



**PALESTINE ECONOMIC POLICY
RESEARCH INSTITUTE (MAS)**

**Comprehensive Mapping of Cash and In-Kind
Governmental and Non-Governmental Social
Assistance Programs in the Palestinian Territories**

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2023



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Foreword

To further cooperation and coordination with the MoSD, (MoSD) this detailed study was implemented under the scope of the “Strengthening nexus coherence and responsiveness of the Palestinian social protection sector” Project, implemented in cooperation with the International Labor Organization (ILO), Oxfam, and the United Nations Children’s Fund (UNICEF), with support from the European Union (EU). This study aims to improve the responsiveness of the Palestinian social protection system, in order to enhance coordination and consistency between governmental and non-governmental agencies implementing various initiatives and interventions. The study involved the implementation of a comprehensive and accurate survey of all governmental and non-governmental social protection interventions, especially in-kind assistance and cash transfers, in order to formulate a coherent programmatic framework. This study further enables coherent planning and the design of policies, as well as the allocation of financing across different social development sectors - in parallel with the formulation of national policies and unified aid planning mechanisms under the umbrella of the MoSD.

The study established that the largest proportion of social protection programs provide cash support, while the remaining programs provide vouchers; cash assistance and vouchers; cash and in-kind assistance; in-kind assistance and vouchers; and others that provide cash, in-kind support and vouchers combined. The study highlights a weakness in coordination between aid providers operating outside the framework of the MoSD, and the Cash Working Group, combined with the limited ability of the MoSD to constantly update its lists of beneficiaries (to record changes in their social and financial situation, or their contact information). The study recommends establishing a unified system for social protection to improve coordination among all concerned parties, through a unified coordination body for all stakeholders. This would enhance coordination between concerned non-governmental organizations (NGOs) and the MoSD in developing strategic plans for social protection, while enhancing the ability of the Ministry to update its lists. This requires the regular monitoring of beneficiaries, including their contact information and employment status, as well as following up on changes in their social status and family structure.

MAS extends its thanks to the research team, and to the ILO Representative Office in Palestine, for funding this study and providing the necessary facilities to support implementation, as well as sourcing information, ideas and feedback. Moreover, we extend our deepest thanks to all local and international institutions - in both the West Bank and Gaza Strip - for their close cooperation in providing the research team with the required data and information.

Raja Khalidi
Director General

Definitions of Concepts and Terms

Cash and voucher assistance (CVA): Direct provision of cash transfers and/or vouchers for the purchase of goods or services, paid by humanitarian actors and usually linked to a specific sectoral aim.

Multipurpose cash assistance (MPCA): Regular or one-off cash transfers to cover (partially or fully) a family's basic and/or recovery needs, covering food, shelter, education, health, water and sanitation services. This refers to cash transfers designed to address multiple needs, with transfer values often linked to a Minimum Expenditure Basket that defines basic needs.

Conditional cash assistance: CVA or MPCA distributed to individuals or households on the condition that they undertake specific activities, such as working or attending certain services.

Development organizations: These organizations aim to generate long-lasting positive impact on Palestinian society, by working to achieve sustainable economic growth, state building and poverty reduction.

Geographical locations: The study adopts the administrative divisions set by the Palestinian Central Bureau of Statistics (PCBS), where the Palestinian territories are divided into three areas: Jerusalem, the West Bank (WB) and the Gaza Strip (GS). The Gaza Strip is further divided into five governorates: Northern Gaza, Gaza City, Middle Area, Khan Yunis and Rafah.

Geographic coverage: The size/range of a geographical area that an organization reaches through its activities. This may include the area where the organization is located (a city, village or camp); or at the governorate level; or at the territorial level (WB or GS) or at a national level (encompassing all the Palestinian Territories).

Humanitarian organizations: These organizations provide emergency relief (programs and interventions) that meets immediate social needs, typically in response to a shock. This can include food, shelter, housing, healthcare and other services.

Organizational objectives: These are the objectives that an organization pursues through its programs and services. They are measured in terms of outputs or expected outcomes.

Restricted cash assistance: CVA that is designated for a certain use or to buy a certain item/s, either in-kind or vouchers.

Type of non-governmental organization (NGO): The main two categories of NGOs used in this study are local and international. International NGOs are further divided to distinguish the "UN Agencies" as a special category.

Vouchers: Restricted cash made available via humanitarian assistance that can be exchanged for a specific quantity or value of goods or services. This can be in the form of commodity vouchers for a specific quantity of food, or value vouchers with a denominated cash value which can be exchanged for food or goods.

Social protection: "Social protection, or social security, is a human right and is defined as the set of policies and programs designed to reduce and prevent poverty and vulnerability throughout the life cycle. Social protection includes benefits for children and families, maternity, unemployment, employment injury, sickness, old age, disability, survivors, as well as health protection. Social protection systems address all these policy areas by a mix of contributory schemes (social insurance) and non-contributory tax-financed benefits, including social assistance".

Social assistance: “The provision of social security benefits financed from the general revenue of the government rather than by individual contributions, with benefits adjusted to the person’s needs. Many social assistance programs are targeted at those individuals and households living under a defined threshold of income or assets. Social assistance programs can focus on a specific risk (for example, social assistance benefits for families with children), or on particularly vulnerable groups (for example, poor elderly people)”.

Social insurance (commonly referred to as social security in the Palestinian Territories): “Social insurance consists of programs providing protection against life-course contingencies such as maternity and old age, or work-related contingencies such as unemployment or sickness. Normally, social insurance is financed from contributions by workers and their employers”.

Summary

This report presents the findings and recommendations of the Comprehensive Mapping of Cash and In-Kind Governmental and Non-Governmental Social Assistance Programs in the Palestinian Territories. This study is implemented under the project entitled “Strengthening Nexus Coherence and Responsiveness in the Palestinian Social Protection Sector”. The project is funded by the European Union (EU) and implemented by the International Labour Organization (ILO), Oxfam and UNICEF. This project closely works with the MoSD (MoSD) to enhance coordination between governmental and non-governmental actors implementing social protection (SP) initiatives and interventions. The aim of this project is to enhance the rights-based and cross-nexus programmatic coherence of social protection and the responsiveness of the social protection system.

The objective of this study is to conduct a comprehensive mapping of all governmental and non-governmental interventions in the SP sector, particularly in-kind assistance and cash-based transfers, in order to build a programmatic framework that allows for coherent planning, policy design and financing across the SD sector, while formulating evidence-based national policies and common aid planning at the MoSD.

The mapping study was conducted by adopting a mixed methods of quantitative and qualitative approach that covers 45 organizations engaged in the implementation of 80 cash and in-kind social assistance programs in the West Bank, Jerusalem and the Gaza Strip.

The main findings of the mapping study are:

- The majority of the cash and/or in-kind assistance programs are donor funded (about 90%). Only 10% depend on other sources of funding, such as collecting donations from citizens.
- The total number of beneficiaries from all cash and in-kind assistance programs surveyed in this mapping was about 1.4 million individuals across 275,213 households. About 58% of programs target “households” while 42% target “individuals”.
- The majority of programs (about 92%) target both males and females, while about 8% of these programs target only for females.
- About 32% of programs select their beneficiaries from their own databases, 30% select them from “lists provided by the MoSD (MoSD)”, 16% from “lists provided by local partner organizations”, and 6% from “ministries other than the MoSD”. The remaining programs (16%) obtain their lists from “other” sources (this includes direct registration, lists provided by local councils, community-based organizations, financial service providers and/or UN-OCHA).
- The findings reveal that the favored assistance distribution frequency for the beneficiaries is on monthly basis.
- The highest percentage of programs (41%) provide cash assistance. 12% provide vouchers, and 8% provide in-kind assistance. This means that some programs provide both cash assistance and vouchers (15%), both cash and in-kind assistance (15%), both voucher and in-kind assistance (3%). While about 7% provide all three: cash assistance, vouchers and in-kind assistance.
- The majority of programs (76%) provide complementary services or activities to beneficiaries, in addition to providing cash and/or in-kind assistance. These services include health insurance, legal support, psycho-social support and consultancy, exemption from school tuition fees, economic empowerment and protection.
- The majority of programs (62%) include an exit strategy (or mechanism), although this also include the cessation of funding. 76% involve follow-up interventions with their beneficiaries after the program ends such

as provision of referral services to other organizations/programs. About 65% provide additional services or assistance, and the majority of the programs (95%) have system and procedures for handling the complaints.

- The majority of programs (88%) reported that they cooperate and coordinate with other social assistance programs or providers (governmental and non-governmental), in order to make the provision of assistance more efficient and eliminate possible duplications. However, about 12% of them do not cooperate with other programs or providers.

Surveyed organizations identified certain issues and challenges during the implementation of the cash and in-kind assistance programs such as limited capacity at the MoSD to continuously update the lists of the beneficiaries (e.g. financial status, contact information). Another key challenge was lack of coordination between the organizations which work outside the MoSD and the Cash Working Group (CWG), particularly the grassroots organizations and Community Based Organizations (CBOs) which lead to duplications of assistance. The organizations reported the growing needs due to current economic crisis particularly in the Gaza Strip with sharing of funding to cover these needs. The organizations have limited capacity to build clear exit strategy to guide them on how (and when) to stop the provision of assistance to beneficiaries.

The report also provides recommendations and lessons learned based on the results of the survey and interviews conducted with representatives of targeted organizations and programs, such as the following:

- There is a pressing need to establish a unified system of social protection, to improve coordination among all actors through one coordinating body.
- Enhance engagement of relevant NGOs to actively participate with the MoSD in the development of social protection strategic plans in coordination.
- Increase the capacity of the MoSD to regularly update the lists of beneficiaries, including contact information and employment status, as well as changes in social status and household structure.
- Developing a unified strategy amongst the active NGOs in the social protection sector, taking into consideration the instability of NGO interventions, as a result of their dependency on funding and its availability.
- NGOs need to coordinate with the MoSD during the design and implementation phases of their projects.
- Enhance coordination so that the NGOs provide the MoSD with updates and continuous feedback regarding their social assistance programs and their targeted beneficiaries, as well as the nature of the assistance provided.
- Increase engagement and referral services from local CBOs, to avoid the growing number of excluded cases in social assistance programs.
- Engage local partners, the grassroots organizations, and CBOs during the design and implementation phases of programs.
- Pay more attention to feedback from - and the opinions of - beneficiaries concerning the nature and mechanisms of assistance.
- Provide the beneficiaries with more choice in terms of how they receive assistance (e.g. many beneficiaries prefer cash to in-kind assistance, since cash assistance is more discreet and less 'socially embarrassing').
- Improve the protection measures for the beneficiaries from abuse, exploitation and harassment during the delivery of the assistance.

1. Introduction

The International Labor Organization (ILO), Oxfam and UNICEF are implementing a project entitled “Strengthening Nexus Coherence and Responsiveness in the Palestinian Social Protection Sector”, funded by the European Union (EU). This project works with the MoSD to enhance coordination between governmental and non-governmental actors implementing social protection (SP) initiatives and interventions. The main objectives of the project are to facilitate better linkages between implemented programs and initiatives, using a rights-based approach to increase the programmatic coherence of SP across development, humanitarian, and peacebuilding actors (the Nexus). Additionally, the project works to enhance responsiveness of the SP system to the needs of targeted groups. The comprehensive mapping presented in this report is part of this “Nexus Project”.

The main objective of this study is to conduct a comprehensive mapping of all governmental and non-governmental interventions in the SP sector, particularly in-kind assistance and cash-based transfers, in order to build a programmatic framework that allows for coherent planning, policy design and financing across the SD sector, while formulating evidence-based national policies and common aid planning at the MoSD.

After reviewing the relevant literature, this report commences by explaining the methodology employed in the mapping exercise, based on a mixed, quantitative and qualitative, approach. The report then highlights research limitations and challenges. The “findings” section provides a deeper analysis of results, covering 45 organizations engaged in the implementation of 80 cash and/or in-kind assistance programs.

The report then moves to highlight the challenges that face cash and in-kind assistance programs in the Palestinian territories, lessons learnt and recommendations. It concludes providing a list of references and annexes. These are:

- List of interviews during the inception phase.
- Guidelines for key informant interviews (KIIs).
- Questionnaire for the comprehensive mapping of cash and in-kind (governmental and non-governmental) social assistance programs in the Palestinian Territories.
- The Arabic version of the questionnaire above.
- A list of all organizations contacted as part of this study.

1.1 The Social Protection Sector in Palestine

Social protection is defined as “the set of policies and programs designed to reduce and prevent poverty and vulnerability throughout the life cycle. Social protection includes benefits for children and families, maternity, unemployment, employment injury, sickness, old age, disability, survivors, as well as health protection” (ILO, 2017).

“Social protection systems address all these policy areas by a mix of contributory schemes (social insurance) and non-contributory tax-financed benefits, including social assistance” (Ibid).

Accordingly, a social protection floor defines sets of basic social security guarantees that should ensure the protection of people throughout their life, by having access to essential healthcare and basic income security. Together, these secure effective access to goods and services, defined as necessary at the national level. (Ibid)

Palestine has a long and diverse history in providing social assistance programs as formal interventions through various governmental and non-governmental actors, whether local or international. These cash and in-kind assistance programs enhance the resilience of poor and marginalized families to cope with economic burdens (MAS, 2020). For governmental institutions, the MoSD oversees the government's SP system for the poor and vulnerable. It is the leading body in the social protection sector in Palestine, given its Palestinian National Cash Transfer Program (PNCTP), which adopts the general framework of the SP sector's strategies, with the support of the EU and the World Bank. Cash assistance is also provided by other governmental institutions (such as the Commission of Detainees and Ex-Detainees Affairs, the Palestinian Authority's Martyrs Fund, and the Zakat Fund). Moreover, international NGOs, CBOs and local, private sector institutions also provide social assistance to marginalized groups. On the international level, UNRWA, UN, WFP, and other international institutions are key actors in the field of social protection in Palestine. It is worth mentioning that assistance is also provided through informal social networks such as family relations and kinship. This can take the form of food or clothing for example, although increasing poverty reduces the effectiveness of such assistance (GAGE, 2022).

Despite the large size of both the formal and informal SP systems, large numbers of poor and marginalized individuals in Palestine remain uncovered. Therefore, coordination between the providers of assistance (government, NGOs and all relevant entities) must be fulfilled in an orderly manner. This is in order to achieve inclusiveness and the complete coverage of marginalized groups, making SP systems more accessible to those in need. This is performed by building a comprehensive data system for poor and vulnerable groups to direct assistance to those who need it, as well as adopting current institutional programs for the MoSD's sectoral goals and strategies (MAS, 2021a).

The assistance programs provided by the MoSD and other actors are relatively widespread. The cumulative caseload of the main social assistance programs in Palestine could potentially reach up to 68% of poor and vulnerable households in the West Bank, and 88% of all households in Gaza. However, due to low transfer amounts, its impact on poverty reduction is minimal (ILO, 2021). It is noteworthy that many families also report receiving more than one type of social assistance, which reflect high levels of need, as well as the lack of coordination between governmental and non-governmental programs. Thus, this increases the importance of planning and coordination in order to promote a more efficient use of resources (UNICEF, 2022).

1.2 Programs in Palestine Providing Cash/In-Kind Assistance and Vouchers

Cash and in-kind transfers directed to marginalized groups in Palestine suffer from a decline in coverage (both governmental and non-governmental), accompanied by a decrease in financing (ILO, 2021). Prior to the Covid-19 pandemic, the assistance provided by the MoSD via PNCTP targeted 40% of the poor in Palestine, out of the 1.5 million who lived below the poverty line (ACAPS, 2021). There was also a decline in average expenditure per beneficiary for nearly all types of SP programs between 2015-18, including the World Food Program (WFP), the National Cash Transfer Program (PNCTP), the Zakat Funds and UNRWA (ILO, 2021).

1.2.1 Governmental Cash and In-kind Assistance Programs

- Palestinian National Cash Transfer Program (PNCTP)

The PNCTP is the main SP program in Palestine, launched in 2010-11 to consolidate small cash transfers into a single, centralized, fair and accountable program, to maximize its impact on poverty reduction. Managed by the MoSD with a budget of \$110 million per year (GAGE, 2022), it is funded by the European Union (40-60%), the Palestinian Authority (40%), and the World Bank. The latter has also been providing close technical support since 2010 (Oxfam, 2022). In essence, target groups and transfer

values provided to the beneficiary households are determined using the Proxy Means Test Formula (PMTF). This formula prioritizes poverty-related variables (features) of marginalized groups based on their household classification, classifying them as living in 'extreme poverty', 'poverty', or 'outside poverty' (such as persons with disabilities and/or chronic diseases), depending on expenditure and consumption data. The program team conducts home verification visits to guide final decision-making (GAGE, 2022; Oxfam, 2022). This program reaches more than 119,000 households (75,000 in Gaza, 44,000 in the West Bank), comprising nearly 600,000 individuals, with more than 310,000 children in 2021 (40% are female-headed households). Each targeted household receives NIS 750-1,800 on a quarterly basis – the intention is that it will reduce 50% of the family's poverty gap (GAGE, 2022). However, since 2018, only three out of four annual, quarterly payments have been expended (ILO, 2021). This situation was exacerbated in 2021-22, where only one partial payment was made, at NIS 750 in 2021 May. As for 2022, a payment of NIS 350 was made before Eid al Adha (also partial), followed by a second (full) payment in October, with values ranging from NIS 750-1800, depending on the family's situation.¹

As for complementary MoSD programs, benefits consist of lump-sum transfers for emergency assistance; the provision of healthcare (for PNCTP beneficiary families and an additional 2,000-3,000 vulnerable families outside the scope of PNCTP) and basic education; and food assistance (ILO, 2021; GAGE, 2022). Furthermore, MoSD makes referrals to complementary programs provided by the Ministry or other, local donors (The Reach Project, 2019).

There are several political challenges that affect the PNCTP: the program is subject to the political division between the West Bank and the Gaza Strip. The former is under the rule of the Palestinian Authority (PA) in Ramallah, while the latter is under the de facto rule of the current authority in Gaza. The two parties signed an agreement to implement the PNCTP under the leadership of (the PA's) MoSD in Ramallah, and its local representatives in Gaza. This political division has had an impact on the effectiveness of the program's implementation in both areas. The capabilities, skills and number of employees in Gaza is lower than the West Bank (Oxfam, 2022), despite most of the program's beneficiaries living in Gaza.

PNCTP suffers from several constraints that hinder its efficient functioning. However, given the constraints within the Palestinians' reality, the program represents a special case in that it achieved remarkable success, despite difficult circumstances (The Reach Project, 2019). One of its most prominent challenges is funding. Aside from that, the PNCTP does not fully take into account gender, people with special needs, the elderly, or socio-political factors affecting marginalized groups beyond the social variables it currently uses (Oxfam, 2020). The program currently covers some marginalized groups, equivalent to 10% of children, 12% of the elderly, but only 12% of people with special needs (ILO, 2021). In addition, there are overlaps in the various mechanisms for distributing (both cash and in-kind) humanitarian and development assistance from other actors among the PNCTP's target beneficiaries. Furthermore, the program's capacity to alleviate poverty is also limited (Oxfam, 2020).

Given that the program is not comprehensive, and does not fully allocate resources to the aforementioned categories, it is undergoing substantial development with the support of the World Bank. This is in order to meet households' needs more comprehensively and to enhance the coordination between various social assistance programs. MoSD is expanding its focus from extreme poverty to using a multi-dimensional poverty approach that takes into account the family size, the number of elderly family members, and people with special needs, in order to reduce the exclusion rate. This is performed using the National Social Registry, launched in the last month of 2021. This national register constitutes a unified database for processing, monitoring and documenting data, while linking appropriate interventions with other relevant authorities, thereby encouraging the optimal use of resources and coordination among them. Aside from this substantial development, the case management of participants in the program will also be performed by professional counsellors, with the aim

¹ Interview with Manal Tawfeeq, MoSD Director of Planning and Project Management.

of meeting various social needs including protection, the elderly, children, people with special needs, etc. In addition, the case management of targeted individuals will be managed through referrals to services provided by local CBOs or service providers, with expenses covered by the MoSD. However, these new methodologies have not yet been implemented in the Gaza Strip (Oxfam, 2022).

- Zakat Funds: Ministry of Awqaf and Religious Affairs

The Zakat Committee is a donations-based, key entity in cash and in-kind assistance in Palestine, providing such assistance on a periodic or emergency basis (cash and food assistance, healthcare, education, etc.). The Zakat programs target the most vulnerable groups. However, these categories are not selected based on a specific methodology but on a case-by-case basis, which may reduce transparency and exclude individuals in need. Either way, the program's reliance on workers who know the community and members' needs may enhance the precise targeting of individuals. Furthermore, the lack of a specific methodology for accreditation increases flexibility in making decisions on allocations during emergencies, based on a given situation at a specific time (IPCIG, 2018).

One of the most significant gaps in the Zakat funds' SP programs is the lack of coordination among state institutions, which could help to strengthen their role as SP providers. This is in addition to the lack of information and data exchange (on a periodic or comprehensive basis) on those targeted by the Zakat funds and those by the MoSD. Therefore, this increases overlap with other assistance programs, given the missing links with governmental institutions. Moreover, another discernable gap is the differentiation in the Zakat funds' regulations between the West Bank and Gaza Strip, after the political division of the Palestinian territories in 2007. This led to different legal and political structures in the two areas (IPCIG, 2018).

1.2.2 Social Assistance provided by International Organizations

UN agencies (WFP, UNRWA, UNICEF, ILO, etc.) provide cash, in-kind and voucher assistance programs to strengthen the SP sector, either through direct implementation to cover the basic needs of the vulnerable, or through supporting the MoSD in performing this role (Oxfam, 2022). Humanitarian assistance programs have become an important part of the SP system, the largest of which are UNRWA and WFP (ILO, 2021). However, although there are links between the PNCTP and different cash and in-kind assistance programs, these programs remain independent. Moreover, donors largely lack knowledge of the nature and the targeting mechanisms of third-party assistance. Thus, implementation is not coordinated between actors. As a result, the social protection system can be described as fragmented (Oxfam, 2022).

- World Food Program (WFP)

WFP assists non-refugee groups in the West Bank and Gaza Strip, through cash or in-kind assistance (food baskets including basic items such as wheat, oil, chickpeas, pulses and salt) or e-vouchers. WFP's programs target the most vulnerable who are deep below the poverty line and unable to meet their basic food needs, in order to reduce their poverty and food insecurity (ILO, 2021). The targeting of beneficiary groups is performed using the MoSD's database, focusing on the provision of assistance to families with children, in order to ensure a balanced diet. Therefore, in order to control the effects of political and economic instability, cash and in-kind assistance programs are more widespread in the Gaza Strip than in the West Bank (Romano, et al., 2019).

Despite the widespread coverage of WFP's cash and in-kind assistance programs in Palestine, funding shortage in 2018 led to a reduction in the UN's assistance to the Palestinians. This included the WFP (e-vouchers for 27,000 beneficiaries in the West Bank were cancelled, and 110,000 beneficiaries in Gaza were provided with assistance at 20% of the usual amount). The latter reduction came within the context of a gradual reduction process over four years (AFP & Staff, 2019).

- The United Nations Relief and Works Agency (UNRWA)

UNRWA provides assistance and protection to registered Palestine refugees. This includes human development and humanitarian services encompassing primary and vocational education, primary healthcare, relief and social services, infrastructure and camp improvement, microfinance and emergency response, including situations of armed conflict. In terms of assistance, UNRWA in the West Bank provides cash and food assistance to the most vulnerable and in-need, among refugee communities in Palestine. These targeted groups are classified using the MoSD's formula (PMTF), adapted to UNRWA's needs (ILO, 2021). As for assisted rations, they are provided in the form of a food basket containing basic items (including sugar, flour, rice, cheese, fuel, soap, clothing, bedding, and household items). In Gaza, UNRWA provides near-universal food assistance to refugees, followed by top-up cash assistance to vulnerable groups identified using categorical targeting (the disabled, female-headed households, the elderly, etc.). Moreover, in response to mounting humanitarian needs, UNRWA continues to provide emergency relief assistance (primarily in the form of food assistance in Gaza, and cash and food assistance in the West Bank), emergency healthcare, education, mental health and psycho-social support, protection and environmental health services. However, with funding reductions in recent years, UNRWA's contributions have also been reduced (UNRWA, n.d.).

WFP and UNRWA use the MoSD's database to verify their targeted groups, in order to minimize overlaps in the distribution of cash transfer programs. However, they do not share their complementary assistance data with the MoSD due to their data privacy policy (The Reach Project, 2019).

The programs of many international institutions were affected by the US administration's cessation of funding in 2018, initially targeting UNRWA and then all remaining aid programs in Palestine. This includes USAID, CARE, Mercy Corps, ANERA and others. Consequently, UNRWA's financial crisis has forced it to scale back its operations and programs in Palestine. The most prominent reduction was in "unifying food coupons provided to the poor and severely poor in Gaza", which was further exacerbated by the negative effects of Covid-19. As a result, there was a significant shortage in food assistance provided to refugees, and a large proportion of them lost access to coupons.

1.2.3 Programs Provided by Arab Countries

Some of the Arab countries also run SP programs for Palestinians. The Government of Qatar, for example, provides a monthly payment of USD 100 per household to nearly 95,000 poor families in Gaza (Oxfam, 2022), administered by the WFP's payment platform. It is worth noting that the contributions of Arab donors increased during the period of the US administration's suspension of funding in 2018, which affected the programs of many international institutions. As such, Saudi Arabia became the third-largest financier of UNRWA. However, geopolitical tensions, low oil prices, and Covid-19 completely halted Saudi aid to Palestine. Yet, despite these challenges, Qatar has continued to provide support (Hassan, 2020).

1.3 Main Challenges and Gaps

The SP sector in Palestine faces several internal and external challenges that exacerbate the fragmentation of these programs. Despite the developing efforts of the sector, it has not adequately protected marginalized groups. Due to the absence of social insurance for most private sector workers, there is an almost complete absence of social security systems in Palestine. Given the failure to date to establish a comprehensive Palestinian social security system, social issues such as retirement and the SP of workers are dealt with through the public retirement law (MAS, 2021a). As a result, there is a need to strengthen coordination between the government and other relevant entities, in order to create a comprehensive system that responds to the needs of all segments of society, as a whole.

PNCTP also suffers from several obstacles that hinder its efficient working, despite it constituting the only, permanent, governmental cash transfer program and the main pillar of the SP system in Palestine. The PMTF that the MoSD uses to target beneficiaries has high levels of exclusion and inclusion errors that undermine its high ability to cover the poor and vulnerable. This is in addition to insufficiency in the concentration and size of transfer amounts, which undermines their effectiveness. For example, coverage rates for young people (adults and children) are low, since priority is given to small families and female- or elderly-headed households, over larger households and those with younger members (ILO, 2021). Moreover, coverage for the working poor is low, compared to the unemployed or those not participating in the labor market. As a result of these factors, approximately half of the families benefiting from the PNCTP still live in poverty, even after receiving assistance, due to the low value of the amounts provided and their insufficiency in addressing extreme poverty (ILO, 2021). The most significant factors that hinder the efficiency of the PNCTP are the lack of funding, political divisions, and high levels of individual needs. This is in addition to possible errors in the mechanism for targeting and excluding groups, leading to 47.6% exclusion errors among the 'extremely poor' at the time of applying the formula (ILO, 2022). Specifically, the aforementioned factors mostly affect the elderly and those with special needs (Oxfam, 2022).

Several factors are associated with beneficiaries' growing needs, hindering the PNCTP from meeting its obligations. These are the ongoing financial and economic crisis, the significant levels of dependence on external financing, along with sporadic and volatile government allocations. Furthermore, the lack of emergency plans (such as in the Gaza war of 2014), the aftermath of Covid-19 and other emergencies further compound this situation. However, the MoSD is actively working to improve this situation, through an assessment conducted with UNICEF to strengthen the shock-responsiveness of the SP system in Palestine (Oxfam, 2022).

As mentioned, beyond the financial and political constraints, the most significant obstacle that faces the SP sector in Palestine is poor coordination between government and NGOs (both local and international), in the provision of assistance to the vulnerable. Although there is some coordination in the identification of beneficiaries, through partial lists provided by the MoSD to other actors, the coordination process is restricted by challenges concerning the quality of information exchange, especially at the strategic level, that leads to deficiencies. All cash and in-kind assistance programs agree that the coordination between them and the MoSD is temporary. They also acknowledge the ineffectiveness of the exchange of information among them. The reason behind this is the lack of a social registry, which despite its launch, has yet to be activated to allow for sector coordination. Moreover, limited data types and the delayed updating of data – which should be performed by the MoSD - constitutes another issue within this sector. Furthermore, there is an absence of technical alignment between organizations due to differences in data management and monitoring systems (Oxfam, 2020). Thus, in the absence of adequate coordination, the impact of non-governmental programs on poverty eradication is limited, given the increased risk of assistance duplication and the lack of synergies between all types of programs (ILO, 2021).

At the social level, the limited provision of cash and in-kind assistance to people with special needs (specifically autistic patients and people with mental disabilities) and their families is one of the most significant gaps in the SP sector in Palestine (MAS, 2021b). Generally, persons with disabilities in the Palestinian Territories receive the same rate of government cash assistance and face greater levels of poverty and vulnerability, when compared to those who are not disabled (ILO, 2021).

2. Research Goal and Objectives

2.1 Primary Goal

- To conduct a comprehensive mapping of all governmental and non-governmental interventions in the SP sector, including in-kind assistance and cash-based transfers, in order to build a programmatic framework that allows for coherent policy design, planning and financing across the social development sector, in addition to formulating evidence-based national policies and institutionalizing collaborative aid planning at the MoSD.

2.2 Specific Objectives

- Identify the strengths of different interventions and how they fit into long-term objectives, by linking development and humanitarian programming (Nexus) in the SP sector.
- Enhance MoSD's capacity in performing a leadership role in the process of coordination and supervision of the SP system, in order to improve its efficiency and introduce any needed improvements. This will help to inform further project-related activities aimed at formalizing coordinated roles and responsibilities for different SP actors.
- Shift towards an inclusive and joint programmatic and financing framework for SP, through coordinating programs, defining roles of governmental and non-governmental actors, and making more efficient and effective use of resources.
- Facilitate the gradual interoperability of humanitarian and SP programs' data with the social registry system at the MoSD.

2.3 Key Questions

- What is the current reality of the SP sector and humanitarian (in-kind and cash assistance) programs?
- Who is engaged in implementation? Which programs and interventions are under implementation? Who are the donors or funders?
- What is the nature of implemented SP programs and activities and their mode of delivery?
- What is the geographical distribution of assistance programs in the WB and GS? Does the program target WB, GS, or both? What types of localities are targeted by the program (urban, rural or camps)?
- When are assistance payments disbursed to beneficiaries and what are the mechanisms for determining the timing of social assistance payments?
- Who are the beneficiaries of social assistance programs (selection mechanisms, types of assistance received)?
- What are the problems and gaps in the implementation and coordination of social assistance programs?
- What is the extent of coordination between actors and government during the design and implementation of social assistance programs? Are there practical solutions to improve coordination in program delivery?
- What are the initial key steps to encourage and inform a coordinated division of labor in the SP sector, making effective use of limited resources (both governmental and non-governmental)?

3. Methodology

In order to answer the study's questions and achieve its objectives, this mapping is based on a mixed, quantitative and qualitative, approach. However, since the objective of this study is to conduct a comprehensive mapping of organizations that currently implement cash and/or in-kind assistance programs in the WB, Jerusalem, and the GS, no representative sample was taken. All organizations that were identified by the research team and partner organizations were contacted or targeted. Also, some of the targeted organizations implement more than one (cash and/or in-kind assistance) program, and this study is interested in mapping these, where the main "unit of analysis" is the "program", and to a lesser degree the implementing organization (either governmental or non-governmental, international or local).

3.1 Quantitative Data

- **Questionnaire**

The research team designed the main mapping tool, i.e., the questionnaire, in cooperation and coordination with the ILO and partner institutions (MoSD, UNICEF), who were interviewed before designing and developing the draft questionnaire. After approval, the questionnaire was discussed by the research team, which organized a one-day training session for field researchers, attended by all members of the research team.

The questionnaire is divided into seven sections (See Annex 3 for English version of the questionnaire):

- The first set of questions concerns the implementing organization(s), or organizations that are currently implementing cash and/or in-kind assistance programs in the WB, the GS and/or Jerusalem.
- The focus of sections 2-5 is cash and/or in-kind assistance program(s) implemented by these organizations (activities, targeted beneficiaries/areas, program relevance, administration including exit procedures, follow-up systems, complaints and referral mechanisms).
- Section 6 concentrates on cooperation and coordination among organizations and programs.
- Section 7 lists questions on challenges, lessons learnt and recommendations.
- The questionnaire ends with a request to respondents to review an initial list of organizations that are currently implementing cash and/or in-kind assistance programs in the Palestinian territories, in order to determine whether the research team might have omitted organizations or programs from this list.
- The questionnaire includes open-ended or "qualitative" questions. Through open-ended questions, the questionnaire generated rich answers and explanations to several how-and-why questions.

3.2 Qualitative Data

- **In-depth Interviews**

Seven in-depth interviews were held with senior representatives of key organizations in the Palestinian SP sector at MoSD, OCHA, ILO, UNICEF, the World Bank, WFP and CWG (see Annex 1 for list of inception phase interviews and Annex 2 for interview guidelines).

3.3 Data Gathering Process

After finalizing and piloting the questionnaire (mapping tool) in English and Arabic, the research team developed additional mini-questionnaires for organizations that implement more than one program (cash and/or in-kind). This was formally sent to an official at relevant organizations, with a detailed explanation letter.

Organizations were given three options to complete the questionnaire, based on their preferences:

- i. Option 1: Questionnaire completed by the person(s) who is/are in charge of the cash and/or in-kind assistance program(s) at the organization. After returning the completed questionnaire to MAS, it was reviewed by the research team, who will request further explanations and clarifications when needed.
- ii. Option 2: The person(s) who is/are in charge of the cash and/or in-kind assistance program(s) at the organization can answer some of the questions, leaving the rest (the more difficult ones) to be answered during an interview conducted by the research team (face-to-face or via Zoom, based on the interviewee's preferences).
- iii. Option 3: The entire questionnaire is completed by the research team - face-to-face or via Zoom - with the person(s) who is/are in charge of the cash and/or in-kind assistance program(s) at your organization.

Tens of organizations were initially identified by MAS's research team in consultation with the ILO, the MoSD and other partner organizations, as well as respondents completing questionnaires. Respondents were also given a list proposed by the research team, and asked whether they are any other organizations/institutions that provide cash and in-kind social assistance programs in the WB, the GS and Jerusalem. This 'snow-ball' research method was intended to confirm the contents of the initial list developed by the research team, and enhance the prospects of reaching all organizations that currently implement such programs. In total, 68 organizations were identified "to be targeted" (or more precisely "contacted") by the research team. However, only 45 organizations participated in the survey, with the remainder excluded since they do not currently implement any such programs, or they have never done so in the past (engaged in providing services or other types of assistance). Finally, it is worth mentioning that **the 45 organizations included in this survey implement 80 cash and in-kind social assistance programs across Jerusalem, the West Bank and the Gaza Strip.**

The data gathering process (fieldwork) lasted about two months. The start of the data collection phase was delayed for two weeks, while waiting on responses and feedback from targeted organizations. To accelerate the process, MAS's research team began approaching targeted organizations directly by visiting their headquarters and intensifying the follow-up process (through phone calls and emails primarily). As a result, the number of surveyed organizations significantly increased.

3.4 Data Entry and Analysis

After completing data collection, the research team commenced the process of data cleaning and data entry using SPSS software in order to produce the final matrix. The team also generated an analytical report with an overall description of the number, nature and size of programs under implementation and organizations engaged in implementing them, as well as the major challenges facing these programs and the SP sector overall.

A participatory approach was utilized to guide discussions during interviews. These discussions were digitally recorded and transcribed by assistant researchers after conducting interviews and entered into a code-tree. The data was then analyzed systematically, and is included in the body of this report (see Section 4. Main Findings).

3.5 Study's Limitations and Challenges

This mapping exercise covers and examines various assistance programs (governmental and non-governmental, national and international, cash and in-kind) currently implemented in the WB, Jerusalem and the GS. Accordingly, it must be emphasized that this mapping:

- Focuses exclusively on assistance provided by the formal sector only (local and international, governmental and non-governmental) and does not include cash or in-kind assistance provided by the informal sector (family, kinship, neighbors, friends, co-workers, etc.).
- Does not include social services provided by SP actors in Palestine, and is concerned solely with in-kind and cash assistance programs.
- Examines cash and in-kind assistance programs provided to Palestinians in the WB, Jerusalem and GS only, and does not include programs provided to Palestinians elsewhere.
- Despite all the efforts and techniques employed to increase the chances of reaching and covering all cash and in-kind assistance programs, there must be programs and organizations that this study has not reached or surveyed. However, the snow-ball technique allowed for confirmation of targeted organizations and programs by most of the surveyed respondents, which makes the research team believe that almost all the important and active organizations and programs have been included in the survey. The missing organizations/programs are likely to be those that are occasionally active at a local and limited level.

The main challenge that obstructed fieldwork was the delay by some organizations in responding to the research team's initial email, solved by intensifying the follow-up process.

Additional challenges that faced the research were:

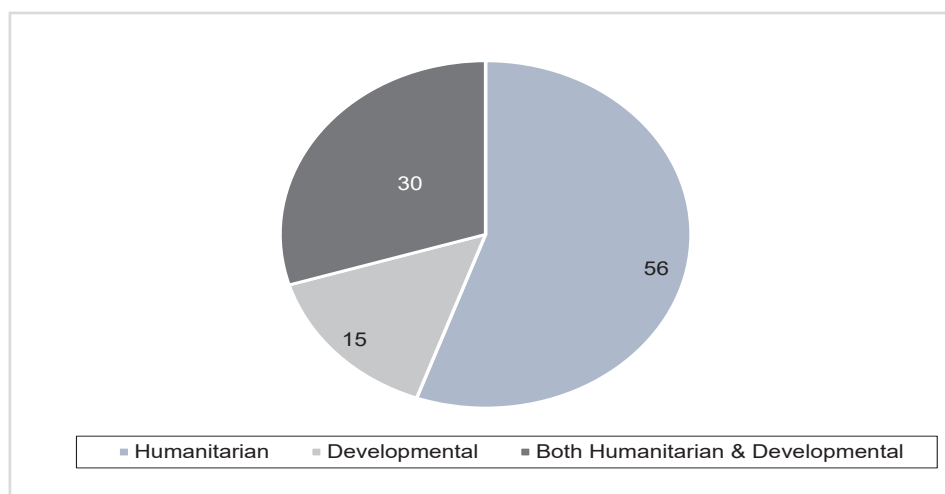
- The length of the questionnaire, since conducting a comprehensive mapping requires collecting as much data as possible about targeted programs/organizations. Thus, a 13-page questionnaire that contained quantitative and qualitative questions (closed or open-ended) was developed. Although the time needed to fill out the questionnaire was not too long (ranging from 50-80 minutes), the length of the questionnaire contributed to delays in submission or completion from some respondents, especially since many of them were very busy at the end of the year.
- Some organizations/programs, especially governmental ones, needed official approval from higher authorities to participate in the mapping exercise. This led to further delays in data collection.
- Identifying relevant organizations/programs was not an easy task. Mixing between organizations that implement social services and those that provide social assistance occurred more than once. It also became evident that some organizations suggested by respondents or partners either implemented such programs in the past, or are planning to so in the future. Examining these matters required field visits and additional effort.

4. Main Findings

4.1 Implementing Organizations

In addition to collecting general information about organizations that currently implement cash and in-kind assistance programs (their official names, contact information and key contact person), the survey asked organizations about the location of their headquarters and offices. Additionally, questions were asked concerning organizational type (governmental, non-governmental, international, local), their objectives and nature of their activities, their implementation partners, and when they started their cash and/or in-kind assistance programs. In the following section, we summarize the findings of the mapping exercise concerning these issues.

Figure 1: Nature of Implementing Organizations' Activities (Humanitarian vs Developmental)



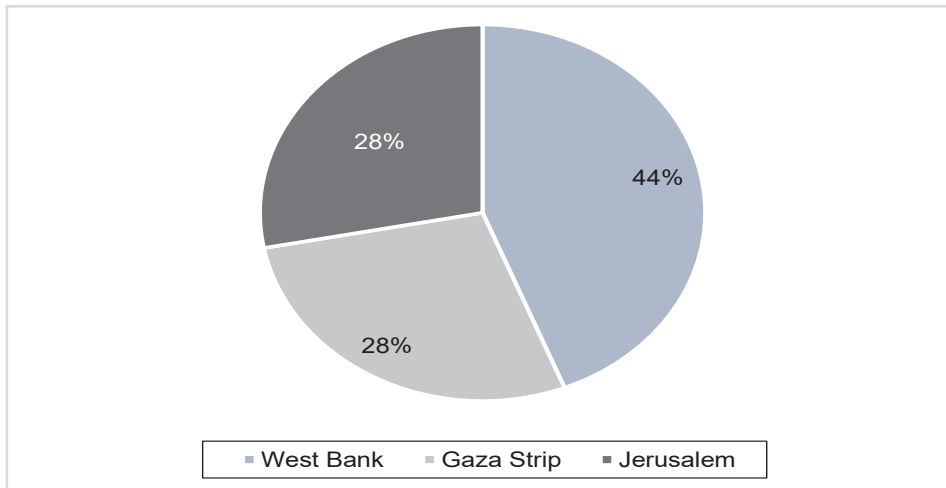
Source: based on the calculations of the researchers.

Objectives and nature of organizational activities. Respondents (the representatives of the 45 surveyed organizations) were asked about the objectives or nature of their organizations' activities (developmental, humanitarian), beyond just cash programming. The majority of the organizations (56% or 26 out of 45) reported that they are both humanitarian and developmental. About 30% of organizations are active in the development sector, while the remaining 15% provide humanitarian interventions and services only.

Thus, the majority of surveyed organizations - that currently provide cash and/or in-kind assistance - are developmental and/or humanitarian, some of which provide emergency assistance and/or services as well. Geographic distribution of implementing organizations. About 44% of surveyed organizations' headquarters are located in the West Bank, about one-third in the GS, and the remaining third in Jerusalem. It is worth noting that within this distribution, Jerusalem is considered part of the WB. Taking this into consideration, the majority of headquarters for surveyed organizations are located in the "West Bank including Jerusalem" (two-third of all organizations). This is despite the fact that the majority of program delivery is in the GS.

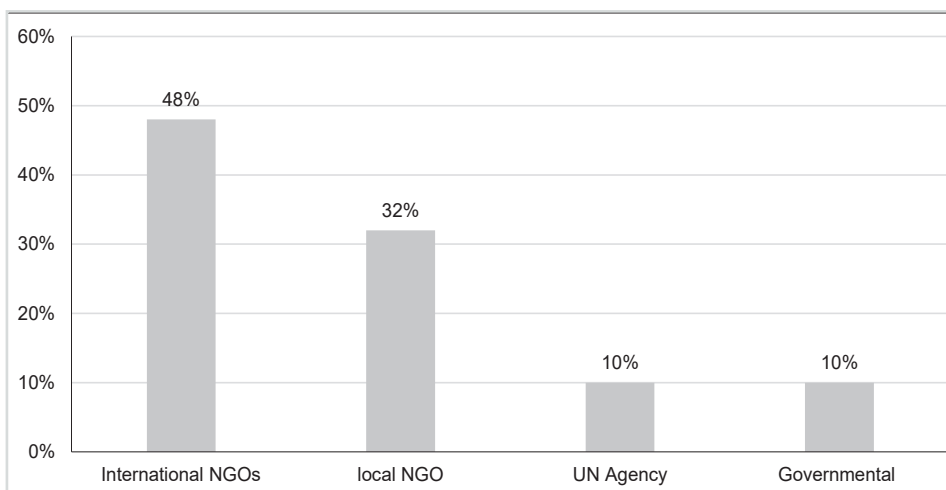
Type of organization (international, local, governmental, non-governmental). The majority of organizations that provide cash and/or in-kind assistance programs are "international NGOs" (48%). Some are local, Palestinian NGOs (32%), while a few are governmental (10%) or UN agencies (10%). However, that does not necessarily indicate that international NGOs target more beneficiaries - or provide more assistance - than governmental organizations. Rather, it means that a large number of international NGOs are active in the field of cash assistance, playing a key role in the Palestinian SP sector.

Figure 2: Geographic Distribution of Implementing Organizations



Source: based on the calculations of the researchers.

Figure 3: Distribution of the Main Actors in the CVA Sector In Palestine by Type

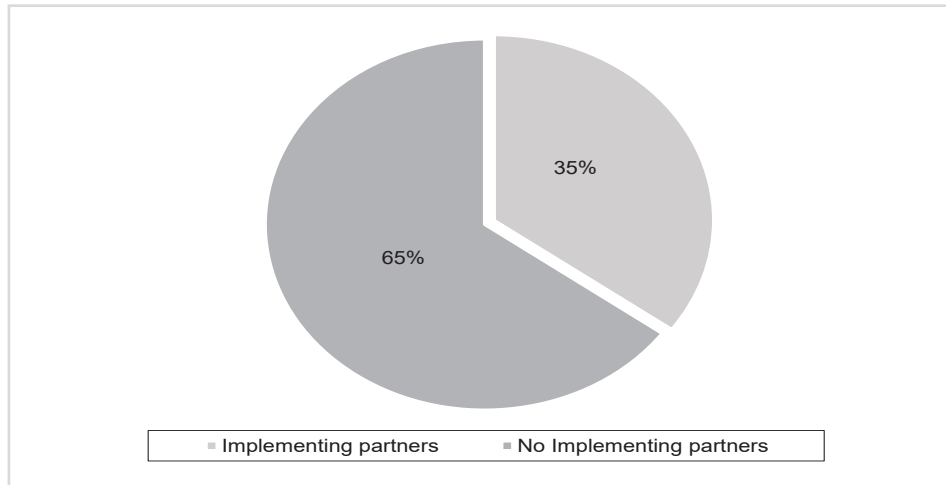


Source: based on the calculations of the researchers.

Number of programs implemented by an organization. Generally speaking, the average number of programs implemented by one organization ranged from one to five. The majority of organizations (26 out of 45) implement only one program (cash and/or in-kind). One organization implements five programs, two organizations have four programs each, three organizations implement four programs, and six organizations implement two programs. It was also established that the majority of international NGOs usually have more than one cash assistance program.

Strategic versus project-based programs. To assess the degree of organizations' commitment to provide cash and/or in-kind assistance to beneficiaries, it was necessary to explore whether such provision is "regular" or "strategic" (always and typically provided) or "project-based funding." This is also important for assessing the effectiveness of these programs and their sustainability, and not only their commitment. The majority of organizations (56%) implement project-based program(s), which are programs linked to a specific project with a specified end date. The remaining organizations (44%) implement regular program(s) that are usually provided if there is sufficient funding.

Figure 4: Collaboration and Partnership with Implementation Partners in CVA Programs



Source: based on the calculations of the researchers.

Collaboration with implementation partners. Collaboration and partnership is an important aspect in the design and implementation of cash assistance programs. As the graph below shows, about two-thirds of programs are implemented in collaboration and partnership with implementing partners (local councils, popular committees, CBOs, networks and consortiums of international and local organizations, MoSD and others) both during the design and implementation phases. This provides a positive indicator on the level of cooperation and commitment to greater collaboration with local actors, in order to deliver timely cash and voucher assistance to people affected by crises. International organizations are required to increase local networks to optimize collective delivery of the programs in line with the prevailing context. Thus, about two-thirds of surveyed international programs are implemented in collaboration with local partners, providing a good indicator on the approach of international actors to expanding their networks and localizing their programs, in order to reach targeted communities.

According to data from interviews, strong collaboration with partners in the delivery of cash assistance programs can play a positive role in advocating for cash assistance, particularly Multi-Purpose Assistance (MPCA), and can further support the development of standardized tools and approaches, therefore, contributing to a more effective cash response.

4.2 Description of Current Programs under Implementation

Respondents were asked about the 80 cash and/or in-kind assistance programs implemented by their organizations. In this sub-section, we analyze the different aspects of these programs, based on respondents' answers.

Program design: In order to develop a deeper understanding of the circumstances and factors that surrounded the design of (cash and in-kind) assistance programs, respondents were asked to describe how their programs were designed and planned. The following represents a summary of their responses:

- Based on conducting a needs assessment through a study or pilot.
- Based on previous experiences with similar projects and interventions (e.g. responding to evaluation and feedback from beneficiaries).
- In response to major and urgent national events or emergencies (Gaza war in May 2021, Covid-19, etc.).
- Through field visits to potential donor organizations.
- Based on the organization's mission, vision and strategic goals.
- Based on the experiences of other countries.
- After conducting fundraising campaigns.

Program donors and partners: The majority of (cash and/or in-kind) assistance programs receive funding from donors (about 90%). The remaining 10% do not receive funding from specific donors, but depend on other recourses too, such as collecting donations from citizens (e.g. Salfit Al-Khair Association).

Status of programs: About half of (cash and in-kind) assistance programs (51%) are “ongoing” or “unfinished”, and one-third (33%) have been “completed”. The status of the remaining programs (17%) is “unknown”.

Shock-related and active market components: 57% of programs include a livelihoods or active labor component. However, about 43% do not contain such components.

According to respondents, the funding of about 53% of programs was not shock-related. The funding of only 47% of programs is related to shocks. When asked to provide examples of such shocks, respondents mentioned the May 2021 escalation against the GS, Covid-19, climate disasters or natural shocks.

Geographical coverage: The analysis of the geographic coverage of programs in Palestine shows that about half of these programs (51%) target the GS, about one-fifth (18%) target the West Bank, 13% target both the GS and the WB, while 6% target the WS and Jerusalem. The remaining programs (12%) target all three areas (WB, Jerusalem, GS).

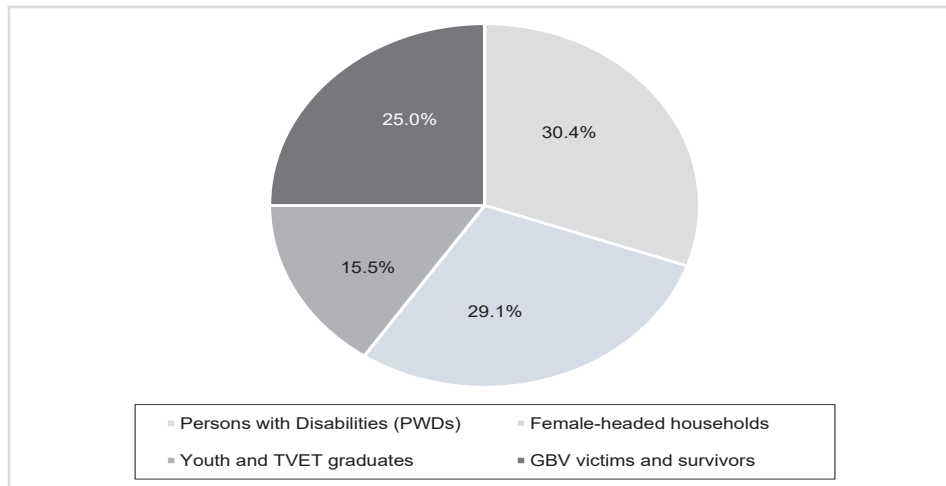
In the same context, some programs/organizations do not target the WB as a whole, but only certain localities or governorates (e.g., Salfit, Bethlehem, Hebron, Jenin and/or Qalqilia). Similarly, some other organizations provide assistance to certain governorates in the Gaza Strip (e.g., Khan Yunis, Rafah, Gaza, Middle Area).

Primary objectives and program sectors: The primary objectives of surveyed programs can be divided into six categories. The primary objective (29% of programs) is “humanitarian”, while other objectives include poverty reduction (25%), emergency response (17%), addressing categorical vulnerabilities (15%), entrepreneurial (6%), poverty (6%) and “poverty as well as health and nutrition” (2%).

In a related context, respondents were asked if CVA is embedded in a humanitarian, sectoral program. Respondents were also advised “if the program is not humanitarian or is MPCA, then answer no.” 74% answered the question positively and 26% negatively. They were also asked about the sub-sectors in which their programs operate within the humanitarian field. 28% chose sectoral cash, while others cited food security (22%), health and nutrition (13%), protection (11%), WASH (11%), shelter and non-food items (9%), and education (6%).

Targeted groups: Respondents were asked about the specific target group(s) for their program. They were given a list of options, and permitted to choose more than one answer. The highest percentage of programs (30%) target persons with disabilities, followed by programs that target female-headed households (29%), victims and survivors of gender-based violence (25%), and finally youth and TVET graduates (about 16%). Some programs chose “others” as an option, mentioning more specific target groups such as political prisoners and ex-detainees, residents of Area C, poor families, people who are exposed to enforced transfer or home demolition, and/or refugees with protection needs (from military operations, settler violence and displacement).

Figure 5: Specific Target Groups of Cash and In-Kind Assistance Programs



Source: based on the calculations of the researchers.

The vast majority of programs (more than 90%) target both Palestinian refugees and non-refugees, while the remaining programs (about 10%) provide priority to only refugees or non-refugees.

Targeting criteria: Respondents were asked about their beneficiary targeting criteria. Different organizations have different criteria. The long list below shows that these items can be summarized and divided into groups based on the “nature” of targeting indicators or criteria (geographic, economic, social and others).

Geographic:

- Beneficiaries must be located in the GS.
- Beneficiaries must be located in the WB and East Jerusalem.
- Priority for those residing in Area C or Bedouin communities.

Economic:

- The income (or financial situation) of a family.
- Food consumption score (FCS).
- Household food insecurity access score (HFIAS).
- Food sources’ vulnerability score.
- Economic dependency ratio.
- Coping strategy index.
- Household ownership.
- House type.

Social and family characteristics:

- Number of family members (the bigger the size of a family, the more likely it is to receive assistance).
- Number of children under 5 years.
- Female to male ratio.
- Applicant’s marital status.

Targeting specific marginalized social group(s):

- Priority is given to families with disabled members.
- Priority is given to families with elderly members.
- Priority is given to families that include patients with chronic diseases.
- Priority is given to female-headed households.
- Students at schools or universities.
- Children (number of children, regardless of their age).
- Women survivors of gender-based violence.
- Widows.
- Orphans.

Procedural and conditional criteria:

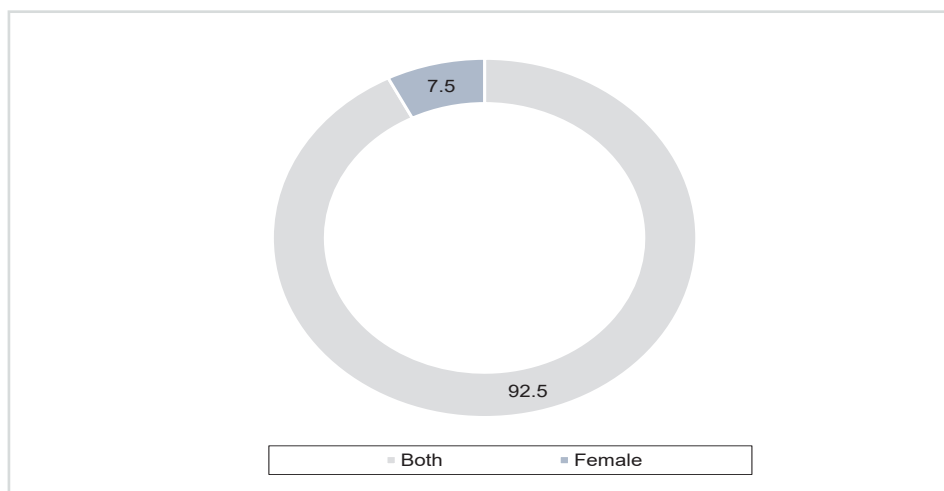
- Beneficiaries must be included in the MoSD's lists of beneficiaries.
- Beneficiaries must be included in the MoSD's waiting lists of beneficiaries.
- Beneficiaries must not benefit from other assistance programs.
- Beneficiaries must be refugees.

4.3 Targeted Beneficiaries

Number of beneficiaries. The number of beneficiaries varies across organizations and programs, ranging from about 130 households or families to approximately 107,000 households (as is the case with the PNCTP, the largest aid program implemented by the MoSD). Moreover, the number of beneficiaries ranges from about 100 individuals to more than 173,000 (PNCTP beneficiaries). The total number of beneficiaries from all surveyed (cash and in-kind) assistance programs was about 1.4 million individuals and 275,213 households.² About 58% of programs target "households" and 42% target "individuals".

Gender and age of beneficiaries. The vast majority of programs (about 92%) target both genders (male and female), and about 8% target "females" only. Programs target four main age groups: the largest percentage of programs (28%) target the economically "active" age (18-60 years), 25% target the elderly (above 60 years), another 24% target children aged 6-17 years, and about 23% target infants and children up to the age of 5 years.

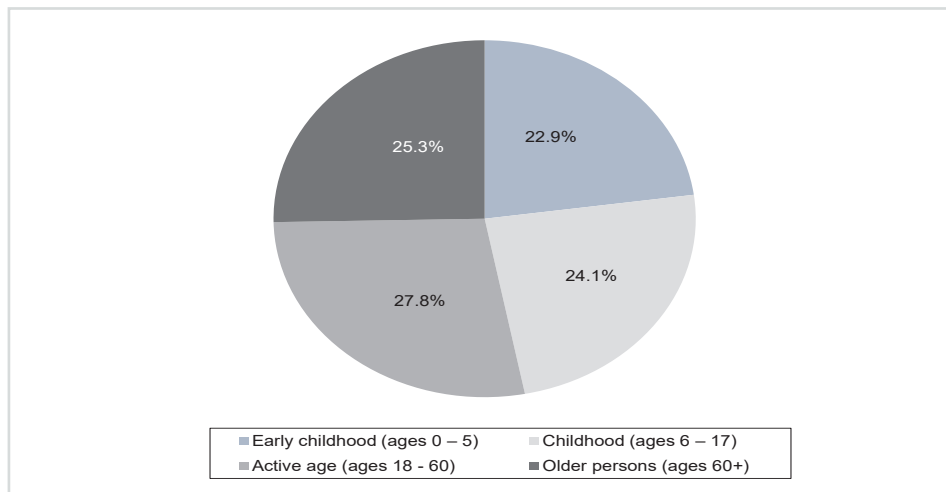
Figure 6: Gender of Targeted Beneficiaries



Source: based on the calculations of the researchers.

² This is a crude estimate. These are approximate numbers due to the complexity of the programs, and based on data provided by implementing organizations. Some organizations were unable to provide the total number of beneficiaries, and there may well be duplication between listed programs (e.g. intentional overlap between some WFP and MoSD programming).

Figure 7: Age Intervals Targeted by Programs



Source: based on the calculations of the researchers.

Source of beneficiary lists: Respondents were asked how their programs select beneficiaries. The largest percentage (32%) said that they select their beneficiaries from their organizations' database, 30% indicated that they select them from "lists provided by the MoSD," 16% from the organization's "local partners," and 6% from "lists from other ministries" and not the MoSD. The rest of the programs (about 16%) obtained their lists from "other" sources ("direct registration, local councils, CBOs, financial service providers, UN-OCHA and others).

Furthermore, there appear to be a severe limitations in the selection of beneficiaries. This affects the targeting process (in terms of accounting for gender, disabled, elderly or multi-dimensional factors affecting newly vulnerable groups). This could be improved by enhancing coordination with the MoSD.

In addition, there appears to be overlaps in the distribution of various cash and in-kind assistance mechanisms, due to the lack of coordination between - and the fragmented nature of - different governmental entities and NGOs.

Formula for assessing eligibility: The MoSD manages the national SP system. The selection of households for targeting depends on the PMTF, which sets a poverty score for each applicant household.

Surveyed organizations were asked whether they adopt a certain formula or targeting mechanism to assess the eligibility of applicants. The majority of programs (about 80%) adopt a certain formula or targeting mechanism. About 20% of respondents reported that they used the PMTF and UVAT for targeting, in addition to other customized targeting mechanisms. When asked to specify and explain such formulas or mechanisms, respondents gave the following "typical" answers:

- Adopt the MoSD's formula (PMTF).
- Adopt the vulnerability assessment criteria recommended by CWG and OCHA.
- Fill-out questionnaires with potential beneficiaries to determine their levels of poverty. Then, based on the number of households or individuals who are poor, a scoring system determines who qualifies for support and how, based on the number of children, elderly, disabled, chronically ill, etc.
- Send lists to the MoSD for evaluation and confirmation of beneficiaries' data.
- In order to address community-based needs, target group(s) are determined at the community level and not at the household level, by providing cash to groups for implementing community-based initiatives.
- For the programs that target cases of gender-based violence, the main criteria applied is the case management form's list of criteria (family size, disability, chronic diseases, risks, threats, sources of income, vulnerability and eligibility criteria).
- Using the Palestine Poverty Line, adjusted for the WB and East Jerusalem.

The findings show that different targeting mechanisms are used by different assistance programs, and that adopted mechanisms are insufficient, as they are based on different assessment tools. The selection criteria for beneficiaries of livelihood-related activities are insufficiently aligned with the various needs and capabilities of beneficiaries. They mainly take into consideration the vulnerability assessment and economic conditions of beneficiaries, as well as shapes and forms of vulnerability.

Assessing the eligibility of beneficiaries. Respondents were asked about the methods and criteria used to assess and select eligible beneficiaries. The largest percentage of programs (about 41%) use “humanitarian needs” when selecting eligible beneficiaries. Others use “lifecycle vulnerabilities” (24%), the MoSD’s PMTF (about 21%), and UVAT (about 15%).

Assistance values and mechanisms: Respondents were asked about the total budget of each of their programs. About half of all programs (38 out of 80 programs) provided the research team with estimates on their total budgets. However, the remainder (42 programs) did not reveal such estimates. The total budget of those 38 programs is ILS 690,316,036.³ They were also asked about budgeting assistance amounts or transfer, as well as assistance modality, delivery and conditions. The findings are outlined below.

Determinants of transfer values: Respondents were asked about the type of mechanism they used to determine the transfer value (percentage of MEB, percentage below the poverty line, and/or household characteristics). The highest percentage of programs (32%) use the MEB, followed by 27% of programs that use “household characteristics for targeting”. A further 27% use “cluster (approved) standards” and the rest (about 15%) use “percentage below the poverty line”. Few programs chose the “others” option or listed additional mechanisms to determine the amount of transfers, such as “set by donors to the program”. An organization that provides financial and in-kind support to ex-detainees and political prisoners mentioned that their mechanism is based on social status (number of years in prison, marital status, family size, etc.).

In a similar context, programs were divided equally when asked whether they have a mechanism in place for periodic reviews of benefits (e.g. revising indices given price increases). 50% of programs replied “yes,” and the others answered negatively.

Frequency of assistance: Half of the surveyed programs (50%) provide their assistance to beneficiaries on a monthly basis, followed by “every 2-6 months” (21%), “one-off” (14%), “every 10-11 months” (5%), and “based on availability of funding” (5%). The delivery of weekly assistance is very limited. However, other frequencies for delivery are adopted in event of an emergency situation, or on a seasonal basis, “on certain occasions such as the month of Ramadan, the beginning of the school year or the winter season, Eid Al-Fitr, Eid-Adha, etc.” Findings reveal that the favored frequency of -distribution is monthly.

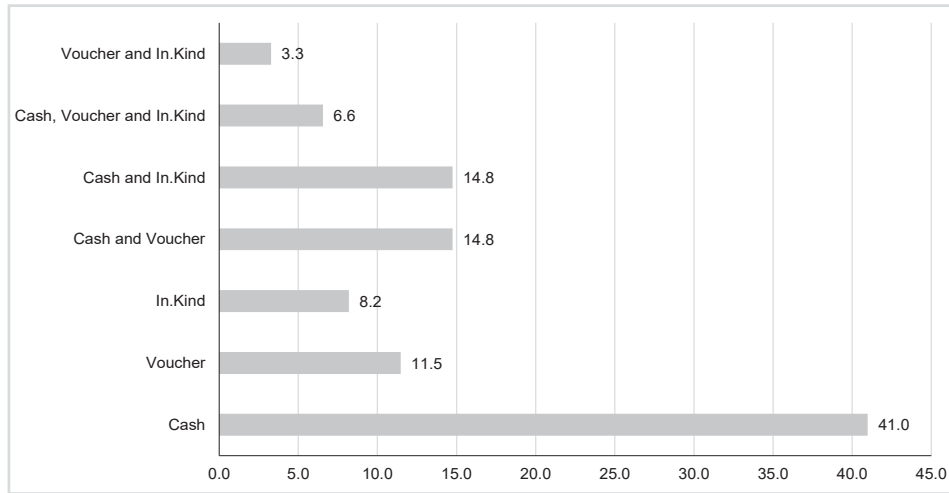
Assistance modality: Respondents who are in charge of programs were asked about assistance modality (cash, cash and voucher, voucher and in-kind, or else). They were permitted to choose more than one option. The largest percentage of programs (41%) provide cash, followed by vouchers (12%), and in-kind assistance (8%). Moreover, as the table below indicates, some programs provide both cash assistance and vouchers (15%); cash combined with in-kind assistance (15%); vouchers combined with in-kind assistance (3%); and a combination of all three (7%).

Despite recent studies and reports that emphasize the transformation to cash-based assistance⁴, organizations still provide CVA to beneficiaries taking into consideration their preferred modality, particularly in the GS.

³ Respondents were asked about the “total budget” of their program(s), and not “annual budget”.

⁴ Multi-Sectoral Needs Assessment (MSNA) - OCHA oPt (July 2022).

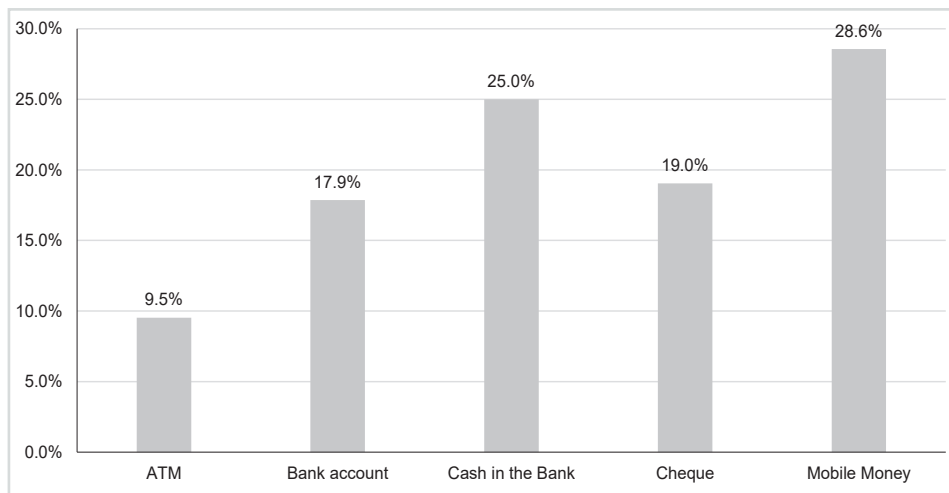
Figure 8: Assistance Modality



Source: based on the calculations of the researchers.

Respondents who represent programs that distribute voucher were asked about the type of vouchers they issue. The majority (about 67%) resort to “value voucher”, while the remainder (about 33%) resort to “commodity voucher”.

Figure 9: Assistance Distribution Methods



Source: based on the calculations of the researchers.

Method of Distribution: As illustrated in Figure 9 below, the highest percentage of programs use “mobile money” (29%), followed by “cash in bank” (25%) “checks” (19%), “bank accounts” (18%) and “ATM cards” (10%).

An open-ended question asked respondents to explain how their programs chose their distribution method(s). The following points summarize their answers:

- By asking beneficiaries about their preferences with regard to the method of distribution.
- Based on donors’ mandates and requirements.
- By discussing the best methods of distribution among the organization’s staff, and with donors.
- By piloting different financial services to select the most accessible and secure method (such as with cases of ex-detainees and survivors of gender-based violence).

Currency: Slightly more than half of programs (about 52%) use the New Israeli Shekel (ILS) as the base currency for their budgets. One-third (33%) use the U.S. Dollar, while the remainder (about 15%) use Euro.

Conditional vs Unconditional Assistance: The majority of surveyed programs (about 60%) provide unconditional cash and/or in-kind assistance. However, the rest of the programs (about 40%) impose certain conditions on beneficiaries that are mandated in the program's eligibility criteria (typically, beneficiaries must agree to participate in cash-for-work schemes to qualify for assistance).

Provision of Complementary Services: Linking CVA with other assistance and services is important for providing holistic support, while ensuring that targeted beneficiaries have access to services that cover most of their needs. The referral mechanism, and other types of support based on the assessment of households' conditions, are effective in complementing this assistance, which ensures that basic needs are covered. It increases the impact of short-term support through complementary services.

When asked about complementary services, the majority of programs (76%) reported that they provide complementary services or activities to beneficiaries, in addition to the cash and/or in-kind assistance. Only about 24% of programs fail to provide such services or activities. When asked about these complementary services or activities, representatives mentioned the following:

- Health insurance.
- Temporary health insurance for workers as part of cash-for-work programs.
- Legal support.
- Psycho-social support and consultancy.
- Exemption from children's school tuitions fees.
- Economic empowerment (such as income-generating activities).
- Protection (e.g. protecting women or children who are victims of violence).
- Providing services to individuals with disabilities.
- Medical support.
- Providing training to beneficiaries and raising their awareness.
- WASH.

4.4 Follow-up Mechanisms

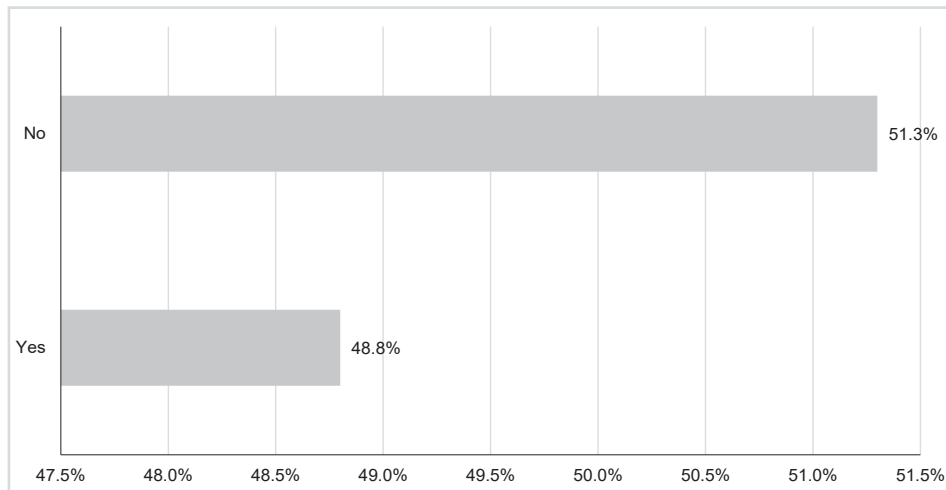
Case management mechanisms: Within the same context, respondents were asked whether their programs involve a case management system (or mechanism), in addition to the provision of assistance to beneficiaries. About 49% of surveyed programs adopt such mechanisms, while the other half reported that they do not have a case management mechanism.

To achieve the optimal use of resources and coordination among relevant actors, the CVA case management mechanism ensures covering various social issues, including the protection of beneficiaries with special needs. This must be linked with referrals to services provided by local service providers, in coordination with the MoSD.

Programmatic Exit Mechanisms: Respondents were asked about exit procedures or mechanisms (when and how the program stops assistance to beneficiaries). The majority of programs (62%) have a clear exit strategy (or mechanism), while a minority (38%) do not have such a strategy. In the following narrative, we summarize the typical responses mentioned by respondents on exit mechanisms:

- When program funding stops.
- When the targeted family reaches a reasonable level of food security.
- After conducting periodic evaluations of beneficiaries' status (e.g., every two years, like UNRWA). Decisions are then made on whether to continue assistance or not.
- When beneficiaries secure other sources of income.

Figure 10: Organization utilizes a Case Management Mechanism



Source: based on the calculations of the researchers.

Follow-up after program end. More than three-quarters (76%) of respondents from surveyed programs confirmed that they apply follow-up mechanisms with their beneficiaries (after the program ends). The rest (24%) do not apply follow-up mechanisms.

Program-based follow-up activities include the following:

- Local committees are established through the program or through local councils.
- Conducting post-distribution monitoring and evaluation (base and end line surveys, interviews and focus group discussions to examine improvements in the lifecycle of targeted households and individuals, and to measure their level of satisfaction with the assistance they receive).
- Through field visits to beneficiaries after the end of the program.
- Conducting reassessments for households, concerning their continued eligibility, after a certain period of time, or after 'graduating' from the program.
- Keep in contact with beneficiaries through field visits and community activities.
- A case manager is responsible for updating data on targeted beneficiaries in each geographical area.
- Participation of beneficiaries through regular activities conducted by the organization for the benefit of the community.
- The beneficiaries visit the organization in person to update their data after the intervention.

Referral mechanisms: A majority of programs (65%) include components for the referral of beneficiaries to other organizations or programs, providing them with additional services or assistance. The rest of the programs (35%) do not deploy such mechanisms. The following (summary) examples explain how these programs refer cases, while coordinating with other organizations:

- The program is part of a referral network (e.g., GPC, CWG, protection cluster) that includes several organizations. Targeted cases are referred internally within this network.
- Refer beneficiaries to other organizations to provide additional support or services, based on the specific needs of each case.
- Each beneficiary has a "case file" that is monitored by a "case manager", which is used for referral (based on a systematic examination of cases).
- Refer cases internally to other programs within the organizations (e.g. UNRWA).

Complaint mechanisms: The vast majority of programs have complaint mechanisms which beneficiaries (and other citizens) can use to complain about the assistance, or the program in general (95%) The following complaint mechanisms are used by surveyed programs:

- Filling-in a written complaint form, submitted through a “complaints box”.
- Beneficiaries can complain during field visits undertaken by staff.
- Through a free hotline (phone number).
- By sending e-mails.
- Through the organization’s website.
- Through Facebook messages.
- Through WhatsApp messages.
- Using a unified complaint mechanism (e.g., the UN system).
- Using an “open-door” policy, allows people with complaints to visit the organization and directly meet officials in-charge.

4.5 Cooperation and Coordination

Complementing and Contributing to MoSD’s Strategic Plan. According to the responses of targeted organizations, about three-quarters (76%) confirmed that their programs fit with the objectives (and sectoral strategies) of the MoSD. The following list summarizes how these programs fit with the MoSD’s strategy:

- Contribute to the alleviation of poverty, while providing needy social groups with basic and priority needs.
- Support the fulfillment of certain goals, as stated in the MoSD’s strategic plans.
- Target vulnerable social groups (particularly victims of gendered violence, the disabled and the elderly).
- Support the MoSD in developing better social protection systems.
- Cover certain gaps, such as providing assistance to beneficiaries on the MoSD’s waiting list.
- Exercise commitment to the MoSD’s strategies during the design and implementation of programs.

Cooperation with other programs and/or organizations: Coordination with key actors in the CVA sector is crucial to enhance efficiency at both the national and international levels. The majority of programs (88%) confirmed that they cooperate and coordinate with other social assistance programs or providers (governmental and non-governmental), in order to make the provision of assistance more efficient and prevent duplication. However, there remains about 12% of programs that do not cooperate with any others in this field. Respondents who are in charge of programs that do cooperate with others were asked to describe such cooperation and coordination. The following points summarize the descriptions they provided:

- Cooperate and coordinate with other organizations through cash working groups or networks (e.g., CWG, GPC). These apply a division of work among partner organizations.
- Through the MoSD (e.g. provide the MoSD with the organization’s list of beneficiaries to obtain the Ministry’s approval, in order to avoid duplication).
- Provide lists of beneficiaries to both the MoSD and the CWG before providing assistance, in order to avoid duplication.
- Through local institutions and CBOs (e.g. local councils, the Governor’s office, local communities).
- Through systematic organizational efforts to build partnerships with government and NGOs.

During the data collection phase, it was noticed that there were limited levels of coordination between organizations in the GS and the WB, even inside the same organization. These organizations usually do not

share information and data about their strategies or the structure of their programs within the organization. The division between two different governments in the GS and the WB make such communications more complex.

Coordination with MoSD: This aims to analyze levels of coordination with the MoSD, and to share lists of beneficiaries, while providing feedback to the Ministry regarding programs. To explore the nature of the relationship and cooperation between programs and among the main SP actors (namely MoSD), respondents have been asked whether their programs/organizations receive lists of names from the Ministry, to be taken into consideration when determining a program's final list of beneficiaries.

About 42% of surveyed programs indicated that they receive such lists from the MoSD. "We obtained the list as an Excel sheet, as we are members of CWG" explained one of the respondents. Other respondents reported that "the lists of our beneficiaries are selected from the MoSD's waiting list". When asked whether, at a later stage, their "programs/organizations provide the MoSD with information about beneficiaries that have been assisted through the program," respondents were divided equally; 50.6% said "yes", the remaining 49.4% said "no".

Furthermore, respondents also highlighted the importance of enhancing coordination between the MoSD and other NGOs in the SP sector, to ensure coherence and complementarity among multiple programs at the national level. This supports the planning and establishment of efficient funding system to cover needy people's financial needs. This coordination also supports enhanced access to SP services for vulnerable populations, particularly during shocks and emergency situations.

Representatives who stated that their programs/organizations do not provide the Ministry with feedback were also asked why this is the case. Justifications include:

- The sensitivity of lists of beneficiaries (e.g. women survivors of gendered violence).
- MoSD's lists of beneficiaries are too old and need to be updated.

Coordination mechanisms between key actors are deficient. Coordination can be improved when the MoSD and UN agencies (practically UNRWA) exercise a direct impact on creating a unified, national nexus (co-joining humanitarian, development and peace programming).

Survey findings evidence the "long list" of key actors in the SP sector. This is an important opportunity, in terms of building on the experiences of these actors (technical expertise, assistance modalities and delivery methods). Furthermore, this is highly relevant to establishing a unified baseline to identify required transfer values, when taking into consideration the status of each, individual beneficiary.

4.6 Major Challenges facing Organizations implementing CVA

Regarding the main challenges that face social assistance programs, respondents from targeted organizations provided the following answers:

- The limited capacity of the MoSD to regularly update its lists of beneficiaries (e.g. their financial status and contact information).
- Some organizations or entities work outside the umbrella of the MoSD and CWG, leading to a duplication in assistance.
- Lack of coordination with the grassroots and CBOs.
- Growing needs, with shrinking funds and budget limitations.
- The absence of a clear exist strategy to guide organizations on how and when to cease providing assistance to beneficiaries.

- Limited, or insufficient budgets to recruit required staff to conduct field assessments and manage the distribution process.
- Provide assistance without causing any harm to beneficiaries. This is a challenging issue for specific target groups such victims of gendered violence.
- Social norms can sometimes make some delivery methods of assistance unacceptable, inaccessible and/or unproductive.
- Distribution points should be upgraded to facilitate access for beneficiaries who are elderly or have disabilities.
- Lack of training among the staff (especially in cases of protection from sexual abuse, complaint systems, child protection concepts and mechanisms, etc.).
- The provision (or delivery) of cash assistance for protection (e.g. to survivors of gendered violence) represents a new approach, with little sector familiarity.
- The absence of a link between the Civil Registry and the MoSD.

5. Lessons Learnt and Recommendations

This section outlines lessons learnt and recommendations provided by survey respondents to improve SP in Palestine in general, and cash/in-kind assistance programs specifically.

Government:

- There is an urgent need to adopt one, unified system of SP, in order to improve coordination among all actors through one entity. (This includes creating a central database that holds all the names of donors and beneficiaries). This unified mechanism is important for coordinating all forms of assistance, with a clear identification of roles for major actors, including the MoSD, UNRWA, WFP and other national and international NGOs.
- Strengthen the capacity of the MoSD's staff and upgrade its resources, particularly in terms of responding to emergencies. In doing so, the MoSD will be better prepared to serve as an umbrella for social services in coordination with the main actors.
- Enhance the engagement of relevant NGOs in discussions concerning the development of the MoSD's SP strategic plans.
- Regularly update the lists of beneficiaries, including contact information and employment status, as well as changes in social status and household structure.
- Enhance the inclusion of international NGOs (two-way communications) that support social safety nets in Palestine, such that they are actively involved in the planning phase, while receiving feedback and updates on the assistance process.
- Accelerate coordination and the sharing of data at the governmental level, between the MoSD and relevant ministries.
- Enhance coordination between relevant governmental institutions, especially the MoSD and UNRWA, as UNRWA is a key player in the Palestinian SP sector.
- Increase SP budget allocations to meet the minimum level of needs, while taking into consideration the minimum expenditure basket (MEB), especially for poor women exposed to violence.
- Develop financial policies that are more responsive to poor and marginalized societal groups. These should include unifying expenditures in the SP sector across the MoSD's budgets.

UN and NGOs:

- Develop a unified strategy for NGOs active in this field, while taking into consideration the instability of NGO interventions as a result of their dependency on funding and its availability. NGOs need to coordinate with the MoSD in project design.
- NGOs need to provide the MoSD with updates and continuous feedback on their social assistance programs, targeted beneficiaries and the type of assistance.
- NGOs need to play a more effective role in developing the MoSD's SP strategies.
- NGOs need to coordinate more with the CWG.
- Adopt a unified channel for the CWG.
- Work together under one umbrella.
- Increase coordination with local councils/municipalities and other, local institutions and entities.
- Enhance the capacity of local officials and civil society representatives on the main themes of SP governance and administration, particularly in managing responses and services in times of crisis.

Planning and Design:

- Establish a coordinating mechanism between humanitarian agencies, the MoSD and UN agencies, to support nexus (linking humanitarian, development and peace programs).
- Support the design and implementation of sustainable cash assistance that is not project-based.
- Link humanitarian interventions with developmental ones, while taking into consideration the specific capacity (and resources) of individuals in targeted households to start their own income-generating activities, and/or lifelong vulnerabilities which require continuous, long-term support.
- Enhance coordination between social programs, through increased referrals from local CBOs, to override the growing number of cases of exclusion in social assistance programs.
- Review the design of programs in order to facilitate easier access to assistance. This can include adopting new payment methods, the rehabilitation of delivery points for the elderly and the disabled, and covering transportation cost associated with accessing assistance.
- Engage local partners, and grassroots organizations during the design phase of programs.
- Pay increased attention to feedback from (and the opinions of) beneficiaries regarding the nature and mechanisms of assistance.
- Adopt a market monitoring mechanism to follow-up on the delivery of assistance and ensure that commodities are available in the local market.
- Increase cooperation and coordination with cash assistance working groups and networks. Develop this coordination at the national level to cover Jerusalem, the West Bank and the Gaza Strip.
- Improve the protection of beneficiaries in cash-for-work programs from abuse, exploitation and harassment, during their employment period.
- Provide beneficiaries with more choice in terms of how they receive assistance (e.g. many beneficiaries prefer cash to in-kind assistance, since cash assistance is more discreet and less 'socially embarrassing').
- Verify and update data and contact information on targeted households 2-4 weeks before the distribution of assistance.
- Re-enforce direct complaints and feedback mechanisms between MoSD and households.
- Engage and clearly inform households about an assistance programs' components prior to its start.
- Reach a long-term agreement with financial service providers to operate a shock or emergency response system.

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Annexs

Annex 1: List of interviews during the inception phase of the study

	Organization	Representative of the organization	Interviewee	Email	Date	Way of interview
1	International Labour Organization (ILO)	Mounir Kleibo/ Representative	Charis Reid/ Social Protection Officer	reid@ilo.org badarna@ilo.org	Wednesday, 25 th , July, at 13:00	Virtual
2	The United Nations Children's Fund (UNICEF)	Ms. Lucia Elmi/ Special Representative	Yasser Shalabi/ Social Policy Specialist	yshalabi@unicef.org imurray@unicef.org mpasini@unicef.org	Wednesday, 10 th , Aug, at 14:00	Virtual
3	United Nations Office for the Coordination of Humanitarian Affairs (OCHA)	Mrs. Jessa Serna / Gaza Cash Coordinator	Jessa Serna/ Gaza Cash Coordinator	jessa.serna@un.org	Wednesday, 3 rd , Aug, at 13:00	Virtual
4	Palestine Cash Working Group (CWG)	Mrs. Luca Sangalli/ National CWG Coordinator	Luca Sangalli/ National CWG Coordinator	lsangalli@pt.acfspain.org	Tuesday, 2 nd , Aug, at 13:30	Virtual
5	World Food Programme (WFP)	Mr. Samer AbdelJaber / Representative Country Director	Samer AbdelJaber/ Representative and Country Director Salah Lahham/ VAM Officer	lina.ghoury@wfp.org samer.abdeljaber@wfp.org salah.lahham@wfp.org	Thursday, 18 th , Aug, at 14:30	In-person
6	World Bank	Mr. Kanthan Shankar/ Country Director	Samira Hillis/ Program Leader for Human Development Vanessa Moreira da Silva	srabah@worldbank.org kshankar@worldbank.org mbali@worldbank.org shillis@worldbank.org frother@worldbank.org vmoreiradasilva@worldbank.org	Monday, 15 th , Aug, at 14:00	Virtual
7	MoSD	Dr. Ahmad Majdalani/ Minister	Manal Tawfeeq/ Director General of Planning	mtawfeeq@mosa.gov.ps	Tuesday, 9 th , Aug, at 13:00	In-person

Annex 2: The Guidelines of the Key Informant Interviews (KIIs)

Comprehensive Mapping of Cash and in-Kind Governmental and Non-Governmental Social Assistance Programs in the Occupied Palestinian Territories

The Guidelines of the in-depth-interviews

Informant, Role	
Organization, Location	
Date, time and location/ medium of interview	
Interviewer	

Interview protocol:

- Introduction: MAS is commissioned by ILO to mission is to conduct a comprehensive mapping of all governmental and non-governmental social assistance interventions in the OPT, which will help in providing complete diagnostic assessment of social assistance programmes. To this end, MAS research team would like to conduct a number of in-depth interviews with the main partners and stakeholders active in this field who are expected to provide valuable insights, as well as explore any recommendations for their future work.
- Confidentiality: We would also like to emphasize the confidentiality of your responses. Therefore, feel free to share what you think in a very open manner. The team will strictly follow ILO's ethical and confidentiality standards.
- Participation: participation is voluntary: have any questions, now or at any time in the future, you may contact the research team or ILO.

Brief about your organization: What are the main interventions or programs that your organization is implementing to provide social protection? Cash or in-kind programs? Since when your started How many programs or interventions? working on them? What is the nature of these programs (humanitarian, developmental?) what is the number of beneficiaries? Are there any future programs or interventions?

1	How would assess the social protection sector in Palestine? What are the challenges and gaps that face that sector?
2	To what extent was your organization in position to address these gaps and challenges in the social protection sector?
3	What can be done to increase the recourses and the total budget and support to the sector?
4	How complete and meaningful was the alignment of the main actors with the Palestine priorities? What can be done to enhance coordination with MoSD and national priorities?
5	How you assess the coordination between key actors and the MoSD? Any evidence of coordination?
6	Do you cooperate with the MoSD in selecting the beneficiaries? Are you willing you to share your list of beneficiaries with the ministry tom avoid targeting the same beneficiaries?
7	To what extent has the social protection activities to date derived from joint implementation with partners? What are the factors to achieve effective partnerships?
8	How you assess the performance of the main actors and MoSD in the sector? What are the main challenges that MoSD is facing to implement the interventions?
9	Do you think that there is convergence between humanitarian and development activities? Have social protection and resilience building been utilized across the nexus? Please provide examples.
10	How has the most vulnerable group been identified for each assistance modality? Was this appropriate? What can be done to improve targeting of beneficiaries?
11	Do you target social groups or geographical areas or both? What is the size or the budget of these programs and number of people working within these programs?
12	What is your targeting criteria? Do you provide equal or unified assistance or it varies according to the needs of families or individuals? And how do you calculate the exact assistance? Are there a formula or an equation do you use?
13	If you received lists of beneficiaries from the MoSD, did you or do you provide the Ministry with information about who have been targeted and how?
14	How the mapping can be linked to the social registry taking into consideration that our mapping focuses on the planning/design of programs and schemes) and the social registry focuses the at actual beneficiaries that have been reached?
15	Any recommendations to improve the social protection sector in general and the cash and in-kind programs in particular?

Annex 3: The Questionnaire of Comprehensive Mapping of Cash and in-Kind Governmental and Non-Governmental Social Assistance Programs in the Palestinian Territories

Introduction

The International Labour Organization (ILO), Oxfam, and UNICEF in Palestine have been implementing a project entitled “Strengthening Nexus Coherence and Responsiveness in the Palestinian Social Protection Sector” funded by the European Union. Aimed at supporting the MoSD (MoSD), the project seeks to enhance coordination between governmental and non-governmental actors implementing social protection initiatives and interventions. As part of this project, the Palestine Economic Policy Research Institute (MAS) is conducting a comprehensive mapping of governmental and non-governmental cash and in-kind social assistance programs in the occupied Palestinian Territories through the following questionnaire which constitutes of four sections.

The first section of the questionnaire contains questions about institutions that are currently implementing such programs. The second section includes questions about the programs, and the third focuses on cash and in-kind social assistance provided by those programs. Finally, the fourth section contains questions about cooperation and coordination between your institution or program/s with other governmental and non-governmental programs/institutions especially the MoSD as well as lessons learned and recommendations to improve the Palestinian social protection in general and the cash and in-kind social assistance programs in particular.

Section A: The implementing organization				
IDA01	Name of institution			
IDA02	Acronyms			
IDA03	Website			
IDA04	Telephone			
IDA05	Email address			
IDA06	Name of contact person ⁵			
IDA07	Position			
IDA08	Mobile phone			
IDA09	Email			
IDA10	Location of HQ	1. West Bank	2. Gaza Strip	3. Jerusalem
AID01	Type of organization	1. Governmental 2. Local NGOs 3. CBO ⁶ 4. International NGO 5. Private sector 6. Other, please specify:		
AID02	What are the objectives and nature of activities of your <u>organization</u> ?	1. Developmental 2. Humanitarian 3. Charitable 4. Relief 5. Other, please specify:		

⁵ Person responsible for the cash and/or in kind assistance

⁶ Community Based Organization (may include Zakat organizations)

AID03	Are there implementing partner/s of the cash Program(s)?	1. Yes 2. No		
AID04	If the answer is yes, please specify the name/s of the partner(s)?			
AID05	When did you start your cash/In-kind program?	1. 1 – 2 years 2. 3 – 5 years 3. 6 – 10 years 4. 11 – 15 5. 16 – 20 years 6. More than 20 years		

Section B: What are the implemented activities

B001	Sector of assistance <i>(You can choose more than one option)</i>	1. Education 2. Health 3. Agriculture 4. Livelihood 5. Food Security 6. Protection/GBV 7. Shelter 8. Cross sectoral 9. Other, please specify...		
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B002	Is Cash/In kind assistance part of your strategic programs or Project-based funding? 1. Strategic Program (always exists) 2. Project based funding 3. Other, please specify:		
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How many cash/in-kind program your organization implement currently?

Important note: if you have more than one cash/in-kind program please answer the questions about the most important program your organization implement currently using this copy of the questionnaire, and answer the questions about the rest of programs using other copies of the questionnaire (“questions about program # 2, program # 3.... etc.”)

B003	B0a3: Please specify the title (s) of the cash/in-kind assistance Program (s)/project(s) at your organization (if your organization implement more than cash/in-kind Program, please write down all the titles of those programs below starting with the program you consider the most important and answer the below questions about that program only):		
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B004	Program # 1 Do you have donors for the program? 1. Yes 2. No 3. I don't know		
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B005 If the answer to the previous question is YES, please specify the donor name/s:

B006	What is the Start date of the Program/Project?	/ / /		
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B007	What is the End date of the Program/Project?	/ / /		
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B008	What is the Assistance Modality (You can select more than one option)	1. Cash and Voucher CVA 2. In-Kind 3. Multi-Purpose Cash Assistance MPCA 4. Other, please specify		
B009	What is the method of distribution? (You can select more than one option)	1. Bank account 2. Cheque 3. Cash in the Bank 4. Commodity Voucher 5. Value Voucher 6. Mobile Money 7. Other, please specif		
B010	If you chose more than one modality/distribution methodologies, please provide an explanation, how do you decide about the distribution method?			
B011	Type of cash assistance	1. Conditional 2. Unconditional 3. Both Conditional and Unconditional		
B012	The restrictions on the use of assistance	1. Restricted (Food vouchers) 2. Unrestricted (Value vouchers) 3. Multipurpose assistance (Cash)		
B013	If the assistance is conditional, please specify the conditionality?			
Section C: Who are the targeted beneficiaries				
C001	How you select the list of the beneficiaries	1. Organization database and selection criteria 2. Lists provided by the MoSD 3. Lists from our local partners 4. Other, please specify		
C002	Do you adopt a certain formula or targeting mechanism to assess eligibility of beneficiaries (e.g., those who are below extreme poverty line or extreme poor, poor, vulnerable)?	1. Yes 2. No 3. I don't know		
C003	If the answer is yes, please specified and explain the formula you adopt to select beneficiaries?			
C004	If your program provides in-kind assistance, how do you deliver such assistance?	1. Through our partners 2. Our warehouse 3. Distribution points (shops, supermarkets, etc.) 4. Delivery agent 5. Others, please specify:		
C005	What is the total number of beneficiaries of the Program by targeted groups (individuals, families or both)?	1- Number of households' beneficiaries: 2- Number of individuals' beneficiaries		
C006	What is the value (NIS) of transfer per distribution/beneficiary (NIS or \$ not both)?	1- NIS: 2- USD:		

C007	What type of mechanism do you use to determine the transfer?	<ol style="list-style-type: none"> 1. % of the MEB⁷ 2. % of poverty line 3. Based on household characteristics 4. Others, please specify 		
C008	What is the frequency of the assistance?	<ol style="list-style-type: none"> 1. Weekly 2. Biweekly 3. Monthly 4. Every 2 months 5. Every 4 months 6. Every 3 months 7. Every 6 months 8. One time per year 9. Seasonally 10. Based on availability of funding 11. Other, please 		
C009	What is the total budget of the program? (You can estimate the number in NIS or USD but not both)	<ol style="list-style-type: none"> 1- NIS: 2- USD: . 		
Section D: Where are the activities are being implemented				
D001	Geographic coverage of your organization's assistance	<ol style="list-style-type: none"> 1. West Bank b- Governorate: 2. Gaza Strip 3. Governorate:.. 3. Jerusalem 		
D002	What are your target groups in terms in refugee status?	<ol style="list-style-type: none"> 1. Refugees 2. Non – Refugees 3. Both refugees and non-refugees 		
D003	What is the specific target group of your organization (You can make more than one selection)	<ol style="list-style-type: none"> 1. Youth and TVET graduates 2. Farmers and fishermen 3. Internally Displaced People IDPs 4. Persons with Disabilities PWDs 5. GBV victims and survivors 6. Children with diseases and malnutrition 7. Poor families 8. Other, please specify 		
D004	What is the “unit of target” by your cash/in-kind program?	<ol style="list-style-type: none"> 1. Individuals 2. Households HH 3. Both individuals and households 		
D005	What are the targeting criteria of your beneficiaries			
D006	Sex of your beneficiaries	<ol style="list-style-type: none"> 1. Males 2. Females 3. Both males and females 		

⁷ Minimum Expenditure Basket

D007	Age group of your beneficiaries	1. 0 – 5 years 2. 6 – 17 years 3. 18 – 60 years 4. Above 60 years		
D008	What is the total number of targeted households or individuals of your cash/in-kind program last year, the year of 2021?	No:.		

Section E: Exit mechanism and follow up with the beneficiaries

E001	Are there any complementary services the program provides to beneficiaries in addition to the regular cash and in-kind assistance? 1. Yes 2. No 3. Do not know		
E002	If the answer to the previous question is YES, please explain these complementary activities:		
E003	What are the exit procedures or mechanisms (when and how the program stops providing assistance to the beneficiaries)?		
E004	Are there graduation mechanisms or follow-ups after the program ends? 1. Yes No 3. I don't know		
E005	If the answer to the previous question is YES, please explain what are the follow up measures you conduct with the beneficiaries?		
E006	Does the program depend on case management in dealing with the targeted group? 1. Yes 2. No 3. I don't know		
E007	If the answer to the previous question is YES, please explain how?		
E008	Does the program make referrals to other relevant organizations? 1. Yes No 3. I don't know		
E009	If the answer to the previous question is YES, please explain how you coordinate with the other referral organizations?		
E010	Does your program contain “complaint mechanisms” which beneficiaries or citizens can use to complain about the assistance or the program? 1. Yes 2. No 3. I don't know		
E011	If the answer to the previous question is YES, can you please explain how the beneficiaries can make complaints ?		
E012	What is the total number of targeted beneficiaries in 2021? No:		

Section F: Cooperation and coordination with other organizations or program

F001	Does your program fits with the sectoral goals and strategies of Social Development Sector Strategy? 1. Yes 2. No 3. I don't know		
F002	If the answer to the previous question is yes, please explain how your program fits with the MoSD Strategy or vision?		
F003	How the program at your organization was designed and planned?		

F004	Do you cooperate with other social assistance programs or providers (governmental and non-governmental) to make the provision of assistance more efficient and not duplicated (e.g., targeting the same people)? 1. Yes 2. No 3. I don't know		
F005	If the answer to question F004 is YES, how do you cooperate/coordinate with the other social assistance programmes or providers?		
F006	Did you receive "list of beneficiaries" from the MoSD? 1. Yes 2. No 3. I don't know		
F007	If the answer to question (F006) is YES, can you give a general idea about that list?		
F008	If the answer to question (F006) is YES, do you provide the MoSD later on with information about beneficiaries that you have assisted through your program (their names, locations, forms of assistance they received...etc.)? 1. Yes 2. No 3. I don't know		
F009	If the answer to question (F006) is NO, please explain why your organization/program does not provide the MoSD with information about beneficiaries that you have targeted?		
Section G: (Last Section): Lessons learnt and recommendations			
G001	What are the main challenges that face your social assistance program?		
G002	What are the key steps to encourage and inform a coordinated division in SP that can make effective use of programmers (both governmental and non-governmental)? G021: At Governmental level: G022: At NGO's level:		
G003	What areas of programme design would you feasibly expect you could amend, in order to enhance coordination? In terms of: coverage, targeted beneficiaries, transfer values, payment frequency, geographic location, etc.		
G004			

EQ01: We are going to provide you with a list of cash and in-kind social assistance programs in the WBGS. Can you please take a quick look and let us know if there are *any other programs that are missing from the list and should be covered* and included by this mapping?

Annex 4: List of Contacted Organizations

Name of Organization	
Asamblea de Cooperación por la Paz (ACPP)	
Action Against Hunger (AAH/ACF)	
ADWAR Association	
Agency for Technical Cooperation and Development (ACTED)	
AISHA Association for Women and Child Protection	
Alianza por la Solidaridad	
Al-Mawassi Agricultural Cooperative Association Rafah (MACA)	
Anera NGO	
Catholic Relief Services (CRS)	
DanChurchAid/Norwegian Church Aid (DCA/NCA)	
CARE Palestine	
Economic & Social Development Center of Palestine (ESDC)	
Fares Al Arab for Development and Charity Works (FAFD)	
Gaza Protection Consortium (GPC): (Mercy Corps, NRC, HI, MdM France)	
Humanity and Inclusion (HI)	
International Committee of the Red Cross (ICRC)	
Life and Hope Association	
MA'AN Development Center	
Ministry of Social Development (MoSD)	
NATUF for Environment and Community Development	
Oxfam	
Palestinian Al-Nakheel Association for Progress and Development	
Palestine Association for Education and Environmental Protection (PAEEP)	
PARC	
Premiere Urgence Internationale (PUI)	PUI programs in West Bank PUI programs in Gaza Strip
Rebuilding Alliance	
Save the children (SCI)	SCI programs in West Bank SCI programs in Gaza Strip
SOS Children Village International	
The Commission of Detainees and ex-detainees Affairs	
The Culture and Free Thought Association (CFTA)	
United nation development programme (UNDP)	
United Nations International Children's Emergency Fund (UNICEF)	
United Nations Population Fund (UNFPA)	

Name of Organization	
United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA)	
West Bank Protection Consortium (NRC, ACF, WW-GVC, ACTED, PUI and MdM)	
Women's Affairs Center (WAC)	
World Food Programme (WFP)	
Zakat (West Bank)- Ministry of Awqaf and Religious Affairs	
Salfeet Charitable Women Society	
TIKA	
WAFAA	
Qatar Charity	
International Charity Org.	

Annex 4.1: Organizations that don't Implement CVA

Name of Organization	
EducAid	EducAid do not currently have any CVA activities, however, they are considering it in the future.
Food and Agriculture Organization of the United Nations (FAO)	The program manager confirmed that FAO programs is outside the scope of social assistance, but rather focus on empowerment, investments, and capacity building
Foreign, Commonwealth and Development Office (FCDO)	FCDO confirmed that the UK is providing £2m to UNRWA's programme as a donor not as implementing partner so won't be filling out the survey.
International Labour Organization (ILO)	ILO confirmed that they don't deliver any cash programming.
International Orthodox Christian Charities (IOCC)	IOCC does not have existing cash and in-kind social assistance programs within the frame of their regular programing.
LRC	LRC does not provide any cash/in-kind assistance programs
MdM Spain	MdM Spain do not implement CVA programmes.
Medico International	Medico confirmed that they do not do any cash assistance or similar type programs in Palestine.
MPDL - Movement for Peace	MPDL confirmed that currently they do not have any Cash or in-kind Social Assistance Programs.
NDC - Local NGO	NDC don't implement cash and in-kind assistance or donations.
Palestinian Red Crescent Society (PRCS)	At this stage PRCS is in the midst of the CVA preparedness pathway, which is an ongoing national society development initiative\ process with the aim of increasing the cash capacity. Therefore, given that the preparedness pathway is still ongoing no CVA interventions are being implemented in the field, so the questionnaires are still not applicable at this stage.
The Swidish International Development Cooperation Agency (SIDA)	SIDA confirmed that they don't implement cash programs as they are just a donor for these organizations.
UNOPS	UNOPS don't implement cash and in-kind programs
World Vision International	WVI do not implement Cash Assistance/In-Kind Social Protection Programs , and from their review to the questionnaire none of the sections is applicable to WV work.
WEFAQ Society For women and Child care	WEFAQ don't implement cash assistance programs
Action Aid	Action Aid don't implement cash programs.

Annex 4.2: Organizations Apologized for Answering

Name of Organization	Reason
Diakonie Katastrophenhilfe (DKH)	Apologized for answering the questionnaire due to their busy time.
GIZ	Apologized for answering the questionnaire due to their busy time.
Palestinian Authority Martyrs Fund	Refused to answer until an official letter is received from the president's office although we had a face-to-face meeting to discuss the questionnaire and scheduled a face-to-face meeting for the week after which was canceled.
Palestinian Family Planning and Protection Association (PFPPA)	Apologized because of their busy schedule
Secours Islamique France (SIF)	They apologized for filling out the questionnaire, due to their preoccupation with urgent tasks.
Zakat (Gaza)- Ministry of Awqaf and Religious Affairs	Refused to answer, even after sending an official letter from MoSD
Secours Islamic Belgium	Refused to answer, even after sending an official letter from MoSD
Islamic Relief (IRPAL)	Closed for political reasons
UN Women (UNW)	tried to contact via phone and email and didn't get a response
United Palestinian Appeal	Apologized because of their busy schedule
Qatar Charity (in Gaza)	Can't fill out the questionnaire as they are closing the organization
UNRWA (Gaza)	Tried to contact, but didn't get a response