



BASIC ASSISTANCE SECTOR

PEOPLE IN NEED
 1,530,936
PEOPLE TARGETED
 1,082,811
REQUIREMENTS(US\$)
 2020 495.6 million
PARTNERS
 36
GENDER MARKER
 2a
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SECTOR OUTCOMES

Outcome #1 \$293.9 m

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

Indicators

Percentage of population that is severely vulnerable.

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

Percentage of households identified as severely vulnerable and have specific needs receiving assistance.

Percentage of assisted households reporting that they know how to access humanitarian assistance.

Outcome #2 \$201 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

Increased knowledge on vulnerability assessments and targeting among NPTP social workers.

National Social Safety Net Strategy endorsed.

POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	Gender	
			Female	Male
 Lebanese	227,546	227,546	113,090	114,370
 Displaced Syrians	1,095,000	825,000	424,050	400,950
 Palestinian Refugees from Syria	27,700	27,700	14,349	13,351
 Palestinian Refugees from Lebanon	180,690	2,565	1,272	1,293

Overall sector strategy

The Basic Assistance sector stems from an understanding that vulnerability evolves over time from an initial shock, as a result of being displaced or adjusting to a major event or natural disaster and protracted multidimensional deprivation that results in persistent and prolonged poverty.¹

The sector aims to prevent socio-economically vulnerable households from falling deeper into poverty and resorting to negative coping mechanisms through the provision of targeted in-kind assistance and large-scale cash assistance programmes to improve access to basic goods and services available in markets and therefore, meet basic survival needs.

Persons displaced from Syria (both displaced Syrians and Palestinian refugees from Syria) and vulnerable Lebanese are the primary persons of concern for sector partners, with a focus on female headed households, the elderly, persons with special difficulties and marginalized groups who are at increased risk. Assistance is provided by the Government, the UN, and NGO partners.

Throughout the year, regular assistance is maintained for the poorest population groups to ensure their survival needs¹ 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 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.²

This assistance is planned and implemented, taking into consideration other complementary interventions and services available within different sectors and responding to other types of needs and vulnerabilities. Strengthening linkages and supporting referral processes of individual cases in and out of the Basic Assistance sector will be prioritized. This activity will be coordinated under the umbrella of the inter-sector and in collaboration with relevant sectors.

The 2020 sector strategy will seek to address the immediate needs of the most vulnerable in a holistic and complementary manner. Special attention will be made to address the emerging needs considering the current ongoing economic crisis affecting Lebanon that led to civil unrest as of October 2019.

Cash based support to economically vulnerable families

Cash is chosen as the preferred modality for assistance, as it empowers and promotes the dignity of choice for recipients, stimulates local markets, and achieved economies of scale (compared to in-kind modalities). Furthermore, this assistance modality boosts the depleting purchasing power of households in need on a year-long and seasonal basis, as well as during emergencies and unexpected shocks / events.

Many cash assistance programmes were implemented under the Basic Assistance sector since 2016, yet they can be broken down into two main categories: (1) large scale cash assistance programmes, and (2) niche / tailored programmes.

The first category includes multi-purpose cash assistance, winter cash assistance, and child-focused cash programmes that are based on socio-economic vulnerability criteria, combined with categorical variables (like age sensitive measures) and an overall protection lens. These programmes are meant to be implemented at scale by covering an optimal number of households in need.

The multi-purpose cash assistance programme, which is the largest type of yearlong assistance under the Basic Assistance sector (and second after food e-vouchers programme of the Food Security sector) is based on a standard package of \$175 per family per month. The package is calculated using a survival minimum expenditure model, developed in 2014, that estimates different levels of monthly expenditures on essential items such as food, shelter, water, hygiene items, and access to services.

The cash package aims to bridge the gap between what households receive in the form of food assistance (\$27 per person per month) and the amount assumed to be generated from work or received through remittances (\$125) to reach a survival expenditure level of \$435 per family per month.

This type of assistance is complementary to the food assistance programme implemented under the Food Security sector. The poorest households identified should be supported with both assistance programmes in order to have the greatest impact. Moreover, households enrolled have a better food consumption score, less outstanding debts, and rely less on negative coping mechanisms.³

During winter (from November to March), sector partners provide support through a variety of activities and transfer modalities, including cash-based interventions, vouchers⁴ and in-kind distributions,⁵ as appropriate to

(3) Lebanon: Inter-Agency - Basic Assistance - Trends in UNHCR Cash-Based Interventions: A Comprehensive Meta-Analysis Executive Brief – August, 2019: <https://data2.unhcr.org/en/documents/details/70791>.

(4) Fuel vouchers for heating.

(5) 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.

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

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

population groups.⁶

Monetized assistance during winter range between \$75 and \$147 (per family per month) and aim at mitigating additional costs on vulnerable households. Hardship is exacerbated as average temperatures range from 10oC to -5oC at high altitudes, where exposure to cold increases.

Families eligible for this type of support are the most vulnerable households who usually live in poor quality and unprotected shelters, 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 packages used are estimated to cover additional needs at times when casual labour opportunities tend to decrease and, therefore, income generated by households with working members is reduced. Winter cash assistance is implemented while ensuring a blanket coverage of assistance for all the poor⁷ since exposure to cold and weather-related hazards is considered a shock with devastating effects on already vulnerable people. Moreover, this assistance tier represents an integral part of the Basic Assistance sector's response as many families who are not benefiting from regular interventions (multi-purpose cash assistance, food assistance, or both) receive this critical one-off assistance.

Based on assessments from previous winter campaigns, most households 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.

It is worth noting that 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, however the impact of the programme may be diluted if families prioritize critical unmet needs first.

To address the specific needs of children, 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 demonstrated that children in programme areas attended school about 20 days more per school year than those in the control group.⁸

Children benefited from increased health and education spending, skipped significantly less meals, and became more optimistic. In addition, administrative enrolment data showed an important increase in enrolment (100 percent 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.

The second category of regular assistance provided through unconditional / unrestricted cash modalities, identified as niche programmes are much smaller in scale, and are based on an integrated multi-dimensional understanding of vulnerability. Shock responsiveness programmes are good examples, where eligible households are economically vulnerable, with inherited protection vulnerabilities, and have undergone a major life changer / shock (such as a loss of the breadwinning member of the family, a trauma affecting the head of the household, etc.). These integrated programmes are implemented with a social protection lens and include a strong case management component; yet, they have a shorter assistance duration.

By the end of 2020, the need to further scale up the different tiers of regular assistance is critical. Maintaining the same level of assistance has not been enough as economic vulnerability levels of displaced Syrians have continued to increase in 2019.

Moreover, assistance to vulnerable Lebanese through the National Poverty Targeting Programme (NPTP) is essential to ensure that families can meet basic needs, as well as mitigate the consequences of economic shocks. Specific funding streams should be allocated to assist families who have been identified as extremely poor and in dire need for support.

The Basic Assistance sector plans will look to explore linkages between sector interventions to increase the impact of cash programmes. This will be particularly important when direct assistance is constrained or when households are taken off due to limitations in funding. The aim will be to better understand how reliance on direct cash assistance can be decreased by encouraging a more multi-sector approach to assistance.

(6) 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.
(7) 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 percent of the total displaced Syrian population.
(8) The evaluation was finalized in 2018 but was not published yet.

Targeting and monitoring: key programmatic prerequisites

Refined targeting, monitoring, evaluation and programmatic research are essential to the implementation of a comprehensive and efficient cash assistance programme. The Basic Assistance sector relies on targeting to prioritize allocation of resources and identify those most in need, as needs far exceed available resources.

Targeting: data driven approaches

The Vulnerability Assessment of Syrian Refugees in Lebanon, an annual survey of vulnerability indicators, has supported the development of a data driven targeting approach or “the desk formula” which is in the determination of eligibility for multiple cash assistance programmes.

This “desk formula”, based on Proxy Means Testing (PMT) can predict expenditure per capita, and therefore assign an economic vulnerability score to displaced Syrian families based on variables observed in the UNHCR database. These variables include, but are not limited to, data on arrival date, household size and characteristics, gender of the head of the household, dependency ratio, presence of members with disabilities, and specific needs.

The scoring feature allows the ranking and identification of households to be prioritized for assistance. This is done without having to rely on large-scale data collected through home visits, which is expensive and time consuming.

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, to make use of the most up-to-date information and improve the quality of data, while attempting to minimize technical errors.

In 2019, a data-driven corrective layer was introduced to further minimize technical errors. This involved the collection of additional data from households who might be subject to exclusion error which is then used to reassess their eligibility for assistance.

The formula was refined to be more protection-sensitive during the third and fourth recalibration exercise in 2018 and 2019 as part of the sector’s commitment to mainstream protection into Basic Assistance programming.

During the recalibration, results showed a convergence between socio-economic and protection vulnerabilities. Most families displaying certain protection related vulnerabilities, such as older persons, persons with disabilities or chronic medical conditions, single parents, and children at risk were identified amongst the most economically vulnerable through the formula and were, therefore, eligible for assistance.

Different actors and specialized agencies working

under the umbrella of the sector adopt similar targeting approaches. For example, the National Poverty Targeting Programme (NPTP), with support from the World Bank, developed a proxy means testing approach to target poor Lebanese. Rather, UNRWA, responsible for Palestinian refugees, relies on a set of economic based data, such as living conditions, expenditures and demographics.⁹

Monitoring: tracking output and outcomes

Monitoring and evaluation is key to understanding how cash-based assistance programmes should continue to evolve and adapt to better protect displaced persons from increased vulnerability. These activities are critical to determine to which extent assisted families were able to access markets and meet their basic needs, as well as tracking the effects of the intervention on their overall wellbeing.

The sector currently relies on a range of tools focusing on post distribution and outcome monitoring for the respective cash-based interventions (regular and seasonal). These tools were standardized, harmonized and adopted by different actors implementing multi-purpose cash programmes.

The post-distribution monitoring tool is used to assess challenges beneficiaries may encounter after inclusion into the programme, and to monitor potential risks linked to assistance. The tool monitors access of households to distributions sites, satisfaction levels, use of money received, and effects of cash on their living conditions.

The outcome monitoring tool is 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.

Based on existing evidence generated by Basic Assistance sector partners,¹⁰ 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.ⁱⁱ Information generated from different rounds of data collection with women, specifically pinpointed that women often pick up the cash cards and play important roles in decisions about household expenditures.¹¹

Moreover, existing literature on impact monitoring showed that displaced Syrian households who receive multi-purpose cash have an increased spending power of 21 percent compared to non-recipients with similar vulnerability profiles. It also highlighted that household members have an improved sense of security and improved relationship with their surrounding host

(9) The Socio-economic Assessment of Palestine 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, hygiene and sanitation. Since then, no recent assessments were made.

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

(11) In 2018 and 2019, and due to the enhancement of the targeting tools, 48 percent of households benefiting from multi-purpose cash assistance were female-headed households a significant increase from 33 percent in 2017.

community, as they feel economically empowered.ⁱⁱⁱ In addition, cash assistance reduced the degree to which families rely on debt to meet their needs. Assisted families on average, have less overall debt than non-assisted families and are less likely to take new debts. Also, expenditure data has shown that benefiting families use a small portion of their monthly cash grants to pay back some debts.

Increasing attention is being focused on further developing the evaluation components of ongoing programmes. Integral to this work, the sector will be tracking the impact of cash assistance beyond the individual / family level, towards communities and markets, as well as exploring how these programmes can contribute to better protection outcomes by reducing economic vulnerability.

Looking beyond 2020: Exploring social protection and safety net approaches

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.¹²

A key initial step in this roadmap is the completion of the social safety net assessment undertaken by UNICEF and the Overseas Development Institute (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.

Since 2015, the Basic Assistance sector has incorporated the National Poverty Targeting Programme's criteria into its planning cycle. Whenever designing and planning an intervention targeting vulnerable Lebanese, most sector partners engage with NPTP to identify eligible households for assistance and interventions.

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, including on prioritization of assistance, targeting, implementation, delivery mechanisms, monitoring and a longer-term strategy for sharing responsibilities.

The role of the Social Development Centres (SDCs) and the regional National Poverty Targeting Programme offices is essential at the field level for coordination, implementation and planning for seasonal, regular and contingency assistance.

In addition, the Basic Assistance sector will explore opportunities to create linkages with other interventions to strengthen other safety net programming for vulnerable Lebanese.

LCRP sector outcomes, outputs and indicators

Linkages with the LCRP strategic objectives: contributions of the Basic Assistance sector:

The Basic Assistance sector aims at enabling displaced families to better protect themselves by reducing risks associated with being economically vulnerable.

The interventions of the Basic Assistance sector contribute to two strategic objectives of the LCRP as follows:

Strategic Objective 2: Provide immediate assistance to vulnerable populations

The sector contributes to this objective by supporting vulnerable populations to meet their basic needs. Regular and seasonal cash-based interventions represent a primary source of income for the most vulnerable households, most of them displaced Syrians, used mostly to cover food, rent, and health expenditures. More than 73 percent of households receiving multi-purpose cash assistance report improved ability to meet basic needs.¹³

A decrease in the level of assistance would increase their risk of becoming more vulnerable, given that recipient households are currently living with limited economic means to access basic goods and services critical to their survival.

Even though resources available for programming did not drastically change between 2018 and 2019, an increase in the economic vulnerability levels of displaced Syrians was witnessed due to a shrinking protection space characterized by limited access to employment and increased restrictive measures compounded by an overall worsening of social and economic conditions which have impacted the entire country.

It is worth noting that the ongoing deterioration of social and economic conditions in Lebanon is a major risk for planned sector interventions and programmes. There are growing concerns in Lebanon that the fluctuation of the value of the local currency could translate into an immediate degradation in purchasing power which could contribute to a decrease in the ability of individuals and families to meet their basic needs, even those who are being assisted through the sector. To mitigate this risk, the sector may have to revisit the benchmarks of expenditure baskets and transfer mechanisms currently in place, which might necessitate additional resources.

Strategic Objective 3: Support service provision through national systems

To strengthen service delivery and access of vulnerable groups, service provision will be supported through national systems. The Basic Assistance sector has established a partnership with the National Poverty Targeting Programme to transfer technical knowledge on assistance modalities and systems through existing

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

(13) UNHCR's Outcome Monitoring, 2019.

sector partners through capacity-building and training. 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 national safety net.

Sector outcomes, outputs and indicators

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

Output 1.1 – The most economically vulnerable households benefit from unconditional, unrestricted cash assistance grants

Activities under this output include household-level socio-economic vulnerability profiling and monitoring; distribution of unconditional, unrestricted multi-purpose cash transfers; research and increased learning opportunities on multi-purpose cash programming, as well as updating the targeting desk formula.

Additional activities based on the sector's Protection Risk Assessment (PRA) 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 training for partner staff (communications with communities, safe identification of protection risks and referrals); (c) development of minimum standards for protection mainstreaming and accountability; and (d) capturing measurability of accountability and protection mainstreaming actions through qualitative indicators within the sector logframe.

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

Output 2.1 – Population affected by seasonal hazards and emergencies benefits from cash grants

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 – Population affected by seasonal hazards and emergencies benefits from in-kind assistance

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 – NPTP has enhanced capacity to provide social assistance

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 MoSA 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 regular cash will focus on severely socio-economically vulnerable / extreme poor households¹⁴, while linking the interventions to other sector-specific activities to ensure complementarity and effectiveness.¹⁵

Specific targeting of seasonal assistance is based on socio-economic vulnerability and exposure to seasonal hardship and shocks.¹⁶ Sector partners will maintain the necessary resources to allow for timely responses to unforeseen circumstances.

Basic Assistance sector partners' geographical coverage is complementary to other sectors interventions (mainly food assistance – on regular basis, and shelter support during winter) and proportional to the concentration of needs and vulnerabilities, to make the best use of available resources in a conflict sensitive manner.

Displaced Syrians

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

The percentage of severely socio-economically vulnerable Syrian households is estimated by the annual Vulnerability Assessment of Syrian Refugees in Lebanon. Accordingly, 73 percent¹⁷ 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— 55 percent, are living in extreme poverty and 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

(14) Except for Palestine refugee households – blanket coverage applies

(15) The target for multi-purpose cash assistance in 2020 is: All displaced Syrian households living in extreme poverty (55 percent of displaced Syrians, as per VASyR 2019), calculated based on the Government of Lebanon's estimation of 1.5 million displaced Syrians in the country plus all Palestine refugees from Syria and most vulnerable Lebanese identified by the National Poverty Targeting Programme (42,935 households).

(16) The target for seasonal (winter) cash assistance in 2019 is: All displaced Syrian households living below the poverty line (73 percent of displaced Syrians, as per VASyR 2019), calculated based on the Government of Lebanon's estimation of 1.5 million displaced Syrians in the country plus all Palestine refugees from Syria plus the most vulnerable Lebanese identified by the National Poverty Targeting Programme (42,935 households).

(17) VASyR 2019

regular and seasonal assistance.

198,000 vulnerable displaced Syrian households are estimated to be living in dire need of support and therefore accounting for the total population in need, from which 147,000 are severely economically vulnerable and prioritized for regular cash assistance.

As of mid-2019, 58,000 vulnerable households are receiving multi-purpose cash assistance on a regular basis (compared to 62,000 households end 2018). This group will continue to be prioritized in line with the targeting approach.

The entire population in need group (198,000 households) is eligible for winter assistance and therefore to be targeted during the 2019/2020 campaign. During the previous winter assistance cycles, 187,000 households were identified for the 2018/2019 campaign.

Vulnerable Lebanese

Identifying households to be supported by the NPTP is based on self-referrals and receives applications from Lebanese citizens who consider themselves poor. The limitation of this approach is that outreach of the NPTP remains limited and as a result, a higher number of vulnerable Lebanese living in extreme poverty and in need of assistance remain unknown.

Available data prior to the start of the Syrian crisis indicates that between 27 and 28.5^{iv} percent of Lebanese were poor; however, no more recent data is available. Extremely poor Lebanese households are estimated to be around 10 percent of the country's population^v as per the National Poverty Targeting Programme (NPTP) in 2015,¹⁸ noting that the actual number of households enrolled in the programme is lower.

The National Poverty Targeting Programme launched a recertification exercise at the end of 2016 and throughout 2017 with the objective of refining and updating the existing database of beneficiaries. The recertification was based on household visits and data collected including 60 vulnerability indicators around shelter and sanitation conditions, assets, and demographics. The benchmark for determining poverty was set at \$5.7 per capita per day (extreme poverty line) and \$8.6 per capita per day (upper poverty line).¹⁹

The outcome of this exercise was that out of the nearly 106,000 beneficiaries enrolled, 42,935 households were identified as living in extreme poverty and therefore eligible for support. Eligible households receive health and education subsidies. Those identified as the most vulnerable (bottom of the rank) receive food assistance through e-vouchers.²⁰

Between 2016 and 2017, Basic Assistance sector

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

(19) 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*.

(20) Around 15,000 households currently benefit from the food e-voucher programme (out of 42,935 households in need).

partners targeted around 27,800 vulnerable Lebanese households with cash-based interventions.²¹ 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. In 2019, only 560 households were targeted with regular cash assistance due to funding limitations.

The entire number of households identified by NPTP is prioritized for regular and seasonal assistance by the Basic Assistance sector partners.

Palestinian refugees from Syria

27,700 Palestinian refugees from Syria, equivalent to 8,450 households, are registered with UNRWA based on the latest headcount in 2019. Their living conditions were assessed in 2015/2016.

However, similar to displaced Syrian households, Palestinian refugees from Syria are experiencing rapidly deteriorating socio-economic conditions, exacerbating their pre-existing vulnerability levels.

Currently, 100 percent of the Palestinian refugees from Syria are targeted with basic assistance (on regular and seasonal basis) based on their high socio-economic vulnerability level. As of June 2019, around 8,600 Palestinian refugee families from Syria were targeted and reached with cash assistance on a regular basis, including in winter (December 2018). This population will be further supported in 2020.

Mainstreaming of accountability to affected populations, protection, conflict sensitivity, age and gender, youth, persons with specific needs and environment

Accountability to affected persons

Since 2018, the sector has taken additional efforts to mainstream accountability into ongoing cash-based programmes. Specific focus has been placed on communications with affected communities, especially regarding trying to set a balance between transparent communication on targeting approaches and changes in eligibility, and the need for confidentiality.

In 2019, specifically during the retargeting period, the sector focused on engaging affected men and women, 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 community members on the design,

(21) 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.

content and method of dissemination of communication material.

In addition, agencies implementing cash programmes continued to use short messaging services (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 can contact existing information gateways, such as the interagency call centre or specific agencies' hotlines, to inquire about such decisions and receive information on assistance. It is worth noting that additional investments are put through the call centre to increase its capacity during the retargeting period.

Protection mainstreaming workshops in 2019, and the results of the sectoral Protection Risk Assessment (PRA) highlighted the need to strengthen complaint and feedback mechanisms through the sector, including for sexual exploitation and abuse. This comprise creating a more inclusive, responsive and informative mechanism, as well as addressing some key concerns identified.

To complement the existing targeting approach, efforts are currently underway to upgrade the existing grievance reporting mechanism (GRM) for the regular multi-purpose cash assistance programme that was piloted in 2018. This mechanism opens a window for households whose profiles continue to be missed by the data-driven eligibility formula, to submit an appeal. This mechanism is a critical opportunity for households whose situations might have changed and/or who would like to have a review of their eligibility. While the establishment of this mechanism has been positive, the sector recognises its limitations, specifically when it comes to funding limitations that constrain the ability to roll out the mechanism on a larger scale.

In response to the different challenges identified through the protection risk analysis, in 2020 the sector with support from the Protection sector will aim to:

- Review the current method used for responding to cases that submit a claim on the GRM as it recognises the need to improve the extent of feedback provided.

- Offer capacity building support to complaint and feedback staff to accurately classify and report on complaints.
- Information materials and sessions should be adapted to reach the most vulnerable and provided to raise awareness on the GRM and other complaint and feedback mechanisms including how and where to access, complaint-handling process and expectations on response. Frontline workers will be targeted.
- Promote the inter-agency minimum standards on complaints and feedback – which, if needed, can be adapted to the basic assistance sector - and where possible, training to roll out this guidance will be held.
- The sector will focus on maximising the use of non-identifying data captured through the GRM and other channels (hotlines, Post Distribution Monitoring PDMs) to produce collective sector-level analysis of key trends to inform and adapt programs and to further complement findings from the Vulnerability Assessment of Syrian Refugees in Lebanon, participatory assessments, and other sector assessments conducted. The sector will try to ensure data is disaggregated by age and gender.
- 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.

Protection and gender mainstreaming

In 2019, the Basic Assistance sector made efforts to better mainstream protection inclusive of gender, age and disability, into sector interventions. As a first step, the sector conducted a protection risk analysis with basic assistance sector members in all regional field offices, to identify challenges communities and individuals face with regards to four elements - meaningful access, safety, dignity and do no harm, accountability, and participation – and to design activities which respond to

Total sector needs and targets 2020

Population Cohort	Total Population in Need	Targeted Population	No. of Female	No. of Male	No. of Children (0-17)	No. of Adolescent (10-17)	No. of Youth (18-24)
Lebanese	227,546	227,546	113,090	114,370	70,881	37,181	
Displaced Syrians	1,095,000	825,000	424,050	400,950	443,025	159,225	
Palestinian Refugees from Syria	27,700	27,700	14,349	13,351	11,171	4,770	
Palestinian Refugees from Lebanon	180,690	2,565	1,272	1,293	892	392	
GRAND TOTAL	1,530,936	1,083,000	553,000	530,000	526,000	202,000	

those risks. Through this exercise, four main areas which need strengthening emerged; cross-sector referrals, inclusive and response complaints and feedback systems (addressed in accountability above), and inclusion of persons with disability.

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. The sector recognises however, that improvements must be made to meet this commitment.

The sector activities consider women 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.

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.^{vi}

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 is currently being carried out, in coordination with the relevant stakeholders within the sector, to trace the social effect of cash assistance.

The fact that not all eligible households ultimately 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 households and vulnerabilities respectively. The main aim of such an approach, considering the limited resources, is to mainstream conflict sensitivity into the targeting and thus reduce any push or pull factors.

Environment

In Lebanon, fuel vouchers and assistance (both monetized and in-kind) aim to support households in meeting domestic energy needs, while at the same time address 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





Endnotes

- i. Haughton, Jonathan; Khandker, Shahidur R. (2009) *Handbook on poverty and inequality*. Washington, DC: World Bank. <http://documents.worldbank.org/curated/en/488081468157174849/Handbook-on-poverty-and-inequality>.
- ii. Lebanon Cash Consortium (May 2016), *Gender Dynamics and Multi-purpose Cash Assistance for Syrian Refugees in Lebanon*
- iii. Lebanon Cash Consortium (2015), *Impact Evaluation of the LCC Multi-purpose Cash Assistance on Physical and Material Wellbeing: Comparing LCC beneficiaries and non-beneficiaries on physical, material, and psychological factors*
- iv. Lebanon, Central Administration of Statistics, World Bank (2016), *Snapshot of Poverty and Labor Market Outcomes in Lebanon based on Household Budget Survey 2011/2012*; Lebanon, Ministry of Social Affairs, UNDP (2008), *Poverty, Growth, and Income Distribution in Lebanon*
- v. Lebanon, Ministry of Social Affairs, NPTP (2015) *Data Sheet*
- vi. International Rescue Committee (August 2014), *Emergency Economies: The Impact of Cash Assistance in Lebanon*; CaLP, IRC (April 2014), *Impact evaluation of Cross-Sector Cash Assistance*; WFP (June 2014), *Economic Impact of Food E-vouchers on the Local Economy*.





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 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. Assessments 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	Result 2019	Target 2020	Baseline	Result 2018	Result 2019	Target 2020	Baseline	Result 2018	Result 2019	Target 2020	Baseline	Result 2018	Result 2019	Target 2020
10%	N/A	N/A	10%	53%	N/A	N/A	50%	89%	N/A	N/A	89%	65%	N/A	N/A	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	Quarterly





 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Result 2019	Target 2020	Baseline	Result 2018	Result 2019	Target 2020	Baseline	Result 2018	Result 2019	Target 2020	Baseline	Result 2018	Result 2019	Target 2020
N/A	N/A	N/A	N/A	90%	N/A	N/A	90%	90%	N/A	N/A	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 overlapp 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	Result 2019	Target 2020	Baseline	Result 2018	Result 2019	Target 2020	Baseline	Result 2018	Result 2019	Target 2020	Baseline	Result 2018	Result 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
Percentage of assisted households reporting that they know how to access humanitarian assistance.	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	Yearly
 Lebanese	 Displaced Syrians	 Palestinian Refugees from Syria (PRS)	 Palestinian Refugees from Lebanon (PRL)	
Baseline: N/A	Result 2018: N/A, Result 2019: N/A, Target 2020: N/A	Baseline: N/A	Result 2018: N/A, Result 2019: N/A, Target 2020: N/A	Baseline: N/A
Result 2018: N/A, Result 2019: N/A, Target 2020: N/A	Result 2018: N/A, Result 2019: N/A, Target 2020: N/A	Result 2018: N/A, Result 2019: N/A, Target 2020: N/A	Result 2018: N/A, Result 2019: N/A, Target 2020: N/A	Result 2018: N/A, Result 2019: N/A, Target 2020: 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
Percentage newly displaced households who are provided basic assistance	Numerator: number of newly displaced households assisted Denominator: number of households newly displaced	RNA, field offices to estimate newly displaced. Activity/Info, 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, Result 2019: N/A, Target 2020: 100%	Baseline: N/A	Result 2018: N/A, Result 2019: N/A, Target 2020: 100%	Baseline: N/A
Result 2018: N/A, Result 2019: N/A, Target 2020: 100%	Result 2018: N/A, Result 2019: N/A, Target 2020: 100%	Result 2018: N/A, Result 2019: N/A, Target 2020: 100%	Result 2018: N/A, Result 2019: N/A, Target 2020: 100%	Result 2018: N/A, Result 2019: N/A, Target 2020: 100%

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of assisted households affected by seasonal shocks who are able to meet their additional basic survival needs	Numerator: Number of households receiving seasonal and emergency assistance who were able to meet their additional 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, Result 2019: N/A, Target 2020: 100%	Baseline: 90%	Result 2018: N/A, Result 2019: N/A, Target 2020: 100%	Baseline: N/A
Result 2018: N/A, Result 2019: N/A, Target 2020: 100%	Result 2018: N/A, Result 2019: N/A, Target 2020: 100%	Result 2018: N/A, Result 2019: N/A, Target 2020: 100%	Result 2018: N/A, Result 2019: N/A, Target 2020: 100%	Result 2018: N/A, Result 2019: N/A, Target 2020: 100%

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 Result 2019 Target 2020	Baseline: Result 2018 Result 2019 Target 2020	Baseline: Result 2018 Result 2019 Target 2020	Baseline: Result 2018 Result 2019 Target 2020	Baseline: Result 2018 Result 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	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

Institutions

Baseline	Result 2018	Result 2019	Target 2020
N/A	N/A	N/A	N/A

