



## BASIC ASSISTANCE

**Lead Ministry:** Ministry of Social Affairs (MoSA)

**Coordinating Agencies:** UNHCR and ACTED

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PEOPLE IN NEED



1,551,638

# OF PARTNERS



31

PEOPLE TARGETED



915,090

GENDER MARKER

1

REQUIREMENTS (US\$)



356.6 million



## SECTOR OUTCOMES

**OUTCOME 1:** Targeted severely economically vulnerable populations have improved access to essential goods and services of their choice in a safe, dignified, and empowered manner while decreasing socio-economic vulnerability.



\$174.3 m

**OUTCOME 2:** Targeted population affected by seasonal hazards, displacement shocks, and unexpected circumstances, is able to maintain safe access to goods and services.



\$137.6 m

**OUTCOME 3:** Strengthened social safety net (NPTP) structures to serve most socio-economically vulnerable households by building on existing mechanisms and to improve social stability.



\$44.6 m

### INDICATORS

% and # of severely economically vulnerable households received multi-sector cash transfers

% and # of population profiled

# of total affected HHs found to be socio-economically vulnerable

% of total seasonally vulnerable population assisted

# of households receiving seasonal cash & vouchers grants

Total amount of cash distributed in USD

# of unique HHs benefiting from in-kind assistance



## PRIORITY INTERVENTIONS

- 1: Profile the economic vulnerability of households from a multi-sectoral perspective.
- 2: Scale-up the provision of multi-sector cash assistance for targeting economic vulnerability.
- 3: Provide cash, vouchers and in-kind support to seasonal hazards and emergency scenarios affected households.
- 4: Provide in-kind core relief item kits for households in need.
- 5: Support, expand and strengthen existing social safety net structures.

## 1. Situation analysis and context

Over the course of the Syrian crisis, the population affected in Lebanon (host and displaced communities alike) has experienced a gradual shrinking of spaces for livelihoods and income-generation<sup>i</sup>, translating into the inability of vulnerable families to secure basic needs. Numerous households increasingly struggle to access goods and services critical to their survival and basic well-being<sup>ii</sup>.

Compounding this situation is the fact that a majority of displaced Syrian and returnee households have reached a point where their savings are almost fully depleted<sup>1</sup>. The crisis has reverberated negatively on local markets as well, most noticeably increasing the labour supply, resulting in a sharp rise in unemployment rates in non-skilled job families<sup>iii</sup>. This in turn leads to increased pressure on urban areas due to the relocation of both host community families and displaced Syrians in search for better living conditions and economic opportunities.

Direct assistance sectors such as basic assistance continuously strive to catch up with the growing needs and increased vulnerabilities, as both host and displaced communities grapple with access to basic goods and services<sup>iv</sup>. 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 (PRS) live in the northern and eastern governorates of Lebanon.

In 2015, an estimated 70 percent of the Syrian displaced population lives below the poverty line (US\$3.84/day, or US\$584/month for a household of five), in comparison to 49 percent in 2014. Furthermore, 52 percent of the total registered population of displaced Syrians is deemed severely economically vulnerable, that is, currently living below a Survival Minimum Expenditure Basket of US\$435/month for a household of five, and hence in need of assistance to meet basic needs<sup>2</sup> (a sharp increase from 26 percent last year<sup>3</sup>). Expenditures on food and rent fell by 40 percent in comparison to 2014, due to diminished household purchasing power and reduced available resources. Four of every five households are now borrowing money, mainly to buy food, pay rent and cover health expenses<sup>v</sup>.

As a result, displaced Syrian households are more reliant on loans, credit and food assistance. Food vouchers are considered the main livelihood source for 54 percent, an increase of 14 percent over 2014. Furthermore, the percentage of households in debt has increased by 18 percent with an average cumulative amount of US\$842 (roughly twice the value of the SMEB), an increase of US\$180

from the previous year<sup>vi</sup>. In other terms, poor displaced Syrian households cannot survive unless they are provided with income support (from humanitarian agencies or other external sources) or they borrow money to cover basic needs.

Extremely poor Lebanese households constitute an estimated 10 percent of the country's population<sup>vii</sup> as per the criteria of the National Poverty Targeting Programme (NPTP), and the incidence of poverty has risen by 6 percent since 2011<sup>viii</sup>. The number of vulnerable Lebanese families is increasing exponentially as the overall vulnerability of the country follows this upward trend. Extremely poor Lebanese households are found mainly in the North (43 percent) and Bekaa (21 percent). The unemployment rate among the heads of vulnerable Lebanese households has reached 51 percent<sup>ix</sup>. The return of Lebanese families previously living in Syria before the crisis has further increased this rate.

In 2015, 5,245 households (28,574 individuals) of Lebanese returnees from Syria were registered and profiled across the country<sup>4</sup>. 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. When asked about their future plans, around 40 percent were considering returning to Syria. Despite being Lebanese citizens, returnees' economic status and living conditions more closely resemble those of displaced Syrians than those of the Lebanese population at large. Lebanese returnees require support in meeting their basic needs such as food, shelter and basic core relief items (especially in winter), in addition to livelihood opportunities<sup>x</sup>.

The situation of the Palestine refugee population is similar to the situation described above. Two-thirds of Palestine Refugees in Lebanon (PRL) live under the poverty line<sup>5</sup>. Since 2011, more than 42,000 Palestine Refugees from Syria (PRS) fled Syria to Lebanon and now reside in existing overcrowded Palestinian camps and gatherings across the country. The PRS population in Lebanon is not able to meet basic needs either. Eighty-nine percent of PRS are in poverty, and 9 percent of them suffer from extreme poverty. Extreme poverty is three times higher for PRS than PRL<sup>xi</sup>. Furthermore, the vulnerability of PRS households with regards to food insecurity is high, similar to the food security profile of displaced Syrians. Only 7 percent of displaced Syrian families have been categorized as food secure in 2015. Hence, the PRS population in its overwhelming majority (98 percent) relies heavily on direct (cash) assistance provided by UNRWA as a main source of income<sup>xiii</sup>.

The socio-economic profile of the Lebanese returnees, Palestine refugees from Syria, and displaced Syrian share similarities: lack of financial means, inability to meet basic needs, asset depletion, and severe need for income

(1) Vulnerability Assessment of Syrian Refugees (VASyR) 2013, 2014 and 2015 indicated an increasing depletion of assets and savings among the displaced Syrian populations; the same issue was highlighted by the vulnerability assessments conducted by UNRWA and IOM on PRS and Lebanese Returnees.

(2) More than half of households (52 percent) were below the Survival Minimum Expenditure Basket (<US\$87 per capita a month) compared with 25 percent in 2014 (73 percent in Zahle district alone in 2015). VASyR 2015.

(3) Whereas preliminary 2014 results indicated 29 percent, the final results of VASyR 2014, released in May 2015, indicated that 26 percent were unable to cover the minimum survival expenditure basket.

(4) 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.

(5) UNRWA and AUB, Socioeconomic Report on the Living Conditions of Palestine Refugees in Lebanon (Preliminary Findings), 2015. The poverty calculation in this report is based on the national poverty line calculated in 2004 while accounting for the inflation rate of 2015: US\$6/capita/day for the upper border (poverty line) and US\$2.50 for the lower border (extreme or absolute poverty line).



generating opportunities are some of these common factors. Vulnerable Lebanese from the host community are also in need of income generating activities. As a consequence, displaced families tend to share resources with each other. For example, families sharing shelters (usually low quality: substandard shelters, informal settlements, garages etc.) often leads to overcrowding which increases protection concerns. As poverty incidences increase, certain family members - children and elderly, persons with specific needs and female-headed households - become more vulnerable to exclusion, exploitation and increased hardships.

To address these critical needs, service providers such as government institutions and international and national organizations provide direct support to beneficiaries. This assistance<sup>6</sup> is currently coordinated under the basic assistance sector for the most economically vulnerable households. As the nature of the assistance is direct and humanitarian, the majority of the beneficiaries are displaced Syrians. Unfortunately, funding has been a major constraint on ensuring coverage of the critical needs of all people of concern. The High Relief Commission (HRC), although mandated to serve Lebanese communities in crisis, has insufficient capacity to cover the humanitarian needs of Lebanese returnees. Other government authorities such as the Ministry of Social Affairs, the National Targeting Poverty Programme, and local NGOs have relief programs, yet these are also not sufficient to cover the entire population of Lebanese returnees and vulnerable Lebanese. The centralization of public administration in Lebanon also places additional challenges on reaching households in remote areas. Access to services and other assistance is usually concentrated in the coastal side of Lebanon, around cities and in main villages. In certain areas, such as Wadi Khaled, Chebaa and Arsal, access can be problematic due to security barriers, a lack of humanitarian partners, logistical difficulties and more.

The National Poverty Targeting Programme (NPTP), established in 2011, aims to support vulnerable Lebanese families in meeting their most urgent needs. It is mandated to receive applications from Lebanese citizens who consider themselves poor. In practice, however, applicants may face a high percentage of exclusion after verification is conducted, and not all vulnerable households may self-identify, leading to underreporting and hidden vulnerability. Reported needs by vulnerable Lebanese also include basic needs such as food, health and rent. To date, 86,000 Lebanese households are identified as living below the poverty line (US\$3.84/day). Nearly one-third of these (25,000 households) live in absolute poverty (below US\$2/day). Currently, NPTP is in process of providing health and education subsidies to eligible beneficiaries, and food assistance through e-vouchers is provided to 5,000 households (27,000 extremely poor individuals), leaving 20,000 households without any emergency assistance.

If needs are insufficiently addressed, affected populations

are left with no option but to resort to severe negative coping mechanisms which include reducing the number of meals taken, withdrawing children from school, begging, and even survival sex. Compounding this situation is the dwindling funding for sectors such as food and basic assistance, particularly in light of limited self-reliance opportunities. Preliminary findings of the Vulnerability Assessment of Syrian refugees (VASyR) 2015 indicate that 61 percent of displaced Syrian households are applying severe and crisis coping strategies<sup>7</sup>, an increase from 28 percent last year. Data from the home visits profiling exercise of displaced Syrians (reaching 40 percent of the registered population by December 2015, with a continuation planned for 2016) confirmed those different coping strategies as well. Eighty-nine percent of visited households had borrowed money in the previous 30 days to purchase food, resulting in greater debt ratios. Out of the families assessed, 16 percent withdrew their children from schools to assist in the income generation for the family. In other cases, vulnerable displaced Syrians and Palestine refugees from Syria accepted to work in exploitative low quality informal jobs in attempt to gain some sort of income<sup>xiv</sup>.

In addition, vulnerable families are subject to seasonal hazards. Some findings<sup>xv</sup> indicate that a substantially large proportion of people of concern have increased spending patterns to cover winter needs such as heating fuel, shelter repairs and winter clothing. Furthermore, extremely poor families, usually residing in low quality shelters, require additional support to cope as these shelters do not meet minimum standards to resist cold temperatures and storms.

Addressing seasonal needs requires a multisectoral assistance approach. If a gap in shelter weatherproofing or food assistance exists, families are obliged to use the monetized winter assistance to address them, often at the expense of other key items needed for basic assistance. Displaced Syrians who received cash for winter assistance during the 2014-2015 season reported that 29 percent of the money received was spent on food, 17 percent on shelter repairs, and 16 percent on health expenses, while the remainder was used to purchase fuel for heating<sup>8</sup>.

With the current vulnerability levels, the percentage of people in need is approximately twice that of last year. Additional funding will be needed to mitigate the rapidly deteriorating situation of those living with economic shortfalls. Therefore, the approach for 2016 is inherently needs based, and through costing the responses required to address these needs in a comprehensive manner, it was apparent that additional resources for are needed to be able to expand capacity.

(6) Except for food that is coordinated under the food security sector.

(7) Coping strategies can be food and non-food related strategies that vulnerable households adopt to face their adverse situation: reducing number of meals, borrowing, withdrawing children from schools, child labour, survival sex, begging, etc.

(8) UNHCR Winterization Assistance 2014/2015 – Post Distribution Monitoring (PDM): Cash Based Intervention (CBI) and Core Relief Items (CRI) 2014/2015; August 2015

## 2. Overall sector strategy

The ability to meet basic household needs is shaped by socio-economic and living conditions. These circumstances vary according to season and displacement<sup>xvi</sup>. The provision of basic assistance and the promotion of social protection mechanisms aim to prevent economically vulnerable households from slipping deeper into poverty<sup>xvii</sup>.

Under the 2015 phase of the LCRP, the Cash Working Group and the Non Food Items (NFI) sector merged to form the basic assistance sector. Assistance modalities (cash and in-kind) have been linked in a single platform for coordination and implementation, with specific objectives to address vulnerabilities within a cross-sectoral impact framework. The sector derives its strategy from a complex matrix of needs of displaced persons correlated to rapidly increasing social and economic vulnerabilities. The 2016 sector plan is a refinement and continuation of the 2015 strategy.

This strategy arises from the humanitarian community's desire to enhance: (1) overall multisectoral vulnerability profiling; (2) needs-based planning for vulnerable populations; (3) accounting and responses for seasonal needs; and (4) monitoring and evaluation systems tailored to the multidimensional crisis. The sector approach assists households in meeting their basic needs in a manner that allows choice and promotes dignity. Basic assistance entails life-saving support to affected households, taking into account protection sensitivities (i.e. age, gender, etc.) in all population groups, with priority given to the severely socio-economically vulnerable.

The overarching intervention focuses on understanding the needs at the macro and micro levels<sup>9</sup>. A reliable cross-sectoral vulnerability household profiling of displaced Syrian families has been conducted to ensure appropriate targeting, data collection and needs assessment. The targeting methodology is based on an econometric model that uses expenditure-based intersectoral predictors of welfare.

By December 2015, more than 120,000 families (50 percent of all displaced Syrians registered by UNHCR in Lebanon) will have their economic vulnerability profiled. In addition, the household profiling exercise serves as a multipurpose outreach tool that facilitates access to a wide range of information on the needs of displaced Syrian families. Partners and agencies involved link those needs with sector-specific interventions, provide information to visited households on available services and how to access them, and answer any questions on the spot. Furthermore, the household profiling exercise contributes 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 intervention. It is worth noting that both NPTP and UNRWA use a similar methodology to profile vulnerable Lebanese and Palestine refugees respectively.

(9) 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.

The main area of intervention is direct assistance<sup>10</sup> (cash and in-kind), provided to the most severely economically vulnerable of the displaced populations (Syrians and Palestine Refugees from Syria). Cash assistance as a modality aims to mitigate the need of families to resort to negative coping mechanisms, by helping them address some of their basic needs. Cash support serves as a boost to the purchasing power of families in need with modest amounts (US\$175 per eligible family of five), and facilitates their access to goods and services in the market that contribute to meeting basic needs. Programme monitoring has revealed that families use these amounts to compensate for food and shelter needs.

Post Distribution Monitoring (PDM) conducted by UNHCR and the Lebanon Cash Consortium continuously sustains that families use these amounts to cover part of their food and shelter needs, as well as to pay down debt, covering health-care costs and other expenditures. PDMs represent a reliable key source of information on how vulnerable households make use of assistance, which allows for feedback into more robust needs-based programmes.

At the macro level, the design of the assistance package aims to trigger an aggregate demand effect, stimulating local markets. By December 2015, more than US\$31 million will have been distributed and injected in the local economy to support access to a minimum expenditure basket.

Furthermore, the sector prioritized the provision of direct humanitarian assistance during seasonal shocks or unexpected circumstances to displaced Syrians, Palestine Refugees from Syria, Palestine Refugees in Lebanon, and Lebanese returnees, as well as supporting and enhancing existing social safety nets for vulnerable Lebanese. Needs augment notably with the onset of the winter, and have a higher impact on the most economically vulnerable.

It was reported in the households profiling data that 80 percent of the economically vulnerable families live in substandard shelter conditions<sup>11</sup>. During the 2015 winter, a set of in-kind items was provided to families in need, such as blankets, stoves, heating fuel and winter clothes, in addition to a shelter improvement component facilitated under the shelter sector. Winter support plans aim to reach Lebanese, Syrian and Palestinian families who lack financial means and are exposed to the cold. The sector is increasingly monetizing assistance to adapt to the rapidly increasing needs of the population<sup>12</sup> and mainstream cost efficiency.

During winter the sector will provide support through a variety of activities and transfer modalities, including cash-based interventions, vouchers<sup>13</sup> and in-kind distributions, as appropriate to population groups and contexts<sup>14</sup> (and within

(10) Direct assistance: provided to the beneficiaries without gateways; valid for the Basic Assistance and Food Security sectors.

(11) VASyR findings indicate that 24 percent live in buildings considered substandard and 18 percent are in informal settlements, for a total of 42 percent living in shelters exposed to cold temperatures. Families in apartments often lack the means to purchase fuel to keep warm.

(12) Based on post distribution monitoring reports, beneficiaries prefer monetized assistance as it better responds to their needs.

(13) Including fuel vouchers for winter.

(14) The SMEB (valued at US\$435 per Syrian household per month; the extreme poverty line) was developed following the minimum expenditure basket (MEB valued at US\$571 per Syrian household per month; the poverty line), which allowed the Inter-Agency

the framework of a systematically worsening situation in which the percentage of individuals in need has nearly doubled since 2014). In the 2014-15 inter-agency winter support plan, 180,000 households were reached by different agencies and partners. In the upcoming 2015-16 winter plan, more than 250,000 households are targeted. While in-kind assistance has been critical to the earlier response, in 2016 in-kind will remain an assistance modality only when cash is not feasible<sup>15</sup>.

At larger volumes, scaling up market-based interventions stimulates the consumption component of GDP; all other things constant, this creates a one-to-one effect increase. Relating to the expected 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 public institutions (mainly NPTP) will be maintained and further enhanced. As such, the basic assistance sector strategy will support Lebanon's social stability.

Close collaboration with MoSA and the HRC is essential to harmonize approaches toward prioritization of assistance, targeting, implementation, delivery mechanisms, monitoring and a longer-term strategy for sharing responsibilities. The sector will engage more thoroughly and enhance local actors' roles in planning and service delivery. The role of Social Development Centres, NPTP offices and municipalities is also essential at the field level in the coordination, implementation and planning for seasonal, regular and contingency assistance. NPTP criteria and standards represent the sole targeting mechanism for vulnerable Lebanese and therefore should be enforced and capacitated.

The basic assistance sector aims to work with the affected displaced population through their self-management structures to ensure decreasing dependency on direct assistance (in light of the absence of self-reliance opportunities), as well as to ensure that relevant and appropriate aid is delivered through a proper feedback mechanism. For collective site residents this can be done through cross-sectoral collaboration with Collective Site Management Committees (CSMCs), an area the sector will further explore in 2016.



Photo: UNHCR

group to consider all goods and services that could be accessed through a market-based intervention. Families living under the MEB/poverty line require attention whereas those living under the SMEB/extreme poverty line require immediate action  
(15) For example, in areas such as Arsal, where ATMs are not available.

### 3. Sector outcomes, outputs and indicators

The basic assistance sector takes as a starting point assessment of needs, identification of vulnerable persons, and responses based on targeting. The outcomes, outputs and activities are designed with a logic that starts with identification, groups by profiles, then responds to the most immediate needs while linking towards a more sustainable effect for different cohorts. Short-term needs are specific to the displaced population, while long term needs – increased self-reliance and access to employment – are shared by displaced Syrians and the host communities alike.

The economic profiling of displaced Syrians and Palestine Refugees from Syria as well as the returnee population increases the efficiency of the response. On that basis, monetized assistance is provided to mainstream dignity and expand the autonomy of needs prioritization for families. A range of support of in-kind assistance is also available to ensure programme objectives are met when the cash modality implementation is not appropriate, mainly when addressing seasonal hazards<sup>16</sup>.

The correlation and interconnectedness of activities for displaced communities cannot stand without addressing the increasing needs of the host communities and its vulnerable population. The social stability of the country is mainstreamed when assistance is balanced at outcomes and higher levels. In 2016 the basic assistance sector plans to increase support to vulnerable Lebanese through the provision of multipurpose cash, in an attempt to ease part of the burden triggered by the crisis while addressing the crucial needs of the most vulnerable. This will be achieved through operational partnerships between basic assistance sector partners and NPTP. Vulnerable Lebanese, based on NPTP criteria, will be assisted through partner networks. The new cash modalities introduced will further strengthen the existing system, and serve as a pilot for additional exploration and improvement. Further links to safety nets and social protection are building blocks for more development work in the future.

As such, the 2016 basic assistance results chain will tackle the following:

**Outcome 1 - Targeted severely economically vulnerable populations have improved access to essential goods and services in a safe, dignified and empowered manner while decreasing socio-economic vulnerability.**

**Output 1: Socio-economically vulnerable households meet basic needs and receive core services. Activities include: household-level socio-economic vulnerability profiling (and monitoring); distribution of multipurpose**

(16) Vouchers and in-kind modalities are appropriate substitutes for cash in areas with difficult accessibility issues and absence of ATMs, such as Arsal, Wadi Khaled, Chebaa, etc.

cash transfers; and presentation of research and increased learning opportunities on multipurpose cash programming.

### **Outcome 2 - Targeted population affected by seasonal hazards, displacement shocks, and unexpected circumstances, is able to maintain safe access to goods and services.**

The aim of cash assistance during winter is to increase the capability of vulnerable households to access markets and prioritize their needs. Specifically, this form of assistance aims to provide households the ability to choose relevant goods such as blankets, clothing, fuel for heating, and so forth.

**Output 1: Households at risk of seasonal and unexpected hazards survive without adverse effects. Cash grants and vouchers will be distributed to seasonal hazards-affected households, along with contingency cash for influx and emergency interventions. The sector will implement assessments, monitoring and an impact evaluation of seasonal needs.**

**Output 2: Populations in need have access to in-kind basic and domestic items. Cash assistance will be complemented by in-kind assistance, specifically Core Relief Items (CRI).**

### **Outcome 3 - Strengthened social safety net (NPTP) structures to serve most socio-economically vulnerable households by building on existing mechanisms and to improve social stability.**

**Output 1: Strengthened delivery mechanisms for the NPTP via the incorporation of new systems (cash-based programmes<sup>17</sup>). This will include: guidance and procedure packages developed on the new cash-based social safety net modality in a participatory approach (NPTP); multipurpose cash transfers to vulnerable Lebanese; and a joint study with MoSA/NPTP on outcomes and impacts of multipurpose cash-based programmes (particularly for social stability).**

## **4. Identification of sector needs and targets at the individual and geographical level**

The proposed targeting is flexible in order to accommodate unexpected needs that may arise through referrals from partners in the field. Using a prioritization approach, targeted assistance for multipurpose cash will focus on severely economically vulnerable households, while complementing the interventions and activities of other sectors with its spillover effect in meeting needs of different types<sup>18</sup>. Specifically, seasonal assistance targeting is based on socio-economic vulnerability and exposure to cold<sup>19</sup>. Sector partners will maintain the necessary resources to allow for timely responses to unforeseen circumstances<sup>20</sup>. Humanitarian agencies will coordinate with the government at national and field levels, to assist according to the vulnerabilities of the different cohorts while mainstreaming gender, youth, disability and other specific needs, and environmental responsibility.

### Displaced Syrians

Severe economic vulnerability is identified by multisectoral household profiling using a welfare forecast econometric model based on Proxy Means Testing<sup>21</sup>. Results from the preliminary findings of VASyR 2015 estimate that 52 percent of displaced Syrians have household expenditures below the SMEB compared, to 26 percent in 2014. The most extreme category of economic vulnerability for displaced Syrians is 'severe', referring to a situation where household expenditure is below the SMEB of US\$435 per household per month. By December 2015, more than 120,000 households should have their economic vulnerability profiled<sup>22</sup>. The basic assistance sector will prioritize the most severe for targeting assistance, using 52 percent of the population (estimated by VASyR 2015) as the planning figure. The population in need is the 69 percent estimated by VASyR 2015 to be living under the poverty line<sup>23</sup>. Targeting non-registered displaced Syrians is also possible for households with identified socio-economic vulnerabilities.

### Vulnerable Lebanese including Returnees

Eligibility criteria for the most vulnerable Lebanese<sup>24</sup> are defined by the Government per the NPTP criteria. As a consequence of the Syrian crisis, the number of vulnerable

(17) The model is slightly different than the one used with displaced Syrian. The proposed cash-based programmes for vulnerable Lebanese do not complement food assistance delivered through WFP. NPTP's preference is to expand the coverage to families that did not receive any assistance to date (food or non-food).

(18) Target: 52 percent of registered displaced Syrians plus Palestine Refugees from Syria.

(19) Target: 69 percent of registered displaced Syrians plus other cohorts.

(20) 30,000 households are expected to arrive to Lebanon in case of sudden influx – based on the Interagency Contingency Plan; the target is set to increase preparedness of agencies to respond; the basic assistance sector plans to target 15,000 households with one-off cash payment of US\$200 and another 15,000 households with core relief items.

(21) The minimum amount necessary for survival is calculated from a Survival Minimum Expenditure Basket (SMEB).

(22) The sector plans to assess and profile all registered population, targeting the 52 percent below SMEB with multipurpose cash assistance, and the 69 percent below MEB with winter cash and in-kind assistance.

(23) Both ratios are calculated against the latest total figures provided by UNHCR (1,078,338 registered displaced Syrians as of 30 September 2015).

(24) Including fuel vouchers for winter.

Lebanese has increased. Currently, 86,000 households are considered economically vulnerable (living under the Lebanon poverty line of US\$3.84/day) and in need of assistance. Of these, 25,000 households live in extreme poverty (below the extreme poverty line of US\$2/day). In 2016, new activities will be implemented by LCRP partners through which humanitarian agencies can link to existing NPTP structures to target vulnerable Lebanese who are not enrolled in the e-card food assistance programme with multipurpose cash assistance. The Lebanese returnees from Syria are considered within the vulnerable Lebanese population category. Yet, their economic vulnerability profile is similar to displaced Syrians in terms of needs and living conditions. The International Organization for Migration (IOM) will utilize the data gathered during the Lebanese Registration exercise to target 10,000 individuals who are considered severely economically vulnerable.

#### Palestine Refugees from Syria

As of September 2015, 43,377 PRS were registered with UNRWA. The vulnerability of Palestine Refugees from Syria has been calculated by UNRWA following a household vulnerability assessment, using a multisectoral methodology similar to the VASyR, but tailored to the specific needs and circumstances of Palestine refugees. The Vulnerability Assessment of PRS 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 PRS 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). A large proportion of PRS families experience severe vulnerability in the health and protection sectors (18.8 percent and 24.3 percent, respectively). Approximately one in ten families (11.7 percent) is severely vulnerable in the WASH sector. Similar to Syrian families, the PRS population in Lebanon is experiencing rapidly increasing economic vulnerability. Currently, 93 percent of the PRS in Lebanon are targeted with basic assistance based on their high economic vulnerability level. This population will be further supported in 2016.

Category	Total population in need	Targeted Population		
		Total	Male	Female
Displaced Syrians	1,078,338*	754,980**	361,635	393,345
Palestine Refugees from Syria	42,189	42,000	20,790	21,210
Palestine Refugees in Lebanon	20,000	20,000	9,900	10,100
Vulnerable Lebanese	409,923	98,110	49,349	48,761
<b>Total</b>	<b>1,550,450</b>	<b>915,090</b>	<b>441,674</b>	<b>473,416</b>

Targets by Population Cohort and Governorate				
Governorate	Displaced Syrians	PRS	PRL	Vulnerable Lebanese
Akkar	85,906	---	---	19,162
Baalbek- Hermel	108,565	2,672	1,200	10,573
Beirut	13,979	6,173	3,000	881
Bekaa	206,393	4,560	2,200	15,509
Nabatieh	29,642	519	200	5,287
Mount Lebanon	146,754	895	400	14,979
North	115,424	6,803	3,200	22,909
South	48,318	20,378	9,800	8,811
<b>Total: 915,090</b>	<b>754,980</b>	<b>42,000</b>	<b>20,000</b>	<b>98,110</b>

**Notes:**

\* Total in need = Total Registered population (1,078,338) as of September 2015.

\*\* Total Population Targeted: Total Registered: 69% below MEB (VASyR 2015) – National average; population to be profiled and targeted with multipurpose cash assistance, all below SMEB (52%); people below the MEB/Poverty Line are targets for winter assistance (highest watermark - highest targeted population group taken).

\*\*\*MEB per governorate as per VASYR 2015 (or the total registered displaced Syrian population): Akkar,85%; Baalbek-Hermel, 84%; Beirut, 48%; Bekaa, 84%; Nabatieh, 62%; Mount Lebanon, 51%; North, 72%; South, 62%.

\*\*\* Vulnerable Lebanese according to NPTP: 86,000 families living below the poverty line are considered population in need; of which 20,000 households to be targeted in 2016. Disaggregation by governorate was calculated using proportional percentages from the total per governorates, then returnees figures were added.

## 5. Mainstream 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 market-based interventions for displaced Syrians creates aggregate demand and stimulates an economic multiplier effect. This has mitigated, and will further mitigate, the negative impact on struggling communities of vulnerable Lebanese and displaced Syrians<sup>xviii</sup>. Exogenous resources such as additional cash injections targeting both vulnerable Lebanese and Syrians will alleviate societal tensions due to imbalanced assistance. 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:

Some basic assistance sector partners and agencies apply and use an Age, Gender and Diversity approach in their implementation of activities. This approach demands “the fullest possible participation of refugees and other persons of concern – as individuals, families and communities – in decisions that affect their lives”.

Prioritization of certain needs for specific family members for targeting assistance is also an important element that facilitates respecting protection derivatives. The econometric model used for identification and targeting of vulnerable families takes into consideration demographic characteristics such as age, gender and diversity, marital status, household size and dependency ratios. Yet, further work will take place to better understand the post-distribution effect of monetized interventions on these various parameters.

Part of the sector strategy is to ensure that special needs will be taken into account for households that have been identified with severe socio-economically conditions. The current decision-making model takes into account whether a household has family members with disabilities. Depending

on the overall score, the family will receive the necessary assistance. Previous and current vulnerability studies suggested that families with many young dependents often face special economic hardships to cover all basic needs. These needs are addressed by the provision of assistance that can, in the case of cash, allow families 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 and girls’ capacities to safely access assistance. Assistance 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. The choice of assistance modalities is also designed in consultation with beneficiaries and hence directed towards ensuring their dignity and respecting their choices.

### Environment

In Lebanon, fuel vouchers and assistance (both monetized and in-kind, such as stoves) aim to support households in meeting domestic energy needs, while at the same time meeting a number of objectives. Assistance under this sector can reduce deforestation and degradation around informal settlements, and alleviate associated conflict with host communities over the use of natural resources; and decrease 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, logistics, storage and distribution.

## 6. Inter-sector linkages

The household profiling exercise, part of the basic assistance sector strategy, represents a basis for targeting. This exercise maps different sector-specific vulnerabilities, and aims to allow sectors to benefit from the wealth of information generated for 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. Specific intersectoral 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 impact 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.

- **Livelihoods:** The economic profiling of displaced Syrian households is an important source of information for the livelihoods sector. Exchange of information on who is already receiving assistance, identification of potential beneficiaries for livelihoods programs, and general key facts and figures on households' economics are common activities. Both sectors should 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 safety net solution.

- **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. 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 and Energy & Water:** The economic vulnerability score is highly associated with the shelter and Energy & Water conditions of profiled families. The decision-making formula that defines the eligibility of vulnerable families to receive assistance is proportional and weighted to sectors such as shelter and Energy & Water. Furthermore, the basic assistance sector takes into account shelter and Energy & Water expenditures (rent and hygiene items) in the multipurpose cash package provided, which assists families address those specific needs. Further collaboration between the basic assistance, shelter and Energy & Water sectors occurs in the preparation, coordination and implementation of winter support assistance. Lastly, the households profiling exercise facilitates the identification and referral of cases with specific shelter and Energy & Water vulnerabilities through a recently added functionality on RAIS.

- **Protection, Education and Health:** The protection correlation is conducted by ensuring that households in need of in-kind assistance are identified and supported in a timely and safe manner. Distributions are carefully planned with the Protection sector to maximize security. The protection of children and their education can result in, among other consequences, reduced child labour practices. If households are better able to meet their SMEB, children who were prevented from attending school due to economic reasons will have this barrier reduced or eliminated. Yet, the increased vulnerability of families is compounding this situation. Children are often bread-winning members for their families, and therefore skip education in order to work, often in dangerous conditions. The households profiling exercise can flag for the protection and education sectors families who have children at risk for specific responses. 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 pathway is an area the basic assistance sector would like to explore further in 2016.



Photo: UNHCR

## PARTNERS PER OUTPUT:

**Basic Assistance Sector Partners:** MoSA, UNHCR, GVC, IR Lebanon, DCA - Saida, DRC, IRC, UNICEF, RI, QRC, WVI, CLMC, HWA, CARE, ACF, OXFAM, CONCERN, IOM, SCI, PU-AMI, UNRWA, UNOPS, Solidarités, ACTED, SIF, ANERA, HI, PCPM, NRC, MSD, Solidar Suisse, ADRA

OUTCOME/OUTPUT	PARTNERS
<p><b>OUTCOME 1:</b> Targeted severely economically vulnerable populations have improved access to essential goods and services of their choice in a safe, dignified, and empowered manner while decreasing socio-economic vulnerability</p> <p>Output-1.1: Socio-economically vulnerable households have access to basic needs and services</p>	ACF, ACTED, ADRA, CARE, CLMC, CONCERN, DRC, GVC, HI, IOM, IRC, MSD, NRC, OXFAM, PCPM, PU-AMI, RI, SCI, SIF, Solidar Suisse, Solidarités, UNHCR, UNICEF, UNRWA, WVI
<p><b>OUTCOME 2:</b> Targeted population affected by seasonal hazards, displacement shocks, and unexpected circumstances, is able to maintain safe access to goods and services.</p> <p>Output-2.1: Households at risk of seasonal and unexpected hazards survive without adverse effects</p> <p>Output-2.2: Population in need has access to in-kind basic and domestic items</p>	ACF, ACTED, CARE, CLMC, CONCERN, DCA - Saida, DRC, HWA, IOM, NRC, PCPM, PU-AMI, QRC, SCI, SIF, UNHCR, UNICEF, UNRWA, WVI
<p><b>OUTCOME 3:</b> Strengthened social safety net (NPTP) structures to serve most socio-economically vulnerable households by building on existing mechanisms and to improve social stability.</p> <p>Output-3.1: Strengthened delivery mechanisms for the NPTP via the incorporation of new systems: cash based programmes</p>	ACTED, CARE, CLMC, DRC, HI, NRC, OXFAM, PU-AMI, SCI, SIF, Solidarités, UNHCR, UNICEF, WVI

## ENDNOTES

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- v. WFP, UNHCR, UNICEF, Vulnerability Assessment of Syrian Refugees (VaSyR), 2015.
- vi. MoSA/National Poverty Targeting Programme (NPTP) 2015.
- vii. NPTP/World Bank 2015.
- viii. NPTP 2015.
- ix. Based on the outcomes of the registration exercise conducted by IOM and HRC, 2015
- x. UNRWA and AUB, Socioeconomic Report on the Living Conditions of Palestine Refugees in Lebanon (Preliminary Findings), 2015.
- xi. VaSyR 2015.
- xii. UNRWA and WFP, Post Distribution Monitoring Surveys, April 2014 – August 2015.
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- xiv. Findings of the Economic Profiling Exercise.
- xv. REACH, UNICEF and OCHA, Defining Community Vulnerability in Lebanon, September 2014 - February 2015 Assessment Report, 2015
- xvi. Silva, Joana, Victoria Levin, and Matteo Morgandi, Inclusion and resilience: the way forward for social safety nets in the Middle East and North, 2012.
- xvii. International Rescue Committee, Emergency Economies, IRC Report on Winter Cash Assistance in Lebanon, August 2014; CaLP and IRC, Impact evaluation of Cross-Sector Cash Assistance, April 2014; WFP, Economic Impact of Food E-vouchers on the Local Economy, June 2014.