



## BASIC ASSISTANCE SECTOR

PEOPLE IN NEED	
	1,456,000
PEOPLE TARGETED	
	1,024,000
REQUIREMENTS(US\$)	
	2019 476.8 million
	2020 476.8 million
PARTNERS	
	39
GENDER MARKER	
	2a
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### SECTOR OUTCOMES

#### Outcome #1 \$285 m

Strengthen the ability of vulnerable Households, including female-headed, to meet their basic survival needs.

##### Indicators

Percentage reduction in population that is severely vulnerable.

Percentage of assisted severely economically vulnerable households report being able to meet their basic survival needs.

#### Outcome #2 \$190 m

Strengthen the ability of populations affected by seasonal hazards and emergencies to secure additional basic survival needs.

##### Indicators

Percentage of newly displaced households who are provided basic assistance.

Percentage of assisted households affected by seasonal shocks who are able to meet their additional basic survival needs.

#### Outcome #3 \$0.8 m

Support the National Poverty Targeting Programme (NPTP).

##### Indicators

Capacity of NPTP to provide social assistance enhanced.

National Social Safety Net Strategy developed.

### POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	Female 	Male 
 Lebanese	227,546	227,546	116,959	110,587
 Displaced Syrians	1,020,000	765,000	394,740	370,260
 Palestinian Refugees from Syria	28,800	28,800	14,545	14,255
 Palestinian Refugees from Lebanon	180,000	2,565	1,295	1,270

## Situation analysis and context

### The context and the derivation of economic vulnerability

Limited growth of the Lebanese economy continued in 2018 at a rate nearing only one per cent, while medium-term prospects remain stagnant and coupled with high fiscal risks.<sup>1</sup> Moreover, inflation rates and consumer goods prices have hit almost seven per cent in the first half of the year compared to four per cent in the previous year.<sup>2,3</sup>

The increase in prices has affected, in varying degrees, the main components of the basic household expenditure basket, which include food and basic commodities, as well as housing and utilities (electricity, water, gas and other fuels). The purchasing power of households is shrinking, posing additional challenges to their coping capacity. Economic vulnerability is hence derived from the inability to access available goods and services in the markets and meet basic survival needs overtime and further deepened with cyclical economic fluctuations.

Economically vulnerable communities in Lebanon, including displaced Syrians, Palestinian refugees and vulnerable Lebanese, with already limited financial means, are exposed to further risks as their ability to access markets is increasingly restricted. These households continuously struggle to cover their basic needs, such as food, shelter and healthcare, which further exacerbates their exposure to protection risks and undermines their coping capacities.

The interventions of the Basic Assistance sector are meant as short term tools to better protect the most economically vulnerable women, men, boys and girls of diverse backgrounds and experiences, in the absence of more durable solutions. The monthly grants under the Basic Assistance sector are instruments used to elevate families closer to the minimum survival threshold. In this context, their impact will only be optimal if linked with other types of services, assistance and/or support schemes. While direct cash assistance transfers under the sector remained fairly stable, available funding remains limited compared to existing needs. More sustainable solutions are required to reduce dependency and ensure long-term positive outcomes.

### Displaced from Syria: High needs, limited means, and coping mechanisms

Economic vulnerability is measured by a household's expenditure level. The minimum expenditure basket (MEB – US\$571 per household per month) and the survival minimum expenditure basket (SMEB – \$435 per household per month) serve as thresholds to estimate and identify the proportion of the population in poverty. In recent years, the percentage of persons

displaced from Syria living in poverty has been high. In 2018, however, a slight decrease in the estimated percentage of households living in economically vulnerable situations was recorded.

Sixty-nine per cent of Syrians in Lebanon now live below the poverty line, a slight improvement compared to 76 per cent in 2017.<sup>4</sup> In addition, 51 per cent are deemed severely economically vulnerable, i.e. living in extreme poverty, compared to 58 per cent in 2017.<sup>5</sup> The reported slight improvement in poverty levels in 2018 may be partly attributed to the increased number of households receiving monthly multi-purpose cash (MPC) in 2017 (40 per cent increase, from 40,000 to more than 62,000 households). In addition, households might have secured additional credit sources and/or resorted to collective coping mechanisms such as sharing resources through informal networks.<sup>6</sup>

**69%** of displaced Syrian households  
  
**live below the poverty line**  
 (US\$3.84/capita/day)

Moreover, the adaptive capacities of displaced Syrians have changed over time. Despite the reduction in the percentage of households applying emergency coping strategies<sup>7</sup> (51 per cent in 2018 from 55 per cent in 2017), households have mainly resorted to accumulating debt as a coping mechanism, regardless of their economic vulnerability level, a notable trend in 2018. The average debt per person, among households with debt, has increased by \$23 (\$250 in 2018 from \$227 in 2017), while self-reliance opportunities and income from informal work have remained stable. More than half of displaced Syrians in Lebanon rely on informal credit and debts as a primary source of income, followed by humanitarian assistance and informal work.<sup>8</sup> Overall, 88 per cent of displaced Syrian households are indebted, with an average amount of \$1,016 – almost double the value of the minimum

(4) UNHCR (2018), *Vulnerability Assessment of Syrian Refugees in Lebanon*, (VASyR) 2018.

(5) VASyR 2018

(6) Extracted from the validation discussions of the 2018 *Vulnerability Assessment of Syrians Refugees in Lebanon* (VASyR) results that took place in different regional meetings and working groups.

(7) Coping strategies as per the VASyR can be classified into the below:

Stress	Crisis	Emergency
Spent savings	Sold productive assets	School-aged children involved in income generation
Sold goods	Withdrew children from school	Begged
Bought food on credit	Reduced expenses non-food	Accepted high risk jobs
Have debts	Married off children under 18	Sold house or land

(8) VASyR 2018.

(1) World Bank (2018), *Lebanon's Economic Outlook*.

(2) According to the Consumer Price Index (CPI), 2018.

(3) Blom Bank (2018), *Economic Digest, the Research Blog*; Retrieved from the Central Administration of Statistics (CAS).

expenditure basket which is needed to survive above the poverty line. The reported reasons for borrowing money follow the same trend observed in recent years: buying food, paying rent to avoid evictions, and covering health expenditures in emergency situations.

Other negative coping mechanisms reported by

**88%** of displaced  
Syrian households  
  
**have debt**

displaced Syrians, who are already considered economically vulnerable, highlight increased protection risks, especially among women. Their inability to work and limited economic opportunities have led them to resort to child labour, child and early marriage, and survival sex to meet basic needs.<sup>9</sup> For example, 22 per cent of Syrian adolescent girls between 15 and 19 were married before age 18, often to decrease the economic burden on the household. The most economically vulnerable among the displaced Syrians have large families, higher dependency ratio, female headed in some cases, with lower education levels compared to other parts of the population.

The situation of the Palestinian refugee population is

**98%**  
of the PRS population relies  
on assistance provided by UNRWA  
as a main source of income

similar to the situation described above when it comes to general socio-economic vulnerability levels.<sup>1</sup> Two-thirds of the total population of Palestinian refugees from Lebanon live under the poverty line.<sup>10</sup> In addition, 28,000<sup>11</sup> Palestinian refugees from Syria now reside in overcrowded Palestinian camps and gatherings across the country (a 3.5 per cent increase compared to 2016). Compared to households of Palestinian refugees from Lebanon, extreme poverty levels among Palestinian refugees from Syria are three times higher.<sup>11</sup> The overwhelming majority (98 per cent) of Palestinian refugees from Syria rely heavily on assistance provided by UNRWA as a main source of income. Palestinian refugees from Syria also rely on debt as their access to informal employment is limited.

The most vulnerable of the displaced Syrian and

(9) Findings from participatory assessments (PA) with working children, child spouses, female-households, women alone, detained persons, minorities and stateless persons, 2017-2018, UNHCR.

(10) The poverty calculation in this report is based on the national poverty line calculated in 2004 while accounting for the inflation rate of 2015: \$6/capita/day for the upper (poverty line) and \$2.50 for the lower border (extreme or absolute poverty line)

(11) UNRWA (2018), Based on the latest headcount conducted.

Palestinian populations also face seasonal shocks, during winter, which incur additional costs. During winter (from November to March), as average temperatures range from 10°C to -5°C at high altitudes, families are exposed to the cold and its associated risks, which creates seasonal needs. The most vulnerable live in poor quality and unprotected shelters<sup>12</sup> and are in dire need of weatherproofing kits, plastic sheeting, stoves and additional fuel for heating, winter clothes and blankets, as well as food to reach the required minimum caloric intake. The cost of covering these additional needs ranges between \$70 to \$150 per month.<sup>13</sup>

Winter assistance programmes represent a critical

**2** out of **3** Palestinian  
refugees in Lebanon live



under the **poverty line**

seasonal support for households with limited economic means. Financial and in-kind assistance provided help families address the additional winter-related expenditures and mitigate exposure to cold hazards.

### Vulnerable Lebanese: Historical poverty and increased needs

While there is no recent data on the poverty levels among the Lebanese population, available data prior to the start of the Syria crisis indicates that between 27 and 28.5<sup>vi</sup> per cent of Lebanese were poor, living below \$3.84 per person per day. Extremely poor Lebanese households were estimated to be around 10 per cent of the country's population as per the National Poverty Targeting Programme (NPTP) in 2015,<sup>13</sup> noting that the actual number of households enrolled in the programme is lower.<sup>14</sup> In addition, according to the National Poverty Targeting Programme, the incidence of poverty has risen by six per cent between 2011 and 2015, resulting in more households not being able to afford a minimum standard of living.<sup>vi</sup>

Towards the end of 2016 and throughout 2017, the National Poverty Targeting Programme launched a recertification exercise targeting enrolled beneficiaries (nearly 106,000 households), in addition to reaching out to others who may self-refer<sup>15</sup>. The primary objective of the exercise was to refine and update the existing database of beneficiaries, which resulted in the identification of 41,372 households living in extreme poverty. These

(12) Around 80 per cent of poor households live in substandard conditions as per the Interagency 2015, Households Profiling Questionnaire Data, and confirmed by the VASyR in 2016, 2017, and 2018.

(13) The National Social Safety Net programme emanates from the Ministry of Social Affairs (MoSA) and partially funded by the World Bank. NPTP has two operational units, under the Ministry of Social Affairs and under the Presidency of the Council of Ministers (PCM).

(14) The programme is based on self-referrals.

(15) See below in Section 1.4 on self-referrals.

results were officially launched in October 2018. The recertification was based on household visits conducted by social workers of the programme. The data collected included around 60 vulnerability indicators, including but not limited to: shelter and sanitation conditions, assets, and demographics. The poverty benchmark was set at \$5.7/capita/day (extreme poverty line) and \$8.6/capita/day (upper poverty line).<sup>16</sup> Households identified to be living in extreme poverty are eligible for National Poverty Targeting Programme services and receive health and education subsidies. Those identified as the most vulnerable (bottom of the rank) receive food assistance through e-vouchers.<sup>17</sup>

**41,732** Lebanese households are identified by NPTP as the poorest, living **below \$5.7/capita/day**

### Structural challenges: Localities, markets and public institutions

In some geographical areas, socio-economic vulnerability is more pronounced than in others. Various studies have indicated that the poorest of the affected vulnerable Lebanese, displaced Syrians and Palestinian refugees from Syria live in the more rural Northern and Eastern governorates of Lebanon. A large number of localities among these governorates is characterized by high demographic pressures, poor infrastructure, and social and economic deprivation.

For instance, more than half of all displaced Syrian households reside in the Bekaa area, while another quarter live in the North. According to vulnerability trends highlighted in the Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR 2014-2018), displaced Syrians living in these areas tend to have greater vulnerabilities to food insecurity, coupled with a higher inability to meet basic needs and lower expenditure levels, compared to households elsewhere in Lebanon. These households also have higher needs related to accessing adequate shelter, water and sanitation. Extremely poor Lebanese households, as registered with the National Poverty Targeting Programme, live mainly in the North (41 per cent),<sup>18</sup> Bekaa (29 per cent),<sup>19</sup> and Mount Lebanon (16 per cent). Reported needs by vulnerable Lebanese include basic elements such as food, health, rent, and special needs such as rehabilitation support and supplies

to persons with disabilities and older persons. Around 14 per cent of these households also have members with disabilities.

Different segments of the affected Lebanese, Syrian and Palestinian populations suffer from poor access to and lack of employment opportunities given the current stagnant economy. Moreover, markets currently witness a surplus of labour supply, resulting in increased competition for low-skilled labour, deterioration of average wages, and increased risk of exploitative working conditions.

Persons displaced from Syria face additional challenges accessing the formal labour market. Even though they are allowed access to the agriculture, construction and environment sectors, this is limited in practice due to onerous legal and administrative frameworks. The lack of legal residency of displaced persons from Syria limits household members' freedom of movement, thereby exacerbating already existing challenges for their families. Conjointly, women and children often seek informal job opportunities, and tend to accept exploitative conditions that increase the overall vulnerability level of family members.

At the same time, public social institutions face constraints that limit their ability to respond. The High Relief Commission (HRC), although mandated to serve Lebanese communities in crisis, is unable to cover all humanitarian needs during emergencies. Other Government institutions such as the Ministry of Social Affairs (MoSA) and the National Poverty Targeting Programme, as well as local NGOs, have relief programmes; yet, these are insufficient to cover the entire vulnerable Lebanese population.

The National Poverty Targeting Programme aims to support vulnerable Lebanese households in meeting their most urgent needs. It is based on self-referrals and receives applications from Lebanese citizens who consider themselves poor. In practice, however, applicants may face a high percentage of exclusion after a round of verification is conducted, which may lead to hidden vulnerabilities. It is worth noting that the outreach activities of the National Poverty Targeting Programme are still limited. Therefore, there might be a higher number of vulnerable Lebanese living in extreme poverty and in dire need of assistance, who have not yet been identified, or remain unknown to the programme.

### Looking forward to 2019: Extension of existing programmes and further exploration of complementary interventions

As economic vulnerability remains high among the displaced (Syrian and Palestine) population, children, older persons, persons with specific needs, and females heading households are at heightened risk of being marginalized, exploited and exposed to adversities.

By the end of 2018, nearly 62,000 displaced Syrian households identified among the most economically

(16) Poverty lines estimations used for targeting by the NPTP are based on a poverty study published in 2016; see: Central Administration of Statistics (CAS), World Bank (25 May 2016), *Snapshot of Poverty and Labour Market Outcomes in Lebanon based on Household Budget Survey 2011/2012*.

(17) Around 10,000 households (or 57,533 extremely poor individuals) currently benefit from the food e-voucher programme (out of 41,372 households in need).

(18) With 23.8 per cent in Akkar and 17.8 per cent in the North governorates.

(19) With 9.7 per cent in the Bekaa and 19.2 per cent in Baalbek-Hermel governorates.

vulnerable<sup>20</sup> will be receiving regular cash grants through the Basic Assistance sector, which accounts for a mere 30 per cent of those in need. In addition, around 9,000 Palestinian refugee families from Syria are enrolled in similar programmes, and mainly rely on assistance as their monthly source of income. The funding challenges faced by UNRWA threaten the continuity of this programme.

Vulnerable Lebanese enrolled in the National Poverty Targeting Programme (nearly 41,000 extremely poor families) receive very little direct support, highlighting a significant gap in assistance distribution, as the Programme provides food vouchers to only 10,000 families and other transfer programmes appear to have limited impact.

The National Poverty Targeting Programme is expected to expand the food voucher assistance programme by 2022 to cover 45,000 households and expand an existing graduation pilot programme<sup>21</sup> (currently targeting nearly 675 households). In addition, UNICEF has led a series of consultative discussions on the possibility of introducing cash transfers for Lebanese, leading the Government to request a pilot be designed and evaluated in 2019 through the National Poverty Targeting Programme with the support of the World Bank, UNICEF, and WFP.

The sector has managed to maintain blanket coverage of poor displaced households from Syria during winter in recent years,<sup>22</sup> i.e. covering almost all displaced Syrians living in economically vulnerable conditions (nearly 195,000 families) and more than 9,000 Palestinian refugees from Syria. However, the 2017/2018 and 2018/2019 winter assistance campaigns indicate that funding for such activities will be challenging in the coming two years. For the first time since 2014/2015, the sector introduced prioritization and targeting for the 2018/2019 winter campaign, as limited funding precluded the coverage of all households identified as poor.

The 2019 sector strategy will seek to address the immediate needs of the most vulnerable in a more holistic and complementary manner. During 2018, the targeting approaches were enhanced, with the introduction of protection-sensitive indicators. Over the course of 2019, special attention will be given to strengthening protection mainstreaming components into ongoing programmes and interventions. The Basic Assistance sector will work to specifically strengthen its accountability to affected populations, to ensure that those persons served, participate and are empowered throughout each stage of the humanitarian programme cycle.

(20) Nearly 190,000 households were identified in 2018 as severely vulnerable, living in extreme poverty (below the Survival Minimum Expenditure Basket).

(21) With support from the World Bank, the National Poverty Targeting Programme is implementing a graduation from poverty programme based on the CGAP – Ford Foundation model adapted to the context of Lebanon. The pilot looks at a sample of households currently enrolled in the food assistance programme, who have able-bodied individuals who, whenever linked with trainings and income generating opportunities, have the ability to exit poverty condition. The programme includes a training and coaching component as well as financial literacy modules, which altogether equip enrolled households with skills and links with jobs and entrepreneurship opportunities over time.

(22) Winter seasons of 2015/2016 and 2016/2017.

Mainstreaming also necessitates a shift in the way the sector operates, and more evidence-based analysis around value chains and links with markets will be developed. In addition, approaches to social protection and safety nets will have to be further explored.

## Overall sector strategy

### The Basic Assistance sector model: Context-specific and needs-based approaches

Vulnerability evolves over time from a displacement shock, major life-changing events or natural disasters, to more protracted multi-dimensional deprivation that results in the development of acute persistent poverty over the years.<sup>vii</sup>

The provision of basic assistance aims to contribute to ensuring the survival of an individual by providing in-kind assistance or cash. This assistance is planned to take into account other complementary assistance available within different sectors. Strengthening these linkages and supporting referral of individual cases in and out of the Basic Assistance sector will be a priority for the upcoming year; an activity to be carried out under the umbrella of the inter-sector and in coordination with relevant sectors.

The sector is looking to prevent socio-economically vulnerable households from falling deeper into poverty. Without economic support to meet basic needs, affected populations, mainly persons displaced from Syria, including female-headed households, elderly, disabled and marginalized groups, would further resort to negative coping mechanisms, putting them at greater protection risks. These include, but not limited to: increased debt, reduced food consumption, withdrawal of children from school,<sup>23</sup> begging, work exploitation, child labour, early marriage and survival sex. Furthermore, a deterioration in the level of cash support will negatively affect local economies at the regional level that benefit from these injections on a monthly basis.

Persons displaced from Syria (both displaced Syrians and Palestinian refugees from Syria) and vulnerable Lebanese are the primary persons of concern for sector partners. Assistance is provided by the Government, the UN, and NGO partners.

Throughout the year, regular assistance is provided to the poorest populations to ensure their survival needs<sup>24</sup> are met in a manner that allows choice and promotes dignity. At certain times of the year, when the expenditure of households increases, particularly during winter and at the start of the school year, support is increased to compensate for potential additional costs.

In the context of Lebanon, an upper middle-income country with a vibrant banking sector, using cash as a

(23) Sixteen per cent of displaced Syrian households/registered with UNHCR as refugees (interviewed in the inter-agency profiling questionnaire) withdrew their children from schools to assist with income generation for the family between 2014 and 2016

(24) Access and provision of female sanitary items is managed through cash and in-kind modalities by the Water sector

modality to assist vulnerable households has proven to be successful. The financial sector infrastructure in the country helps large-scale implementation. Furthermore, recipients have expressed their preference, during community consultations, for the cash modality over in-kind assistance.<sup>25</sup>

In addition, cash-based programming under the Basic Assistance sector is based on data driven scientific targeting tools that are upgraded on a yearly basis. These targeting tools aim at identifying households who are vulnerable from the economic perspective. This approach places households at the centre of assistance design, finding complementarity with other sector responses (such as Food Security and Agriculture sector) to ensure convergence in assistance provided.

Ongoing measures to strengthen the protection outcomes of the sector's strategy and interventions are being undertaken to ensure that the delivery of basic assistance contributes to the beneficiary's attainment of relevant socio-economic rights. Based on a protection risk analysis conducted,<sup>26</sup> the sector strategy attempts to take into account age, gender and diversity considerations, specifically for female-headed households and/or households with family members who are disabled and particularly if they are of working age. These groups were identified as particularly in need of support.

These efforts are complemented by related interventions such as the protection cash assistance programme (PCAP), which responds to protection risks/shocks that are not based on socio-economic factors alone and that need to be complemented by individual case management.

In 2019, the sector will focus on scaling up cash assistance to an acceptable level.<sup>27</sup> This includes focusing on regular year-long programmes and ensuring the widest coverage of seasonal assistance for those living below minimum and survival expenditure levels.

In addition, the sector will continue to work closely with existing safety net structures (such as the National Poverty Targeting Programme) to reach the most vulnerable Lebanese and streamline assistance and programmes. To further develop the programmes and incorporate lessons learned, the sector will continue to invest in programmatic research to strengthen the collection of empirical evidence underpinning the response as well as monitor impact and explore transition to longer term interventions pathways. Moreover, the sector is planning to extend support to the National Poverty Targeting Programme, where applicable, to draw on existing technical know-how based on the

(25) When cash was introduced as a modality for assistance in 2014

(26) The protection risk analysis conducted in the context of the 2019 planning process, looked at potential protection-related risk factors across the different activities of the regular cash programme, while assessing the livelihood impact, and suggesting mitigation measures. This activity has shed light on key protection mainstreaming components to be further strengthened in the upcoming strategy

(27) Based on identified needs, capacities and available resources, cash actors under the Basic Assistance sector work together to increase efficiency of programmes, eliminate duplications, and solidify existing reporting mechanisms and targeting tools. The sector will further engage in discussions with other stakeholders and counterparts to discuss any potential shift to more integrated sustainable social assistance.

automated systems used for cash-based interventions (such as the common card platform referred to as LOUISE).<sup>28</sup>

### Regular Assistance: Multi-purpose cash<sup>29</sup>

Cash is chosen as the preferred modality for assistance, as it empowers and promotes the dignity of choice for recipients, stimulates local markets, and reduces operational costs of assistance delivery (compared to in-kind modalities). Cash can also mitigate the tendency of households to resort to negative coping mechanisms, by helping them to address their basic needs through facilitated access to basic goods and services available in the market. Cash support boosts the purchasing power of households in need.

Based on existing evidence generated by Basic Assistance sector partners,<sup>30</sup> cash assistance has demonstrated its potential to improve gender relations and reduce the risk of exposure to gender-based violence. Moreover, financial assistance alleviates pressures experienced by households due to lack of income in a context where self-reliance opportunities remain limited.<sup>viii</sup>

The multi-purpose cash assistance package of \$175 is based on a survival minimum expenditure model developed in 2014 that estimates the different levels of monthly expenditures on key items such as food, shelter, water, hygiene items, and access to services required to live in Lebanon. The cash package aims at bridging the gap between what households receive in forms of food assistance (\$27/person/month), in addition to the amount assumed to be generated from work or received through remittances (\$125) to reach a survival expenditure level (\$435/family/month).

While the total number of households in need exceeds 187,000, nearly 62,000 displaced Syrian households currently (fourth quarter of 2018) receive multi-purpose cash assistance (compared to 45,000 in the fourth quarter of 2017), of which 48 per cent are female-headed households (compared to 33 per cent in 2017).

Based on the post-distribution monitoring (PDM) exercises and outcome monitoring (OM) activities carried out by sector partners, assisted families recorded higher monthly expenditures on basic needs, compared to families not receiving multi-purpose cash assistance. Beneficiaries report that assistance received is mostly spent on rent, food and healthcare.

Families who do not receive cash assistance may be more inclined to seek work. A higher proportion of families enrolled in the cash programme had no working members, and these families had lower average income from work compared to families not enrolled (\$58 versus \$90). These families are among the poorest and most vulnerable and may, thus, have limited income-generating capacities.

Furthermore, assisted families have better quantity and quality of consumed food. Food consumption was scored

(28) "Lebanon One Unified Inter-Organizational System for E-cards", currently bringing together WFP, UNHCR, UNICEF and CLMC.

(29) A monthly \$175 multi-purpose cash assistance grant is provided to households assessed as socio-economically vulnerable, i.e. living below the poverty line (\$3.84/capita/day). Nearly 69 per cent of the displaced Syrians are eligible for assistance. Due to resource constraints, only less than 30 per cent of all the Syrian population receives assistance. These are the most serious cases among the severely vulnerable in the country.

(30) Information gathered through regular post-distribution monitoring.

as acceptable for 54 per cent of assisted families, compared to 46 per cent among non-assisted families. Similarly, there were less families recording a poor food consumption among assisted (5 per cent) compared to non-assisted families (8 per cent). Families enrolled have less incurred debt compared to others (\$634 compared to \$851).<sup>31</sup>

Post-distribution monitoring represents a key source of information on how vulnerable households use cash assistance, contributing to the implementation of more robust needs-based programmes. Existing literature on impact monitoring shows that displaced Syrian households who receive multi-purpose cash have an increased spending power of 21 per cent compared to non-recipients with similar vulnerability profiles. It also shows that household members have an improved sense of security and improved relationship with their surrounding host community, as they feel economically empowered.<sup>x</sup>

To date, post-distribution monitoring focus group discussions with women have not pinpointed to harmful gender-related impacts of assistance. Rather, women often pick up the cash cards and play important roles in decisions about household expenditures. In 2018, and due to the enhancement of the targeting tools, 48 per cent of the 62,000 households benefiting from multi-purpose cash assistance were female-headed households, a significant increase from 33 per cent in 2017.

In collaboration with the Protection sector, current post-distribution tools will be updated to include more protection-related questions, in an attempt to track the protection dividends of monetized assistance. Furthermore, partner staff will be trained on safe identification and referrals to capitalize on monitoring visits conducted, to flag cases in need for specialized protection interventions.

At the macro level, the design of the assistance package aims to trigger an aggregate demand effect to stimulate local markets. By December 2018, nearly \$200 million had been distributed in 2018 through different modalities of cash assistance to more than 195,000 households, who have spent this in the local economy.

Additionally, a social assistance programme (using an unconditional cash transfer) called “Min Ila” was piloted in two governorates (Akkar and Mount Lebanon) during the 2016/2017 academic year, targeting non-Lebanese children aged 5 to 15 years enrolled in second shift schools. It was subsequently scaled up to reach 50,000 children in three governorates for the 2017/2018 school year.

Unusual for a social assistance programme in a humanitarian context, a rigorous impact evaluation of the programme that showed that children in programme areas attended school about 20 days more per school

year than those in the control group.<sup>32</sup> Other positive impacts were that children who benefited from increased health and education spending, were significantly less likely to skip a meal, and became a lot more optimistic. In addition, administrative enrolment data showed an important increase in enrolment (100 per cent for children aged 12 and above) in the governorates where the cash programme was introduced. Beneficiaries also described their improved ability to keep children in school and the reduced need to send them to work.

Due to decreases in available funds, the “Min Ila” programme has had to be reduced significantly for 2019 and beyond. Based on lessons learned, UNICEF will relaunch the programme to become increasingly integrated with additional services and targeted at more vulnerable children.

### Seasonal assistance: Winter cash

During winter, the sector will provide support through a variety of activities and transfer modalities, including cash-based interventions, vouchers<sup>33</sup> and in-kind distributions,<sup>34</sup> as appropriate to population groups<sup>35</sup> and based on available funding. Seasonal winter support focuses on blanket coverage of assistance for all the poor.<sup>36</sup> Therefore, the objective is to assist financially vulnerable Lebanese, Syrian and Palestinian refugee households, exposed to cold weather.

Monetized assistance during winter mitigates additional costs on households already considered vulnerable, i.e. unable to meet basic regular needs. Hardship is exacerbated as casual labour opportunities tend to decrease and, therefore, income generated by households with working members is reduced. Additional winter-related costs range from \$70 to \$150 per month.<sup>37</sup> Depending on funding available, the sector will compile guidelines for partners on who to prioritize and which package to use. Addressing seasonal needs requires a multi-sectoral approach to assistance provision. A gap in shelter weatherproofing or food assistance is compensated by monetized winter assistance.

Winter assistance forms an integral part of the Basic Assistance sector’s response. In the past two years, displaced Syrian households categorized as “highly vulnerable”, i.e. living between the survival and minimum expenditure levels, only received assistance during winter. This is mainly due to the fact that resources are too limited to enrol those households into regular programmes, despite their eligibility for year-long cash and food assistance. Based on assessments from previous winter campaigns, the majority of households

(31) Extracted from the 2018 Q1 Outcome Monitoring Report by UNHCR, conducted on a representative sample of 942 households, of which 486 families were enrolled in UNHCR multi-purpose cash assistance programme. UNHCR assists nearly 33,000 households with regular multi-purpose cash assistance.

(32) The evaluation was finalized in 2018 but was not published yet.

(33) Fuel vouchers for heating.

(34) Where cash-based interventions are not possible due to a lack of ATM or due to differing needs identified at high altitudes in-kind distributions will take place.

(35) Households living under the minimum expenditure basket/poverty line (\$3.84/capita/day) require attention, whereas those living under the Survival Minimum Expenditure Basket /extreme poverty line (\$435/month for a household of five) require immediate action.

(36) Poor households are all those living below the minimum expenditure levels of \$571/month; this includes both the highly and the severely vulnerable population groups. Both groups comprise nearly 70% of the total displaced Syrian population.

(37) Retrieved from the expenditure data of the households profiling exercise done between 2014 and 2016.

benefiting from assistance report that, in addition to meeting heating needs, the money is usually spent on food, winter clothing, shelter repairs, debt repayment and health expenses.

### Targeting and monitoring: Key programmatic prerequisites

Refined targeting, monitoring, evaluation and programmatic research represent key aspects of comprehensive and efficient implementation of the cash assistance programme. The Basic Assistance sector relies on targeting to prioritize allocation of resources and identify those most in need.

Based on lessons learned from the profiling exercise carried out between 2014 and 2016, several editions of the annual VASyR, and an opportunity to capitalize on existing data, in 2016 the sector developed and implemented an administrative targeting approach – based on a “desk formula” - that is both timely and far-reaching.

This “desk formula”, based on proxy means testing (PMT), is applied to predict expenditure and consequently identify and prioritize poor households eligible for assistance, without having to rely on large-scale data collected through home visits. Rather, the formula predicts economic vulnerability scores using variables in UNHCR’s database which were recorded upon registration. These variables include data, such as arrival date, household size and characteristics, gender of the head of the household, dependency ratio, presence of members with disabilities, and specific needs.

The targeting system is continuously refined, and the formula’s coefficients are re-estimated annually. This recalibration exercise serves to test the validity and robustness of the model from which the formula is derived, as well as to make use of the most up-to-date information and improve the quality of data, while attempting to minimize technical errors.

During the third recalibration exercise, which took place in 2018, and as part of the sector’s commitment to mainstream protection into Basic Assistance

programming, the formula was refined to be more protection-sensitive. Consequently, results obtained show a convergence between socio-economic and protection vulnerabilities. As such, it is a suitable tool to target socio-economically vulnerable families that are exposed to heightened protection risks.

The majority of families displaying certain protection sensitive profiles, such as older persons, persons with disabilities or chronic medical conditions, single parents, and children engaged in the worst forms of child labour were identified as severely vulnerable through the formula and were, therefore, eligible for assistance.

Monitoring and evaluation is another key area to be further enhanced. The sector currently relies on a range of monitoring tools, yet the ambition is to further develop the evaluation components of ongoing programmes. Tracking the impact of cash assistance at the community and individual levels and on the market, as well as providing answers to questions on the contribution of these programmes towards reducing economic vulnerability and towards the strategic objectives of the LCRP, are integral parts of the work planned for 2019.

Monitoring tools were harmonized across the sector and adopted by different actors implementing multi-purpose cash programmes. These include a post-distribution monitoring tool, used to assess any challenges that beneficiaries might face shortly after inclusion into the programme, and to monitor potential risks linked to assistance. The tools monitor access of households to distributions sites, satisfaction levels, use of money received, and impact of cash on their living conditions. There is also an outcome monitoring tool used to examine and track trends in key areas and outcomes. This tool tracks the ability of households to meet basic needs as a result of the assistance provided, and covers areas such as debt, food consumption and quality, wellbeing, and coping mechanisms.

Different actors and specialized agencies working under the umbrella of the sector adopt similar targeting approaches and methodologies based on proxy means testing to estimate the poverty levels of different targeted population groups. The National Poverty

### Total sector needs and targets 2019

Population Cohort	Total Population in Need	Targeted Population	No. of Females	No. of Males	No. of Children (0-17)	No. of Adolescents (10-17)	No. of Youth (18-24)
Lebanese	227,546	227,546	116,959	110,587	70,881	37,181	
Displaced Syrians	1,020,000	765,000	394,740	370,260	410,040	137,700	79,560
Palestinian Refugees from Syria	28,800	28,800	14,544	14,256	10,552	4,625	
Palestinian Refugees from Lebanon	180,000	2,565	1,295	1,270	978	472	
<b>GRAND TOTAL</b>	<b>1,456,346</b>	<b>1,023,911</b>	<b>527,538</b>	<b>496,373</b>	<b>492,451</b>	<b>179,978</b>	<b>79,560</b>

Targeting Programme, with support from the World Bank, developed its criteria for targeting poor Lebanese, whereas UNRWA is responsible for the Palestinian refugees.

### **Accountability to affected persons: Further mainstreaming**

In 2018, the sector placed additional efforts into mainstreaming accountability to affected populations components in ongoing cash-based programmes. Specific focus was placed on communications with affected communities, especially in the context of explaining targeting approaches and changes in eligibility. Further efforts to mainstream additional accountability components are planned for 2019 in areas concerning community participation and inclusion, organizational learning and adaptation, and beneficiary feedback and response. Protection mainstreaming, with a focus on sexual and gender-based violence (SGBV), will also be a priority.

Throughout 2018, the sector focused on consulting affected men and women, including older persons and persons with disabilities, to engage them in the design and content of communication material, suggested terminology and phrases to be placed in Q&As, SMSs and other communication materials to be used, as well as on other preferred dissemination methods (beyond SMS). The consultations also covered feedback from other community members on the design, content and method of dissemination of communication material.

In addition, agencies implementing cash programmes continued to use SMS to inform households about inclusion and discontinuation decisions affecting them, as well as to notify them when assistance was uploaded. Furthermore, households who were discontinued from the cash assistance programme have the opportunity to contact existing information gateways, such as the interagency call centre or specific agencies' hotlines, to inquire about such decisions and receive information on assistance.

These efforts will continue throughout 2019. Plans include strengthening complaint mechanisms to accommodate referrals through confidential complaint procedures, including for sexual exploitation/abuse and protection cases, and to feed into programme design. The sector will also focus on strengthening meaningful engagement with women, men, boys and girls of diverse backgrounds by incorporating their capacities and priorities in the design, implementation and monitoring and evaluation of the programme through information received from complaints mechanisms (hotlines, call centres, etc.), assessments, surveys, participatory assessments, and consultations with community groups.

Adaptations made to basic assistance programmes as a result, will be measured and recorded or reflected, to share with affected persons and others. Moreover, preferred communications methods to provide feedback on assessments results, surveys and other sources,

will be developed with the affected communities so that they are appropriate and accessible to all groups, including persons with specific needs. In order to assist this process, minimum standards on accountability for the Basic Assistance sector partners will be developed.

Increased engagement will serve to complement the VASyR survey when it comes to better capturing the needs of the affected households using various methods and channels. Furthermore, the sector plans to update existing post-distribution and outcome monitoring tools to include protection indicators/questions to capture not only the utility of cash but also whether risks to safety were reduced or exacerbated by cash assistance, and what its impact on gender is. The Protection and Sexual and gender-based violence sectors will support the revision of the post distribution monitoring, which have been harmonized across all Basic Assistance partners. It is expected that the increased income realized through cash transfers will mitigate the use of negative coping strategies by households, an area to be further researched and evaluated.

To complement the existing targeting approach, efforts are currently underway to establish a redress mechanism for the regular multi-purpose cash assistance programme. The redress mechanism aims particularly at opening a window for households whose profiles might not have been captured by the eligibility formula. The redress mechanism is a critical opportunity for households whose situations might have changed and would like to have a review of their eligibility. Based on the ongoing pilot, the sector plans to ensure complementarity with other sector interventions. Funding limitations constrain the ability of the redress mechanism being rolled out on a larger scale. However, the sector would like to capitalize on existing inter-agency efforts to strengthen a referral pathway that could potentially identify more eligible profiles with specific vulnerabilities to enable them to receive more regular support through the Basic Assistance sector.

To further strengthen the centrality of protection within the Basic Assistance sector, three protection-based trainings will be held during 2019 focusing on: protection mainstreaming, accountability, and child marriage. Basic Assistance sector coordinators at national and field levels, will also receive training on protection mainstreaming and accountability.

### **Looking beyond 2019: transition programming**

The sector looks forward to initiating discussions with different stakeholders next year, under the umbrella of the inter-sector to define a package of services and assistance streams that should be maintained in the longer term. The work of the sector will focus on defining basic assistance interventions in an overall framework that creates a positive long-lasting impact on the poorest members of both the host and displaced communities.

The sector will continue to explore how to ensure

better programming over the long term through a more in-depth understanding about the profile of the most vulnerable households living in extreme poverty and how interventions could be better targeted. Transition programming, for instance, is a one possible way of looking beyond regular interventions in 2019. It considers different population cohorts and combines several thematic areas like livelihoods, financial literacy and consumption, and provides training and coaching as well as other social assistance services.

This type of programming starts with a detailed understanding of how different sectors understand vulnerability, design targeting approaches, and implement activities across population cohorts. Alignment of programmes/interventions then becomes a key milestone to link with development actors already tackling similar issues from different perspectives.

### Aspired frameworks for action: Looking at social protection and safety net frameworks

Since 2015, the Basic Assistance sector has incorporated the National Poverty Targeting Programme into its programming, with most actors modelling their targeting criteria for Lebanese based on the Programme. This partnership is maintained through the active participation of the Programme in sector discussions, as well as technical support from sector partners in areas that are jointly identified.

Support to the National Poverty Targeting Programme will be maintained and further enhanced. Close collaboration with the Ministry of Social Affairs and key development actors is essential to harmonize approaches towards prioritization of assistance, targeting, implementation, delivery mechanisms, monitoring and a longer-term strategy for sharing responsibilities. The Basic Assistance sector will further explore investments in existing safety net platforms in transitional activities benefiting vulnerable Lebanese.

The sector will engage more thoroughly with local actors and enhance their roles in planning and service delivery. The role of social development centres (SDCs), National Poverty Targeting Programme offices and municipalities is also essential at the field level for coordination, implementation and planning for seasonal, regular and contingency assistance. The National Poverty Targeting Programme represents the sole channel through which vulnerable Lebanese are targeted and should therefore be enhanced and capacitated.

In relation, a national roadmap on social protection is currently being developed by the Ministry of Social Affairs, outlining key institutional and consultative steps to be undertaken in order to move Lebanon towards the development of a national social protection system.<sup>38</sup>

A key initial step in this roadmap is the completion of the social safety net assessment<sup>39</sup> undertaken by UNICEF and

the Overseas Development Group (ODI) in conjunction with the Ministry of Social Affairs, to examine how existing social assistance programmes can be improved. The Basic Assistance sector looks at direct cash transfers and targeting mechanisms as potential contributions to the humanitarian safety net approach.

### Linkages with the LCRP strategic objectives: Contributions of the Basic Assistance sector

The Basic Assistance sector aims to provide assistance to households identified as vulnerable by tackling the economic dimension of vulnerability while reducing protection related risks.

The interventions of the Basic Assistance sector contribute to the following strategic objectives of the LCRP Strategic Objective (2): Provide immediate assistance to vulnerable populations, to support them in meeting their basic needs. Cash-based interventions at scale on regular and seasonal basis represent a primary source of income for the most vulnerable households among different population groups, mainly the displaced Syrians. These cash transfers, and according to available post distribution and outcome monitoring data, are used to cover food, rent, and health expenditures given the limited income generating opportunities. More than 90 per cent of households receiving multi-purpose cash assistance report improved ability to meet basic needs.<sup>40</sup>

A decrease in the level of assistance would negatively affect their vulnerability levels, given the fact that recipient households are currently living with limited economic means to access basic goods and services critical to their survival.

Strategic Objective (3): support service provision through national systems, in an effort to strengthen service delivery and access to vulnerable groups. The Basic Assistance sector has established a partnership with the National Poverty Targeting Programme, the national social safety net targeting vulnerable Lebanese, which aims at transferring technical know-how on assistance modalities and systems through existing partners. A number of activities are planned with the NPTP, such as capacity-building and trainings. In addition, sector partners are engaging with the NPTP in broader discussions on social protection systems and frameworks.

In the medium to long term, failing to strengthen the NPTP will represent a missed opportunity to link with the only national safety net in the country. Furthermore, alignment with the working modalities of the programme represents a key milestone in the aspired integrated/transition programming beyond 2020. The interventions of the Basic Assistance sector are detailed below.

### Sector outcomes, outputs and indicators

#### Outcome 1 – Strengthen the ability of vulnerable households, including female-headed, to meet their basic survival needs

(38) UNICEF is leading the support to implementation of this initiative.

(39) The draft report was extensively circulated for comment in August and is now being completed.

(40) UNHCR's Outcome Monitoring, 2018.

### **Output 1.1 – Multi-purpose cash assistance grants to the most socio-economically vulnerable households provided**

Activities under this output include household-level socio-economic vulnerability profiling and monitoring; distribution of multi-purpose cash transfers; research and increased learning opportunities on multi-purpose cash programming, as well as updating the targeting desk formula. Additional activities for 2019 to enhance quality, accountability and the effectiveness of partner interventions will include; (a) the sector revision of protocols to strengthen community participation and consultation; (b) thematic trainings for partner staff (communications with communities, safe identification of protection risks and referrals, social safety nets and social protection); (c) on-going review of the Protection Risk Analysis Matrix through which a sector action plan for 2019 will be formed; (d) development of minimum standards for protection mainstreaming and accountability; and (e) capturing of measurability of accountability and protection mainstreaming actions through qualitative indicators within the sector log-frame.

### **Outcome 2 – Strengthen the ability of populations affected by seasonal hazards and emergencies to secure additional basic survival needs**

#### **Output 2.1 – Cash grants in support of populations affected by seasonal hazards and emergencies provided**

Cash grants and vouchers will be distributed to: (1) households affected by seasonal hazards, and (2) households affected by emergencies in alignment with the inter-agency contingency plan. The sector will conduct assessments, monitoring and an impact evaluation of seasonal needs and interventions.

#### **Output 2.2 – In-kind assistance in support of populations affected by seasonal hazards and emergencies provided**

Sector partners will distribute core relief items where cash modalities are not possible, and support households in need of specific core relief items in cases of emergencies.

### **Outcome 3 – Support the National Poverty Targeting Programme (NPTP)**

#### **Output 3.1 – Capacity of NPTP to provide social assistance enhanced**

Activities under this output will include institutional support to the NPTP through capacity-building of staff and social workers.

#### **Output 3.2 – National Social Protection Framework Developed**

Sector partners engage with Ministry of Social Affairs to support development of a national framework for social protection, as well as to assess, enhance and support existing safety net and assistance transfer mechanisms.

### **Identification of sector needs and targets at individual and geographical levels**

Using a prioritization approach, targeted assistance for multi-purpose cash will focus on severely socio-economically vulnerable households, while linking the interventions to other sector-specific activities to ensure complementarity and effectiveness.<sup>41</sup> Specific targeting of seasonal assistance is based on socio-economic vulnerability and exposure to seasonal hardship and shocks.<sup>42</sup> Sector partners will maintain the necessary resources to allow for timely responses to unforeseen circumstances. Humanitarian agencies will coordinate with the authorities at national and field levels, to assist the needs of different cohorts while mainstreaming gender, youth, disability and environmental issues. Basic Assistance sector partners' geographical coverage is complementary to other sectors interventions (mainly food assistance) and proportional to the concentration of needs and vulnerabilities, to make the best use of available resources.

#### **Displaced Syrians**

The percentage of severely socio-economically vulnerable Syrian households is estimated by the annual VASyR. Accordingly, as per the 2018 VASyR, 69 per cent of the displaced Syrian population is estimated to live below the poverty line, and therefore defined as a population in need, whereas the most vulnerable 51 per cent living in extreme poverty, are defined as the targeted population (prioritized). The Government of Lebanon estimate of a total of 1.5 million displaced Syrians in the country is used as a base to calculate the targets for multi-purpose and seasonal cash.

As of October 2018, around 62,000 vulnerable households are receiving multi-purpose cash assistance on a regular basis; this number is expected to be maintained until December 2019. This group will continue to be prioritized in line with the targeting approach. During the previous winter assistance cycle (2017/2018), around 176,000 households received seasonal cash. For the 2018/2019 winter assistance cycle, around 187,000 households are identified for assistance.

It is worth noting that the desk formula developed by the Inter-Agency and revised yearly, is the primary tool for determining eligibility, which results in the prioritization of households that are severely vulnerable. In 2019, further work is expected on referrals to allow for a more flexible approach to households falling in the cracks.

#### **Vulnerable Lebanese including returnees**

Eligibility criteria for the National Poverty Targeting Program, for the most vulnerable Lebanese, are defined

(41) The target for multi-purpose cash assistance in 2019 is: All displaced Syrian households living in extreme poverty (51 per cent of displaced Syrians, as per VASyR 2018), calculated based on the Government of Lebanon's estimation of 1.5 million displaced Syrians in the country plus all Palestinian refugees from Syria and most vulnerable Lebanese identified by the National Poverty Targeting Programme (41,372 households).

(42) The target for seasonal (winter) cash assistance in 2019 is: All displaced Syrian households living below the poverty line (69 per cent of displaced Syrians, as per VASyR 2018), calculated based on the Government of Lebanon's estimation of 1.5 million displaced Syrians in the country plus all Palestinian refugees from Syria plus the most vulnerable Lebanese identified by the National Poverty Targeting Programme (41,372 households).

by the programme's proxy means testing formula. As a consequence of the Syria crisis, the number of vulnerable Lebanese in poverty is estimated to have increased. Currently, 41,372 households are included in the National Poverty Targeting Programme database. The Basic Assistance sector will be including these households as potential beneficiaries for regular and seasonal assistance.

Between 2016 and 2017, LCRP partners targeted around 27,800 vulnerable Lebanese households with cash-based interventions.<sup>43</sup> In 2018, an additional 650 households were also reached with multi-purpose cash programmes. It is worth noting that these 650 households do not benefit from the food assistance programme which reaches 10,000 households.

Eight years into the crisis, Lebanese returnees from Syria are considered part of the vulnerable Lebanese population category. Around 10,000 individuals were identified in 2015; their socio-economic vulnerability profile is similar to that of displaced Syrians in terms of needs and living conditions.

#### **Palestinian refugees from Syria**

At the second half of 2018, a total of 28,000 Palestinian refugees from Syria are registered with UNRWA.<sup>44</sup> Their living conditions were assessed in 2015/2016 by UNRWA through a household assessment, using a multi-sectoral methodology similar to the Vulnerability Assessment of Syrian Refugees in Lebanon but tailored to the specific needs and circumstances of Palestinian refugees.<sup>x</sup>

The Socio-economic Assessment of Palestinian Refugees from Syria in Lebanon provided a profile of this population, covering the following eight thematic areas: 1) Demographics; 2) Education; 3) Food Security; 4) Health; 5) Poverty; 6) Access to work; 7) Shelter; and 8) Water, sanitation and hygiene. Since then, no recent assessments were done.

However, similar to the displaced Syrian households, Palestinian refugees from Syria are experiencing rapidly deteriorating socio-economic conditions, exacerbating their pre-existing vulnerability levels. Currently, 100 per cent of the Palestinian refugees from Syria are targeted with basic assistance (on regular and seasonal basis) based on their high socio-economic vulnerability level. This population will be further supported in 2019. In 2018, around 8,800 Palestinian refugee families from Syria were targeted and reached with cash assistance on a regular basis, including winter.

## Mainstreaming of conflict sensitivity, gender, age, youth, protection and environment

### **Conflict sensitivity**

The implementation of humanitarian cash-based interventions at scale creates an aggregate demand and stimulates an economic multiplier effect, as cash assistance received is subsequently spent in local Lebanese shops. This has contributed to the mitigation of the negative perceptions surrounding struggling communities of vulnerable Lebanese and displaced Syrians.<sup>xi</sup> Exogenous resources such as additional cash injections are meant to alleviate social tensions by empowering the most vulnerable with better access local markets and in meeting their basic needs. Further monitoring and analysis on how cash is spent will be carried out, in coordination with the relevant stakeholders within the sector, to trace the social effect of cash assistance.

The Basic Assistance sector has designed its programmes by adopting a conflict-sensitive and needs-based approach. Work on joint communications on assistance, design, and targeting approaches will be further strengthened. The Basic Assistance sector will seek the recommendations of the Social Stability sector when communicating changes in the targeting eligibility to beneficiaries.

The fact that not all households that may be eligible ultimately will receive assistance, due to resource limitations, may increase tensions between recipients and non-recipients. However, the Basic Assistance sector operationalizes cash assistance using geographical quotas. These regional quotas are proportional to the concentration of displaced and vulnerabilities respectively. The main aim of such an approach, in light of the limited resources, is to mainstream conflict sensitivity into the targeting and thus reduce any push or pull factors.

### **Protection and gender mainstreaming**

All Basic Assistance sector partners apply an age, gender and diversity (AGD) approach in the design, implementation and monitoring of their activities. The choice of assistance modalities is also designed in consultation with beneficiaries and hence directed towards promoting their dignity and respecting their choices.

The econometric model used for identification and targeting of vulnerable households takes into consideration demographic characteristics such as age, gender and diversity, marital status, household size and dependency ratios. The model was recalibrated in 2018 to provide a greater space for programmatic alignment where the current scores of the most vulnerable represent a high degree of correlation between economic and

(43) A total of 26,000 Lebanese households was targeted during the 2016/2017 winter with a one-off winter cash payment (\$40/eligible child/household). In addition, other partners have targeted 1,800 households with multi-purpose cash transfers over a period of six months.

(44) Based on the latest available data of the second half of 2018.

protection related vulnerabilities.

Vulnerability studies suggest that households with many young dependents, female-headed households, and persons with specific needs such as those with disabilities and older persons, often face specific socio-economic hardships to cover all basic and special needs. In 2019, greater attention will be given to evaluations to understand the impact of monetized assistance. These needs are addressed by the provision of assistance that allows households, in the case of cash, to prioritize their spending based on their own specificities and the particular needs of the different family members.

The sector's activities take into account women's and men's ability to safely access cash assistance and mitigate the risks of exploitation and fraud at cash points. The sector also tries to limit and decrease as much as possible negative coping mechanisms specific to women and girls, such as early marriage and sexual exploitation, as well as pressure to work for boys. Cash assistance may contribute to decreases in the use of harmful coping mechanisms, including those specific to women, children and other persons with specific needs, when complemented with case management services and support schemes. Nevertheless, recognizing that cash is not the only solution, and as other types of vulnerabilities can be identified, sector partners will refer individual cases to specialized agencies in case management for closer follow-up.

## Environment

In Lebanon, fuel vouchers and (both monetized and in-kind) assistance aim to support households in meeting domestic energy needs, while at the same time addressing other concerns such as reducing deforestation and environmental degradation around informal settlements, alleviating associated conflict with host communities over the use of natural resources, and decreasing indoor air pollution through the introduction of good quality stoves and high-quality thermal clothing.

Furthermore, monetization of assistance reduces transaction costs and energy consumption related to in-kind distribution, transport, storage and distribution.

## Cross-sectoral linkages

### Identifying vulnerability and complementary targeting

Profiling, monitoring and targeting activities carried out by Basic Assistance sector partners constitute a major component of the sector strategy and represent a key source of information on trends and living conditions of the population of concern. These activities map various sector-specific vulnerabilities, and allow sectors to benefit from the wealth of information generated for their specific programmatic interventions and targeting. Findings related to poverty and sector vulnerabilities are published on the Refugee Assistance Information

System (RAIS), an interagency reporting platform where sector coordinators can access, extract, analyse and follow up with different stakeholders on sector-specific interventions. In addition, and as highlighted above, the assistance package provided to vulnerable households by Basic Assistance sector partners is based on the expenditure basket, which is an inter-sectoral estimation of basic needs. The assistance provided contributes to the overall targeting of vulnerabilities and services implemented by other sectors. Lessons learned from other sectors – in terms of how they are targeting and defining vulnerabilities – is essential to understanding areas where synergies can be created and to identifying where sector approaches need to remain separate.

## Direct Assistance

**Food Security and Livelihoods sectors:** The impact of direct assistance is maximized when programmes are aligned and based on harmonized targeting approaches. The collaboration and coordination efforts between the Basic Assistance and Food Security and Agriculture sectors aim at refining and aligning targeting tools adopted by both sectors to ensure optimal complementarity of assistance.

Exchange of information on household profiles, referral of cases and harmonization of monitoring tools are key activities. It is worth noting that the main actors in both sectors are using a harmonized common assistance delivery mechanism ("common card") since 2016, as well as a common vulnerability and targeting mechanism.

The strategic objective of both sectors is to ensure that the most vulnerable households targeted receive the full assistance package, i.e. cash and food, as both efforts intersect in alleviating these households towards a survival minimum level. Further collaboration is expected in 2019 on the potential redress mechanism for cash assistance.

Whenever direct assistance is constrained by funding limitations, or when enrolled households are taken out of assistance due to the same reason, the Basic Assistance sector plans to collaborate closely with the Livelihoods sector to sustain a longer-term impact of the interventions.

Both sectors will engage further in strategic discussions on how to decrease reliance of households on direct assistance. Limited economic opportunities have only strengthened the reliance of vulnerable populations on direct assistance thereby making it the sole resort and the de-facto safety net solution.

Both sectors will continue discussions on the impact cash assistance has on local markets and gauge future linkages on the transition. To do so, further investments in profiling exercises will be made, to facilitate any potential work on joint identification targeting.

## Social assistance and services

**Shelter, Protection, and Health:** The desk formula that defines the eligibility of economically vulnerable

households to receive assistance is one of the filters used in shelter assistance targeting. Furthermore, the Basic Assistance sector takes into account shelter, water and sanitation related expenditures (rent and hygiene items) in the multi-purpose cash package provided, which assists households in addressing those specific needs.

Collaboration between the **Basic Assistance, Shelter, Energy and Water** sectors is particularly important in the preparation and implementation of winter support assistance. Available vulnerability analysis and targeting information facilitates the identification and referral of cases with specific shelter and water and sanitation vulnerabilities through a recently added function on Refugee Assistance Information System used by different actors.

In addition, the Basic Assistance sector intends to work more closely with the **Protection sector** to enhance protection outcomes by further mainstreaming protection elements into its programming. This will be achieved by reinforcing the partners' capacity through the provision of specialized protection training on safe identification and referral (for legal assistance, sexual gender-based violence, child protection). The sector will also seek to establish a referral pathway to protection actors and engage regularly with the Protection sector on specific cross-cutting issues such as child marriage, child labour and persons with specific needs. Joint analysis on the protection profile of economically vulnerable households should help to better understand the needs and constraints of families at risk of resorting to negative coping mechanisms (i.e. families at risk of early marriage, etc.).

In addition, **health expenditures** are among the top three categories of costs incurred by displaced households on a regular basis. Households targeted with cash assistance, on both a regular and seasonal basis, report using the multi-purpose grants to cover additional health expenditures.

## Endnotes

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## Sector Logframe

## Outcome 1: Strengthen the ability of vulnerable HHs, including female-headed, to meet their basic survival needs

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of reduction in population that is severely vulnerable	Economic vulnerability  population can meet their basic survival needs/spend above the minimum survival expenditure basket.	Economic vulnerability measured based on declared expenditure through a representative sample. i.e. if total expenditure is below the survival minimum expenditure basket then household is severely economically vulnerable. <b>Assessments</b> Syrians: VASYR Lebanese : Existing official poverty figures Palestinians: UNRWA vulnerability assessment Indicative figures taken from VASYR; actual impact is measured through Outcome Monitoring	Percentage of HH	Yearly

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
10%	10%	10%	10%	53%	51%	50%	50%	89%	89%	89%	89%	65%	65%	65%	65%

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of assisted severely economically vulnerable households report being able to meet their basic survival needs	Numerator: number of assisted reporting ability to meet their basic survival needs  Denominator: number of total assisted who have been sampled	Impact studies and PDMs for all population cohorts.  Rational behind Targets: Basic Assistance Sector contributes to 40% of the SMEB value through the \$175 cash grant. Food contributes to 31% of SMEB. Currently 98% of cash recipients also receive food.	Percentage	Yearly

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
N/A	N/A	N/A	N/A	90%	71%	90%	90%	90%	90%	90%	90%	N/A	N/A	N/A	N/A

Indicator 3	Description	Means of Verification	Unit	Frequency
Percentage of households identified as severely vulnerable and have specific needs receiving assistance	Numerator: number of assisted SV households with specific need  Denominator: number of total assisted SV households	This outcome indicator aims at tracking the overlap of economic and protection vulnerabilities. In the 2018 DF, households with certain protection profiles were identified as SV, a major breakthrough compared to previous years. It is critical to track the percentage of these household who were prioritized for regular assistance. MOV: the sector tracks this indicator through cross checking assisted cases on RAIS vs the total list of eligible households	Percentage of HH	Quarterly

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Indicator 4	Description	Means of Verification	Unit	Frequency
	Numerator: number of assisted SV households with positive answer  Denominator: number of total assisted SV households	This outcome indicator aims at understanding if households have enough information on how to access humanitarian assistance provided. MOV: specific question to be added to the MPC PDM	Percentage of HH	Quarterly
 Lebanese	 Displaced Syrians	 Palestinian Refugees from Syria (PRS)	 Palestinian Refugees from Lebanon (PRL)	
Baseline: N/A	Result 2018: N/A Target 2019: N/A Target 2020: N/A	Baseline: N/A	Result 2018: N/A Target 2019: N/A Target 2020: N/A	Baseline: N/A
Baseline: N/A	Result 2018: N/A Target 2019: N/A Target 2020: N/A	Baseline: N/A	Result 2018: N/A Target 2019: N/A Target 2020: N/A	Baseline: N/A

## Outcome 2: Strengthen the ability of populations affected by seasonal hazards and emergencies to secure additional basic survival needs

Indicator 1	Description	Means of Verification	Unit	Frequency
	Numerator: number of newly displaced households assisted  Denominator: number of households newly displaced	RNA, field offices to estimate newly displaced. ActivityInfo, RAIS, Emergency response for assistance.	Percentage	Ad-hoc
 Lebanese	 Displaced Syrians	 Palestinian Refugees from Syria (PRS)	 Palestinian Refugees from Lebanon (PRL)	
Baseline: N/A	Result 2018: N/A Target 2019: 100% Target 2020: 100%	Baseline: N/A	Result 2018: N/A Target 2019: 100% Target 2020: 100%	Baseline: N/A
Baseline: N/A	Result 2018: N/A Target 2019: 100% Target 2020: 100%	Baseline: N/A	Result 2018: N/A Target 2019: 100% Target 2020: 100%	Baseline: N/A

Indicator 2	Description	Means of Verification	Unit	Frequency
	Numerator: Number of households receiving seasonal and emergency assistance who were able to meet their additional basic survival needs  denominator: # population found to be seasonally vulnerable and assisted	PDM, outcome monitoring	Percentage	seasonally
 Lebanese	 Displaced Syrians	 Palestinian Refugees from Syria (PRS)	 Palestinian Refugees from Lebanon (PRL)	
Baseline: N/A	Result 2018: N/A Target 2019: 100% Target 2020: 100%	Baseline: 90%	Result 2018: N/A Target 2019: 100% Target 2020: 100%	Baseline: 90%
Baseline: N/A	Result 2018: N/A Target 2019: 100% Target 2020: 100%	Baseline: 90%	Result 2018: N/A Target 2019: 100% Target 2020: 100%	Baseline: 90%

**Outcome 3: Support the National Poverty Targeting Programme (NPTP)**

Indicator 1				Description				Means of Verification				Unit		Frequency	
Increased knowledge on vulnerability assessments and targeting among NPTP social workers				Trained social workers demonstrate increased knowledge				NPTP / pre-post assessments				Percentage		Yearly	
 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

  

Indicator 2				Description				Means of Verification				Unit		Frequency	
National Social Safety Net Strategy endorsed				Strategy outlining the long-term vision of the social safety net system				MoSA / NPTP				Strategy		One Off	
 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

