

SOCIAL PROTECTION AND JOBS  
**SOUTH** LEARNING  
**2018** FORUM  
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Building Resilience through Adaptive  
Social Protection



SUMMARY REPORT



**WORLD BANK GROUP**



**RAPID SOCIAL RESPONSE**



**GFDRR**

Global Facility for Disaster Reduction and Recovery



Federal Ministry  
for Economic Cooperation  
and Development

Implemented by

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Deutsche Gesellschaft  
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Building Disaster  
Resilience in  
Sub-Saharan Africa



An initiative of the African, Caribbean and Pacific Group of  
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## 1. Background

The South-South Learning Forum (SSLF) is the flagship event<sup>1</sup> of the World Bank Group's Social Protection and Jobs Global Practice. Since its launch, the event has brought together more than 1,300 policy makers and practitioners from more than 100 developing countries to share and advance global knowledge and practice on social protection. The Forum was held from February 19-22 at the InterContinental Hotel in Frankfurt, Germany. This Forum was attended by more than 250 people from more than 68 countries. Post-Forum evaluations reveal that 97% of participants were satisfied or highly satisfied with the event (please see Annex 2 for more details on the evaluation).



The SSLF 2018 focused on the topic of “building household resilience through Adaptive Social Protection.” The concept of “Adaptive” Social Protection (ASP) has emerged in recent years, which places an enhanced focus on better enabling social protection to address the impacts of all manner of shocks on the households they affect – including natural disasters and climate change, economic and

financial crises, conflict and displacement, among others. A nascent area, ASP has begun to crystalize around two interrelated approaches: 1) building the resilience of the households that are most vulnerable to shocks; 2) increasing the responsiveness of social protection programs to adapt to and meet changed needs on the ground after shocks have materialized.

This summary report briefly outlines the information presented at the Forum, the main takeaways that emerged from the discussions and the questions for further engagement and research going forward.

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<sup>1</sup> Previous fora included “Emerging Social Protection Systems in an Urbanizing World” in 2015 in Beijing, China; “Designing and Delivering Social Protection and Labor Systems” in 2014 in Rio de Janeiro, Brazil; “Building Resilience and Opportunity: The Role of Labor and Social Assistance Policies” in 2012 in Hyderabad, India.

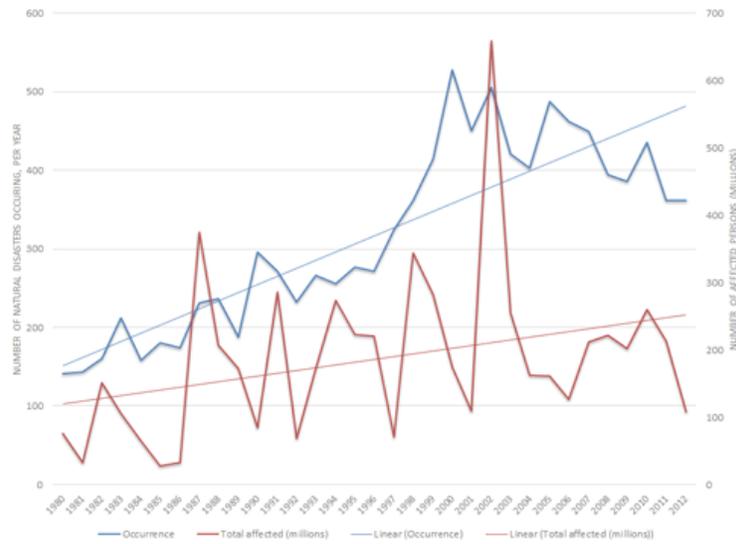
Concretely, the information and cases presented at the Forum will form the basis for a forthcoming publication on Adaptive Social Protection that is scheduled for publication in 2019.

## 2. Introduction

Today’s global landscape is fraught with multiple, interconnected and often devastating shocks the impacts of which directly undermine the well-being of those they affect. For example, to take some “shocking” statistics: the annual frequency of natural disasters has increased by 250 percent, and the number of people affected has increased 140 percent, between 1980 and 2012 (Figure 1). Projecting forward, climate change is predicted to exacerbate these trends and to push an additional 100 million people into extreme poverty by 2030, without climate-informed development (World Bank, 2016a). In recent years, forced displacement has also risen to record highs, with more than 64 million people displaced worldwide by the end of 2015 (Figure 2) – staggeringly 20 persons were estimated to have to flee their home every 60 seconds (UNHCR, 2016). Moreover, the worst economic and financial shock in recent memory materialized less than a decade ago, and the Ebola outbreak of 2014 served as a reminder of the devastating potential for lost lives and livelihoods when pandemics occur, particularly in a globalized world. Such shocks, their trends and associated risks are deeply interconnected (see for example, World Economic Forum, 2017), creating a global environment of heightened complexity for households, policy makers and practitioners alike to navigate.

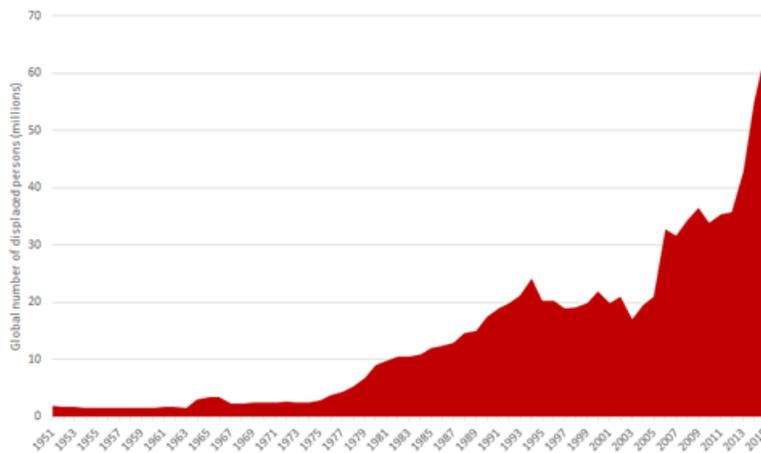


Figure 1: Total number of displaced persons, (millions) 1951 – 2015 stock



Source: [EM-DAT database](#)

Figure 2: Total number of disasters and number of affected persons, 1980 – 2012



Source: UNHCR [Population Statistics Database](#), 2016

Thus, the challenge for social protection to build household resilience and be responsive to shocks has never **been more acute**. Undoubtedly, significant progress has been made in the past decade in terms of introducing new social protection programs and scaling up existing programs to expand the coverage of

the poorest. This means that social protection is better positioned than ever to play a prominent role in helping households to manage the risks associated with the shocks outlined above.

**However, shocks often expose limitations in social protection coverage and design that limit the ability of such traditional instruments to comprehensively address the challenges that they pose to vulnerable households.** Shocks tend to have a disproportionate impact on poorer households due to over exposure and limited coping mechanisms because of lack of savings, limited to no access to finance or insurance, etc. This can result in poorer households necessarily resorting to harmful “negative coping” strategies to protect their short-term wellbeing and consumption, to their longer-term detriment. This may involve, for example, removing children from school to work for extra household income, availing high interest loans, selling productive assets, etc. Where available, assistance provided by social protection can lessen the need to resort to such strategies. However, persistent under-coverage of the poorest and those vulnerable to shocks means that those most in need of support may have no access to social protection. Moreover, rigidity in program design can hamper any attempts to adjust parameters to changed needs on the ground, reaching beyond a core case load, after a shock has occurred.

**In this context, the concept of “Adaptive” Social Protection (ASP) has emerged in recent years which places an enhanced focus on household resilience building and responsiveness of programming.** The prefix “adaptive” has come to represent a recognition by social protection policy makers and practitioners that there is a need to better adapt to all manner of shocks given the context of multiple interconnected risks and uncertainty previously outlined. This recognition has resulted in many complex questions, including precisely how best can social protection be better equipped to help households manage the risk of various shocks, across diverse country contexts? A nascent area, this question is not fully answered but it has begun to crystalize around two interrelated approaches focused on building household resilience through initiatives that foster greater preparedness for vulnerable households and for social protection programs alike.

*Focus area one: Building resilience among those households that are most vulnerable to shocks so that they are better prepared*

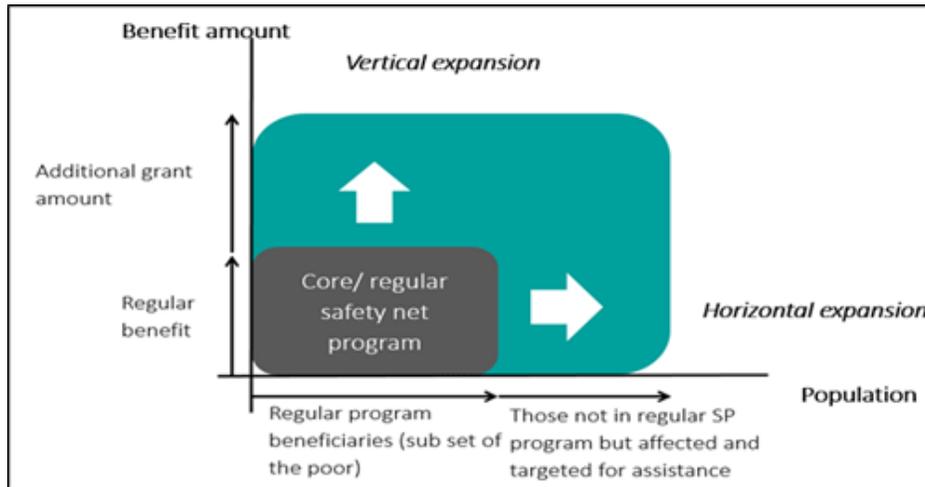
**The first of these interrelated approaches centers on an intensified focus to boost the household resilience building role of social protection, particularly for those identified as being most vulnerable to shocks.** This

approach effectively seeks to make those vulnerable households better prepared for whatever shocks materialize in the future, breaking the deleterious cycle of poverty and vulnerability that may otherwise result. In essence, a more resilient household will be better able to withstand shocks if they have more human capital, are able to access job opportunities, accumulate physical capital and diversify their livelihoods so that they are less vulnerable to the impacts of shocks. Enhanced resilience building in advance of shocks can be further assisted by combining safety net programs with additional complementary interventions. Effectively, this suggests the provision of a package of initiatives to particularly vulnerable households. More often in the literature this is referred to as productive inclusion or the “graduation model”. The evidence base for productive inclusion interventions is growing and those evaluations that have been conducted suggest positive impacts in terms of promoting sustainable exits from poverty and by extension resilience building among those households.

*Focus area two: Preparing Adaptive Social Protection to be more responsive to shocks*

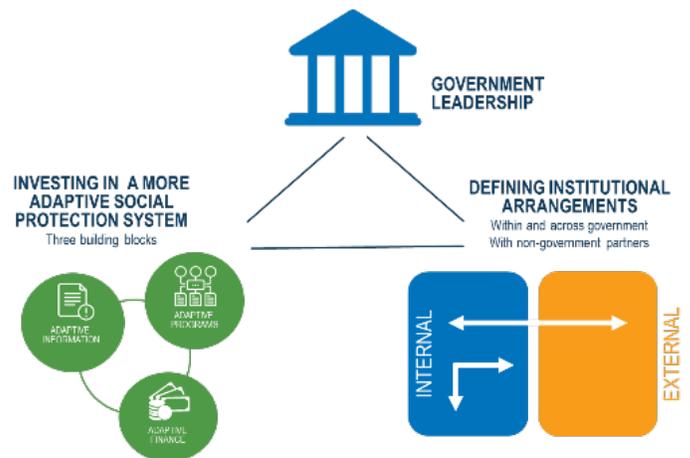
**The second interrelated approach to ASP focuses on increasing the capability of safety nets to respond to shocks after they occur through introducing greater flexibility and scalability in program design.** Such design features enable faster adjustment to post shock needs, and can empower a program to extend coverage to those that have been affected but that otherwise could not be reached due to rigidity in design and implementation. Conceptually, this enables a program to become more capable of “scaling out” to non-regular social protection beneficiaries that have been affected by a shock and/or “scaling up”, to increase benefit amounts at an acute time of need to existing social protection beneficiaries (as depicted in Figure 3). This process has similarly been referred to as “horizontal” and “vertical” expansion (OPM, 2015).

Figure 3: Program scalability to enable shock responsiveness



## 2.1. The ASP Road Map

How can these household outcomes be achieved in practice and what changes are necessary in terms of traditional approaches to social protection? The Adaptive approach to Social Protection does not imply a need to reinvent the wheel. As demonstrated, social protection is prominently in the conversation on shocks because, adaptive or otherwise, it can be a powerful instrument in building household resilience and providing the means to help the most vulnerable respond to, and bounce back from, shocks. The adaptive approach implies changes to business as usual approaches to social protection that are necessary for the implementation of the two focus areas. Concretely, these changes in approach are collated in the three fundamental pillars of the Adaptive Framework.



There are three fundamental building blocks for ASP:

- Government leadership;

- An ‘adaptive social protection system’: composed of adaptive programs and their delivery processes, finance and information;
- Institutional and organizational arrangements.

It is critical to note that the Adaptive Framework does not provide a definitive recipe for the implementation of ASP, but that it highlights the fundamental areas where changes in approach are required. While the ‘need’ for greater adaptivity in social protection given the context outlined is clear, there are few examples of social protection systems around the world that possess all the attributes of the ASP Framework. Instead, governments are beginning to experiment and innovate in various ways that speak to different elements of the ASP Framework.

Underlying each building block of the Framework is the notion of greater preparedness for shocks in the social protection sector. That is, an adaptive approach relies on actions that are taken before a shock occurs. This implies greater preparedness for vulnerable households in the ways outlined – building resilience and adaptive capacity. But it is also the core proposition for adapting social protection systems so that they are more capable of responding after the fact: prepare programs and their delivery processes, information, and finance so that the system becomes more responsive when it needs to be; prepare institutional and organizational arrangements to improve clarify the role of social protection in the overall shock responsive apparatus of government and non-government actors in order to improve coordination and efficiency.

ASP requires changes to the basic systems, institutional arrangements and financing arrangements for SP. However, the first and most important tenet of ASP is that the Government is in charge. Government ownership and leadership not just of regular SP delivery, but shock responses as well is a subtle, but necessary shift as it firmly allows for the use of government systems wherever possible and puts the Government in the driver’s seat in responding to the needs of their citizens even if they cannot do the delivery themselves. While in some situations delivery through government systems may not be possible (conflict situations for example) there is a growing recognition as evidenced at the World Humanitarian Summit and the subsequent Grand Bargain that developmental solutions are needed to address smaller scale shocks. As SP programs expand their coverage globally they are also increasingly being used to respond to shocks. Based on this growing body of evidence, a number of best practices are emerging with

regards to the design, financing and institutional arrangements for ASP. These have come together in the ASP road map below.

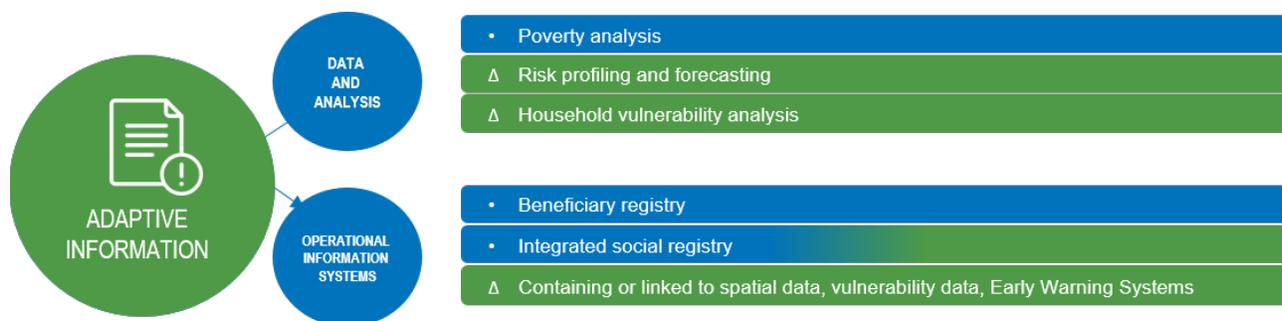
The various aspects of the road map were discussed in detail during the Forum sessions. Government leadership was outlined by Ministers in the ministerial and high-level panels, the specifics of program and information system design were discussed during the “Nuts & Bolts” sessions, while the financing was covered in the financing session. Adaptive programs were further discussed during the resilience session, while institutional arrangements and partnerships were covered during the humanitarian linkages session.

## 2.2. Adaptive Social Protection Systems

An Adaptive Social Protection System is composed of three fundamental building blocks: programs and their delivery processes; information; finance. Each of these building blocks needs to be adapted in certain ways in order to make the overarching SP system - “big S” - more adaptive in the face of crises and shocks. Each of these key blocks are of course foundational building blocks to any social protection system. The emphasis at the SSLF 2018 was placed on teasing out the “deltas” for each – that is, what new approaches, design features, information streams, financial mechanisms, etc., are required of an ASP system that would not be possessed by a regular SP system? Lastly, the notion of “investing” in a more adaptive SP system, highlights the emphasis on preparedness – taking these actions ahead of time to adapt the social protection system, ex ante, before a shock occurs.

### 2.2.1. Adaptive Information Systems

Figure 4: Adaptive information: understanding risk and vulnerability

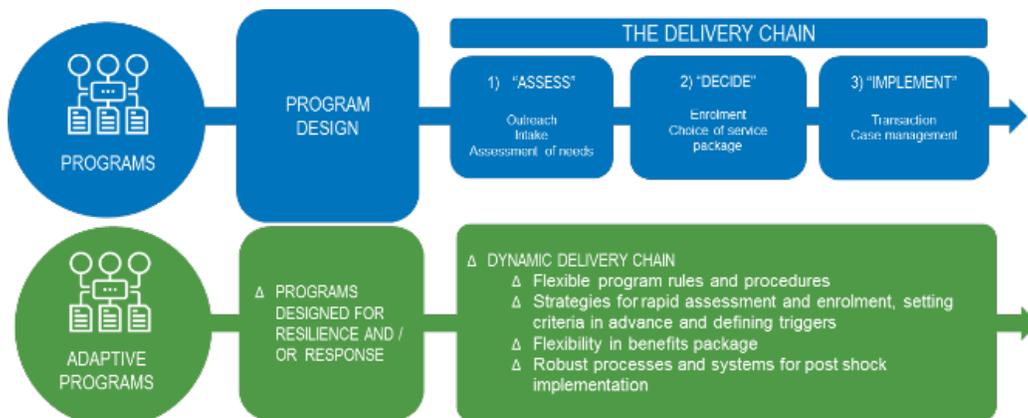


Source: Presentation “Adaptive Social Protection: Framing the Issues”

The information used in social protection can be thought of in two streams: the information for analysis and the information housed in operational information systems. Traditionally, SP programs collected basic poverty/income information to determine who needed support and how much. This information was entered into beneficiary or ideally integrated social registries where it was linked to information on payments and other operational data for the program through a management information system. To support adaptation to shocks the data collected is expanded to cover additional factors beyond poverty. Information on the risks the household faces, who they are, where they are, and what kinds of risks are they vulnerable to as a result is needed. This information is then fed into the programs and financing to help support scaling. To assist in this process the information on the households and their vulnerabilities can be links with spatial data or early warning systems to build complex models and simulations to inform program management and design.

### 2.2.2. Adaptive Programs

Figure 5: Adaptive Programs: building resilience, responsive to changed needs



Source: Presentation “Adaptive Social Protection: Framing the Issues”

Traditional social protection programs are designed to build the resilience of the most vulnerable to shocks before the shocks occur and this remains a critical element within adaptive social protection. In places that are subject to regular shocks the resilience building nature can be emphasized through support for new livelihoods, or other interventions that recognize the context the community faces. These types of interventions were the focus of the Resilience panel.

Beyond ex-ante resilience building, adaptive programs also have more flexible program rules and procedures, to allow them to reach the affected quickly and to scale in times of crisis. This necessitates more dynamic processes and systems such as different, rapid targeting rules, different benefits packages, different rules or operating procedures for normal versus shock responsive times and perhaps a registry that includes information on more than just the “regular” beneficiaries. As such, existing programs in many countries can be modified to become adaptive to shocks. Where this is not feasible, or where there is no SP program, adaptive features can be developed from scratch as an integral part of the design of the program, as was the case in Kenya’s Hunger Safety Net, or Ethiopia’s Productive Safety Net.

### 2.2.3. Adaptive Financing

Figure 6: Adaptive Finance: accessible financing to cover anticipated costs



Source: Presentation “Adaptive Social Protection: Framing the Issues”

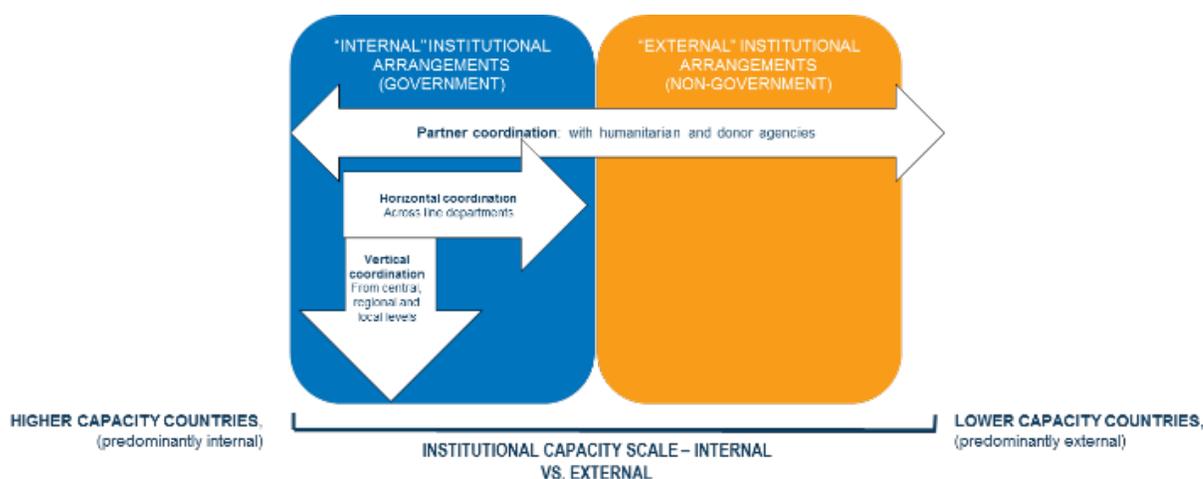
It is good practice for established social protection programs to seek multiyear budget allocations to support their long-term development goals of investing in human capital and building resilience. Shocks create extraordinary needs above and beyond those catered to by these multiyear allocations and can imply significant contingent liabilities. As such, multiyear financing for the predictable needs of the core, or regular, caseload needs to be complemented by a financing strategy to adequately respond to shocks. There are a variety of different risk financing instruments that governments can layer together to develop a financing strategy for different magnitudes of shocks including reserve funds, contingent credit, private insurance, and humanitarian/donor funding. Determining the right mix of instruments depends on the financial liabilities the government may face. Modelling those liabilities can be done if high quality

information on the potential number of people impacted by what types of shocks is available and collected through adaptive information systems. This financing can then be linked to the adaptive programs and triggered to be quickly dispersed in times of crisis.

### 2.3. Institutional Arrangements

Setting the adaptive system aside, the third building block to the ASP road map focuses on the cross cutting issue of the institutional arrangements that surround and underpin that system. The arrangements among these institutions can be somewhat artificially separated into two separate areas: those institutional arrangements that are internal to the Government (horizontal across line departments and vertical from national to sub-national entities), and those that may be between the Government and institutions that external to the Government – the humanitarian community, donors, etc.

Figure 7: A multitude of actors: planning and coordination



Source: Presentation “Adaptive Social Protection: Framing the Issues”

Where shocks are concerned, a variety of non-government actors are at the forefront of responses including in many cases leading shock responses where Government capacity is lacking, overwhelmed or non-existent. This means that linkages between non-government entities, particularly the humanitarian community, and national systems (where they exist) are a key consideration for the adaptive agenda. The linkages and interactions between SP and national systems are complex and multifaceted. For example,

high capacity environments where non-government actors play a limited role in shock response may be observed, where as there are other contexts where shock responses are led entirely or almost entirely by external actors, and still other cases where there is a blend – including instances of humanitarian agencies and donors leveraging national SP systems to deliver assistance to those affected by shocks.

As such, a critical aspect of the ASP, is concerned with the coordination of the many actors involved in assessing needs, financing responses, and delivering support to the affected. While ideally the government should be leading the coordination and response efforts, the context, the government's capacity and the magnitude of the shock impact the different institutional arrangements that may be put in place. For example, where the shock overwhelms a government's capacity to finance, or deliver a response, more external actors may be called upon. Defining the institutional arrangements in advance is enormously helpful given the multitude of actors inside and outside government that are involved in a response. As a result, the rules, policies, and mechanisms in place need to support coordination with humanitarian and donor agencies, coordination between departments and ministries within the federal government and coordination between central, regional and local level actors and government departments. Coordination and the institutional arrangements for ASP are often overlooked but deserve as much treatment (and financing where needed) as the other blocks for without coordination things will not run well.

### 3. Session Summaries

This section describes the learning delivered at the Forum along with some main messages. It is organized to reflect the event agenda (see Annex 1). All presentations are available on the web at <http://www.worldbank.org/en/events/2018/03/13/south-south-learning-forum-2018>.



#### *Official Welcome & Opening*

Keith Hansen, World Bank Group Vice-President for Human Development, opened the Forum with remarks on the importance of Human Development and Adaptive Social Protection in the context of shocks such as disasters, forced displacement and pandemics.

#### *Adaptive Social Protection (ASP): Framing the Issues*

Michal Rutkowski, World Bank Group Senior Director, Social Protection & Jobs, framed the topic of ASP and aligned it with the content of the Forum. Acknowledging that ASP is an emerging area in the field of social protection, the framing presented the fundamental building blocks captured in the ASP “roadmap.”

### *Preparation for Capturing Lessons Learned*

Anush Bezhanyan, World Bank Group Practice Manager, Social Protection & Jobs, outlined the approach to structured learning throughout the Forum, culminating in an interactive "Lessons Learned" session on the final day.

### *Welcome Remarks from the Government of Germany*

Thomas Silberhorn, Parliamentary State Secretary to the Federal Minister for Economic Cooperation and Development provided remarks on behalf of Germany as co-host to the Forum.

### *Developing Adaptive Social Protection in Senegal*

Amadou Diop, Head of the Operations Department for Senegal's General Delegation for Social Protection and National Solidarity - co-host of the Forum, presented the building blocks of Senegal's safety nets system and how it is being used to respond to shocks and build the resilience of the most vulnerable households. Senegal has worked to build the National Unique Registry which has registered 28 percent of the population and will soon include every poor household in the country. In parallel, they have been implementing a national cash transfer program with beneficiaries in every village and neighborhood of the country – covering around 18 percent of the population. Recently, they have started using both the National Unique Registry and the cash transfer program to respond to shocks in a more efficient way.

## Ministerial Panel: Reflections on Adaptive Social Protection



Pakistan's Minister of State, Marvi Memon, and Egypt's Minister of Social Solidarity, Ghada Waly described their Government's experiences of responding to shocks. They were joined by Amadou Diop, Thomas Silberhorn, Keith Hansen and Michal Rutkowski in this "Davos"-style conversation. The discussion highlighted the

role of technology, particularly the development of national registries for better enrolment and benefit delivery. Also discussed was the potential of mobile phone technology for service delivery, poverty mapping and disaster prediction capabilities for an integrated social protection system. Further, it was emphasized that having the ability to scale-up and -out to cover people in need can help build broader political support for SP programs in general.

## Economic Shocks

There are a wide variety of economic shocks from a financial or external trade shock, a change in regulations or subsidy regime, the loss of investor confidence to a breakdown of the banking sector. Regardless, all crises have an impact on livelihoods by affecting the cost of living, earnings, savings or employment of those that they affect. Economic shocks, especially those affecting the livelihoods of the poor and vulnerable, can push many near-poor into poverty and those that are already poor into destitution. They can also create social instability and as such the pressure to respond quickly is felt acutely by policy makers.

## Egypt

Ghada Waly, Egypt's Minister of Social Solidarity, described a number of social reforms begun in 2014, to address rapid social change, an economic slowdown, currency devaluation and inflation and a necessary subsidy reform. The mix of pressures and the need to protect the poor while undertaking fiscal

consolidation resulted in a substantial reform to the social protection sector. This meant investing in critical aspects of SP systems such as a proxy means test to identify the poor who would need support, building a comprehensive database, developing IT connections to program offices so that they could scale-up their cash transfer program nationwide and embark on other critical SP reforms. This required coordination with non-state actors, and government at all levels in order to ensure that a broad suite of programs was available to the needy, including support for disabled Egyptians, housing, connections to basic services such as electricity, gas, and water. In the end, this difficult period for Egypt has resulted in positive investments in human capital.

### *Ukraine*

Vitalii Muzychenko, Director of the Department of State Social Assistance, Ministry of Social Policy, outlined how an economic shock built momentum for social safety net reform. Ukraine lost access to subsidized gas and other energy sources (estimated at about 7 percent of GDP). In April 2016, the Government passed a resolution which essentially eliminated energy subsidies. The current support to poor households was administratively complicated and required households to re-apply every six months on paper and in person. There were also questions about the efficiency of the targeting. To improve the system and support households impacted by the removal of fuel subsidies the targeting was improved through the development of a central monitoring system to track benefits and consumption levels across the income distribution to ensure that poorer households got more support. The administrative procedures were also simplified to reduce the burden on households and the cost of administering the program. The program covered almost 50 percent of Ukrainian households in 2016-17. Going forward, the Government is working on further system improvements such as verification of information submitted by applicants and additional methods of assessing poverty given that much of the economy is informal.

## *Liberia*

Gabriel Fernandez, National Social Protection Coordinator, focused on the Ebola crisis which devastated the economy and took the lives and livelihoods of households. The country already faced poverty, youth unemployment, and other challenges when the pandemic struck. Building on its experiences with the economic



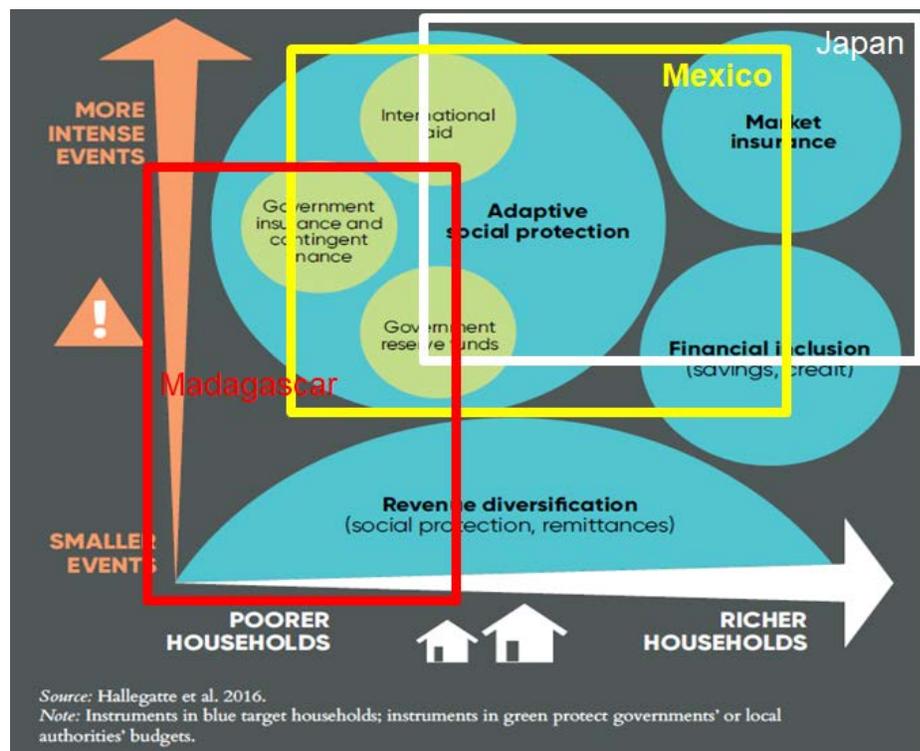
crisis of 2008 (the food, fuel, and financial crisis) Liberia was able to scale-up its safety net as part of its response to the pandemic. Targeting labor-constrained, poor, and directly impacted households the Government doubled the amount of the cash transfer provided to these households and paid them through commercial banks. The Government coordinated its response with its SP donors and humanitarian actors but faced challenges including frequent turnover of humanitarian actors, infrastructure difficulties, as well as duplication of systems and subsequent wastage given the number of actors. The key lessons Liberia drew from this experience were that the cash transfer beneficiaries were already more resilient (due to pre-crisis income and food security) than non-recipient households, which provides strong evidence for investing in household resilience in fragile environments. They also felt that coordination and strong government leaderships were critical and that having built a track record of responding to needs through the safety net already made it easier for the government to support communities in responding to this pandemic.

## *Indonesia*

Indonesia has undergone a series of subsidy reforms in the last 15 years. Prior to these reforms, Indonesia's fuel prices were the lowest in Asia, with the richest enjoying the greatest benefits from the subsidy. With their removal, the Government was concerned about future price spikes impacting the poor. As a result, the country decided to prepare for new crises by investing in the expansion of conditional cash transfers and reforming its obsolete and ineffective food subsidy system. The results were the development of a

comprehensive information system, the ability to provide short-term compensation to the poor in times of crisis, and well aligned SP programs. The savings from the subsidy reforms were channeled into social and infrastructure spending to support the expansion of well-designed safety nets, and build necessary infrastructure for human and economic development. Indeed, this was one of the main conclusions of Indonesia’s presentation - the importance of strong macro-policy to build resilience to shocks including increasing tax collection, redirecting spending from regressive subsidies to infrastructure and social spending, and investing in social systems that are dynamic, pro poor and address inequality more generally.

Natural Disasters

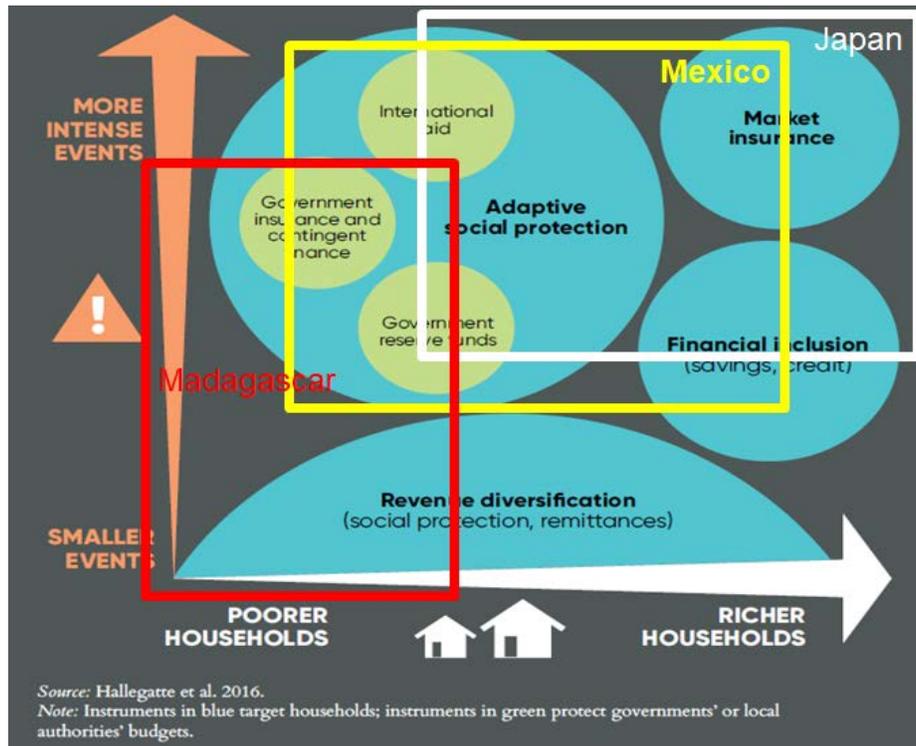


Disaster risk is an obstacle for people to escape poverty. First, disasters impair asset accumulation through their impacts on dwellings, livestock, and other household assets. They also affect incomes through their effects on infrastructure services, for instance when people cannot access their employment location or

lose their agricultural production. When a large-scale disaster occurs, it can leave people with reduced income and large reconstruction needs, forcing the poorer people to cut on essential consumption such as food intake, education, and health care. When children are affected, irreversible impacts through impaired physical and cognitive development or lost education can reduce future incomes and prospects over decades. And even if a disaster does not occur, the existence of a risk can be enough to reduce income, by reducing the incentive to save and invest in assets that could be lost in a hazard. As a result, better risk management – either by reducing the risk ex ante or by making people more resilient, i.e., better able to cope with and recover from disasters – contributes to poverty reduction and economic growth. This session

explored how social protection program and policies can contribute to this agenda and be leveraged to promote resilience, focusing on program design and institutional features that can improve planning and response.

Figure 8: The range of tools for different types of disasters and households



Source: Presentation “Natural Disasters: A Framing Introduction”

### Japan

Shoichi Tawaki, Director of Crisis Management Department for Sendai City, presented the experience of the local Government's response to and recovery from the devastating earthquake and tsunami in 2011. The case study focused on the comprehensive disaster response system at the national level, as well as the specific roles of local governments in implementing emergency social assistance. The local government of Sendai City used a package of emergency interventions, emergency operation manuals and a geo-referenced information system, prepared ex-ante, to deliver support accurately as well as promptly. After the 2011 disaster, not all prepared systems were effectively used due to the unprecedented scale of destruction. On-site, "live" modifications through collaborations with communities, NGOs, and the private

sector enabled the city to adapt and deal with a challenging and fluctuating situation. Lessons from the 2011 disaster response are now integrated in the city's Masterplan and system as a preparation against future disasters, demonstrating the importance of institutional learning and adaptation.

### *Madagascar*

Rindra Rakotoarisoa, Regional Director of the *Fonds d'Inversion de Developpement*, presented the response to a recent severe drought in the southern part of the country caused by the 2016 El Nino, Madagascar created the Drought Emergency Cash Transfer or *FAVIOTA* Program that builds on several existing programs and systems. The three-year program is intended to stabilize income for drought-affected households, recover livelihoods and reinforce human capital with an integrated approach to nutrition, rural development, citizenship and women's empowerment. The program is a combination of cash transfers, nutrition services and livelihood grants to over 69,000 affected households. *FAVIOTA* differs from a "normal" safety nets program in its targeting, co-responsibilities, frequency of payment and in its collaboration with other programs. Results include changes in behavior at the household level and a greater understanding of childhood nutrition and education, an enhanced role of the woman in household decision making and increased use of social services. And for the first time in the region, cash transfers are being delivered on a massive scale, including through mobile banking. Finally, good governance is promoted through effective grievance redress mechanisms and systematic communications between main implementing partners.

### *Mexico*

Julio Manuel Valera Piedras, Director General of Outreach and Operations for PROSPERA presented the considerable experience of Mexico in responding to an array of natural disasters with a focus on the Government's response to three violent earthquakes in September 2017. Mexico's Ministry for Social Development (SEDESOL), is the principal government ministry responsible for the design and delivery of social protection programs in Mexico. SEDESOL manages several SP programs relevant to disaster response in Mexico, including the long-running PROSPERA CCT (previously *Oportunidades*) and the Temporary Employment (Program PET). PET provides income support to populations affected by emergencies through



the provision of temporary economic support for their participation in family or community benefit projects, providing consistent economic support in wages equivalent to 99 percent of a general daily minimum wage. SEDESOL also maintains a Single Beneficiary Registry with data on all program beneficiaries of the

programs it manages. SEDESOL benefits from clear institutional coordination arrangements and flexible legal frameworks to assist in the deployment of these programs in post-disaster contexts. In this case, PROSPERA could quickly access to the affected population as 55 percent of the program's beneficiaries were in affected areas.

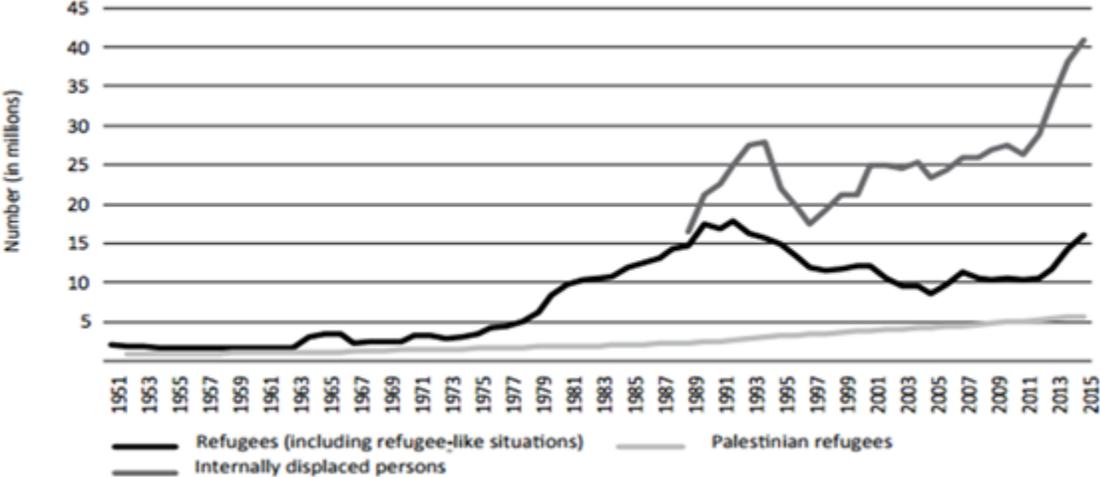
### Forced Displacement

At the end of 2015 there were around 65 million Forcibly Displaced (FD) people in the world. Of the 65 million FD, about 40 million were Internally Displaced People (IDPs), 20 million refugees (of which 3 million were asylum-seekers). Forced displacement, mainly concerns developing countries, which host 99 percent of the world's Internally Displaced People (IDPs) and 89 percent of the world's refugees. More than 50 percent of IDPs are in fragile countries. Forced displacement also intersects with an ever-larger phenomenon: human mobility resulting from economic migration. At the end of 2015 there were an estimated 250 million international migrants (a 60 million increase from 10 years before), and 740 million internal migrants.

While previous support to FDs was short-term and focused on refugees, new approaches are required as more and more people are displaced for longer periods of time – in fact 75 percent of the estimated 65 million forcibly displaced people are in protracted displacement and are expected to remain so. Protracted displacement results in greater pressure on basic resources, basic services, economic opportunities, and can have political and social implications by igniting tensions between host and hosted communities –

particularly in places with limited capacity or stability. Although humanitarian assistance is still needed for immediate response – more long-term solutions are needed. Where longer-term solutions have been found they have often been provided through social protection type mechanisms. This session focused on both internal and externally displaced peoples and the shift from short-term humanitarian assistance to longer term developmental approaches.

Figure 9: A threefold crisis: The global forcibly displaced population



Note: UNHCR numbers include refugees and refugee-like situations  
 Source: UNHCR 2016b, 2016c, UNRWA 2016

*Bangladesh*

Md. Zillar Rahman, Secretary, Ministry of Social Welfare, described the Government’s response to the more than 650,000 people from Myanmar who were estimated to have crossed into Bangladesh since late August 2017, joining the previous 200,000 that had fled in earlier waves. The majority of these refugees are women and girls (65 percent) and more than half are children. Settlement areas are among the poorest in Bangladesh and the recent influx of refugees has led to an increase in the price of basic commodities and has placed an immense strain on infrastructure, services and the host population. In response, the Government has allocated 3,000 acres for a new camp and is responding to immediate needs of the refugees by providing of water, food, shelter and essential health services. Biometric registration is being

used to help target these services as well as identify and rehabilitate nearly 36,000 Rohingya orphans with the help of cash transfers to foster families, building the capacity of social workers, "child-friendly" spaces for recreation and learning and youth programs on life skills, vocational training, and basic literacy and numeracy.

### *Central African Republic*

Virginie Baikoua, Minister of Humanitarian Action and National Reconciliation, described the enormous challenges the Central African Republic has been facing in dealing with forced displacement. More than 900,000 people, almost 20 percent of the population, are displaced and tensions in some locations run so high that some speak of a looming genocide. Social protection in the country was previously characterized by uncoordinated short-term programs that were largely contributive and offered limited coverage of mainly the formal sector. In response, the Government is finalizing a National Social Protection Policy with the goal of ensuring access to basic social services for targeted groups. The strategy seeks to balance short-term emergency interventions and long-term actions and focuses on the creation of a Single Social Registry to support the delivery of cash transfers to the displaced along with accompanying measures to promote national dialogue and institutional coordination capacity building.

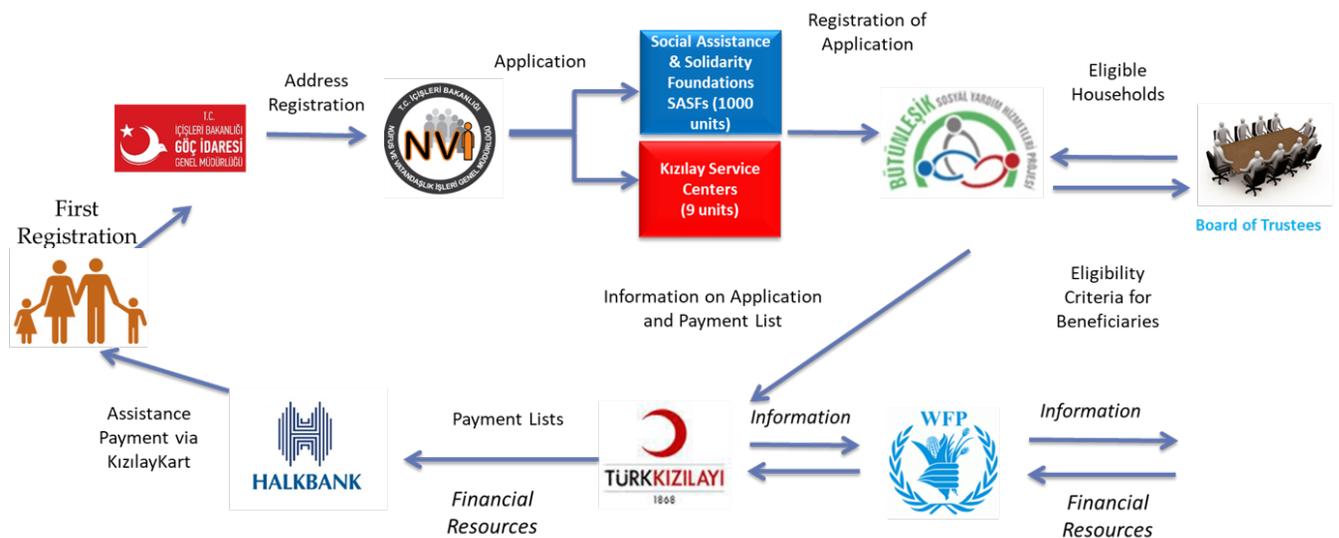
### *Colombia*

Nemesio Roys, Director General of the Department for Social Prosperity, presented the country's experience with supporting people who were displaced by the long-term tension with the FARC, and the closure of the border with Venezuela in 2015 and the subsequent Colombian Returnees. The Investment Fund for Peace (DPS) supports Colombian returnees who left Venezuela when the border closed. The Colombian Social Protection system has evolved as a result of this pressure to include individual and collective reparation programs, social promotion programming to support livelihoods, and providing the displaced with priority access to conditional cash transfers to support investments in productive livelihoods and human capital. Like the other cases presented, Columbia has found that moving towards a collective approach to programming has helped with cohesion and reduced tensions between IDPs and host communities. They have also struggled with the transition from short-term humanitarian response to longer-term solutions.

## Turkey

Mustafa Sencer Kiremitçi, Social Policy Expert for the Ministry of Family and Social Policies presented Turkey’s Integrated Social Assistance System (ISAS) launched in 2009 to facilitate all the steps related to the management and delivery of social assistance. It provides 112 web-based services in one easily accessible online portal. Notably, ISAS has been used to scale up social assistance programs in response to the influx of Syrian refugees in Turkey. With the financial support of the EU, ISAS is being used to deliver two programs to support Syrian refugees. The Emergency Social Safety Net uses demographic targeting to provide a monthly cash transfer for basic needs for over one million beneficiaries. The Conditional Cash Transfers for Refugees serves over 320,000 refugee children based on school attendance. ISAS and national network of service centers for program application has enabled Turkey to respond quickly to the crisis and the country in building an experience base for dealing with refugees in the future.

Figure 10: Identification process of potential beneficiaries of SP programs among refugees in Turkey



Source: Presentation “Identification Systems for Shock Response: Turkey’s Experience”

*The Nuts & Bolts of Adaptive Social Protection for Shock Response: From Preparedness to Response 1&2*



These sessions focused on preparing the nuts and bolts of ASP ex-ante to deliver an effective ex-post response, including adaptive features that make families more resilient as well as those that make systems more agile for shock response.

*The Philippines*

Maryanne E. R. Darauay, Director for Social Development Staff, National Economic and Development Authority Central Office, focused on how to define institutional arrangements by focusing on inter-agency coordination, national-subnational level coordination, as well as roles for SP in shock response and civil society participation. For countries with a high level of exposure to natural disaster risk, such as the Philippines (3rd in the World Risk Index Rating), properly defining the institutional arrangements for adaptive social protection is critical. In terms of localizing disaster risk reduction and management (DRRM), the Philippines has put in place the Philippine Development Plan (PDB), which feeds into the Regional Development Plans (RDPs), which subsequently influences the Comprehensive Development Plans at the local level. The Philippines sees a big role for non-Government actors to fill the gaps in Government systems. For example, NGOs are involved with the implementation of both the UCT and a relatively new Weather Index-Based Crop Insurance Program called REBUILD. Task sharing among Government departments is pre-defined and depending on the area hit or level of damage, different departments take the lead in response. Local governments are also mandated to allocate 5 percent of their annual budget for disaster mitigation, preparation, and response.

## *Chile*

Juan Eduardo Faúndez Molina, Vice Minister, Ministry of Social Development, focused on the development of adaptive information through their disaster assessment tool and its linkages to their social registry. Chile faces an extremely high level of exposure to natural disasters – 10 relatively major natural disasters experienced from 2014–2017. In 2015, Chile set up a new social registry, which was linked to an instrument called the *Ficha Basica de Emergencia* (FIBE) or "Basic Emergency Sheet". FIBE aims to gather detailed information on families affected by emergencies, in order to provide adequate support and response. The rollout of the system shortened the Government's response time for assistance from 115 days to 27 days between similar magnitude earthquakes in 2014 and 2015. Chile has also rolled a FIBE app for phones, which has further reduced the time required to collect new data from beneficiaries following natural disasters.

## *Turkey*

Mustafa Sencer Kiremitçi, Social Policy Expert, Ministry of Family and Social Policy, focused on how its Integrated Social Assistance System (ISAS), which is used to deliver 40 different social assistance programs, was capable of quickly adapting to incorporate the most vulnerable Syrian refugee families affected by the crisis. Having this system in place prior to the crisis permitted Turkey to respond with relative ease, despite an influx of over 3.5 million refugees (around 4 percent of the population). Turkey also developed two new programs specifically to supply basic needs for refugees, Social Cohesion Assistance and a new CCT, which have identification and enrolment process that are effectively the same as those for many Turkish beneficiaries. The two major challenges faced by Turkey in adequately addressing the refugee crisis were: (i) the language problem; and (ii) the additional burden on local offices. They addressed these challenges by hiring interpreters to translate the application form and opening new offices in order to cope with the administrative burden of servicing a new population.

## *Indonesia*

Indonesia relies on a Unified Database (UDB) as the basis for the country's social protection and poverty reduction programs that cover over 27 million households. The Government has also created a "combo card" which allows beneficiaries to access multiple programs card, they receive

multiple benefits. Updating the UDB to capture the unregistered or newly poor as well as victims of temporary shocks such as conflict or natural disasters is proving to be a challenge for the Government who are exploring having local facilitators play a more significant role in terms of data verification and validation.

#### *West Bank & Gaza*

Khaled Bajes Theeb Abu Khattab, Deputy Director General for Poverty Alleviation, Ministry of Social Development, described a Cash Transfer Program that provides regular transfers to poor Palestinian families who have accounts at one of 227 Bank locations. The program covers 110,000 poor families and delivers additional support in the form of food aid, health insurance, emergency assistance as well as microcredit and other income-generating programs to promote economic empowerment. The CTP along with other social assistance programs are underpinned by the Unified National Registry for Poverty and the Government is seeking to reduce payment times, bureaucratic procedures and address challenges in liquidity.

#### *Jamaica*

Colette Roberts Ridsen, Permanent Secretary for the Ministry of Labor and Social Security, related the Government's experience in developing of national strategies and policies to promote more resilient development planning and better coordinated disaster response. The National Disaster Risk Management Council (NDRMC) chaired by the Prime Minister meets annually at the start of the hurricane season to assess the country's state of preparedness. The Ministry of Labour and Social Security provides in-kind support or cash grants to affected persons in immediate aftermath of a disaster, particularly the elderly, disabled and children. The Ministry manages a network of emergency shelters and coordinates a damage assessment process from a welfare (not infrastructure) perspective. It is also responsible for a central warehouse of supplies purchased in bulk (or donated) for pre-positioning/distribution as well as establishing lines of credit with designated suppliers of food and wholesale items in all 14 parishes/municipalities. Challenges include processes that are largely manual, government offices that are unable to receive emergency supplies and the inherent uncertainties of weather forecasting which can cause supplies to be pre-positioned in the wrong place.

Lessons from these two sessions highlighted the importance of government leadership and defined institutional arrangements as core for providing ASP. These are best complemented by effective and flexible information systems to support institutional coordination and respond quickly to shocks. The sessions also illustrated that there are many ways to think about service delivery in times of crisis or shocks, but that regardless of whether the support being provided was cash or in-kind ensuring the delivery system's infrastructure was scalable was critical and required changes across the delivery chain and investments in resilient systems. This included an emphasis on information systems, dynamic registries, and the ability to temporarily change the amount of a transfer and the number of transfers provided.

### Financing ASP



Disaster risk finance (DRF) approaches can play a role in supporting ASP delivery mechanisms to react and respond quickly. Responding to large shocks naturally entails significant contingent liabilities. Understanding the projected financial costs of such mechanisms in advance can enable governments and donors

to develop, and calculate the costs of, contingency plans to finance rapid response. As part of an overall risk financing strategy, tools such as insurance, contingency funds, contingency credit can be leveraged to ensure that liquidity is available to deliver assistance to households after a shock materializes. More specifically, depending on the frequency and severity of risks to be managed, governments and/or development partners can combine (or layer) financing instruments that address different needs and have

different cost implications. Such an approach prioritizes cheaper sources of funding, ensuring that the most expensive instruments are used only in exceptional circumstances<sup>2</sup>.

Additionally, financial risk management approaches, such as risk assessment/risk modelling and scenario analysis, insurance approaches, such as the identification of “triggers” and the establishment of a rules-based system of payout, can and are being adapted for use in the development of scalable social protection systems that can be used to respond to shocks. Finally, by strengthening public financial management and supporting the development of pre-planned strategies, a quicker and more efficient response is possible.

Figure 12: Disaster risk layering



### Uganda

Martin Owor, Commissioner, Department of Disaster Preparedness and Response, presented how the Third Northern Uganda Social Action Fund Project (NUSAF 3) is being used to scale up assistance to poor and

<sup>2</sup> For example, sovereign insurance may provide cost-effective cover against severe events, but using it to protect against low-intensity and recurring events may be inefficient and costly. For such disasters, a dedicated contingency fund that retains this lowest layer of risk may be a more appropriate solution.

vulnerable households when a disaster shock is anticipated in the drought-prone *Karamoja* region of Northern Uganda. DRF is delivered through a labor intensive public works program (LIPW) that can be expanded when needed to smooth consumption and create assets. The LIPW complements local planting cycles to prevent the disruption of agricultural activities and is strongly aligned with the water-shed management approach when expanded. A scaled-up DRF response is triggered automatically in the spirit of “no regrets”, that is, the response is executed even if the risk does not materialize. DRF is financed using IDA resources from NUSAF 3 project and the Government can draw upon a US \$10M contingent line of credit. The primary trigger of the DRF scale-up mechanism is satellite data obtained from the Global Agricultural Monitoring (GLAM) system which tracks crop conditions to track crop conditions for anomalies. The secondary trigger, an integrated food security phase classification, is based on food availability, access, and utilization. Thresholds for triggering the DRF are based on historical costing analysis while a scalability report captures the actual financial cost of the events. In *Karamoja*, the Government has found that DRF beneficiaries increase ownership of simple assets and livestock and decrease in negative coping strategies. There was a reduction in relief food sent to the region in 2017 compared to previous years. The Government considering expanding the DRF mechanism to other areas.

## *Fiji*

Kelera Kolivuso Ravono, Principal Economic Planning Officer for the Ministry of Economy related the Government’s 2016 response to Tropical Cyclone Winston, the strongest to make landfall in the Southern Hemisphere, affecting 62 percent of the population, destroying 10 percent of homes and a third of the national GDP. The response to the disaster included a top-up of the existing social protection system - a poverty benefit scheme, a social pension scheme, a food voucher program for pregnant mothers and a child protection allowance. The Government used an array of mechanisms to finance the response: primarily through existing fiscal policy, with US\$ 10 million from the national budget for disaster relief, a 150-200 percent tax deduction for voluntary contributions of cash donations as well as removal of duties on donated goods from families abroad. The World Bank conducted impact evaluation surveys and found positive effects of the top-ups on schooling, zero impact on vices (alcohol, cigarettes) and that beneficiaries recovered quickly. The World Food Program used existing programs to assist. Looking forward, the Government has identified the needs for an updated beneficiary database to reach the near poor, an improved communications strategy, standard operations procedures to improve the response coordination and a home insurance scheme.

## *Mexico*

Luis Felipe Puente Espinosa, National Coordinator of Civil Protection for the Ministry of the Interior, described how Mexico is vulnerable to an array of natural disasters, including earthquakes on the Pacific coast, tropical storms, hurricanes and active volcanos. The Natural Disasters Fund (FONDEN) is a financial instrument within the Government's National Civil Protection System to provide post-disaster response and reconstruction. The Fund acts as budget account to resource the recovery and reconstruction of goods that are insufficiently insured. It focuses on financing emergency assistance of affected population, post-disaster recovery and rebuilding of public infrastructure and low-income housing. The Fund for Natural Disasters Prevention (FOPREDEN) is a financial instrument to encourage and promote preventive activities. Studies under FOPREDEN aim to prevent, reduce or avoid the effects of natural disasters. The Fund also covers activities for risk mitigation of natural disasters and adaptation. In 2006, FONDEN first issued a US \$160 million Risk Transfer Bond for natural disasters for international capital markets. It was a parametric catastrophe bond that covered three years of seismic risk in three big areas of the country. For its fourth renewal in 2017, it was increased to US \$360 million, remaining as triennial insurance for multiple risks of parametric catastrophes, including earthquakes and hurricanes. Because they had easy access to financing Mexico was able to quickly respond to crises and provide support to those who needed it. Mexico's experience shows that it is better and less expensive to invest in prevention rather than spend on recovery and reconstruction.



This session focused on the role of ASP programs in building the resilience of the most vulnerable households before a shock occurs, so that they will be better able to weather the impacts of shocks when they materialize. This session highlighted the potential role of productive inclusion programs in achieving these outcomes

with a focus on complementary interventions that productive inclusion aligns to traditional safety net programs (e.g., the “plus” component of “cash plus” programs).

### *Niger*

Yahya Saadatou Mallam Barmou, Deputy to the Director of the Office of the Prime Minister, described how, in 2011, the Government established the National Safety Nets Program with the goal of establishing a permanent safety net system rather than perpetuate ad hoc emergency response to crises. It covered all regions of the country and reached about one million individuals by 2017. The Program included two main instruments: a cash transfer program with accompanying measures and cash-for-work program (public works). It used a two-stage targeting approach: first is geographical selection of the poorest communes and the second is a proxy-means test to identify chronically poor households in selected villages. The cash transfer program included a behavioral change component (BCC) and Productive Accompanying Measures (PAM). The BCC seeks to foster behavioral changes among parents and encourage investments in young children’s human capital. PAM promotes the formation of women’s groups and informal saving mechanisms seeking to facilitate investments in income-generating activities and diversification. The combination of cash transfers and savings facilitation has been found to result in sustained productive impacts for at least 18 months after transfers ended. Extremely poor beneficiary households took the opportunity to invest in livestock (animal stocks increased by 50 percent) or in activities in which they were

already engaged, such as agricultural productivity. There were no impacts on diversification in non-agricultural household enterprises. Participation in savings groups (tontines) remained stronger 18 months after the end of transfers and beneficiaries showed the ability to invest, providing the basis to strengthen productive accompanying measures further.

### *Bangladesh*

Mahmuda Begum, Additional Secretary for the Economic Relations Division, presented the country's experience with food insecurity caused by war and natural disasters which led the Government to introduce the Vulnerable Group Feeding (VGF) program in 1975. By 1980, the need for graduation models emerged, transitioning from relief to development to build household level resilience for long-term sustainable development. The policies were altered to incorporate "ladders" or the concept of graduation so that progress could be sustained by building household resilience to shocks. Although it continues to exist in its original form of unconditional food aid and cash during festivals, lean seasons and natural disasters, the VGF Program was reoriented in 1982 from relief to development, with a focus on women, to become Vulnerable Group Development (VGD). In 1990, it adopted a life cycle social protection approach addressing the needs of different age groups and categories of the population. In 1987, BRAC became a partner to implement the Income Generation component of VGD (IGVGD) in an agreement between the Government and the World Food Program (WFP) which has proven successful as part of this ladder approach in building household resilience to shocks and allowing them to graduate from poverty. The Government added micro-credit as a component of IGVGD in 1989. Sustained vulnerability and poverty in Bangladesh continue to make safety nets highly relevant. Poverty has decreased from 48.9 percent of the population in 2000, to 24.3 percent in 2016. However, a significant group still lives around the poverty line and is unable to face shocks and stresses on their own. The Government has many safety net programs targeted towards these households, but it's undergoing a reform processes to improve the administration of this array of programs, strengthen pro-poor targeting and modernize transparent and accountable delivery systems.

Figure 13: How VGD/ IGVGD improves household resilience by investing in women in Bangladesh



Source: Presentation “Bangladesh’s Vulnerable Group Development (VGD) Program”

### Peru

Hugo Vila, Advisor to the Executive Director of FONCODES, presented the Haku Wiñay/Noa Jayatai (HW) productive inclusion project which targets rural households surviving on subsistence family agriculture in the Andes and the Peruvian Amazon. HW focuses on the development of productive capacities and rural entrepreneurship to improve food security and increase household income, seeking to develop sustainability and resilience through innovative, adaptive, simple, replicable and low-cost productive technologies. The Government offers an investment of around US\$ 1,400 per household for three years of intervention, accompanied by technical assistance. Components include training and personalized technical assistance from a *Yachachiq*<sup>3</sup>, the endowment of an asset portfolio and competitions between households. The *Yachachiq* is trained in the management of productive technologies that are simple and easy to replicate and adapt to similar contexts, and is responsible for providing technical assistance, capacity building and accompaniment of households. The *Yachachiq* applies participatory processes to “learn by doing” from farmer to farmer and is a key engine of change. HW is also piloting an integrated model (*Juntos*) to strengthen the links between productive inclusion services and social assistance

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<sup>3</sup> A *Yachachiq* is a productive leader of the community who practices the local culture and lives in the project area.

intervention for targeted families. However, this is a daunting task that requires designing strategies to provide a flexible menu of options that will evolve as vulnerabilities and capacities change, and that can tap the assets available to the various types of rural poor.

### *Enhancing the Linkages Between Humanitarian Assistance & Social Protection*

Traditionally, international humanitarian assistance encompassed life-saving support provided by external actors, and delivered through and by external organizations. Humanitarian assistance can be provided in cash or in-kind, with the latter absorbing approximately 94 percent of the humanitarian portfolio. Domestic social assistance or safety net interventions, instead, refer to the provision and implementation of social assistance transfers in cash or in-kind by governments, often as part of long-term (permanent) systems. Emerging evidence shows that humanitarian assistance and national safety nets can – if strategically conceived and properly designed and coordinated – complement each other. The session examined the potential for humanitarian assistance and safety nets to co-exist and mutually reinforce each other drawing on key lessons from implementing different institutional and operational models.

Figure 14: Ensuring benefits reach people in a range of contexts



Source: Presentation “*Linking Humanitarian Assistance and Social Protection Systems*”

## *Yemen*

Lamis Al-Iryani, Former Head, Monitoring and Evaluation for the Social Fund for Development presented Yemen as one of the ten largest internally displaced persons (IDP) countries, accounting for about three-quarters of the global total. Since 2015, there have been two million IDPs (336,000 HHs) living in 21 governorates. Yemen also continues to face economic shocks, conflict (creating high number of IDPs) and natural disasters mainly due to drought and climate change. A lack of income and limited access to aid put IDPs at great risk of famine, social and economic exclusion. Ninety percent have been IDPs for more than one year and 70 percent for more than two years. Seventy-seven percent of IDPs are accommodated in private settings, straining resilience of host communities. The needs of IDPs vary from immediate survival needs of the newly displaced to longer-term support that builds on their capacities and skills. Many of the nearly one million returnees are unable meet their basic needs and repair damaged property and assets. Through the existing Yemen Social Fund for Development (SFD), interventions are put in place to respond with immediate short-term humanitarian aid while scaling-up some programs to include IDPs and returnees in schemes like the Cash for Work (CfW) program. In 1997, a management information system was developed to support the SFD. As part of the SFD, Yemen began investing in a management information system (MIS) in 1997 which now captures new data to better understand the characteristics of new vulnerable groups created by conflict. The experience of the Government suggests that it was helpful to use existing institutions that are well-trusted and politically neutral (e.g., SFD) and other NGOs to reach out to these groups by scaling-up some existing schemes (e.g., CfW). It was important to not only pay attention to the IDPs, but also to the host community so interventions do not trigger further conflict. Looking forward, the Government sees the need to look beyond cash transfers and consider investment in livelihood and skills development to help beneficiaries better access economic opportunities. The current context of Yemen is rapidly changing and unpredictable, it requires donors to be flexible in their conditionality to allow increased spending and rapid response. Further efforts to connect conflict-affected persons with development programs must be made, supporting, when possible, local and community structures to improve access to humanitarian support.

## *Ethiopia*

Berhanu Woldemichael, Director of the Food Security Coordination Directorate for the Ministry of Agriculture, presented the significant hazards of drought in the Ethiopia. Prone to regular droughts, the

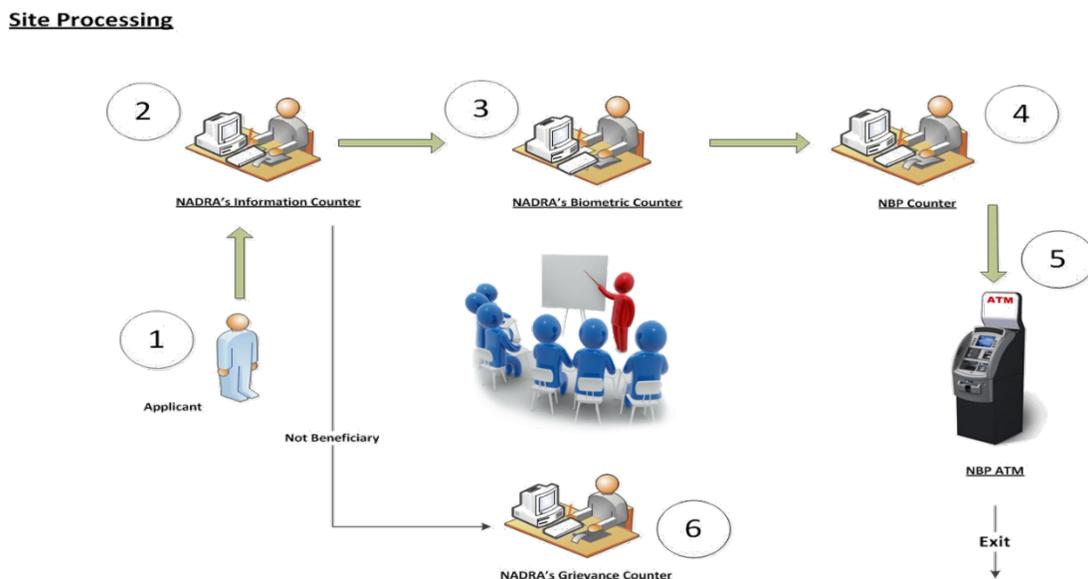
Government established the National Disaster Risk Management Council, led by the Prime Minister which is responsible for the oversight of mainstreaming DRM in sectoral ministries. In 2013, the National Disaster Risk Management Policy was created to shift the focus from managing crisis to preparedness, prevention, mitigation, response and recovery. To do this Ethiopia builds an annual disaster risk profile for each district to identify significant risk factors and prepares contingency plans. Communities engage with the Government on this planning and help to identify beneficiaries for humanitarian and safety net responses. The Government implements a scalable rural safety net program which expands during shocks to accommodate transitory food insecure people and caters to chronically food-insecure beneficiaries during non-drought years. While the safety net is the first line of defense against a shock, sometimes more support is needed. Humanitarian assistance that is provided on top of the safety net is currently managed by a different institution than the safety net. Recent experiences have shown that a single operational framework is needed for humanitarian and safety net responses. As such, efforts are underway build a scalable rural safety net that brings the entire array of shock response interventions, programs and emergency responses into one operational framework with a single service delivery system, institutional arrangement and targeting mechanism.

### *Pakistan*

Waseem Sherazi, Deputy Director Projects, National Database and Registration Authority (NADRA), offered insights into the development of an adaptive national social safety nets system composed of several integral institutions with independent mandates. Pakistan's model is guided by the "Federal Disaster Response Action Plan for Cash Transfers" and is operationalized in a two-pronged safety net response to emergency situations allows for both vertical and horizontal expansion. Vertical expansion is achieved through the Benazir Income Support Program ((BISP) – a nationwide safety net) that facilitates enrollment and provides top-up support to existing beneficiaries. Horizontal expansion is achieved through a parallel adaptive model. The national safety nets system is supported by the National Database and Registration Authority (NADRA), an autonomous Government agency that regulates government databases and manages the registration database of all citizens of the country. NADRA responds in the aftermath of natural or man-made disasters when targeting must be determined using categorical/geographical criteria and tailored responses are required. The agency provides flexibility to adapt to local requirements, targeting variances and weak service delivery in areas with severe access constraints. Service delivery is supported by a "One-Stop-Shop" (OSS) approach. In addition to BISP, NADRA also facilitates the execution

of a number of other social assistance programs, including cash-for-food for IDPs (with the WFP), the Citizen's Damage Compensation Program, the "Pakistan Card" and the Temporarily Displaced Persons-Emergency Recovery Project (TDP-ERP). The TDP-ERP was started after large-scale Pakistan Army operations against militants in the Federally Administrated Tribal Areas (FATA) resulted in the temporary displacement of 340,000 families. The Program aims to help these temporarily displaced families meet emergency needs with cash assistance as well as food and other support. Lessons from the Pakistan case indicate that the OSS model has been effective, particularly in the absence of existing service delivery structures. Ownership of key stakeholders and clear definition of their responsibilities is instrumental to the success of emergency response as is an apex institution with strong convening power and authority that can effectively unite various tiers of the Government to collectively deliver on a mutually-owned program. The use of G2P payment technology contributes to efficiency, transparency and credibility which are critical for mobilizing political and public support. A central registration database for citizens is also a vital tool for ASP.

Figure 15: Pakistan's One Stop Shop Model



Source: Presentation "Emergency Safety Net Response in Pakistan"

### Interactive Sessions

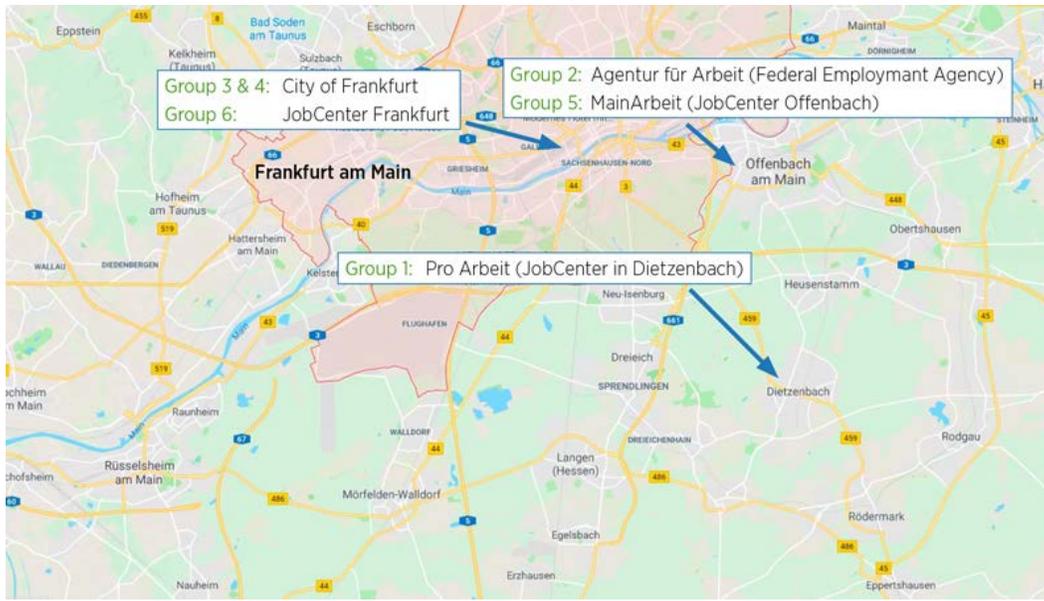


Two “Global Café” sessions featured a series of simultaneous informal group discussions among Forum participants, with a focus on sharing first-hand country experiences in designing and implementing ASP programs and systems. The Global Café format allowed participants to connect with each other at the

outset of the Forum, helped initiate networking among all participants, including Government representatives, World Bank staff and representatives from Development Partner Organizations. The Global Cafés also helped build collective knowledge of experiences in addressing the impacts of shocks on households as well as build a common understanding of how different countries approach similar challenges.

### Field Visits

Forum participants were divided into six groups with each traveling to one of five sites in and around Frankfurt to learn about local social assistance and employment services programs with a particular focus on how these systems were adapting to the recent influx of refugees. Germany ties labor market integration measures to the receipt of social assistance and attempts to do so at an early stage of receipt. The measures are also aimed at refugees who have a likelihood of being granted asylum. This approach recognizes that refugees are a vulnerable group and that promoting labor market integration at an early stage reduces the future risk of unemployment shocks and long-term dependency on social assistance. Participants learned how Germany has been able to integrate new beneficiaries into the social benefits system, and also how it is aiming to work with refugees to build their resilience and reduce vulnerabilities in a sustainable way through integration into the labor market.



## 4. Conclusions

The Forum closed with a “Lessons learned” session and a final high-level panel reflecting on the forum and the key takeaways. The participants were asked to consider what were the main lessons they would take away and apply when they returned home and much like the discussions in the preceding days a few main themes were heard repeatedly: the centrality of putting in place systems - especially dynamic social registries - and financing ex-ante, the critical role of coordination among actors and thus the need for clear institutional arrangements. At the heart of each theme was the recognition of the need for government leadership in achieving such outcomes.

Participants also stressed the need to continue to expand the coverage of SP programs and systems as a foundation for both approaches to ASP (resilience building and shock response), emphasizing that when coverage is linked with more agile systems scalability is possible. Investments in SP that include adaptive elements are a pillar for growth and resilience, as the panelists on the financing session stated.



Participants emphasized the importance of ex-ante resilience work, and the need to only focus on responding to crises when they emerge but to engage in building coping capacity of households in advance. These investments in resilience were found to be helpful as they also potentially lower the post-shock need and lessen humanitarian case loads, but because they can lead to graduation out of poverty and as such are critical for building buy-in for investments in SP more generally.

Almost all sessions and discussions touched upon the need for coordination, within governments, and between governments and non-state actors. The need to properly consider and then adequately resource coordination functions is perhaps the second largest takeaway. Many of the presentations and questions looked at the number of actors that needed to be organized and aligned and how difficult it is to set-up these structures after a shock occurs. However, there is also a need for flexibility since major shocks can overwhelm even the most robust systems as was the case for Japan.

There were also many discussions on the need for financing, pre-positioned, or easily accessible to facilitate quick responses. The evidence and experience presented showed how critical timely responses were and how fundraising after a shock has occurred takes precious time. The risk layering approach presented in the financing session was much appreciated as it put the Government in the center and highlighted how with a variety of instruments Governments can lead the way in the responding to their citizens in times of need. However, as the forced displacement session reminded everyone, not all shocks can or should be

financed primarily by the Government's own resources. There is a need to think about longer-term international financing and support for those countries hosting refugee populations.

Finally, to support the scalability of these systems in response to disasters, the key role of appropriate information was highlighted. As such, there was a renewed call for investments in dynamic SP information



systems, especially social registries. Increasing the information in these registries to cover more of the population, and to contain information not just on poverty, but vulnerability, as well as linking them to data on the potential hazards, geospatial information, and early warning systems is the next step particularly for

countries that are exposed to regular natural disasters. Such investments yield returns for more efficient management of not just ASP programs, but regular SP systems as well.

Concluding remarks highlighted the challenges to ASP and consequent areas for further research. As ASP is a nascent area there is still much to learn and forum participants requested the development of a platform to share information with each other beyond the Forum. Specific topics for further discussion included the need to clarify mandates for resilience and response between different agencies, making the case for increased investments in this agenda, various implementation challenges including harmonizing different beneficiary databases, the role of ID systems, and engaging with non-state actors.

The Forum was evaluated by participants and over 97% of the respondents stated they were satisfied or highly satisfied with the 2018 South-South Learning Forum. Participants reported leaving the SSLF 2018 feeling like their awareness of key issues related to ASP was raised, their implementation skills improved and their networks enhanced. Several countries also started organizing follow-on study tours to learn more about the cases presented during the forum. The evaluation report can be found in Annex 2.

## Annex 1: Forum Schedule

Monday, February 19		Tuesday, February 20		Wednesday, February 21		Thursday, February 22			
7:30–9:00	<b>Registration</b> (Register early from 17:00–19:00 on Sunday, February 18)								
9:00–9:15	<b>Official Welcome &amp; Opening by the World Bank</b> Keith Hansen, Vice President, World Bank Group	9:00–10:30	<b>Nuts &amp; Bolts of ASP for Shock Response</b> Chair: Philippe Leite <i>The Philippines, Chile, Turkey</i>	8:30–10:00	<b>Building Household Resilience to Shocks</b> Chair: Carlo del Ninno Niger, Bangladesh, Peru	9:00–10:30	<b>Capturing Lessons Learned</b> Anush Bezhanyan & Christof Kersting		
9:15–9:45	<b>Adaptive Social Protection: Framing the Issues</b> Michal Rutkowski, Senior Director, World Bank Group	10:30–11:00	Coffee	10:00–10:30	Coffee	10:30–11:00	Coffee		
9:45–10:00	<b>Preparation for Lessons Learned Session</b> Anush Bezhanyan, Practice Manager, World Bank Group								
10:00–10:30	Coffee	11:00–12:30	<b>Nuts &amp; Bolts of ASP for Shock Response</b> Chair: Kenichi Chavez <i>West Bank &amp; Gaza, Jamaica, Indonesia</i>	10:30–12:00	<b>Enhancing the Linkages Between Humanitarian Assistance &amp; Social Protection</b> Chair: Sarah Coll-Black <i>Yemen, Ethiopia, Pakistan</i>	11:00–12:30	Forum Closing Adaptive Social Protection: A Forward Look		
10:30–10:45	<b>Welcome Remarks from the Government of Germany</b> Thomas Silberhorn, Parliamentary State Secretary to the Federal Minister for Economic Cooperation and Development	12:30–14:00	Lunch	12:00–12:45	Lunch	12:30–14:00	Lunch		
10:45–11:15	<b>Developing Adaptive Social Protection in Senegal</b> Anta Sarr Diecko, Déléguée Générale, Délégation Générale à la Protection Sociale et à la Solidarité Nationale								
11:15–12:30	<b>Ministerial Panel</b> <b>Reflections on Adaptive Social Protection</b>	14:00–15:30	<b>Financing ASP</b> Chair: Barry Maher <i>Uganda, Mexico, Fiji, Sierra Leone</i>	12:45–17:00	Field Visits				
12:30–14:00	Lunch	15:30–16:00	Coffee						
14:00–15:30	<b>Social protection and shocks (assigned parallel sessions)</b> <table border="0" style="width: 100%; font-size: small;"> <tr> <td style="width: 33%;"><i>Natural Disasters</i> Chair: Stéphane Hallegatte <i>Japan, Madagascar, Mexico</i></td> <td style="width: 33%;"><i>Economic Shocks</i> Chair: Ruslan Yemstov <i>Egypt, Ukraine, Liberia</i></td> <td style="width: 33%;"><i>Forced Displacement</i> Chair: Giuseppe Zampaglione <i>CAR, Colombia, Bangladesh, Turkey</i></td> </tr> </table>	<i>Natural Disasters</i> Chair: Stéphane Hallegatte <i>Japan, Madagascar, Mexico</i>	<i>Economic Shocks</i> Chair: Ruslan Yemstov <i>Egypt, Ukraine, Liberia</i>	<i>Forced Displacement</i> Chair: Giuseppe Zampaglione <i>CAR, Colombia, Bangladesh, Turkey</i>	16:00–17:30	<b>Nuts &amp; Bolts of ASP for Shock Response</b> <i>Global Café</i>			
<i>Natural Disasters</i> Chair: Stéphane Hallegatte <i>Japan, Madagascar, Mexico</i>	<i>Economic Shocks</i> Chair: Ruslan Yemstov <i>Egypt, Ukraine, Liberia</i>	<i>Forced Displacement</i> Chair: Giuseppe Zampaglione <i>CAR, Colombia, Bangladesh, Turkey</i>							
15:30–16:00	Coffee	17:30–18:00	Preparation for Field Visits						
16:00–17:30	<b>Social Protection &amp; Shocks</b> <i>Global Café</i>			19:00	Closing Dinner				
18:30	Opening Reception								

**Legend**

	Opening/Closing
	Special Session
	Plenary
	Interactive

**Schedule subject to change**

## Annex 2: Evaluation Results

From February 19-22, 2018, over 250 participants from 70 countries assembled in Frankfurt, Germany, for the 7th South-South Learning Forum on “Building Resilience through Adaptive Social Protection.” The concept of “Adaptive” Social Protection (ASP) places an enhanced focus on better enabling social protection to address the impacts of all manner of shocks on households – including natural disasters and climate change, economic and financial crises, conflict and displacement, among others. The Forum provided an occasion for country practitioners to come together and discuss their thinking, approaches and experiences in adapting social protection in the face of formidable challenges.

This report summarizes the main results gathered from 51 individual evaluation survey responses as well as 244 session ratings provided using the Forum smartphone app. It also provides several recommendations for the organization of future fora.

### Highlights (summary of responses reported as %, scale 1-5)

- Over 97% of respondents were satisfied or highly satisfied with the 2018 South-South Learning Forum.
- More than 97% found the case study presentations to be both informative and relevant.
- Similarly, more than 90% thought the interactive sessions were effective.
- Over 90% of respondents thought the selected speakers suited the thematic focus of the Forum well.
- Over 95% felt there was a good mix of participants from different countries and from a variety of institutions (government, international organizations, and donor agencies).

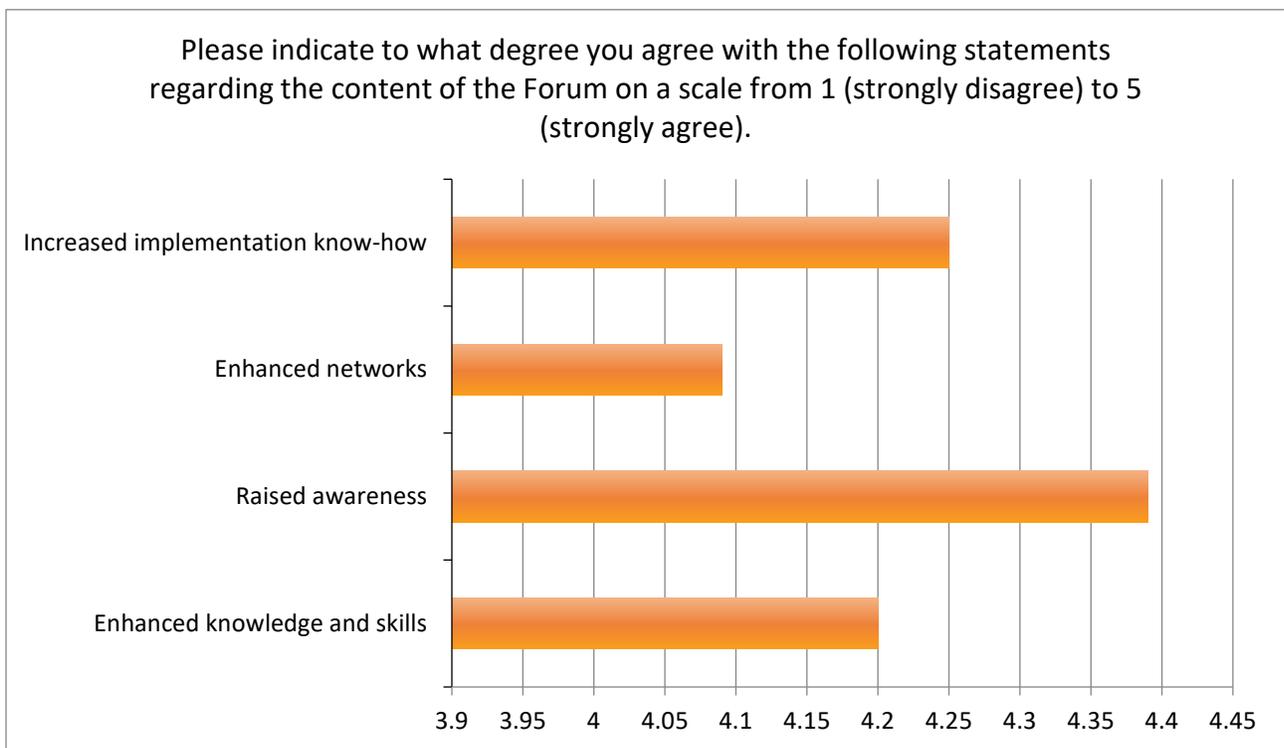
### Comments/suggestions:

- “Good to note that SSLF remains well organized, relevant and a vital forum for enhancing development objectives especially in social protection. An important instrument in assisting us achieve SDGs.”
- “Excellent, for the variety of cases that were presented in the forum.”

- “The group discussions were very revealing of the dedication of some countries to the process of making their social protection more responsive to the emerging needs of their citizens.”
- “Global Cafe sessions were much more effective than plenary ones. I would have wished to have less plenary and more working group style sessions. Presentations were interesting but focused in my opinion too much on (positively) describing SP programs and not enough in challenges and learning areas (and they were too long in general).”
- “Selection of country presentations that gave a good illustration the Adaptive Roadmap and enhanced understanding key features of what is adaptive social protection.”

### Forum Objectives

- While all respondents agreed that the Forum’s objectives had been met, most believed that their awareness of ASP was most impacted.



### Overall Content & Methodology

- Over 94% found the scope of the Forum program to be adequate.

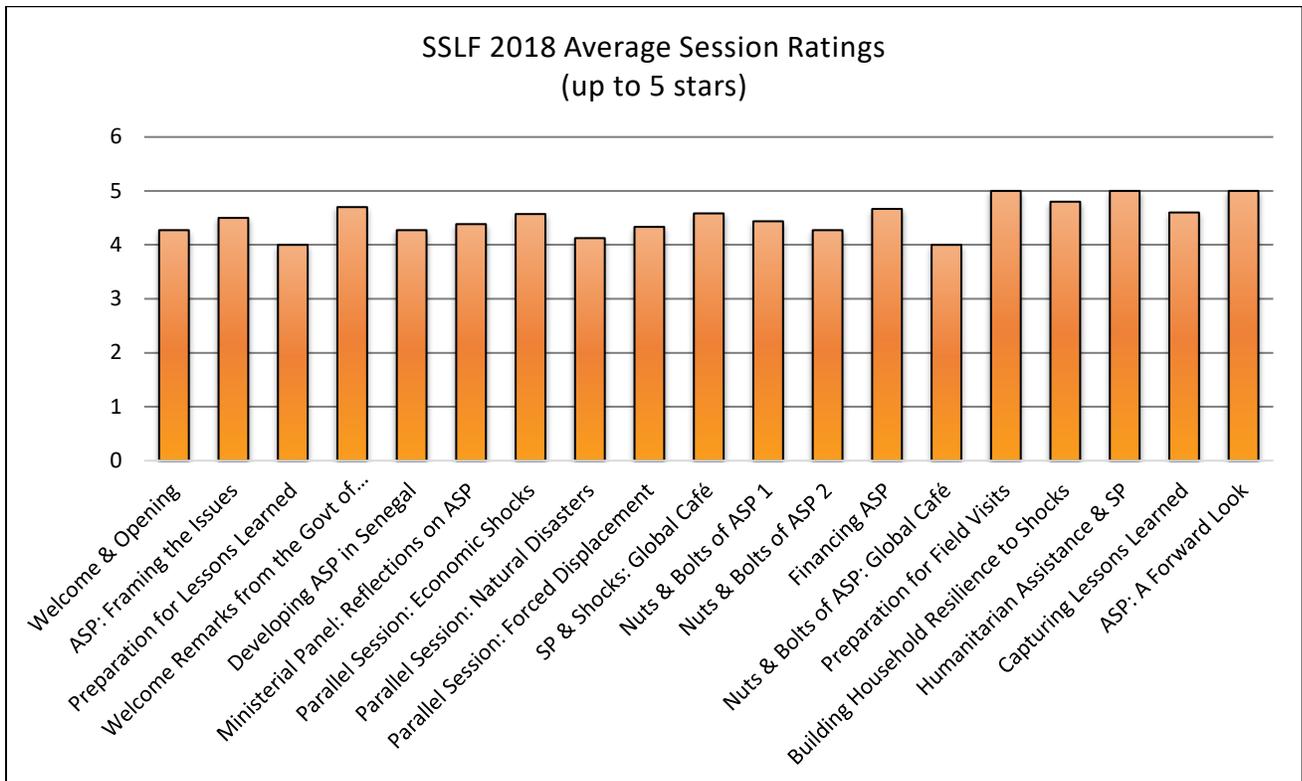
- 88% of respondents thought the format of the agenda (panel presentations, plenaries, interactive sessions, field trip, etc.) was appropriate.
- Nearly 93% liked the dialogue and discussion style during the Forum.

Comments/suggestions:

- “Some sections did not handle time well and that should be corrected.”
- “Make the global cafe sessions more interactive; perhaps a structure where global cafe tables are rotated, will give participants the opportunity to learn from more countries during the GCs.”

### Individual sessions

- As demonstrated from the graph below, sessions consistently received four or more stars.
- The highest rated sessions included: *ASP Forward Look*; *Building Household Resilience to Shocks*; *Financing ASP*; *SP & Shocks Global Café* and the *parallel session on Economic Shocks*.



## Overall Organization

- Over 95% believed that the facilitators supported the discussions appropriately.
- Time management of sessions was considered good by 86% of respondents.
- 93% said the Forum provided a good atmosphere for networking and making new contacts.

### Comments/suggestions:

- “Whilst it’s important to have high level representation this should not be exclusive of high level technical practitioners responsible for implementation.”
- “Facilitators and logistics were excellent!”

## Logistics

- 83% thought travel arrangements and transportation were well organized while 95% found the hotel accommodation to be adequate.
- Over 90% of respondents agreed that field visits, as well as venue, materials and interpretation were well-organized.

### Comments/suggestions:

- “Process of dissemination of supporting material could have been better.”
- “Venue in a Donor country limited country participation.”
- “One cannot be productive to join the forum immediately after long hour flight. There should be time to get reasonable rest.”
- “The field visit could be improved, seeing more of the locations, interactions, and a move away from the ‘lecture style’.”

## Word cloud of responses

Knowledge Networking  
Adaptive Social Protection Forum  
Country Experiences SP Systems ASP  
Programs

### Comments:

- “Being up to date with what is being done in countries and identify what my team and I can do to enhance the adaptiveness of SP systems.”
- “My expectation was to learn new things that would add value to my work in a different way.”
- “Hoping to learn from other country experiences and the takeaways that can be contextualized to improve shock responses using the SP platform in future disasters.”
- “I learnt a lot especially through the interactive sessions. The round table discussions on the second day were excellent for me. I sat with the Chilean representative and was really impressed with how developed their system is in response to social protection generally.”
- “This Forum has been a very useful addition to my journey of lifelong learning; my expectation was more learning and that was met through my interaction with and hearing from colleagues from over 70 countries and organizations. Presentations, background materials, interventions.”

### Open-ended Questions

#### How do you intend to use the information and/or contacts gained during the Forum?

- “I have collected several phone numbers and have been in contact since the forum ended. I would be nice to visit Chile for a study tour to examine their systems.”
- “...discussion between the government and the relevant countries those who have successfully applied adaptive social protection methods. For example, Sri Lanka and Nepal held discussions

with the Philippine participants to organize study tours or delegations towards selecting and applying suitable models for each country.”

- “Plan to establish a community of practice on ASP Integrate the key lessons - the Adaptive Roadmap - into our social protection specific and SP relevant national programs such as Pension Admin, Cash Scheme for PwDs, Martyrs and Disabled, Social Inclusion grant as part of the Citizens’ Charter National Priority Program, and Programs for other categories of socially advantaged population.”

**Has the Forum helped to strengthen partnerships that are relevant for your work (e.g. technical collaborations, networks)?**

- Nearly 95% of respondents answered “yes.”

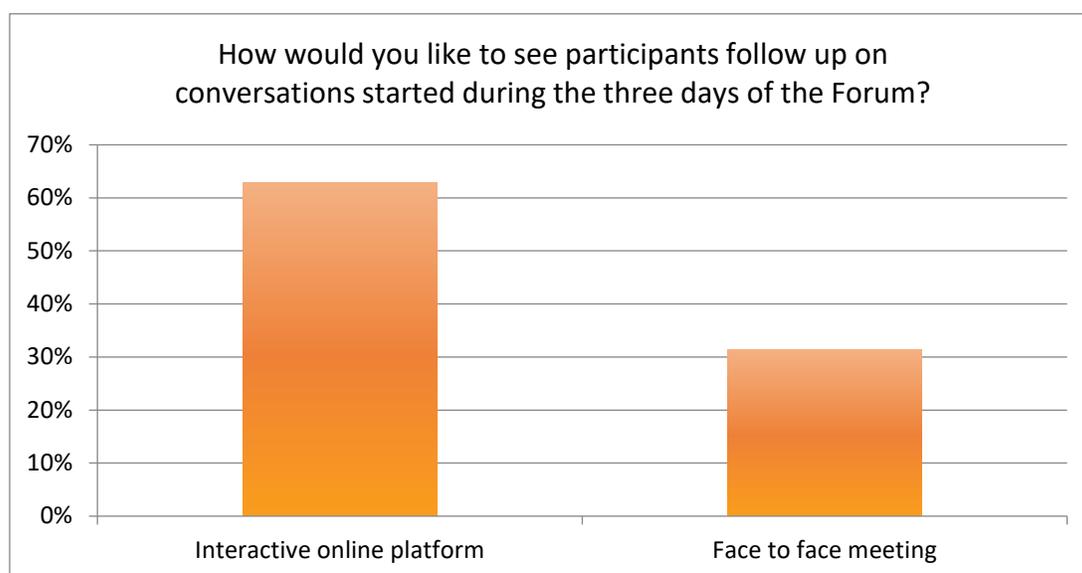
**Please give specific examples of which partnerships, and how they have been strengthened.**

- “With Jamaica, currently preparing for a study tour to Jamaica to get face time exposure to the recent adjustments of their SP system.”
- “The Social Protection Unit of the Ministry of Gender, Children and Social Protection, Liberia. My networking with them is an opportunity to build stronger relation in and linkage between the Disaster Management Agency and the SP Unit in harmony and consolidating our common efforts before, during and after shocks caused by either natural or human induced disasters. I also believed that it will enhance the advocacy for national ownership and investment.”
- “Continuing work with World Bank to host similar conference in Fiji for the Pacific Island nations.”

**Please indicate what you would expect from a continued dialogue.**

- “Country specific strategies tried, successful or not. Since other can benefit for adapting aspects of various strategy to formulate something to suit their country's situation. Rather than several failed attempts before coming up with something workable, thus wasting scarce resources.”
- “Scaling up experience of the COP.”
- “Universal social protection.”
- “Recommended Best Practice Models especially in data mgmt and registration, IT Infrastructure, relevant analytics, policy advice, technical assistance.”

How would you like to see participants follow up on conversations started during the three days of the Forum?



### Respondent Comments & Suggestions

Overall feedback was extremely positive, indicating continued interest in the Forum as a valuable knowledge sharing experience. A number of respondents indicated that there was generally not enough time for Q&A with some even indicating that the Forum was too short. Others expressed a clear desire for more interactive sessions.

Please provide any comments you have on future topics, speakers, methodologies or general suggestions regarding the South-South Learning Forum.

- “My suggestion is to continue this type of meeting for discussing specific programs country by country or including 10-15 representatives from different countries which have similar problems and challenges to respond to shocks.”
- “We need one day more so that the discussion can be given more time. The time was very limited to allow Q&A.”
- “More information on impact evaluations or monitoring data on programs.”
- “Please continue with the SSLF! As said before: more interactive sessions. Less plenary sessions.”

- “More interactive sessions would be useful; opportunities to do more field learning in the next forum; and conference rooms with windows :-)”
- “More information on impact Evaluations or monitoring data on programs.”

## Smartphone App

For the first time, we used the CrowdCompass event management smartphone app to enhance the Forum experience for participants. Feedback was overwhelmingly positive.

- 242 unique users across devices.
- App adoption rate was 83%.
- 13K actions across all users taken with the app.
- 2.2K user contributions (messages and social shares).