



LINKING CVA AND SOCIAL PROTECTION IN THE MENA REGION

CRIBSHEET

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EXECUTIVE SUMMARY

ABOUT THIS CRIB SHEET

Building linkages between humanitarian cash and voucher assistance (CVA) and social protection (SP) has become an increasingly prominent topic over the past five years and the Middle East and North Africa (MENA) region has been at the centre of this evolution.

Objective: To ensure CaLP trainers and course participants in MENA (and elsewhere) have access to the most significant and relevant examples from the region on linking SP and Humanitarian CVA.

Coverage: Iraq, Jordan, Lebanon, Palestine, Syria, Turkey and Yemen

Components: A crib sheet summarising the main activities (programmes, assessments and analyses, events and policy and coordination initiatives) of interest, highlighting main lessons learned, and signposting to related documentation.

- In-depth country case studies on the experiences of linking CVA and social protection in Lebanon, Iraq and Yemen.

LINKING SP AND CVA: THE STORY SO FAR

This section summarises the trends seen in CVA and SP in the countries of interest and provides the contextual framework for linking humanitarian CVA and social protection in each country.

| Country | Emergency context | Main CVA actors | Social protection context | Approach to linking |
|-----------|--|--|---|--|
| Iraq | Internal displacement (and some refugees) | WFP UNHCR UNICEF Cash Consortium for Iraq (CCI) | Emerging social protection system: Social Protection Network (SPN) is the flagship cash transfer programme. | Alignment of emergency response and longer-term programming: transition of emergency caseload (IDPs) onto national systems. |
| Jordan | Refugee crisis and poor host communities | WFP UNICEF UNHCR | Emerging social protection system: National Aid Fund (NAF) is the flagship cash transfer programme. | Alignment of emergency response and longer-term programming: transition of emergency caseload (refugees) onto national systems. |
| Lebanon | Refugee crisis with political crises and poor host communities | WFP UNICEF UNHCR | Emerging social protection system: National Poverty Targeted Programme (NPTP) is the flagship safety net (includes small voucher component). | Alignment of emergency response and longer-term programming: convergence in elements of programme design and implementation for the national population and for refugees. |
| Palestine | Blockade, with occasional violent conflicts | WFP UNICEF | Emerging: Palestinian National Cash Transfer Programme (NCTP) is the flagship programme. | Transfer of international assistance onto national systems: assistance delivered based on common programmatic framework between development agencies, humanitarian actors and national authorities. |
| Syria | Conflict | WFP | Limited social protection system (conflict). | Provision of services in conflict settings: humanitarian assistance as foundation for future social protection system. |
| Turkey | Refugee crisis | IFRC (prev. WFP) Turkish Red Cross (TRC) UNICEF | Significant national social protection system: range of cash transfers, of which the Conditional Cash Transfer for Education (CCTE) is a flagship programme. | Transfer of international assistance onto national systems: use of social protection infrastructure for international emergency response. |
| Yemen | Conflict | WFP UNICEF | Previous significant national social protection system, with the Social Welfare Fund (SWF) and Social Fund for Development (SFD) the main programmes, now highly limited due to the conflict. | Provision of services in conflict settings: humanitarian and development actors leveraging and maintaining parts of pre-existing social protection institutions and practices. |

LINKING SOCIAL PROTECTION AND HUMANITARIAN CVA: SUMMARY OF MAIN ACTIVITIES

Experience across the region is characterised by a diverse scope of activities, which go beyond the programmatic ‘response’ itself to include a focus on preparedness planning and assessments ex-ante, capacity building, coordination, and key note events which have developed political buy in. This section summarises these as a series of matrices, detailing the main activities in each country of interest and signposting to key resources.

OVERARCHING LESSONS

This section summarises the main lessons from experiences to date across the region, which are consistent across countries.

Legal and political aspects can enable and constrain this approach: Literature highlights the important role that political dialogue and political will has played in enabling or constraining efforts to link in the region, and the scope of what is feasible. The nature of the crisis also influences political support for linking in countries where inclusion/integration of refugees into the national social protection system remains politically sensitive.

Entry points: The diverse experiences across the region highlight that contextual factors such as the maturity, functionality, coverage and capacity of social protection systems play as great a role as legal aspects and political will in the feasibility and scope of making linkages. That said, experiences show that there may still be entry points to build linkages between CVA and social protection even where national social protection systems are not well developed, and where political and legal barriers exist to expansion of these systems to include displaced populations. Humanitarian actors can find various entry points to foster linkages, beyond their ‘traditional’ role as CVA ‘implementers’. In almost all countries considered here, discussion and activity has been dominated by particular donors and UN agencies. By contrast, in Iraq there have been entry points for a multiplicity of actors including INGOs, which organised through the Cash Consortium in Iraq (CCI) and retained a larger stake in the design and delivery of the cash component of the humanitarian response.

It is critical to be aware that there are limitations as well as benefits when linking CVA with social protection systems: these include understanding the trade-offs that exist in different aspects of value for money; the need to understand and address capacity gaps in national institutions; and the importance of adapting social protection processes to make them relevant and effective for the emergency context. At least in the short to medium term, humanitarian assistance is still needed to fill gaps.

The importance of coordination: this is needed on several levels to move forward with efforts to link CVA and social protection. This includes coordination between government departments responsible for social protection and disaster response; between government and international actors; between humanitarian and development partners; and between international humanitarian actors themselves. The competing agendas of operational agencies, each with a desire to maintain their organisational footprint and systems, can reduce incentives to collaborate.

Progress requires a long-term vision and long-term financing ‘across the nexus’: it is important to develop realistic strategies for linking CVA and SP, with longer time horizons, and for financing from developmental as well as humanitarian sources in order to realise this.

I ABOUT THIS CRIB SHEET

Building linkages between humanitarian cash and voucher assistance (CVA) and social protection (SP) has become an increasingly prominent topic over the past five years, reflecting a wider focus on the ‘humanitarian–development nexus’. This period has been characterised by increasing experimentation and learning, as well as diversity of approaches and more strategic engagement. While experiences and learning are emerging from programming in all regions globally, responses in the Middle East and North Africa (MENA) region have been at the centre of this evolution, where the protracted nature of crises affecting many countries has provided an enabling environment for engagement in this space.

CaLP has previously engaged in knowledge management and capacity building on this topic, including publishing guidance based on early global experiences in 2016, alongside two capacity-building courses and an e-learning course. CaLP has commissioned this resource on linking social protection and humanitarian CVA in MENA as part of an ongoing effort to update its capacity-building work in this space. Further, this work complements the simultaneous preparation by CaLP of a high-level briefing paper on the latest analysis and practice in linking humanitarian CVA and social protection, as well as a strategic recommendations paper to inform CaLP’s capacity-building approach in this thematic area.

Objective: To ensure CaLP trainers and course participants in MENA (and elsewhere) have access to the most significant and relevant examples from the region on linking SP and Humanitarian CVA.

Coverage: Iraq, Jordan, Lebanon, Palestine, Syria, Turkey and Yemen

It comprises:

- A crib sheet summarising the main activities (programmes, assessments and analyses, events and policy and coordination initiatives) of interest, highlighting main lessons learned and signposting to related documentation.
- In-depth country case studies on the experiences of linking CVA and social protection in Lebanon, Iraq and Yemen.

2 LINKING SP AND CVA – THE STORY SO FAR

In the focus countries, over the last five years CVA has progressively assumed a growing significance in each humanitarian response. Across the region this has been characterised by trends of increased consolidation of CVA into fewer, large-scale programmes meeting needs across sectors, being managed by a smaller number of predominantly UN actors, and layering of multipurpose cash (MPC) with other large-scale programmes to meet specific needs of children in the manner of a ‘safety net’ (in Lebanon, Jordan and Turkey). Other, much smaller scale CVA programmes also still exist. The protracted nature of these crises has enabled the time and space necessary for discussion of programming ‘across the nexus’ and a focus on durable solutions. That said, the specific operating context – including the nature of the crisis, the level of development of the social protection system, and political economy aspects affecting support for social protection – has varied from country to country. Figure 1 outlines the contextual framework for linking humanitarian CVA and social protection in each country.

Figure 1: Contextual framework for the countries of interest¹

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¹ This builds on a typology developed by Gentilini et al. (2018) which included Lebanon, Yemen, Syria and Palestine.

3 LINKING SOCIAL PROTECTION AND HUMANITARIAN CVA: SUMMARY OF MAIN ACTIVITIES

Experience across the region is characterised by a diverse scope of activities. These are not limited to the programmatic ‘response’ itself (often the main focus of literature on shock responsive social protection (SRSP), as per the well-known typology of options developed by OPM ²), but also includes focus on feasibility assessment and options analysis ex-ante, preparedness planning, capacity building and coordination. Another key activity of note for the MENA region is high-level conferences which have enhanced the political buy-in.

These wider activities have been made possible through donor mechanisms such as ECHO’s Technical Assistance Facility (TAF) and DFID’s Better Assistance in Crisis (BASIC) Framework.³

3.1 PREPAREDNESS PLANNING AND ASSESSMENTS

| Country | Detail | Date | Resources |
|---------|---|----------------|--|
| Iraq | WFP led a scoping study that mapped the major government safety net schemes and humanitarian transfer programmes operating in Iraq, comparing coverage and capacities, design and implementation features, and complementarity between schemes, to identify the appropriate options for making linkages between CVA-SP. This was under an EC Technical Assistance Facility in nine countries which aimed to explore how social protection systems can be strengthened in fragile and forced displacement contexts, to address humanitarian needs in a more cost-effective, efficient and predictable way. | Completed 2018 | WFP (2019). Identifying opportunities to transition the chronically poor and vulnerable from humanitarian assistance to national schemes, WFP Briefing Note, WFP. |
| Jordan | Whilst continuing to support the humanitarian response for Syrian refugees in Jordan, DFID aims to strengthen the Jordanian social protection system in the medium term to provide a more sustainable and effective response for poor Jordanians and refugees. DFID has commissioned technical assistance to undertake an assessment of the flagship cash transfer, the NAF, and develop an options paper, outlining how donors can strengthen the NAF over time, what support is needed, and how to encourage eventual integration of refugees. | Ongoing (2020) | DFID (2019). Terms of Reference: Strategic Advice to DFID to Strengthen the Reach of the Social Protection System in Jordan, December 2019. (The internal report is due in June 2020). |
| Lebanon | The EU Trust Fund (EUTF) launched an expert mission to consider options for EUTF to support a systemic and longer-term poverty alleviation mechanism, targeting vulnerable Lebanese/non-Lebanese populations. This formed the basis of the EUTF’s current programme approach (below). | Completed 2018 | EUD (2019). Guidance Package on Social Protection across the Humanitarian-Development Nexus: Lebanon Case Study, EUD. |
| | Then DFID Lebanon commissioned a review to map cash programming in Lebanon for poor Lebanese and refugees, and to assess future options for humanitarian cash programmes that may help transition its refugee assistance towards a ‘social safety net-type approach’. | Completed 2019 | DFID (2019). Terms of Reference: Review of Cash Programming and Linkages to Social Protection in Lebanon, March 2019. |

² Oxford Policy Management (2018) Shock-responsive social protection synthesis report, OPM, available at: www.opml.co.uk/projects/shock-responsive-social-protection-systems

³ Better Assistance in Crises (BASIC) is a DFID centrally managed programme designed to help poor and vulnerable people to cope better with crises and meet their basic needs through more effective social assistance in contexts of recurrent shocks, protracted conflict and forced displacement. BASIC aims to tackle bottlenecks at global and country level that prevent greater use of social protection approaches in crises through research and technical assistance, providing expert advice and support for the scoping, design and delivery of more effective assistance systems.

| Country | Detail | Date | Resources |
|---------|---|----------------|---|
| Turkey | UNICEF commissioned a study to assess the feasibility of providing CVA for refugees through the Turkish social protection system. This assessed political will for collaboration, regulations of governments and of donors, the strength and coverage of the national social protection system, programme design features, targeting criteria and processes, cash delivery processes, possible risks and mitigation measures, and set out programme options for UNICEF and partners. This informed UNICEF's current programme approach (below). | Completed 2016 | EUD (2019). Guidance Package on Social Protection across the Humanitarian-Development Nexus: Turkey Case Study, EUD. |
| Yemen | DFID commissioned an assessment that mapped the existing social protection and humanitarian CVA programmes in Yemen, their coverage, delivery systems, capacity, complementarity and limitations and advised on options or consolidation and harmonisation of programmes in ways that support capacity and use of national systems. Findings will inform a new business case on humanitarian cash and social protection in 2020 (2021 start date anticipated). | Completed 2018 | Goodman, R., Frey, C., Ahmed, Z., Steller, R. and Qatinah, A. (2019). Basic Report: Yemen – Linking Humanitarian Cash and Social Protection (Phase II Report), DAI. |

3.2 PROGRAMMES

| Country | Actors | Description | Type of linkage ⁴ | Training and capacity building | Resources |
|-----------|---|---|------------------------------|---|---|
| Iraq | Cash Consortium Iraq | Since 2019, MPC programming actors in Iraq such as the CCI are aiming to support a transition from humanitarian assistance to government social protection. The humanitarian vulnerability assessment model has been methodologically aligned with the poverty assessment model of the World Bank on the SPN. This means that humanitarian assessments can be used to identify vulnerable households that can be referrals to the government social protection schemes, especially the SPN. | Alignment | UNICEF is providing extensive support to develop the social welfare institutions and systems. | Khan, S. and Clerici, M. (2019). Humanitarian Assistance and Social Safety Nets in Protracted Crises: A Case Study of Iraq, Cash Working Group in Iraq. |
| | | In 2015, UNICEF was working through the social welfare officers of the Ministry of Labour and Social Affairs (MoLSA) in Dohuk governorate to implement humanitarian CVA . | Piggybacking | | Smith, G. (2017). Linking Humanitarian Cash Transfers with National Social Protection Systems in the MENA Region, internal lessons learned case study for UNICEF. |
| Palestine | WFP, Ministry of Social Development, UNICEF | Since 2010, WFP's cash and voucher payment platform has provided a common payment platform for delivering the government's, WFPs and other development and humanitarian actors' cash and voucher programmes. As of 2018, WFP were supporting 170,000 people with food assistance complementing assistance provide by government social protection. | Piggybacking, alignment | WFP is supporting capacity building of the Ministry of Social Development | WFP (2017). Food Assistance for the Food-Insecure Populations in the West Bank and Gaza Strip, Standard Project Report, WFP. WFP Palestine (2019). Country Brief August 2019, WFP. |
| | | After conflict in Gaza in 2014, WFP and UNICEF launched a joint emergency e-voucher programme to meet food, WASH education and other basic needs for the displaced, using WFP's delivery system. This made use of the poverty targeting system of the Palestinian National Cash Transfer Programme to identify eligible households, based on evidence from a UNICEF/ODI study which confirmed that PNCTP beneficiaries are among the poorest and most vulnerable. | Piggybacking | | UNICEF Palestine (2016). Social Policy Brief: Strengthening Resilience Through Emergency E-Voucher Assistance, UNICEF. Pereznieto, P., Jones, N., Hamad, B. and Shaheen, M. (2014). Effects of the Palestinian National Cash Transfer Programme on children and adolescents: a mixed methods analysis, a report for UNICEF, ODI. |

⁴ O'Brien et al. (2018) outlines five categories of linkages, namely: vertical and horizontal expansion, piggybacking, alignment and design tweaks.

LINKING CVA AND SOCIAL PROTECTION IN THE MENA REGION

| Country | Actors | Description | Type of linkage ⁴ | Training and capacity building | Resources |
|---------|--|---|------------------------------|---|--|
| Turkey | WFP, Ministry of Family and Social Policies (MoFSP), Directorate General for Migration Management (DGMM), IFRC, UNICEF, ECHO | <p>In 2016, ECHO established the Emergency Social Safety Net (ESSN) to provide longer-term cash transfers to refugees. Phase 1 was managed by WFP, Phase 2 will be managed by IFRC. The ESSN provides monthly basic needs assistance to over 1.3 million refugees. It is conceived and managed separately to the government's social welfare system for citizens but makes use of its infrastructure and institutions (integrated social assistance information system; solidarity foundations). Payments are managed through TRC's Kizalay card system.</p> <p>Since 2017, UNICEF, in collaboration with TRC and MoFSP, is implementing the Conditional Cash Transfer for Education of Refugees programme (CCTE) to refugees. This is aligned with the design of the CCTE for Turkish children and provides a cash transfer for refugee children enrolled in Turkish schools or Temporary Education Centres, Phase 1 ran for the school years 2017–18 and 2018–19 and reached 511,453 children. Phase 2 began in 2019. It uses the delivery systems the government of Turkey and the ESSN.</p> | Piggybacking, alignment | Programmes supported integration of the government's refugee registration database and the Management Information System (MIS) for refugee children in Temporary Education Centres into the government's social assistance information system. UNICEF's CCTE includes a new child protection component, to be institutionalised into Turkish systems. | <p>Maunder, N., Seyfert, K., Aran, M., Baykal, G., Marzi, M. and Smith, G. (2018). Evaluation of the DG ECHO funded Emergency Social Safety Net (ESSN) in Turkey November 2016–February 2018, Volume 1: Final Evaluation Report, OPM.</p> <p>EUD (2019). Guidance Package on Social Protection across the Humanitarian-Development Nexus: Turkey Case Study, EUD.</p> <p>Juillard, H., Smith, G., Maillard, C., Jourdain, J., Vogel, B., Shah, V. and Weiss, L. (2020). Cash assistance: how design influences value for money. Paris: Key Aid Consulting.</p> |
| Lebanon | WFP, EUTF, World Bank, Germany, Ministry of Social Affairs (MoSA) | Since 2014 WFP has supported MoSA to implement a voucher transfer as part of its National Poverty Targeted Programme (NPTP). This uses the WFP cash delivery platform and beneficiary management system set up by WFP for its CVA to refugees. The EUTF provided funding to expand this in 2018, alongside funding for continued MPC support to refugees. The vision is that lessons and systems from design and delivery of cash assistance to refugees will influence development of a more inclusive and effective social transfer programme for the vulnerable Lebanese population. | Alignment | EUTF includes technical assistance component to support the social protection framework in Lebanon, and build human resources and system capacities. WFP is providing training to MoSA staff. | EUTF (2018) EUTF support to social assistance to vulnerable refugees and host communities affected by the Syrian crisis in Lebanon: Action Document for EU Trust Fund (Jun 2018). |
| | UNICEF | The NPTP database of households was used by UNICEF to target their humanitarian CVA for winter in 2017. | Piggybacking | | Smith, G. (2017). Linking Humanitarian Cash Transfers with National Social Protection Systems in the MENA Region, internal lessons learned case study for UNICEF. |
| | Oxfam | Since 2016 the Temporary Cash Assistance programme in Tripoli has been implemented through the local Social Development Centres and targets a few hundred Lebanese and Syrian households. Participants receive four months of cash assistance and referrals to other services to help them meet basic needs following a household shock. Identification of households is conducted through community-based targeting and referrals via the NPTP. | Piggybacking | | Oxfam Lebanon (2019). Overview: Oxfam's Temporary Cash Assistance Project. Lebanon: Oxfam. |

LINKING CVA AND SOCIAL PROTECTION IN THE MENA REGION

| Country | Actors | Description | Type of linkage ⁴ | Training and capacity building | Resources |
|---------|---------------------------|--|------------------------------|--|---|
| Yemen | UNICEF, USAID, World Bank | <p>From 2015 to 2017, UNICEF implemented a CVA programme to meet basic needs of over 20,000 vulnerable households affected by the conflict in Sana'a and Taiz. This made use of some of the Social Welfare Fund's (SWF) administrative systems, including the staff of the social welfare institutions and the payment mechanism.</p> <p>Since 2017, UNICEF has implemented the Emergency Cash Transfer Project (ECTP), with funds from the World Bank and others, which aims to continue payments to the SWF caseload during the crisis. This targets 1.5 million vulnerable households using the SWF beneficiary list.</p> | Piggybacking | Capacity building of the SWF institutions has been a key part of UNICEF's approach, including introducing improved complaints and appeals mechanism and MIS. | <p>Goodman, R., Frey, C., Ahmed, Z., Steller, R. and Qatinah, A. (2019). Basic Report: Yemen – Linking Humanitarian Cash and Social Protection (Phase II Report), DAI.</p> <p>Smith, G. (2017). Linking Humanitarian Cash Transfers with National Social Protection Systems in the MENA Region, internal lessons learned case study for UNICEF.</p> |

3.3 EVENTS

Key events that have influenced the debate and activity in the region include various international donor financing events and conferences on the Syrian refugee crisis and forced displacement, as well as specific events in country. There is also potential for lessons learned events in the future. These are detailed below.

| Event | Date | Detail | Countries | Resources |
|--|------------------|---|--|--|
| Brussels Conference on 'Supporting the future of Syria and the region' | 2017, 2018, 2019 | <p>Annual event bringing together donor and host governments, regional organisations, International Financial Institutions (IFIs) and UN agencies to mobilise political and financial commitments of the international community to support the Syria response. Builds on previous events in London (2016) and Kuwait (2015) where support for social protection was noted under the Turkey plan and led to development of the Facility for Refugees in Turkey (FRIT). This provided more long-term, predictable financing for the crisis to address both humanitarian and longer-term development needs of refugees and host communities.</p> <p>In 2018 social protection was being included in the donor funding priorities in three countries and a trend towards multi-year support and system strengthening.</p> <p>Actions are then mobilised through the various funding instruments such as the FRIT and the regional EUTF.</p> <p>Brussels III saw effort to involve Syrian and international NGOs.</p> | Lebanon, Turkey, Jordan | <p>EU (2018). Brussels (II) conference 24–25 April 2018: partnership paper conference document (Lebanon, Turkey, Jordan)</p> <p>Council of the EU (2019). Brussels III Conference on 'Supporting the future of Syria and the region': co-chairs declaration, press release 14.03.19</p> <p>EC (2016). Managing the Refugee Crisis: the Facility for Refugees in Turkey.</p> |
| Geneva High-Level Pledging Event for the Humanitarian Crisis in Yemen | 2018 | A similar political and financial pledging event for donors and governments focused on Yemen. | Yemen | EUD (2019). Guidance Package on Social Protection across the Humanitarian-Development Nexus: Yemen Case Study, EUD. |
| Workshop: Linking Humanitarian MPC with MoLSA Social Safety Net Programme in Iraq | 2018 | DFID, in partnership with the World Bank and the government of Iraq, convened a two-day workshop that brought together representatives from government and international humanitarian organisations to develop a road map for the way forward on linking SP-CVA. It led to the drafting of an Action Plan to move forward with linkages, including in targeting, referrals and information management. | Iraq | DFID (2018). ACTION PLAN: Initiating Linkages between Humanitarian Multi-Purpose Cash Assistance (MPCA) and MoLSA's Social Protection Network (SPN) in Iraq. |
| International Conference on Social Protection in Contexts of Fragility and Forced Displacement | 2017 | Outcome document endorsed by governments, donors and international humanitarian organisations highlights the need for collaborative humanitarian and development actions and strengthening national social protection capacity to establish sustainable response mechanisms for displacement-affected populations. | Potentially influential for the whole region. Specifically mentioned in literature on Iraq and Lebanon | <p>UNICEF (2017). International Conference on Social Protection in contexts of Fragility & Forced Displacement</p> <p>Brussels 28–29 September, 2017: Outcome Document.</p> <p>Khan, S. and Clerici, M. (2019). Humanitarian Assistance and Social Safety Nets in Protracted Crises: A Case Study of Iraq, Cash Working Group in Iraq.</p> <p>EUTF (2018). EUTF support to social assistance to vulnerable refugees and host communities affected by the Syrian crisis in Lebanon: Action Document for EU Trust Fund (Jun 2018).</p> |

| Event | Date | Detail | Countries | Resources |
|--|-------------|---|--|--|
| UNDG Regional Working Group on Social Protection | 2016 | Published a strategy note endorsing transition of humanitarian assistance towards national safety nets and social protection systems to improve the efficiency, transparency and accountability of aid and support humanitarian caseload into long-term social safety nets. | Influential for guiding the responses across the region. Specifically mentioned in literature on Iraq. | Regional UNDG Working Group on Social Protection (2016). Advancing inclusive and Sustainable Social Protection in the Response to the Syrian Crisis: Note on Strategic Opportunities, Challenges, and Way Forward, Regional UNDG Working Group on Social Protection. |
| National lessons learned event on linking CVA-SP | TBC (2020?) | It has been proposed that in Phase 2 of the CAMEALEON project, ⁵ NRC facilitate a 'lessons learned' workshop on how humanitarian CVA can be aligned with and strengthen the NPTP programme. | Lebanon | |
| Regional lessons learned event on Linking CVA-SP | TBC (2020?) | UNICEF and UNHCR are discussing a regional learning event on this topic. | Jordan (regional) | |

3.4 POLICY AND COORDINATION INITIATIVES

Donors have emerged as key players driving more coordinated approaches to linking CVA and SP.

| Country | Detail | Year | Resources |
|---------------------------------|---|------------|--|
| Iraq | Donors including DFID, ECHO, Germany, Canada and the US agreed to harmonise their humanitarian cash programming, and included commitment to harmonise approaches to linking with SP. | 2017 | DFID Iraq (2017). Humanitarian Cash Assistance in Iraq: short-term priorities for alignment & advocacy, document outlining priorities for donor alignment. |
| Lebanon | A Lebanon Social Safety Net Forum was formed in 2019, co-chaired by the EU Delegation and the World Bank, with the participation of UNHCR, UNICEF, WFP, Germany, United Kingdom and Oxfam, with the aim to improve coordination of efforts to link CVA and SP. | 2019 | EUTF (2018). EUTF support to social assistance to vulnerable refugees and host communities affected by the Syrian crisis in Lebanon: Action Document for EU Trust Fund (Jun 2018). |
| | DFID, through the BASIC framework, has commissioned a dedicated donor coordination position with the aim of improving coordination of donors approaches to CVA and safety net development. On behalf of donors and in coordination with other key stakeholders and policy fora, supporting, where requested, in strategic discussions on (i) how to drive humanitarian reform in Lebanon and cash programming and (ii) how lessons from humanitarian cash programming can be integrated into discussions on longer-term safety nets in Lebanon. | April 2020 | DFID (2019). Terms of Reference: Lebanon Multipurpose Cash and Social Protection Linkages Multi-Donor Coordinator Part-time, December 2019. |
| Yemen | In Yemen, donors have formed a donor group spanning the humanitarian–development divide. | 2019 | DFID (2019). Terms of Reference: Yemen Social Protection and Humanitarian Cash Linkages Donor Coordinator |
| | In 2019, DFID recruited for a dedicated coordination role with the aim of improving collective leadership among the key donors towards development of a common cash system in Yemen with opportunities for local ownership. | March 2020 | Part-time, December 2019. |
| Global (especially Iraq) | In 2017, the EU published its commitment to implementing the Humanitarian–Development Nexus, which has influenced EU-ECHO efforts to work together and commitments to link CVA-SP across the region, most specifically in Iraq, since Iraq is a nexus pilot country. | 2017 | EC (2018). EU steps up its assistance for the reconstruction of Iraq, press release, Brussels, 27 November 2018. |

⁵ The Cash, Monitoring, Evaluation, Accountability and Learning Organizational Network (CAMEALEON) is a consortium of Norwegian Refugee Council, Oxfam and Solidarités International established to provide a third-party monitoring function on WFP's MPC programme in Lebanon, and inform wider sector learning.

4 OVERARCHING LESSONS

4.1 LEGAL AND POLITICAL ASPECTS CAN ENABLE AND CONSTRAIN THIS APPROACH

Literature highlights the important role that political dialogue and political will has played in enabling or constraining efforts to link in the region, and the scope of what is feasible.

In Turkey, Yemen, Jordan and Iraq there was already political support and strategic direction for the use of cash-based safety nets in the social protection system, setting the foundation for discussions on linking since comparable modalities were used in the humanitarian response. Contrast Lebanon, where there is still reluctance to adopt cash modalities within the government and no cash-based safety net for poor Lebanese. Here, efforts to align have followed a slow process of policy dialogue, with introduction of vouchers at a small scale, alongside efforts to build the evidence base.

The nature of the crisis also influences political support for linking. In Jordan, Turkey and Lebanon inclusion/integration of refugees into the national social protection system remains politically sensitive due to understandable concerns about how this support will be sustained if international donor funding stops. This limits what is feasible – for example, in Lebanon it is not feasible to discuss integration of refugees, in Jordan the NAF is only for Jordanian citizens, while even in Turkey the ESN's Phase 1 objective to integrate refugees into the national system could not be reached. Under Phase 2 it is expected that one-third of the most vulnerable cases may be integrated.

The influence of politics on progress is evident in Iraq, where elections and changes to the government in 2018 contributed to delays in moving forward with action planning.

4.2 ENTRY POINTS

The diverse experiences across the region highlight on the one hand that contextual factors play a huge role in the feasibility and scope of making linkages. Influential factors include maturity, functionality, coverage and capacity of cash-based social protection systems as well as legal aspects (especially for inclusion of refugees) and political will. For example, in Iraq and Turkey the difference in maturity and coverage led to necessarily different approaches to linking. On the other hand, experiences in Lebanon and Jordan highlight that there can still be entry points to building linkages between CVA and social protection in displacement contexts, even where national social protection systems are not well developed, and where political and legal barriers to expansion of these systems to displaced populations exist. Experiences in Yemen show that even in conflict settings, where national systems exist there can be value in linking with these systems to preserve their functionality for future restoration while also contributing to provision of emergency response. In Syria there has not been similar scope to use pre-existing social protection structures or to encourage sustainability in longer-term social protection schemes. However, WFP report that a number of its humanitarian activities could in future inform re-establishment of a national social protection programme when peace is re-established, including using data from vulnerability assessment, and lessons learned from cash transfer programmes supporting education and nutrition. An entry point in this context has been maintaining continued relations with relevant ministries.

Experiences in Turkey, Iraq, Lebanon, Occupied Palestinian Territory (OPT) and Yemen highlight that humanitarian actors can find various entry points to foster linkages, beyond the 'traditional' role as CVA 'implementers'. A key role can be in developing or improving the capacity of national systems and programmes, including MIS development, data management, delivery system development, technical design (targeting, transfer value) and institutional strengthening.

In Turkey and Lebanon, experiences show that in refugee contexts, aligning CVA with assistance for citizens can be a key entry point. In Lebanon, donors at the Brussels II conference committed to supporting poor host communities as well as refugees by developing the NPTP. And in Turkey, while direct support to citizens is not provided under the ESN/CCTE, transfer values had to be set with parity for assistance provided to Turkish families.

In almost all countries, discussion and activity in this space has been dominated by particular donors and UN agencies. This is partly driven by the political nature and locations of the discussions, taking place at international pledging events (Lebanon, Turkey, Jordan) as well as by the consolidation of humanitarian CVA under large UN-led programmes, using UN-managed information management and delivery systems (in Jordan, Lebanon, OPT, Yemen). This has limited the entry points for other agencies such as INGOs and some Red Cross and Red Crescent societies. However, by contrast, in Iraq there have been entry points for a multiplicity of actors including INGOs. INGOs, organised through the Cash Consortium in Iraq (CCI), have retained a larger stake in the design and delivery of the cash component of the humanitarian response and are as a result more directly implicated in any strategy to transition to social protection. Meanwhile in Turkey, ECHO issued a wider call for proposals for implementing Phase 2 of the ESSN and has selected IFRC rather than WFP on grounds of cost efficiency and to support further localisation. And in Lebanon the independent third-party monitoring role that NGOs have adopted on the UN-led CVA (through the CAMEALEON consortium) may also be something worth exploring in any linked programmes. Experiences suggest that actors outside the UN agencies do have added value to bring, from an efficiency and effectiveness and accountability perspective, depending on context. The roles and added value of different actors in this space is a critical debate regionally and globally that is identified in CALP's SOWC2 report.⁶

4.3 BE AWARE OF LIMITATIONS AS WELL AS BENEFITS WHEN LINKING CVA WITH SOCIAL PROTECTION SYSTEMS

While the literature highlights clear potential for building links between CVA and social protection to contribute various benefits, at the same time, particular challenges with this approach are identified, which must also be borne in mind:

When using national systems as a means to deliver CVA, there are trade-offs in different aspects of cost-effectiveness: In Turkey, research into the cost-effectiveness of the ESSN and CCTE for refugees confirmed that delivering CVA through the existing national social protection system improved cost efficiency and speed of delivery, enabling rapid scale-up. On the other hand, the Turkish social protection programme design and operational processes were not necessarily always optimal for meeting the specific needs and constraints of refugees, which risked constraining effectiveness, especially for certain vulnerable groups.

Limited capacity of institutions tasked with social protection administration is a critical bottleneck to address: This was identified in assessments in Iraq and Lebanon, as a factor that could undermine efforts to align CVA and social protection. In Turkey, concerns about the capacity of the Foundations to administer a large refugee caseload led humanitarian actors to set up Turkish Red Crescent Service Centres, to reduce the burden of labour on the Social Assistance and Solidarity Foundation (SASF) and speed up registration.

Adaptations to social protection processes may be necessary to make them relevant and effective for the emergency context: A critical success factor in Turkey has been the flexibility of the government of Turkey to modify and adapt design features to better meet the needs of the emergency. For example, since refugee households have greater economic barriers to education, the CCTE for refugees provides top-ups to the regular CCTE payments. These are scheduled to coincide with the start of the school terms when education costs are highest. In Phase 2, these will be increased for children in secondary school where risk of drop-out is greater. Registration processes have also been adapted to make them more accessible to vulnerable refugees. In Yemen, UNICEF needed to make a number of operational adaptations to the SWF's implementation procedures, to be effective in the conflict setting.

Risk of a reductionist 'programme' vision detracting from a systems approach: In Iraq and Lebanon, the focus of the debate on linkages to date has been around the SPN and NPTP programmes, respectively, as the 'natural counterpart' to the poverty-targeted basic assistance provided as MPC by humanitarian organisations. Assessments undertaken in both countries highlight that social protection is most effective when provided as a layered system to provide a social protection floor and the importance of developing this broader national vision to ensure services that meet the needs of different groups. In Turkey, programming has evolved towards this systems approach, with the CCTE for refugees providing transfers targeting children, which 'layer' on top of the ESSN for basic needs. In Yemen, UNICEF is also piloting alignment of the ECTP with wider services in line with the concept of a social protection floor.

⁶ CaLP (forthcoming) State of the World Cash Report II. CaLP.

At least in the short- to medium-term, humanitarian assistance is still needed to fill gaps: In Palestine and Turkey, where national systems are being used to provide assistance, they are not able to reach all those in need, and humanitarian actors continue to play a vital role in filling gaps. In Turkey, Concern Worldwide is providing a complementary cash-for-education programme that provides assistance to very vulnerable out of school children, complementing the CCTE for refugees and filling gaps.

The theory of change behind the ways in which humanitarian actors can align with and contribute to building emerging national systems needs more attention: DFID's study in Lebanon highlights that efforts to align the humanitarian CVA response with national systems must establish and measure clear indicators for effectiveness of these investments in terms of their ultimate contribution to national system development, in order to build evidence on the added value of these 'alignment' efforts.

4.4 THE IMPORTANCE OF COORDINATION

Experiences from Iraq, Lebanon, Palestine, Turkey and Yemen highlight the importance of coordination on several levels in order to move forward with efforts to link CVA and social protection. This includes:

- Coordination between government departments responsible for different areas of social protection, and for disaster response (Turkey, Lebanon, Iraq).
- Coordination between government and international actors – strategically and operationally (Turkey, Yemen, Iraq, Palestine).
- Coordination between international humanitarian actors to improve data-sharing and develop a strategic and coherent response that reduces duplication and gaps (Turkey, Yemen, Iraq).
- Coordination between humanitarian and development partners, to bridge this disciplinary divide (all).

In Turkey, Yemen, Jordan, Lebanon and Iraq, donors are emerging as a key player driving the necessary coordination both operationally and at policy level. This includes bringing together humanitarian development donors (Turkey, Yemen, Lebanon), commissioning assessments and workshops (Yemen, Iraq, Lebanon, Jordan), and resourcing dedicated coordination roles (Yemen, Lebanon).

Studies in Yemen, Iraq and Lebanon have highlighted that competing agendas of operational agencies, each with a desire to maintain their organisational footprint and systems, can reduce incentives to collaborate.

4.5 PROGRESS REQUIRES A LONG-TERM VISION AND LONG-TERM FINANCING 'ACROSS THE NEXUS'

Literature in Turkey, Palestine, Yemen, Jordan, Iraq and Lebanon highlight the importance of developing realistic strategies for linking CVA and SP, with longer time horizons, and for financing from developmental as well as humanitarian sources in order to realise this.

In Lebanon, Turkey, Yemen, OPT and Jordan, donors have come together or are mobilising to develop portfolio-financing, reducing reliance on humanitarian funds.

In Turkey, although the ESSN programme Phase 1 had a stated objective to support transition of refugees into the Turkey system, this has not happened and the ESSN will continue to be donor financed under FRIT2. Similarly, in Palestine, programmes remain predominantly donor funded after more than five years. In Lebanon the EUTF programme has a timeframe of (30 months) which, while an important step, is still considered insufficient to support meaningful national system development. Similar conclusions are made in the assessment that was undertaken through WFP in Iraq. In Yemen, DFID has commissioned development of a realistic action plan for supporting a social protection system, with activities in the short-, medium- and longer-term. In Jordan, DFID's ongoing study is developing options to support the NAF in improving systems for eventual integration of refugees in over three years' time.

5 RESOURCES CAPTURING THE LESSONS LEARNED

| Country | Title | 1 Political aspects | 2 Entry points | 3 Challenges | 4 Coordination | 5 Long-term vision and finance | Link |
|---------|---|---------------------------|-------------------|-----------------|-------------------|---|-------------------------|
| Iraq | WFP (2019). Identifying opportunities to transition the chronically poor and vulnerable from humanitarian assistance to national schemes, WFP Briefing Note, WFP. | ● | ● | ● | ● | ● | Hard copy in folder |
| | Khan, S. and Clerici, M. (2019). Humanitarian Assistance and Social Safety Nets in Protracted Crises: A Case Study of Iraq, Cash Working Group in Iraq. | | | | | ● | |
| | Smith, G. (2017). Linking Humanitarian Cash Transfers with National Social Protection Systems in the MENA Region, internal lessons learned case study for UNICEF. | | ● | | | | No – Internal to Unicef |
| | Oxfam Iraq (2018). Social Protection and Humanitarian Cash in Iraq: Towards Responsible Transition, paper produced on behalf of the Cash Consortium of Iraq. | | ● | | ● | ● | |
| | DFID Iraq (2017). Humanitarian Cash Assistance in Iraq: short-term priorities for alignment and advocacy, document outlining priorities for donor alignment. | | | | ● | | |
| Jordan | DFID (2019). Terms of Reference: Strategic Advice to DFID to Strengthen the Reach of the Social Protection System in Jordan, December 2019. | ● | ● | | ● | ● | |

LINKING CVA AND SOCIAL PROTECTION IN THE MENA REGION

| Country | Title | 1 Political aspects | 2 Entry points | 3 Challenges | 4 Coordination | 5 Long-term vision and finance | Link | |
|-----------|---|---------------------------|-------------------|-----------------|-------------------|---|---|--|
| Lebanon | DFID (2019). Terms of Reference: Review of Cash Programming and Linkages to Social Protection in Lebanon, March 2019. | | ● | | | | No, not publicly available | |
| | Smith (2019). Review of Cash Programming and Linkages to Social Protection in Lebanon, an internal report for DFID Lebanon, commissioned under the BASIC Framework. | ● | ● | ● | ● | ● | No, not publicly available | |
| | EU (2018). Brussels (II) conference 24-25 April 2018: Lebanon partnership paper conference document. | | ● | | | | www.consilium.europa.eu/media/34145/lebanon-partnership-paper.pdf | |
| | EUTF (2018). EUTF support to social assistance to vulnerable refugees and host communities affected by the Syrian crisis in Lebanon: Action Document for EU Trust Fund (Jun 2018). | | | ● | | ● | ● | No, not publicly available |
| | DFID (2019). Terms of Reference: Lebanon Multipurpose Cash and Social Protection Linkages Multi-Donor Coordinator Part-time, December 2019. | | | | | ● | | |
| | EUD (2018). Guidance Package on Social Protection across the Humanitarian-Development Nexus: Lebanon Case Study, EUD. | | | ● | | | ● | https://socialprotection.org/discover/publications/guidance-package-social-protection-across-humanitarian-development-nexus-spa-0 |
| | Agency RED (2019) Multi-Purpose Cash Assistance Programme Evaluation Report: December 2015 to March 2018, a report for the Lebanese Red Cross . | | | ● | | | | |
| | Gentilini, U., Laughton, S. and O'Brien, C. (2018) Human(itarian) Capital? Lessons on Better Connecting Humanitarian Assistance and Social Protection, Social Protection and Jobs Discussion Paper No.1802, World Bank. | | | ● | | | | |
| Palestine | Gentilini, U., Laughton, S. and O'Brien, C. (2018) Human(itarian) Capital? Lessons on Better Connecting Humanitarian Assistance and Social Protection, Social Protection and Jobs Discussion Paper No.1802, World Bank. | | ● | | | | http://documents.worldbank.org/curated/en/946401542689917993/Human-itarian-Capital-Lessons-on-Better-Connecting-Humanitarian-Assistance-and-Social-Protection | |
| | Pereznieto, P., Jones, N., Hamad, B. and Shaheen, M. (2014) Effects of the Palestinian National Cash Transfer Programme on children and adolescents: a mixed methods analysis, a report for UNICEF, ODI. | | | | ● | | ● | www.odi.org/publications/8366-effects-palestinian-national-cash-transfer-programme-children-and-adolescents-mixed-methods-analysis |

LINKING CVA AND SOCIAL PROTECTION IN THE MENA REGION

| Country | Title | 1 Political aspects | 2 Entry points | 3 Challenges | 4 Coordination | 5 Long-term vision and finance | Link |
|---|--|------------------------|-------------------|-----------------|-------------------|-----------------------------------|---|
| Turkey | Juillard, H., Smith, G., Maillard, C., Jourdain, J., Vogel, B., Shah, V. and Weiss, L. (2020). Cash assistance: how design influences value for money. Paris: Key Aid Consulting. | | ● | ● | | ● | Due to be published June 2020 |
| | Maunder, N., Seyfert, K., Aran, M., Baykal, G., Marzi, M. and Smith, G. (2018). Evaluation of the DG ECHO funded Emergency Social Safety Net (ESSN) in Turkey November 2016–February 2018, Volume 1: Final Evaluation Report, OPM. | | | | | | www.alnap.org/help-library/echo-funded-emergency-social-safety-net-an-evaluation |
| | EUD (2019). Guidance Package on Social Protection across the Humanitarian-Development Nexus: Turkey Case Study, EUD. | ● | ● | ● | ● | | |
| | Parker, B. (2019). EXCLUSIVE: EU transfers €500m Turkey aid project to IFRC – but mulls exit strategy, article in New Humanitarian 24.10.2019. | | | ● | | | www.thenewhumanitarian.org/news/2019/10/24/EU-%E2%82%AC500m-Turkey-cash-aid-WFP-Red-Cross-Crescent |
| | EU (2018). Brussels (II) conference 24–25 April 2018: Turkey partnership paper conference document. | | | ● | | | www.consilium.europa.eu/media/34145/lebanon-partnership-paper.pdf |
| Smith, G. (2017). Linking Humanitarian Cash Transfers with National Social Protection Systems in the MENA Region, internal lessons learned case study for UNICEF. | | | ● | | | No – Internal to UNICEF | |
| Syria | Gentilini, U., Loughton, S. and O'Brien, C. (2018). Human(itarian) Capital? Lessons on Better Connecting Humanitarian Assistance and Social Protection, Social Protection and Jobs Discussion Paper No.1802, World Bank. | | ● | | | | http://documents.worldbank.org/curated/en/946401542689917993/Human-itarian-Capital-Lessons-on-Better-Connecting-Humanitarian-Assistance-and-Social-Protection |

LINKING CVA AND SOCIAL PROTECTION IN THE MENA REGION

| Country | Title | 1 Political aspects | 2 Entry points | 3 Challenges | 4 Coordination | 5 Long-term vision and finance | Link |
|---|--|------------------------|-------------------|-----------------|-------------------|-----------------------------------|---|
| Yemen | DFID (2018). Terms of Reference: Framework Development for Linking Humanitarian Cash and Social Protection in Yemen. | ● | ● | | | | |
| | Goodman, R., Frey, C., Ahmed, Z., Steller, R. and Qatimah, A. (2019). Basic Report: Yemen – Linking Humanitarian Cash and Social Protection (Phase II Report), DAI. | ● | ● | ● | ● | ● | |
| | EUD (2019). Guidance Package on Social Protection across the Humanitarian-Development Nexus: Yemen Case Study, EUD. | ● | ● | ● | | | https://socialprotection.org/discover/publications/span-2019-case-study-yemen |
| | Hutton, J., Boeser, S. and Turnbull, M. (2018). CTP in Challenging Contexts: Case Study on CTP and Risks in Yemen 2015–2020, CaLP. | ● | | | | | www.fsnnetwork.org/ctp-challenging-contexts-case-study-ctp-and-risks-yemen-2015-2018 |
| | DFID (2019). Terms of Reference: Yemen Social Protection and Humanitarian Cash Linkages Donor Coordinator Part-time, December 2019. | | | | ● | ● | |
| | Smith, G. (2017). Linking Humanitarian Cash Transfers with National Social Protection Systems in the MENA Region, internal lessons learned case study for UNICEF. | | | ● | ● | | No – Internal to UNICEF |
| | Gentilini, U., Laughton, S. and O'Brien, C. (2018). Human(itarian) Capital? Lessons on Better Connecting Humanitarian Assistance and Social Protection, Social Protection and Jobs Discussion Paper No.1802, World Bank. | | | ● | | ● | http://documents.worldbank.org/curated/en/946401542689917993/Human-itarian-Capital-Lessons-on-Better-Connecting-Humanitarian-Assistance-and-Social-Protection |
| Multi-country (ref. Iraq, Jordan, Lebanon and Turkey) | State of the World Cash report 2 (2020). | | ● | ● | ● | ● | Available July 2020, see www.calpnetwork.org/library/ |



The Cash Learning Partnership

Building linkages between humanitarian cash and voucher assistance (CVA) and social protection (SP) has become an increasingly prominent topic over the past five years and the Middle East and North Africa (MENA) region has been at the centre of this evolution. The objective of this resource set (the crib sheet and 6 regional case studies) is to ensure that CaLP trainers and course participants in MENA (and elsewhere) have access to the most significant and relevant examples from the region on linking SP and humanitarian cash and voucher assistance (CVA). The resources cover Iraq, Jordan, Lebanon, Palestine, Syria, Turkey and Yemen. The crib sheet summarises the main activities (programmes, assessments and analyses, events and policy and coordination initiatives) of interest, highlighting key lessons learned, and signposting to related documentation. The in-depth country case studies focus on national experiences of linking CVA and social protection in Lebanon, Iraq and Yemen.

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