

Joint SDG Fund
PORTOFLIO ON INTEGRATED POLICY AND LNOB

Joint Programme 2021 Annual Progress Report

Cover page

Country: Lebanon

Joint Programme title: Transforming national dialogue for the development of an inclusive national SP system for Lebanon

Short title: Developing Inclusive SP in Lebanon

Start date (day/month/year): **1 January 2020**

End date (day/month/year): **30 September 2022 after NCE**

RC (name): Najat Rochdi

Government Joint Programme Focal Point (name and ministry/agency): **Ministry of Social Affairs**

Representative of Lead PUNO (name and agency): **Sarah Hague, Chief of Social Policy, UNICEF**

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Budget (Joint SDG Fund contribution): US\$ 2,000,000

Overall budget (with co-funding): US\$ 2,700,000

Total estimated expenditure (in USD, for the whole JP by 31 Dec 2021): **US\$ 1,331,782.87**

UNICEF US\$ 330,518.27

WFP US\$205,921

ILO US\$ 514,078.04

UNDP US\$ 111,266.48

UN Women US\$169,999.08

Total estimated commitments (in USD, for the whole JP by 31 Dec 2021): **US\$ 574,288.65**

UNICEF US\$ 120,502.63

WFP US\$30,529

ILO US\$ 176,951.02

UNDP US\$ 58,306.00

UN Women US\$ 188,000

Short description of the Joint Programme (max 1 paragraph):

The lack of a national SP system in Lebanon and significantly underdeveloped social assistance and social insurance systems, is a major barrier to achieving the SDGs. This is especially critical at a time when the country is grappling with the worst crisis in decades, facing challenges on multiple fronts due to the economic crisis and financial meltdown, exacerbated by the COVID-19 pandemic as well as the repercussions of the Beirut port explosion in August 2020. The socio-economic situation continued to deteriorate in 2021 with the removal of subsidies, the energy crisis and a currency that lost more than 95% of its value. With no apparent solution in sight, poverty and vulnerability is increasing significantly affecting the majority of the population across all nationalities. The SDG Fund Joint Programme to develop an integrated and inclusive Social Protection system for Lebanon aims at supporting the Government of Lebanon to move towards a national system through the development of a national social protection strategy and transformation of both social assistance and social insurance sub-systems, including strengthening of the National Poverty Targeting Programme, establishment of social grants and the National Social Security Fund. The Joint Programme aims to be evidence-based according to vulnerabilities across the lifecycle, introduce gender-responsiveness to the dialogue, promote access for people with disabilities, and create opportunities for participation and broader consultation. The programme's contents are supported by the Prime Minister, Ministry of Social Affairs and other key Ministries, and engages key actors and development partners including the World Bank, EU, bilaterals, academia and civil society actors.

Executive summary

Overall, the Lebanon SDG programme has been successful in convening UN agencies to scale-up work on social assistance including reaching consensus to establish social grants, place the social protection issue as a priority item on the Government's agenda, and to further strengthen evidence and integration of key lens such as gender and inclusion. Delays and adaptations to context have occurred due to the overlapping crises which continued to unfold since its start in 2019, including massive socio-economic crisis, the impact of COVID pandemic, the Beirut Port explosion, the energy crisis, and the lifting of subsidies. This was coupled with a complex political environment which prevented the formation of a new government until September 2021 after a 13-month deadlock. While Lebanon is still grappling with one its worst socio-economic crisis, the need for social protection and indeed the focus on the sector fortunately became a priority for the Government of Lebanon who is willing to accelerate reform of the system and expand key programmes. Amid these changes, poverty increased, Government resources drastically declined and major macro-aggregates show significant deterioration including sharp economic contraction, over 95% loss of the currency's value, a hyperinflation, massive reduction in household purchasing power, and deepening of fiscal deficit. These developments exposed the structural weaknesses in the national social protection system and confirmed the need for a more comprehensive and systematic social protection policy package to protect people against existing and emerging vulnerabilities.

Despite all these challenges, key achievements were reported in 2021 including the completion and finalization of the National Social Protection Strategy, as well as submission of the final document to the Prime Minister for discussion and approval at Council of Ministers. The National Social Protection Strategy was informed by technical inputs from across stakeholders following extensive consultations and validation with government and non-government actors as well as a gender and disability perspective and analysis. The National Poverty Targeting Programme scaled up from 15,000 households to 36,000 and key operational developments were advanced. NPTP assistance notably became unrestricted and dollarized in September 2021. To respond to the economic crisis, but to also strengthen the national social assistance system, UNICEF and ILO led achievement of national consensus on the need to establish Social Grants to target households with lifecycle vulnerabilities, including the publication of a policy paper around the importance of introducing social grants that address lifecycle vulnerabilities to fill in the gap alongside the existing anti-poverty program. Dialogues and evidence towards the reform of the National Social Security Fund were also advanced, including the establishment of an unemployment fund, the reform of the End-of-Service Indemnity (EoSI) scheme into a pension scheme for private sector workers, and a better understanding of the financial position and short-term financial risks of the institution as a result of the economic and financial collapse. Finally, national platforms and dialogue with key non-state actors, mainly with organisations representing those with disabilities and those working with older persons, were established as planned and successfully leveraged to create further debate and momentum toward reforming the social protection system, and the introduction of a disability allowance and an old-age social pension.

Result 1: An integrated cross-sector national SP policy is developed for Lebanon, and supports the establishment of a rights-based, state-led gender and disability responsive SP system
Estimated rate of completion as of 31 Dec 2021: 100%

Result 2: Evidence to assess the fiscal, social, economic impact of gender-responsive SP reforms generated and used
Estimated rate of completion as of 31 Dec 2021: 100%

Result 3: Capacity of the GoL in implementing well-performing, scalable and replicable social assistance interventions that equally meet the needs of both women and men is developed building on the basis of the NPTP and related disability social safety nets
Estimated rate of completion as of 31 Dec 2021: 65%

Result 4: Equitable and innovative modalities for enhancing the adequacy and coverage of NSSF social insurance schemes amongst the working poor are developed in a gender and disability responsive manner
Estimated rate of completion as of 31 Dec 2021: 85%

Result 5: A platform of dialogue for civil society and academia, which enables, participation from women and people with disabilities, to generate and build on inclusive contributions to the national discussion is established
Estimated rate of completion as of 31 Dec 2021: 100%

I. Overall progress and priority, cross-cutting issues

I.1 Context and the overall approach

Ensuring an adaptive and strategic JP

- Following the uprising in October 2019, and the unfolding of the economic, social and financial crisis throughout 2020 and 2021, followed by COVID-19 pandemic and the implications of the lockdown measures, in addition to the Beirut Port explosion coming as a top factor, alongside resignation of several governments, delays have occurred as the focus shifted towards emergency response.
- The situation deteriorated further with the decrease in purchasing power of income especially for public sector employees threatening the proper functionality of public/government institutions. The situation worsened with the energy crisis of fuel shortage and power cuts, leading to increased absenteeism among administrative staff of relevant line ministries and slowing down the work further.
- Shifting the work modality to online as a COVID-19 precautionary measure has caused several delays, especially for meeting with relevant ministries.
- The complexity of the political environment led to further delays in the formation of a new government and therefore interrupting the discussion of policies and reforms requiring Council of Ministers approval, delaying NPTP's scale up. After a 13-month deadlock, a new Cabinet was formed in September 2021. However, the Government fell again into a political paralysis over the Beirut Blast investigation and related violent clashes that took place on October 14th, with no ministerial cabinet meetings till end of 2021.
- The economic and financial crisis had bleak repercussions on the financial condition of social security institutions, mainly the National Social Security Fund, which necessitated efforts towards restoring its financial balance through needed assessments and reforms, and advancing in the introduction of key benefits to the insured population, including an unemployment and a pension scheme.
- The COVID-19 pandemic and the high uncertainty in the economic outlook during 2021 have hugely delayed the discussions on the draft law for the pension scheme in the parliamentary sub-committee which were suspended for several months, before resuming again in late 2021 following close engagement with head of sub-committee and Ministry of Labor.

Link with UNDAF/ UNSD Cooperation Framework

- The link to the UN's mandate is expressed through the United Nations Sustainable Framework which contains a specific output on social protection. In particular, it links to the Government's initiative to seek support from UNICEF and ILO to develop a national social protection policy, as well on previous work with WFP and the World Bank to establish and expand the NPTP. In addition, it underlines established collaboration with the EU and World Bank programmes of support to social protection.

COVID-19 impact

- The completion of a National Social Protection Strategy to provide a long-term shock responsive social protection framework for Lebanon as well as to address the socio-economic impacts of the multiple crises that the country is experiencing, including COVID-19.
- Contribution to the 3RF (Reform, Recovery, and Reconstruction) plan, which is led by the World Bank, European Union and the UN, to address the socio-economic impacts as a result of COVID-19 pandemic and the Beirut Blast. The 3RF served as a platform for agencies working on social protection to come together and draft a clear reform plan for the sector with the Government.
- Although not funded by the SDG-JP, technical assistance was provided to the Government of Lebanon to plan its response to the severe economic crisis that has been exacerbated by the COVID-19 situation, particularly providing technical inputs to design a new national cash transfer programme (National Social Solidarity Program) to respond to broader vulnerabilities of Lebanese households. A report documenting the design and implementation of the NSSP and presenting recommendations and lessons learnt for future national cash transfer programs has been finalized and translated to Arabic.
- An unrestricted cash assistance for the NPTP was introduced in May 2021 and later dollarized in September 2021 at 25 USD per HH to offset negative socio-economic impacts on NPTP beneficiaries (extremely vulnerable households) resulting from Lebanon's multifaceted crisis including COVID-19 pandemic.

I.2 Update on priority cross-cutting issues

UN Development System reform - UN coherence at the country level

- The Lebanon SDG programme has been successful in bringing together UN agencies to scale-up work on social assistance including reaching consensus to establish social grants, place the social protection issue as a priority item on the Government's agenda, and to further strengthen evidence and integration of key lens such as gender and inclusion.
- With the RC in the lead, the UN agencies convened in the development, validation, completion and presentation of the National Social Protection Strategy to the Government of Lebanon. The RC Office is following up with the Prime Minister to advance discussion and approval of the SP Strategy through the Technical Committee.
- The draft SP Strategy was discussed with government and non-government actors through different platforms including the Inter-Ministerial Committee, and the newly formed Social Protection Coordination Forum.
- An extensive round of validation and consultation with different stakeholders including respective line ministries, development partners, DPOs, CSOs, and other non-state actors on the Strategy Document was completed in August 2021

Going beyond "business as usual" to produce catalytic results at scale

The link to the UN's mandate is expressed through the United Nations Sustainable Framework which contains a specific output on social protection. In particular, it links to the Government's initiative to seek support from UNICEF and ILO to develop a national social protection policy, as well on previous work with WFP and the World Bank to establish and expand the NPTP. In addition, it underlines established collaboration with the EU and World Bank programmes of support to social protection.

Adaptations of agencies work under the JP as described above relate rather to the importance of being flexible and adaptive when it comes to dealing with changes in a complex political context and deteriorating economic situation. As the onset of a massive economic crisis in late 2019 was further accelerated in 2020 with the COVID-19 pandemic and the Beirut Blast explosion, and the exacerbation of the country's political instability, the socio-economic situation continued to severely deteriorate in 2021. Adaptations to the work of the UN agencies under the JP related rather to adjusting evidence-based policy inputs to be synced with these repeated crises, ensuring that policy dialogue and technical inputs were timely and relevant and to further analyze and integrate the impact of these emerging crises into the strategy's development and national response. It was fundamental that following the Beirut blast, the 3RF (Lebanon's recovery framework led by the UN, EU and World Bank) served as a platform for agencies working on social protection to come together and draft a clear reform plan for the sector with the Government, and in participation with key civil society representatives that were part of sector discussions. The same applies to the UN position paper that was shared with the Government in 2020 and became central to create Government buy-in of the whole strategy development process. By the end of 2021, following review, validation and endorsement of the National Social Protection Strategy by the agencies, the UNCT presented the SP strategy document to the Prime Minister. Lastly, a national consensus was reached to establish Social Grants in Lebanon to address lifecycle vulnerabilities alongside ongoing anti-poverty programmes.

SDG acceleration

As foreseen in the Programme Document, the programme is directly contributing to the acceleration of the related SDG targets, in particular:

- SDG 1.3 *Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable;* and
- SDG 10.4 *Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality.*

In addition, other key SDG targets include:

- SDG 1.5 *to build the resilience of the poor and those in vulnerable situations, and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters;*
- SDG 8 since efforts to expand SP directly and indirectly positively impact growth and employment;
- SDG 10.1 to reduce inequality through expansion of SP coverage;
- SDG 5 to reduce gender inequality through the programme's focus on gender inclusion; and

- SDG 16 since work will relate to developing institutions and strengthening/developing the social contract in Lebanon.

There has been no change in the relevance of these SDG targets and they continue to be central to the programme.

Policy integration and systems change

- Policy integration within the social protection sector through the SDG JP was primarily ensured through the technical support provided to the GoL to develop a comprehensive and rights-based social protection strategy which includes required reforms under each of the five main pillars of the social protection system in Lebanon, high-level systemic reforms across different institutions and ministries, and finally, institutional reforms that would support the implementation of these strategic priorities.
- Advancing the reforms under the contributory social security system in tandem with the work under the non-contributory system/social assistance, could also ensure an integrated policy approach to social protection towards universal and adequate coverage. For example, the reform of the EoSI into a pension scheme was accompanied with work and policy discussions towards the establishment of social grants, specifically a disability allowance, a child grant and social pension, which could ensure adequate coverage to vulnerable populations and informal sector workers, and support integration into the labor market and the contributory SP system.

Contribution to improvement of the situation of vulnerable groups

List of marginalized and vulnerable groups	Direct influence	Indirect influence
Women	X	X
Children	X	X
Girls		X
Youth		X
Persons with disabilities	X	X
Older persons	X	X
Rural workers		X
Migrants		X
LGBTI persons (sexual orientation and gender identity)		X

- **Women:** the mainstreaming of gender is a specific focus of the Lebanon Joint SP Programme, including in relation to evidence generation, analysis and advocacy. This focus has been successful in strengthening an emphasis on gender, with the review and analysis of the National Social Protection Strategy from a gender perspective and angle.
- **Persons with disability:** under the development of the National SP Strategy, support was provided to convene different actors working on disability, namely organisations representing people with disabilities providing a platform to discuss their views on social protection. The group produced and published a position paper on social protection and their respective priorities. Building on the network established in 2020, OPDs have been regularly engaged in consultations on the Social Protection Strategy, and actively involved in discussions of the design of the new Disability Allowance.
- **Older persons:** a specific focus of the JP has been to reform end of service indemnity under the National Social Security Fund into a pension with progress in moving the agenda ahead through close technical support to the parliamentary sub-committee assigned to the discuss the draft law. Support was also provided to highlight the voices of older persons in Lebanon around income insecurity and lack of social protection and convene civil society groups in policy dialogue around the need for social pension for older persons who are not eligible for social insurance coverage, which represent the large majority of the population of older persons in Lebanon.
- **Children:** though not directly funded under the SDG but as part to develop the social assistance system and to fill in the gap, UNICEF launched a new cash child grant in June 2021, known as “Haddi” meaning next to me, reaching more than 110,000 vulnerable children and individuals in collaboration with the

Ministry of Social Affairs. Discussions with Government are ongoing to evolve it towards a national Child Grant under the establishment of Social Grants in Lebanon.

- Estimated number of individuals that were reached through JP efforts in 2020-2021:
Total number: N/A
Percentage of women and girls: N/A

Mainstreaming Gender equality and women empowerment

- In relation to the context analysis integrating gender, UN Women completed a comprehensive baseline assessment of the social protection sector in Lebanon, which identifies gender gaps in all areas of national social protection, which served as an entry point to different areas, while providing gender responsive recommendations that were reflected in the National Social Protection Strategy. This analysis covered those further left behind including vulnerable women, women working in the informal sector and rural areas, women with disabilities, and LGBTIQ groups.
- In the year of 2021, UNW continued to work on ensuring that the Social Protection strategy/framework is gender responsive, ensuring that gender equality and women's empowerment is embedded within the strategy. As such, the National Social Protection Strategy was informed by an extension gender perspective and analysis and the final Document now includes a summarized gender-mainstreaming section at the end of each pillar, including recommendations for change and considerations. Specially, the review looked at and highlighted initiatives integrated within the strategy pillars that explicitly target women and girls, address their specific needs, or are universal and gender specific considerations were included.
- In relation to mainstreaming of gender equality, the JP's 5 outputs continue to have a gender focus. WFP, UN Women and UNICEF are collaborating to draft guidance on mainstreaming gender in cash programmes. WFP and UN Women are also working to introduce a gender and GBV lens in the NPTP – training both social worker implementers and raising awareness of beneficiaries using various media – and in regular results monitoring in 2021. The planning for a NPTP gender quantitative assessment also began in late 2021 with data collection beginning in early 2022.
- Regarding PUNO collaboration with women's and gender equality NGOs, UN Women are involving local feminist and gender organisations to scale-up advocacy initiatives, including through contributions to evidence.
- UNDP produced and published a gender portrait that provides more evidence for policy development and for tracking future policy implementation. Results of the report were used to open a debate amongst key actors to analyze progress achieved by Lebanon in bridging gender inequality. A round table discussion was organized convening key informants in the field to make these highlights.
- More than 10 per cent of the total JP budget continues to be linked to gender equality through gender analysis, assessment, and engagement of women's CSO organizations

Estimated % of overall disbursed funds spent on Gender equality and Women empowerment by the end of 2021: 10%

Human rights

- Under Lebanon's Universal Periodic Review, the UN's submission in July of 2020 and January 2021 specifically highlighted issues in line with the Joint Programme on enhancing social protection for all including the urgency of expanding social assistance in the context of the current economic crisis to deliver on the human right to access social protection.

Partnerships

- The Government of Lebanon is leading the development of the national social protection strategy and system, with support from key stakeholders, including UN agencies under the JP. Key government bodies who were engaged throughout 2020 through the Inter-Ministerial Committee chaired by the Prime Minister included: the Deputy Prime Minister, and Ministries of Social Affairs, Health, Education, Labour, Economy and Finance as well as the national statistics body. In 2021, engagement with the Government was conducted at the Prime Minister level.
- A joint approach by PUNOs, including joint monitoring, is promoted through the JP's steering group, as led by UNICEF. The World Bank has been engaged as an active participant of the UNSF Outcome Group

on social protection, as well as in its role in leading the Social Safety Net Forum co-chaired with the European Union. As of November, the SSF Forum was replaced by the Social Protection Coordination Forum, currently co-led by UNICEF alongside the World Bank and EU.

- Civil society (from a very wide range of non-state platforms), academic, technical experts and workers organizations, experts, and disability organizations in Lebanon were regularly engaged in consultations and national dialogues on social protection. These actors have been actively involved in providing their views on social protection definition, principles and priorities, as well as on matters around advocacy and raising public awareness nationally. The involvement of civil society has a strategic emphasis on women’s rights organizations and women’s national machinery (the NCLW), to ensure that the national social protect system is gender responsive.
- In addition to catalyzing on the aforementioned governmental, civil society, and UN stakeholders, the joint programme has sought to pool and mobilize expertise from across the UN system at country, regional and global levels where relevant. While the programme is locally owned and executed, expertise was leveraged from countries and contexts working on building a stronger national SP system, including production of a paper on international social protection experiences to draw on lessons learned. Joint SDG fund donors were engaged in the programme to the extent possible. Outputs from the programme are routinely shared with donors who participate in Reference Groups to develop the national SP strategy and Forums to coordinate the work on social protection and social assistance.

Mobilizing additional funding and/or financing

The Joint Programme has emphasized the need to scale-up social assistance and reached consensus on the need to establish Social Grants to target households with lifecycle vulnerabilities in particular in the face of the multiple crises that Lebanon is facing and the need to introduce cash transfers, following which:

- The national social protection strategy includes a specific component with financing options to implement the strategy, while the implementation plan will be developed in 2022.
- Additional funds were committed from key donors that led to the scale-up for NPTP being from 15,000 to 36,000 households in 2021 and 75,000 planned for 2022 as well strengthen programme implementation by developing necessary operational systems.
- By end of 2021, UNICEF and ILO secured a 20m Euro grant to support the institutionalization of Social Grants within the national system and to launch a National Disability Allowance in early 2022.
- The World Bank and Government of Lebanon’s Emergency Social Safety Net (ESSN) program agreed to switch the larger social assistance programme to vulnerable Lebanese to cash, with the intention of aligning the current National Poverty Targeting Programme food e-voucher to a cash modality. The World Bank’s new programme is based on a new loan of USD 246 million negotiated between the World Bank and Government of Lebanon to provide cash assistance to 147,000 additional households for one year.
- The Government introduced its own domestically financing cash transfer programme in response to the COVID crisis with the technical support of UN agencies, that resulted in six cash transfer payments to up to 170,000 households throughout 2020 and 2021.
- As part of expanding social assistance in Lebanon, UNICEF launched in June 2021 a new cash child grant, known as “Haddi” meaning next to me, reaching more than 110,000 vulnerable children to support households and children to cope with the consequences of the economic crisis, limiting cuts in spending on children and stemming the rise in negative-coping strategies. Though the programme itself is not covered by the SDG fund, the study will contribute to the evidence generation of the impact of social assistance on children in Lebanon.

Strategic meetings

Type of event	Yes	No	Description/Comments
Annual JP development partners'/donors' event*	<input checked="" type="checkbox"/>	<input type="checkbox"/>	A quarterly partners' meetings on social protection were organized throughout 2020 and 2021, with the last meeting taking place in November 2021 through the newly formed Social Protection Coordination Forum. The SDG was mentioned throughout.
Other strategic events	<input checked="" type="checkbox"/>	<input type="checkbox"/>	On the 3 rd of December 2021, launching event of UNICEF-ILO-EU agreement to strengthen the national social protection system, and to establish Social Grants in Lebanon starting with the National Disability Allowance.

Innovation, learning and sharing

- Development of selected knowledge products were completed including the situation analysis and sector mapping on social protection, the assessment for extension of social health protection and the role of the national social security fund, as well as the vulnerability and SP needs assessment, and the completed National Social Protection Strategy document. An extensive round of validation and consultation with different stakeholders including respective line ministries, development partners, CSOs, and other non-state actors on the Strategy Document was completed in August 2021, ensuring transparency and knowledge sharing. The gender mainstreaming assessment in the social protection sector was completed. The outcome of these products in terms of actionable policy recommendations contributed to the social protection strategy alongside the outcomes from the completed national stakeholder dialogues.
- The programme convened key government entities across the whole of Cabinet and under the leadership of the Prime Minister to reach consensus on the importance of the National Social Protection Strategy, whereby a technical committee was established by the PM to discuss and approve the Strategy; and agree on priority items to be implemented in the short term.
- The programme convened state and non-state actors providing a platform to engage and participate in discussions around priorities and definition of social protection in the context of Lebanon that fed into the strategy document, therefore encouraging non-state participation in the process of developing, validating and finalizing the national strategy.
- Additional key papers were developed and widely shared and disseminated including three UN position papers, policy paper on the importance of putting in place Social Grants, as well as the three position papers respectively produced in 2020 by the experts' collective, persons with disability organizations and workers organizations, reflecting definition and priorities of social protection.

II. Annual Results

Overall progress

- On track (expected annual results achieved)
 Satisfactory (majority of expected annual results achieved)
 Not-satisfactory (majority of expected annual results not yet achieved)
 Please, explain briefly:

Overall, the Lebanon SDG programme has been successful in convening UN agencies to scale-up work on social assistance including strengthening NPTP and reaching consensus to establish Social Grants in Lebanon, place the social protection issue as a priority item on the Government's agenda, and to further strengthen evidence and integration of key lens such as gender and inclusion. Delays and adaptations to context have occurred due to the overlapping crises, which was coupled with a complex political environment. While Lebanon is still grappling with one its worst crisis, the need for social protection and indeed the focus on the sector fortunately became a priority for the Government.

Contribution to Fund's global results

⇒ Contribution to Joint SDG Fund Outcome 1 (as per annual targets set by the JP)

- The National Social Protection Strategy was presented and submitted to the Prime Minister for discussion and approval by the Technical Committee. Importantly, the output of this process was integrated into the 3RF. In addition to policy recommendations, the strategy document proposes an array of financing options that could be opted for by the Government to support its implementation.

⇒ Contribution to Joint SDG Fund Output 3 (as per annual targets set by the JP)

- Presentation of the SP Strategy to the Prime Minister and key Ministers on the urgent need to develop a comprehensive and rights-based social protection system was completed with the PM establishing a technical committee to discuss and approve the Strategy Document.
- Strategy Document was drafted following a round of Technical Working Groups convening more than 100 stakeholders whereby consensus on the priorities and definition of social protection in the context of Lebanon was reached. The Strategy Document was validated through extensive consultations.
- A detailed methodology note for costing the SP strategy was developed that can be used in other countries, and the work analyzing the relevant fiscal data was completed.
- Advocacy and influencing to introduce cash assistance instead of food e-card succeeded under the World Bank Emergency SSN programme, which aims to include 147,000 HHs under the NPTP.
- The gender aspect is highlighted and reflected more systematically across the different activities, becoming a priority issue among development partners such as the World Bank and EU.
- Civil societies and disability organizations platforms were established, increasing non-state actor engagement and participation in national dialogues. Support to DPOs, Experts Collective and Workers Organizations led to the development of three respective position papers on social protection. Engagement with OPDs is still ongoing especially around the new disability allowance.

JP Outputs and Outcomes

⇒ Achievement of expected JP outputs

Output 1

- The National Social Protection Strategy was completed, presented and submitted to the Prime Minister for discussion and approval at the technical committee level.
- A diagnostic of vulnerability and social protection needs and gaps, based on the 2019 LFHS data, was developed and informed the work on the strategy (contributing also to output 2.)
- A costing and financing policy note was developed and work on SP fiscal data compilation was completed.

Output 2

- UNICEF, ILO and UNDP worked with the Institute of Finance and completed the expenditure analysis of the social protection sector.
- UN Women, UNICEF and WFP are collaborating to develop guidance on integrating gender into cash transfers.
- In 2021, UN Women continued to support mainstreaming gender in the social protection framework, through analysis and knowledge products focused on identifying gender gaps. This included finalizing a Baseline Report on Social Protection in Lebanon from a Gender Perspective.

- In coordination with Beyond Group, UN Women, UNICEF and ILO reviewed the SP framework to ensure that gender is mainstreamed in the National SP Strategy and that gender responsive recommendations are developed for each chapter of the strategy. More specifically, a gender specific ask was added in each chapter, in addition to a separate section within the strategy which addresses all gender specific gaps and asks.
- UN Women developed a report on the impact of the economic crisis on women “Women on the Verge of an Economic Breakdown”. The policy paper was developed on macro-economic recovery in Lebanon from a fiscal, social and labour policy point of view, and also provides a set of recommendations for a gender-responsive economic recovery in Lebanon.
- Quantitative assessment by ILO of vulnerability and social protection needs and gaps based on the 2019 LFHS data was developed and drafted, with key results published in a brief. The assessment includes projections that reflect the recent economic turmoil and identifies gaps in coverage and adequacy of social protection vis-à-vis vulnerable groups and those most severely affected.
- ILO and UNICEF worked with Development Pathways to develop a policy note on the way forward towards building a Social Protection Floor in Lebanon. The policy note served as a basis for policy discussion with partners and civil society actors and reach consensus on the need to provide social grants to build a more solid social protection foundation. The policy note was launched through a roundtable in collaboration with Oxfam, and 17 partners working on social protection attended the session.
- Building on the costing and financing noted developed under the SPS document, UNDP is working with the Ministry of Finance to model revenue forecasts, and explore possibilities of generating an adequate fiscal space to partially/fully fund the SPC. The work will primarily feed into developing a more realistic forecast of budget revenues, given the latest macro-economic development. It will also support the Ministry to revise its tax policy regime to ensure sustainable funding of policies, notably SP policies.
- UNDP, in collaboration with UN Women, developed and published a gender portrait to provide a more comprehensive baseline gender-disparaged data to serve as evidence for policy development. A roundtable discussion was organized to highlight the results which were used to open a debate and to analyze progress achieved by Lebanon in bridging gender inequality.
- UNDP is working with the Ministry of Finance to resume the publication of detailed fiscal data that used to be published by the Ministry but were halted due to the ongoing circumstances. These reports are important as they provide in-depth insights into sector-related spending, notably the social sector.
- UNDP worked with the Central Administration for Statistics (CAS) to develop a draft note on the impact of potential subsidy rationalization on prices, as UNICEF leverages civil society on the issue in partnership with the Lebanon Centre for Policy Studies.
- A VOICES brief highlighting the voices of older people in Lebanon and their struggles with income insecurity in the absence of adequate social protection benefits was developed and designed and is currently being translated to be launched in 2022. The brief is based on focus group discussions with older people from various communities in Lebanon.

Output 3

- The NPTP caseload increased from 10,000 to 15,000 in 2020 and then to 36,000 households in 2021. NPTP assistance became unrestricted, unconditional and dollarized in 2021 (initial NPTP assistance being delivered through food-ecard).
- Three post distribution monitoring (PDM) surveys were conducted in 2020 and two in 2021 with Covid-19 and Beirut blast affecting PDMs planned quarterly frequency.
- In relation to capacity building activity training for MoSA staff for remote PDMs were completed in 2020. Besides, 550 MoSA governmental staff (social workers and field coordinators) were trained in household assessment (data collection) for the NPTP scale-up in 2021 only. Software and hardware equipment were also provided to PCM and MoSA staff to enhance the NPTP server capacity and digital data collection (donation of 200 tablets to MoSA Social Workers).
- Communication tools to inform beneficiaries of ongoing scale up were developed and circulated throughout 2020 and 2021.
- A report on the extension of social health protection coverage and the role of the NSSF has been finalized and published by ILO.
- The disability inclusion assessment for the NPTP was initiated in 2021 and was expanded to look into NSSF and MPCA (co-funded).

Output 4

- Technical assistance to the National Social Security Fund (NSSF), Ministry of Labor (MoL), workers' and employers' organizations and relevant Parliamentary committees on the reform of the End-of-Service system under the NSSF into a long-term pension scheme was provided. Following delays in 2021, the work resumed with extensive support from ILO on possible governance frameworks for the investment arm of the pension scheme – currently in discussion in the sub-committee.
- Upon the request of the Prime Minister's Office and the Ministry of Labor, ILO has provided extensive technical assistance towards devising policy solutions that could support the sustainability of old-age benefits under the NSSF, given the financial challenges faced by the End-of-Service Indemnity scheme.
- ILO has provided ongoing technical assistance to MoL and NSSF on the establishment of the UI fund whereby the draft legislation has been developed. A parliamentary committee meeting to initiate discussion and revision of the draft law was scheduled in January 2022.
- Given the current context, and the impact of the crisis and the collapse of the Lebanese pound on the financial sustainability of social security institutions, and upon the request of NSSF, ILO is providing technical assistance to assess the NSSF's financial position and short-term financial risks.

Output 5

- Civil society and disability organizations platforms were established, increasing non-state actor engagement and meaningful participation in national dialogues. Regular virtual meetings, as well as a two-day face-to-face workshop were conducted over the past year with OPDs involving extensive discussions and consultations around social protection reform, including the SP strategy, the design of a disability allowance, as well as development of an action plan for OPDs' engagement and advocacy for disability inclusive social protection in Lebanon.
- Two webinars/discussions were conducted, in collaboration with HelpAge International, bringing together organizations working with older people and other human rights organizations in Lebanon, where results from focus groups discussions conducted with older people were presented, and a proposal for the establishment of social pension was discussed.
- In addition to the VOICES brief under output 2, videos showcasing older people's realities and voices were also developed in collaboration with HelpAge International (to be launched in 2022).
- Completion of four national consultations and three position papers on development of the social protection policy direction with national experts, OPDs, workers, and development partners.
- The first of a series of roundtable convening experts, CSOs and DPOs to discuss the potential impact of subsidy removal, and possible alternatives to mitigate its adverse social effects was completed.

⇒ **Achievement of expected JP outcomes**

Outcome: The establishment of a strengthened national SP system, that is inclusive, integrated, rights based, efficient and effective, with a specific emphasis on gender and PwD.

Contribution to Outcome: Consensus to develop an inclusive, integrated, and rights based national SP system has been established among the different stakeholders – state and non-state actors - with specific gender and disability aspects taken into consideration and reflected in the different pillars of the Strategy.

⇒ **Monitoring and data collection**

- A joint approach by PUNOs, including joint monitoring, is promoted through the JP's steering group, as led by UNICEF. The World Bank has been engaged as an active participant of the UNSF Outcome Group on social protection, as well as in the newly formed Social Protection Coordination Forum, alongside the European Union.
- The ToR to examine the impact of the JP was developed under which the evaluation will identify strengths and weaknesses in the programme design, strategy and implementation, as well as lessons learned, good practices, and recommendations.

Lessons learned and sustainability of results

Lebanon is a living example of the need to retain a focus on system-building even in a crisis and not to revert to parallel ad hoc humanitarian initiatives that can be rather built on to strengthen the national system. As the National SP Strategy approval is underway, its rapid implementation is fundamental, and UNICEF and ILO are tasked to oversee the development of the implementation plan, while supporting the initiation of priority interventions. Meanwhile, it is important to build on the momentum and continue discussions with Government to finalize the design of the disability allowance and progressively expand the Haddi programme towards a national child grant, providing the foundation for the establishment of Social Grants - and long-term nationally owned programmes that sit under the national SP system.

III. Plan for the final phase of implementation

Towards the end of JP implementation

With no clear solution in sight, the situation in Lebanon can intensify further in 2022, alongside rising poverty and vulnerability, the ongoing political crisis, the worsening economic crisis and the removal of subsidies, where the impact was most felt among the most vulnerable groups. While crises present an opportunity for reform and have already positively impacted the dialogue and programming on social protection, the recently formed Government fell into a political paralysis again and Cabinet meetings have not been taking place since October 14 until the end of 2021. Furthermore, the economic crisis is a major obstacle to identifying fiscal space for further social protection reforms and programmes.

Meanwhile, the upcoming 2022 parliamentary elections present a window of hope to advance on a number of social protection related policies and reforms with the focus on the following activities and results:

Output 1:

- o Follow up with relevant government counterparts on the approval of the social protection strategy and initiate accompanying implementation plan, along with the costing and financing plan, while supporting the initiation of priority interventions in parallel.
- o Continue discussions with Government to finalize the design of the disability allowance and progressively expand the Haddi programme towards a national child grant, and advance in the design of a social pension, providing the foundation for the establishment of Social Grants that sit as a fundamental component of the national social protection system.

Output 2:

- o Conduct a costing and financing exercise of selected priorities under the social protection strategy
- o Support in the production and publication of official data and statistics to guide the development of evidence-based policies in social protection and to track implementation, with a focus on gender disaggregated data.
- o Produce fiscal revenue forecasts and propose alternative tax policy measures to create an adequate fiscal space to fund the SPS.
- o Produce and publish detailed fiscal data/sector data with focus on the social sector.
- o Develop a full gender review to better highlight key gender equality asks. Additionally, a round table discussion will be held with the aim of launching all findings from the developed products, including the baseline report, the gender review, and the gender analysis in the SP framework.

Output 3:

- o Complete last rounds of Post Distribution Monitoring including gender and disability related.
- o Expand NPTP to cover 75,000 households (although funding for this expansion is not covered by the JP).
- o Resume discussions with MoSA on the development of the beneficiaries' management system and Grievance redress mechanism.
- o Finalize assessment of disability inclusion within NPTP (NSSF and MPCA) and develop recommendations for programme adjustments.
- o Launch and dissemination of older people's VOICES brief in both English and Arabic, accompanied by a social media campaign and short videos.

Output 4:

- o Provide technical support to parliament in the discussion and revision of unemployment insurance fund draft law. Finalize the financial assessment of the NSSF with resulting policy recommendations.
- o Complete technical assistance to parliamentarian sub-committee tasked with revising the pension scheme law proposal, including building consensus around a governance framework and transitional arrangements from EoSI, in addition to key reforms needed to implement the scheme.

Output 5:

- o Continue engagement with existing developed platforms to engage in discussions and conversations around social protection, the national disability allowance and support different stakeholder groups to implement their respective advocacy action plans.

- o Finalize first phase of engagement with CSOs, including organizations working with older people, on the need for social pension for older people in Lebanon.

The JP implementation will be achieved through the following:

- Coordination with government, donor partners and the wider UN development system as these actors will play a key role in advancing programme implementation, risk management and ensuring complementarities where relevant with other ongoing/future initiatives through different platforms including the Social Protection Coordination Forum, UNSF, and the 3RF.
- At a national level, the Inter-Ministerial Committee (IMC) for Social Affairs was re-activated and was entrusted several tasks related to enhancing the performance of the social sector. As such, continuous coordination and communication through the IMC will be important to ensure consensus at political level. In addition, coordination and continuous follow-up with the Technical Committee established by the Prime Minister to discuss and approve the SP strategy are key. The same coordination and communication mechanism will also continue through the Director Generals Committee of the respective ministries as well as policy advisory support from Ministerial advisors, to ensure technical coordination and broad ownership.

In relation to potential further modifications, it is important to note that with the additional emergency of the Beirut explosion and the COVID crisis that came on top of a deep economic crisis and financial collapse of the country, is by far the biggest challenge to advancing much of this work as set out in the original plan. While crises present an opportunity for reform and have already positively impacted on dialogue and programming on social protection, working in a complex political environment may create a 'political capital' gap. Furthermore, the economic crisis is a major obstacle to identifying fiscal space for further social protection reforms and programmes.

Risks and mitigation measures

Lebanon remains a highly fragile and volatile operating context at the social, political, fiscal, financial and economic levels, grappling with the worst crisis since decades and facing challenges on multiple fronts. This implies that additional measures might be undertaken in the next period which may lead to greater socio-economic pressures, adding to that the challenge of justifying a pro-poor and human-rights based approach within a largely private-sector led economy where the poor are often perceived as a burden.

Some of the identified risks include:

- Complexity of the political environment leading to further delays in the formation of a new government and therefore interrupting the adoption of policies and reforms requiring the Council of Ministers approval.
- Once a new government is formed, the risk of having a new cabinet with a new agenda and a different vision derailing the focus on the need of an integrated and inclusive SP system.
- The absence of a shared vision and the limited capacity of line ministries, coupled with lack of cross-sectoral coordination and communication, might reduce efficiency and delay the process of approving the national policy, especially during the implementation phase.
- The Government of Lebanon started introducing drastic austerity measures since the 2019 Budget Law. After the multiple crisis that followed and with the expected difficult upcoming period, the risk of introducing further austerity measures will leave the Government with limited fiscal space to finance any new social policy / reform / programme.
- The persistence of the pandemic along with the energy crisis affecting public administrations flow of work may slow down active interaction with key partners, the Government, and CSOs.
- Risks to business continuity of key Government partners as a result of fiscal constraints and the energy and electricity crisis, affecting the smooth functioning of Government agencies.
- A new unforeseen security, economic or political shocks, in light of the geopolitical situation and regional security tensions, that might shift the focus from the current short-term priorities and system strengthening towards emergency and more immediate humanitarian related priorities.

Throughout the process of discussing the final national SP policy, continuous follow-up with the Government, engaging participation from all key line ministries, and regular communication with the relevant government counterparts will be crucial to ensure alignment of priorities. In addition, providing continuous technical support and system strengthening is the greatest available mitigation against diminishing political will.

Annex 1: Consolidated Annual Results

1. JP contribution to global Fund’s programmatic results

- Provide data for the Joint SDG Fund global results (as per targets defined in the JP document).

Global Impact: Progress towards SDGs

Select up to 3 SDG *indicators* that your Joint Programme primarily contributed to (in relation to SDG targets listed in your JP ProDoc)

SDG:1.3

SDG: 1.5

SDG: 5.1

SDG: 1.3 Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable

SDG: 1.5 to build the resilience of the poor and those in vulnerable situations, and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters

SDG: 5.1 on ending gender discrimination

Global Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

Outcome indicators	Expected 2021 target	2021 result	Reasons for variance from planned target (if any)	Expected final target
1.1: Number of integrated multi-sectoral policies that accelerated SDG progress in terms of scope ¹	1	1		
<i>List the policies:</i>				
<ul style="list-style-type: none"> National Social Protection Strategy 				
1.2: Number of integrated multi-sectoral policies that accelerated SDG progress in terms of scale ²	1	1		
<i>List the policies:</i>				
<ul style="list-style-type: none"> Scale up of social assistance and consensus to establish Social Grants 				

Global Output 3: Integrated policy solutions for accelerating SDG progress implemented

Output indicators	Expected 2021 target	2021 result	Reasons for variance from planned target (if any)	Expected final target
3.1 Number of innovative solutions that were tested (disaggregated by % successful-unsuccessful)	1	1		

¹Scope=substantive expansion: additional thematic areas/components added or mechanisms/systems replicated.

²Scale=geographical expansion: local solutions adopted at the regional and national level or a national solution adopted in one or more countries.

3.2: Number of integrated policy solutions that have been implemented with the national partners in lead				
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Did your Joint Programme contribute to strengthening of national capacities to implement integrated, cross-sectoral SDG accelerators in 2020-2021?

- Yes X
 No

Explain briefly: National capacities to implement social protection were built through extensive consultations held in the development of the national social protection strategy, and the creation of dialogue platforms for the sector for non-state actors, as well as through the technical working sessions with MoSA focal points on the design of the new disability allowance.

2. Results as per JP Programmatic Results Framework

- Present annual JP results in the following template

Result / Indicators	Baseline	Expected 2021 target	2021 Result	Reasons for variance from planned target (if any)	Expected final target
Outcome 1: The establishment of a strengthened national SP system, that is inclusive, integrated, rights based, efficient and effective, with a specific emphasis on gender and PwD					
Output 1: An integrated cross-sector national SP policy is developed for Lebanon, and supports the establishment of a rights-based, state-led gender and disability responsive SP system					
Output 1.1 indicator National gender-sensitive SP framework developed (incl # of thematic areas in the national SP framework that include gender perspective and disability)	0 (No national SP policy/framework/strategy exists. Jan 2019 national discussion held to agree need for SP framework)	1 (Policy is completed)	National Social Protection Strategy with informed gender perspective completed and presented to Prime Minister for discussion and approval		National Social Protection Strategy is approved by Government and Implementation Plan is in place
Output 2: Evidence to assess the fiscal, social and economic impact of gender-responsive SP reforms generated and used					
Output 2.1 indicator Availability of evidence on economic and gender impacts of SP reforms	1 (Limited evidence currently available (UNICEF/MOSA study on Social Safety Nets), no specific studies on economic impacts and gender issues in SP in Lebanon)	Studies and statistical reviews covering economic and gender impacts of SP reforms available and integrated in national discussions and technical reviews including compilation and publication of baseline statistics related to Social Protection	<ul style="list-style-type: none"> - National Social Protection Strategy from a Gender Perspective - Social Protection in Lebanon from a gender angle - Baseline assessment report - 4 Studies compiled and published, with evidence integrated into the SPS and in policy discussions 		

Output 3: Capacity of the GOL in implementing well-performing, scalable and replicable social assistance interventions that equally meet the needs of both women and men is developed building on the basis of the NPTP and related disability social safety nets					
Output 3.1 indicator Beneficiary tracking report for NPTP beneficiaries produced and shared with disaggregated data by gender*	0, None (as of July 2019)	4 post-distribution monitoring surveys (PDMS)	2 PDMS conducted	Delays due to Covid	4 PDMS
Output 3.2 indicator % of NPTP HHs, including women, men, and female-headed households, receiving food assistance monthly	As of July 2019, 23% of NPTP HHs, % men/women/female headed	50,000 HHs (but funding not covered by the JP)	Increase from 15,000 to 36,000	Delays due to Covid and Government reshuffle in 2021 putting NPTP operation decision process at loggerhead	75,000 HHs (but funding not covered by the JP)
Output 3.3 indicator Disability sensitive design adopted in the operations, access and implementation of the NPTP	0 (No specific adjustments in place)	1 (Disability inclusion recommendations implemented)	0	The disability inclusion sensitivity assessment was initiated in late 2021	disability inclusion recommendations published and discussed with partners
Output 4: Equitable and innovative modalities for enhancing the adequacy and coverage of NSSF social insurance schemes amongst the working poor are developed in a gender and disability responsive manner					
Output 4.1 indicator Social (health) insurance benefit reforms to enhance adequacy, financial sustainability, efficiency and responsiveness and gender responsiveness to the needs of the working poor adopted through national dialogue	0 (Reforms overdue)	1 (National consensus on the reform of the health insurance scheme reached)	Initial assessment on extension of SHP and recommendations for NSSF extension developed and published. Assessment of financial condition and short-term financial risks of NSSF three schemes was initiated in 2021		1 (National consensus on the reform of the health insurance scheme reached) Recommendations to restore/enhance financial sustainability in 2022.
Output 4.2 indicator Sector/employment-status based strategies/roadmaps for extension of social (health) insurance to vulnerable informal economy workers, especially women, developed and endorsed through national dialogue	0 (None in place)	2 sector/employment-status based strategies/roadmaps for extension of coverage developed and endorsed through national dialogue	2 Unemployment Insurance scheme developed (design, draft law submitted) Consensus reached on design of new pension scheme for private sector workers in revised draft law		Draft law on Unemployment Insurance Scheme to be discussed/finalized in 2022 in parliamentary committee Draft law on reform of EoS into a pension scheme to be finalized in parliamentary committee in 2022

Output 5: A platform of dialogue for civil society and academia, which enables participation from women and people with disabilities, to generate and build on inclusive contributions to the national discussion is established					
Output 5.1 indicator Civil society platform established to increase non-state actor engagement; dialogue has gender and disability focus	0 (No platform exists)	1 (Platform exists and dialogue - gender and disability focused - effectively feeds into national dialogue)	Organizations of people with disability have been regularly engaged in consultations on the Social Protection Strategy, and actively involved in discussions of the new Disability Allowance CSOs engaged in national dialogue on the social protection strategy Organizations working with older people and mainstream HR CSOs engaged in dialogue and advocacy around need for old-age social pension in Lebanon		

Annex 2: Strategic documents

- Complete the tables below by focusing on documents that are of particular strategic importance for the JP results – primarily **legal acts, strategies, policy documents, methodological guidance (e.g. SOPs) and reports on comprehensive analysis.**

2.1. Contribution to social protection strategies, policies and legal frameworks

Strategic documents developed or adapted by JP

Title of the document	Date when finalized (MM/YY)	Focus on extending social protection coverage (Yes/No)	Focus on improved comprehensiveness of social protection benefits (Yes/No)	Focus on enhancing adequacy of social protection benefits (Yes/No)	Focus on improving governance, administration and/or implementation of social protection system (Yes/No)	Focus on cross-sectoral integration with healthcare, childcare, education, employment, food security, etc. (Yes/No)	If published, provide the hyperlink
National Social Protection Strategy	December 2021	Yes	Yes	Yes	Yes	Yes	
Towards a Social Protection Floor for Lebanon - Policy options and costs for core life-cycle social grants	March 2021	Yes	Yes	Yes	Yes	Yes	https://www.unicef.org/lebanon/reports/towards-social-protection-floor-lebanon https://www.ilo.org/beirut/publications/WCMS_828592/lang--en/index.htm

Beirut Reform, Recovery and Reconstruction Framework (3RF) Social Protection Sector Note	October 2020	Yes	Yes	Yes	Yes	Yes	
Social Protection Response Aligning Immediate, Short and Medium Terms Priorities	October 2020	Yes	Yes	Yes	Yes	Yes	
WFP Operational Manual	2019-2020	Yes	No	Yes	Yes	No	
Hurtling toward a precipice: with no parachute attached Making the case for immediate establishment of social guarantees in Lebanon	November 2020						https://www.unicef.org/lebanon/press-releases/hurtling-toward-precipice-no-parachute-attached
Draft law on amending some provisions of the social security law and establishing an unemployment insurance scheme	September 2021	Yes	Yes	No	No	Yes	Prepared by Ministry of Labor and NSSF, with technical assistance from ILO (design and legal review), and submitted to parliament by selected MPs
Draft Law Amending some provisions of the Social Security Law and setting out a Retirement System	In discussion in Parliament	Yes	Yes	Yes	Yes	No	Draft law is being discussed and amended, with technical assistance from ILO, in parliamentary sub-committee established for that purpose.

Strategic documents for which JP provided contribution (but did not produce or lead in producing)

Title of the document	Date when finalized (MM/YY)	Focus on extending social protection coverage (Yes/No)	Focus on improved comprehensiveness of social protection benefits (Yes/No)	Focus on enhancing adequacy of social protection benefits (Yes/No)	Focus on improving governance, administration and/or implementation of social protection system (Yes/No)	Focus on cross-sectoral integration with healthcare, childcare, education, employment, food security, etc. (Yes/No)	If published, provide the hyperlink
A Social Protection Emergency Response A Bridge Toward a Comprehensive National Social Protection Plan	January 2020	yes	yes	yes	yes	yes	https://lebanesestudies.com/papers/a-social-protection-emergency-response-a-bridge-toward-a-comprehensive-national-social-protection-plan-expert-group-position-paper/
COVID-19 Response: Considerations for Persons with Disabilities in Lebanon	April 2020	yes	yes	yes	yes	yes	https://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms_765094.pdf
Towards a Rights-Based and Comprehensive Social Protection System for Lebanon	May 2020	yes	yes	yes	yes	yes	https://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms_765088.pdf
Position Paper of Trade Unions on Social Protection in Lebanon Towards Protecting Social	June 2020	yes	yes	yes	yes	yes	

and Economic Rights and Promoting Economic Integration for all Workers							
UN Country Team Position Paper to IMF	September 2020	yes	yes	yes	yes	yes	

2.2. Focus on vulnerable populations

Strategic documents developed or adapted by JP

Title of the document	Date when finalized (MM/YY)	Focus on gender equality and women empowerment (Yes/No)	Focus on children (Yes/No)	Focus on youth (Yes/No)	Focus on older persons (Yes/No)	Focus on other group/s (List the group/s)	Focus on PwDs (Yes/No)	Included disaggregated data by disability - and whenever possible by age, gender and/or type of disability (Yes/No)
Towards a Social Protection Floor for Lebanon - Policy options and costs for core life-cycle social grants	March 2021	Yes	Yes	No	Yes		Yes	

Strategic documents for which JP provided contribution (but did not produce or lead in producing)

Title of the document	Date when finalized (MM/YY)	Focus on gender equality and women empowerment (Yes/No)	Focus on children (Yes/No)	Focus on youth (Yes/No)	Focus on older persons (Yes/No)	Focus on other group/s (List the group/s)	Focus on PwDs (Yes/No)	Included disaggregated data by disability - and whenever possible by age, gender and/or type of disability (Yes/No)

Annex 3: Updated JP Risk Management Matrix

Risks	Risk Level: (Likelihood x Impact)	Likelihood: Certain - 5 Likely - 4 Possible - 3 Unlikely - 2 Rare - 1	Impact: Essential - 5 Major - 4 Moderate - 3 Minor - 2 Insignificant - 1	Mitigating measures	Responsible Org./Person
Contextual risks (e.g. social, environmental, security and safety risks)					
Pressures due to the protracted refugee crisis, ongoing economic reforms, and continuous political paralysis preventing approval of a national SP policy and strategy which exacerbate social and economic tensions and conflict	High (12)	4	3	Supporting Government on strengthening and improving current existing programs such as NPTP and NSSF, introducing Social Grants, and activating Inter-Ministerial Committee for Social Affairs and Technical Committee responsible of reviewing SP Strategy	WFP, UNICEF, ILO
Confessional/sectarian silos may derail broad national dialogue and determination of a rights-based social contract and state-led solutions	High (9)	3	3	Engaging with political parties, religious groups and media, and establishing a well-represented task force to reach consensus and national endorsement of the SP Strategy	WFP, UNICEF, ILO
Further economic deterioration, austerity measures, continuing currency devaluation and hyperinflation might magnify the effects and increase vulnerabilities of both the Lebanese and non-Lebanese populations and the already inherent weaknesses of Lebanon's SP system	High (12)	3	4	Benefiting from the World Bank upcoming Emergency Social Safety Net programme to support households under the NPTP, coupled with social grants to vulnerable categories that were / about to be initiated in 2021 (Child Grant and Disability Allowance)	All
The political situation could still be a burden on growth in the medium-long term, increasing social and economic pressure, especially with the upcoming elections and the risk of a new government with a new agenda	Very High (20)	4	5	Supporting civil society groups, workers movement and capacity of academic community to participate in national dialogue process, and increasing feel for urgency of social reforms in the tightening economic context to protect most vulnerable	All
Possibility of security situation inside Lebanon worsening and shifting the focus from system strengthening to humanitarian assistance	High (15)	3	5	Monitoring the situation in the country, with line ministries as well	All

				as local authorities engaged at national and local level to support the delivery of services in case of lack of access	
A new wave of COVID-19/new strain outbreak and limited Government capacity to contain it, coupled with low vaccination rate, adding further pressure on the health sector	High (12)	3	4	Monitoring the situation in the country, providing awareness on protective measures on a regular basis, and supporting the Government in the vaccination process in coordination with all respective actors (MoPH, WHO, and WB)	UNICEF
Programmatic/Operational risks					
Increasingly narrowing fiscal space putting pressure in arguing for reprioritized resources between and within programmes	High (16)	4	4	Advocating for priority social spending while supporting MoF and line ministries in planning, budgeting and resource allocations	UNICEF
Limited capacity of line ministries to implement SP programs adequately to cover vulnerable groups in light of the crisis impact including the energy crisis on public administrations operations and work	High (12)	4	3	Providing technical support and capacity to line ministries to implement SP programs	All
Institutional risks (e.g. political, regulatory risks)					
Lack of coordination and communication across line ministries resulting in duplication, lack of quality, and inefficiency of public services delivery	High (9)	3	3	Continue discussion and regularly meeting with the Inter-Ministerial Committee for Social Affairs; as well as with the technical committee recently established to follow up on the SP Strategy, to ensure technical coordination	UNICEF, ILO and Partners Forum
Lack of financing policy for SP leading to fragmentation and limited spending efficiency	High (12)	4	3	Supporting the government in ensuring the optimal financing policy mix through fiscal resources and external funding, as well as in negotiations with the IMF	WFP, UNICEF and ILO
Inability to work effectively with all partners, including Government counterparts, with bureaucratic difficulties that hinder planned activities and potential delays in the process of approving and implementing the SP policy	Medium (6)	3	2	Maintaining a close relationship with relevant Government Ministries in Lebanon and ongoing negotiations to ease administrative procedures	All

Fiduciary risks (financial risks, fraud & corruption risks)					
The possibility that UN agencies do not deliver up to full fiduciary responsibility, do not handle the fund in the best possible way, or do not act in the SDG Fund/Government's best interest	Low (4)	1	4	The UN agencies are committed to working for the best interest of the Government with the aim of promoting social progress, inclusive development, better living standards and human rights	All

Annex 4: Results questionnaire

- Complete portfolio questionnaire online at: <https://forms.office.com/r/H4eZAKyx9H>