BASIC ASSISTANCE
SECTOR

PEOPLE IN NEED
2,241,000

PEOPLE TARGETED
1,276,000

REQUIREMENTS(US$)
2017 **571.5** million
2018 **571.5** million

PARTNERS
42

GENDER MARKER
2a

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SECTOR OUTCOMES

Outcome #1
$380.3 m

The ability of the socio-economically vulnerable population, including female headed households, to meet their basic survival needs is increased

Indicators
% of population who is severely economically vulnerable

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

Outcome #2
$191 m

Populations affected by seasonal hazards and emergencies are able to secure additional basic survival needs

Indicators
% newly displaced households who are provided basic assistance

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

Outcome #2
$200,000

National Poverty Targeting Programme (NPTP) Supported and Capacitated

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

National Social Safety Net Strategy in place

POPULATION BREAKDOWN

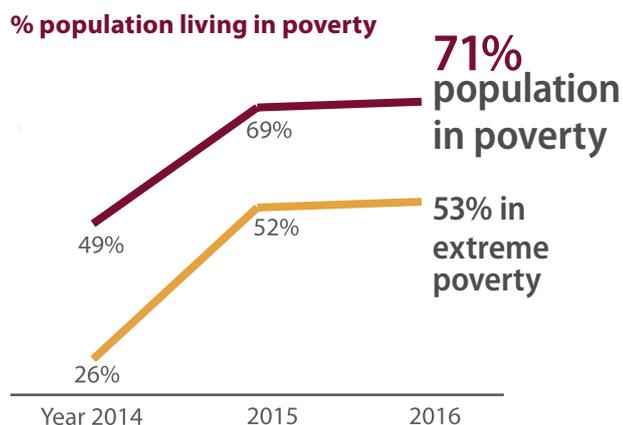| POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	52% Female	48% Male
Lebanese	528,574	176,500	87,754	88,746
Displaced Syrians	1,500,000	1,065,000	553,800	511,200
Palestine Refugees from Syria	31,502	31,502	15,909	15,593
Palestine Refugees in Lebanon	180,690	3,200	1,616	1,584

Situation analysis and context

1.1 Displaced from Syria: high needs and poor means

Persons displaced from Syria[1] have reached a critical situation portrayed by a progressive dwindling of resources, depletion of assets and savings, and restricted access to income generation opportunities. Households in such situations face an inability to secure basic needs such as food, adequate shelter, and basic domestic items for their households including clothes and home supplies, as well as access to healthcare and education. Given their age-specific vulnerabilities, children are especially affected by deteriorating living conditions of their households.

During winter (from November to March), these needs increase as average temperatures in Lebanon drop and range between 10°C and -5°C at high altitudes, exposing the most vulnerable of the population to cold and hardship.

For instance, the most vulnerable displaced Syrians live in poor quality and unprotected shelters[2] that need ceiling off kits, plastic sheeting for the tents, stoves and fuel for heating, winter clothes and blankets, as well as additional food to cover the required caloric intake. The coverage of those additional needs range between US$ 70 and $150 per month.[i]

Over the past five years, the percentage of displaced Syrian households living below the poverty line ($3.84/capita/day) has been increasing.[3] In 2016, 71 percent live in poverty, compared to 69 percent in 2015 and 49 percent in 2014. A further 53 percent is deemed severely socio-economically vulnerable, that is, currently living below a survival minimum of $435/month for a household of five.[4ii]

% population living in poverty

71% population in poverty

69%

49%

53% in extreme poverty

52%

26%

Year 2014   2015   2016

Almost three quarters of displaced Syrian households are applying severe coping mechanisms, with an increased rate in irreversible strategies such as selling household goods and productive assets, land, and houses in Syria. Poor economic situation of households, coupled with costs associated with sending children to school (transportation costs, cost of supplies and opportunity costs) have meant that many families do not enrol children in school in favour of having them provide economic support to their families. Data from the household profiling exercise[5] of Syrians registered with UNHCR as refugees (reaching 75 percent of the registered population by December 2016), confirm these trends.[iii]

More than 90 percent of visited households had borrowed money in the previous 30 days to purchase food, pay their rent, and access healthcare. Those needs represent, on average, 75 percent of the total expenditures per month. Food vouchers alone were considered the main livelihood source for 54 percent in 2015, an increase of 14 percent over 2014.[6]

91% of displaced Syrian households

have debt

Furthermore, the percentage of households in debt has reached 91 percent, an increase of two percent since 2015, and 24 percent since 2014. The average cumulative debt is as high as $857 (roughly twice the value of the survival minimum), an increase of $15 from the previous year and $195 from 2014.[iv]

Displaced Syrians tend to share resources with each other as part of a collective coping mechanism. For example, households sharing apartments (usually in substandard conditions) often leads to overcrowding which increases protection concerns. Data shows that households living in overcrowded conditions have increased by four percent since 2015.

The situation of the Palestine Refugee population is similar to the situation described above when it comes to the general socio-economic vulnerability levels. Two-thirds of Palestine Refugees in Lebanon live

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(1) Displaced Syrians and Palestine Refugees from Syria.
(2) Around 80% of poor households live in substandard conditions as per thezz Interagency 2015, Households Profiling Questionnaire Data.
(3) With support from donors and in cooperation with NGO partners, an annual 'Vulnerability Assessment for Syrian Refugees (VASyR) framework was established in 2013, led by WFP and carried-out jointly with UNHCR and UNICEF. VASyR provides an annual multi-sectoral vulnerability assessment that determines planning figures for sectors prioritizing households based on socio-economic vulnerability and poverty.
(4) The survival minimum is captured by an expenditure model developed by a group of cash actors in an attempt to quantify the survival levels and expenditure categories needed per month to survive in Lebanon with dignity. Expenditure baskets vary according to different periods and living conditions. Existing values represent an estimation calculated in 2014.

(5) The household visit (HV) exercise is an inter-agency profiling exercise initiated in 2014 to determine the level of vulnerability and eligibility for inclusion in assistance, and to monitor changing needs of households registered with UNHCR as refugees. Enumerators visit approximately 9,000 refugee households every month, having interviewed 175,000 households as of October 2016.
(6) Representative figures of the total refugee population for 2016 are not available; the questions in VASyR 2016 were asked to households having working individuals only; of those, 33 percent considered food e-vouchers as a primary source of income –despite having at least one member of the household working (casual or informal work).

under the poverty line[7].[V] In addition, 31,500[8] Palestine Refugees from Syria now reside in existing overcrowded Palestinian camps and gatherings across the country. Compared to Palestine Refugees in Lebanon households, extreme poverty levels among PRS is three times higher.[vi] The Palestine Refugees from Syria population in its overwhelming majority (98 percent), relies heavily on assistance provided by UNRWA as a main source of income.[vii] Palestine Refugees from Syria households also rely on debt as their access to informal jobs is limited.

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

1.2 Poor Lebanese: historical poverty and increased vulnerabilities

While no recent data on the poverty levels of the Lebanese population exist, available data from 2008 and 2011 indicate that between 27 and 28.5[viii] percent of the Lebanese were poor prior to the Syrian crisis, living below $3.84 per capita per day. Extremely poor Lebanese households constitute around 10 percent of the country's population[ix] as per the estimates of the National Poverty Targeting Programme (NPTP).

In addition, according to the NPTP (established in 2011), the incidence of poverty has risen by six percent over the past five years, resulting in an additional number of households not being able to afford the minimum standards of living per month.[x] Extremely poor Lebanese households live mainly in the North (45 percent), Bekaa (21 percent), and Mount Lebanon (19 percent). The unemployment rate among the heads of vulnerable Lebanese households assessed by the NPTP is 51 percent.[xi] The return of Lebanese households previously living in Syria before the crisis has further increased this rate.

To date, almost 106,000 Lebanese households are identified as living below the poverty line ($3.84/day). Nearly one-third of these (35,000 households) live in absolute poverty (below $2.4/day). Those households are targeted by the NPTP. Eligible households receive health and education subsidies and food assistance through e-vouchers.[9]

In 2015, 5,300 households (29,000 individuals) of Lebanese returnees from Syria were registered and profiled across the country.[10] Around 45 percent of these households were of mixed nationality, mostly Syrian-Lebanese, with the majority living in Bekaa and Akkar. About a quarter were unemployed at the time of the survey.

1.3 The environment: localities, markets, and service providers

Socio-economic vulnerability is also geographically pronounced as different studies indicate that the poorest of the affected vulnerable Lebanese, displaced Syrians and Palestine Refugees from Syria live in the Northern and Eastern governorates of Lebanon. A large number of localities among those governorates are characterised by high demographic pressures, poor infrastructure as well as social and economic deprivation.

In addition to the persistent socio-economic vulnerability and poverty levels among the different segments of the affected population suffer from access to and lack of job opportunities. Lebanon faces a stagnation in which the overall growth of the GDP is below two percent[xii], and therefore job creation is almost absent.

As a result, markets currently witness a surplus of labour supply resulting in increased competition especially in low skilled categories, deterioration of average wages and increased risk of exploitative working conditions. Persons displaced from Syria face additional challenges accessing the formal labour market, which despite permitting access to the agriculture, construction and environment sectors, is very limited in practice due to onerous legal and administrative frameworks.

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 of Lebanese returnees. Other government authorities such as Ministry of Social Affairs (MoSA), NPTP, and local NGOs have relief programs, yet these are also not sufficient to cover the entire vulnerable Lebanese population.

The NPTP, aims to support vulnerable Lebanese households in meeting their most urgent needs. It receives applications from Lebanese citizens who consider themselves poor. In practice, however, applicants may face a high percentage of exclusion after verification is conducted, which may lead to underreporting and hidden vulnerabilities. Reported needs by vulnerable Lebanese include basic elements such as food, health and rent and special needs such as rehabilitation support and supplies to persons with disabilities and older persons.

As rates of poverty incidences increase, certain members of a family - children and older persons, persons with specific needs and female-headed households - become more vulnerable to exclusion, exploitation and increased hardships. With the current persistent vulnerability levels, the percentage of people in need of basic assistance in 2015 – 2016 is approximately twice that of 2014.[11]
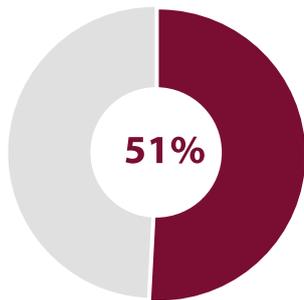
Overall, if needs are insufficiently addressed, affected populations, mainly displaced from Syria, are at high risk of resorting to severe negative coping mechanisms.

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(7) 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).

(8) Based on the latest headcount conducted by UNRWA in 2016.

(9) Around 5,000 households - 27,000 extremely poor individuals – currently benefit from the food e-voucher programme (out of 35,000 households in need).

(10) Between April and May 2015, the International Organization for Migration (IOM) and the Lebanese High Relief Commission (HRC) launched a profiling exercise for 5,245 households of Lebanese returnees from Syria (28,574 individuals) across the country.

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(11) 26 percent below the survival minimum in 2014 vs. 53 percent in 2016, VASyR (2014 – 2016).

These can include, but are not limited to: reducing the number of meals consumed, withdrawing children from school[12], begging, worst forms of child labour, early marriage and survival sex.

A four years framework would necessitate looking at addressing immediate needs of the most vulnerable in a more holistic approach. Mainstreaming stabilization necessitates a shift in the way the sector operates where further evidence-based analysis around value chain and links with markets should be developed.

Overall sector strategy

51%

unemployment rate among the heads of vulnerable Lebanese households enrolled with NPTP

The provision of basic assistance[13] aims to prevent socio-economically vulnerable households, including female headed households, from falling deeper into poverty. Populations displaced from Syria and vulnerable Lebanese are the primary people of concern for Basic Assistance sector partners.

Assistance is provided by Government, UN, and NGO partners. Throughout the year, regular assistance is provided to the poorest populations to ensure that they can meet their survival needs[14] in a manner that allows choice and promotes dignity. At certain times of the year, when the expenditure of households increases, especially in the winter months and during the school year, and consequently support is increased in order to compensate for additional needs due to weather conditions and decreased opportunities of seasonal work.

The current socio-economic targeting approach factors in gender and disability considerations including female-headed households and/or households with members with disabilities. Opportunities to strengthen protective dimensions are undertaken such as safety in access and at distribution points. This is also complemented by other pilot initiatives such as Protection Cash Assistance to respond to protection risks/shocks that are not based on socio-economic factors alone.

In a four-year framework, the sector will focus on scaling up cash assistance at an optimal level.[15] This includes focusing on regular year-long programmes as well as ensuring the widest coverage of the poor in seasonal assistance. In addition, the sector will continue to work closely with existing safety net structures (such as the NPTP) to reach the most vulnerable Lebanese. To further develop the programmes and incorporate lessons learnt, the sector will continue to invest in research to strengthen the collection of evidence underpinning the response.

Direct assistance: multi-purpose cash[16]

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

In the context of Lebanon, an upper middle income country with a vibrant banking sector, using the cash modality to assist vulnerable households has shown to be successful and the recipients of this type of assistance expressed their preference for this modality over in-kind.

A recent study by the Lebanon Cash Consortium (LCC)[17] demonstrates that cash as a modality has the potential to improve gender relations and reduce the risk of exposure to Gender Based Violence. Financial assistance alleviates pressures that households experience due to lack of income as demonstrated by the LCC.[xiii]

The multi-purpose cash assistance package is based on a survival minimum expenditure model developed in 2014 that estimates the different levels of expenditures on key items related to food, shelter, water, hygiene items, and access to services required per month to live in Lebanon ($435/family/month).

Currently, 55,000 displaced Syrian households receive multi-purpose cash assistance, of them, 33 percent are female headed households, while the number of households in need exceeds 125,000.[18] The delivery of the $175 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

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(12) 16 percent of displaced Syrian households/registered with UNHCR as refugees (interviewed in the interagency profiling questionnaire) withdrew their children from schools to assist in the income generation for the family.

(13) Basic assistance includes multi-sector cash transfers that allow households to prioritize their expenditures while maximizing the impact of limited resources for the humanitarian response. In-kind assistance of standard Core Relief Items and/or winterization assistance will be maintained where cash-based programming is less appropriate; Basic Assistance Sector terms of reference (TORs), 2015

(14) Through cash and in kind modalities; access and provision of female sanitary items is managed through the Water Sector.

(15) 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.

(16) 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). Currently 70 percent of the Syrians registered with UNHCR as refugees are eligible for assistance. Due to resource constraints, 44 percent of those households currently receive assistance.

(17) Lebanon Cash Consortium (LCC) is a cash actor supporting more than 18,000 displaced Syrian households under the Basic Assistance sector. It joins the efforts of six agencies: ACTED, CARE International, International Rescue Committee (IRC), Save the Children (SC), SOLIDARITES INTERNATIONAL (SI), and World Vision (WV) to provide multi-purpose cash assistance to displaced Syrians in each of the agencies' respective areas across Lebanon.

(18) Households are identified and ranked based on socio-economic vulnerabilities from the least to the most vulnerable.

to be generated from work or through a remittance ($125) to reach a survival level of expenditures ($435/family/month).[xiv]

Post Distribution Monitoring (PDM) conducted by different cash actors continuously sustains that households use these amounts to cover part of their most critical needs. The purchase of additional food is the most frequently mentioned usage of cash assistance (35 percent), followed by rental costs as it was reported by 27 percent of respondents between January and March 2016. Households also cited debt repayment (14 percent) and health (12 percent) as other priorities for using the cash grant received.[xv]

PDMs represent a key source of information on how vulnerable households make use of assistance, which allows for feedback into more robust needs-based programmes. Impact monitoring shows that Syrian displaced household beneficiaries of multi-purpose cash have an increased spending power of 21 percent compared to non-recipients with similar vulnerability profiles. It also shows that household members show an improved sense of security and improved relationship with their surrounding host community as they feel economically empowered.[xvi]

PDM focus group discussions with women to date have not identified harmful gendered impacts of the assistance, with females often picking up the cash cards and reporting key roles in decisions on household expenditures. However, the sector will strengthen its gender analysis in collaboration with the protection sector to facilitate a more comprehensive understanding of the situation.

At the macro level, the design of the assistance package aims to trigger an aggregate demand effect stimulating local markets. By December 2016, more than $200 million will have been distributed to more than 190,000 households[19] and spent in the local economy in forms of cash and voucher assistance.

Additionally, an unconditional cash transfer targeting Syrian children aged 5 to 15 years is being piloted in two Governorates (Akkar and Mount Lebanon) during the 2016/2017 academic year with the aim of scaling up nationally in the 2017/2018 school year. The pilot program is reaching 50,000 Syrian children during the 2016/2017 school year, increasing to 130,000 children the following year. The delivery of cash support aims to mitigate negative coping mechanisms created by financial constraints of the household. Syrian children aged 5 to 9 who enrol in a second shift school will receive a basic monthly unconditional cash transfer of $20. Syrian children aged 10 to 15 who enrol in a second shift school will receive a more extensive monthly education transfer of $65. Children receive the grant during the 8 months of the school year during which household expenditures increase (from October to May).

Seasonal assistance: another form of cash based-interventions

During winter the sector will provide support through a variety of activities and transfer modalities, including cash-based interventions, vouchers[20] and in-kind distributions[21], as appropriate to population groups and contexts[22]. Furthermore, it also accounts for households displaced due to an emergency situation.

Seasonal winter support entails focusing on an optimal inclusion of the poor in assistance. Therefore, support plans aim to reach Lebanese, Syrian and Palestinian households with scarce financial means that are exposed to the cold. The sector is increasingly monetizing assistance to adapt to the rapidly increasing needs of the population[23] and mainstream cost efficiency.

Monetized assistance during winter derives its importance from the fact that casual labour opportunities tend to decrease and therefore income generated by households with working members is reduced.

Addressing seasonal needs requires a multi-sectoral assistance approach. If a gap in shelter weatherproofing or food assistance exists, households are obliged to use the monetized winter assistance to address these, often at the expense of other key items required to cover basic needs.

52 percent of displaced Syrians who received cash for winter assistance during the 2015-2016 season reported that, in addition to meeting heating needs, the money received was spent on food, shelter repairs and health expenses.

Once vulnerable households are identified, inclusion in regular year-long or seasonal time-bound assistance takes place, based on available resources.

Targeting and Monitoring: the backbone of cash programming

Targeting, monitoring, evaluation and research represent key aspects of a full and efficient cash assistance programme implementation.

The Basic Assistance sector relies on a targeting approach to prioritize resources and help identify those most in need. Accordingly, the socio-economic vulnerability of households is profiled and assessed to ensure appropriate targeting, data collection and better understanding of households' needs and overall socio-economic living conditions.

By December 2016, more than 185,000 households (75 percent of all persons registered as refugees by UNHCR in Lebanon) will have had their socio-economic

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(19) The cash amounts received by Lebanese, Syrian, and Palestine households in winter and on regular basis were used to access goods and services from local shops and service providers.

(20) Fuel vouchers for heating.
(21) 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.
(22) Households living under the Minimum Expenditure Basket/poverty line ($3.84/capita/day) require attention whereas those living under the SMEB/extreme poverty line ($435/month for a household of five) require immediate action.
(23) Based on post distribution monitoring reports, beneficiaries prefer monetized assistance as it better responds to their needs.

vulnerability profiled. Information collected through this exercise serves specific programmatic interventions such as shelter, water, sanitation and hygiene, in addition to referral of cases in need of other types of protective assistance or services.

In 2016, based on lessons learned from the profiling exercise and the different rounds of VASyR, the sector has developed a predictive desk formula (Proxy Means Testing[24] - PMT) to help sector partners identify and prioritize poor households eligible for assistance, in a quick manner and without necessarily conducting households visits.

The formula predicts expenditure per capita based on key variables collected upon registering as refugees with UNHCR. These variables are mostly demographic and relate to the households' characteristics, including, but not limited to: arrival date, household size, gender of the head of the household, education level, dependency ratio[25], presence of members with disabilities, and age.

When applied to the total refugee population, the desk formula allows the ranking of households from the least to the most vulnerable. Based on this methodology, 70 percent of the total refugee population is deemed poor, and therefore in need of assistance. The formula will have to be recalibrated every year based on the most up-to-date information about the population.

The sector will also adopt a qualitative inclusion approach that aims at identifying and including households in need of assistance, but not captured in the quantitative model. This approach will help rectify any possible exclusion errors of the statistical model and help in reaching households with specific characteristics and proven socio-economic vulnerability.

The qualitative inclusion approach includes an appeals mechanism that will be operationalized end of 2016. In addition, the sector is currently working on establishing a comprehensive referral mechanism (from and to Basic Assistance) that will help identifying households with hidden vulnerabilities while retaining a focus on economic aspects.

A communication strategy with beneficiaries has been put in place as of October 2016. This communication strategy highlights key information to be disseminated to beneficiaries on a regular basis on assistance, eligibility, and appeals processes.

As a result of the new targeting methodology, the household visits previously used for profiling and targeting will continue with a focus on outreach and monitoring instead of targeting. Furthermore, information collected will further contribute to an ongoing tracking of the vulnerabilities faced by displaced

Syrians in a way that allows stakeholders to identify changes in context required for efficient programme design and adaptation.

Monitoring and evaluation represent key areas to be further strengthened and explored in 2017. The sector has already initiated some efforts to harmonize monitoring tools. Those tools include different questionnaires that can be used in post distribution monitoring to measure access of households to distributions sites, their satisfaction, the use of money received, and impact on their living conditions. A broader framework will be developed.

Research will allow exploring potential programmatic adaptation to fit a four-year framework while conducting in-depth profiling of assisted households[26] within the population targeted.

Different actors and specialised agencies working under the umbrella of the sector adopt similar approaches and methodologies based on PMT to estimate the poverty levels of different targeted population groups. The NPTP, with support from the World Bank, developed its criteria for targeting poor Lebanese, whereas UNRWA is responsible for the Palestine Refugees from Syria, and IOM for the Lebanese returnees.

The sector plans to explore the impact that discontinuation of assistance will have on households that have been enrolled in cash programmes for a long time. This will be done by analysing the profiles of the vulnerable households that have been receiving multi-purpose cash assistance over the past three years. Furthermore, research will be conducted to explore possible longer term multi-sectoral linkages.

Mainstreaming efficiency: a common platform for cash assistance

Beginning in October 2016, World Food Programme (WFP), UNHCR, United Nations Children's Fund (UNICEF) and LCC started distribution of the Common Card to approximately 185,000 Syrian refugee households in Lebanon. The e-cards can be used in any of the 480 WFP-contracted shops across the country and any ATM across Lebanon, depending on the type of assistance loaded. Humanitarian agencies are striving to provide all forms of cash assistance on this single, common card and thereby maximize efficiency gains in the delivery of assistance to vulnerable households.

Support to existing safety nets

Throughout the 2015 – 2016 LCRP, the Basic Assistance sector established a strong partnership with NPTP through which most of the actors are modelling their targeting criteria for Lebanese on the recommendations of the NPTP.

This partnership is maintained through the active participation of the NPTP in the sector discussions as well

as technical support from the sector partners on areas that are jointly identified.

Relating to the upcoming four-year programming starting in 2017, the Basic Assistance sector will further explore investments in existing safety net platforms as transitional activities benefiting vulnerable Lebanese.

Support to NPTP will be maintained and further enhanced. Close collaboration with MoSA and the HRC is essential to harmonize approaches towards prioritization of assistance, targeting, implementation, delivery mechanisms, monitoring and a longer-term strategy for sharing responsibilities.

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), NPTP offices and municipalities is also essential at the field level in the coordination, implementation and planning for seasonal, regular and contingency assistance. The NPTP criteria and standards represent the sole targeting mechanism for vulnerable Lebanese and therefore should be enforced and capacitated.

2.1 Sector Outcomes and Outputs

The 2017-2020 Basic Assistance strategy aims to achieve the following:

Outcome 1 - The ability of the socio-economically vulnerable population, including female headed households, to meet their basic survival needs is increased

Output 1.1 - Increased provision of multi-purpose cash grants to the more socio-economically vulnerable households.

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; and updating the targeting desk formula.

Outcome 2 - Populations affected by seasonal hazards and emergencies are able to secure additional basic survival needs

Output 2.1 - Populations affected by seasonal hazards and emergencies are assisted with cash grants.

Cash grants and vouchers will be distributed to seasonal hazards-affected households, along with contingency cash for influx and emergency interventions. The sector will conduct assessments, monitoring and an impact evaluation of seasonal needs.

Output 2.2 - Populations affected by seasonal hazards and emergencies are supported with in-kind assistance.

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

Outcome 3 – The National Poverty Targeting Programme (NPTP) is supported and capacitated

Output 3.1 - Enhanced capacity of NPTP to provide social assistance

Activities under this output will include institutional support to the NPTP through capacity building of staff and social workers. Furthermore, under this outcome a joint study with MoSA/NPTP on outcomes and impacts of multi-purpose cash-based programmes (particularly for social stability) is planned.

2.2 Identification of sector needs and targets at the individual and geographical levels

Using a prioritization approach, targeted assistance for multi-purpose cash will focus on severely socio-economically vulnerable households, while complementing the interventions and activities of other sectors with its spill-over effect in meeting needs of different types.[27]

Specifically, seasonal assistance targeting is based on socio-economic vulnerability and exposure to cold.[28] Sector partners will maintain the necessary resources to allow for timely responses to unforeseen circumstances.[29]

Humanitarian agencies will coordinate with the authorities at national and field levels, to assist according to the vulnerabilities of the different cohorts while mainstreaming gender, youth, disability and environmental responsibility.

Displaced Syrians

Severely socio-economically vulnerable households are estimated by the annual "Vulnerability Assessment of Syrian Refugees in Lebanon" (VASyR). Results from 2016 estimate that 53 percent of displaced Syrians have household expenditures below the survival minimum.

The Basic Assistance sector will prioritize the most vulnerable for targeting assistance, using 53 percent of the population as the planning figure. The population in need is the 71 percent estimated by VASyR 2016 to be living under the poverty line.

To date,[30] around 53,000 vulnerable households are receiving multi-purpose cash assistance on a regular basis. Female-headed households constitute 33 percent of the overall beneficiaries. This group will continue to be prioritised in line with the targeting approach. During the previous winter assistance cycle,[31] close to 160,000 households received seasonal cash between November and March.

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(27) Target for 2017: 53 percent of registered displaced Syrians as well as Palestine Refugees from Syria and vulnerable Lebanese.
(28) Target for 2017: 69 percent of registered displaced Syrians in addition to other cohorts.
(29) 30,000 households are expected to arrive to Lebanon in case of a sudden influx – based on the humanitarian partner Contingency Plan; the target is set to increase preparedness of agencies to respond. Within in this, the Basic Assistance sector plans to target 15,000 households with one-off cash payment of $200 and another 15,000 households with core relief items.
(30) November 2016
(31) 2015/2016 Inter-agency winter support plan.

Targeting non-registered displaced Syrians is also possible for households with proven socio-economic vulnerabilities. A total of 1.5 million displaced Syrians, as per the estimations of the GoL, is used to calculate the target.

The only limitation to the targeting approach is the fact that the desk formula focuses on registered Syrian households with UNHCR.

Vulnerable Lebanese including returnees

Eligibility criteria for the most vulnerable Lebanese[32] are defined by the NPTP. As a consequence of the Syrian crisis, the number of vulnerable Lebanese has increased. Currently, almost 106,000 households are considered socio-economically vulnerable and therefore in need of assistance. Of those, 35,000 households live in extreme poverty and therefore prioritized for multi-purpose cash.

In 2016, LCRP partners targeted around 1,800 households with multi-purpose cash. Those households were not enrolled in the e-card food assistance programme. Six years into the crisis, the Lebanese returnees from Syria are considered within the vulnerable Lebanese population category. Yet, their socio-economic vulnerability profile is similar to that of displaced Syrians in terms of needs and living conditions. IOM will utilize the data gathered during the Lebanese Registration exercise to target 10,000 individuals who are considered severely socio-economically vulnerable providing them with basic assistance, both cash and in-kind.

Palestine Refugees from Syria

31,502 Palestine Refugees from Syria are registered with UNRWA based on the latest headcount conducted during the second half of 2016.[xvii] Their vulnerability has been calculated by UNRWA following a household vulnerability assessment, using a multi-sectoral methodology similar to the VASyR, but tailored to the

specific needs and circumstances of Palestine Refugees.

In 2016, more than 9,000 Palestine Refugees from Syria households have been targeted and reached with cash assistance, during winter and on regular basis.

The Vulnerability Assessment of Palestine Refugees from Syria in Lebanon sought to provide a profile of this population according to the following eight sectors: 1) economic; 2) education; 3) food security; 4) health; 5) non-food items (NFIs); 6) protection; 7) shelter; and 8) WASH.

Based on criteria established by the World Food Programme, each Palestine Refugee from Syria household was classified into one of four categories (low, mild, moderate or severe vulnerability) for each of the eight sectors. Each classification was assigned a weight, and the weighted scores were then combined to obtain a final classification representing an overall vulnerability (also of low, mild, moderate, or severe).

Similar to the displaced Syrians, the Palestine Refugees from Syria population in Lebanon is experiencing rapidly increasing socio-economic vulnerability. Currently, 93 percent of the Palestine Refugees from Syria are targeted with basic assistance based on their high socio-economic vulnerability level. This population will be further supported in 2017.

(32) Approximately 10 percent of the population are deemed eligible according to the NPTP in 2015.

Total sector needs and targets 2017

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	528,574	176,500	87,721	88,713	54,980	28,840	
Displaced Syrians	1,500,000	1,065,000	553,800	511,200	570,840	203,415	109,695
Palestine Refugees from Syria	31,502	31,502	15,909	15,593	11,542	5,059	
Palestine Refugees in Lebanon	180,690	3,200	1,616	1,584	1,220	589	
GRAND TOTAL	2,240,766	1,276,000	59,000	617,000	639,000	238,000	

Mainstreaming of conflict sensitivity, gender, youth, people with specific needs (PwSN) and environment

Conflict Sensitivity

The scaling up of the NPTP for vulnerable Lebanese is expected to improve conditions for the increasing number of Lebanese pushed deeper into poverty by the Syrian crisis.

The shift toward cash-based interventions for displaced Syrians creates aggregate demand and stimulates an economic multiplier effect as money received in forms of assistance is spent in local Lebanese shops. This has mitigated, and will further mitigate, the negative impact on struggling communities of vulnerable Lebanese and displaced Syrians.[xviii]

Exogenous resources such as additional cash injections targeting both vulnerable Lebanese and Syrians will alleviate societal tensions by empowering the most vulnerable. Further monitoring and analysis on how cash is spent will be carried out to trace its social effect in coordination with the relevant stakeholders within the sector.

Gender, Youth, People with Specific Needs

All Basic Assistance sector partners and agencies apply the 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. Over the next four years further work will take place to better understand the post-distribution effect of monetized interventions (on gender and diversity in particular), with necessary adaptations implemented pending the findings.

Part of the sector strategy is to ensure that special needs will be taken into account for households that have been identified living in severe socio-economically conditions. The current model takes into account whether a household has family members with disabilities. Persons with disabilities have specialised needs that entail additional costs on the family and require continuous assistance.

Vulnerability studies suggest that households with many young dependents, female-headed households and those with persons with disabilities and older persons, often face special socio-economic hardships to cover all basic and special needs. These needs are addressed by the provision of assistance that can, in the case of cash, allow households to prioritize their spending based on their own specificities and meet 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 risk of exploitation as well as 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 can contribute to decreasing harmful coping mechanisms, including those specific to women, children and other persons with specific needs, when complimented with case management services. Nevertheless recognising cash is not the only solution, and as other types of vulnerabilities can be identified, sector partners will refer individual cases to specialized case management agencies for in-depth follow-up.

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 addressing other concerns such as: reducing deforestation and 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.

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

Inter-sector linkages

The household profiling exercise, part of the Basic Assistance sector strategy, represents a key source of information on vulnerabilities and other living conditions. This exercise maps different sector-specific vulnerabilities, and aims to allow sectors to benefit from the wealth of information generated for their specific programmatic interventions.

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, the assistance package provided by the Basic Assistance sector partners to vulnerable households is based on an inter-sectoral estimation of needs. The assistance provided contributes to the overall targeting of vulnerabilities through addressing economic capabilities.

Specific inter-sector links include the following:

Food security: The Basic Assistance sector co-chairs the targeting sub-working group with the Food Security sector, which is contributing to the cash modalities used under both sectors. Collaboration and coordination efforts attempt to refine and align targeting exercises of both sectors. Exchange of information on household profiles, referral of cases and harmonization of monitoring tools are key activities. Furthermore, the sectors will work together to ensure optimal convergence and complementarity of assistance through continuous improvement of targeting models and identification methodologies. It is worth noting that as of the end of 2016, the main actors in both sectors are using a harmonized common assistance delivery mechanism - the Common Card. 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 pushing these households towards a survival minimum level.

Livelihoods: Both sectors will engage further in strategic discussions on how to decrease reliance of households on direct assistance. It is worth mentioning that the absence of self-reliance opportunities for vulnerable populations has rendered basic assistance as the sole resort and the de-facto safety net solution. Both sectors will have further discussions on the impact that cash assistance has on local markets and gauge future linkages.

Social stability: Direct assistance to displaced Syrians and vulnerable hosting communities represent an alleviator of social tensions. The Basic Assistance sector designs its programmes through a conflict-sensitive, gender-balanced, and needs-based lens. For instance, monitoring of the impact of cash assistance shows that the money received is improving access to goods and services in the local economy, which benefits existing businesses in the market. Nevertheless, and due to resource limitations, sector partners prioritise their interventions and support those who are most in need. Therefore, not all eligible households receive assistance, which may increase tensions between recipients and non-recipients. The Basic Assistance sector plans to conduct a study on the effect of cash assistance on social stability. The Social Stability sector can extend support in the design of this methodology and contribute to the assessment framework of targeted communities.

Shelter, Energy and Water: The decision-making formula that defines the eligibility of vulnerable households to receive assistance is a key filter for shelter 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. Further collaboration between the Basic Assistance, Shelter, Energy and Water sectors occurs in the preparation, coordination and implementation of winter support

assistance. Lastly, the household profiling exercise facilitates the identification and referral of cases with specific shelter and water and sanitation vulnerabilities through a recently added functionality on RAIS.

Protection, Education and Health: The protection correlation is done by ensuring that households in need of assistance are identified and supported in a timely and safe manner. Distributions are carefully planned with the Protection sector. Protection of persons with disabilities can result in less abuse, particularly with regards to children with intellectual disabilities, through improved independence and less econozmic burden. If households are better able to meet their survival needs, children who were prevented from attending school due to economic reasons can have this barrier reduced or eliminated. The household profiling exercise can flag and refer to Protection and Education sectors households who have children at risk of dropping out of school, child labour or early marriage for follow up and case management support. Recently, the Health sector started adopting the socio-economic scoring generated by the desk formula to identify households eligible for full health coverage. Poor households' case numbers are shared with Third Party Administrator (TPA) once identified to ensure a timely response. The flagging function on RAIS can help sector specialists in Education, Health and Protection to identify cases and households in need of specific support. Referral pathways are an area the Basic Assistance sector would like to explore further in 2017. In addition, the Basic Assistance sector will strengthen two-way engagement and accountability at the community level through continuously and clearly communicating eligibility requirements, providing opportunities for appeals and feedback/complaints mechanisms on assistance and also on Preventing Sexual Exploitation and Abuse (PSEA).

Endnotes

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Sector Logframe

Outcome 1: The ability of the socio-economically vulnerable population, including female headed households, to meet their basic survival needs is increased

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of population who is severely economically vulnerable	Economic vulnerability Numerator: Number of total affected households that are found to be severely economically vulnerable Denominator: Total number of HH	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 severly economically vulnerable. Assessments Syrians: VASYR Lebanese : Existing offical poverty figures Palestinians: UNRWA vulnerability assessment	Percentage of HH	Yearly

	Lebanese				Displaced Syrians				Palestine Refugees from Syria (PRS)				Palestine Refugees in Lebanon (PRL)			
Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020
10%	10%	10%	10%	52.6%	52.6%	52.6%	52.6%	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	Numberator: 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 90% of cash recepients also receive food.	Percentage	Yearly

	Lebanese				Displaced Syrians				Palestine Refugees from Syria (PRS)				Palestine Refugees in Lebanon (PRL)			
Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020
N/A	N/A	N/A	N/A	55%	90%	90%	90%	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Outcome 2: Populations affected by seasonal hazards and emergencies are able 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. ActivityInfo, RAIS, Emergency response for assistance.	Percentage	Ad-hoc

	Lebanese				Displaced Syrians				Palestine Refugees from Syria (PRS)				Palestine Refugees in Lebanon (PRL)			
Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020
N/A	N/A	N/A	N/A	N/A	100%	100%	100%	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

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: Number of population found to be seasonally vulnerable and assisted	PDM, outcome monitoring	Percentage	B

Lebanese				Displaced Syrians				Palestine Refugees from Syria (PRS)				Palestine Refugees in Lebanon (PRL)			
Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020
10.00%	10%	10%	10%	N/A	100%	100%	100%	N/A	100%	100%	100%	N/A	100%	100%	100%

Outcome 3: National Poverty Targeting Programme (NPTP) Supported and Capacitated

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				Palestine Refugees from Syria (PRS)				Palestine Refugees in Lebanon (PRL)			
Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020
N/A	100%	100%	100%	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 in place	Strategy outlining the long-term vision of the social safety net system	MoSA / NPTP	Strategy	TBD

Lebanese				Displaced Syrians				Palestine Refugees from Syria (PRS)				Palestine Refugees in Lebanon (PRL)			
Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020
No	Yes	Yes	Yes	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A