministry of Social Protection
Children's Home	Ministry of Social Protection
Public Assistance Programme for Children	Ministry of Social Protection
Difficult Circumstances Assistance programme	Ministry of Social Protection
Immunization Programme	Ministry of Health
Legal Aid for Children	
Skills Development programmes for youth	Ministry of Social Protection; BIT; Social Cohesion
New Opportunity Corps	Ministry of Social Protection
Scholarship for Amerindian children in the Hinterland	Ministry of Indigenous Affairs
Target Population: Working Age	
Maternity benefits	National Insurance Scheme
NIS benefits and pension (e.g. widower's pension)	National Insurance Scheme
Dependent Pension Fund (contribution based)	Ministry of Finance
Credit unions, cooperatives and Friendly Societies	Ministry of Social Protection
Women's Leadership Institute	Ministry of Social Protection
NIS pension	National Insurance Scheme

Private health/life insurance and pensions	
Public sector pension fund	
Target Population: Old Age	
Citizen's old age pension	Ministry of Social Protection
Senior citizen's homes	Ministry of Social Protection
Army veteran's home	Guyana Defence Force
Target population: Vulnerable persons	
Women of Worth	Ministry of Social Protection
Night Shelter	Ministry of Social Protection
Hugo Chavez Centre for homeless persons	Ministry of Social Protection

Source: Decent Work Country Programme 2017-21

5.1 Main social assistance programmes

This case study examines three main social assistance programmes – Public Assistance, the Old Age Pension and school feeding. The focus is on social assistance because such programmes and their systems have features that might be leveraged in an emergency response. They have mechanisms in place to transfer resources (e.g. cash transfers, food) and systems to collect and store data on individuals and households who may be affected by a disaster (e.g. poor households, the elderly). For these reasons social assistance programmes have been used to reach disaster-affected people globally and in the Caribbean, including in Dominica, British Virgin Islands and Jamaica.[7]

Table 6: Summary of Public Assistance, Old Age Pension and school feeding

	Public Assistance	Old Age Pension	School Feeding
Implementer	Ministry of Social Protection	Ministry of Social Protection	Ministry of Education
Legal backing	Poor Relief Act (1903)	Old Age Pensions Act (1944)	
Coverage	15,000 people (2019)	55,000 people (2019)	213 schools; 26,500 children Region 1, 7, 8, 9
Targeting criteria	Low-income families requiring support, people requiring medical assistance, persons with permanent disabilities needing support	Universal for citizen 65+ with ten years residence Citizens returning to Guyana must have resided two years before claiming pension	All students eligible (nursery and primary schools + secondary schools hosted in primary schools)

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[7] For examples, see Barca et al., 2019; Beazley et al., 2019; O'Brien et all, 2018.

			Schools must have food prep facilities and a management committee Schools must have a bank account (recent criteria)
Targeting approach	On demand (until annual ceiling reached) Means tested: reviewed by social worker and Board	Universal coverage	Schools fill out a proposal and have trainings Application is brought to the MoE and reviewed
Condition-ality	Some soft conditions (case by case)	None	None
Transfer value	G$10,500 month (US$ 50.40) (2019)	G$20,500 per month (US$ 98.40) (2019)	Schools receive G$185 x 21.3 (average number school days/month)
Transfer delivery mechanism	Security stickers for booklets and issue sheets are printed based on MIS Recipients receive booklet with 6 checks (Public Assistance) or 12 checks (pension) Booklets issued by MoSP, but sometimes they receive fewer copies than those ordered Funds transferred to Post Office, where recipients cash checks		Bank transfers to schools Owing to limited financial penetration in some areas within Regions 7, 8 and 1, money has to be physically brought to some schools
Information management	MIS managed by the Information Management Unit based in Georgetown It takes 3 days to enter the data on new recipients. Most effort is spent on updating existing entries (e.g. change of address) Recipients have unique number with name, address, ID number (Post Office requirement). This data used for security stickers Data on all current and past recipients from 2016 Data can be accessed with a request to the Director of Social Services		Primarily paper-based MoE has an education MIS (EMIS) with plans to integrate various MoE programmes EMIS currently hosts data on school census data (e.g. teachers, students); M&E module which hasn't been tested yet Goal to de-centralise system

5.1.1   Public Assistance

Underpinned by the 1903 Poor Relief Act, Public Assistance in Guyana has a long history of helping people with limited means. Over the last decade the government has increased the amount provided – from US$ 31.20 (G$6,500) in 2016, $36.00 (G$7,500) in 2017, US$ 43.20 (G$9,000) in 2018 and US$ 50.40 (G$10,500) in 2019 (Guyana Chronicle, 2017; Government of Guyana, 2019). In 2019, the programme had a ceiling of 15,000 people – about 2% of 6% of the poor (using the 2006 poverty rate and 2012 census population). A single family can be issued up to three Public Assistance payment books, depending on their needs.

Selection for Public Assistance is means tested, with a determination made on whether an individual needs the assistance or has the means to do without it. The targeting and registration processes involve multiple stages of application, document verification, investigation and approval:

- People apply at Probation and Social Services offices located in every administrative region. In some cases, Probation and Social Services Officers collaborate with local authorities to reach those who cannot travel to the offices (access is a challenge in very remote areas).

- A social worker reviews the documentation, investigates the applicant's circumstances and makes a recommendation on inclusion in the programme.

- Applications are reviewed by a cabinet-appointed Board of Guardians, the members of which are selected from the communities within the region. The Board arrives at a decision that considers the social worker's recommendation.

- Applications are signed by Senior Probation and Social Services officers.

- Approved applications are consolidated on a monthly or quarterly basis and sent to Georgetown for processing, with the precise timing dependent on number of applications and the remoteness of the location.

- Approved applicants are entered into the management information system (MIS)

- Recipients are reviewed at six-month intervals to determine if they still meet criteria for inclusion.

The application process technically is open all of the year. However, the programme has an annual ceiling and ceases to take on new applicants once it is reached. As a result, most people enter the programme in the first half of the year. The Ministry of Social Protection indicated that many recipients are permanently disabled.

Concerns about the objectivity and efficiency of the targeting processes were raised by some informants. The process involves multiple stages of investigation into the applicants' circumstances. The Board of Governors are not social workers and their role could introduce, rather than resolve, biases in the process. In 2019, the IADB will provide technical support to review social protection targeting processes with a view to making them more efficient (see Box 1). While the support is exploring the potential for streamlining existing processes and/or introducing a proxy means test (PMT), the process offers an opportunity to incorporate targeting criteria related to disaster risk (see 6.3 for more discussion).

Box 1: IADB social protection strengthening technical cooperation

In 2017, the IADB approved a three-year technical cooperation grant on institutional strengthening of social protection systems in Guyana. In cooperation with the Ministry of Social Protection, the grant foresees the development of a national social protection strategy. The strategy development will be informed by income-based poverty mapping (at an advanced stage as of April 2019) and reviews of social protection fiscal space and expenditures. A second phase will include an institutional analysis to assess the capacities of the ministry to implement, monitor and evaluate the social protection strategy.

The technical assistance also includes reviews of payment, targeting and information management systems. Analysis will be conducted of alternative payment procedures with an aim of recommending more innovative options. Options will be identified for strengthening social assistance targeting systems, beneficiary identification and information management, including developing a proxy means test that potentially could be used for beneficiary selection (the household data required to calibrate the PMT was not yet available in early 2019, so this component will take more time than the others to realise). The other exercises are expected to be completed by end of 2019.

Source: IADB

5.1.2   Old Age Pension

The passing of the 1944 Old Age Pension Act established the non-contributory pension in Guyana, which is implemented by the Ministry of Social Protection. The pension is universal for citizen 65 and over with ten years residence. In 2005, a policy was adopted that citizens returning to Guyana must have resided two years before claiming pension – though a 2010 audit found that this policy to be in contravention of the 1944 Act (AOG, 2010). The number of people receiving pensions grew from 42,666 persons in 2009 (ibid.) to approximately 55,000 in 2019 (7% of the total population based on the 2012 census). The monthly payment was G$20,500 (US$ 98.40) in 2019 – an increase of 56% since 2016 and of 225% since 2009 (AOG, 2010; Government of Guyana, 2018).

5.1.3   Delivery and information management of Public Assistance and the Old Age Pension

Once applications are approved, the paper application is submitted to Ministry of Social Protection Information Management Unit (IMU), which is staffed with seven people. The IMU enters data including the name, identify card number and address of recipients. In the case of public assistance, other data is entered relevant to the individual case (e.g. birth certificate number, school). It takes up to three days for applications to be entered into the system. The busiest periods are at the beginning of the year and mid-year when high volume of new Public Assistance applications are submitted.

The identity data in the MIS is used to print unique security stickers which include the recipients' name, address, national identification number and date issued. These are placed on payment booklets, which are printed in Georgetown and distributed to recipients. Pension recipients receive a book of 12 vouchers annually while Public Assistance books contain six. Recipients cash the vouchers at post offices. Paid vouchers are collected from post offices for reconciliation by the Ministry of Finance.

As noted in Box 1, the technical assistance from the IADB will explore new options for payment recipients. If electronic payments were used in the future (e.g. direct deposits to bank accounts), this could reduce payment processing times. Having a lighter and more efficient payment system in place would also increase the likelihood of being able to use social protection payment systems in an emergency response to transfer money to people, if cash transfers were deemed an appropriate disaster response.

5.1.4 School feeding

The National School Feeding Programme targets all nursey schools and primary schools in Grades 1 and 2. Schools receive funding for meals based on the number of students enrolled (G$185 per student x 21.3 school days per month). Children receive biscuits and juices, both of which are locally made (Table 6: Summary of Public Assistance, Old Age Pension and school feeding6 summarises the programme features). An impact evaluation conducted of Guyana's Hinterland Community-Based School Feeding Programme from 2007 to 2009 found that school feeding increased enrolment by 4.3%, improved classroom behaviour and acted as a safety net during a period of price shocks (Ismail et al., 2012).

School feeding, alongside other education services, are under stress in areas receiving migrants. An assessment by the Multi-Agency Coordinating Committee found that staffing levels and the school feeding programme were not sufficient in these communities. Few (17%) of school-aged Venezuelan children were attending school, and some schools were already filled beyond capacity (Multi-Agency Coordinating Committee, 2019). These challenges highlight the importance of ensuring that schools can cope with increased demand, including increasing their resources for school feeding to accommodate new students.

5.1.5 Other social protection programmes and services

The case study did not examine the full breadth of social protection programmes and services implemented by the Ministry of Social Protection and its partners. These include measures to address child protection, reduce human trafficking, provide counselling and address domestic abuse. IOM, UNHCR and UNICEF are also undertaking a range of measures to support the basic needs and protection of migrants, as part of regional inter-agency efforts. UNICEF has facilitated the deployment of additional, locally recruited social workers and child protection officers to increase service capacity of the Ministry of Social Protection in affected areas (UNICEF, 2019).

6 Towards a more shock-responsive social protection system

This section explores options for making social protection systems in Guyana more shock-responsive. These opportunities follow three main themes:

- **Preparing for and operationalising DRM responsibilities** outlined in DRM and Ministry of Social Protection strategies. The goal is to ensure that the Ministry of Social Protection is prepared to play the roles expected of it now and in the future.

- **Investing in the capacity of regular social protection programming.** This priority is common to all of the case studies conducted for this research (Beazley et al., 2019). Strengthening social protection systems to provide core functions is an important goal in its own right and is critical for ensuring that vulnerable people continue to have access to social assistance in face of shocks. Increasing the capacity of social protection programmes in migrant-receiving areas is particularly important.

- **Developing greater roles for social protection systems in DRM**. Developing stronger and risk-informed systems increases options for using social protection programmes in emergency response and recovery and in response to financial shocks. As the role of social protection within DRM in Guyana is still nascent and evolving, these measures are mainly envisioned in the medium- and longer-term.

6.1 Preparing for and operationalising the DRM roles of the Ministry of Social Protection

In smaller emergencies, the Ministry of Social Protection is already providing some support through its existing services (MoSP, 2015). However, the DRM strategies and the EPRP outline more roles for relief/welfare assistance, shelter management and psychosocial support that it needs to be better positioned to play. Otherwise the risk is that emergency duties are simply added to the day-to-day responsibilities of ministry staff with limited systematic preparation to fulfil these roles in the event of a major disaster.

The EPRP details actions for the Ministry to undertake to support preparedness, response and recovery. These include:

- Develop systems to ensure the safety and security of Ministry staff before, during and after emergency situations

- Develop mechanisms to ensure the Ministry can continue to effectively deliver services during emergency situations

- Clearly articulate the intended role of community organisations, faith-based organisations NGOs and other partners in the provision of social services during emergency situations

- Ensure sufficient resources are allocated for DRM

- Mainstream DRM in the work of the Ministry

- Ensure all staff are trained on the basics of DRM, including disaster planning, risk reduction and coordination mechanisms

- Provide the training needed to ensure the proper collection of data before, during and after emergencies by Ministry staff and key partners

- Provide DRM training to and raise awareness of this EPRP among Ministry volunteers

The EPRP also recommends strengthening the relationships of the Ministry of Social Protection with DRM partners and actors to facilitate effective collaboration, maximise resources and take advantage of synergies. Growing experience on DRM and social protection linkages in the Caribbean offers insights on possible ways. These include organising joint DRM and social protection events and trainings to improve understanding of respective roles and policy frameworks, developing and updating social protection emergency and contingency plans (i.e. updating the EPRP), and exploring how social protection programmes could act as conduits to share DRM information (Beazley et al., 2019).

6.2   Strengthening social protection systems and ensuring the continued delivery of services (including in areas receiving migrants)

In the short-term, it is important to shore up the capacity of social services that are being affected by increased migration from Venezuela (e.g. access to universal healthcare, school feeding, child protection services). The government and its national and international partners are already supporting basic needs, protection and access to services, but additional support will be required if numbers increase.

In the medium-term, strengthening and expanding social protection systems is important for increasing the efficiency and coverage of social assistance. With technical support from the IADB, the Ministry of Social Protection is exploring options for improving information management, more efficient targeting and alternative payment mechanisms to deliver pension and public assistance benefits. Importantly, it is also envisioned to bring together a cohesive vision for social protection into a national strategy, which currently is lacking.

These efforts to strengthen targeting, information management and payment systems could consider the actual and potential roles of social protection systems in DRM and the vulnerability of people to shocks:

- **How targeting and registration processes for Public Assistance could be leveraged** to expand that programme in an emergency or recovery operation. For example, protocols could be established for expedited registration processes and expansion in disaster-affected areas. Targeting criteria could consider whether individuals have been affected by flooding, drought or other major shocks.

- **Ways that social protection information management systems could be used to identify and reach people affected by shocks**, such as including operational data and through data-sharing among relevant ministries and partners. The Public Assistance and Old Age Pension MIS system

could potentially be used in an emergency response to capture data on households assessed/assisted.

- **If electronic payments of benefits are feasible, how they could be affected by and used in the event of disaster.** Any transition to electronic payments should consider how to ensure their resilience against disruption during a disaster and how they might be utilised to reach affected households within and outside of the programmes with increased transfers in an emergency. The penetration of digital financial services is usually more limited in rural areas, but financial services are dynamic and more options may exist in the future.

- **Disaster-related roles and priorities within a national social protection strategy**. The development of a national social protection strategy should consider the roles of social protection in DRM, including how social programmes could respond to increased demand created by a disaster and to ensure that vulnerable groups (e.g. elderly, persons with disabilities) receive adequate support in an emergency.

6.3 Opportunities for social protection programmes and systems to play greater roles in response and recovery

The theoretical framework in Section 1 describes ways that social protection systems could be leveraged to reach people affected by disasters. Social assistance programmes (e.g. Public Assistance, Old Age Pension, national school feeding) could provide more assistance to existing recipients (vertical expansion) and/or bring on board new beneficiaries (horizontal expansion). Their information management, registration and/or payment systems could be used in a separate assistance programme developed specifically for emergency response (piggy-backing). These systems could also be 'tweaked' to be more disaster-informed (design tweaks), for example by adjusting targeting criteria.

Table 7 outlines explores options for using social protection systems as part of disaster response and to address the influx of migrants. As noted above, the options to use social protection systems will increase in the medium and long-term through strengthening targeting, information management and payment processes.

Table 7: Short-term options for more shock responsive social protection systems

Vertical Expansion *Increasing the benefit value or duration of an existing social protection programme*

Disaster: The issuance of payment books for 6 months (Public Assistance) and 12 months (pension) periods makes temporarily altering voucher amounts impractical. Additional payment books with 'top-up' transfers could be issued but would require lead-time. If/when payments become electronic, processes for temporary increases could be put in place. Protocol for government approval payment increases would need to be adopted. In areas experiencing shocks, the number of new Public Assistance books per households could be increased, but this would limit the number of recipients in other locations unless the government increased the ceiling.

Migration: School feeding: schools experiencing increased enrolment could provide additional food per student if assessments show that migrant and/or host community children are experiencing negative impacts on food consumption.

Horizontal Expansion *Temporarily extending social protection support to new households*

Disasters: Public assistance: Owing to the lengthy registration process, temporary expansions would mainly be appropriate in a recovery phase and/or when registration processes are streamlined in the future. A fast-tracked registration process (with a basic household survey/ assessment rather than investigation) could be developed in disaster-affected areas for a temporary expansion.

Migration: School feeding: programmes in hosting areas need increased financial resources to ensure that the quantity and quality of food is not reduced owing to increased students. Any future education programming specifically for migrants should be considered for inclusion in the school feeding programme. Counselling, psycho-social support and child protection services: the relevant departments and their partners should be provided adequate resources to meet increased demand.

Piggy-backing *Utilising elements of an existing social protection programme or system for delivering a separate emergency response*

Disasters: The MIS for Public Assistance and Old Age Pension could be used to track households receiving emergency and recovery assistance. If cash transfers are provided as a disaster response, the same payment procedures as Public Assistance and Old Age Pension could be used but would need to be streamlined to be more rapid.

Migration: If the government or partners decide to provide cash assistance to migrants and host communities, this can draw on the experience of the MoSP (Public Assistance, pension). However, payment processes would need to be used that do not require a Guyana national ID card.

Design Tweaks *Making small adjustments to the design of a core social protection programme.*

Migration: Old age pension: the government could consider waiving pension residence requirements for Guyanese returning from Venezuela.

A theme running through Table 7 is the option of providing cash transfers as part of emergency response and recovery assistance. In the region and globally, cash transfers are increasingly used as a complement or substitute for relief items such as food, mattresses and household items. Evidence shows that cash transfers can be an efficient and effective way of supporting basic needs. The provision of cash transfers also increases opportunities for using social protection programmes and systems that are already providing cash to individuals. The Ministry of Social Protection already has experience providing cash transfers through Public Assistance and the Old Age Pension, though a lighter approach to registration and delivery would be necessary for a timely response. Providing cash transfers through existing or newly created programmes is also an option in a recovery period to address the needs of people who are facing loss or reduced income. Cash transfers are by no means the only option for using social protection in emergency response and providing social services to those impacted by shocks is also a critical component.

6.4 Opportunities for making social protection systems more responsive in the short and long-term

The opportunities for more shock-responsive social protection systems and stronger engagement in DRM discussed in this section are summarised in Table 8. These cover short/medium-term and longer-term opportunities across different phases – preparing for how social protection systems will respond, response and recovery.

Table 8: Opportunities to make social protection systems more shock-responsive

	Short- and medium-term	Long-term
Preparedness	- Develop protocols for the provision of relief and welfare assistance, including how households will be assessed/targeted and information management of this data - Undertake capacity building for the MoSP to fulfil relief, shelter management and psychosocial support roles, including steps elaborated in the EPRP - Put in place measures to ensure that emergency duties of Ministry of Social Protections staff do not compromise the routine provision of services - Strengthen relationships of the MoSP with DRM actors and identify intended roles of MoSP partners (MoSP, 2015)	- Incorporate DRM into MoSP strategies, procedures and the annual work programme, with adequate financial and human resources to implement responsibilities - Develop more efficient Public Assistance targeting and registration process, including expedited procedures in emergencies - Develop protocols for temporary expansion of the Public Assistance to people affected by disaster and for the development of specific emergency/recovery cash assistance programmes
Response	- Provide relief/welfare assistance and shelter management - Collect data on households assisted Ensure the continued provision of regular social assistance and services by working with national and international partners - Provide shelter management and relief/welfare assistance, transitioning to cash transfers or vouchers for relief if appropriate - Provide psycho-social support to people affected by disaster	- Collect data on households assisted and develop a registry of affected households Temporarily increase Public Assistance and Pension payments in affected areas - Develop a separate programme providing cash transfers to people not covered by Public Assistance or Old Age Pension - Increase the provision of services by the MoSP and partners in areas receiving migrants and develop specific programmes as needed
Recovery	- Refer vulnerable persons to any post-emergency support schemes established (e.g. housing, livelihoods) - Provide support to people referred to Ministry services - Develop a recovery-oriented programme providing cash transfers to affected households (if appropriate)	Temporarily expand of the Public Assistance to people affected by disaster
Migration	- Increase the financial and human resource of the MoSP and its national and international partners to provide services in areas receiving migrants - Augment school feeding resources in schools experiencing increased enrolment	

7   Conclusion and recommendations

With Guyana's exposure and vulnerability to natural hazards, it is nearly inevitable that a disaster on the order of the 2005 flooding will occur again. Guyana is also receiving migrants fleeing neighbouring Venezuela, and their numbers are expected to grow. Both of these scenarios highlight the importance of developing a responsive social protection system able to cope with the increased demands placed on it and support people impacted by shocks. While this research was conducted prior to the COVID-19 crisis, the finds are highly relevant. At the time of publication, Guyana was among several countries in the Caribbean and globally planning to introduce and expand social protection measures to address the social and economic repercussions of the pandemic. Learning from these experiences will be crucial in its own right and also will provide groundwork for putting in place systems and processes in the future for shock-responsive social protection.

The engagement of social protection in DRM is at an early stage in Guyana. DRM systems themselves are evolving and developing – with multiple DRM strategies and plans created, a comprehensive disaster management audit supported by CDEMA, capacity-building initiatives by the CDC and its partners, efforts to strengthen sub-national capacities and crucial steps towards a much-needed DRM legal framework. The role of the Ministry of Social Protection within this evolving framework has been defined as supporting relief and welfare, managing shelters and providing counselling, but more investment is needed for the Ministry to develop the capacities and procedures to fulfil these roles.

As social protections systems are strengthened, the opportunities to capitalise on them in emergency response will become greater, such as providing cash transfers to impacted households through Public Assistance and/or developing a separate programme for this purpose. While social protection systems by no means need to be perfect to play a role in responding to shocks, preparedness measures to strengthen and leverage these systems would make them better placed to contribute.

An immediate opportunity is to support social protection and services in areas affected by increased migration. These include services implemented by the government and its partners to ensure access to health and education services (including school feeding), address protection risks and support the basic needs of migrants. Social protection is only one piece of a much bigger picture in addressing the needs of migrants and the risks that they face.

Table 9 summarises recommendations for making social protection more shock responsive in Guyana based on the technical areas examined in this case study.

Table 9: Recommendations for making social protection systems more shock-responsive

Preparedness category	Short- and medium-term recommendations	Long-term recommendations
Information management	• Develop and strengthen information management systems for DRM • Determine how data on registered and assessed disaster-affected will be collected, stored and shared	• Link MoSP MIS to social assistance benefit payments • Develop digital data collection for assessing and registering households for disaster relief and collect operational data (e.g. contact information, GIS data) on disaster affected households • Develop information management procedures for disaster-affected households that draws on or links to MoSP information management system
Targeting	• Develop protocols for the provision of relief and welfare assistance in a disaster, including how households will be assessed and targeted	• Revise Public Assistance targeting and registration process to be more efficient; include criteria to identify/assist disaster-affected households • Develop protocol for increasing the number of Public Assistance recipients in areas affected by disasters/migration
Delivery mechanisms	• Increase the financial and human resources of the MoSP and its national and international partners to provide services in areas receiving migrants • Augment school feeding resources in schools experiencing increased enrolment • Develop livelihood and small businesses projects of migrants and host communities • If appropriate, create a programme providing vouchers for basic needs for migrants	• If/when new payment mechanisms adopted for Public Assistance/Old Age Pension, identify ways to make them resilient to disruption and to deliver emergency/recovery cash transfer assistance • Develop protocols to temporarily increase the value of Public Assistance to people in disaster-affected areas • Develop an emergency/recovery programme to provide cash transfers to people in times of disaster
Coordination	• Develop SOPs and undertake capacity building for the MoSP to fulfil relief/welfare, shelter management and psychosocial support roles • Pass DRM legislation	• Develop a national social protection strategy, which includes links the role of social protection programmes in DRM

	• Ensure adequate resources for the NEOC and support the operationalisation of structures outlined in the DRM bill, including sub-committees	
Financing	• Explore diverse disaster funding options, including the CCRIF, contingency credit lines and the private sector • International donors and agencies should continue to support Venezuelan migrants in partnership with the government and augment the support as numbers of increase	• Develop a disaster fund once the DRM law is established • Ensure that any MoSP DRM responsibilities have predictable financing

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Annex A: List of interviewees

Date	Ministry/Organisation	Name	Position
10-Apr-2019	UNICEF	Ian David Jones Patricia Gittens	Emergency Coordinator UNICEF Focal Point Gender
10-Apr-2019	UNDP	Jason Chacon	DRM Project Manager
10-Apr-2019	IOM	Dinesh Persaud	Project Officer - Emergency Preparedness and Response
10-Apr-2019	UNHCR	Cecilie Becker Suenanica de Rozario	Senior Liaison Officer Protection/Registration Officer
11-Apr-2019	Special Projects Unit (MoSP)	Dhanmattie Sohai	Head of Special Projects
11-Apr-2019	Probation and Social Services Dpt (MoSP)	Trenetta Elliott Ricardo Banwarie	Assistant Probation & Social Services Officers (Ag.)
11-Apr-2019	Probation and Social Services Dpt (MoSP)	Whentworth Tanner	Director of Social Services
12-Apr-2019	National Resource and Documentation Centre (MoSP)	Karen Davis	Manager
12-Apr-2019	Gender Affairs Bureau (MoSP)	Adel Lilly	Manager
12-Apr-2019	Sexual Offences and Domestic Violence Policy Unit (MoSP)	Akilah Dorris	Manager
15-Apr-2019	Civil Defence Commission	Lt Colonel Kester Craig Anita Wilson Layne	Director CDC Special Projects Officer
16-Apr-2019	Ministry of Education	Evelyn Hamilton Edward Jarvis Sharon James	Chief Planning Officer Coordinator School Feeding Programme Hinterland Coordinator Breakfast Programme
16-Apr-2019	MIS Unit (MoSP)	Shawn Naeiyah-bi	System Analyst
16-Apr-2019	Trafficking Unit (MoSP)	Taniesha Williams Corbin	Manager
16-Apr-2019	IADB	Luis Tejerina	Economist
24-Apr-2019	Ministry of Finance	Denise De Souza	Head-Multilateral Financial Institution Department

Annex B: Research questions

In this annex we present a list of research questions that was used to guide the mapping of stakeholders, the literature review, the interviews and field visits. These are not questionnaires, but umbrella questions to guide the interviews and the review of literature.

A. Stakeholder mapping and analysis

Code	Question
A-01	Who are the different actors and stakeholders responsible for the design, implementation and coordination of a) social protection and b) DRM policies and systems?
A-02	What are the formal and informal roles and mandates of these different actors and stakeholders in relation to the design, implementation and coordination of a) social protection and b) DRM policies and systems?
A-03	Is there an effective agency 'home' for a) social protection and b) DRM systems? Are roles and responsibilities clear? Is there competition over resources, power and authority associated with social protection and humanitarian systems between line ministries? What are the recurrent key points of contention? What effects have these had?
A-04	What are the interests and levels of power / influence of these different stakeholders—local, national and international? How have these power relations affected (positively or negatively) the design and implementation of social protection, humanitarian and DRM interventions?
A-05	Which stakeholders (public, private, communities, donors, etc.) support and which might oppose the use of social protection systems to respond to shocks, or closer collaboration between the social protection and humanitarian communities, and why?
A-06	How influential has the presence of stakeholders who are 'sector champions' been on securing and maintaining a higher priority for a) social protection and b) DRM investments and maintaining services?

B. Institutional mapping and analysis

Code	Question
B-01	What is the institutional relationship between national and subnational governments? Are subnational governments accountable to the national level or local electorate? Do these relationships vary according to sector (e.g. social protection, humanitarian response, other relevant sectors)? What is the degree of decentralisation in the

	provision and financing of, and authority over, social protection, humanitarian response and DRM?
B-02	How have the relationships between national and sub-national government affected (positively or negatively) the design and implementation of social protection and humanitarian systems, and their prioritisation at different levels of government?
B-03	How is the relationship between the government and humanitarian actors, development partners and NGOs? Who in the government is in charge of leading this relationship? How effectively this is done before and after a shock?
B-04	What factors have promoted and/or hindered the effective coordination of social protection with humanitarian interventions for effective policy shock response?

C. Organisational capacity assessment

Code	Question
C-01	What are the main administrative and organisational constraints to effective a) social protection and b) DRM delivery?
C-02	What organisational and administrative measures and arrangements and incentives facilitate effective a) social protection and b) DRM delivery?
C-03	What main resources exist to carry out the functions of a) social protection and b) DRM under its current form (consider eg. staffing levels, network of offices, transport if details are available)? What is the size and nature of any capacity gaps between what exists, and what is required both now and under a reformed shock-responsive social protection system (consider eg. requirement for additional resources at time of crisis)?

D. Risks

Code	Question
D-01	Which are the typical shocks affecting the country? What have been the specific major covariate shocks in recent years? What are the characteristics of shocks affecting the country (natural vs man-made, onset, etc.)?
D-02	How does vulnerability to shocks relate to poverty? Do shocks tend to affect areas / sub-groups characterised by higher poverty rates? How?

E. DRM

Code	Question
E-01	What relevant national and local laws, regulations and policies exist in relation to DRM? How and by whom is legislative / policy reform initiated? What changes are planned, if any?
E-02	Once in place, are laws, regulations and policies being implemented? How well have they been applied? If they have not been (fully) implemented, what are the reasons (who or what is blocking it and why? What do they stand to lose? How big a role is corruption playing in this)?
E-03	What are the implications of these observations for the future design and implementation of shock-responsive social protection laws, regulations and policies?
E-04	What kind of support does people affected by shock receive? How adequate and timely this support is?
E-05	Is there an Early Warning System? What agency implements it? What data does it use? What indicators-alerts produces?
E-06	Do early warning indicators – indexes trigger automatic responses? How are they used?

F. Social protection

Code	Question
F-01	What relevant national and local laws, regulations and policies exist in relation to social protection? How and by whom is legislative / policy reform initiated? What changes are planned, if any?
F-02	What is the spending on social protection? Has it been increasing? Are there plans of increasing it in the future?
F-03	What proportion of the population is covered by social security? What kind of support does social security provide? Are the poor and vulnerable covered by social security?
F-04	What proportion of the population is covered by social assistance programmes? And what proportion of the poor? What are the main programmes? What type of benefits do they provide?
F-05	What is the public opinion about social assistance? Is there a support for it? Has it been questioned because or corruption o clientelism?

F-06	What are the targeting mechanisms used by the main programmes? Are they effective? Have they been assessed? Are these mechanisms flexible?
F-07	How is social protection data collected, stored and managed? Who does it? What programmes use this data? How frequently is updated? What's the perception of the quality of data?
F-08	What type of information systems is in place, if any? Social registry, beneficiary registry, etc. How does this work? What proportion of people/households are included in the registry?
F-09	What are the delivery mechanisms used by the main cash and in-kind programmes? How effective they are?
F-10	How have these delivery mechanism been affected by recent shocks? Have programme managed to keep delivering benefits during emergencies? If not, why so?

G. Shock/disaster risk financing

Code	Question
G-01	How emergency responses are typically funded? (domestic vs foreign resources)
G-02	Is there budget flexibility to reallocate resources to fund responses?
G-03	Are there ex-ante financial mechanisms for emergency response such us regional or private insurances or contingency funds? (e.g. CCRIF) If yes, for what can it be used? And how is it triggered?
G-04	What are the main financing and budgetary constraints to timely and adequate social protection shock response according to the literature and experts? In planning future responses, how can these be resolved?

H. Shock-responsive social protection

Code	Question
H-01	Are you aware of any experience in the country in the use of social protection to respond to shocks?
H-02	What SP schemes would be better placed to flex and respond during emergencies? What design and implementation features of the SP system have elements of flexibility and adaptability to facilitate rapid and adequate shock response?
H-03	Has there been any recent experience of coordination between, or integration of, social protection and DRM policies?
H-04	Is there space for dialogue and collaboration between these two sectors? How could this dialogue be promoted?

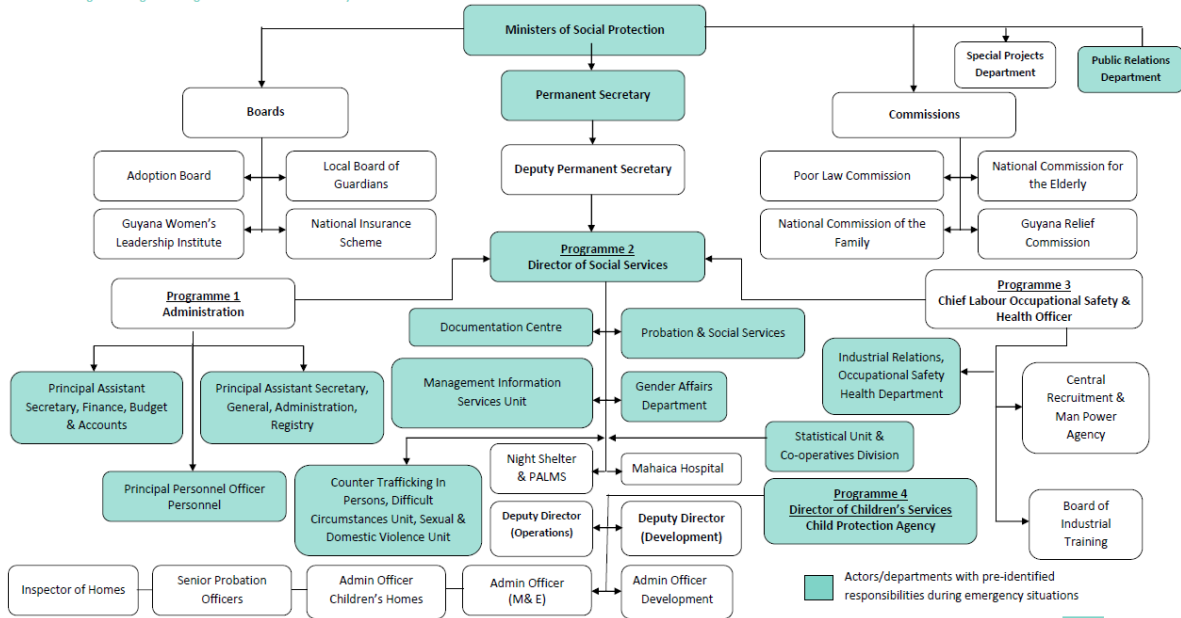|	
H-05	Have Early Warning Systems been used to trigger SP or HA responses? What kind of responses? Have these responses been effective and timely?
H-06	Do national emergency response plans provide a role for SP in the immediate response? What kind of role?

Annex C: Map of Guyana

Annex D: Ministry of Social Protection organigram

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