

Joint Programme Document

- Template *(final)* -

A. COVER PAGE

1. Fund Name: Joint SDG Fund

2. MPTFO Project Reference Number

3. Joint programme title: Transforming national dialogue for the development of an inclusive national SP system for Lebanon

4. Short title: Developing Inclusive SP in Lebanon

5. Country and region: Lebanon, Middle East and North Africa region

6. Resident Coordinator: Najat Rochdi, rochdi@un.org

7. UN Joint programme focal point: Sarah Hague, UNICEF, shague@unicef.org; Rony Gedeon, UNRCO, rony.gedeon@un.org;

8. Government Joint Programme focal point: Ola Boutros, Advisor to Minister of Social Affairs

9. Short description: The lack of an inclusive national SP system in Lebanon and significantly underdeveloped social assistance and social insurance programmes, is a major barrier to achieving the SDGs, as well as poverty and vulnerability. This is especially critical at a time when the country embarks on major social and economic transformation, 1 in 4 Lebanese live in poverty, and growth from humanitarian SP to more systemic support is crucial.

The SDG Fund joint programme to develop inclusive and integrated SP for Lebanon aims at supporting the Government of Lebanon to develop a national SP system through the development of a national SP policy and transformation of the country's two main, existing SP programmes – the National Poverty targeting Programme and the national Social Security Fund. The programme aims to be evidence-based according to vulnerabilities across the life-cycle, 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 and engage key actors within the Social Safety Net Partners Forum including the World Bank, EU and Oxfam etc.

10. Keywords: Lebanon; social protection; inclusive development; social assistance; social security

11. Overview of budget

Joint SDG Fund contribution	USD 2,000,000.00
Co-funding 1 (UNICEF)	USD 259,626
Co-funding 2 (ILO)	USD 250,000
Co-funding 3 (WFP)	USD 190,374
TOTAL	USD 2,700,000.00

12. Timeframe:

Start date	End date	Duration (in months)
1 January 2020	30 September 2022	33

13. Gender Marker:

The overall gender marker score is 2 as per the marker matrix in the annex.

14. Target groups *(including groups left behind or at risk of being left behind)*

List of marginalized and vulnerable groups	Direct influence	Indirect influence
Women	X	X
Children		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

15. Human Rights Mechanisms related to the Joint Programme

- Universal Periodic Review
- Committee on Economic, Social and Cultural Rights (CESCR)
- Committee on the Rights of the Child (CRC)
- Committee on the Rights of Persons with Disabilities (CRPD)
- Special Rapporteur on the right to education
- Special Rapporteur on the issue of human rights obligations relating to the enjoyment of a safe, clean, healthy and sustainable environment
- Independent Expert on the enjoyment of all human rights by older persons
- Special Rapporteur on extreme poverty and human rights

16. PUNO and Partners:
16.1 PUNO

- Convening agency:
 - o **UNICEF Lebanon:** Hague, Sarah, Chief of Policy, shague@unicef.org, +961 70734666
- Other PUNO:
 - o **WFP Lebanon:** Antoine MORELVULLIEZ, Head of Social Protection antoine.morelvulliez@wfp.org; +961 70 127625
 - o **ILO:** Luca Pellerano, Senior Social Protection Specialist, pellerano@ilo.org; +961 81 098526
 - o **UN WOMEN:** Rachel Weeks, Head of Office, Rachel.weeks@unwomen.org, +961 81 314 859
 - o **UNDP:** Kawthar Dara, Senior Development Economist, kawthar.dara@undp.org

16.2 Partners on social protection

- National authorities:
 - o Ministry of Social Affairs, Old Boutros, Advisor to the Minister

- Civil society organizations:
 - o Oxfam, Sally Abi Khalil, Director, SAbiKhalil@oxfam.org.uk
 - o LCPS, Nicholas Nassar, nnassar@lcps-lebanon.org
- IFIs
 - o World Bank: Haneen el Sayed, Social Development Specialist, hsayed@worldbank.org
 - o IMF: NNakhle@imf.org
- Other partners:
 - o EU: RADUTA Raluca, SP Focal Point, Raluca.RADUTA@eeas.europa.eu

SIGNATURE PAGE

Resident Coordinator <i>Philippe Lazzarini</i> Date Signature	National Coordinating Authority <i>Ministry of Social Affairs</i> <i>Minister of Social Affairs Richard Kouyoumdjian</i> Date Signature and seal
Participating UN Organization (lead/convening) UNICEF <i>Representative: Yukie Nishida</i> Date 28/11/19 Signature and seal	[Redacted Signature and Seal]
Participating UN Organization <i>World Food Programme</i> <i>Country Director: Abdallah Alwardat</i> Date 28/11/19 Signature and seal	[Redacted Signature and Seal]
Participating UN Organization ILO <i>Name of Representative: [Redacted]</i> Date 28/11/19 Signature and seal	[Redacted Signature and Seal]
Participating UN Organization <i>UN Women Lebanon</i> <i>Head of Office: Rachel [Redacted]</i> Date 28/11/19 Signature and seal	[Redacted Signature and Seal]
Participating UN Organization UNDP <i>Representative: Celine Mayroudi</i> Date 28/11/19 Signature and seal	[Redacted Signature and Seal]

B. STRATEGIC FRAMEWORK

1. Call for Concept Notes: 1/2019

2. Relevant Joint SDG Fund Outcomes

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

3. Overview of the Joint Programme Results

3.1 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.

3.2 Outputs

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
2. Evidence to assess the fiscal, social and economic impact of gender-responsive SP reforms generated and used
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
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

4. SDG Targets directly addressed by the Joint Programme

3.1 List of targets

- 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.
- 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
- 5.1 on ending gender discrimination
- 8.5 related to decent work for all women and men including young people
- 10.4 Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality
- 16.6 related to developing effective, accountable and transparent institutions at all levels

3.2 Expected SDG impact

In relation to expected impact on the SDGs, the development of a comprehensive social protection policy, if nationally owned and situated within evidence-based reforms, and

coupled with expansion of key programmes to protect the well-being of the most disadvantaged, has the potential to promote progress towards Agenda 2030 and serve as an accelerator across several SDGs. If program linkages are effectively created, then the programme shall not only create significant impact on its direct poverty alleviation (1.3.1) and inequality reduction targets (10.4.1), but equally accelerate progress towards universal healthcare coverage (SDG3), reduce discrimination against women (SDG5) and support decent work (SDG8), particularly for the most vulnerable. Factors such as the austerity policies launched by government could would disproportionately counteract potential impact and will need to be an integral part of the engagement, dialogue and policy change.

5. Relevant objective/s from the national SDG framework

Lebanon does not have a national SDG framework in place.

6. Brief overview of the Theory of Change of the Joint programme

5.1 Summary:

The Theory of Change (ToC) suggests that institutional, political and technical support is currently needed to leverage an opportunity for national dialogue around SP and Lebanon's broader national social contract. It is expected that scale-up and timely engagement through evidence, support to Government leadership, strengthened programme operations, and increase space for participation by civil society and marginalized groups will lead to positive change in the SP sector.

5.2 List of (5-6) main ToC assumptions to be monitored:

- Institutional and political support to SP is fostered with inter-sectoral dialogue;
- Favourable political environment and public opinion to tackle poverty and inequality, particularly for women and PwD, through SP or at least as linked to employment and economic growth;
- Major SP interventions reach the poorest families (regardless of household characteristics), are proven to do so, and offer services of good quality;
- Resources are sufficient for programme delivery, and Government allocates needed additional resources to implement the policy, based on effective assessment of financing options;
- Good coordination and alignment of partners both in programme delivery and technical support;
- Appropriate technical capacities (high-level technical and advocacy) and financial resources available.

7. Trans-boundary and/or regional issues

Clearly the Syria crisis, now in its ninth year, is a major regional issue that has effected the SP coverage of individuals across the countries affected. While humanitarian assistance has provided cash transfers often on a large scale across the middle east to support refugee populations, national SP systems are often inadequate to respond to the risks and vulnerabilities that host communities face, thereby creating challenges to social cohesion and stability

C. JOINT PROGRAMME DESCRIPTION

1. Baseline and Situation Analysis

1.1 Problem statement

Eight years into the Syrian refugee crisis and approaching major economic and social reforms, socioeconomic conditions have in many cases deteriorated in Lebanon. Having the highest refugee per capita in the world (almost 1:3), both refugees and local populations continue to be negatively impacted by the protracted civil war in Syria. The Government of Lebanon (GoL) estimates that 27% of the Lebanese population live in poverty, income inequality is high at 51 for the GINI coefficient, participation in the labour market remains low, and Lebanon ranks 140th of 149 countries in the 2018 World Economic Forum (WEF) gender equality index in 2018.

The Lebanese economy has endured considerable pressures and economic decline has heightened risks of imminent financial collapse. To address the situation and boost growth, the Government presented its "Vision for Stabilization, Growth and Employment" at the 2018 CEDRE partner conference. The vision comprises an infrastructure investment programme and wide-ranging reform package against which the international community pledged USD 11 billion in loans and grants. To unlock CEDRE funding and address the fiscal situation, GoL faces a series of tough reforms to reduce spending, remove energy subsidies, and reduce the wage bill. Such reforms will have the greatest negative impact on the poorest households meaning that social protection (SP) of the poorest and middle classes is crucial, particularly for women and persons with disabilities (PwDs).

Lebanon spending on national social safety nets remains at 0.44% of GDP (excluding fee waivers), significantly below the regional average of 1% (WB, The State of Safety Nets 2018). In addition, there is a lack of strategic vision and policy, lack of coordination and oversight and limited capacity for implementation. As such, national SP programs in Lebanon suffer from major coverage gaps alongside a parallel provision to refugees that is central to social stability and cohesion. The flagship social assistance program (NPTP) reaches only approximately 43,000 Lebanese households (about 18% of the estimated poor Lebanese households), and with the food assistance component only reaching the bottom 10,000 households (being increased now to 15,000). The Government currently depends on existing structures used by development partners in delivering this assistance to the poorest Lebanese, in particular, the e-card system and the network of shops established and maintained by WFP. A large share of workers, including migrant workers, also operate in the informal economy and are excluded from coverage of either the National Social Security Fund (NSSF), main social insurance programme, or existing social safety nets. The NSSF reaches just 1 in 2 people, with women highly underrepresented. Some elements of social services are subsidized by the ministries of education and health, including access to primary education and hospitalization costs.

Women are particularly marginalized when it comes to SP, although data and research on gender and SP in Lebanon remain limited. Women are underrepresented in the formal labor market in Lebanon at 23%, compared to 71% of men.¹ The low labor participation rate

¹ The Global Economy, "Lebanon's Female Labor Participation," 2018, https://www.theglobaleconomy.com/Lebanon/Female_labor_force_participation/; The Global

limits women's ability to access contributory schemes as well as employer-provided benefits. Key gendered issues within SP, such as gender discrimination within the NSSF², gender-sensitive public works and social assistance programmes are neglected by institutions, law, policies, and programmes in Lebanon. Improving gender equality in the access, adequacy and impact of services under SP schemes is therefore essential to ensuring equal rights for women and girls, and accelerating much needed progress on SDG 5 in Lebanon.

Overall, this lack of an integrated national SP system in Lebanon coupled with significant Government underinvestment has led to fragmentation and duplication of assistance, while coverage and provision of protection to the poorest and most vulnerable remains inadequate. A "business-as-usual" approach would come with a substantial risk for the country and in particular for the most vulnerable – and greater socio-economic pressures could also lead to wider repercussions, such as further escalation of social tension brought about by the protracted refugee crisis and unrest due to the Government's recent economic reforms and austerity measures. Furthermore, opportunities for participation and inclusion of marginal groups is an important challenge – women, those in rural areas, those in informal sectors, and people living with disabilities are particularly excluded from national discussions and debate on the social contract and rights.

The Government has recently manifested the intention to launch a national dialogue on SP, to define a shared vision and multi-sectorial strategy for reforms in the field. The development of a comprehensive SP policy, if nationally owned and situated within evidence-based reforms, has the potential to bolster the national reform agenda while promoting progress towards Agenda 2030 with a focus on leaving no one behind, through catalyzing action on poverty, vulnerability and unemployment. The programme will accelerate progress towards universal SP coverage (SDG Indicator 1.3.1) and improve spending cost-effectiveness (indicator 10.4.1). The project will improve gender equality in access, adequacy and impact (SDG 5) and PwD, promote the reduction of poverty (SDG1) and inequality (SDG10) and support decent work (SDG8) for the most vulnerable.

The shift towards a Government-led national SP system with a clear policy, vision and direction will improve longer-term programming, improve budget allocation, and bring more sustainable investment in the sector. This also allows for better coordination among Government and partners in the sector (SDG 17), providing the Government with basis to align ongoing and future government and international efforts behind a coherent SP strategy. This is a more effective alternative and sustainable approach than the current fragmented setting, and crucial to the sustainability of the programme's intended results.

It is therefore imperative that the programme builds on the outcome of a national dialogue hosted by MOSA, supported by UNICEF, in early 2019 and on bilateral engagements between participating agencies and GoL counterparts, especially on the initial efforts to develop a roadmap to guide the development of a national, cross-Government SP framework in 2018 (UNICEF and MOSA); support to the NPTP (WFP and MOSA) and the extension of the social security system (ILO and MOL).

Economy, "Lebanon's Male Labor Participation," 2018, https://www.theglobaleconomy.com/Lebanon/Male_labor_force_participation/.

² Abdo, N. "Social Protection in Lebanon: From a System of Privilege to a System of Rights," Arab NGO Network for Development, 2014, <http://www.annd.org/data/file/files/Social%20protection%20in%20Lebanon%20ENGLISH.pdf>.

1.2 Target groups

The main target groups of the project are **poor and vulnerable Lebanese, including those employed but still living in or vulnerable to poverty with a specific focus on women and PwD**. The lack of a comprehensive social protection system in Lebanon combined with undeveloped social assistance and social insurance programmes, are affecting negatively key groups of the society who remain excluded and without any coverage at all, in particular women, PwDs, and working poor. Besides, the existing systems have limited impact on reducing poverty and vulnerability due to several factors i.e. limited provision of coverage, almost non-existence accountability, and absence of synergy between the different programmes.

This joint programme will assist the government of Lebanon in building a social protection system that protects the well-being of the most disadvantaged groups within the context of the planned governmental reforms, and to enable all the segments of the society to benefit. This will support the government moving towards an **increased coverage and leaving no one behind approach**.

Poor and vulnerable Lebanese, including women and PwDs face **multiple deprivations**, resulting in disadvantage and exclusion. Following the UNSDG operational guide on leaving no-one behind the programme will take into account inter-linkages between the different layers of exclusion: geography i.e. isolation, risk or inclusion due to location, transport; vulnerability to shocks due to conflict, and climate; governance including laws, policies, voice and participation; and finally the socio-economic status associated with multidimensional poverty and the inequality; noting that those experiencing multiple deprivations and disadvantages are the most likely to be among the furthest left behind.

Women in Lebanon are key target group of the programme, with diversified needs. Women are also the most excluded from the social protection interventions, including due to lack of national gender sensitive policies and protection systems. Overall, women's needs are underpinned by requiring equal access to, representation in, and protection by social insurance, assistance, and social services in Lebanon. In addition to the social and economic conditions, gender discrimination is institutionalized within existing social protection programmes. For example, in the NSSF, women workers only receive an allowance for their children in case the husband is not and cannot be registered. Utilizing an intersectional, multidimensional and gender-responsive approach to target vulnerable groups under SP schemes, means that diverse women will not left behind. This includes specific targets to the following groups i) women working in the informal sector, ii) women working in rural areas iii) women of diverse gender identities and sexualities, iv) female headed households, v) women with disabilities, vi) women survivors of sexual and gender-based violence.

Persons with disabilities face particular discrimination in Lebanon. A disproportionately large number of PwD continue to face attitudinal and environmental constraints to the full realization of their social and economic rights. They are poorer than the rest of the population, and this affects their access to health care and other services. The absence of employment policies targeting PwDs limit opportunities for participation in the labour market. Law 220 on the Rights of Disabled Persons (Law 220/2000), is a cornerstone for the realization of rights and improvement of living conditions of people with disabilities (PwD) in Lebanon but was developed prior to the emergence of the new global consensus on rights of PwD, as reflected in the Convention on the Rights of Persons with Disabilities (CRPD) of 2006. The issues of PwD require increased attention from all governmental entities so as to address structural demand and supply barriers that lead to exclusion from education,

employment, transport systems, healthcare and other sectors. PwDs face challenges in accessing social protection at both levels social insurance and social assistance. Currently social assistance schemes (in-cash or in-kind) fall short in terms of coverage for PwD and households living in extreme poverty (for example, while over 100,000 individuals are enrolled on the Persons with Disability Card, the recent UNICEF study on SSNs suggests that beneficiaries are disproportionately adult men, concentrated in key areas of the country). Households with PwD are eligible to receive support from the National Poverty Targeting Programme (NPTP), but coverage is limited due to the small reach of the programme, and poverty focus. Coverage in the social insurance system also remains very low due to the large share of informal workers and the unemployed, and the fact that NSSF only covers disability occurring during working life.

The lack of a coherent national social protection (SP) system whether on contributory or non-contributory basis in Lebanon, with significant Government underinvestment, has also led to fragmentation and duplication of assistance for the **working poor and vulnerable Lebanese** while coverage and provision of protection remain inadequate. Moreover, the benefits provided are insufficient to sustain a decent living, and have insignificant impact on keeping them out of poverty. A large share of workers, including **migrant workers**, operate in the informal economy and are excluded from coverage of either social insurance or social assistance systems. The **youth** in Lebanon suffer from particular deprivations decent work deficits – including lack of social protection – resulting from unemployment and poor working conditions. Transitions from education into work become increasingly difficult, thus a growing share of youth fall into the category of neither employed, nor in education or training. Skills mismatch, insufficient vocational training programmes, lack of employability competency-based skills training and inequalities of opportunity limit opportunities for entry and permanence in the labour market. Labour market indicators displays the wide disparities existing between young males and females, women participation rate is 17.9 % vis a vis 42.7% for men in 2018. **Senior citizens** in Lebanon are also particularly vulnerable to multiple deprivations, including due to the lack of an adequate contributory pension system to provide income security in old age. The current End-of-Service indemnity system operated by the NSSF only covers private sector workers in the formal economy, and falls short of international minimum social security standards as does not provide for periodical payments. This is coupled with limited reach of tax funded social assistance instruments in support of the elderly.

In addressing specific vulnerabilities of these groups, the programme will responds to **international human rights instruments**, especially the following international conventions and recommendations:

- Universal Declaration of Human Rights Article 22 and Article 9 of the ICESCR which established the right to social security for everyone as a member of society, and reaffirm that it is a human right;
- International Convention on the Rights of Persons with Disabilities (2008)
- Convention on the Elimination of All Forms of Discrimination against Women (1979)
- Convention on the Rights of the Child (1990)
- United Nations Principles for Older Persons
- ILO Social Security (Minimum Standards) Convention, 1952 (No. 102), that calls for establishing worldwide-agreed minimum standards for all nine branches of social security, and set that minimum benefit should be secured to protected persons, as well as to the conditions for entitlement and period of entitlement to benefits.
- ILO Social Protection Floors Recommendation, 2012 (No.202), that calls countries to guarantee at least a basic level of social security to all in form of a nationally defined

social protection floor, and to ensure progressively wider scope and higher levels of protection.

The project will **combine direct and indirect influence mechanisms**. To make a change in addressing the main roots of the problem to reach out broadly to those left behind, the programme identified those who are in absolute need for protection and entitled to claim their rights such as working poor, youth, women and PwDs. In parallel the project will tackle those that have the specific responsibilities and obligation to take this forward and advance this under the legal/policy framework. The project will therefore directly target government stakeholders across a wide range of key line ministries, by engaging them at the heart of the policy and coordination process and develop their capacities.

Proper actions were put on place to activate a virtuous relationship between duty-bearers and rights-holders. While designing the programme, it took into consideration the existing gaps for when it comes to legal obligations for the duty-bearers, deficiency in its delivery system, as well as the lack of resources gaps (human resources, financial and technical) and insufficient administration framework. Civil society, academia and media will also be indirectly targeted through the innovative platform of dialogue, were they will be engaged in, to provide contributions in the development of a national social protection system.

- The establishment of a comprehensive and evidence based social protection policy and financing framework under Output 1 and 2 will benefit indirectly vulnerable groups as government capacity to programme and coordinate interventions for poverty and inequality reduction is enhanced.
- Efforts for strengthening of social protection service delivery under Output 3 and 4 will directly benefit target groups of the NPTP and NSSF, as the project will put a dedicated focus to promoting rights based mechanisms to extend social protection coverage amongst most disadvantaged groups.
- By attempting to shift the national understanding on social protection from a charity or needs-based dialogue to a rights-based one under Output 5, the project will promote actions to activate a virtuous relationship between duty-bearers and rights-holders through access to information and accountability.

1.3 SDG targets

The programme will directly contribute to the acceleration of the following SDG targets in particular:

- 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.
- 10.4 Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality

Target 1.3 shall be measured by indicator 1.3.1: Proportion of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, newborns, work-injury victims and the poor and the vulnerable. Baseline data to be used for this indicator shall be mainly produced by the Central Administration for Statistics, with contribution from the Ministry of Labor, Social Security Administration and the Ministry of Health. Support is already being provided, through the UN Data and Statistics Working Group, to the concerned administrations so that they are able to produce the baseline data required. The Central

Administration for Statistics is already in the process of conducting a Household budget survey, Labor Force survey, and Multiple Indicator Cluster Survey (MICS), which shall provide the necessary demographic and poverty related data, as well as data on social transfers. Latest survey results are expected to be issued by end of Q1 2020, and shall therefore serve as the baseline for the exercise. A subsequent MICS shall be developed by 2022, and will be used to measure progress by program end. Progress in the proportion of population covered (SDG1.3.1) will be measured using programme MIS (Management Information System) and upcoming household surveys.

Target 10.4 shall be measured by indicator 10.4.1: Labour share of GDP, comprising wages and social protection transfers. Baseline data to be used for this indicator shall be obtained from the Central Administration for Statistics national account estimates of GDP.

Compensation of employees, including both wages and social protection transfers shall also be obtained from CAS. The 2018 national accounts shall be released in Q4 2018 and will be used as a baseline for this indicator. National accounts are produced on a yearly basis, allowing systemic measurement of progress by program end in 2022. An increase in the share of national resources allocated to contributory and non-contributory SP (SDG10.4.1) will be measured through expenditure review.

In addition, other key SDG targets include 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; 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.

An extrapolation of trends under the current circumstances would point to very limited progress, if not regression, on both indicators 1.3.1 and 10.4.1. The Government of Lebanon suffers from a tight fiscal situation. Its fiscal deficit to GDP ratio stood at 11.1 percent in 2018. As a result, the GoL has launched a series of austerity measures with the aim of achieving fiscal consolidation. In light of this, it seems highly unlikely that the government would seek to increase or improve social spending without any analysis of the impact of such spending, advocacy, and technical and financial support. In parallel, it is expected that in light of the contractionary policies adopted, growth would remain stunted, accompanied by limited increase in wages and social transfers. In contrast, the program aims to support expansion both of the breadth and depth of social protection programmes in Lebanon, thereby allowing for progress on both indicators. Coverage for the most vulnerable shall improve, particularly for women and PwD.

In terms of analysis of interlinkages between targets, SP systems that help achieve substantial coverage of the poor and the vulnerable will help progressively level the playing field among different citizen groups. Inclusive, accessible and people-centered social protection systems can contribute to the empowerment of all individuals and ensure equal access to protection, assistance, insurance and support for all, thereby promoting equality. In addition, social protection expansions to both the formal and informal sector coupled with enhanced wage policies can increase demand, boost labor productivity, and contribute to the formalization of work, thereby also reducing inequalities.

In relation to opportunities for accelerated change, the development of a comprehensive social protection policy, if nationally owned and situated within evidence-based reforms, and coupled with mechanisms to protect the well-being of the most

disadvantaged, has the potential to promote progress towards Agenda 2030 and serve as an accelerator across several SDGs. If program linkages are effectively created, then the programme shall not only create significant impact on its direct poverty alleviation (1.3.1) and inequality reduction targets (10.4.1), but equally accelerate progress towards universal healthcare coverage (SDG3), reduce discrimination against women (SDG5) and support decent work (SDG8), particularly for the most vulnerable. The synergies between the goals shall also amplify interlinkages between social protection, employment and growth, leading to an overall increase in productivity.

Bottlenecks, however, may reduce program impact and spillovers. Austerity policies launched by government would disproportionately impact the most marginalized communities, thereby potentially counterbalancing efforts to drive them out of poverty. In addition, while the Capital Investment Program is projected to generate jobs, if its design does not factor in social protection mechanisms more broadly, then it might not achieve its intended development goals. Other challenges relate to the design of social protection systems; in case those are not adequately streamlined, they might discourage or complicate access to social protection assistance.

1.4 Stakeholder mapping

In this section we present a rapid overview analysis of the key stakeholders and stakeholder groups who are involved, implicated or concerned by the vision and objectives of the SDG Fund joint SP programme. We review each groups role, interest and influence pathways in relation to the sector. This stakeholder mapping builds on the work previously completed by MOSA and UNICEF to identify all stakeholders under the SP roadmap and methodology for development of the SP policy.

Governmental Stakeholders

The Prime Minister's Office's role will be focused on overseeing the political prioritization and motivation for development of the sector. The Prime Minister chairs an Inter-Ministerial Committee on Social Development, which is recommended as an appropriate high-level Government coordination mechanism for the national SP dialogue and policy development.

Parliamentary Committees - namely the Finance & Budget Committee, Education and Higher Education and Culture Committee, Public Health, Labor and Social Affairs Committee, Agriculture and Tourism Committee, Environment Committee, Youth & Sports Committee, Human Rights Committee, and Women & Children Committee - perform legislative, monitoring and financing role, which are necessary to move the SP Policy from a theoretical document to a policy and effective implementation. Their support and interest in the sector varies significantly according to individual.

The Ministry of Social Affairs (MoSA) (including Social Development Centers and the National Poverty Targeting Programme) has a leading role in providing social assistance and is the governmental body in charge of coordinating the provision SP and assistance in Lebanon. Key individuals include the Minister of Social Affairs, who has been proactive in raising SP as a central priority for the country.

The Ministry of Public Health (MoPH) has a leading role in making quality public health services accessible and ensuring coverage to vulnerable individuals. MoPH has also a regulatory role of various healthcare providers (hospitals, physicians, drug companies, pharmacists and public healthcare centers). In addition, and given the overlapping and duplication of medical services provided by Municipalities, SDCs, primary health care services, and dispensaries, coordination with MoSA and Municipalities is crucial for more

efficiency and better coverage. A key initiative is the Universal Health Care plan that remains under development.

The Ministry of Education & Higher Education is committed to ensure inclusive and equitable quality education while promoting lifelong learning opportunities for all. A key initiative of this Ministry relates to the provision of free education at primary level and the launching of an inclusive education programme; a pilot targeting 30 public schools in all governorates of Lebanon, to promote the development of inclusive education in Lebanon and ensure quality education for all children, including children with disabilities and learning difficulties.

The Ministry of Agriculture (MoA) vision is to develop the agricultural sector in view of ensuring food security including food safety, reducing poverty and rural-urban migration, and creating job opportunities. In addition, the General Directorate of Cooperatives within MoA provides a strong structure to create job opportunities, alleviate poverty and mitigate rural exodus. The MoA has previously expressed an interest to develop a farmer's register (supported by FAO) so as to be able to provide support and SP to farmers.

The Ministry of Labor has accelerated social security reforms and re-initiated work in the areas of pension reforms while also spearheading efforts to support governance and systems strengthening within NSSF.

Ministry of Finance: The main source of funding and financing of a sustainable national SP system is the national budget. In addition, and in light of fiscal consolidation and recent austerity measures, coordinating and liaising with the Ministry of Finance is crucial to limit the impact of such measures on social spending and benefits for certain groups of populations (civil servants, military) especially the most vulnerable. However, the Ministry has an interest to ensure that public spending is efficient and effective, which offers an important opportunity to engage this stakeholder.

Ministry of Economy & Trade - The Insurance Control Commission (ICC) is the regulatory authority in charge of the supervision and control of the insurance sector in Lebanon.

The Ministry of Interior & Municipalities is responsible for **municipalities** which have many functions, including the management of health and public health, public services, security, and waste disposal at local level. The mandate of municipalities extends to providing some support for 'the needy' and several municipal teams are interested to understand how better to provide such support.

The Ministry of Youth and Sports is responsible for expanding opportunities to youth including skills generation and linkages to labour market activities which will be crucial for the SP sector.

The Ministry of State for Economic Empowerment of Women and Youth works on the socio-economic empowerment of women and youth and liaises with other governmental bodies to drive forward gender equality at a national level. Given their mandate, MoSEEWY will bring governmental accountability to the gender responsiveness of SP schemes.

The National Social Security Fund is the main national institution responsible for management and administration of the social insurance system for private sector workers in Lebanon. It administers contributory social insurance benefits, financed collectively by

workers and employers, and including Family Benefits, Health and Maternity Insurance and the End-of-Service indemnity.

Central Administration of Statistics is a public administration within the Presidency of the Council of Ministers and responsible for collecting, processing, producing, and disseminating social and economic data, and providing users with evidence-based information for decision making.

Other governmental stakeholders include the Ministry of Environment, the Ministry of Justice, and the Institute of Finance.

Right-holders' (beneficiaries, citizens, and programme participants) participation is crucial at all stages, ensuring a meaningful engagement of affected groups and individuals. It will be important to enable right-holders to learn about their human rights as well as to understand the responsibilities of duty-bearers to uphold these rights. It will be also important to understand the right-holders' perspective in terms of the SP definition and priorities.

Development Partners and UN Agencies

Coordination with **IMF** on socioeconomic and fiscal impact assessments of SP reforms, specifically in the context of the Capital Investment Programme and the CEDRE process will be valuable.

The European Union's is supporting MoSA to expand the NPTP, including the design and management of the NPTP MIS, payment systems, and IT investment plan.

The World Bank has been engaged as an active participant of the UNSF Social Protection Working Group because of clear linkages with their SP work in Lebanon in general and more specifically around the NPTP implementation. Another platform is the UN-WB Partnership Compact 2018-2020 – sub thematic group on social safety net. Additionally, the World Bank is planning to undertake a Public Expenditure Review of the SP system, jointly with UNICEF, which will be a critical input to the process of development of the national policy.

Stakeholders involved in providing **humanitarian social assistance such as UNHCR (as well as WFP and UNICEF)** are important to engage given the relevance of applying lessons learned in the humanitarian context to the broader national SP situation.

The UNSF group on social protection is the main group through which UN agencies convene and coordinate their work on SP, through an annual workplan and updated strategic vision. However, broader dialogue is held through the partners forum, mentioned below. The UNSF SP group will continue to be a useful forum for intra-UN discussions on SP and updates and feedback on progress of the SDG Fund programme.

The Social Safety Nets Partners Forum, currently co-chaired by the EU Delegation and the World Bank, is an existing platform to convene core UN agencies and significant donors in discussions around policy, implementation, and resource mobilization for safety net programs but also SP more broadly in Lebanon. It has acted as a key group through which to share progress and update on SP work. Other development partners and UN agencies include WHO, ESCWA, OCHA, the Regional UNDG on SP, and USAID.

Non-State Stakeholders

A critical objective of the programme is that non-state actors increase their awareness and demand for SP as part of a new emerging social contract. The programme will thus

proactively engage a wide range of civil society and academic organizations, technical experts, and trade unions in Lebanon in consultations and national dialogues. Several such actors are highly supportive of SP, however many have wide-ranging viewpoints on priorities and a key issue will be to bring different perspectives to the table in a coherent and transparent manner.

Academia, technical experts, civil society, local and International NGOs, national women's entities, and social partners (trade unions and employers' associations), including linkages to private sector through the Chamber of Commerce, will also directly contribute to the programme outputs as members of thematic advisory committees including for joint diagnostics on key reform priorities (e.g. social insurance, assistance, social health protection, etc).

2. Programme Strategy

2.1. Overall strategy

The over-arching strategy of Lebanon's SDG Fund programme is to support Government and a wide range of key stakeholders to develop the evidence, dialogue and operational reform necessary to establish a clear, strategic national vision for SP in the country. The lack of a coherent national SP system in Lebanon, with significant Government underinvestment, has led to fragmentation and duplication of assistance while coverage and provision of protection to the poorest and most vulnerable remain inadequate. As a result, our approach is believed to be transformational in that it takes advantage of a current national opportunity to develop the sector due to the Government's increased interest over the last year. The Lebanon SDG Fund will enable UN agencies to support this historical shift in priorities, to address fragmentation and quality of the SP system, and to call for the inclusion of marginalized groups. It also taps into the current strategic opportunity of investments in Lebanon's development through its new Capital Investment Programme to call attention to Lebanon's development model.

The strategy varies from alternative approaches for two reasons, first that it shifts the focus of the UN's engagement in SP from delivery of humanitarian cash transfers toward a broader national conversation on SP systems, as directed by the Resident Coordinator in 2018, while at the same time learning important lessons from the humanitarian context and opening dialogue on linkages. And secondly, because it takes a clear position in promoting the Government in a leadership position on SP, and in support of system-strengthening, which has not always been the case following more than 8 years of protracted humanitarian crisis.

The Lebanon SDG Fund programme serves as an SDG accelerator by supporting the creation of a currently absent national SP policy, mobilising increasingly coordinated UN efforts to strengthen the two main national programmes in place, and enhancing their gender and disability responsiveness. The development of a comprehensive SP policy, if nationally owned and situated within evidence-based reforms, has the potential to bolster the national reform agenda while promoting progress towards Agenda 2030 with a focus on leaving no one behind, through catalyzing action on poverty, vulnerability and unemployment. The programme will accelerate progress towards universal SP coverage (SDG Indicator 1.3.1) and improve spending cost-effectiveness (indicator 10.4.1). The programme will also improve gender equality in access, adequacy and impact (SDG 5) and PwD, promote the reduction of poverty (SDG1) and inequality (SDG10) and support decent work (SDG8) for the most vulnerable.

Key to the programme will be ensuring a focus on groups that are commonly left behind in Lebanon, with a broad emphasis on promoting an inclusive national development model. The Programme takes a **human rights** approach by attempting to shift the national understanding on SP from a charity or needs-based dialogue to a rights-based one. The programme will promote actions to activate a virtuous relationship between duty-bearers and rights-holders through access to information and accountability (Output 5). Furthermore, the programme aims to operationalize the Leaving No One Behind agenda by ensuring that upcoming surveys are used to identify the poorest and most vulnerable in Lebanon, specifically focusing on gender, youth and those with disabilities. Individuals with **disabilities** face particular discrimination in Lebanon and national dialogue and programme reform will include a focus on this issue. As such it will be crucial to broaden out the participation space in Lebanon to include representatives of those most excluded. This will involve examining patterns of exclusion in the country and unequal power relations to ensure those with limited representation can be engaged. A specific assessment of gaps and needs for PwD and options to reform existing schemes will be supported by the programme. **Gender** will be mainstreamed throughout all dimensions of programme implementation and operations, ensuring a gender marker of 2. UN Women will leverage technical expertise to enhance the evidence base (through analysis and research) for a gender responsive system in Lebanon. Key gendered issues within social protection, such as maternity care, gender equitable parental leave, sexual and reproductive health, sexual and gender-based violence, unpaid domestic and care work, child custody, inheritance rights, gender sensitive public works and social assistance programmes will be assessed. This will include gender analysis of the NPTF and the NSSF, to provide recommendations to reduce gender gaps in access and benefit levels. Women's CSOs and academic entities will draft position papers on gender and social protection forums to drive forward national and local advocacy on gender equitable protection. As result the programme will respond to the needs of diverse women and men, who often make up the marginalized groups that are left behind in social protection.

Upon completion of the programme, the SP sector is expected to be transformed through the leveraging of emerging yet nascent national dialogue on the need for a new social contract. The programme seeks to directly impact on building a – currently largely absent – SP system that protects the well-being of the most disadvantaged in the context of reform and enables all segments of society to benefit from development. As a result of transformative change in national dialogue, national policy and national programmes, it is expected that the Joint programme will succeed in developing pivotal momentum in the SP sector, so as to contribute **toward sustainability (including financial) and scale-up of the sector** under Government leadership. Such momentum to develop the SP system would then enable future conversations around alignment and linkages with humanitarian SP (primarily cash) programmes.

In addition to supporting a strategic pivot toward SP system support within the UNCT, **the added value of the UN** comes through building on work initiated by the core agencies that have been at the forefront of this work over the last year, while bringing together a wider group of UN agencies to further leverage scarce development resources over a two-year timeframe urgently needed to ensure scale and impact.

The link to the UN's mandate is expressed through the United Nations Sustainable Framework which contains a specific output on social protection³. In particular, it links to the Governments initiative to seek support from UNICEF to develop a national SP policy⁴, as

³ Output 3.2 of the UNDAF equivalent framework in Lebanon (UNSF), which aims to improve equitable access to and delivery of quality social protection

⁴ <http://nna-leb.gov.lb/en/show-news/106749/Kouyoumdjian-follows-up-on-preparations-for-launch-of-National-Social-Protection-Plan>

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 SP, which largely focus on support to NPTP.

However, the Government takes the lead role in the implementation of the strategic initiatives in this joint programme (particularly outputs 1 to 4). The Government has articulated its attention to SP in the Prime Minister's message to the donor community in [January 2019](#) at the launch of the [Lebanon Crisis Response Plan 2019](#). SP is also highlighted as a key priority in the Lebanon National Voluntary Review of SDGs in 2018 and is reflected in the concluding observations from CEDAW and CRC. **Endorsement for this programme's concept note** was received from the Prime Minister's Office. In addition, the Ministry of Social Affairs and Ministry of Labour will jointly lead a coordinated approach. As stated above, the programme builds on national consultation on establishing the SP system of early 2019.

2.2 Theory of Change

Summary:

The Theory of Change (ToC) suggests that institutional, political and technical support is currently needed to leverage an opportunity for national dialogue around SP and Lebanon's broader national social contract. It is expected that scale-up and timely engagement through evidence, support to Government leadership, strengthened programme operations, and increase space for participation by civil society and marginalized groups will lead to positive change in the SP sector.

Theory of Change Narrative:

The ToC is informed by the first cross-government and multi-partner dialogue on SP held in early 2019. Group work by actors across Government, civil society, academia and development partners enabled the identification of the change pathways and key assumptions central to a ToC for the SP sector in Lebanon, as below.

The main outcome of the Joint Programme in Lebanon is:

- 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.

The pathways to change that were identified are as follows:

- IF institutional and political **support** to SP is fostered with effective inter-sectoral dialogue, and a strong business case for SP is developed
- IF **knowledge** on the interlinkages between SP, gender equality and inclusion is enhanced, fostered and coordinated,
- IF **evidence** and policy recommendations are generated on the impact of social protection, fiscal and economic reforms and CEDRE on poverty, inequality and employment,
- IF citizens and **non-state** organizations are increasingly aware of SP rights and organize a platform for joint advocacy and accountability, particularly for women and PwD
 - ➔ THEN increased support will be generated for expanding SP as a driver of social inclusion and economic growth, and
 - ➔ THEN a viable inclusive and gender responsive SP policy will be developed.
- IF implementation capacity is **strengthened** with transparent and well-functioning systems within NPTP and NSSF

- ➔ THEN programs under this project will serve as models for scalable and replicable social assistance and insurance, able to respond to other types of risk,
- IF support is provided to redesigning key **programmes**, improving benefits provided, and opening up eligibility, particularly to women and PwD
- IF linkages between programmes are effectively created, and effective institutional coordination mechanisms are established and used, then each increases its impact on poverty and inequality reduction;
 - ➔ THEN efficiency and effectiveness gains can ensure more poor people can gain access to and benefit from SP;
 - ➔ HENCE providing a framework to ensure reforms LNOB and accelerate SDG implementation
 - ➔ BECAUSE SP systems are critical for social development and poverty alleviation.

Concerning the specific contribution of the joint programme to the ToC, the programme's results are central to bringing about the overall change, focused as they are on a full strategic range of evidence, dialogue, programming and policy. **Strategic entry points** include:

- The January 2019 national discussion on SP held through UNICEF support under the former Minister of Social Affairs and the Director General, and the recent workshop with MoSA heads of department with the presence of the current Minister, which validated the over-arching approach and raised expectations to make progress;
- Engaged contributions from key civil society organisations, academic institutions and development partners including the World Bank and the EU which require coordination and convening under a systematic approach led by the new Government;
- National debate around upcoming CEDRE related investments, Lebanon's broader development model, and the beginnings of discussions around the social contract;
- The development of a roadmap through UNICEF support to guide elaboration of a national SP policy and resulting establishment of technical team under the MOSA;
- Recent announcement to increase support to NPTP and scale-up its coverage of the food e-voucher through support from WFP from 10,000 to 15,000 households.

Key assumptions related to the ToC include the following:

- Institutional and political support to SP is fostered with inter-sectoral dialogue;
- GoL continues to drive the policy dialogue on a SP policy;
- Favourable political environment and public opinion to tackle poverty and inequality, particularly for women and PwD, through SP or at least as linked to employment and economic growth;
- Major SP interventions reach the poorest families (regardless of household characteristics), are proven to do so, and offer services of good quality;
- Resources are sufficient for programme delivery, and Government allocates needed additional resources to implement the policy, based on effective assessment of financing options;
- Humanitarian funding remains in place to support social assistance (cash grants) that exist for the poorest non-Lebanese refugees;
- Good coordination and alignment of partners both in programme delivery and technical support;
- Appropriate technical capacities (high-level technical and advocacy) and financial resources available.

The regular monitoring of the SDG Fund programme's progress (as part of the broader institutional processes and mechanisms in place) will track the relevance and maintenance of these assumptions to ensure that the overall strategy remains on track.

2.3 Expected results and impact

To reach the overall outcome envisioned by this programme - the **establishment of a strengthened national SP system**, that is inclusive, rights based, efficient and effective, with a specific emphasis on gender and PwD – based on the above pathways, the following key results (or outputs) are targeted.

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
2. **Evidence to assess the fiscal and economic impact of key SP reform scenarios as well as analysis of gender-responsive SP reforms** generated and used
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
4. Gender equitable and innovative modalities for enhancing the adequacy and coverage of **NSSF** social insurance schemes amongst the working poor are developed and tested
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.

These inter-related set of results aim to not only craft a national discussion and momentum toward the development of a national SP policy, that is evidence and participation based, but to also ensure that key programmes that form central pillars of the system are strengthened concurrently. It will be essential to ensure that output 5, related to engagement of civil society is initiated as early in the overall process as possible, since national dialogue and participation in the SP process is a prerequisite to its successful uptake, buy-in, adoption and sustainability. Likewise, output 2, on the development of evidence related to the SP system development will need to be planned carefully to feed into key stages of policy and programme development. It is important to note that outputs 3 and 4 are not necessarily expected to be sequenced after the development of the national policy – key SP programmes such as the NPTP and NSSF are already in existence and in urgent need of support that does not necessarily need to wait until a national strategy is finalised.

In terms of accountability across the results, the PUNOs intend to operate in an integrated manner, drawing on expertise across the organisations and coordinating through the UNSF group on SP. Specifically, UNICEF – in addition to its lead convening role - will be accountable for Result 1 alongside ILO, and in ensuring leadership of the Government in delivering on a wide range of activities and processes related to delivering the national SP policy. UNDP and UN Women will be partly accountable for Result 2, generating new evidence on gender-responsiveness of SP and its financial and economic implications of reform through the analysis of specific reform scenarios, while drawing on additional evidence from other agencies and activities. WFP is accountable for supporting the NPTP as outlined in Result 3. The ILO will be accountable for support to SP-related disability support, collaborating with UNICEF. The ILO is accountable for the support activities and development of the NSSF under output 4. And UNICEF and ILO will be accountable for Result 5 relating to interventions that promote participation, engagement and inclusion of key rights-holders.

Crucial to the sustainability of the results is a shift in approach in Lebanon to one of Government-led strategy and programme development, translating into an increased share and quality of domestic spending on social protection, supported by the establishment of national institutional support. **Multi-stakeholder engagement** will be at the heart of the policy and coordination process, bringing together a range of key Ministries (including

education and health) as well as civil society, academia and media. Institutional support and capacity development (such as the establishment of an SP Academy) will be cornerstones to the programme's strategy. Analytical work will be completed in collaboration with Government and other key actors including engaged research institutes and actors such as the IMF and World Bank.

The expected impact of the SDG Fund programme on SP in Lebanon relates to a change in narrative, implementation and broader social governance within the country. In today's context, Lebanon's situation is politically complex with important challenges that concern economic sustainability, political will, and social stability. We can imagine a typical family living in poverty today in Lebanon that this programme aims to ultimately benefit; with children needing services, adults needing employment – especially youth and women, facing often limited access to poor quality services. This family would be largely unaware that they have a right to social security. They are unlikely to view the Government as responsible for providing them protection and support. Through the SDG Fund SP programme, we expect that systems will be put in place to increase coverage of key social assistance programmes that such a family can benefit from, such as the NPTP. We would also expect that evidence on gender-responsive SP and the economic and financial impacts of SP reforms will feed into consultative, participatory debates on SP to raise it up the political agenda and create national buy-in and support for policy development. As such, we should expect to see a gradually expanding system of SP widening out to include marginalized groups in a way that includes men, women and children across the lifecycle, taking into account specific vulnerabilities such as disability.

The programme builds on engagement of the UN with SP reform in Lebanon. In 2018, UNICEF was requested by MOSA to provide necessary support to develop a national, cross-Government SP policy and subsequently supported the development of a roadmap towards its elaboration. WFP supported a workshop with MOSA and PMO in March 2019 to plan future enhancements to the NPTP, and the ILO is engaged in supporting MoL and the NSSF on the extension of the social security system, including through the reform of the Health Insurance and End of Service Allowance. As a key first national step, the programme builds on the outcome of a national dialogue hosted by MOSA, supported by UNICEF, in early 2019 that generated engagement, motivation and direction for the process, as well as on bilateral engagements between participating agencies and GoL counterparts.

As the new programme gets underway, the work to initiate development of a national SP policy will be scaled up, based on new evidence related to gender and economic impacts, while efforts to strengthen the country's main social assistance (NPTP) and social insurance (NSSF) programmes will be further developed. Key first steps will include a situation analysis of the SP sector, an SP Public Expenditure Review, a national SP workshop and extensive consultations, research scoping on gender-responsive SP and financing impacts of specific SP reforms, technical assistance for systems assessment and design of the NPTP and NSSF, and the establishment of consultative opportunities and mechanisms with a wide range of stakeholders and actors.

The programme will directly contribute to acceleration of SDG targets 1.3.1 and 10.4.1. The twin-track support to both policy development and programme improvement will more effectively support the achievement of universal coverage through the combination of both contributory and non-contributory approaches. Progress in the proportion of population covered (SDG1.3.1) will be measured using programme MIS (Management Information System) and upcoming household surveys. An increase in the share of national resources allocated to contributory and non-contributory SP (SDG10.4.1) will be measured through expenditure review over the long-term. **The programme will mainstream gender equality and the empowerment of women** meaningfully and substantively across

outcomes and outputs, ensuring that the Government of Lebanon's social protection system is developed to consider and contribute to gender equity. Key social protection schemes (the NPTP and NSSF) must respond to gendered vulnerabilities, as well as their intersections, smoothing social, political and economic inequalities that accrue over women's life course. Improving gender equality in the access, adequacy and impact of services under social protection schemes is essential to ensuring equal rights for women and girls and accelerating much needed progress on SDG 5 in Lebanon.

2.4 Financing

The cost for implementation of the Joint Programme is currently estimated at 2.0m USD. The budget is divided across the two core program pillars, with policy support activities at around 800,000 USD and program improvement at around 1 Million USD. The twin-track support to both policy development and programme improvement will more effectively support the achievement of universal coverage through the combination of both contributory and non-contributory approaches. It will allow resources to be channeled into two equally strategic pillars that will improve the coverage and adequacy of current social protection systems, thereby creating considerable multiplier effects, well beyond program cost, and contributing to acceleration of SDG targets related to poverty reduction (1.3), zero hunger (2.1), health (3.8), gender (5.1), decent work (8.5) and equality (10.4) as well as ensuring that no one is left behind.

By supporting the creation of a national social protection policy, mobilizing increasingly coordinated UN efforts to strengthen the two main national programmes in place and their linkages to other initiatives, and enhancing their gender and disability sensitivity, the programme is seen as a more effective alternative approach than strengthening individual programmes in isolation from a broader national vision. Its approach lays the ground for a more coherent approach towards social policies, thereby avoiding future disjointed initiatives. Additionally, this programme establishes a much needed shift from the humanitarian interventions post the 2011 Syria crisis, towards more long-term geared, sustainable and developmental initiatives, while at the same time building on lessons learned through the delivery of SP programmes.

The programme also seeks to maximize cost efficiency by (i) building on existing expertise and support to GoL; (ii) ensuring a cross-Government approach to promote sustainability, as well as (iii) the use of innovative approaches to promote expansion of key social protection programmes.

The program's policy component guarantees sustainability by providing a framework against which follow-on planning and funding efforts can be sought and channeled. In addition, its programmatic improvements, by seeking to lift people out of poverty, seek to create a virtuous cycle by which increased productivity and more decent work will allow for more sustainable contributions to national social security systems.

At least 10 percent of the overall budget will be allocated with a specific focus on important gender equality aims. These include: a) the integration of gender analysis on existing social protection programmes, b) inclusion of costed gender responsive options for a social protection policy in Lebanon, c) integration of dialogue on gender and social protection and d) technical assistance to support gender mainstreaming throughout the programme.

The 2.0m USD tag represents 70% of the total programme amount. Counterpart funding is available from the PUNOs. The program will build on financing already extended by the

UNCT and World Bank on the NPTP. It will equally leverage current support provided by the UNCT to the Ministry of Social Affairs and the Ministry of Labor.

In addition, further resources can be mobilized by using the SDG Fund as a catalyst to demonstrating development partner commitment to shifting toward a longer-term development approach in Lebanon. The expansion of program scope and the introduction of an overall framework to guide the development of future social protection interventions will help define government social priorities and attract follow-on multi-lateral and bi-lateral financing from agencies that have already expressed interest in social protection.

2.5 Partnerships and stakeholder engagement

The Government of Lebanon will initiate and lead the development of the national SP policy and system, with support from key stakeholders, including UN agencies. As outlined in the section on stakeholders, key government bodies engaged in the programme include: the Prime Minister's Office, Parliamentary Committees, MOSA, MoPH, MEHE, MoIM MoA, MoL, MoF, MoSEEWY. MOSA, alongside the Ministry of Labour, will oversee the technical work and policy dialogue development. On behalf of the UNCT in Lebanon, UNICEF, ILO, WFP along with UN WOMEN and UNDP will support the programme implementation. The programme will leverage the new UN-World Bank compact agreement that has a specific focus on social safety nets.

The Government of Lebanon's endorsement for this programme's concept was received from the Prime Minister's Office, **underlining the PM's role in overseeing the prioritization** and development of the sector. The PM chairs an Inter-Ministerial Committee on Social Development, recommended in the January 2019 national SP dialogue as an appropriate high-level Government coordination mechanism. A joint approach by PUNOs, including joint monitoring, will be promoted through the UN SP Group, co-chaired by WFP and UNICEF. It is important to note that the World Bank has been engaged as an active participant of the UNSF Outcome Group and that clear linkages with their SP work, aligned with this joint programme, were elaborated in the joint UN-WB Action plan for 2019/2020.

UNICEF's role is to support the development of a national SP policy (P.A.1), including evidence and analysis of poverty and existing SP elements, institutional set-up, and consultations (including non-state actors under P.A.5). WFP will lead on P.A.3 and leverage partnership with MOSA and PMO in the implementation of systems for the NPTP food card. It will also harness WFP's positioning in humanitarian social assistance. ILO will lead on P.A.4 - engaged in supporting MoL and the NSSF, particularly the reform of the social insurance schemes to enhance adequacy, responsiveness to needs and extension of coverage - complement UNICEF support on the development of the national SP Policy (P.A.1) and co-lead with UNICEF on building capacity of non-state actors to participate in the development of a national social protection system (P.A.5).

In addition, core components are supported by UNDP and UN Women. UNDP brings strong technical expertise to support P.A.2, building on ongoing work by UNICEF and UNDP with support from the ILO and IMF, to develop a modelling tool to estimate the distributional and wider impacts of planned reforms and investments. The work will produce actionable policy recommendations to promote the design of pro-poor social protection, fiscal and economic reforms. UN Women will leverage its technical expertise to study gender dynamics and gender inequalities relating to social protection, and provide gender responsive recommendations on how to close the gender gap in key areas of social protection. The RC will provide overall leadership and ensure that this programme is linked to ongoing discussions on the CEDRE follow-up and the development of a 2030 national vision.

Civil society (from a very wide range of non-state platforms), academic, technical experts and trade unions in Lebanon will also be engaged in consultations and national dialogue on social protection. These actors will be actively involved in the programme implementation, particularly 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 protection system is gender responsive.

In addition to catalyzing on the aforementioned governmental, civil society, and UN stakeholders, the joint programme will pool and mobilize expertise from across the UNDS at country, regional and global levels where relevant. While the programme is locally owned and executed, expertise will be leveraged from countries and contexts working on building a stronger national SP system, to draw on lessons learned. Joint SDG fund donors will be engaged in the programme to the extent possible. Outputs from the programme will be shared with donors, and donors will be engaged in relevant consultations and forums, including the national SP conference.

3. Programme implementation

3.1 Governance and implementation arrangements

Coordination with government, donor partners and the wider UN development system in Lebanon will play a key role in advancing programme implementation, risk management and ensuring complementarities where relevant with other ongoing/future initiatives.

Government

At a national level, an **Inter-Ministerial Committee** (IMC) for social development was established in January 2007, as per the recommendations of the Social Action Plan, and was entrusted several tasks related to enhancing the performance of the social sector.

The IMC is headed by the Prime Minister and comprises members from different line ministries including Social Affairs, Education and Higher Education, Public Health, Labor, Interior and Municipalities, Finance, Economy and Trade, in addition to the Council for Development and Reconstruction (CDR). The Ministry of Social Affairs serves as the secretariat for the IMC.

As part of the process of development of the national SP policy, the joint programme will support national oversight by engaging the Inter-Ministerial Committee on Social Development. The joint programme will also support the government to ensure oversight by a technical team, with the participation of Director-Generals from all relevant line ministries, as well as policy advisory support from Ministerial advisors, to ensure technical coordination and broad ownership.

PUNOs

A UN **Programme Management Team** (PMT) of the PUNOs involved in the joint programme will ensure overall administrative management of the programme and a close coordination with the Programme's relevant national institutions and processes, including main government counterparts, UN agencies, funds and programmes as well as the other key national and international actors in social protection. The PMT shall ensure the coordination and complementarities of agency work-plans and their timely execution within the joint programme and the broader UN Strategic Framework in Lebanon.

The PMT will be led by UNICEF as the lead agency for the joint programme, with representatives from the Participating UN Agencies and in collaboration with a focal point from the Resident Coordinator's Office. As such, UNICEF will act as the interface with other relevant national and international stakeholders for the joint programme. The lead agency will also be responsible for reporting on behalf of the joint programme, ensuring timely and accurate narrative and financial reporting, as well as ensuring the external evaluation is completed at the end of the programme.

The PMT focal points from the participating UN agencies will act as the project managers for the execution of their agency's Programme components and will support the execution of the Programme and the role of the PMT in their respective areas of competence, as described in the results framework.

Each recipient UN organization is accountable for achieving and monitoring its results in line with the results framework, including the use of funds and follow-up with implementing partners. The UN entities involved in this programme are however jointly responsible for achieving the overall objectives of the joint programme and contribute to joint analysis, reporting and communication.

Through the lead agency the PMT will ensure timely information sharing, close coordination and overall collaboration on programmatic and funding progress with the Ministry of labour and Ministry of Social Affairs - as the government counterparts for the programme.

UN Lebanon

At a broader UN level, the PMT is fully aligned with the **UN SP Working Group**, representing the same agencies, thus ensuring close coordination, information sharing and synergy across all UN agencies in the sector, so as to assess the UN's collective work, including identifying priorities to strengthen One UN support to the joint programme. This will also ensure overall UN strategic coordination including increasing attention from donors and partners. The SP Working Group will act as the Joint Programme Steering Committee and be the main vehicle to provide regular updates on the joint programme and its broader contribution to SP to the UN Country Team to ensure strategic oversight and support to the joint programme.

International partners

The programme will also build on ongoing collaboration and ensure linkages with the World Bank, EU, and other donors through the **Safety Nets Partners Forum**. This Forum is an existing platform to convene core UN agencies and significant donors in discussions around policy, implementation, and resource mobilization for safety net programs in Lebanon. This group will act as the main forum through which updates and feedback with the broader development community on the programme components is shared and gathered.

3.2 Monitoring, reporting, and evaluation

Reporting on the Joint SDG Fund will be results-oriented, and evidence based. Each PUNO will provide the Convening/Lead Agent with the following narrative reports prepared in accordance with instructions and templates developed by the Joint SDG Fund Secretariat:

- *Annual narrative progress reports*, to be provided no later than one (1) month (31 January) after the end of the calendar year, and must include the result matrix, updated risk log, and anticipated expenditures and results for the next 12-month funding period;

- *Mid-term progress review report* to be submitted halfway through the implementation of Joint Programme⁵; and
- *Final consolidated narrative report*, after the completion of the joint programme, to be provided no later than two (2) months after the operational closure of the activities of the joint programme.

The Convening/Lead Agent will compile the narrative reports of PUNOs and submit a consolidated report to the Joint SDG Fund Secretariat, through the Resident Coordinator.

The Resident Coordinator will be required to monitor the implementation of the joint programme, with the involvement of Joint SDG Fund Secretariat to which it must submit data and information when requested. As a minimum, joint programmes will prepare, and submit to the Joint SDG Fund Secretariat, 6-month monitoring updates. Additional insights (such as policy papers, value for money analysis, case studies, infographics, blogs) might need to be provided, per request of the Joint SDG Fund Secretariat. Joint programme will allocate resources for monitoring and evaluation in the budget.

Data for all indicators of the results framework will be shared with the Fund Secretariat on a regular basis, in order to allow the Fund Secretariat to aggregate results at the global level and integrate findings into reporting on progress of the Joint SDG Fund.

PUNOs will be required to include information on complementary funding received from other sources (both UN cost sharing, and external sources of funding) for the activities supported by the Fund, including in kind contributions and/or South-South Cooperation initiatives, in the reporting done throughout the year.

PUNOs at Headquarters level shall provide the Administrative Agent with the following statements and reports prepared in accordance with its accounting and reporting procedures, consolidate the financial reports, as follows:

- Annual financial reports as of 31st December each year with respect to the funds disbursed to it from the Joint SDG Fund Account, to be provided no later than four months after the end of the applicable reporting period; and
- A final financial report, after the completion of the activities financed by the Joint SDG Fund and including the final year of the activities, to be provided no later than 30 April of the year following the operational closing of the project activities.

In addition, regular updates on financial delivery might need to be provided, per request of the Fund Secretariat.

After completion of a joint programmes, a final, *independent and gender-responsive*⁶ *evaluation* will be organized by the Resident Coordinator. The cost needs to be budgeted, and in case there are no remaining funds at the end of the joint programme, it will be the responsibility of PUNOs to pay for the final, independent evaluation from their own resources.

The joint programme will be subjected to a joint final independent evaluation. It will be managed jointly by PUNOs as per established process for independent evaluations, including the use of a joint evaluation steering group and dedicated evaluation managers not involved in the implementation of the joint programme. The evaluations will follow the United Nations

⁵ This will be the basis for release of funding for the second year of implementation.

⁶ [How to manage a gender responsive evaluation, Evaluation handbook](#), UN Women, 2015

Evaluation Group's (UNEG) Norms and Standards for Evaluation in the UN System, using the guidance on Joint Evaluation and relevant UNDG guidance on evaluations. The management and implementation of the joint evaluation will have due regard to the evaluation policies of PUNOs to ensure the requirements of those policies are met and the evaluation is conducted with use of appropriate guidance from PUNOs on joint evaluation. The evaluation process will be participative and will involve all relevant programme's stakeholders and partners. Evaluation results will be disseminated amongst government, development partners, civil society, and other stakeholders. A joint management response will be produced upon completion of the evaluation process and made publicly available on the evaluation platforms or similar of PUNOs.

3.3 Accountability, financial management, and public disclosure

The Joint Programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channeled for the Joint Programme through the AA. Each Participating UN Organization receiving funds through the pass-through has signed a standard Memorandum of Understanding with the AA.

Each Participating UN Organization (PUNO) shall assume full programmatic and financial accountability for the funds disbursed to it by the Administrative Agent of the Joint SDG Fund (Multi-Partner Trust Fund Office). Such funds will be administered by each UN Agency, Fund, and Programme in accordance with its own regulations, rules, directives and procedures. Each PUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.

Indirect costs of the Participating Organizations recovered through programme support costs will be 7%. All other costs incurred by each PUNO in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs.

Funding by the Joint SDG Fund will be provided on annual basis, upon successful performance of the joint programme.

Procedures on financial transfers, extensions, financial and operational closure, and related administrative issues are stipulated in the Operational Guidance of the Joint SDG Fund.

PUNOs and partners must comply with Joint SDG Fund brand guidelines, which includes information on donor visibility requirements.

Each PUNO will take appropriate measures to publicize the Joint SDG Fund and give due credit to the other PUNOs. All related publicity material, official notices, reports and publications, provided to the press or Fund beneficiaries, will acknowledge the role of the host Government, donors, PUNOs, the Administrative Agent, and any other relevant entities. In particular, the Administrative Agent will include and ensure due recognition of the role of each Participating Organization and partners in all external communications related to the Joint SDG Fund.

3.4 Legal context

Agency name	Legal Agreement title	Legal Agreement signature date
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ILO	Agreement between the Government of Lebanon and the International Labour Organization concerning the Establishment of an Office of the Organization at Beirut	14 May 1966
UNICEF	Basic Cooperation Agreement	19 May 1995
UN Women	Fall under UNDP's Standard Basic Assistance Agreement	February 10, 1986
WFP	Fall under UNDP's Standard Basic Assistance Agreement	February 10, 1986
UNDP	Standard Basic Assistance Agreement	February 10, 1986

D. ANNEXES

Annex 1. List of related initiatives

Name of initiative/ project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person (name and email)
National SP Policy	National SP Policy completed	Develop a government-wide vision with clear priorities and an integrated cross-sector national SP policy	UNICEF	MoSA and other relevant line ministries	UNICEF	Sarah Hague shague@unicef.org /MOSA
Public Expenditure Review of the SP System	Public Expenditure Review of the SP System completed	Generate evidence to assess the fiscal, social and economic impact of SP reforms	World Bank and UNICEF	MoSA and other relevant line ministries	World Bank	Haneen Sayed hsayed@worldbank.org
WFP support to NPTP	Scale up of social assistance for Lebanese	Develop the government capacity in implementing well-performing, scalable and replicable social assistance interventions	WFP	MoSA	WFP	Rashiel Velarde rashiel.velarde@wfp.org /MOSA
World Bank support to NPTP, including Graduation Programme	Graduation programme pilot launched	Specify definition, priorities, and programs of SP in Lebanon	WB	MoSA	World Bank	Haneen Sayed hsayed@worldbank.org /MOSA
EU support to NPTP	Improve NPTP including MIS and payment systems	Develop the government capacity in implementing well-performing, scalable and replicable social assistance interventions	EU	MoSA	EU	GALATI Georgia Georgia.GALATI@eea.europa.eu
System strengthening within NSSF	ILO support to improve the NSSF coverage and benefits	Develop innovative modalities for enhancing the adequacy and coverage of NSSF social insurance schemes amongst the working poor	ILO	MoL and NSSF administration	ILO	Luca Pellerano pellerano@ilo.org

EU support to NSSF	Strengthen capacity and governance of NSSF	Develop the NSSF capacity for administration of social security system	EU (via WYG)	OMSAR, NSSF, MoL	EU	Said Kaakour s.kaakour@cnss.gov.lb
PROSPECT	Strengthened programming for expanded access to social protection	Evidence generation for development of programming around disability inclusive employment-social protection nexus	ILO, UNICEF	MoSA	Netherlands	Luca Pellerano pellerano@ilo.org
Alternative Care	Review design of MoSA social service programme – Alternative care	Develop a government-wide vision with clear priorities and an integrated cross-sector national SP policy and more specifically the social welfare pillar	UNICEF	MoSA		Nisrine Tawily ntawily@unicef.org
Inclusive Education	Review design of MoSA institutional provision of disability support to children	Scale up and system strengthening of the Access and Rights Programme for the Disabled	UNICEF	MoSA		Meri Poghosyan mpoghosyan@unicef.org
Support to MoSA Programmes	<ul style="list-style-type: none"> - Development of unique e-ID of beneficiaries of MoSA programmes - Creation of social registry (e-ID) - Implementation of grievance and redress mechanisms (GRM) for MoSA programmes - Implementation of M&E systems in MoSA programmes 	Develop a government-wide vision with clear priorities and an integrated cross-sector national SP policy and more specifically the social assistance pillar	WB and WFP	MoSA		Haneen Sayed hsayed@worldbank.org Rashiel Velarde rashiel.velarde@wfp.org
SP to Farmers	Establishment of a farmer's registry; and Review socioeconomic characteristics and	Importance of a government-wide vision with clear priorities and integrated cross-sector national SP policy	FAO	MoA		Omar Benammour Omar.Benammour@fao.org

	vulnerabilities of farmers and workers in agriculture					
Women's Peace and Security	Women are central to peace and security	Key Pillar on SP in the WPS National Action Plan	UN WOMEN	NCLW	Government of Finland	Nadya Khalife: nadya.khalife@unwomen.org
Men and Women for Gender Equality	Communities have more gender equitable attitudes in Lebanon	Tackling social norms that are barriers for women's economic empowerment	UN Women	KAFA	Government of Sweden	Jumanah Zabaneh: jumanah.zabaneh@unwomen.org
Review of the Lebanese Labour Law	An amended Labour law in line with International Labour Standards	The amendments would have a direct impact on the increase in the category of people covered under the National Social Security Fund (NSSF), such as municipality workers previously excluded under the Labour law	ILO	MoL, Association of Lebanese Industrialist, Chamber of Commerce, General Confederation of Lebanese Workers	ILO	Mr. Torsten Schackel, Senior Specialist ILS and Labour Law schackel@ilo.org

Annex 2. Overall Results Framework

2.1. Targets for Joint SDG Fund Results Framework

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

Indicators	Targets	
	2020	2021
1.1: integrated multi-sectoral policies have accelerated SDG progress in terms of scope ⁷	0 (National dialogue conducted on gender-sensitive SP framework to define key priorities)	1 (National SP policy is complete)
1.2: integrated multi-sectoral policies have accelerated SDG progress in terms of scale ⁸	0	1

⁷Scope=substantive expansion: additional thematic areas/components added or mechanisms/systems replicated.

⁸Scale=geographical expansion: local solutions adopted at the regional and national level or a national solution adopted in one or more countries.

Joint SDG Fund Output 3: Integrated policy solutions for accelerating SDG progress implemented

Indicators	Targets	
	2020	2021
3.1: # of innovative solutions that were tested ⁹ (disaggregated by % successful-unsuccessful)	1 sector/employment-status based strategies/roadmaps for extension of NSSF coverage developed and endorsed through national dialogue;	2 sector/employment-status based strategies/roadmaps for extension of NSSF coverage developed and endorsed through national dialogue
3.2: # of integrated policy solutions that have been implemented with the national partners in lead	3 (SP Policy; NPTP; NSSF related)	3 (SP Policy; NPTP; NSSF related)
3.3: # and share of countries where national capacities to implement integrated, cross-sectoral SDG accelerators has been strengthened	1	1

Joint SDG Fund Operational Performance Indicators

- Level of coherence of UN in implementing programme country¹⁰
- Reduced transaction costs for the participating UN agencies in interaction with national/regional and local authorities and/or public entities compared to other joint programmes in the country in question
- Annual % of financial delivery
- Joint programme operationally closed within original end date
- Joint programme financially closed 18 months after their operational closure
- Joint programme facilitated engagement with diverse stakeholders (e.g. parliamentarians, civil society, IFIs, bilateral/multilateral actor, private sector)
- Joint programme included addressing inequalities (QCPR) and the principle of "Leaving No One Behind"
- Joint programme featured gender results at the outcome level
- Joint programme undertook or drew upon relevant human rights analysis, and have developed or implemented a strategy to address human rights issues
- Joint programme planned for and can demonstrate positive results/effects for youth
- Joint programme considered the needs of persons with disabilities
- Joint programme made use of risk analysis in programme planning

⁹Each Joint programme in the Implementation phase will test at least 2 approaches.

¹⁰ Annual survey will provide qualitative information towards this indicator.

- Joint programme conducted do-no-harm / due diligence and were designed to take into consideration opportunities in the areas of the environment and climate change

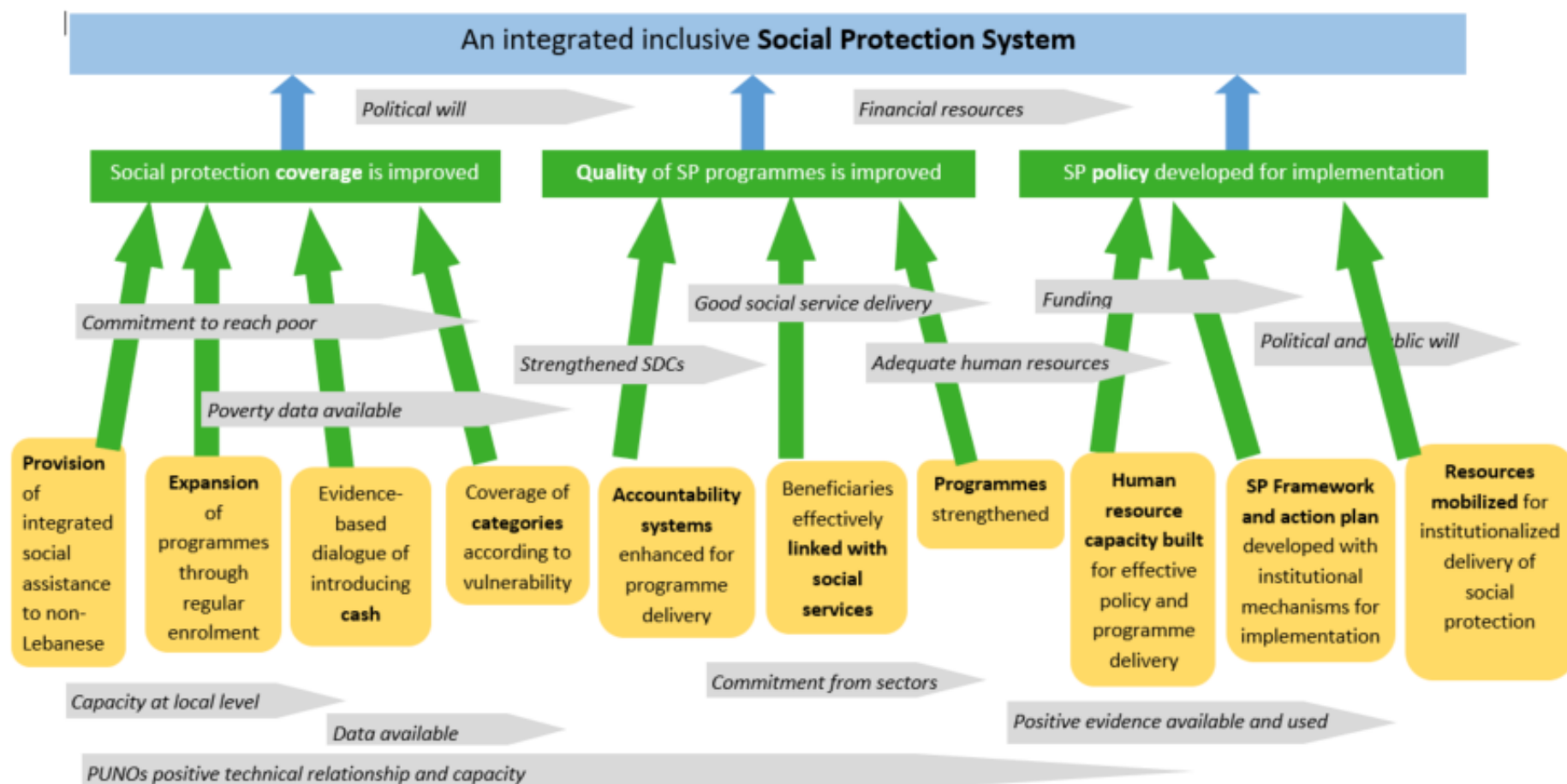
2.2. Joint programme Results framework

Result / Indicators	Baseline	2020 Target	2021 Target	Means of Verification	Responsible partner
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 (National dialogue conducted on gender-sensitive SP framework to define key priorities)	1 (Policy is completed)	Situation analysis; workshop reports; expert contributions; framework draft	MoSA, MoL, PMO, plus MEHE, MoPH, UNICEF, ILO, WFP
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)	2 (Studies on economic and gender impacts of SP reforms available and integrated in national discussions and technical reviews)	n/a	Studies and papers published (see workplan)	UNDP, UNWOMEN, UNICEF, ILO, MoL, NSSF, MoPH, MoF, MoSA
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	0, None (as of July 2019)	1 (MoSA's Beneficiary Data Management (BDM) system for NPTP beneficiaries)	1 (BDM updated semi-annually (January, August))	Semi-annual post-distribution monitoring surveys (PDMS)	MOSA, PMO, WFP

disaggregated data by gender*		developed and piloted.)			
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	35% of NPTP HHS receiving food assistance monthly; % men/women/female headed	50% of NPTP HHS receiving food assistance monthly, % men/women/female headed	Monthly Food e-card loading list	MOSA, PMO, WFP
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 sensitivity assessment conducted)	1 (Disability inclusion recommendations implemented)	Progress report on implementation of study recommendations	MOSA, WFP, ILO, UNICEF
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 End-of-Service indemnity scheme reached)	1 (National consensus on the reform of the health insurance scheme reached)	Assessments published, national dialogue tripartite reports	MOL, NSSF, ILO
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	0 (None in place)	1 sector/employment-status based strategy/roadmap for extension of covered developed and endorsed through national dialogue	2 sector/employment-status based strategies/roadmaps for extension of covered developed and endorsed through national dialogue	Assessments published, national dialogue tripartite reports	MOL, NSSF, ILO

through national dialogue					
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)	1 (Platform exists and dialogue - gender and disability focused - effectively feeds into national dialogue)	Platform reports, monitoring mechanisms, feedback	MOSA, MOL, UNICEF, ILO

[Annex 3. Theory of Change graphic](#)



Annex 4. Gender marker matrix

The programme meets the minimum requirements with a gender marker of 2.

Indicator		Score	Findings and Explanation	Evidence or Means of Verification
N°	Formulation			

1.1	Context analysis integrate gender analysis	3	UN Women will conduct a comprehensive gender assessment of the programme that assesses gender inequity in all areas of the national SP policy and provides gender responsive recommendations. This will target those further left behind including vulnerable women, women working in the informal sector and rural areas, women with disabilities, and LGBTIQ groups. Moreover, each UN agency will collect, analyze, and integrate findings from sex, disaggregated and gender sensitive data throughout the programme cycle.	Gender Assessment Report Final Evaluation
1.2	Gender Equality mainstreamed in proposed outputs	2	Gender equality is mainstreamed into each of the 5 programme outputs in way to ensure that gender issues in social protection are analysed and integrated into the social protection policy through concrete and gender responsive recommendations.	Programme Results Framework
1.3	Programme output indicators measure changes on gender equality	2	The programme design seeks to build and develop gender equitable social protection schemes to contribute to gender equality and women's empowerment. Three of the five programme outputs will measure the programme's capacity to reach women with social protection schemes and hold the social protection policy accountable to include GE issues.	Programme Results Framework
2.1	PUNO collaborate and engage with Government on gender equality and the empowerment of women	2	Lebanon's national women's machinery, the National Commission for Lebanese Women (NCLW), a strategic partner of UN WOMEN, will provide substantive support to the programme's gender assessment and follow-up on implementation of recommendations through advocacy efforts. Government ministries and relevant bodies will receive specific gender considerations to substantively increase their engagement on issues of gender equality in social protection. Moreover, the Ministry of State for the Economic Empowerment for Women and Youth, is a	Gender Assessment Report

			strategic partner for this programme in fostering gender equality on issues of social protection.	
2.2	PUNO collaborate and engages with women's/gender equality CSOs	2	GEWE CSO will provide substantive support to the programme's gender assessment and follow-up on implementation of recommendations through advocacy efforts. These organizations will also lead the development of local researched and written position papers on gender quality and SP in Lebanon	Gender Assessment Report Position papers on gender equality and social protection
3.1	Program proposes a gender-responsive budget	1	More than 10 per cent of the total budget is allocated to gender equality or women's empowerment through gender analysis, assessment, and engagement of women's CSO organizations	Budget
Total scoring		2		

Annex 5. Communication plan

The overall narrative that will be communicated on the content of the joint programme will relate to the key challenges and opportunities that Lebanon currently faces. Important angles will be highlighting that facing an uncertain future at a moment of important opportunity, Lebanon is at a cross-road. Eight years into the Syrian refugee crisis and faced with major economic and social reforms linked to fiscal adjustment and the conditions on CEDRE which are likely to hurt the poorest and most vulnerable households the most, the Government of Lebanon now needs to act. Poverty and wellbeing data will be used to highlight how socioeconomic conditions have worsened in recent years. A key area of response to increasing poverty and vulnerability is social protection. The narrative will explain what SP is, what the related human rights are, that in Lebanon SP is under-financed, and lacks strategic vision and policy, with limited coordination, oversight and key capacity gaps for implementation.

The communication will highlight that the work of the UN agencies within the SDG Fund joint programme aims to assist the Government of Lebanon in building a stronger social protection system that is inclusive, rights based, efficient and effective, with a specific focus on women and PwD, protecting the well-being of most disadvantaged in the context of the planned economic reforms and enables them to make the most of growth opportunities. Particular emphasis will be placed on new evidence arising throughout the process and the engagement and participation of excluded populations.

The strategic approach to key audiences is summarized under a twin-track strategy for engaging both policy-makers (both supportive and otherwise) and also the broader public, as outlined below.

Reach, engage and influence decision-makers

- Directly reach, engage and influence government officials, national and local decision makers to promote the policy change and create awareness around it.
- Promote and support good practices that are generating impact for women and people with disabilities to create a positive momentum around policy change by showcase the programme impact.
- Strategically use media opportunities to create awareness on the national need for policy change especially considering the Syrian refugee crisis that revealed serious weakness in state-led social protection mechanisms.
- Capitalize on the SDG2030 and national VNR to generate a sustainable policy progress momentum.
- Create awareness around SDG indicators for monitoring and accountability towards gender equality and PwD.

Reach, engage and influence individuals

- Identify and mobilize public audiences for public engagement and advocacy on end-of-service-indemnity.
- Create awareness on their insights and which type of messaging and activities best work for them.
- Capitalize on media opportunities on issues related to the current economic situation and reforms measures as required by CEDRE to push the NPTP messaging forward to the public.
- Partner with key selected media for a 2 years public awareness strategy on this priority.
- Reach, engage and influence strategic partners for public and private opinion mobilization
- Explore strategic partnerships with academia, institutes and think tanks to influence and engage audiences (Institutes at AUB, LAU, USJ and other universities)
- Explore strategic partnership with the UNGC to engage and influence the private sector in identified areas of priorities.

In terms of the broad objectives of the communication plan, it will largely focus on the following:

Advocacy

- Increased coverage in prioritized media or public relations channels to reach decision makers.
- Policy recommendations make it to the policy debate/public debates through round tables, and conferences and Op-Eds.
- Key stakeholders are reached, engaged and influenced on the SDG Fund programme priority areas.
- Influential decision-makers become public advocates for SP and the programme priorities.

Public Engagement

- Clear definition of targeted public audiences.
- Content packages on programme priorities are developed and aligned with the targeted impact by each audience.
- Creative narratives are developed in alignment with the national UNCT national SDGs campaign "Take A Step".
- In addition, communication activities depend on the development of the Government's communication strategy for SP
- Content messaging segmented to create awareness on priorities of programme, to inform about national realities, and to call for action.
- Media coverage in channels reaching targeted audiences (UN Perception study showed that 90% of audiences are reached through television).
- Social media activations developed to engage the public around identified priorities.

Indicators (measured through UNICEF media analytics)

- Number of articles/stories with SP or related mentions in media outlets.
- Number of high-profile individuals who publicly support the advocacy messages and initiatives.
- Number of people reached on relevant social media channels.
- Number of video views (Facebook, YouTube, Instagram).

Some of the key activities are outlined below, however these will depend on the direction that the Government takes in the national communication strategy on SP, as lead agency. Reporting on the communication activities will be done through the main reporting requirements and monitoring will occur throughout implementation in the UNSF meetings.

Activity	Methods and channels	Responsible organisation /s	Resources to be invested	Timeline / Deadline s
Support to MOSA to complete development of communication strategy on SP and national policy	A range of platforms to be developed	UNICEF and ILO, with other partners		Beginning 2020
Storytelling to put human face to policies, programmes and complex issues, inspiring the reader by using visuals.	Photos and videos on social media, TV	UNICEF and all agencies		Througho ut
Media engagement around issue of SP and need to system development	journalist forums, press releases, panel debates, special features, expert interviews etc	All, depending on related activity		Througho ut
Policy briefs ; concise, evidence based, solution focused and non-technical notes, intended for policymakers and practitioners	Emails, copies to be distributed in events, workshops, national dialogue	All, depending on related activity		Largely 2020
Specific thematic communication priorities , i.e. specifically disability and gender in particular	A range of platforms to be developed	All, depending on related activity		Througho ut
NPTP Communication Strategy (specific to food e-card)	Engagements with stakeholders, beneficiaries and media	WFP		Beginning 2020
Capacity building workshops for social partners (workers and employers) with the NSSF on the system, the acquired rights and obligations of workers and employers	Trainings with specialized specialists and training manuals	ILO		April 2020- June 2020

National dialogue with civil society for engagement in the development of a national social protection policy	Engagement and information communication with key bodies, associations and groups, including workshops	ILO, UNICEF		Jan-Dec 2019
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Annex 6. Learning and Sharing Plan

In terms of taking a strategic approach to learning and sharing, the programme represents a unique opportunity for learning. The development of **selected knowledge products** is envisaged in the programme formulation including a pre-existing assessment of Social Safety Nets, a situation analysis of the SP sector, a public expenditure review for the SP sector (in collaboration with WB), a gender mainstreaming assessment in the social protection sector, a feasibility assessment for extension of social insurance coverage to the informal economy and social insurance reform, a modelling to estimate the distributional and wider economic impacts of planned reforms and investments. These will constitute the backbone of the learning strategy alongside the outcomes from the national stakeholder dialogues. They will produce actionable policy recommendations to promote the design of inclusive SP reforms.

Using Lebanon as a model, this programme will support regional learning on how a gender and disability responsive national SP system in the Arab region can look like, and best practices to achieve it. This will generate further evidence for how substantively integrating a gender and disability lens into SP mechanisms can not only enable better protection of both men and women, but also enhance the efficiency of social protection for all. Additional knowledge products on lessons learned for making SP gender responsive in Lebanon will be developed, as UN Women has done in other regions.¹¹

While the programme aims to promote the development of a comprehensive SP system through the combination of contributory and non-contributory pillars, it also aims to change the **attitude and perspectives** of key government entities (as well as other actors, including development partners) to coordinate and synergize their efforts in moving forward this portfolio with focus on those furthest behind, instead of working in silos. The programme will also further encourage gradual changing attitudes between duty bearers and rights holders by facilitating active non-state participation. Structured capacity development and learning interventions will be put in place under Output 5 to increase the awareness of non-state actors on SP, their acquired rights, and type of benefits available with special focus on women and PwDs, by organizing possible focus group discussions, awareness raising materials, capacity building workshops. In addition, the programme will focus on developing the capacities of policy makers to make informed policy decisions and engage with civil society to advocate for an inclusive development of a SP system. Moreover, this programme will set a precedent for making gender and disability equality a cornerstone for SP in Lebanon, drive

¹¹ Isiuwa Iyahan, "Making social protection gender-responsive: Lessons from UN Women's work in the Eastern Caribbean," 2017, <https://www.unwomen.org/en/digital-library/publications/2017/2/making-social-protection-gender-responsive>.

forward cultural shifts on gender equality amongst all relevant stakeholders in the UNCT, government ministries, and civil society organizations, paired with concrete and practical recommendations.

A lean knowledge management and sharing approach will be established for the SP programme's content to ensure effective flow of information, sharing the lessons learned at the national, internal and external level, validation of the recommendations with the relevant groups, and to ensure a transparency in the overall execution process of the programme and the delivery of each of its component. To the extent possible, knowledge development and dissemination efforts will build on existing systems, structures and processes that are available at country, regional and global level. The following dimensions will be taken into consideration in developing the project's learning and sharing mechanisms:

- **Partnerships with key national institutions**, within academia, civil society, social partners and the media will ensure that lessons learned through output implementation will feed into existing knowledge dissemination platforms. Analytical work, particularly but not limited to Output 2, will be completed in collaboration with key international actors i.e. IMF and WB, and national research institutes.
- Opportunity to engage with different **learning platforms that already exist** in the field of social protection at the national, regional and global level will be sought throughout the project. All knowledge materials produced through the project will be uploaded on the inter-agency platform socialprotection.org, as well as agency specific platforms. The joint learning approach by PUNOs will be promoted through the UN Social Protection Group, co-chaired by WFP and UNICEF. UN Women will leverage its technical expertise to mainstream gender equality throughout, leveraging its role as chair of the Gender Thematic Group. Engagement of the UNCT in the validation of key learning areas for the joint project will promote the synergy between the different agencies.
- The project will put emphasis on fostering **south-south and triangular collaboration** through exchange of knowledge, skills and technical expertise with best practices examples from relevant countries that have faced similar challenges in the sector, particularly in the region. Collaboration of the [UNSDG regional inter-agency group](#) on social protection will be sought to establish appropriate mechanisms to facilitate relevant exchange across countries in the region, through dedicated or existing regional forum, which could take the form of a series of thematic webinars.
- Joint iterative monitoring that aims to learn from developments in the national context as the programme advances will be central. The identification and extraction of key lessons learned from the execution and implementation of the different components, will be captured by the **second annual report and final evaluation**.

The main objective of the programme's learning and sharing is to put in place effective knowledge management within the Lebanese government, social partners, target groups and development partners. The applied methods will ensure transparency in the implementation of the joint programme, and the knowledge documents will be documented, shared on existing national, regional and global platforms and made accessible for all. UNICEF will oversee and report on delivery of the learning and sharing activities.

Key progress indicators will be as follow:

- Number of flagship knowledge products produced and disseminated according to defined dissemination plans
- Number of national knowledge sharing/capacity development workshops held
- Number of regional knowledge sharing/capacity development webinars/workshops held
- % of events held with explicit reference to lessons learnt
- Social Protection Academy concept developed and piloted
- Annual reports and end-term evaluation completed

The main activities are listed below:

Activity	Methods and channels	Responsible organisation/s	Resources	Timeline/ Deadlines
Regular progress update on programme delivery, with emphasis on sharing advancement of key learning areas with international partners and government counterparts	<ul style="list-style-type: none"> - UNSF SP Group meetings, meetings of Social Safety Net Partners Forum and UNCT meetings - Yearly progress reflection with Regional UNSDG group on SP - Specific fora for regular engagement on lessons learned with key stakeholders for each output 	Involved PUNOs, UNSDG group,	0	Ongoing
Publication and dissemination each key knowledge development products (see list in body of the section), based on tailored evidence uptake plan	Product-specific evidence uptake plan. (at a minimum upload each knowledge development produce on Socialprotection.org and thematic social protection platforms of each PUNO)	Involved PUNOs	Approx. 300,000 USD	Q2 2021
A series of webinars organized to share key learning insights. Particularly on fostering south-south and triangular knowledge sharing on establishing comprehensive social protection system	Series of webinars on socialprotection.org sharing insights from the project's key learning areas	Involved PUNOs	TBD	2021
Social Protection Academy	A tailored capacity development programme on SP to provide intensive, ongoing capacity support to key individuals across Government, with high visibility and recognition	UNICEF, with ILO	50-100,000 USD (possibly co-funded with UNICEF)	2021

Structured engagement of civil society , labour movement and private sector on social protection reforms.	Capacity-building workshops to boost learning, buy-in support and active engagement of non-state actors in SP policy and programme reform	Involved PUNOs	150,000 USD	2020
Formal monitoring and evaluation	Annual monitoring and reporting processes for each of the outputs under the programme by the responsible PUNOs and a full evaluation of the whole programme at its end	Involved PUNOs	40,000	2021

Annex 7. Budget and Work Plan

7.1 Budget per UNSDG categories

The overall budget utilization per UNSDG category is outlined below. It reflects the relevant contribution of three of the UN agencies in the SDG Fund proposal toward the overall programme, as well as a balance of resources toward technical assistance of staff, as well as additional support engaged through contracts. Allocations are estimates based on the two-year expected implementation but given the importance of strong Government leadership and roles of non-state Lebanese actors in the process, these allocations may change as implementation advances.

UNDG BUDGET CATEGORIES	PUNO 1: UNICEF		PUNO 2: ILO		PUNO 3: WFP		PUNO 4: UNDP		PUNO 4: UN WOMEN		TOTAL	
	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)
1. Staff and other personnel	208,748	149,626	280,000	50,000	30,000	60,000	0	0	32,916	0	551,664	259,626
2. Supplies, Commodities, Materials	50,000	0	0	0	20,000	20,000	0	0	10,000	0	80,000	20,000
3. Equipment, Vehicles, and Furniture (including Depreciation)	0	0	5,000	0	50,000	50,000	0	0	5,000	0	60,000	50,000
4. Contractual services	150,000	100,000	285,000	150,000	120,000	0	186,916	0	120,000	0	861,916	250,000
5. Travel	12,000	10,000	10,000	0	50,000	50,000	0	0	15,000	0	87,000	60,000
6. Transfers and Grants to Counterparts	100,000	0	45,000	0	0	0	0	0	0	0	145,000	0
7. General Operating and other Direct Costs (including communications, M&E)	40,000	0	29,206	50,000	10,374	10,374	0	0	4,000	0	83,580	60,374
Total Direct Costs	560,748	259,626	654,206	250,000	280,374	190,374	186,916	-	186,916	-	1,869,160	700,000
8. Indirect Support Costs (Max. 7%)	39,252		45,794		19,626		13,084		13,084		130,841	0
TOTAL Costs	600,000	259,626	700,000	250,000	300,000	190,374	200,000	-	200,000	-	2,000,000	700,000
1st year	300,000	129,813	275,000	125,000	150,000	95,187.00	200,000		100,000		1,050,000	350,000
2nd year	300,000	129,813	425,000	125,000	150,000	95,187.00	0		100,000		950,000	350,000

7.2 Budget per SDG targets

The overall budget per SDG target is outlined below. It estimates a balance of resource allocation toward building integrated SP systems that have a substantive impact on people's resilience. However, it also reflects the inter-linked impacts expected on other SDG areas such as gender, decent work, and institution building.

SDG TARGETS	%	USD
1.3	25	675,000
1.5	25	675,000
5.1	15	405,000
8.5	10	270,000
10.4	15	405,000
16.6	10	270,000
TOTAL	100	2,700,000

7.3 Work plan

The overall workplan, with additional columns inserted to more coherently reflect the related indicators, baselines and MoVs is reflected below. The workplan represents extensive conversations related to the initiated work areas as relevant within Lebanon. An attempt has been made to ensure clarity with straightforward yet meaningful indicators and activities. The budget description describes the key areas of intervention, though these are subject to adjustment according to the reality of needs and circumstances within the Government led approach.

The budget allocated to monitoring, reporting and communications is included within the direct costs. Costs largely relate to product publishing and event hosting. Most such activities will be overseen by UNICEF as convening agency. The SDG Fund final evaluation will be funded by the ILO.

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.															
Output	Indicators	Baseline	Annual target/s		List of activities	Time frame								PLANNED BUDGET				PUNO /s involved	MoV	Implementing partner/s involved
			2020	2021		Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4	Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)	Total Cost (USD)			
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	1.1 National gender-sensitive SP framework developed (incl # of thematic areas in the national SP framework that include gender perspective and disability)	No national SP policy/framework/strategy exists. Jan 2019 national discussion held to agree need for SP framework	National dialogue conducted on gender-sensitive SP framework to define key priorities	Policy is completed	Technical workshop; discuss expert contributions, including evidence on gender-sensitive SP	√			√					Provision of technical capacity on SP to Government; implementation of technical assistance to develop framework; situation analysis; finance analysis; workshops; roundtables on thematic areas; contribution of 20 technical Lebanese experts; national dialogues;	575,000	200,000	775,000	UNICEF, ILO, WFP	Situation analysis; workshop reports; expert contributions ; framework draft	MoSA, MoL, PMO, plus MEHE, MoPH etc (see Prog Doc)
					Situation analysis	√	√	√												
					2 national dialogues, using evidence developed in Output 2		√		√											
					Drafting, revision, finalisation of SP framework				√		√	√	√							
2. Evidence to assess the fiscal, social and economic impact of gender-responsive SP reforms generated and used	2.1 Availability of evidence on economic and gender impacts of SP reforms	Limited evidence currently available (UNICEF/MO SA study on Social Safety Nets), no specific studies on economic impacts and gender issues in SP in Lebanon	Studies on economic and gender impacts of SP reforms available and integrated in national discussions and technical reviews	n/a	Study on economic and fiscal impact of key SP reforms (UNDP)	√	√							Positioning of technical expertise (in-house and external) to develop study papers; grants to CSO/academic bodies	400,000	0	400,000	UNDP, UNWOMEN, UNICEF, ILO	Study published	MoL, NSSF, MoPH, MoF, MoSA
					Comprehensive gender assessment (includes costing, modeling, and feminist and participatory approaches)	√	√												Assessment published	

	the operations, access and implementation of the NPTP			implemented	benefits amongst PwD									of recommendations					recommendations	
					Development of adjustments to enhance design and implementation of NPTP from the perspective of disability inclusion															
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	4.1 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	Reforms overdue	National consensus on the reform of End-of-Service indemnity scheme reached	National consensus on the reform of the health insurance scheme reached	Adequacy and financial sustainability analysis of existing social insurance benefits	✓	✓	✓	✓	✓	✓	✓	✓	In house and external technical assistance for legal, financial and administrative reforms; NSSF capacity building; support to awareness raising and communication	475,000	70,000	545,000	ILO	Assessments published, national dialogue tripartite reports	MoL, NSSF
					Awareness raising campaign on end-of-service-indemnity and other social insurance reforms				✓	✓	✓	✓								
	4.2 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	None in place	1 sector/employment-status based strategy/roadmap for extension of covered developed and endorsed through national dialogue	2 sector/employment-status based strategies/roadmaps for extension of covered developed and endorsed through national dialogue	Feasibility assessments for extension of national insurance systems in priority sectors / employment status	✓	✓	✓	✓											
					Development and implementation of a roadmap for extension of social insurance coverage				✓	✓	✓	✓	✓							
					National dialogue on social security reforms and extension of social insurance	✓	✓	✓	✓	✓	✓	✓	✓							

Annex 8. Risk Management Plan

The overall risk management strategy is outlined below. A key aspect will be the iterative and ongoing identification of risks and monitoring of key assumptions to assess the overall risk environment throughout programme implementation. Below we identify some of the key risks, potential impact and likelihood and possible mitigation.

Lebanon remains a fragile and volatile operating context socially, politically and economically. Following the CEDRE conference in Paris in April 2018, a number of economic reforms and austerity measures were outlined upon which release of funds is conditioned. 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.

In terms of institutional risk, 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 development of the national policy, especially during the implementation phase. Other potential risks include possible security, economic or political shocks, in light of the geopolitical situation in the region and recent regional security tensions.

The table below presents as assessment of risk impact and likelihood and touches upon possible mitigation measures. Throughout the process of developing a national SP policy, working closely with the Government, engaging participation from all relevant line ministries, and in-depth planning with the relevant government counterparts will be crucial to ensure broad ownership and alignment of priorities. In addition, providing continuous technical support and system strengthening is the greatest available mitigation against diminishing political will.

Monitoring and evaluation of risks will be performed on a regular basis, and a revision of risks may require a review of risk assessment and priorities. As such, the following activities will be performed periodically, documented and reported as required:

- Review and evaluate currently defined risks,
- Identify, analyze, and assess potential emerging and new risks,
- Define mitigation measures of newly identified risks,
- Obtain additional information to improve risk assessment, and
- Detect changes in external and internal context, which may require revision of risk assessment.

In terms of human rights diligence measures will be put in place to ensure that programme support is provided in a manner consistent with the purposes and principles as set out in the Charter of the United Nations and is compliant with and promotes the respect for international humanitarian, human rights, and refugee law. The four steps of Human Rights Due Diligence to consider will be 1) Assessing actual and potential human rights impacts; 2) Integrating and acting on the findings; 3) Tracking responses; and 4) Communicating about how impacts are addressed.

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
Contextual risks					
Pressures due to the protracted refugee crisis, ongoing economic reforms, and absence of a coherent national SP policy and strategy exacerbate social and economic tensions and conflict	High (12)	4	3	Supporting Government on strengthening and improving current existing programs such NPTF and NSSF	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 on the definition, priorities, and programs of SP in Lebanon	WFP, UNICEF, ILO
Further economic reforms and austerity measures in the medium term might magnify the effects of the protracted refugee crisis to local vulnerable populations and the already inherent weaknesses of Lebanon's SP system	High (12)	3	4	Benefiting from CEDRE process as a unique opportunity to boost economic growth, provided adequate social safeguards in place and focus on employment creation and SP for vulnerable workers	UNICEF, ILO, UNDP
The political situation could still be a burden on growth in the medium-long term, increasing social and economic pressure	High (16)	4	4	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 Syria worsening and resulting in an influx in the number of refugees across borders	High (12)	3	4	Monitoring the situation inside Syria and at the borders with Lebanon and Jordan to foresee any impact on achievement of programme objectives	All
Possibility of security situation inside Lebanon worsening and shifting the focus from system strengthening to humanitarian assistance	Very High (20)	4	5	Monitoring the situation in the country, with line ministries as well as local authorities engaged at national and local level to support the delivery of services in case of lack of access	All

Programmatic risks					
Narrowing fiscal space increases pressure in arguing for reprioritized resources between and within programmes	High (12)	3	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	High (9)	3	3	Providing technical support and capacity to line ministries to implement SP programs	WFP, UNICEF, ILO
Institutional 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	Reactivating the Inter-Ministerial Committee on Social Development, chaired by PMO with MoSA acting as Secretariat; and supporting the government to establish a technical committee, with the participation of all relevant line ministries, to ensure technical coordination	Partners Forum
Lack of shared vision, integrated policy, and financing policy for SP leading to fragmentation and limited spending efficiency	High (12)	4	3	Supporting the government to launch a national dialogue to define a shared vision and multi-sectorial strategy for SP	WFP, UNICEF, 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 developing an 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					
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 work for the best interest of the Government with the aim of promoting social progress, better living standards and human rights.	All