



Shock-Responsive Social Protection in the Caribbean

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REPORT



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This report captures the proceedings and debates that unfolded during the first Regional Symposium on Shock-Responsive Social Protection in the Caribbean, convened by the Caribbean Disaster Emergency Management Agency (CDEMA) and the World Food Programme (WFP).

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DISCLAIMER

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INTRODUCTION & BACKGROUND

Disaster Risk: A significant challenge for Small Island States

Social protection is a powerful instrument to address poverty, inequality, food insecurity and other challenges. It is also increasingly playing a role in disaster management. This trend is particularly relevant in the Caribbean, one of the most disaster-prone regions in the world. The 2017 Atlantic Hurricane Season and Hurricane Dorian in 2019 highlighted this reality with alarming consequences on people's lives and livelihoods, economic well-being and infrastructure. At the same time, Caribbean countries feature wide-ranging social protection programmes with varying degrees of maturity. These can potentially contribute to disaster responses and reduce the recurrent or prolonged need for humanitarian assistance by building household resilience. Cases in point are the responses mounted in British Virgin Islands and the Commonwealth of Dominica in the aftermath of Hurricanes Irma and Maria in 2017, where governments adapted and expanded national social protection programmes to assist impacted populations.

A Paradigm Shift for Disaster Risk Management in the Caribbean

In recognising these challenges and opportunities regional and national efforts are underway to develop an integrated risk management approach to build resilience and safeguard lives and livelihoods against multiple risk scenarios in the Caribbean. The [2014-2024 Comprehensive Disaster Management \(CDM\) strategy and the Regional Resilience Agenda¹](#) for example, advance the realisation of multiple global commitments. These include the 2030 Agenda for Sustainable Development, the Sendai Framework for Disaster Risk Reduction and the 2016 World Humanitarian Summit, which endeavour to harmonise humanitarian and development efforts; build resilience against climate-related risks; support localised solutions and reduce needs over the long term. Key to these frameworks is the recognition of the critical linkages among disaster management, climate change adaptation, sustainable development and social protection.

The Case for Shock-Responsive Social Protection

Social protection is intrinsically related to shocks. It consists of policies and programmes designed to protect people from crisis and stresses throughout their lives. It is recognised as a vital mechanism for accelerating progress towards the internationally agreed sustainable development goals. It is also a key instrument to strengthen people's ex ante (before a shock) risk-management capacity. Concurrently, a growing body of evidence demonstrates the pivotal role that social protection can play in responding ex post (after a shock) to a wide range of emergencies through assistance (e.g. cash, vouchers, in-kind transfers), and in promoting recovery once the immediate crisis is over. We refer to this as "shock responsive social protection". [Findings stemming from a United Nations World Food Programme-commissioned regional study in Latin America and the Caribbean \(LAC\)](#) indicate that social protection can be used to ensure adequate coverage and level of support in the event of an emergency; provide quicker, more predictable, sustainable and efficient assistance; ensure that crisis-affected people and households are not pushed further into chronic poverty; and even increase the overall confidence of affected people in the response. However, investing in social protection programmes and systems to contribute to emergency efforts is a crucial priority for realising these potential advantages. While the role of social protection to reduce poverty, vulnerabilities and risks is widely accepted in the Caribbean, its utilisation as a frontline instrument in emergency response and recovery efforts has so far consisted of ad-hoc measures. Significant opportunities exist to more

¹ The Regional CDM Strategy is the instrument for the implementation of the priorities set out in the Sendai Framework for 2015-2030, adopted at the Third United Nations World Conference on Disaster Risk Reduction in March 2015, as well as for advancing Goals 11 and 13 of the Sustainable Development Goals (SDG's)

strongly link social protection with disaster risk management by identifying concrete measures and investments.

Strengthening the linkages between social protection and disaster risk management

It is in this context that the first regional symposium on Shock-Responsive Social Protection in the Caribbean was convened by the Caribbean Disaster Emergency Management Agency (CDEMA) and the United Nations World Food Programme (WFP) in Turks & Caicos Islands on 27 June 2019: *Towards a Safer, more Resilient, and Sustainable Caribbean: strengthening the linkages between Disaster Risk Management & Social Protection to protect lives and livelihoods and assist crisis-affected people with greater efficiency, efficacy and equity.*

The symposium had the following objectives:

- I. Strengthen the integration of social protection within regional and national disaster management plans, frameworks and strategies;
- II. Identify gaps and areas of support in data management, beneficiary targeting, delivery mechanisms, adaptive finance and inter-institutional and multi-stakeholder coordination
- III. Promote an exchange of experiences, best practices, knowledge-sharing and inter-institutional dialogue on shock-responsive social protection;
- IV. Foster South-South cooperation across CDEMA Participating States and regional stakeholders
- V. Establish a Community of Practice to advance knowledge-sharing, collaborations and uptake of best practices relating to disaster risk management and social protection

Ministers and senior government officials from 15 Participating States, as well as donor agencies and humanitarian and development actors, attended the event. Over the course of a highly interactive and consultative day, perspectives and experiences were exchanged on issues and options for building regional resilience in the face of existing hazards. Speakers and panellists introduced innovative perspectives and approaches in the realms of disaster risk management, financing, public policy, social protection, migration and climate-change adaptation. Consensus was also reached on the importance of strengthening existing social protection systems and the importance of linkages with disaster risk management. The symposium explored how specific dimensions of disaster risk management and social protection systems could be strengthened, specifically examining data management, beneficiary targeting, delivery mechanisms, inter-institutional coordination and financing – to better reach and serve populations at risk.

Overall the following outcomes were jointly achieved:

- I. Social protection and disaster risk management stakeholders have a shared understanding of their respective response mechanisms and approaches
- II. Commonalities and opportunities have been identified to strengthen the linkages between disaster risk management and social protection as well as practical actions to make national social protection and safety nets more shock-ready and responsive
- III. A Community of Practice is initiated to advance dialogue, learning and knowledge-sharing, and collaboration on shock-responsive social protection amongst Participating States and their regional and international partners
- IV. Proposals are elaborated for South-South Cooperation projects on social protection and disaster risk management strengthening and integration.

INFORMATION SESSIONS

INFO SESSION I

Shock-Responsive Social Protection in the Caribbean



What role can social protection play in preparing for, responding to and mitigating the impact of shocks? This session introduced key concepts and design approaches of Shock-Responsive Social Protection. Preliminary findings of the WFP-led Caribbean research programme on this topic were also presented.



SPEAKERS

Francesca Ciardi, Programme Policy Officer, WFP Barbados Office for Emergency Preparedness and Response in the Caribbean

Rodolfo Beazley, Senior Researcher, Oxford Policy Management



RESOURCES

The recording of the session is available at: <https://youtu.be/vtZVCcpXse4?t=301> and the regional study webpage at: www1.wfp.org/publications/shock-responsive-social-protection-latin-america-and-caribbean

MAIN TAKEAWAYS

The interest in ‘shock-responsive’ social protection in the Caribbean is on the rise, as it is the threat of climate-related risks in the region, which disproportionately impact people living in poverty and are a serious impediment to social and economic progress. Social protection is a key instrument in the regional resilience-building agenda owing to its demonstrated impact in addressing poverty and vulnerability, as well as its emerging role in disaster risk management.

The potential added value of social protection systems and programmes in supporting disaster risk management depends on several factors. Analysing options ahead of disasters is critical to prepare for and inform their use for future responses. Examining these opportunities is at the core of WFP research programme on Shock-Responsive Social Protection in the Caribbean, a collaboration with CDEMA to generate evidence and inform practice for innovative emergency preparedness and response practices in the region.² The research builds on WFP regional and global work in supporting governments to implement and strengthen social protection and safety nets to mitigate the incidence and impact of shocks.³

Research and experience have highlighted that there are five key areas for enabling social protection’s role in disaster preparedness and response: data management and information systems, targeting, delivery mechanisms, coordination and financing. Preparedness measures and investments across these five areas are important for improving the regular provision of social protection programmes, but also strengthening administrative and programmatic capacity to address additional needs driven by major shocks. Regular, well-targeted programmes with adequate benefits and robust delivery mechanisms can help build people’s resilience before shocks (ex-ante); and in coordination with disaster risk management and sustainable financing mechanisms, they can be leveraged to ensure the delivery of timely and efficient assistance to protect households after shocks (ex-post).

Preparedness measures and investments may include:



DATA MANAGEMENT & INFORMATION SYSTEMS

What: Strengthen ex-ante social protection databases and their wide information systems to improve the timeliness of identification of individuals for assistance, coverage and ensure more predictable support.

How: Ensure integration of database and information systems; include data on vulnerability to shocks to social registries; develop guidelines on how to better use data for planning purposes as well as targeting.



TARGETING

What: Adapt ex-ante social protection targeting mechanisms to assist the identification of households and individuals in need of assistance before and/or after a shock.

How: Develop contingency processes to register new beneficiaries; link protocols for coverage expansions with early warning indicators.

² To-date seven Caribbean countries’ case studies have been completed: Dominica, Haiti, Dominican Republic (published); Belize, St Lucia, Guyana, Jamaica and Trinidad and Tobago, and a literature review of social protection and disaster risk management in 18 CDEMA’s Participating States (forthcoming). The research project webpage is: www1.wfp.org/publications/shock-responsive-social-protection-latin-america-and-caribbean

³ WFP Social Protection and Safety Nets homepage: <https://www1.wfp.org/social-protection-and-safety-nets>



DELIVERY MECHANISMS

What: Adapt ex-ante the delivery mechanism of cash and in-kind transfers.

How: Define protocols for the expansion of existing delivery mechanisms; shock-proof delivery systems and develop contingency plans for alternative payment mechanisms; consider pre-registering populations in high-risk areas and consider electronic payment systems



COORDINATION

What: Align with disaster risk management actors for an integrated and coordinated emergency preparedness and response

How: Formalise the role of social protection in emergency response within disaster risk management strategies; develop joint preparedness measures.



FINANCING

What: Align with disaster risk management resources for an integrated and sustainable response to shocks through social protection systems and programmes.

How: Improve access and diversification of disaster risk financing mechanisms to scale up responses in a risk-informed and sustainable manner

Findings from the WFP research programme on Shock-Responsive Social Protection in the Caribbean (forthcoming), conducted with Oxford Policy Management, show that the development of social protection **information systems** in the region has been growing. However, few countries have integrated systems with wide coverage and systematic mechanisms for collecting **data**. In several countries, such as Anguilla, Dominica, St. Vincent and the Grenadines, Saint Lucia, Jamaica and Guyana, the development of a robust information system for the sector is identified as a policy priority. Beyond 'integrated' information systems serving multiple programmes, flagship programmes in most countries have a supporting electronic management information system to perform core functions – or are in the process of developing one. These offer the potential of being used in responding to a shock.

Social protection **targeting mechanisms** in the region have been largely designed with the objective of reaching the chronic poor. Almost all countries in the region have public assistance programmes. Some programmes offer cash benefits, whereas others offer a combination of cash and in-kind transfers. Often, transfer values are determined by a review committee on a discretionary basis. Programmes cater to a range of requests, including burial grants, medical grants, food grants, and emergency relief. Most programmes have limited reach as they cover a small share of the population, with a few exceptions. Several countries in the region have long-running school feeding programmes. While these programmes are means-tested in some countries (e.g. Saint Lucia, Bahamas, and Trinidad and Tobago), they are offered universally in others (e.g. Dominica and Grenada and Guyana). Some countries use geographical targeting (e.g. Haiti, Guyana) to prioritise programme areas, with the goal of scaling up to extend universal coverage in the long term.

Currently, the bulk of the social assistance programmes in the Caribbean **deliver** payments manually (i.e. cash or check is delivered through local government structures and programme staff – including Grenada, Haiti, Jamaica, St. Vincent and the Grenadines, and Dominica). A small number of programmes use electronic payment systems or combine electronic and manual mechanisms (Trinidad and Tobago, Antigua and Barbuda, Belize, and Jamaica). Electronic payments are usually

associated with more transparency and efficiency and greater potential for rapidly scaling up during a crisis. However, manual payments have been used in responses in Jamaica and Dominica.

Caribbean states have relied significantly on donor **funding** (loans and grants, such as the World Bank's Contingent Emergency Response Component). CCRIF SP is an innovative regional risk-pooling fund. There are no protocols for funding social protection responses to shocks, but also no restrictions. In some countries there is a close **intersection and collaboration** between DRM and social protection, with ministries in charge of social protection also leading humanitarian relief efforts in the event of an emergency (e.g. Belize, Jamaica). Regional cooperation is also well established through the coordination framework led by the Caribbean Disaster Emergency Management Agency (CDEMA).

PANEL DISCUSSIONS

PANEL DISCUSSION I

Linking Disaster Risk Management and Social Protection in the Caribbean: Challenges, Opportunities and Best Practices



From left to right: *Evangeline Inniss-Springer, Judith Alpuche, Elizabeth Riley, Virginia I. Clerveaux, Isaac Anthony*

The objectives of this Panel Discussion were to gain perspectives on the challenges and opportunities for linking disaster risk management and social protection in preparing for, responding to emergencies and mitigating the impact of shocks; and to identify priority areas, best practices and experiences in strengthening data management and targeting, delivery mechanisms, financing and coordination.



MODERATOR

Elizabeth Riley, Deputy Executive Director, Caribbean Disaster Emergency Management Agency

PANELLISTS

Judith Alpuche, Chief Executive Officer, Belize Ministry of Human Development, Social Transformation and Poverty Alleviation

Evangeline Inniss-Springer, Deputy Director, British Virgin Islands Department of Disaster Management

Virginia I. Clerveaux, Director, Turks and Caicos Islands Department of Disaster Management and Emergencies

Isaac Anthony, Chief Executive Officer, Caribbean Catastrophe Risk Insurance Facility SPC



RESOURCES

A recording of the panel discussion is available at: youtu.be/vtZVCcpXse4?t=2404

MAIN TAKEAWAYS

British Virgin Islands, Evangeline Inniss-Springer, Deputy Director, Department of Disaster Management

Social Protection comprises a series of programmes and policies and for it to have a role to play in disaster response it must be backed by, and integrated within, a disaster risk management system that is effective and robust.

Social protection plays a key role in mitigating the negative effects of shocks and improving community resilience against the effects of climate change in the Caribbean. Some communities are more susceptible to climate-related disasters than others. Floods, coastal inundation and hurricanes are some of the most common disasters affecting communities across the region. **To protect lives and livelihoods, governments must put in place adequate systems and policies to enhance community resilience.** The British Virgin Islands are looking at how to best **link social protection policies and programmes to disaster risk reduction and management strategies.** It is also important to consider the enabling environment such as relevant legislation, diverse financing options and data management of social registries. Government targeting of vulnerable communities, particularly those who are more susceptible to shocks, can be made possible through the availability of a robust social registry⁴. Given the complexity and resourcing requirements of populating a social registry, mechanisms should be in place to enable households to self-register into the database.

Belize, Judith Alpuche, Chief Executive Officer, Ministry of Human Development, Social Transformation and Poverty Alleviation

Social Protection is an integral part of any disaster response. Strengthening efforts are about ensuring that social protection systems and programmes can respond effectively and at scale in the event of large-scale disasters.

Data and information management systems are one of the key areas of investment to enable social protection systems and programmes to respond to shocks and ensuring that these are as robust as possible ahead of a crisis is crucial. One of the advantages of social registries is that they contain comprehensive population data and are not limited to information on beneficiaries of existing social protection programmes. The development of a social registry, however, can be challenging given the resources and technical requirements of registering large numbers of people into the database. Some of the strategies Belize is considering to populate and utilise a social registry

⁴ Glossary: Social Registry <https://socialprotection.org/learn/glossary/social-registry>

are: incorporating past and upcoming census data; leveraging partnerships and data sharing agreements with other institutions (e.g. Ministry of Education); drawing on the Ministry of Human Development's case management system FAMCare; and using other data sources and opportunities as offered by the National Spatial Data initiative, the Belize Health Information System, Social Security and Social Insurance databases, amongst others. **Effective targeting systems and robust delivery mechanisms are also key** to ensure that the most vulnerable are known well in advance of a disaster and that assistance is provided in anticipation of and after an event.

Turks & Caicos Islands, Virginia I. Clerveaux, Director, Department of Disaster Management and Emergencies

It is important to consider the gaps and challenges in linking social protection with disaster management and climate change, with the knowledge that greater investments in social development lead to further reduction of risks.

One of the gaps identified across the Caribbean is the **limited inter-institutional coordination amongst national entities working in social protection, disaster management and climate change adaptation**. This results in agencies operating in silos and in duplication of efforts and programmes' inefficiencies. Meanwhile, existing social protection systems are not designed to respond to shocks. In the case of database management and targeting mechanisms of national social protection programmes, these may not include disaster-affected people. In the aftermath of a hurricane, **impacted populations may not necessarily be able to access social protection programmes**. Equally challenging is to provide the right amount and type of assistance to those who need it most. Finally, the issue of limited disaster risk financing poses another major challenge, which can hamper governments' ability to respond to crises and shocks effectively and efficiently.

CCRIF SPC, Isaac Anthony, Chief Executive Officer, Caribbean Catastrophe Risk Insurance Facility

In recent years, there has been a clear paradigm shift towards increased investments in social protection.

CCRIF is the world's first multi-country risk pool facility providing parametric insurance, which provides quick disbursements to governments in the immediate aftermath of a disaster.⁵ Pay-outs made by CCRIF have enabled governments to better respond to the devastating impacts of disasters. Insurance is not the only financing mechanism available to governments. Other facilities include contingency funds through financial planning of state budgets, as well as contingency line of credit from international financial institutions. In January 2019, CCRIF published a policy brief on linking climate risk insurance with social protection.⁶ When a pay-out is made, its allocation is made at the discretion of the government. **CCRIF recommends that when countries receive a pay-out, a proportion should be used for allocation towards social protection programmes, targeting the poorest and most vulnerable**. Micro-level insurance can also complement existing social protection programmes. Recently, CCRIF has launched the Climate Risk Adaptation and Insurance in the Caribbean (CRAIC) project in partnership with the Munich Climate Insurance and the International Labour Organization in Jamaica, Saint Lucia, Grenada, and soon to expand to Trinidad and Tobago and Belize. Through the

⁵ <https://www.ccrif.org/content/about-us>

⁶ <https://www.ccrif.org/sites/default/files/publications/Policy-Brief-Linking-Social-Protection-Climate-Resilience-Adaptation-January2019.pdf>

project, CCRIF seeks to support governments and communities by providing insurance products targeting financial institutions as well as low-income individuals through the Livelihoods Protection Policy.

CDEMA, Elizabeth Riley, Deputy Executive Director, Caribbean Disaster Emergency Management Agency

The linkages between social protection and disaster risk reduction and management must be people-centred, with focus on both vulnerable and marginal communities.

Policies, programmes and an enabling environment are vital to ensure that social protection systems are more responsive to shocks. **Governments across the region must build upon existing infrastructures and systems currently available in their respective countries.** In terms of financing, a range of opportunities have been identified including the use of parametric insurance offered by CCRIF. It is important to remember that national governments should give due consideration towards utilising CCRIF pay-outs to also help strengthen national social protection systems. Other important areas of investment highlighted include capacity strengthening in the area of shock-responsive social protection. This includes ex-ante investments particularly related to data management and how we can better integrate the use of technology, and how we build the inter-institutional coordination needed to better prepare for, respond to and mitigate the impact of emergencies.

PANEL DISCUSSION II

Regional Examples on the Use of Social Protection for Emergency Preparedness and Response



The objectives of Panel Discussion II were to gain insights into Caribbean countries' experiences of leveraging national social protection in response to emergencies; and approaches and plans to strengthen social protection systems and programmes overall and for future responses.



MODERATOR

Regis Chapman, Head of WFP Barbados Office for Emergency Preparedness and Response in the Caribbean

PANELLISTS

Petrona Davies, Permanent Secretary, British Virgin Islands Ministry of Health and Social Development

Velda Octave-Joseph, Permanent Secretary, St Lucia Ministry of Equity, Social Justice, Empowerment, Youth Development, Sports and Local Government

Colette Robert-Risden, Permanent Secretary, Jamaica Ministry of Labour and Social Security

Edwin José Gómez Martínez, Economist, Dominican Republic Single System for the Identification of Beneficiaries (SIUBEN), Social Policy Cabinet



RESOURCES

A recording of the panel discussion is available at: <https://youtu.be/vtZVCcpXse4?t=8045>

MAIN TAKEAWAYS

British Virgin Islands, Petrona Davies, Permanent Secretary, Ministry of Health and Social Development

The Joint Cash Platform highlights the importance of inter-institutional coordination amongst relevant government entities and humanitarian actors in responding to disasters

The Joint Cash Platform (JCP) was launched by the Government of the British Virgin Islands following the devastating impact of Hurricane Irma in 2017.⁷ The innovative platform highlighted the importance of inter-institutional coordination between the government and humanitarian actors in responding to disasters. In the case of the JCP, this included government agencies, the Red Cross, Catholic Relief Services working through Caritas Antilles, the UK Department for International Development (DFID) and the Adventist Development and Relief Agency (ADRA). **The collaboration of the JCP extended to the design, implementation, monitoring and evaluation of the cash-assistance programme, which allowed vulnerable households to meet their needs and to stimulate the local economy.** The government-led response relied on a robust national disaster management framework. As part of the framework, the Social Service Committee brings together government entities and their partners, including NGOs and the Red Cross, which work cohesively to develop mechanisms to respond to disasters in a coordinated and effective manner. One of the main challenges was the limited government experience in handling large-scale programmes such as the JCP. Although the cash transfer was already distributed as part of the national Public Assistance Programme, it focused on a small portion of the population. Another challenge was the disruption of communication networks and access to remote affected areas.

Saint Lucia, Velda Octave-Joseph, Permanent Secretary, Ministry of Equity, Social Justice, Empowerment, Youth Development, Sports and Local Government

A regional dialogue must be initiated to discuss and address the issue of displacement due to the impact of natural hazards, and to set common standards and agreements amongst CARICOM countries.

Saint Lucia features different social protection programmes which can potentially be adapted and expanded depending on needs. **The Government provided support to people from Dominica who had been displaced after Hurricane Maria struck in 2017, through the national Public Assistance Programme (PAP).**⁸ A social assessment form was developed by the Ministry of Equity and utilised to determine the needs of displaced persons who had been referred to receive assistance. They were added to the existing database of PAP beneficiaries and received cash transfers, voucher assistance, housing and education allowances. The latter included educational material, support to enrol in schools, host-family support, and onboarding onto the national School Feeding Programme. Two other major programmes that can be leveraged to provide support to disaster-affected populations are the Stimulus Package and Caretaker Programme. The programmes include community engagement and related projects and are run in partnership with local governments. The

⁷ As part of the Government-led response to the impact of hurricanes Irma and Maria, some USD 3.2 mil was transferred to 1,076 affected households between Dec 2017 and Jan 2018. The objective was to allow vulnerable households to meet their basic needs, whilst enabling long-term recovery. Another objective was to stimulate the local economy, and retain labour force: <https://www.alnap.org/system/files/content/resource/files/main/1541608642.BVI%20JCP%20Evaluation%202018.pdf>

⁸ PAP is a poverty-targeted cash transfer programme in St Lucia. It delivers monthly cash transfers with a value indexed to household size ranging from USD 80 to 172 monthly, delivered through bank, credit unions or manual payment collection. In March 2019, some 2,637 households benefitted from the PAP (WFP's Case Study on Shock-Responsive Social Protection in St Lucia is forthcoming).

government of Saint Lucia is currently working with the International Organisation for Migration (IOM) to identify measures and best practices to address the issue of regional displacement driven by the impact of disasters. The government also recognises that a broader dialogue must continue at the regional level to set standards and agreements across CARICOM countries.

Jamaica, Colette Robert-Risden, Permanent Secretary, Ministry of Labour and Social Security

Disasters disproportionately impact the poor. It is therefore key for governments to invest in building the long-term resilience of vulnerable populations.

Given the disaster-proneness of Jamaica, the government recognises the need to assist the poor and most vulnerable, especially those who suffer the most from the impact of climate-related disasters. Jamaica has a well-developed national social protection system which provides emergency assistance through wide-ranging programmes and delivery mechanisms. In the mid-2000s, the country was hit by several tropical cyclones. **The Government leveraged the national flagship Programme of Advancement Through Health and Education (PATH) to provide assistances to affected populations.⁹ The National Insurance Programme, which provides assistances to communities particularly senior citizens, was also utilised.¹⁰** In addition to providing immediate disaster relief, the Government works to ensure the long-term resilience of vulnerable populations through social protection (e.g. assistance programmes, labour market interventions), with a view to enhancing their capacity to cope with and recover from shocks and to reduce the need for assistance in the long run.

Dominican Republic, Edwin José Gómez Martínez, Economist, Single System for the Identification of Beneficiaries (SIUBEN), Social Policy Cabinet

A robust social registry is one of the most important investments that can enable national social protection programmes to become shock-responsive

In the Dominican Republic, the social registry Sistema Único de Beneficiarios (SIUBEN) is the database used for targeting of the main social assistance programmes.¹¹ SIUBEN can be an important tool for planning emergency responses, given its large coverage and the information it contains. A key element of SIUBEN is the Index of Vulnerability to Climate Shocks (IVACC), which allows the government to calculate the probability that a given household may become vulnerable to climate-related disasters based on a range of socioeconomic characteristics. **SIUBEN and IVACC enable the government to provide assistance in the event of a hurricane, floods and other type of shocks.** IVACC has also been shared with the National Emergency Council and the Operational Emergency Centre. This enables them to use this index for contingency planning purpose, e.g. in planning for a possible evacuation of households living in high-risk areas. The index provides very detailed information – including disaggregated data - and allows the government to map out the exact number and typology of households in need of assistance.

⁹ PATH is a conditional cash transfer programme initiated in 2001. As of February 2018, the programme had 338,481 beneficiaries and is one of the largest in the Caribbean.

¹⁰ The government's relief assistance took the form of two benefit packages amounting to USD 8.4 million. More than 90,000 households registered in PATH received cash grants of roughly USD 30, while about 75,000 NIS pensioners and elderly received grants of about USD 72. In both cases these were a one-time payment.

¹¹ WFP and OPM Case Study on Shock-Responsive Social Protection in the Dominican Republic is available at: <https://docs.wfp.org/api/documents/WFP-0000063547/download/>

CLOSING SESSION

Towards More Responsive Social Protection in The Caribbean: Priorities & the Way Forward



Building on the previous sessions, participants shared their perspectives on gaps and opportunities to strengthen the linkages between disaster risk management and social protection, and identified priorities moving forward for Shock-Responsive Social Protection in the Caribbean. Round table discussions tackled issues pertaining to the five dimensions of systems' preparedness: Data Management, Targeting, Delivery Mechanisms, Coordination and Financing.

Table #1

-  Belize
-  Dominican Republic
-  Sint Maarten
-  The Bahamas

Table #3

-  CDEMA
-  Grenada
-  Guyana
-  Turks and Caicos Islands

Table #2

-  Jamaica
-  Saint Lucia
-  St. Vincent and the Grenadines

Table #4

-  Anguilla
-  Barbados
-  British Virgin Islands
-  Haiti
-  Saint Kitts and Nevis



DATA MANAGEMENT & INFORMATION SYSTEMS

Strengthen social protection databases and their wide information systems to improve the timeliness of identification of individuals for assistance, coverage and ensure more predictable support

Participating States highlighted the need to invest in building national social protection data management systems. While some of the countries already have established social protection beneficiary databases (e.g. Haiti, Dominican Republic, St. Kitts and Nevis), others are in the process of establishing one (e.g. Sint Maarten, British Virgin Islands, Jamaica). Governments consider **data management systems to be a key instrument to effectively map and target vulnerable people to better provide assistance before and after a shock.** Furthermore, inter-institutional data sharing protocols and agreements were highlighted as a priority to better link social protection systems and disaster risk management.

The Dominican Republic has been a frontrunner with regards to social protection data management systems. The government has launched the Dominican Republic Single System for the Identification of Beneficiaries (known as SIUBEN), a single central database for beneficiaries of social assistance, and a targeting mechanism that can be used across various programmes. **The SIUBEN database has continuously been updated to allow the government not only to address the needs of poor households enrolled in social protection programmes, but also to better target at risk populations in the event of disasters.** In July 2018, the Government of St. Kitts and Nevis launched an initiative that helped identify and register 4,000 households into a social registry of vulnerable households for a social assistance programme based on the level of household income. The country has also conducted three national level surveys on poverty (forthcoming).

Despite these examples, the **high costs associated with investing in social registries and data management systems constitute a significant challenge for countries that are faced with fiscal limitations.** Countries' geographical spread and remoteness also pose a challenge for collecting data, replicating systems and establishing data infrastructure in countries such as the Bahamas and Sint Maarten, where the Ministry of Public Health, Social Development and Labour is working to establish a database for its social protection programme.



TARGETING

Adapt social protection targeting mechanisms to assist the identification of households and individuals in need of assistance before and/or after a shock

Participating States indicated an interest in social vulnerability analysis, including the mapping of social vulnerability and using a Multidimension Poverty Index (MPI), to enhance the targeting of social protection programmes.¹² Some are considering adopting initiatives similar to those applied in other countries whereby existing census data is used to conduct a vulnerability analysis, and there is interest and actions towards using the Multidimension Poverty Index (MPI) to classify different levels of vulnerability. However, some also expressed the need for support from international institutions to undertake poverty assessments using a georeferencing feature to identify and map vulnerable households. The increased focus on vulnerability assessments reflects the **growing interest of countries in using social protection data to inform disaster response** and

¹² The global Multidimensional Poverty Index (MPI) is an international measure of acute multidimensional poverty covering over 100 developing countries. It complements traditional monetary-based poverty measures by capturing the acute deprivations that each person faces at the same time with respect to education, health and living standards. <https://ophi.org.uk/multidimensional-poverty-index/>

ensure that the most vulnerable and marginalized populations receive the support particularly when a natural disaster strikes.



DELIVERY MECHANISMS

Adapt the delivery mechanisms of cash and in-kind transfers

Participating States highlighted the **importance of considering the overall context and post-disaster situation for selecting the appropriate type of assistance (e.g. in-kind, cash) and the corresponding delivery channel**. Particular attention should be paid to the degree to which supply chains and local markets are impacted, as well as to the most pressing needs of affected populations and the community context (e.g. psychosocial factors and security concerns).

Some Caribbean countries have successfully **adapted and leveraged existing social protection delivery mechanisms in response to emergencies**. Others are looking at options to build on existing systems to improve the effectiveness and cost-efficiency of the support provided to impacted people. Countries also recognise that **different types of assistance can be provided at different stages of the disaster risk management cycle**. Identifying the right modality or mix of modalities (in-kind, cash, voucher or a combination) is dependent on external factors, available resources and knowledge on how to implement.

The Bahamas highlighted the **geographical spread of their main islands as a challenge** for the delivery of assistance, resulting in a need for an improved contingency plan to set up emergency hubs to better reach the main islands through emergency warehouses and landing crafts. Given its size and the remoteness of some of its communities, Guyana also indicated challenges to provide assistance and services to the poor, vulnerable and disaster-affected populations.



COORDINATION

Align with disaster risk management actors for an integrated and coordinated emergency preparedness and response

Enhancing cooperation and coordination between disaster risk management and social protection, at the national and sub-national level, was highlighted by Participating States as a key priority for ensuring an adequate emergency response. St. Kitts and Nevis pointed out the need also for greater inter-institutional coordination amongst the public and private sectors and the Chamber of Commerce to ensure that social protection programmes are more responsive to shocks. The Chamber of Commerce would be able to assist in employment issues in the context of support for migrants who are often overlooked in the provision of safety nets and other assistance while they are often particularly vulnerable to and affected by natural hazards.

Considering the scale of emergencies caused by the impact of natural hazards affecting multiple countries across the Caribbean, governments should also consider a regional approach to address issues of displacement resulting from crises and shocks. **CDEMA plays a crucial coordination role on overall disaster management across the region. Some Participating States indicated that they would benefit from CDEMA's facilitation of a regional dialogue particularly focusing on countries' capacity to deal with the cross-border movement of people due to economic, environmental and climate change-related issues.**



FINANCING

Align with disaster risk management resources for an integrated and sustainable response to shocks through social protection systems and programmes

Several countries indicated an interest in identifying additional financing options to diversify their disaster financing instruments giving equal importance to preparedness, response and recovery. Some expressed a specific interest in further exploring financing through parametric insurance provided by CCRIF, as well as livelihoods protection policies as a means to finance insurance for persons who would not normally be insured.

Several countries highlighted the need for improving state budget planning through the allocation of contingency funds to anticipate and respond to potential crises and shocks. Relevant government ministries working in social protection and disaster management also need to foster a stronger collaboration with the Ministry of Finance to ensure that state budget planning considers allocation of contingency fund to anticipate and respond to disasters.

ANNEX I: Agenda

TIME	THURSDAY 27 JUNE 2019
08:00-08:30	REGISTRATION
08:30-09:00	WELCOME AND OPENING REMARKS <u>Speakers</u> <ul style="list-style-type: none"> • Honourable Deputy Premier Sean R. Astwood, Turks & Caicos Islands Minister of Infrastructure Housing Planning & Development • Mr Ronald Jackson, Executive Director, Caribbean Disaster Emergency Management Agency • Mr Regis Chapman, Head of WFP Barbados Office for Emergency Preparedness and Response in the Caribbean
09:00-09:15	INTRODUCTION & EXPLANATION OF THE SYMPOSIUM PROCEEDINGS <u>Masters of Ceremony</u> <ul style="list-style-type: none"> • Ms Juliette Maughan, Programme Policy Officer, World Food Programme • Ms Yasmin Swidan, Programme Policy Officer, World Food Programme
09:15-10:00	INFO SESSION I Shock-Responsive Social Protection in the Caribbean: Concepts and Approaches What roles can social protection play in preparing for, responding to and mitigating emergencies? This session will explore key concepts, approaches and preliminary findings of the WFP-led regional study on Shock-Responsive Social Protection in the Caribbean. <u>Presenters</u> <ul style="list-style-type: none"> • Ms Francesca Ciardi, Programme Policy Officer, World Food Programme • Mr Rodolfo Beazley, Senior Researcher, Oxford Policy Management
10:00-11:00	PANEL DISCUSSION I Linking Disaster Risk Management and Social Protection in the Caribbean: Challenges, Opportunities and Best Practices <u>Moderated by</u> <ul style="list-style-type: none"> • Ms Elizabeth Riley, Deputy Executive Director, Caribbean Disaster Emergency Management Agency <u>Panellists</u> <ul style="list-style-type: none"> • Ms Judith Alpuche, Chief Executive Officer, Belize Ministry of Human Development, Social Transformation and Poverty Alleviation • Dr Evangeline Inniss-Springer, Deputy Director, British Virgin Islands Department of Disaster Management • Dr Virginia I. Clerveaux, Director, Turks and Caicos Islands Department of Disaster Management and Emergencies • Mr Isaac Anthony, Chief Executive Officer, Caribbean Catastrophe Risk Insurance Facility SPC
11:00-11:30	COFFEE BREAK
11:30-12:30	PANEL DISCUSSION II Regional Examples on the Use of Social Protection for Emergency Preparedness and Response <u>Moderated by</u> <ul style="list-style-type: none"> • Mr Regis Chapman, Head of WFP Barbados Office for Emergency Preparedness and Response in the Caribbean <u>Panellists</u> <ul style="list-style-type: none"> • Ms Petrona Davies, Permanent Secretary, British Virgin Islands Ministry of Health and Social Development • Ms Velda Octave-Joseph, Permanent Secretary, St Lucia Ministry of Equity, Social Justice, Empowerment, Youth Development, Sports and Local Government • Mrs Colette Robert-Risden, Permanent Secretary, Jamaica Ministry of Labour and Social Security • Mr Edwin José Gómez Martínez, Economist, Dominican Republic Single System for the Identification of Beneficiaries (SIUBEN), Social Policy Cabinet
12:30-13:30	LUNCH BREAK
13:30-14:30	INFO SESSION II Getting Prepared: investment areas for a shock-ready social protection

In a marketplace-style set-up, this session will dive into the four areas for social protection system and programme preparedness:

Presenters

- **Data Management & Targeting:** **Mr Rodolfo Beazley**, Senior Researcher, Oxford Policy Management
- **Delivery Mechanisms:** **Ms Giorgia Testolin**, Head of Programme, WFP Regional Bureau for Latin America and the Caribbean
- **Coordination:** **Mr Ronald Jackson**, Executive Director, Caribbean Disaster Emergency Management Agency
- **Financing:** **Mr Nicholas Grainger**, Programme Associate, World Food Programme

14:30-15:00	COFFEE BREAK
15:00-16:30	TOWARDS MORE RESPONSIVE SOCIAL PROTECTION IN THE CARIBBEAN: PRIORITIES & THE WAY FORWARD Building on previous sessions, participants will share their perspectives on gaps and opportunities to strengthen the linkages between disaster risk management and social protection, and identify priorities moving forward for Shock-Responsive Social Protection in the Caribbean.
16:30-17:00	KEY TAKEAWAYS & COMMUNITY OF PRACTICE This session will highlight key takeaways from the symposium and identify next steps for the establishment of a Community of Practice on Shock-Responsive Social Protection in the Caribbean.
17:00-17:15	CLOSING REMARKS Speakers <ul style="list-style-type: none"> • Mr Ronald Jackson, Executive Director, Caribbean Disaster Emergency Management Agency • Mr Regis Chapman, Head of WFP Barbados Office for Emergency Preparedness and Response in the Caribbean
18:30-21:30	OPENING CEREMONY AND COCKTAIL RECEPTION: 9TH Meeting of the Council of CDEMA & WFP Regional Symposium on Shock-Responsive Social Protection in the Caribbean With the Honourable Minister Ralph Higgs with responsibility for Disaster Management in Turks and Caicos Islands

ANNEX II: Participants

DELEGATES			
COUNTRY	MINISTRY/AGENCY	NAME	DESIGNATION
Anguilla	Ministry of Health & Social Development	Ms. Bonnie Richardson-Lake	Permanent Secretary
The Bahamas	Ministry of Social Services & Urban Development	The Hon. Frankie A Campbell	Minister
The Bahamas	Cabinet Office	Mrs Cheryl Darville	Under Secretary
The Bahamas	National Emergency Management Agency	Captain Steven Russell	Director
The Bahamas	Ministry of Social Services & Urban Development	Mrs. Lillian Quant-Forbes	Director of Social Services
Barbados	Minister of Home Affairs	The Hon. Edmund Hinkson	Minister
Barbados	Minister of Home Affairs	Ms. Deborah Payne	Permanent Secretary (Ag)
Barbados	Ministry of People Empowerment and Elder Affairs	Mr. Andrew Pollard	Project Officer
Belize	National Emergency Management Organization (NEMO)	Lieutenant Col Shelton Defour	National Disaster Coordinator
Belize	Ministry of Human Development	Ms. Judith Alpuche	Chief Executive Officer
British Virgin Islands	Ministry of Health & Social Development	The Hon. Carvin Malone	Minister
British Virgin Islands	Ministry of Health & Social Development	Ms. Petrona N. Davies	Permanent Secretary
British Virgin Islands	Department of Disaster Management	Dr. Evangeline Inniss-Springer	Deputy Director
Dominican Republic	Centre for Emergency Operations (COE)	Mr. Jose Luis Germán	Deputy Director
Dominican Republic	Sistema Único de Beneficiarios (SIUBEN)	Mr. Edwin José Gómez Martínez	Economist
Grenada	Ministry of Social Development, Housing and Community Empowerment	Ms. Veronica Charles	Permanent Secretary
Republic of Guyana	Ministry of Social Protection	Ms. Sonia Philander	Technical Officer
Republic of Guyana	Ministry of Finance	Mr. Nkofi Hodge	Economic and Financial Analyst
Haiti	Ministry of Social Affairs and Labour	The Hon. Marie Elise B. Gélin	Minister
Jamaica	Ministry of Labour and Social Security	Mrs. Colette Robert-Risden	Permanent Secretary
Jamaica	Office of Disaster Preparedness and Emergency Management	Ms. Delmares White	Director Information and Training
Jamaica	Ministry of Local Government & Community Development	Mrs Anniesha Gordon-McFarlane	Principal Finance Officer
Jamaica	Ministry of Local Government & Community Development	Ms. Dhalia McDonald	Director, Corporate Communication
Jamaica	Office of Disaster Preparedness and Emergency Management	Ms. Charnelle Henry	Public Relations Officer
Saint Lucia	Ministry of Equity, Social Justice, Empowerment, Youth Development, Sports and Local Government	The Hon. Lenard Peter Montoute	Minister
Saint Lucia	Ministry of Equity	Ms. Velda Octave-Joseph	Permanent Secretary
Saint Lucia	Caribbean Catastrophe Risk Insurance Facility (CCRIF SPC)	Mr. Isaac Anthony	CEO
St. Kitts & Nevis	Ministry of Health, Community Development, Gender Affairs and Social Services	Attorney Vincent Byron	Attorney General
St. Kitts & Nevis	National Emergency Management Agency	Mr Abdias Samuel	National Disaster Coordinator

Sint Maarten	Sint Maarten Fire Department & Disaster Management	Mr. Clive Richardson	Fire Chief
Sint Maarten	Ministry of Public Health, Social Development and Labour	Ms. Francetta Schoe	Policy Advisor
St. Vincent & the Grenadines	Ministry of National Mobilisation, Social Development, Family, Gender Affairs, Persons with Disabilities and Youth	Mrs. Merissa Finch-Burke	Director of Social Development
Turks & Caicos Islands	Ministry of Tourism, Environment, Heritage, Maritime, Gaming and Disaster Management and Emergencies	The Hon. Ralph Higgs	Minister
Turks & Caicos Islands	Ministry of Tourism, Heritage, Environment, Gaming and Disaster Management and Emergencies	Mrs. Cheryl-Ann Jones	Permanent Secretary
Turks & Caicos Islands	Minister of Infrastructure Housing Planning & Development	The Hon. Sean R. Astwood	Deputy Premier
Turks & Caicos Islands	Ministry of Education, Youth, Culture, Social Development and Library Services	The Hon. Vaden Williams	Acting Minister
Turks & Caicos Islands	Ministry of Education, Youth, Culture, Social Development and Library Services	Mr Wesley V. Clerveaux	Permanent Secretary
Turks & Caicos Islands	Department of Disaster Management and Emergencies	Dr Virginia Clerveaux	Director
Turks & Caicos Islands	Department of Disaster Management and Emergencies	Ms Latoya Jones	Training and Education Specialist
Turks & Caicos Islands	Department of Disaster Management and Emergencies	Mr Mark Wilkinson	Radio and Telecommunication Specialist
Turks & Caicos Islands	Department of Disaster Management and Emergencies	Ms Joanna Wilson	Community Preparedness Office
Turks & Caicos Islands	Department of Social Development	Ms. Ashley Smith	Social Worker
Turks & Caicos Islands	Department of Social Development	Ms. Jaala Kennedy	Senior Social Worker
Turks & Caicos Islands	Department of Social Development	Mr Cameroon John Lightbourne	Assistant Social Worker

PARTNERS, EXPERTS AND REGIONAL, NATIONAL AND GLOBAL AGENCIES		
AGENCY/ORGANISATION	NAME	DESIGNATION
CDEMA	Mr Ronald Jackson	Executive Director
CDEMA	Ms Elizabeth Riley	Deputy Executive Director
CDEMA	Ms Maria Corbin	Executive Assistant
CDEMA	Ms Keisha Atwell	Administrative and Procurement Officer
European Commission Humanitarian Aid and Civil Protection (ECHO)	Mr Jerome Bernard	Regional Food Security Expert for LAC
Japan International Cooperation Agency (JICA)	Mr Katsutaka Kikkawa	Project Formulation Advisor
Japan International Cooperation Agency (JICA)	Ms Lila Ramjeawan Malaykhan	Program Officer
Oxford Policy Management (OPM)	Ms Sarah Bailey	Independent Researcher
Oxford Policy Management (OPM)	Mr Rodolfo Beazley	Senior Researcher
United Nations Children's Fund (UNICEF)	Bibhuti Bhusan Gadanayak	Education in Emergency Coordinator
United States Agency for International Development (USAID)	Ms Mary Bliss	Director of Program Office, USAID/Eastern and Southern Caribbean

United States Agency for International Development (USAID)	Ms Julia Henn	Acting Mission Director
United States Agency for International Development (USAID) – Office of Food for Peace	Ms Lara Evans	Regional Food Security Advisor
World Food Programme (WFP)	Mr. Regis Chapman	Head of Barbados Office for Emergency Preparedness and Response in the Caribbean
World Food Programme (WFP)	Ms. Giorgia Testolin	Regional Programme Adviser for Latin America and the Caribbean
World Food Programme (WFP)	Ms. Francesca Ciardi	Programme Policy Officer – Social protection
World Food Programme (WFP)	Ms. Juliette Maughan	Programme Policy Officer – Strategic Partnerships
World Food Programme (WFP)	Mr. Nicholas Grainger	Programme Associate
World Food Programme (WFP)	Ms. Carlene Jacob	Business Support Assistant
World Food Programme (WFP)	Ms. Gina Meutia	Programme Policy Officer
World Food Programme (WFP)	Ms. Yasmin Swidan	Programme Policy Officer – Strategic Partnerships



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