



WFP EVALUATION

Evaluation of Lebanon WFP Country Strategic Plan 2018–2021

Centralized Evaluation Report

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Office of Evaluation



**World Food
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Contents

Executive Summary	i
1. Introduction	1
1.1. Evaluation features.....	1
1.2. Context.....	1
1.3. Subject being evaluated.....	7
1.4. Evaluation methodology, limitations and ethical considerations.....	11
2. Evaluation Findings	13
2.1. EQ1: To what extent is the strategic position, role and specific contribution of WFP based on country priorities and people’s needs as well as WFP strengths?.....	13
2.2. EQ2: What is the extent and quality of the specific WFP contribution to country strategic plan strategic outcomes in Lebanon?.....	20
2.3. EQ3: To what extent has WFP used its resources efficiently in contributing to country strategic plan outputs and strategic outcomes?.....	39
2.4. EQ4: What are the factors that explain WFP performance and the extent to which it has made the strategic shift expected by the country strategic plan?.....	49
3. Conclusions and Recommendations	56
3.1. Conclusions.....	56
3.2. Lessons.....	58
3.3. Recommendations.....	59
Annexes	67
Annex 1. Summary Terms of Reference.....	67
Annex 2. Methodology.....	69
Annex 3. Bibliography.....	76
Annex 4. List of People Interviewed.....	85
Annex 5. Evaluation Timeline.....	89
Annex 6. Evaluation Matrix.....	90
Annex 7. Interview Guidelines.....	104
Annex 8. Reconstructed Intervention Logic.....	107
Annex 9. Cumulative Financial Overview.....	110
Annex 10. Results.....	116
Annex 11. Funding Environment in Lebanon.....	131
Annex 12. Maps.....	133
Annex 13. Food Consumption Score and Reduced Coping Strategy Index.....	139
Annex 14. Evolution of Cash and Vouchers.....	141
Annex 15. Recommendations: Link to Findings.....	142
Acronyms	154

List of figures

Figure 1: Lebanon – funding against response plans and appeals.....	7
Figure 2: Beneficiaries (planned and actual) by intervention, by year and beneficiary category (2016–2019) .	8
Figure 3: Lebanon context and WFP activities	9
Figure 4: Strategic outcome 1 – activity 1: Output targets versus actual. Beneficiaries receiving unconditional resource transfers to support access to food	22
Figure 5: Beneficiaries (planned and actual) receiving cash-based transfers, by gender (2019)	29
Figure 6: Food consumption group for Lebanese.....	29
Figure 7: Reduced Coping Strategy Index (rCSI) disaggregated by gender of head of household (Lebanese)	30
Figure 8: Budget revisions by strategic outcomes	43
Figure 9: Breakdown of the yearly budget by activity (BR6)	43
Figure 10: Implementation rate by year and activity (ratio of expenditures on implementation plan budget)	44
Figure 11: Cost-transfer ratio by activity over time	45
Figure 12: Planned versus actual cost per beneficiary by activity and by year	46
Figure 13: Output implementation rate in 2019 (planned versus actual) by activity.....	48
Figure 14: Evaluation process.....	71
Figure 15: Planned and actual beneficiaries reached by activity 2018.....	128
Figure 16: Planned and actual beneficiaries reached by activity 2019.....	128
Figure 17: Beneficiaries by status	129
Figure 18: Beneficiaries by gender and age.....	129
Figure 19: Implementation plan as a share of needs-based plan by year	132
Figure 20: WFP presence in Lebanon	133
Figure 21: Percentage of households with moderate and severe food insecurity	134
Figure 22: Food insecurity by trends 2016-2019.....	134
Figure 23: Food insecurity by governorate	134
Figure 24: Map of food insecurity in Lebanon and location of school feeding activities	135
Figure 25: Proportion of beneficiaries reached by WFP among Syrian refugees below Survival Minimum Expenditure Basket (SMEB) – March 2020	136
Figure 26: Proportion of WFP food e-card national poverty targeting programme households versus Lebanese below poverty rate – March 2020.....	137
Figure 27: WFP livelihoods activities (January 2018 – July 2020)	137
Figure 28: WFP plans to assist Lebanese beneficiaries in 2020	138
Figure 29: Food Consumption Score by modality and by quarter	139
Figure 30: Reduced Coping Strategy Index by modality and by quarter.....	140

List of tables

Table 1: Lebanon portfolio overview (2016–mid-2020).....	8
Table 2: Country strategic plan strategic outcomes and key activities at design stage	10
Table 3: Beneficiaries 2016–2019 receiving school meal activities	25
Table 4: Country Strategic Plan (2018–2019) participants’ figures food assistance for assets – food assistance for training.....	27
Table 5: Annual financial overview for the period 1 January to 31 December 2018 (Amount in USD)	110
Table 6: Annual financial overview for the period 1 January to 31 December 2019 (Amount in USD)	111
Table 7: Lebanon country strategic plan resource situation as a share of needs-based plan from budget revision 06	131

Executive Summary

Introduction

Evaluation features

1. The evaluation covered WFP activities in Lebanon under the country strategic plan (CSP) from 2018 to mid-2020. It also examined operations under regional emergency operation (EMOP) 200433 and protracted relief and recovery operation (PRRO) 200987. The strategic focus and purpose of the evaluation were to provide an independent assessment of WFP's performance, opportunities and challenges; to inform the design of the next CSP for Lebanon; to improve current programming; and to facilitate accountability for results to WFP stakeholders.
2. The independent evaluation team conducted a comprehensive desk review of documentation and quantitative data sets. This was complemented by key informant interviews with 89 stakeholders. An initial in-country mission took place from 5 to 12 February 2020. Due to instability in the country and COVID-19-related travel restrictions, a remote evaluation mission was conducted from 22 June to 16 July 2020.

Context

3. Lebanon is a densely populated country of 6.82 million people, over 2 million of whom are refugees and migrants, mainly from the Syrian Arab Republic and the State of Palestine. The country is facing a dire economic situation, which triggered civil unrest in October 2019. More than half of the Lebanese population¹ lives in poverty and 88 percent of Syrian refugees live on less than the survival minimum expenditure basket (SMEB).² The situation has been exacerbated by the spread of COVID-19 and the Beirut port explosions in 2020.
4. Lebanon's debt burden has surpassed 150 percent of its gross domestic product³ and its first debt default was in March 2020.⁴ A lack of economic diversity has resulted in the informal economy providing the majority of jobs. Agriculture is an important sector for the Lebanese economy, but its vulnerability to climate change and low productivity are of concern.
5. Social protection is still nascent in Lebanon, which has one of the lowest rates of women's labour market participation in the world.⁵ The pandemic has also harmed women's employment conditions.⁶ Institutional weakness is reflected in the country's difficulty in managing economic and political challenges. A review of the Sustainable Development Goals (SDGs) in 2018 showed that while targets had been met in health and primary education, mixed results had been achieved in poverty reduction and environmental sustainability.

Country strategic plan

6. WFP has been operating in Lebanon since 2012, responding to the needs of Syrian refugees. Figure 1 presents a summary of WFP operations in Lebanon and key events that occurred before and during the evaluation period. The regional approach to the emergency response to the Syrian refugee crisis was built on developing the first CSP for Lebanon, which has been implemented in response to a complex protracted emergency resulting in a fragile situation.
7. The CSP, covering the period 2018–2021 has four strategic outcomes that are related to the ongoing humanitarian crisis and WFP's strategic partnership with the Government for the achievement of SDGs 2 and 17 (figure 2). Under the CSP, social protection and capacity strengthening for national government counterparts gained prominence. WFP also adjusted its programme to include in-kind food assistance as a contingency measure, extending support to vulnerable Lebanese.

1 World Bank. 2020. Lebanon Economic Monitor. [The Deliberate Depression](#).

2 USD 87/person/month USD 435/household/month, i.e. LBP 652,694 at an exchange rate of LBP 1,500/USD, (assuming a household of five members). Source: WFP. 2020. [Review of the Survival and Minimum Expenditure Baskets in Lebanon](#).

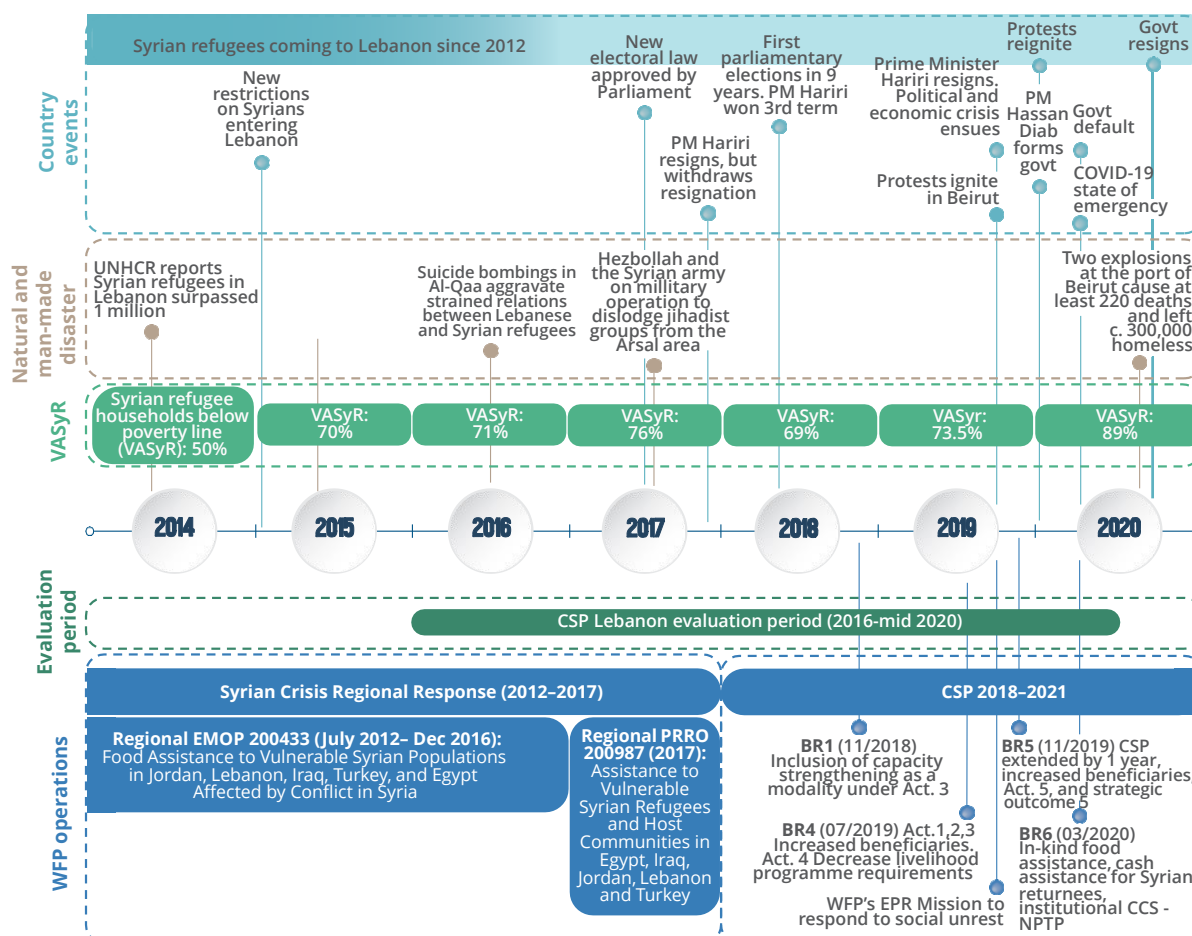
3 Amer Bisat, L.C. 2020. [Should Lebanon Default? Restructuring Is Inevitable: The Sooner, the Better](#).

4 Reuters. 2020. [Declaring it cannot pay debts, Lebanon sets stage for default](#).

5 World Economic Forum. 2020. [Global Gender Gap Report 2020](#).

6 WFP. 2020. [Assessing the Impact of the Economic and COVID-19 Crises in Lebanon](#).

Figure 1: Lebanon context and WFP activities



Abbreviations: BR = budget revision; CCS = country capacity strengthening; EPR = emergency preparedness and response; NPTP = national poverty targeting programme; VASyR = vulnerability assessment of Syrian refugees.

Source: Evaluation team.

Figure 2: CSP strategic outcomes and activities⁷

<p>Strategic outcome 1. Food-insecure refugees – including school-age children – and crisis-affected host populations have access to life-saving, nutritious and affordable food throughout the year.</p>	<p>Activity 1: Unconditional resource transfers to support access to food (cash-based transfers [CBTs]). Unconditional food assistance for 12 months each year through CBTs to Syrian refugee households and Palestinian refugees from the Syrian Arab Republic.</p> <p>Activity 2: School meal activities (cash and in-kind). Conditional food assistance for education in the form of cash for education and school meals.</p>
<p>Strategic outcome 2. Vulnerable women and men in targeted refugee and Lebanese communities sustainably improve their skills, capacities and livelihood opportunities by 2020.</p>	<p>Activity 3: Individual capacity strengthening activities (CBTs). Conditional food assistance to support training of Syrian refugees and vulnerable Lebanese people and enhance their livelihoods and income opportunities.</p> <p>Activity 4: Asset creation and livelihood support activities (CBTs). Conditional food assistance for assets to strengthen cohesion</p>

7 Under the fifth revision of the CSP, strategic outcome 4 became strategic outcome 5, with a shift from crisis response to addressing root causes. Activity 6 was replaced with activity 7, which focuses on strengthening the capacity of the national poverty targeting programme.

	between Syrian and Lebanese communities, improve living conditions and stimulate local economic opportunities.
Strategic outcome 3. Vulnerable populations in Lebanon are enabled to meet their basic food needs all year long.	Activity 5: Unconditional resource transfers to support access to food (CBT). Unconditional food assistance for 12 months each year through CBTs for vulnerable Lebanese households.
Strategic outcome 5. National institutions and national and international humanitarian actors are supported in their efforts to improve the effectiveness and efficiency of their assistance.	Activity 7: Institutional capacity strengthening activities. Enhanced use of the WFP cash platform to support the broader humanitarian community and support to strengthen the capacities of national ministries to design and implement efficient and effective programmes.

Source: Evaluation team.

8. The Lebanon country office is supported by a variety of donors, including most prominently Germany, the United States of America, the European Commission, the United Kingdom of Great Britain and Northern Ireland, Canada and Norway.

Evaluation findings

To what extent are WFP's strategic position, role and contribution based on country priorities and people's needs and rights, as well as WFP's strengths?

Relevance and strategic positioning

9. The design of the CSP was relevant to government priorities and national commitments to SDGs 2 and 17. WFP supported the Ministry of Agriculture's strategy by focusing on food security and agricultural productivity through strategic outcomes 1 and 2. The CSP supported the implementation of the national social development strategy by supporting the national poverty targeting programme (NPTP) and opportunities for safe employment through strategic outcomes 3 and 4. The CSP assisted the Government in achieving SDG 2 by reducing hunger and poverty. Operational interventions were complemented with government capacity strengthening, although this was not based on a clear road map.

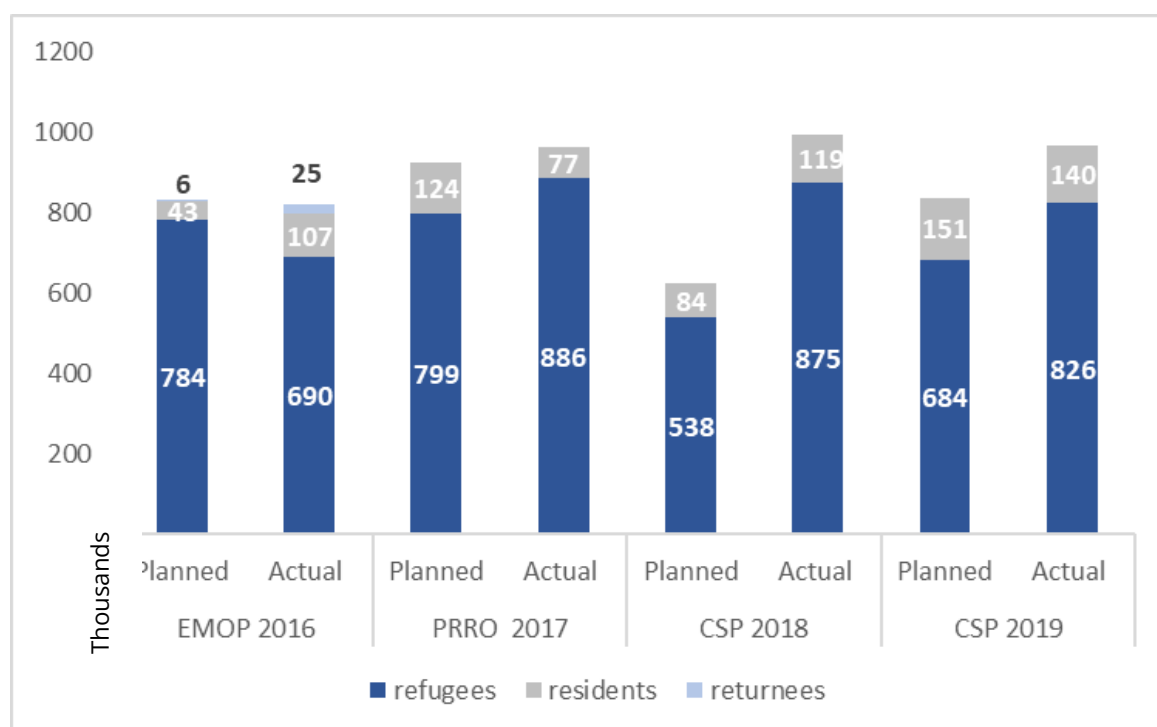
10. The CSP was aligned with the objectives set out in the Lebanon crisis response plan, providing comparable support to Syrian refugees and vulnerable Lebanese households and communities. WFP has maintained its relevance by constantly adapting to changing needs. The delivery of cash assistance at scale has increasingly been accompanied by greater emphasis on protection, resilience and social cohesion.

11. Gender inequality was recognized, and the CSP was supported by the 2017 WFP Lebanon gender action plan. While the CSP demonstrated a strong understanding of gender dynamics, it did not reveal how gender-transformative approaches would be operationalized.

Addressing the needs of the most vulnerable

12. The CSP addressed vulnerabilities in the evolving context of the protracted refugee crisis. Vulnerable and marginalized groups were targeted for food assistance, livelihood support and school feeding interventions. Syrian refugees were selected for cash-based transfers (CBTs) through vulnerability-based targeting using an econometric formula and "bottom up" approach used by WFP and the Office of the United Nations High Commissioner for Refugees (UNHCR). Lebanese beneficiaries of WFP e-vouchers were identified through NPTP targeting processes. Figure 3 shows that since 2017 the country office has consistently reached more beneficiaries than planned.

Figure 3: Beneficiaries (planned and actual) by intervention, year and beneficiary category (2016-2019)⁸



Sources: CSP, annual country reports for 2018 and 2019; PRRO, standard project report (SPR) for 2017; EMOP, SPR 2016.

13. The CSP focused on geographical areas with a high concentration of poverty and livelihood vulnerability among Lebanese and Syrian refugee communities. Gender mainstreaming was integrated in WFP operations, but the CSP did not identify which gender barriers would be addressed or how they would be tackled.

Coverage and scale-up

14. WFP was able to maintain the number of refugees reached with CBTs during periods of increased vulnerability. Timely adjustments for inflation and other factors were made in response to the escalating economic crisis. During the COVID-19 crisis WFP scaled up support to Lebanese households through the NPTP.

15. In response to growing national vulnerability, WFP revised strategic outcome 4 and developed strategic outcome 5, dedicated to social protection capacity building. The CSP has been filling a gap and positively influencing the development of a national social protection vision during the most critical of times.

16. One limitation of the CSP was a lack of detail on WFP’s comparative advantage in emergency preparedness and response (EPR). WFP nevertheless plays a considerable role in EPR because Lebanon remains politically and economically fragile. Natural disasters related to climate change are also a threat.

Coherence and alignment

17. The CSP is coherent with the United Nations strategic framework for Lebanon through a “dual track” approach that seeks to mitigate the impact of the Syrian conflict and address pre-existing structural constraints. Alignment is especially strong with the framework’s core priority 3, on reducing poverty and promoting sustainable development in a human rights and gender-sensitive manner.

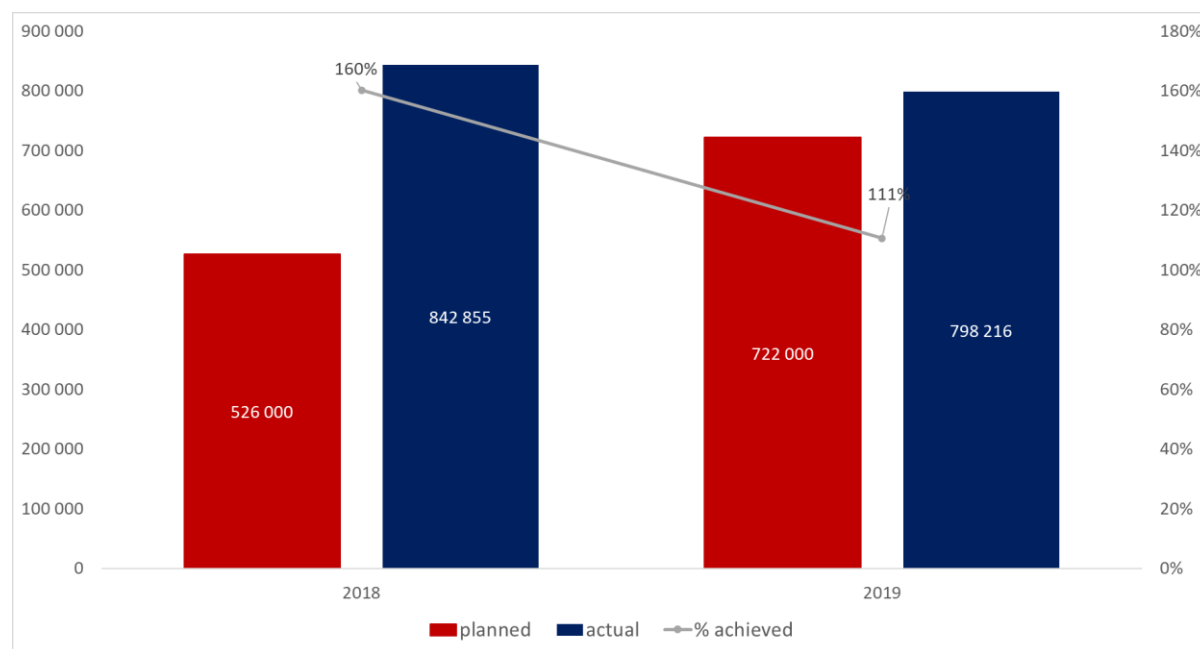
⁸ Differences between planned and actual number of beneficiaries were caused by changes in financial resources and context. Needs-based budgets were USD 293 million for the EMOP (2012–2016), USD 312 million for the PRRO (2017) and USD 1,803 million for the CSP (2018–2021).

What is the extent and quality of the specific contribution of WFP to CSP strategic outcomes in Lebanon?

Contribution to strategic outcomes

18. Under strategic outcome 1, the target for cash assistance provided to refugees living under the SMEB threshold was consistently achieved or exceeded (figure 4), which contributed to positive food security outcomes. The school feeding programme met its targets for reaching vulnerable Lebanese and Syrian students in public schools (table 1), contributing to higher school retention rates.

Figure 4: Strategic outcome 1 – activity 1: Beneficiaries receiving unconditional resource transfers that support access to food (output targets versus actual)



Source: Evaluation team based on 2018 and 2019 annual country reports.

TABLE 1: BENEFICIARIES OF SCHOOL MEAL ACTIVITIES, 2016–2019

School year	Number of schools	Target	Students reached	Lebanese children reached during morning shift*	Refugee children reached during afternoon shift
2016/17	13	10 000	16 610	6 644 (50% boys, 50% girls)	9 966 (50% boys, 50% girls)
2017/18	39	17 000	17 456	8 798 (45% boys, 55% girls)	8 658 (54% boys, 46% girls)
2018/19	39	24 000	23 170	9 116 (53% boys, 48% girls)	14 072 (50% boys, 50% girls)
2019/20	59	36 500**	34 530	Target 50% boys, 50% girls	Target 52% boys, 49% girls

Source: WFP. 2020. *Draft report on the evaluation of WFP emergency school feeding in Lebanon.*

* In some schools up to 30 percent of the children reached during the morning shift are Syrian refugee children.

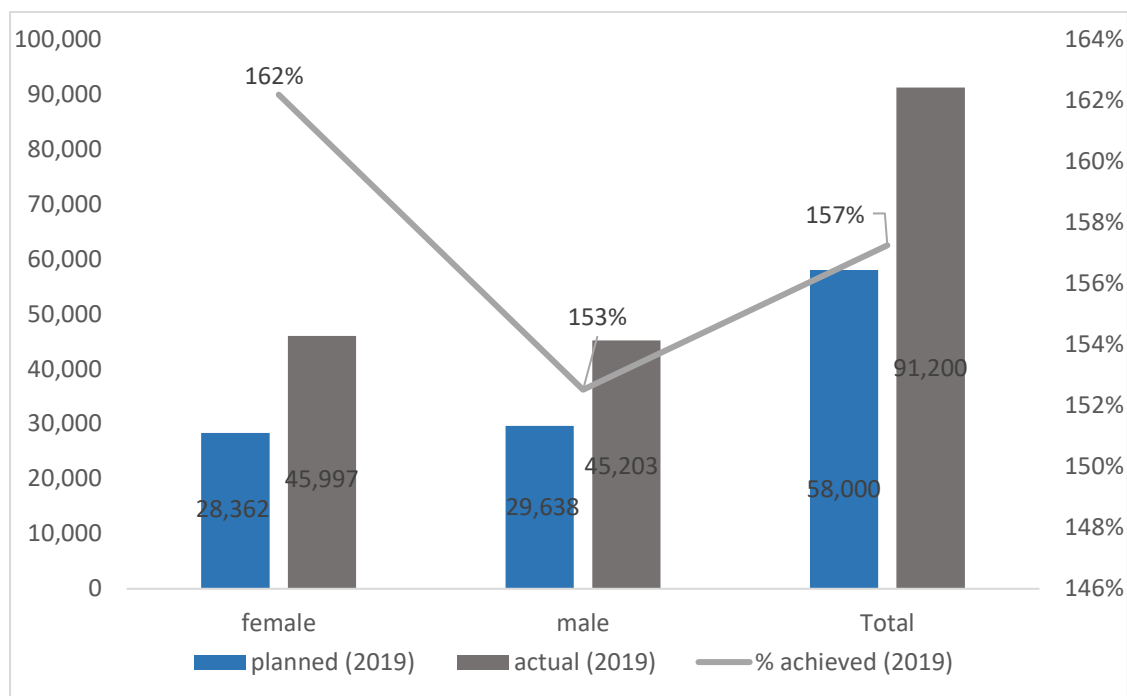
** Including 34,000 pre-packed snacks and 2,500 kitchen prepared snacks.

19. Strategic outcome 2 supported livelihood interventions using food for assets and food for training modalities, with a positive effect on household food consumption and a reduction in the use of negative coping strategies. The community assets created supported local economic development. Targets under the

livelihood support programme were exceeded in 2018 and 2019. Efforts to tailor activities to women’s needs to encourage participation were successful.

20. Under strategic outcome 3 vulnerable Lebanese unable to meet basic food needs were assisted with e-vouchers distributed via the NPTP. WFP managed to scale up its beneficiary caseload when needed (figure 5) and contributed to better food consumption and nutrition diversity and reduced engagement in negative coping strategies. With WFP’s support, the NPTP food e-card component was expanded.

Figure 5: Beneficiaries (planned and actual) receiving CBTs, by gender (2019)



Source: Evaluation team based on 2019 annual country reports.

21. In 2019 strategic outcome 5 was developed in order to address the root causes of increased vulnerability through support for the development of Lebanon’s social protection system. WFP’s positive contributions helped strengthen NPTP operational systems. A capacity building road map supporting the overall institutional set-up is needed and should be developed in coordination with other actors.

Humanitarian principles, protection, accountability to affected populations and gender

22. WFP helped alleviate hunger in a complex protracted crisis, upholding the humanitarian principle of humanity – to prevent and alleviate human suffering – and did so taking into account protection concerns and accountability to affected populations (AAP). The AAP unit improved the mainstreaming of gender and protection into WFP activities, and the establishment of the unit was critical to the processing of beneficiary complaints through a call centre jointly operated with UNHCR. This feedback mechanism facilitated the impartiality of WFP’s response and needs-based coverage. There was better dissemination of information to beneficiaries and better follow up on gender and disability concerns. However, the evaluation team found that the criteria for CBT targeting could have been better explained to the refugee population.

23. Protection work consisted of tracking cases initiated through the call centre. Despite the differences in the approaches of WFP and UNHCR, good progress was made in streamlining call centre operations and improving services; however, there was room for improvement in the timely handling of complaints, case tracking and referrals.

24. In a complex political environment WFP was able to balance its operational independence and engagement with relevant government institutions. Its strong data and evidence-based work allowed WFP to maintain its neutrality by basing decisions on needs, rights and priorities. No discrimination was made between different groups or geographical locations in providing assistance. For beneficiary populations and cooperating partners it would have been better if WFP had balanced its remote monitoring and data collection with a stronger field presence, particularly in locations with no field suboffices.

25. The country office made significant progress towards achieving the objectives of the 2017 gender action plan. Monitoring complied with corporate requirements for gender equality and the empowerment of women. There was an increase in the number of female beneficiaries for all CSP activities, which equalled or exceeded the number of male beneficiaries. Gender parity seemed, however, to have overshadowed gender equality and the empowerment of women. The country office is working towards a more gender-transformative approach, identifying the specific needs and barriers faced by women and girls that are to be addressed through WFP interventions.

Sustainability and connectedness

26. The availability of CBTs is necessary to refugees' ability to meet their food and other basic needs. National capacity strengthening and systems development focusing on CBTs will inform the development of the national social protection system. The Government currently lacks the political will and capacity to integrate refugees into this new system, so the prospects for a handover of CBTs for refugees to national management are severely limited. In this sense the potential for sustainable national ownership of CBTs for refugees is limited in the current context.

27. WFP needs to discuss with donors the possibility of securing multi-year funding as a long-term approach to building systems and handing them over to the Government. For now, it is not clear when or how the Government will assume full ownership of social protection systems.

28. WFP's school feeding interventions support the Government of Lebanon in developing a nationally owned, inclusive and sustainable school feeding programme within the framework of national social protection programmes. In Lebanon, the school feeding institutional set-up allows for strong national ownership. However, the pilot phase has yet to be translated into a road map for developing a large-scale and financially viable framework supported by other national actors. Financing strategies that go beyond regular government budgets will be necessary to address concerns with financial capacity, especially given the current economic and social crises.

29. For livelihood and resilience activities, WFP improved how it assesses which activities contribute to greater income-generating opportunities and stronger resilience. Training could have been better aligned with market needs. Where training was linked with community-level investments or projects – such as infrastructure – the potential for employment was higher.

30. WFP gave effect to its focus on resilience in Lebanon by reinforcing its livelihood support portfolio under the CSP, targeting both Lebanese and refugees. However, it is difficult to link humanitarian and development approaches in a context where legal restrictions prevent the refugee population from accessing employment or other economic opportunities.

31. WFP's resilience building work contributed to a relatively peaceful co-existence between the Lebanese and refugee population groups. The scale of WFP operations – at the community and institutional levels – had a positive effect on the stability of the country at times of increased economic insecurity.

To what extent has WFP used its resources efficiently in contributing to CSP outputs and strategic outcomes?

Timeliness

32. The activities outlined in the CSP have been implemented on time, despite civil unrest and financial crisis. The share of output indicators that met their targets was 84 percent in 2018 and 64 percent in 2019.⁹ No major delays in programme implementation were recorded in those two years.

33. WFP contingency measures ensured service continuity during the crisis and encompassed worst-case scenarios including a collapse of the banking system.

34. The implementation of some WFP activities supporting social protection was delayed because this field is still at a nascent stage; progress was also hampered by a lack of financial support from donors.

⁹ WFP. 2018. Lebanon Annual Country Report 2018 and WFP. 2019. Lebanon Annual Country Report 2019.

35. While revisions of the CSP did not result in significant delays, the challenging communication pathways, lengthy revision approval processes and arduous financial management procedures consumed staff time and energy to the detriment of other activities.

36. Earmarked contributions present a challenge as they limit flexibility in the allocation of funding, which is essential in a volatile environment. A significant proportion of contributions were earmarked at the modality level within activities, such as cash assistance or vouchers. This created significant challenges for WFP when addressing CBT pipeline breaks. Humanitarian assistance was sustained in such cases mainly due to WFP’s internal funding mechanisms.

Appropriateness of coverage and targeting

37. Vulnerability-based targeting of Syrian refugees was central to WFP’s targeting strategy. The targeting approach for CBTs was harmonized with UNHCR. A “bottom up” nationwide approach enabled WFP to prioritize those in the “severely vulnerable” category.

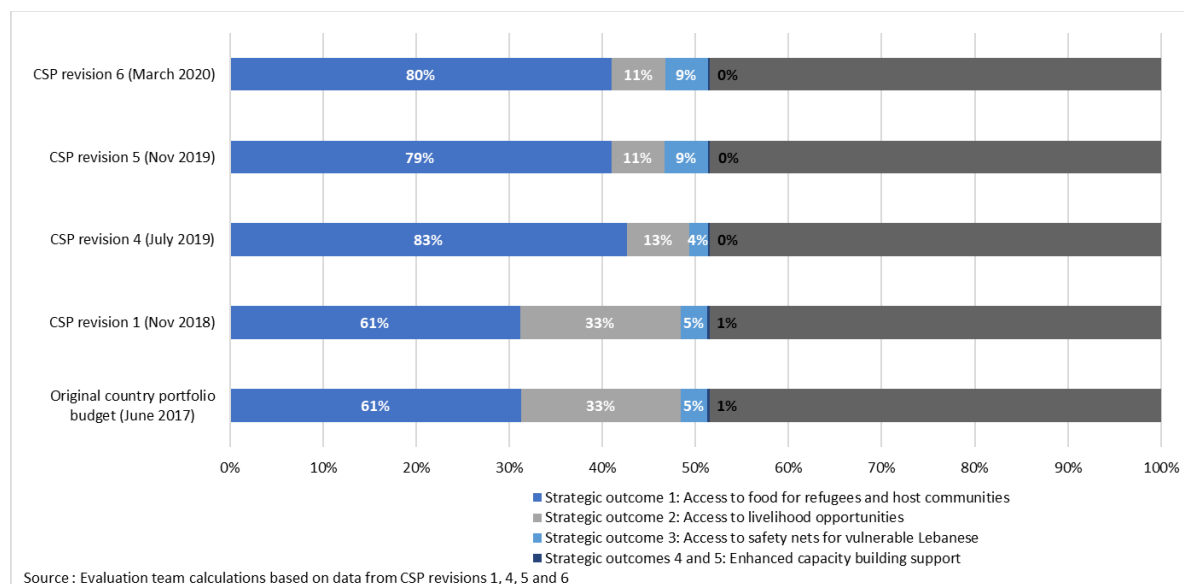
38. The main challenge to reaching households in need is funding limitations. The combined CBT interventions of WFP and UNHCR were unable to support all severely vulnerable households. The economic downturn since 2019 exacerbated this, and the proportion of the Syrian refugee population who met the “severely vulnerable” threshold but did not receive support grew.

39. Proxy means testing was deemed to be more efficient, cost effective and accurate at selecting those most in need compared to the previous approach. However, the homogeneity of vulnerability in the refugee population, combined with the complexity in the targeting approach and limited communication of targeting to refugees, led to confusion at the community level regarding why some people received assistance and others did not. These factors undermined the perceived effectiveness of the programme among beneficiaries.¹⁰

Cost efficiency

40. Needs-based plan budgets were revised six times in response to evolving needs in the humanitarian and national context (figure 6). Funding for strategic outcome 1 was significantly increased. Nevertheless, the budget has been insufficient for addressing the needs of all “extremely vulnerable” households.

Figure 6: CSP revisions by strategic outcome

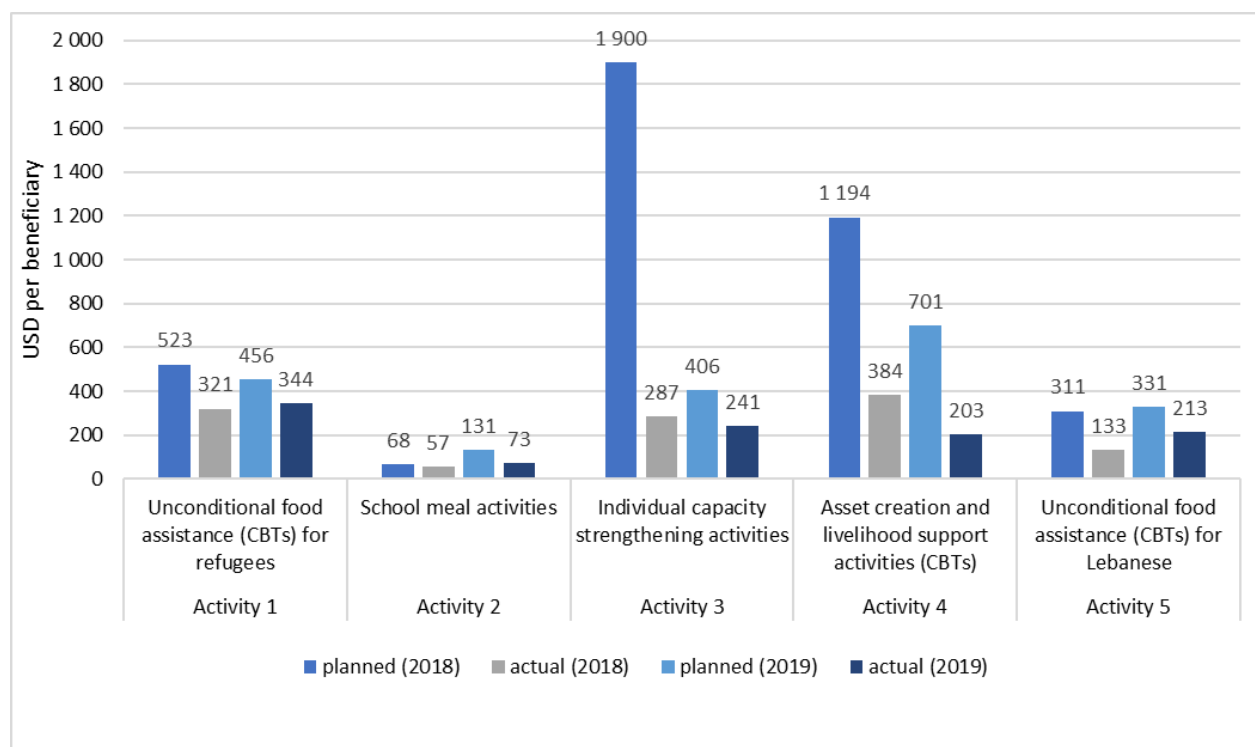


10 CAMEALEON. 2020. *VfM (value for money) Analysis: The World Food Programme’s MPC (multi-purpose cash) Assistance Programme in Lebanon*. Internal report, unpublished.

41. Solid results for CBTs mean that the overall implementation rate was high because CBTs account for a large share of the total budget. Cost-efficient delivery for activities 1 and 5 was also very strong, with over 90 percent of resources expected to be transferred to beneficiaries.

42. For all activities the actual cost per beneficiary was lower than that planned in 2018 and 2019 (figure 7). The change of budget allocation across activities favoured the most cost-efficient activities (activities 1 and 5).

Figure 7: Planned versus actual cost per beneficiary by activity and year



Source: Evaluation team based on 2018 and 2019 annual country reports and COMET data.

43. The adoption of an econometric desk-based formula for different activities improved the overall efficiency of support provided to refugees and vulnerable Lebanese. Mis-categorization of households based on the desk formula was addressed through complementary mechanisms.

44. Since the implementation of the CSP, WFP has worked with 27 cooperating partners, selected according to their expertise in the fields of intervention. Some partners did not have sufficient capacity to respect stipulated timeframes or scale up activities quickly.

Alternative cost-effectiveness measures

45. Scaling up CBTs improved the cost-effectiveness of WFP operations. However, unlike with e-vouchers, the costs associated with cash transfers are covered by WFP. WFP is committed to increasing the provision of unrestricted CBTs.

What are the factors that explain WFP performance and the extent to which it has made the strategic shift envisioned in the CSP?

Use of data

46. The CSP was informed by the United Nations Economic and Social Commission for Western Asia/WFP *Strategic Review of Food and Nutrition Security in Lebanon* (2016), which highlighted a lack of poverty data and nationally representative nutrition and food security data. Economic access was identified as the main reason for food insecurity.

47. Together with WFP, the United Nations Development Programme and the United Nations Children's Fund (UNICEF), the Ministry of Social Affairs conducted a poverty assessment that sought to measure the poverty rate among vulnerable Lebanese. This collaborative effort addressed the gap in reliable information and data on Lebanese poverty.

48. An assessment of the vulnerability of Syrian refugees (VASyR) covering all sectors allowed for the identification of trends in vulnerability among Syrian refugees. Issued jointly by UNHCR, UNICEF and WFP, it is an essential resource for planning, decision making and needs-based programme design. The VASyR informed the CSP and annual planning adjustments where needed.

Adequacy, predictability and flexibility of resources

49. Although WFP encouraged donors to earmark contributions only at the CSP level to ensure that funds could be best allocated in the event of pipeline breaks, most contributions were still earmarked at the CSP activity level and, in the case of strategic outcome 1, activity 1, even by modality (vouchers versus cash). This was reported as a challenge to WFP when addressing CBT pipeline breaks. In 2018 a “cash mission” for donors was held with the aim of fostering flexibility by WFP’s top donors.

Strategic partnerships

50. The country office pursued partnerships with the Government, donors, United Nations agencies, international financial institutions, civil society and the private sector. To that end the country office developed a partnership action plan that supports the implementation of the CSP.

51. The investments in the targeting model to date have been considerable and have also been made collectively under the Lebanon One Unified Inter-Organizational System for E-cards (LOUISE)¹¹ platform launched in 2016, indicating a change in approach beyond WFP. The LOUISE platform is a concrete example of WFP working in partnership with other organizations to make interventions more effective and improve practices through joint learning.

52. WFP also partnered with the World Bank on the delivery of e-vouchers to NPTP beneficiaries. WFP is a lead partner in the basic assistance working group and the food security sector working group.

Flexibility in dynamic operational contexts

53. The country office’s emergency preparedness response strategy allowed for timely responses to changes in the operating environment in Lebanon. Contingency planning was put in place for various response scenarios. In collaboration with partners, several measures for responding to worse-case scenarios were explored.

54. According to the 2018 risk register, high staff turnover and the loss of experienced and trained staff in the country office and field suboffices constituted a serious risk of disruption to WFP activities and programme implementation and caused low staff morale.

55. Flexibility is constrained by the complexity of the budgeting system, with separate budgets for different components, and there has been less progress than anticipated in reducing the level of earmarking under the CSP. While on paper the CSP appears to constitute a more cohesive and integrated approach, in reality the country office still needs to undertake a range of activities while adhering to complex and bureaucratic administrative procedures.

Shift to capacity strengthening

56. Comprehensive monitoring data as a tool for results-based management is a key strength of WFP. The vulnerability analysis, mapping and monitoring and the surveys and reports generated by the monitoring and evaluation unit were of consistently high quality.

57. For certain activities, analysis at the outcome level was limited, for example in the livelihoods and resilience programme. WFP does not disaggregate outcomes for Syrian and Lebanese participants and does not systematically analyse outcomes by gender or by persons with disability.

Conclusions

58. The evaluation found that WFP’s overall performance under the CSP was aligned with stated objectives and largely consistent with national policies and the humanitarian refugee response. WFP achieved strong

11 UNICEF, UNHCR, WFP and Lebanon Cash Consortium. 2017. [Lebanon One Unified Inter-Organizational System for E-cards](#).

results in a challenging context, responding to changing needs by targeting the most vulnerable Lebanese and refugees.

Leading humanitarian actor

59. WFP provided much-needed humanitarian assistance at scale, contributing to food security and resilience for the targeted beneficiaries. The core comparative advantage of WFP was demonstrated through its ability to adapt programming swiftly in response to evolving circumstances and needs. WFP adhered to the humanitarian principles and integrated a high degree of protection measures, gender equality considerations and AAP.

Strategic shift in WFP's direction

60. The CSP introduced an integrated and coherent approach to addressing the root causes of vulnerability through its response to the protracted Syrian refugee crisis and the growing vulnerability of Lebanese nationals. The CSP was designed to strengthen the links between humanitarian and development interventions.

61. Forging these links often takes a long time and requires new resource mobilization strategies for securing resources. At the operational level, WFP balanced humanitarian and development assistance. However, there was a need to work with partners to achieve better integration and coordination of emergency cash assistance with livelihood interventions. Stronger links between cash assistance and livelihoods support would allow households to make greater progress towards self-reliance and would reduce their vulnerability to shocks.

Vulnerability targeting

62. WFP's response to the need for cash assistance was notable. CBTs maintained the food security of targeted populations. The targeting system was reviewed to reduce errors; however, the approach, based on an econometric formula, was difficult for beneficiaries to comprehend since the differences between eligible and ineligible families were minimal. While the large scale of assistance contributed to stability and cohesion, any deterioration in the financial situation of families might have led to inter-community conflict if the allocation method had not been well understood or accepted.

National capacity strengthening for social protection

63. In coordination with other actors, WFP supported the strengthening of national social protection systems. A clearer road map and framework for the interventions in this area should ensure that WFP resources are used in a complementary and integrated manner with those of other development actors and the Government. This would also help WFP to continue working towards its objective of ensuring government ownership and not setting up a parallel system.

Limited progress on gender mainstreaming at the operational level

64. Gender and protection were integrated within the CSP but were still frequently treated as extra activities rather than as cross-cutting issues to be mainstreamed operationally. There was limited progress on the systematic collection and analysis of gender and age-disaggregated data, including data on disability. Such information is crucial for inclusive programming.

Flexible funding sources

65. Despite WFP efforts, the CSP did not increase flexible or non-earmarked funding. While such an increase is within WFP's remit it will require donor countries to consider changing their funding instruments. It takes time to communicate the strategic changes that WFP hopes to achieve with the introduction of the CSP. Earmarked contributions did not align with the environment in which WFP operated and hindered the provision of timely assistance. WFP's own internal funding mechanisms allowed it to adapt sufficiently to ensure continuity of assistance.

Efficient delivery of operations

66. The country office regularly analysed the efficiency and effectiveness of alternative transfer modalities but lacked a consistent cost-effectiveness analysis to inform decision making. WFP payment processes were cost-effective, accessible and well-liked by beneficiaries. Continuous efforts to improve the targeting methodology and the emphasis on cash-assistance improved cost-effectiveness.

67. Thanks to adequate funding there were no major implementation delays. The country office had sufficient funding to reach its targets, which were based on predicted financial support. WFP budgets, however, were not sufficient to reach all those in need.

68. CSP revision processes were burdensome and resulted in resources being diverted from more efficient uses.

Evidence-based results management

69. Comprehensive monitoring data were generated as a tool for results-based management. The major strengths of WFP's in-country capacity are its vulnerability analysis and mapping and the quality of the surveys and reports generated by the monitoring and evaluation unit and the vulnerability analysis and mapping unit. External stakeholders relied on these data and reports. More progress will need to be made at the level of outcome analysis to allow for assessments of the CSP strategic objectives.

Recommendations

#	Recommendation	Recommendation groupings	Responsibility	Other contributing entities	Priority: high or medium	By when
1	In the design of the next CSP, WFP should clarify its core mandate, added value and strategic approaches and allow for annual updates in order to reflect contextual and programmatic changes.	Strategic				
1.1.	<ul style="list-style-type: none"> i. Develop a more comprehensive country strategic plan document that clarifies the dual core mandate and comparative advantages of WFP and emphasizes its capacity to reach large numbers of vulnerable Lebanese and refugee households in order to respond to their food and nutrition needs (SDG 2, zero hunger). ii. Set out clearly the “dual track” approach of mitigating the impact of the Syrian conflict and addressing pre-existing structural constraints through links with the WFP dual mandate. iii. Set out the long-term vision of WFP and its strategy for resilience and the development of inclusive social protection and nutrition-sensitive programming. iv. Outline the guiding humanitarian principles and elaborate on protection, gender equality and accountability to affected populations. v. Include disaster risk reduction and emergency response preparedness. 		Country office	Regional Bureau for the Middle East and Northern Africa (RBC), Programme – Humanitarian and Development Division (PRO)	High	2021–2022
1.2.	Develop a robust theory of change to underpin the next country strategic plan.		Country office		High	2021–2022

#	Recommendation		Recommendation groupings	Responsibility	Other contributing entities	Priority: high or medium	By when
		i. Combine the line of sight with a country strategic plan theory of change that describes the change process.					
	1.3.	Review annually and update as required the country strategic plan document, line of sight and theory of change in order to reflect changes in context, priority needs, programmes and financial resources.		Country office	RBC	High	2023-2025
2	Enhance the strategic approaches, effectiveness and integration of cash-based transfers, resilience, social protection and capacity strengthening.		Strategic				
	2.1.	<p><u>Cash-based transfers (CBT)</u></p> <p>i. Develop a more integrated, joined-up, development-oriented strategy that links cash-based transfers with WFP livelihoods and resilience building activities to support households and communities on their journey towards self-reliance.</p> <p>ii. Adjust the duration of cash-based transfers and food distribution cycles to match the needs of the people assisted rather than adopting generic cycles.</p> <p>iii. Critically review the LOUISE model of operations for cash-based transfer delivery and the current targeting approach from an efficiency, effectiveness and accountability to affected populations perspective.</p> <p>iv. Revise the modalities of cash-based transfer provision depending on the approach selected by WFP. Consider revising the frequency of the targeting process.</p>		Country office	RBC/ Cash-based Transfers Division	Medium	2021-2023

#	Recommendation	Recommendation groupings	Responsibility	Other contributing entities	Priority: high or medium	By when
	2.2. <u>Resilience</u> <ul style="list-style-type: none"> i. Develop integrated community-based packages for resilience and build internal links across strategic outcomes and with activities. ii. Develop a unified and complementary resilience approach with other actors linked to the food security, nutrition and agriculture sectors. iii. Target cash-based transfer beneficiaries in order to support the creation of sustainable livelihoods. iv. Leverage WFP financial assistance to support locally-produced food products where possible while safeguarding food security. v. Ensure that the theory of change for resilience and livelihoods programming is in line with available human and financial resources. vi. Set up a monitoring framework, including SMART indicators at the output and outcome levels, in order to measure gains in employment and increases in income. vii. Increase the number of qualitative and strategic discussions held with cooperating partners, including local non-governmental organizations. 		Country office	RBC	High	2021–2023

#	Recommendation	Recommendation groupings	Responsibility	Other contributing entities	Priority: high or medium	By when
2.3.	<p><u>Social protection system development</u></p> <p>i. Develop a theory of change, in line with available human and financial resources, for WFP's role in strengthening national capacity to implement an inclusive social protection system.</p> <p>ii. Advocate that school feeding be part of social protection.</p> <p>iii. Advocate that nutrition-sensitive approaches be integrated into existing and newly developed social safety net activities.</p> <p>iv. Advocate that social safety nets be scaled up on the basis of need in a manner that prioritizes cash-based transfers.</p> <p>v. Engage with the Ministry of Social Affairs, other United Nations entities, the World Bank and other development partners on the development of a strategic, coordinated and coherent approach to capacity building.</p>		Country office	RBC/PRO/ Country Capacity Strengthening Unit	Medium	2021–2023
2.4.	<p><u>Capacity strengthening</u></p> <p>i. Develop a clear vision of WFP's role in national capacity strengthening, prioritizing areas in which WFP has a comparative advantage in Lebanon.</p> <p>ii. Orient capacity building plans towards facilitating government management of nationally-owned processes and systems.</p>		Country office	PRO	Medium	2021–2023

#	Recommendation	Recommendation groupings	Responsibility	Other contributing entities	Priority: high or medium	By when
3	Focus donor engagement on core funding, flexibility and response to national priorities.	Operational				
	3.1. Continue to advocate unearmarked core funding and multi-year funding, especially for cash-based transfers and food assistance for both Lebanese and refugee population groups.		Country office	Public Partnerships and Resourcing Division	Medium	2021-2023
	3.2. Strengthen resource mobilization for building national capacity to support inclusive social protection systems.					
	3.3. Develop a clear strategy on how best to use savings resulting from changes in exchange rates and inflation.					
	3.4. Invest further in the leading role of WFP in United Nations coordination mechanisms, with an emphasis on donor engagement in support of the United Nations country team in Lebanon.					
	3.5. Anticipate and mobilize supplementary resources for sudden-onset emergencies.					

#	Recommendation	Recommendation groupings	Responsibility	Other contributing entities	Priority: high or medium	By when
4	Expand emergency preparedness and response based on the humanitarian principles in the face of an increasingly fragile operating environment.	Operational				
	4.1. Incorporate the increased uncertainty and deepening vulnerabilities into programming strategies. <ul style="list-style-type: none"> i. Contextualize regional and country-level analysis in order to support preparedness and response. ii. Embed emergency preparedness and regularly update contingency planning exercises in programming. iii. Integrate protection concerns and humanitarian principles more firmly and explicitly into future strategies. iv. Set up a fourth suboffice to support WFP operations in southern Lebanon and maintain the Beirut suboffice with a focus on refugees in urban areas. 		Country office with support of RBC	RBC/ Emergency Operations Division/PRO	High	2021-2022
	4.2. Strengthen mechanisms for accountability to affected populations in order to support and reinforce social cohesion and stability at the community level. <ul style="list-style-type: none"> i. Improve the efficiency of the call centre complaints and feedback process to ensure timely follow-up. ii. Revise the cash-based transfer targeting process with the objective of improving its transparency for beneficiaries. iii. Integrate efforts to support social cohesion in the face of deepening vulnerabilities among Lebanese and refugee communities. iv. Translate the triple nexus agenda (for humanitarian, development and peace activities) into 		Country office		High	2021-2022

#	Recommendation	Recommendation groupings	Responsibility	Other contributing entities	Priority: high or medium	By when
	operational principles and priorities, drawing on lessons learned on the effects of WFP actions on conflict dynamics at the community level in other parts of the world.					
5	Strengthen performance management strategy and learning in order to inform decision making.	Operational				
	5.1. Invest in vulnerability analysis and mapping and monitoring and evaluation capacity in order to maintain the quality of work and to be able to respond to the growing requests for high quality data and analysis.		Country office with support of RBC	RBC	Medium	2021-2023
	5.2. Help the programme units to develop contextually relevant SMART output and outcome indicators for results measurement analysis.					
	5.3. Encourage closer integration of the vulnerability analysis and mapping and monitoring and evaluation programme units in order to better capture lessons learned related to CSP strategic outcomes.					
	5.4. Develop learning strategies and knowledge sharing with the Government, other United Nations agencies and non-governmental organizations around triple nexus programming, embedding standards on humanitarian principles and gender-transformative approaches.					
	5.5. Work on guidance and instruments to generate evidence on the efficiency and cost-effectiveness of WFP operations.					

#	Recommendation	Recommendation groupings	Responsibility	Other contributing entities	Priority: high or medium	By when
6	Strengthen human resources capacity to implement ongoing programme and management priority actions and prepare for the next country strategic plan.	Operational				
	6.1. Simplify budget revision processes and ensure sufficient human resources. <ul style="list-style-type: none"> i. Ensure that adequate time, systems and support (human resources from the Regional Bureau for the Middle East and Northern Africa or headquarters) are available to country office staff when they prepare country strategic plan revisions. ii. Allow for flexibility in the budget processes to take into account country and intervention circumstances by specifying the elements that are mandatory and those that can be waived when advisable under the circumstances. 		Operations Management Support Office	RBC	High	2021-2022
	6.2. Ensure sufficient human resources. <ul style="list-style-type: none"> i. Ensure that the country office has sufficient human resources, notably in the units dedicated to vulnerability analysis and mapping, monitoring and evaluation, accountability to affected populations and protection, in order to allow for more high-quality analysis, to fill information gaps related to efficiency and cost-effectiveness and to increase learning opportunities for staff and cooperating partners. ii. Strengthen the field suboffices through dedicated gender and accountability to affected populations and protection focal points and increase information dissemination, training and 		Country office	RBC	Medium	2021

#	Recommendation	Recommendation groupings	Responsibility	Other contributing entities	Priority: high or medium	By when
	capacity building for staff and cooperating partners.					

1. Introduction

1.1. EVALUATION FEATURES

1. The World Food Programme (WFP) Office of Evaluation (OEV) commissioned ADE (Aide à la Décision Économique) to evaluate the WFP Country Strategic Plan (CSP) (2018–2021) in Lebanon.¹² The evaluation covers all activities under the WFP country strategic plan in Lebanon for the period 2018–mid-2020 and those operations implemented since 1 January 2016, which continued under the country strategic plan: emergency operation (EMOP) 2004330 “Food assistance to vulnerable Syrian populations in Jordan, Lebanon, Iraq, and Turkey affected by the events in Syria” between June 2012 and December 2016; and the regional protracted relief and recovery operation (PRRO) 200987 “Assistance to vulnerable Syrian refugees and host communities in Egypt, Iraq, Jordan, Lebanon and Turkey” from November 2016 to December 2017.¹³

1.1.1 Rationale, objective, scope and users of the evaluation

2. The WFP policy on country strategic plans states that country strategic plan evaluations (CSPE) assess progress and results against intended country strategic plan outcomes and objectives, including towards support. This country strategic plan evaluation has a strategic focus and purpose in providing an independent assessment of WFP performance, opportunities and challenges in Lebanon. It is expected to inform the design of the next country strategic plan for Lebanon, improve ongoing programming and performance-level strategic decisions and facilitate accountability for results to WFP stakeholders.

3. This country strategic plan evaluation is structured around the Office of Evaluation's standard set of four evaluation questions regarding relevance, effectiveness, efficiency and sustainability, including cross-cutting issues such as gender equality and women's empowerment, humanitarian principles and access, accountability to affected populations (AAP), protection and capacity strengthening (Annex 1. Summary Terms of Reference).

4. The principal users of the evaluation are the WFP country office in Lebanon (CO), regional bureau in Cairo (RBC), headquarters technical divisions (HQ), the Government of Lebanon, donors, other United Nations agencies, service providers, cooperating partners and non-governmental organizations (NGOs).

1.2. CONTEXT

1.2.1 General overview

5. Lebanon is a densely populated country of approximately 6.82 million¹⁴ with 4.6 million Lebanese nationals and hosting over 2 million refugees and migrants.¹⁵ No official census has taken place in Lebanon since 1932 due to the confessional power balance between the country's main religious groups.

6. There is considerable geographic variability due to unevenness of economic growth and development.¹⁶ Inequalities are deepening and tensions at the local level have risen since 2017. This is largely due to the perceived competition for jobs and access to resources and services, particularly in the poorest localities where Syrian refugees place considerable strain on the capacity of local authorities and host communities. The Syrian conflict has exacerbated pre-existing development constraints such as weak rule of law and accountability, corruption, unemployment and high levels of informal labour.

7. In response to the COVID-19 pandemic the Government declared a state of health emergency in mid-March 2020 to contain community transmission. Months of lockdown and strict movement restrictions have led to a deepening of the already worsening economic and financial situation. Growing unemployment and

12 The CSP was approved by the WFP Executive Board (EB) in June 2017 with an initial duration of three years from 2018 until 2020. The CSP was extended until the end of 2021 to align with the timeframe for the preparation of the new United Nations Sustainable Development Cooperation Framework (UNSDCF) commencing in Lebanon in 2022.

13 EMOP and PRRO were regional programmes assisting host countries in responding to the impact of the Syrian refugee crisis. While there are some country-specific data available the data are considered limited and very operational and activity focused.

14 World Population Prospects 2019, data acquired via website.

15 World Bank. 2020. Retrieved from World Bank Open Data <https://data.worldbank.org/>.

16 World Bank. 2016. *Lebanon Promoting Poverty Reduction and Shared Prosperity*.

salary cuts and a rise in poverty among Lebanese, refugee and migrant communities are all threatening food security.¹⁷

8. With a gross domestic product (GDP) per capita of United States dollar (USD) 8,269.8 in 2018,¹⁸ Lebanon has been classified as an upper middle-income country since 1997.¹⁹ In 2018 the country's real gross domestic product declined for the first time since 1999 by 1.93 percent.²⁰ In 2019 it was estimated to have fallen by a further 5.6 percent. October 2020 estimates predicted a contraction of 25 percent for 2020, underlining the increasing economic problems.²¹ The country's sovereign debt burden rose to 150 percent of Lebanon's gross domestic product,²² leading in March 2020 to the first debt default in the country's history.²³ Net inflows of foreign direct investment have represented a significant share of the Lebanese gross domestic product at 5.1 percent in 2017. The agriculture sector is relatively small; an estimated 3 percent of the labour force is employed in the farming sector and represents 3 percent of gross domestic product.²⁴ With 80 percent of its food imported, Lebanon's economy is structurally dependent on the global economy.²⁵

9. The Human Development Index (HDI) value is 0.730 – in the high human development category – positioning the country at 93 out of 189 countries and territories.²⁶ Lebanon had a global income inequality index (Gini) coefficient of 31.8 during 2010–2017 indicating that income inequality was worsening.²⁷ The 2011 Household Budget Survey put the poverty rate at 27 percent or around one million of the Lebanese population.²⁸ This figure increased to 50 percent in 2019.²⁹ It is estimated that today, as a result of the financial and economic crises, compounded by COVID-19, over 30 percent of Lebanese live below the poverty line with the majority of refugees, over 70 percent, also living below the poverty line.³⁰ Most recent estimates, based on a contraction of gross domestic product per capita, soaring inflation, Lebanon's failed banking system, default on its Eurobond debt and damages as a result of the Beirut port explosions, indicate figures will worsen – and could affect more than half of the population, if not more.³¹

10. Lebanon's dire economic situation was the trigger to the civil unrest that erupted in October 2019. The worsening financial crisis was caused by very high levels of public debt (one of the largest debt-to-gross domestic product ratios in the world), a large deficit in current accounts due to trade deficits in goods and soaring inflation rates associated with a shortage of United States dollars and the collapse of the Lebanese pound (LBP). Losing about 80 percent of its value compared to the United States dollar, to which it was pegged, the currency crisis resulted in low levels of purchasing power and consumption and prevented much-needed public and private investments. Lack of economic diversity in terms of agriculture, industry and services, except financial services, has created a situation where the informal economy provides the majority of jobs.³²

11. Lack of reforms has pushed international donors to reconsider their support to bolster the country's finances. The Conference for Economic Development and Reform through Enterprise (CEDRE) 6 (April 2018) has not yet deployed its USD 12 billion in the form of loans and grants that were conditional on large-scale economic and financial reforms, given the lack of responsiveness by national authorities to the donors' demands in terms of governance. Repeated unorthodox measures (high interest rates whose yield is paid by new deposits) by Banque du Liban (the Central Bank) to retain cash in-country and the lack of accountability (refusal by the Central Bank to undergo a formal independent audit) has increased popular criticism.³³

17 Following the explosions at the Beirut port on 4 August 2020 there are concerns that the country will be unable to contain the spike in COVID-19 cases, which raises the prospects of even higher transmission rates and a large caseload in the future.

18 World Bank. 2018. Retrieved from World Bank Open Data <https://data.worldbank.org/>

19 World Bank. 2018. Classifying countries by income.

20 IMF. 2020. World Economic Outlook database.

21 World Bank. 2020. *Lebanon's Economic update*.

22 Amer Bisat, L. C. 2020. *Should Lebanon Default? Restructuring Is Inevitable: The Sooner, the Better*.

23 Reuters. 2020. *Declaring it cannot pay debts, Lebanon sets stage for default*.

24 World Bank. 2020. *Lebanon's Economic update*.

25 UN ESCWA. 2016. *Strategic Review Of Food And Nutrition Security in Lebanon*.

26 UNDP. 2019. *Human Development report*.

27 Ibid.

28 World Bank. 2016. *Lebanon Promoting Poverty Reduction and Shared Prosperity*.

29 World Bank. 2019. *Lebanon is in the Midst of Economic, Financial and Social Hardship, Situation could get worse*.

30 UN-Habitat. 2020. *Covid-19 Rapid Assessment Report*.

31 World Bank. 2020. *Lebanon Economic Monitor. The Deliberate Depression*.

32 ILO. 2015. *Towards Decent Work in Lebanon: Issues and Challenges in Light of the Syrian Crisis*.

33 World Bank. 2020. *Lebanon Economic Monitor. The Deliberate Depression*.

12. Social protection is still at a nascent stage in Lebanon with coverage and awareness of social protection entitlements limited. The Lebanese social protection system is characterized by multiple social assistance and insurance programmes, many of which are private. These are mostly ad hoc, not applied universally and the informal sector is excluded from any kind of social insurance.³⁴ The National Social Security Fund (NSSF) and the National Poverty Targeting Programme (NPTP) are the only national social protection schemes that support poor Lebanese households.

1.2.2 Refugees, asylum seekers and persons of concern

13. Lebanon hosts the highest refugee per population ratio in the world. As of December 2020, Lebanon hosted 865,531 Syrian refugees (or 194,331 households) registered with the United Nations High Commissioner for Refugees (UNHCR),³⁵ 54 percent of whom are between 3–18 years of age. Women headed 18 percent of those households.³⁶ The Government of Lebanon and the Inter-Agency Coordination puts the total number of displaced Syrians at 1.5 million.³⁷ Lebanon also hosts Palestine refugees, estimated to be between 193,000³⁸ and 475,000,³⁹ 27,248 Palestinian refugees from Syria (PRS)⁴⁰ registered with the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) and an estimated 18,500 refugees from Iraq and elsewhere. According to UNHCR latest data there are also 12,000 Iraqis, 2,200 Sudanese and 2,100 “others” registered with UNHCR.⁴¹

14. Nearly half of the Lebanese, Syrian and Palestinian populations affected by the crises are children and adolescents. About 1.4 million children under 18 years of age are at risk and have an acute need for basic services and protection. Public services are overstretched with demand exceeding the capacity of institutions and infrastructure.⁴² In 2019, 55 percent of Syrian refugee households lived in extreme poverty (USD 87 per month) and 73.5 percent lived below the poverty line of less than USD 3.84 per day.⁴³ In 2020, the Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) figures show 88 percent of Syrian refugee families living on less than the survival minimum expenditure basket (SMEB).⁴⁴ The economic and COVID-19 crises pushed almost the entire refugee population below the SMEB. Inflation has substantially impacted food (174 percent increase) and non-food costs (175 percent) since October 2019.⁴⁵

15. The current economic and financial crises have exacerbated the situation for both refugees and Lebanese nationals with current estimates putting more than 155,000 households (850,000 individuals, equivalent to 22 percent of the Lebanese population) under the extreme poverty line (unable to meet basic food needs); and 356,000 households (1.7 million individuals, equivalent to 45 percent of the Lebanese population) under the upper poverty line. The NPTP today only reaches 43,000 households and of these, only 15,000 households receive the e-voucher.⁴⁶

16. It should be noted that Lebanon is not party to the 1951 Geneva Convention on Refugees, nor the 1967 Protocol. However, it has signed a bilateral memorandum with UNHCR marking Lebanon’s position as “a country of transit, not asylum”. Also, the Lebanese Constitution states that political refugees should not be refrained from entering the country – a sign of political compromise in a civil war context.⁴⁷

17. According to International Labour Organization (ILO) figures, 250,000 migrant domestic workers are working in Lebanon in complicated conditions marked by an unbalanced employer-worker relationship. Recent steps have been taken by the Government, partnering with ILO, to offer balanced contracts to domestic workers.⁴⁸

34 Oxfam. 2016. *Poverty, Inequality and Social Protection in Lebanon*.

35 UNHCR. 2020. Refugees Operational Data Portal

36 UNHCR, UNICEF, WFP. 2019. *2019 Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR)*.

37 Inter-Agency Coordination Lebanon. 2020. *2020 October Statistical Dashboard*.

38 Lebanese Palestinian Dialogue Committee. 2017. *Population and housing census in Palestinian camps and gathering in Lebanon*.

39 UNRWA. 2018. Registration figures as of 1 January 2018.

40 UNRWA. *Lebanon: Humanitarian Snapshot*. November & December 2019.

41 UNHCR. 2020. *Lebanon Operational Fact Sheet*.

42 Government of Lebanon, UN RC/HC Lebanon. (2019 update). *Lebanon Crisis Response Plan 2017–2020*.

43 UNHCR, UNICEF, WFP. 2019. *Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR)*.

44 USD 87/person/month (USD 435/HH/month, i.e. LBP 652,694 @ LBP 1,500/USD, assuming 5 HH members). Source: WFP Review of the Survival and Minimum Expenditure Baskets in Lebanon. September 2020.

45 UNHCR, UNICEF, WFP. 2020. *2020 Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR)*.

46 World Bank. 2020. Targeting Poor Households in Lebanon.

47 UNHCR. 2020. *Lebanon Operational Fact Sheet*

48 ILO. *The ILO in Lebanon*

1.2.3 Humanitarian protection

18. Three in four refugees lack legal residency and the limited self-support opportunities, compounded by depletion of savings and assets, have led to refugees resorting to negative coping strategies, including begging, protracted debt, child labour and early or forced marriages of girls. Sexual and gender-based violence (SGBV) remains one of the main protection concerns affecting Syrian, Lebanese and Palestinian women, girls, men and boys.⁴⁹ The economic and financial crises have been linked to a rise in violence with organizations reporting increased cases against refugee and Lebanese women and girls by as much as 100 percent in March 2020, particularly in the form of domestic violence.⁵⁰ The rate of early, forced and child marriages among Syrian refugees in Lebanon is estimated at 27 percent for girls aged 15–17 – a fourfold increase on pre-Syrian crisis statistics.⁵¹

19. While the international donor community has provided extensive financial support to the Government to cope with the needs of the refugees, the humanitarian situation remains precarious. The politicization of a large Syrian refugee presence makes the delivery of humanitarian assistance more challenging for the international community. To address the increasing poverty among Lebanese communities and tensions in refugee hosting communities, the exclusive targeting of refugees for international assistance has been replaced by the more equitable targeting of both vulnerable refugee and Lebanese population groups and is reflected in the Lebanon Crisis Response Plan (LCRP) 2017–2020.

1.2.4 Food and nutrition security

20. The Global Hunger Index reports Lebanon as having a moderate level of hunger – 11.6 in 2019 compared to 8.0 in 2010.⁵² From 2018 to 2019 the number of moderately to severely food insecure Syrian refugee households declined from 34 percent to 28.8 percent. However, the number of marginally food insecure households increased from 57 percent to 63.2 percent with significant geographical disparities.⁵³ Some regions, such as North and Mount Lebanon, have rates of moderate and severe food insecurity above 35 percent. Amongst Palestinian refugees from Syria, 31 percent are considered moderately food insecure and 63 percent severely food insecure.⁵⁴ Recent events have led to significant food price increases: a 56.1 percent rise was observed in the monthly average countrywide survival minimum expenditure basket (SMEB) price between September 2019 and April 2020, with the prices for vegetable oil and sugar increasing by 98 percent and 94 percent respectively since October 2019.⁵⁵ One in five Lebanese families and 33 percent of Syrian refugee families skipped meals or went without food for a whole day, and 50 percent of Lebanese, 63 percent of Palestinians and 75 percent of Syrians were worried they would not have enough to eat.⁵⁶

21. The food insecurity of vulnerable families negatively impacts the nutrition of children and infants.⁵⁷ In 2018 and 2019, only 17 percent of Syrian refugee children between 6–23 months received diverse diets consisting of four or more food groups. The number of meals consumed by children decreased, especially in Baalbek-Hermel and South Lebanon.⁵⁸

22. While undernourishment in Lebanon stands at 11 percent,⁵⁹ the population is shifting away from a micronutrient-rich diet towards a diet that is high in added sugar, salt, trans-fat and energy. This trend has increased the risk of developing chronic diseases, which fuels further food insecurity by creating competing demands between healthcare and food expenditures and reduces labour force participation.⁶⁰

49 Government of Lebanon, UN RC/HC Lebanon. (2019 update). *Lebanon Crisis Response Plan 2017–2020*.

50 Husain, S., & Diam, A.D. 2020. *Refugee Conditions Deteriorate amidst Multiple Crises in Lebanon*.

51 Government of Lebanon, UN RC/HC Lebanon. (2019 update). *Lebanon Crisis Response Plan 2017–2020*.

52 Welthungerhilfe & Concern Worldwide. 2019. *Global Hunger Index*.

53 UNHCR, UNICEF, WFP. 2019. *2019 Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR)*.

54 Government of Lebanon, UN RC/HC Lebanon. 2017. *Lebanon Crisis Response Plan 2017–2020*.

55 WFP. 2020. *Lebanon VAM Update on Food Price Trends*.

56 WFP. 2020. *Assessing the Impact of the Economic and COVID-19 Crises in Lebanon*.

57 Government of Lebanon & UN RC/HC Lebanon. 2019. *Lebanon Crisis Response Plan 2017–2020 (2019 update)*.

58 UNHCR, UNICEF, WFP. 2019. *2019 Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR)*. Pages 79–83.

59 FAO. 2018. *The State of Food Insecurity and Nutrition in the World*.

60 ESCWA. 2016. *Strategic Review of Food and Nutrition Security in Lebanon*.

1.2.5 Agriculture

23. Agriculture plays an important economic and social role in Lebanon. Accounting for 5 percent of the national gross domestic product,⁶¹ it provides employment for 8 percent of the labour force⁶² in a country with a 12 percent rural population. The agri-food industry contributes 5 percent of the gross domestic product and focuses on exports, while national production satisfies 20 percent of local demand.⁶³

24. Farmers are under stress, victims of soil deterioration (39 percent of the land),⁶⁴ small-owner operated farms with low yields, increasing pressure on water resources and poor integration in the value chain. They also lack investment capacities and education. These factors have contributed to a foreign dependency situation. The potential exists for exports, with an estimated untapped turnover of USD 50 per 900m² in agribusiness for high-end products and an expanded use of cooperatives and clear governance.

1.2.6 Basic education

25. The Lebanese education system consists of public and private schools. Currently, only 30 percent of school-aged Lebanese children attend public school (approximately 200,000 students from the vulnerable socio-economic Lebanese population). In Lebanon, 54.3 percent of women and 55.6 percent of men have, at least, received some form of secondary education.⁶⁵

26. The protracted nature of the refugee crisis and the high demand for schooling has strained the quality, availability and access to education for both host communities and refugee children. The Ministry of Education and Higher Education (MEHE) has responded to the refugee crisis by working with partners in the education sector to develop an education response plan called Reaching All Children with Education (RACE) Strategy. Funded by various donor countries and the World Bank, RACE is a component of the “No Lost Generation” initiative.⁶⁶ With nearly 54 percent (or over 200,000) of school-age children not attending school, increasing the enrolment of Syrian refugee children remains a challenging priority. Out-of-school children mapping for 2018–2019 indicates that transportation, child labour and schools being at full capacity are key barriers to education.⁶⁷

1.2.7 Gender equality and women’s empowerment

27. In 1996, Lebanon ratified the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW). However, women’s rights to personal and political freedom are restricted by national laws and regulations; socio-cultural values; decision-making structures; public policies and development strategies; ongoing conflict and security problems; and a rise in social conservatism.⁶⁸ The United Nations 2018 Gender Inequality Index (GII) ranked Lebanon at 79 (score of 0.362) with 23.5 percent of the female population over 15 years participating in the labour force.⁶⁹ In June 2019 the Lebanese government adopted the National Action Plan on United Nations Security Council Resolution (UNSCR) 1325 on Women, Peace and Security.⁷⁰ A year later the Ministry of Social Affairs, with the support of the European Union through the EU Madad Fund and in partnership with the United Nations International Children’s Emergency Fund (UNICEF), launched its Strategic Plan for the Protection of Women and Children for the period 2020–2027.⁷¹

28. Lebanon has one of the highest overall gender gaps in the world, ranking 145 out of 153 countries in the World Economic Forum Global Gender Gap report 2020, and one of the lowest global rates of women’s labour market participation; 29 percent for women as compared to 76 percent for men.⁷² These gender inequalities are strongly present in refugee and migrant communities across both the formal and the informal labour

61 FAO. 2020. *Lebanon at a glance*.

62 Ibid.

63 International Trade Centre. 2020. *Trade Map*.

64 UNCCD. 2018. *Land Degradation Neutrality Target Setting Programme. Final National Report on Lebanon*.

65 UNDP. 2019. *Human Development report*.

66 Ministry of Education and Higher Education - Republic of Lebanon. 2018. *Reaching All Children with Education (RACE) II*.

67 UNICEF, UNHCR, UNESCO. 2019. *Out of School Children Profiling. Barriers to Education for Syrian Children in Lebanon*.

68 K4D Knowledge, Evidence and Learning for Development. 2017. *Gender equality and women’s empowerment in Lebanon*.

69 UNDP. 2019. *Human Development report*.

70 National Commission for Lebanese Women & Government of Lebanon. 2019. *Lebanon National Action Plan on United Nations Security Council Resolution 1325*.

71 UNICEF. 2020. The Ministry of Social Affairs launched, in partnership with UNICEF, its Strategic Plan for the Protection of Women and Children (2020–2027).

72 World Economic Forum. 2020. *Global Gender Gap Report*.

market. (According to 2019 data, Syrian refugee women are roughly six times less likely to be working compared to Syrian refugee men and face an estimated gender wage gap of 0.44.)⁷³ Men constitute the main income earners with women being primarily responsible for unpaid home care and domestic work. This gender-based division of labour restricts women's opportunities for economic participation and empowerment. As the economic challenges and political instability intensify, the vulnerability of women and girls in Lebanon is exacerbated. Domestic violence, child labour, foregoing education and child marriage have been increasing in recent years in parallel with socioeconomic upheavals. The COVID-19 crisis is resulting in more women losing their jobs or facing salary reductions and being exposed to domestic violence.⁷⁴

1.2.8 Climate change

29. Climate change poses a threat to Lebanon's mild Mediterranean climate, urbanized areas and economic potential, pressuring its tourism-dependent cultural, historical and archaeological heritage. Risk of rising sea levels puts 85 percent of the population in a position of vulnerability.⁷⁵ Erosion of coastal areas, higher temperatures and lower agricultural yields all elevate the cost of food security. Future water availability is questionable due to population growth, reduced snow cover, limited water storage capacity and pollution. Low adaptation capacities, lack of disaster risk reduction strategies and insufficient education on climate change and environmental issues limit capacity for the preservation of natural resources and crops and expose the country to increased hazards.

1.2.9 National policies and the Sustainable Development Goals

30. As a result of evolving regional and domestic dynamics, Lebanon's key state institutions have been functioning at reduced capacity. Institutional weaknesses have affected Lebanon's ability to provide adequate services to its people, manage economic challenges and peacefully resolve political differences. The accountability of the political leadership has come under increasing scrutiny as a result of civil society protests in 2015 and renewed unrest from October 2019. This civil unrest also reflects a central but unresolved issue of inclusive participation and accountability in political life, amplified by widespread public perception of corruption and elite capture within the body politic.

31. The Government submitted a Voluntary National Review report of the Sustainable Development Goals in 2018, but no further steps have been taken towards the development of a national action plan.⁷⁶ The 2018 National Review identified that Lebanon achieved targets mainly in health, primary education and gender equality in education. The remaining targets showed mixed results, especially those related to poverty reduction and environmental sustainability. Land management, water and air pollution and solid waste management remain the high impediments to environmental sustainability. Lebanon's sector strategies and plans incorporate some of the Sustainable Development Goals but most of these need to be adapted to the level of Sustainable Development Goal targets, which are more specific and measurable, to reflect the connections between social, economic and environmental dimensions of development.

32. Relevant national development strategies and plans include the 2011 National Social Development Strategy of Lebanon. The refugee response has been addressed through the LCRP (2017–2020) overseen by the Ministry of Social Affairs. Priorities of the Ministry of Agriculture Strategy (2015–2020) and the LCRP include: i) provision of critical food assistance to food-insecure refugees and host communities; ii) promotion of investments in agriculture to improve opportunities for small-scale farmers; iii) creation of job and livelihood opportunities for men and women; iv) support to national and local food security systems; and v) strengthening of social protection to promote stabilization.

1.2.10 International assistance to Lebanon as part of the Syrian refugee response

33. During the period 2016–2018, Lebanon received an annual average of USD 1.3 billion net official development assistance (ODA). In 2018, Lebanon received USD 1.4 billion and in 2017 USD 1.3 billion (OECD/DAC, 2017/2018). The proportion of net official development assistance in gross domestic product increased from 2 percent to 2.5 percent. The top five donor countries with a share of 10 percent of funding

73 National Commission for Lebanese Women, WHO, UN Women and UNFPA. 2020. *Gender Alert on Covid-19 Lebanon*.

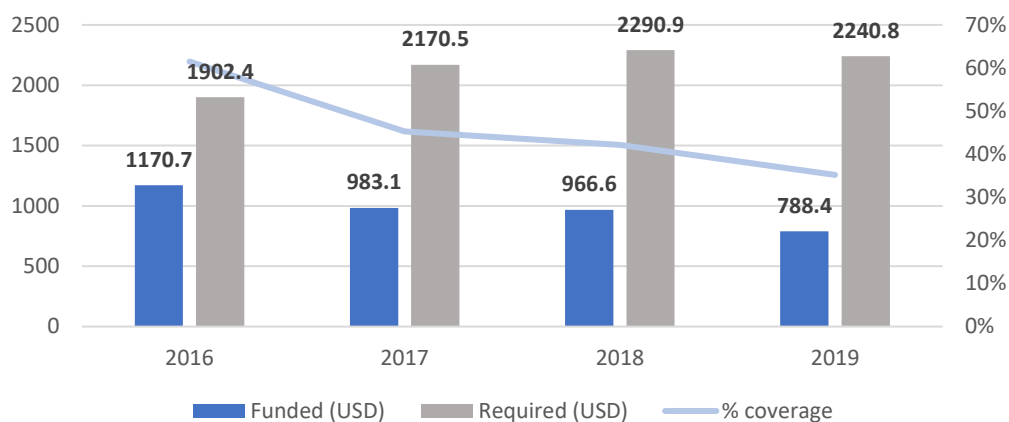
74 WFP. 2020. *Assessing the Impact of the Economic and COVID-19 Crises in Lebanon*.

75 USAID. 2016. *Climate Risk Country Fact Sheet*.

76 Government of Lebanon. 2018. *Lebanon Voluntary National Review of Sustainable Development Goals*.

provided to Lebanon, as part of the Syrian refugee response, are United States, Germany, European Commission, United Kingdom and Norway.⁷⁷

Figure 8: Lebanon – funding against response plans and appeals



Source: OCHA FTS website, data extracted on 1 February 2020

1.3. SUBJECT BEING EVALUATED

34. WFP has been operating in Lebanon since 2012 to respond to the needs of refugees – mainly from Syria – through regional operations EMOP 200433 and PRRO 200987 (Annex 8.1. Intervention logic - WFP activities in Lebanon). A regional approach for the emergency response to the Syrian refugee crisis transitioned into the development of Lebanon’s country strategic plan, incorporating strategic outcomes and a humanitarian and resilience response with a national capacity building strategy. WFP continues to engage actively in contributing to the strategic direction of the Regional Refugee and Resilience Plan (3RP) and the LCRP (**Error! Reference source not found.**). Table 2 provides a portfolio overview (Annex 9. Cumulative Financial Overview provides more details regarding the financial overview) followed by Figure 9 with general information about beneficiaries. (Annex 10.2 provides more details regarding the beneficiaries’ overview.)

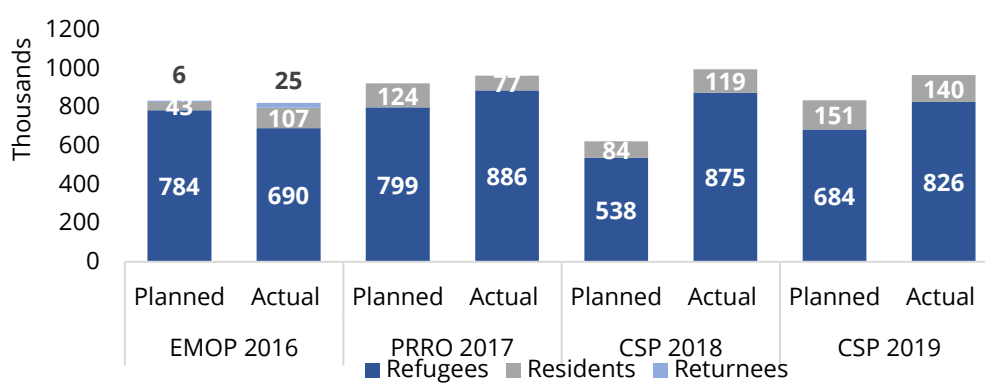
77 UNOCHA. 2018. *Financial Tracking Service. Global Snapshot for 2018.*

Table 2: Lebanon portfolio overview (2016–mid-2020)

Type	Number	Time Frame	USD Req.	USD Rec	Percentage Funded
EMOP	200433	July 2012 to Dec 2016	293 128 094	195 356 537	66.65%
PRRO	200987	Jan–Dec 2017	311 799 676	292 028 648	93.66%
CSP	LB 01	Jan 2018 to Dec 2021	1 803 067 402	984 678 660	54,61%

Sources: CSP, WFP FACTory extracted on 08.06.2020. PRRO 200987, WFP FACTory extracted on 27.01.2020. EMOP 200433, WFP FACTory on 13.12.2017

Figure 9: Beneficiaries (planned and actual) by intervention, by year and beneficiary category (2016–2019)⁷⁸

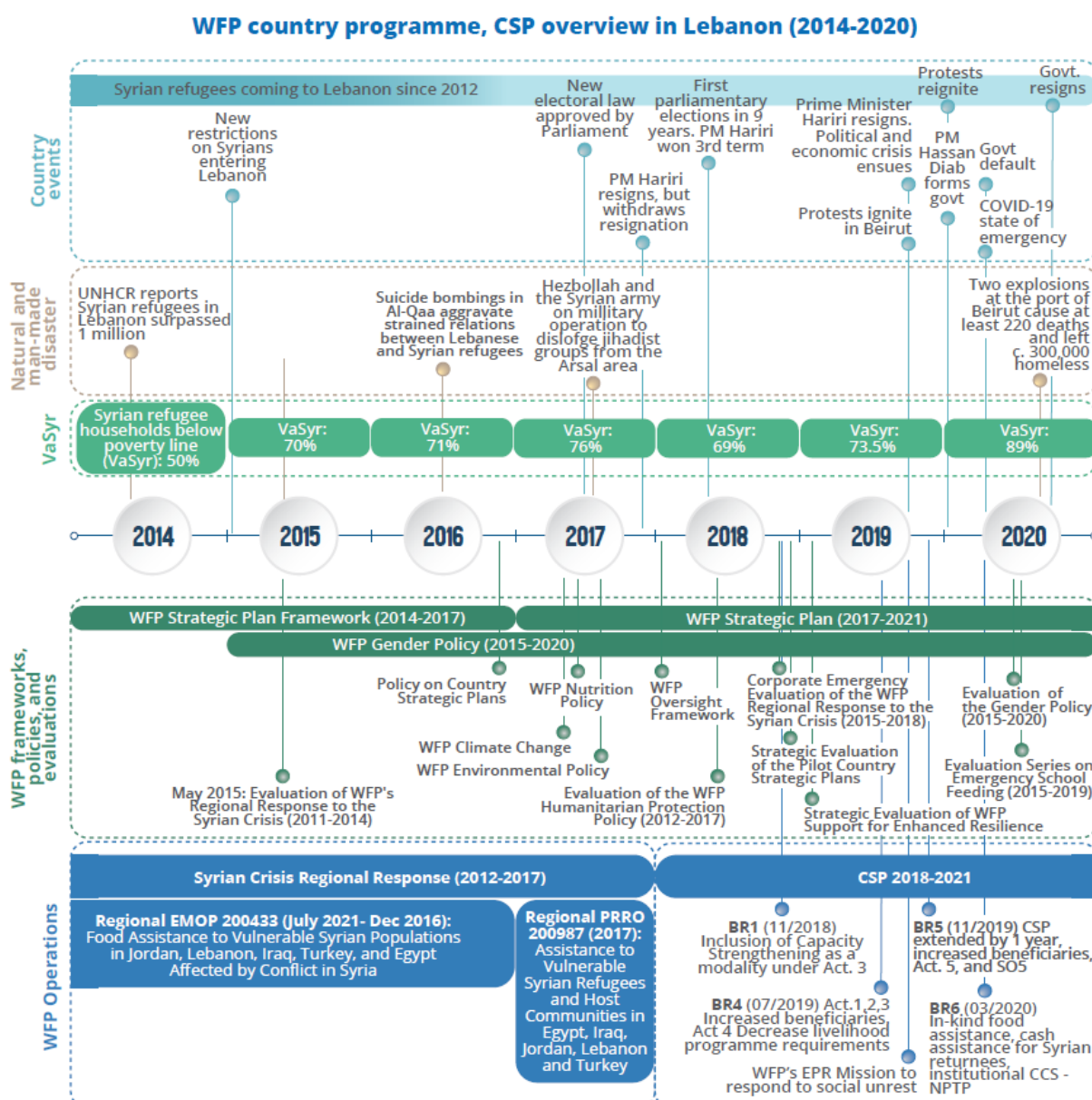


Sources: CSP, ACR 2018 and 2019. PRRO, SPR 2017. EMOP, SPR 2016

35. Figure 10 presents a general overview of WFP policies, WFP operations in Lebanon and key events that occurred in the country prior to and during the evaluation period. It also includes the evaluations that informed the design and revisions of the country strategic plan and the analytical work conducted by the country office. The country office plays a key role in the preparation of the yearly VASyR and data on Syrian refugee households living below the poverty line is also included in the figure below.

⁷⁸ Differences between planned and actual number of beneficiaries were caused by changes in financial resources and context.

Figure 10: Lebanon context and WFP activities



Source: Evaluation Team

36. The WFP country strategic plan in Lebanon was one of the pilot country strategic plans implemented under the WFP Integrated Road Map (IRM)⁷⁹ to transform the organization's ability to achieve the Sustainable Development Goals. The WFP Strategic Plan (2017-2021) details the conceptual framework that has informed the design of country strategic plans to ensure their alignment with the 2030 Agenda for Sustainable Development (2030 Agenda) and SDGs 2 and 17, aiming at "achieving zero hunger" and "partnering to support implementation of the SDGs". The WFP policy on country strategic planning outlines an important transition away from country portfolios, including PRRO plans and EMOPs, towards country strategic plans.

The WFP country strategic plan in Lebanon 2018-2021

37. The country strategic plan is being implemented in a fragile context where Lebanon faces a complex protracted emergency. WFP country office in Lebanon has only recently, under budget revision 6, adjusted its

79 The IRM – approved by EB in 2016 – integrated the Strategic Plan (2017–2021), the Policy on Country Strategic Plans, the Financial Framework Review and the Corporate Results Framework.

programme to include in-kind food assistance as a contingency measure extending support to vulnerable Lebanese, introducing a cash assistance package for Syrian returnees voluntarily returning to Syria and to scale up strengthening institutional capacity for a national social protection scheme. Strategic outcome 4 was changed to strategic outcome 5 with a shift of focus from crisis response to root cause. Under activity 7, institutional capacity strengthening will focus on working with the Ministry of Social Affairs to develop the NPTP. The main evolution in the country strategic plan is the introduction of, and stronger emphasis on, livelihoods and resilience (in response to a protracted refugee crisis and increased Lebanese poverty) and social protection for Lebanese (in response to the deteriorating poverty situation among Lebanese). This adjustment was based on the 2016 strategic review of food and nutrition security in Lebanon carried out by the United Nations Economic and Social Commission for Western Asia (ESCWA) in partnership with WFP. Since May 2019, WFP has extended its cash assistance to an average of 8,400 refugees of other nationalities based on a vulnerability assessment conducted in 2019. Targeting of Palestinian refugees from Syria has remained constant at around 14,100 households in collaboration with the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA).

38. The country strategic plan focuses on four strategic outcomes to address the ongoing humanitarian crisis while continuing WFP strategic partnership with the Government to achieve SDGs 2 and 17. The evaluation period crosses two WFP strategic plan periods (2014–2017 and 2017–2021). Although they have different strategic outcomes (SO) both plans emphasize emergency response in the first strategic outcome. In the country strategic plan, cross-cutting issues, including gender, protection and accountability to affected populations, humanitarian principles, social cohesion, capacity strengthening, equitable targeting of women, men, girls and boys, and social cohesion were mainstreamed across the four strategic outcomes.

Table 3: Country strategic plan strategic outcomes and key activities at design stage

SO1. Food-insecure refugees, including school-age children and crisis-affected host populations, have access to life-saving, nutritious and affordable food throughout the year.	Activity 1: Unconditional resource transfers to support access to food (cash-based transfers - CBTs). Unconditional food assistance for 12 months each year through CBTs to: i) Syrian refugee households, and ii) Palestinian refugees from the Syrian Arab Republic. Activity 2: School meal activities (cash and in-kind). Conditional food assistance for education: i) cash for education, and ii) school meals.
SO2. Vulnerable women and men in targeted refugee and Lebanese communities sustainably improve their skills, capacities and livelihood opportunities by 2020.	Activity 3: Individual capacity strengthening activities (CBTs). Conditional food assistance to support training of Syrian refugees and vulnerable Lebanese people and enhance their livelihoods and income opportunities. Activity 4: Asset creation and livelihood support activities (CBTs). Conditional food assistance for assets to strengthen cohesion between Syrian and Lebanese communities, improve living conditions and stimulate local economic opportunities.
SO3. Vulnerable populations in Lebanon are enabled to meet their basic food needs all year long.	Activity 5: Unconditional resources transfers to support access to food (CBT). Unconditional food assistance for 12 months each year through CBTs for vulnerable Lebanese households.
SO5. National institutions and national and international humanitarian actors are supported in their efforts to improve the effectiveness and efficiency of their assistance.	Activity 7: Institutional capacity strengthening activities. Enhanced use of the WFP cash platform to support the broader humanitarian community, support to strengthen the capacities of national ministries to design and implement efficient and effective programmes.

Source: Evaluation team

Gender work in the country

39. WFP works toward a “gender-transformative approach to programming and operations”.⁸⁰ Gender and protection are interlinked to ensure that food assistance does no harm to the safety, dignity or integrity of the women, men, girls and boys receiving it and is provided in ways that respect their rights.⁸¹ The Lebanon country office is the first WFP country office where field staff worked on gender mainstreaming in an emergency response using “ground-up” participatory action learning.⁸² The country strategic plan builds further on this initiative by integrating gender mainstreaming into the different levels of its operations. The

80 WFP. 2017. *Lebanon Country Strategic Plan (2018-2021)*, p.8.

81 WFP. 2018. *Lebanon Gender Action Plan*. p.1-2.

82 WFP. 2016. *Workshop Report: Innovations in Lebanon: Gender Mainstreaming from the Ground-Up*.

country office is working towards inclusion and mainstreaming of age and disability. (For more information EQ 2 in [section 2.2](#))

“New” initiatives and their relative weight

40. The country strategic plan incorporates new opportunities through its focus on assisting the Government in the improvement of the NPTP and having a greater emphasis on supporting smallholder agriculture development. The country strategic plan provides scope for further mitigating the socio-economic impacts of the economic crisis by linking immediate assistance to investments in longer-term productivity, resilience and social protection. Under the country strategic plan social protection and capacity strengthening of national government counterparts received more prominence.

41. **Overview of funding for the WFP country strategic plan in Lebanon:** In June 2020, 54.61 percent of the WFP needs-based plan (NBP) was funded with a total of USD 984,678,660. (See Annex 11. Funding environment in Lebanon) The top financial donors for WFP in Lebanon are Germany, USA, United Kingdom, European Commission and the United Nations other funds and agencies.⁸³ In 2018, 77 percent and in 2019, 81.8 percent of the needs-based plan was funded. (See Annex 9)

1.4. EVALUATION METHODOLOGY, LIMITATIONS AND ETHICAL CONSIDERATIONS

42. The general methodological approach followed the Office of Evaluation’s framework for country strategic plan evaluations, in line with the Organisation for Economic Co-operation and Development’s Development Assistance Committee (OECD-DAC) framework and quality standards for evaluation.⁸⁴ A non-experimental, theory-based approach relying on contribution analysis principles was applied. The theory of change, largely based on the WFP country strategic plan, supported the team in placing the logic of the country strategic plan objectives and activities within a broader context. The evaluation used a mix of quantitative and qualitative approaches (Annex 2) employing secondary data through a comprehensive desk review of pre-existing documentation and quantitative data sets (Annex 3. Bibliography). It was complemented by primary data collection, which included semi-structured key informant interviews with 89 informants (Annex 4. List of people interviewed).

43. The evaluation team leader, accompanied by the Office of Evaluation evaluation manager and a research analyst, undertook an in-country inception mission from 5–12 February 2020. After the inception phase a two-week in-country field mission was expected to take place from 20 April–9 May 2020. However, due to the outbreak of COVID-19 and the The World Health Organization’s (WHO) announcement that it was a global pandemic, a remote evaluation mission was held instead from 22 June–16 July. In-country field work was replaced by remote interviews with stakeholders identified in the stakeholder analysis. The evaluation was primarily based on remote work, with no other face-to-face interactions than those during the inception mission. The evaluation team discussed preliminary findings, conclusions and recommendations with the country office, regional bureau in Cairo and headquarters during a remote debriefing on 10 September 2020 (Annex 5. Evaluation Timeline). The information was triangulated by comparing patterns of responses across data sources and data collection methods. Team members substantiated the findings and developed the conclusions and recommendations based on the evaluation matrix (Annex 6. Evaluation Matrix).

44. The evaluation had to overcome a number of limitations related, among other things, to social unrests and global travel restrictions due to the COVID-19 pandemic that prevented direct access to national government stakeholders and beneficiaries. The evaluation was therefore unable to gather and reflect their perspectives. Travel restrictions were mitigated by conducting interviews remotely (Annex 7. Interview Guidelines). These limitations did not affect the general validity of the evaluation’s findings. The evaluation team was able to validate the findings by triangulating the information provided by WFP through interviews with donors, a small number of government representatives, other United Nations agencies, service providers, cooperating partners and non-governmental organizations (NGOs) and by conducting in-depth documentary

83 WFP. 2016. *WFP Strategic Plan (2017-2021)*.

84 The evaluation has followed OEV’s CEQAS for CSPEs, which was developed using the knowledge of three major evaluation networks, namely the United Nations Evaluation Group (UNEG), the Active Learning Network for Accountability and Performance (ALNAP), and EvalNet of the OECD/DAC. It incorporates common standards and practice among evaluation practitioners, which were adapted to the WFP context.

analysis, including of beneficiaries' disaggregated data. An interview with the Director General of the Ministry of Social Affairs was able to take place.

45. The evaluation team has ensured that the evaluation process and deliverables comply with the provisions of the Office of Evaluation's Centralized Evaluation Quality Assurance System (CEQAS). ADE's quality assurer for this evaluation ensured the quality of all deliverables in compliance with both WFP and ADE standards. This included reviewing the quality of the evaluation design (approach, methods and tools) and deliverables (validity, consistency and accuracy of data, facts and findings, editing and proofreading).

2. Evaluation Findings

2.1. EQ1: TO WHAT EXTENT IS THE STRATEGIC POSITION, ROLE AND SPECIFIC CONTRIBUTION OF WFP BASED ON COUNTRY PRIORITIES AND PEOPLE'S NEEDS AS WELL AS WFP STRENGTHS?

2.1.1 To what extent is the country strategic plan relevant to national policies, plans, strategies, and goals, including achievement of the national Sustainable Development Goals?

46. The country strategic plan supported the development of a strategic direction, which was contextually relevant and coherent with the priorities of the Government's national policies, plans and strategies. Although the Government does not have an up-to-date national development plan, the ministries relevant to the operation of WFP – the Ministry of Agriculture and Ministry of Social Affairs – do have their own strategies. The Ministry of Agriculture's 2015–2019 strategy aims to increase agricultural productivity, the sustainable use of natural resources and household income derived from agriculture in rural areas. WFP activities under strategic outcomes 1 and 2 directly support these objectives⁸⁵ through a focus on agriculture and food production, which represent important sectors for national economic growth, employment and poverty reduction. The agriculture and food sectors contribute to the livelihoods of one quarter of the economically active population in Lebanon.⁸⁶ WFP activities under strategic outcomes 3 and 4 directly support the Ministry of Social Affairs' mandate to provide social protection and assistance. WFP supports the implementation of the National Social Development Strategy of Lebanon, including strengthening social protection mechanisms through the NPTP, revitalizing communities and improving opportunities for safe employment. By targeting vulnerable Lebanese and Syrian refugee population groups, WFP has responded to the Government's request to provide assistance to populations most in need.

47. **The country strategic plan aligns with government commitments to develop a social protection system.** The Government still lacks a coherent national vision, policy or strategy for social protection development. As a result, there is no mechanism to which WFP can align its country strategic plan actions under strategic outcomes 3 and 5. WFP has closely aligned with the Ministry of Social Affairs and the World Bank (the main development partner supporting social protection development in Lebanon) to understand the needs and priorities for gender-inclusive social protection. A March 2019 round table discussion with the Ministry of Social Affairs and Social Development Centre representatives identified the Ministry's priorities for capacity building for National Poverty Targeting Programme (NPTP) delivery. Priorities included beneficiary communication, monitoring, evaluation and grievance mechanisms. A concept note setting out the plan was shared and agreed with the Ministry of Social Affairs.⁸⁷ The country strategic plan introduced capacity strengthening support to enhance Lebanon's capacity to manage future impact, mainly through support for social protection.

48. The country strategic plan aligns with the national commitments to Sustainable Development Goals – SDG 2 (zero hunger) and SDG 17 (partnerships). However, this contribution is made in the absence of a national vision for Sustainable Development Goals. The Government submitted a Voluntary National Review report of Sustainable Development Goals in 2018, but no further steps have been taken towards the development of a national action plan.⁸⁸ The United Nations Development Programme (UNDP) and the United Nations Resident Coordinator's Office assisted initial work that was later postponed as a result of the October 2019 social unrest and the ongoing political, financial and economic crises. **Based on the 2018 national review, the country strategic plan has assisted the Government in achieving SDG 2 through supporting food security and reducing hunger and poverty.** Under SDG 17, WFP has provided capacity building in implementing inclusive social protection schemes and supports the Government in its objective to mobilize the funding required to implement the 2030 Agenda through partnerships with the international community.

85 Ministry of Agriculture. 2014. Ministry of Agriculture Strategy 2015-2019.

86 World Bank. 2018. *The role of food and agriculture for job creation and poverty reduction in Jordan and Lebanon. Agricultural Sector Note (P166455)*.

87 WFP. 2017. *Development and Support to the National Poverty Targeting Programme. A Concept Note*. Internal report, unpublished.

88 Government of Lebanon. 2018. *Lebanon Voluntary National Review of Sustainable Development Goals*.

49. The country strategic plan's strategic outcomes and activities are aligned with the objectives set out in the Lebanon Crisis Response Plan (LCRP) to support vulnerable Lebanese households and communities. The country strategic plan introduced capacity strengthening support to enhance Lebanon's national capacity through support for social protection. Strategic outcome 3 aligns with, and explicitly addresses, the Government's concerns and priorities. These are highlighted in the LCRP to provide comparable support for vulnerable Lebanese populations impacted by the Syrian refugee crisis through support to the NPTP. As a means of transforming the refugee crisis into a development opportunity for Lebanon, WFP worked with partners to implement asset creation and livelihood support activities for vulnerable Lebanese and Syrian refugees.

50. The country strategic plan is also based on analysis and understanding of the Syrian crisis response in the region and has adapted to reflect the protracted nature of the crisis. The regional approach for the emergency response to the Syrian refugee crisis transitioned into the development of Lebanon's strategic plan, incorporating strategic outcomes and a humanitarian and resilience response with a national capacity building strategy. In Lebanon, WFP is one of the leading assistance providers under the Syrian refugee response, maintaining its relevance and lead role through adapting its response to the changing needs of the Syrian refugee population. The refugee crisis started out, in 2011, as a large-scale influx into Lebanon of Syrian refugees who required relief assistance. It has since evolved into a protracted crisis requiring robust systems to provide continued cash assistance and placing a greater emphasis on protection, resilience and social cohesion interventions. The evolution and changes between EMOP and PRRO operations and the country strategic plan development reflect this continued adaptation and ongoing relevance.

51. The country strategic plan is aligned with the refugee response outlined in the LCRP (2017–2020).

The LCRP is the Lebanon chapter of the Regional Refugee & Resilience Plan (3RP). The LCRP's integrated response management is under the leadership of the Ministry of Social Affairs and the United Nations Resident Coordinator/Humanitarian Coordinator. Linkages between the Ministry of Agriculture's strategy for 2015-2020 and the LCRP enable food assistance provision to food-insecure refugees and host communities, promote investment in agriculture to improve opportunities for small-scale farmers and create livelihood opportunities for men and women.⁸⁹ Under the country strategic plan, WFP has supported the LCRP and the Ministry of Agriculture's strategy through its investments in asset creation and livelihood support, along with individual capacity strengthening activities to maximize positive effects on food security, nutrition and economic access.

52. The country strategic plan responds to the objectives of the WFP Vision 2020 Syria+Five. The country strategic plan is a direct response to Vision 2020 Syria+Five, which is formulated around four related strategic objectives, each working to build the capacities of beneficiaries in Syria and host countries alike. The strength of WFP lies in its experience in the region, its vast operational capacity and presence, its supply chain expertise and its beneficiary reach.⁹⁰

53. There is limited integration of core humanitarian principles in the country strategic plan document.

The country strategic plan document states that the response to the Syrian crisis has focused on addressing immediate needs given the deterioration in living conditions and livelihoods. The strategic change the country strategic plan aimed to introduce was a response that mitigates the socio-economic impact of the crisis by linking immediate assistance to investments in long-term productivity, resilience and social protection with other major stakeholders. Humanitarian assistance is included under strategic outcome 1. Main WFP operations in Lebanon fall under humanitarian assistance, which is the core mandate for WFP. However, the principles of humanity and impartiality that are the corner stone of WFP humanitarian operations are not explicitly elaborated on in the country strategic plan document itself. The country strategic plan document does not present a balance between the new strategic changes and the organization's humanitarian mandate, humanitarian principles and emergency response.

54. The country strategic plan recognizes the presence of deeply rooted gender inequalities. The country strategic plan identifies issues of gender inequality as challenges to progress towards SDG 2 targets, particularly with regard to access to food and smallholder productivity and incomes. The country strategic plan notes that households headed by women tend to be more vulnerable than households headed by men, which is partly due to the higher unemployment rates among women and gender norms that result in women

89 UNHCR, UNICEF, WFP. 2019. *Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR)*.

90 WFP. 2020. *Syria + 5: Securing the future together. 2020 Vision*.

performing unpaid domestic work. The country strategic plan also notes the different nutrition intakes of men, women and children as well the different dietary needs and the effects of malnutrition on the health of each group.

55. The country strategic plan considered analysis and understanding of gender dynamics but is less clear on the operationalization of gender-transformative approaches. The country strategic plan provides analysis of the economic position of women and acknowledges that the gender-based division of labour restricts women's opportunities for economic participation and empowerment.⁹¹ The country strategic plan also highlights the protection concern linked to early, forced and child marriages among Syrian refugees, estimated at 24 percent for girls aged between 15 and 17, which is a fourfold increase since the start of the Syrian crisis.⁹² Economic instability in Lebanon and the displacement of large numbers of vulnerable people have exacerbated women's vulnerability and incidences of domestic violence, child labour and child marriage have increased while women and girls are increasingly foregoing education. COVID-19 has further exacerbated these issues. The country strategic plan demonstrates a good understanding of the gender dynamics among both the Lebanese and Syrian population groups. Less clearly explained is how WFP will include gender-transformative actions in its operations where feasible and relevant. Understanding and knowledge of how to integrate gender-effective approaches in WFP operations was limited at the beginning of the country strategic plan design and implementation.

56. **The country strategic plan is supported by the 2017 Gender Action Plan for WFP Lebanon**, and both are aligned with the WFP Gender Policy (2015–2020) and the Regional Gender Strategy. The country strategic plan states clearly that it aims to ensure that 15 percent of all project funds are allocated to gender-equality activities. The country strategic plan focuses on gender equity and transformative approaches – gender relations and power inequalities, access to and control over resources and participation in decision making. The Gender Action Plan emphasized that the principles for food assistance should be adapted to different needs and that respect for the dignity, safety and integrity of women, men, boys and girls should be upheld.⁹³

57. The country strategic plan introduced capacity strengthening support.⁹⁴ Since 2012, WFP has supported the Government in responding to the refugee crisis and its impact on the country. The country strategic plan has maintained its core focus in delivering life-saving food assistance and livelihood support while strengthening national systems – for instance, social protection for vulnerable Lebanese. **The country strategic plan does not clarify the strengths and focus that WFP will be responsible for as part of the government capacity strengthening support.**

58. Overall, the country strategic plan adheres to WFP corporate policies well, except for implementing the corporate guidance on nutrition-sensitive programming and capacity strengthening. The country strategic plan and its structure are aligned with the WFP Corporate Strategic Framework (2017–2021). Both share the same strategic goals and objectives and incorporate indicators from the revised Corporate Results Framework. The evaluation found notable alignment with recent WFP corporate guidance and positions: 1) mainstreaming cross-cutting issues such as gender, protection and accountability to affected populations; 2) adopting and operationalizing a resilience approach through food assistance for assets (FFA) and food assistance for training (FFT) initiatives; 3) scaling up cash-based transfers; 4) piloting school feeding; and 5) providing national capacity support for social protection. Other areas – nutrition-sensitive programming and capacity strengthening – were not provided with sufficient guidance because corporate guidance was only available at a later stage.

2.1.2 To what extent did the country strategic plan address the needs of the most vulnerable people in the country to ensure that no one is left behind?

59. Overall, the country strategic plan design addressed vulnerabilities in an evolving context. The country strategic plan was informed by the evaluation of the WFP regional response to the Syrian refugee crisis and the joint WFP/ESCWA Strategic Review of Food Security and Nutrition Security in Lebanon (2016). The country strategic plan has signaled the evolution to a protracted refugee crisis. It also recognized the growing

91 WFP. 2017. *Lebanon Country Strategic Plan (2018-2021)*. p.4.

92 Ibid.

93 WFP. 2018. *Lebanon Gender Action Plan*.

94 WFP. 2014. *An Evaluation of WFP's Regional Response to the Syrian Crisis (2011-2014)*.

vulnerability among Lebanese population groups but did not include a thorough assessment of those economic and social vulnerabilities or consider these in the risk analysis. The absence of national poverty data contributed to this challenge. The country strategic plan design reflected a positive outlook signalling emerging opportunities, including potential future returns of refugees to Syria.⁹⁵

60. The country strategic plan focused on the most vulnerable and marginalized groups in its targeting process for food assistance, livelihoods and school feeding interventions. WFP has considered evaluation recommendations⁹⁶ to adopt vulnerability-based targeting with respect to cash-based transfers (CBTs) to refugees. Since 2016, the WFP targeting approach has been harmonized with UNHCR and other actors delivering basic needs assistance. An econometric approach – used by UNHCR and WFP – is used and updated annually. WFP applies a nationwide “bottom up” approach to target its assistance to those with the lowest score. (2.3.2 To what extent were the coverage and targeting of interventions appropriate?). However, funding limitations meant that WFP and UNHCR were unable to support all severely vulnerable households falling below the survival minimum expenditure basket (SMEB). Under livelihoods interventions priority was given to people unassisted under strategic outcome 1 and who fall below the SMEB. For its school feeding interventions, WFP focused on public schools located in marginalized geographic areas and recognized the differences and similarities in the needs of both Lebanese and Syrian refugee children.

61. **WFP has limited influence over the targeting approach under the NPTP.** Lebanese beneficiaries supported by WFP e-vouchers are identified through the predefined targeting processes of the NPTP. This is based on a proxy means testing (PMT) designed by the World Bank and implemented through household surveys conducted by the social development centres. A reassessment has been undertaken recently for the country strategic plan period. It is positive that WFP is not leading its own targeting but is, instead, working with and building on nationally owned systems. One challenge with this approach, however, is that WFP lacks direct visibility of the accuracy of either the proxy means testing model or the application of the survey by social development centre staff in terms of reach to the “most vulnerable”.⁹⁷ WFP has reportedly taken reasonable steps to verify the accuracy of the method used to identify the “most vulnerable” by conducting its own food security surveys.⁹⁸ In terms of including the “most vulnerable” however, the main limiting factor is the low coverage in relation to actual needs. (See [section 2.3.2](#) for more details.)

62. **The country strategic plan focuses on geographical areas with greatest poverty and livelihood vulnerability.** WFP operations have been based on targeting criteria that emphasize reaching areas with a high concentration of vulnerable Lebanese and Syrian refugee communities. (See Annex 12. Maps for the maps of Lebanon on food security and WFP operations.) Lack of national poverty data makes identification of locations with highest vulnerabilities among the Lebanese population more challenging.

63. **WFP integrated gender mainstreaming in its humanitarian and development responses.** In 2015, WFP Lebanon volunteered to be the first country office where field staff would work on gender mainstreaming in an emergency response using a “ground-up” participatory action learning based on WFP collaboration with the Institute of Development Studies (IDS).⁹⁹ This led in 2016 to a series of activities, including field immersion visits and workshops, that promoted the identification of emerging themes and good practices for gender-sensitive food security programming as well as the capacity building of field staff on gender mainstreaming.¹⁰⁰ At the time, the country office recruited a temporary international gender focal point, six field monitors as national gender focal points at the Beirut, Zahle and Qobayat sub-offices and produced Lebanon’s Gender Action Plan.

64. **The country strategic plan partly integrated gender into its expected outcomes.** The “2A” gender and age marker for the country strategic plan design indicated a high level of gender, age, and disability integration in the absence of specific targeted actions, such as sexual and reproductive health or gender-based violence. However, at the time of the country strategic plan design, a team with the right gender expertise was not yet in place and the integration of gender into the design appears to be limited to a rewrite of the WFP corporate guidelines.¹⁰¹ The gender analysis was not comprehensive. The country strategic plan

95 WFP. 2017. *Lebanon Country Strategic Plan (2018-2021)*. WFP, p.40.

96 WFP. 2018. *Corporate Emergency Evaluation of the WFP Regional Response to the Syrian Crisis (January 2015-March 2018)*.

97 This was considered of critical importance by WFP donor countries interviewed during this evaluation.

98 Information from key informant interviews.

99 WFP. 2016. *Workshop Report: Innovations in Lebanon: Gender Mainstreaming from the Ground-up*. p.7.

100 Ibid. p.9.

101 Information from key informant interviews.

did not address specific barriers to gender equality and women's empowerment (GEWE) and did not define gender as one of the gaps and challenges. The work carried out earlier with the Institute of Development Studies¹⁰² did not appear to be reflected in the document. The main gender considerations focused on the disaggregation of data and activities targeting women in strategic outcomes 1 and 2, which although significant did not envisage significant change over the long term.

65. WFP, as a humanitarian agency, is guided by the core humanitarian principles of humanity, impartiality, neutrality and operational independence. The country strategic plan integrates humanity, neutrality and impartiality through its strategic objective of providing food assistance to the most food insecure populations in Lebanon – Syrian refugees, including Palestinian refugees from Syria, refugees of other nationalities, and the most vulnerable Lebanese – to alleviate hunger and in working towards SDG 2 on zero hunger. By setting out a strategy that incorporates support to vulnerable Lebanese households and targeting both Syrian and Lebanese in its resilience activities, the country strategic plan is adhering to the “do no harm” principle to alleviate any potential conflict between communities.

2.1.3 To what extent has WFP strategic positioning remained relevant throughout the implementation of the country strategic plan in light of changing context, national capacities, and needs?

66. WFP country office has demonstrated the ability to adapt to evolving needs with necessary timeliness and to changes in policy priorities and/or government requests. When the country strategic plan was designed and developed there was optimism that, over its period, the situation in Lebanon for both refugees and host communities would stabilize and improve. However, domestic, regional and global events have led to a deterioration in the enabling environment. Within this context, cash and voucher assistance to both refugee and Lebanese populations have remained highly relevant as well as the focus on capacity building of the Ministry of Social Affairs in the development of the NPTP.

67. WFP is seen by in-country stakeholders as a leading agency and strategic partner in the United Nations country team (UNCT) and in the sectoral working groups. WFP and the Food and Agricultural Organization of the United Nations (FAO) co-chair the Food Security Sector Working Group (FSSWG) with the Ministry of Agriculture, harnessing the comparative advantages of many humanitarian and development actors and coordinating their food security responses. WFP co-leads the United Nations Strategic Framework (UNSF) Results Group on Socio-Economic Development. Together with UNICEF, WFP facilitates joint United Nations work on creating economic opportunities for refugees and vulnerable Lebanese women and men and developing the national social protection system. WFP, UNICEF, ILO, UNDP and UN Women have developed a joint programme to develop Lebanon's social protection system and to position the NPTP as Lebanon's model for social assistance interventions. The joint programme was funded by the European Union Trust Fund (EUTF) in February 2019.¹⁰³ WFP has a strategic partnership with UNICEF and UNHCR on the Lebanon One Unified Inter-Organisational System for E-cards (LOUISE).¹⁰⁴

68. WFP was able to maintain the number of refugees reached under cash-based transfers at moments of increased vulnerability between 2018 and mid-2020.¹⁰⁵ Through budget amendments to strategic outcome 1 WFP has been able to maintain the number of refugee households supported with cash-based transfers in 2019 and 2020, albeit with some difficulty due to the continued practice of cash-based transfer donors earmarking funding. See 2.3. EQ3: To what extent has WFP used its resources efficiently in contributing to COUNTRY STRATEGIC PLAN outputs and strategic outcomes? for more details. The escalating economic crisis since 2019 destabilized exchange rates and led to inflation in the price of critical commodities. In response, WFP has regularly monitored food prices and negotiated increases to the transfer values on the cash-based transfer for refugees and the NPTP to compensate for inflation.¹⁰⁶ Meanwhile, WFP and the other United

102 WFP. 2016. *Workshop Report: Innovations in Lebanon: Gender Mainstreaming from the Ground-up*. p.7.

103 WFP. 2019. *Lebanon Annual Country Report 2019*.

104 In 2016 WFP, UNHCR, UNICEF, Save the Children and World Vision developed a collaborative model for harmonizing cash-based transfer operations. The Lebanon One Unified Inter-Organizational System for E-cards (LOUISE) established joint processes and harmonized systems for cash-based transfer, where each agency takes the lead in the management of these processes according to their comparative advantages, whilst maintaining separate programmes. Under LOUISE, WFP is responsible for managing the card distribution and payments, while UNHCR manages the targeting processes and call centre.

105 UNHCR, UNICEF, WFP. 2019. *2019 Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR)*. WFP. 2018. *Lebanon Annual Country Report 2018*.

106 “Crisis response revision of Lebanon country strategic plan and corresponding budget increase” (WFP/EV.2/2019/7-E).

Nations agencies partnering under the LOUISE platform were successful in negotiating a preferential exchange rate with the bank holding WFP funds, which meant assistance could target more people.¹⁰⁷

69. The economic impact of COVID-19 restrictions, on top of the financial and economic crises, has contributed to a major deterioration in the socio-economic situation of the refugees and Lebanese population. The WFP response has included a budget revision to enable the scaling up of support through the NPTP to 50,000 households in extreme poverty currently listed in the NPTP register.¹⁰⁸ WFP is actively discussing a proposed social protection system with the Prime Minister's Office, the Ministry of Social Affairs and the World Bank. If successful, this could result in a substantial expansion of cash assistance to affected Lebanese households alongside the strengthening of social protection and institutions. Social unrest and deepening poverty have increased the Government's appreciation of the need for cash-based social protection schemes for its citizens and for WFP country strategic plan activities that support the Ministry of Social Affairs on NPTP delivery. Key informants consider that the WFP and World Bank support will enable the Government to respond to the increased need for cash-based assistance to the most vulnerable.¹⁰⁹ In 2018, **WFP revised its strategic outcome 4 to focus on social protection capacity building** and to attract additional development partner financing in recognition of the Government's increasing interest in strengthening its social protection and the need to support the national social protection system over the medium term.¹¹⁰ WFP activities under the country strategic plan are filling a gap and positively contributing to influencing the direction and development of a national social protection vision during this most critical of times.

70. **WFP adapted to changes in national context and capacities with the necessary adjustments of timeliness.** During the country strategic plan period a series of internal and external events have adversely impacted national capacities and WFP partners delivering cash-based transfer and NPTP components. Since 2019, the economic crisis has destabilized the exchange rate, impacted liquidity, threatened the sustainability of the Lebanese banking sector and restricted movement of critical commodities.¹¹¹ It has also led to restrictions imposed by the banks that meant that beneficiaries could only withdraw cash at Banque Libano-Française (BLF) automatic teller machines (ATMs). This, and the associated social unrest, created challenges of overcrowding and protection risks at BLF ATMs. In addition, the COVID-19 pandemic impacted on the capacity of BLF and contracted shops to serve cash and voucher beneficiaries given the requirements for social distancing. These factors had the potential to seriously undermine the feasibility and appropriateness of cash and voucher assistance. Documents substantiated by key informants highlight that WFP carefully monitored the evolving situation and responded decisively and quickly.

71. WFP implemented a series of measures that have supported partners to maintain the relevance of cash and voucher activities in the face of these challenges, including:¹¹²

- Staggering the uploading of e-cards to allow for ATM replenishment and to avoid ATM overcrowding and maintain social distancing
- Deploying monitors to hotspot ATMs to organize crowds and ensure social distancing
- Closely monitoring ATMs to ensure timely replenishment
- Working with BLF to install additional ATMs in areas with coverage gaps
- Expanding the number of contracted shops participating in the voucher programme.

72. WFP has also prepared and applied contingency plans to respond to "worst-case" scenarios where the use of cash becomes less feasible, including:

- Switching redemption of cash beneficiaries to WFP-contracted shops or other shops
- Switching to in-kind food assistance in case of a collapse of banking services or food supply chains.

73. Various external key informants appreciated this contingency planning (while also highlighting the importance of maintaining cash-based transfer where possible).

74. **The country strategic plan design provides inadequate detail on emergency preparedness and response.** The country office recognizes Lebanon's lack of a disaster risk reduction strategy as being a gap

107 Information from key informant interviews.

108 WFP. 2019. *Lebanon Annual Country Report 2019*.

109 Information from key informant interviews.

110 WFP. 2018. *Lebanon Annual Country Report 2018*. Information from key informant interviews.

111 WFP. 2020. *Minimum Expenditure Basket for Syrian Refugees in Lebanon. Rights-based versus expenditure-based approaches*.

112 WFP. 2019. *Lebanon Annual Country Report 2019*.

and challenge for the country's food security. WFP aimed to "support the Government in strengthening institutional capacities for emergency preparedness and response", although the country strategic plan does not outline what this means in practice. The country strategic plan recognizes that Lebanon has limited capacity to respond to natural disasters and that "the agricultural sector is particularly vulnerable to climate change".

75. The role of WFP in emergency preparedness and rapid response remains relevant in the context of Lebanon's position in the regional Syrian refugee crisis and national instability. Despite the optimism in 2017 – at the country strategic plan design stage – of a more stable future, Lebanon's political fragility has been further eroded by a rapidly declining economy brought on by a major financial and banking crisis and the resultant social unrest this has caused from October 2019 onwards. Further shocks leading to growing food insecurity and poverty came with the COVID-19 crisis.

76. Lebanon is also increasingly at risk of more severe natural disasters related to climate change and the degradation of the environment. The country has experienced several, mainly localized, disasters since 2018. In October 2019, hundreds of fires destroyed forests and damaged agricultural land. Winter storms in early 2019 affected 43 percent of assisted Syrian refugee households, mainly in northern Lebanon.¹¹³ In December 2019 parts of Beirut experienced severe flooding. In addition, there is the long-term problem of pollution from the dumping and burning of garbage, which is contaminating the water sources.

77. The WFP corporate Emergency Preparedness Policy underpins WFP emergency preparedness, readiness and early warning and is grounded in six overarching principles: 1) national leadership; 2) humanitarian principles; 3) accountability to affected populations, including by providing sustainable and gender-transformative food assistance; 4) context specificity; 5) partnership; and 6) innovation.¹¹⁴

78. The WFP emergency activation protocol determines the different classifications of WFP emergency levels.¹¹⁵ On 14 December 2012, in accordance with the provisions of the WFP Emergency Response Activation Protocol a WFP Level 3 emergency was declared to respond to the needs of the people affected by the conflict in the Syrian Arab Republic and for the regional refugee operation in Egypt, Jordan, Lebanon, Iraq and Turkey. On 13 March 2019 the Level 3 classification of the Syrian response was deactivated and a Level 2 response was activated. The emergency preparedness and response package includes a standard operating procedure for the first 72 hours response checklist.¹¹⁶ These policies provide the country office with guidelines on emergency preparedness actions and managing contingency planning to respond to a sudden onset emergency and increase in food insecurity as a result of economic, political and security crises and social unrest.

79. The WFP business continuity plan for Lebanon details the strategy and actions to be taken in the event of a major crisis to ensure the continuity of support to Syrian refugees, the continuity of the logistics corridor for Syria and to scale up response for assistance to vulnerable Lebanese.¹¹⁷

80. Although outside the timescale of this evaluation, it is important to note the disaster that occurred in Beirut on 4 August 2020 when a warehouse containing large quantities of ammonium nitrate at the port exploded. The explosion caused widespread damage to Lebanon's main port, and to densely populated residential neighbourhoods, hospitals, schools, businesses and infrastructure. Lebanon's main grain silos at the port were also heavily damaged and an estimated 120,000 metric tons of food stocks, including wheat, soy and other staples were destroyed. On 5 August 2020 the Government declared a two-week state of emergency in Beirut and WFP, together with other United Nations agencies, Lebanese Red Cross, non-governmental organizations and civil society, quickly responded to this latest humanitarian emergency. The repercussions of the disaster will, in all likelihood, require a scale-up of WFP country office emergency response operations the coming years. ~~until the end of the year and beyond.~~¹¹⁸

113 WFP. 2019. *Lebanon Food Security Outcome Monitoring*. February 2019.

114 Ibid.

115 "Activation Protocol for Level 2 and Level 3 Emergencies" (WFP/EB.1/2005/4-A/Rev 1).

116 WFP. 2018. Country Office Lebanon 72 hours checklist standard operating procedure 10.01.2018. Internal report, unpublished.

117 WFP. 2018. *Lebanon Business Continuity Plan/Organizational Resilience Management Plan (ORMP)*. Internal document.

118 UN OCHA. 2020. *Lebanon: Beirut Port Explosions*. Situation Report No. 2.

2.1.4 To what extent is the country strategic plan coherent and aligned with the wider United Nations and to what extent does it include appropriate strategic partnerships based on the comparative advantage of WFP in the country?

81. **There was a high degree of coherence with the United Nations Strategic Framework (UNSF) for Lebanon.** The country strategic plan aims to contribute to the core priorities outlined in the UNSF with emphasis on Core Priority 3 “Lebanon reduces poverty and promotes sustainable development while addressing immediate needs in a human rights/gender sensitive manner”. WFP operations support a “dual track” approach that focuses both on mitigating the impact of the Syrian conflict and on addressing pre-existing structural constraints. There was no information available on the development of the new country context analysis, which was delayed due to the civil unrest and the COVID-19 pandemic. The UNSF (2017–2021) for Lebanon was designed for the Sustainable Development Goals, however it became clear that the UNSF covers very few areas/indicators. A major re-set is expected to better focus and target Sustainable Development Goals in the new United Nations Sustainable Development Cooperation Framework (UNSDCF), starting in 2022. **WFP has aligned the timeframe of its next country strategic plan with the new timeframe of the UNSDCF.** WFP, as a leading agency in the United Nations country team (UNCT), will be an important contributor to the development of the country context analysis and the UNSDCF.

82. WFP, the International Fund for Agricultural Development (IFAD) and FAO have developed a joint resilience programme funded by the EUTF in support of economic opportunities. Further work is needed to clarify the role of each agency and to confirm the shared objectives and theory of change that is needed to ensure a coherent approach. **Support for joint cooperation among United Nations agencies to address resilience and local economic development was expressed.**

83. The presence of WFP in the country, backed by its global expertise and capacity to rapidly respond to food insecurity, whether brought on by conflict or by natural disasters, remains a critical resource for Lebanon. **WFP has the logistics capacity to support the collective humanitarian response** through providing common services, such as supply chain management and transportation, the United Nations Humanitarian Air Service (UNHAS) and emergency telecommunications and engineering expertise, as well as through providing rapid assessments and analysis on food insecurity and nutrition.¹¹⁹

84. There were strong consultation processes with donor agencies. The country strategic plan, through its resource mobilization strategy and prioritization, provided direction on regularly consulting donors on the levels and modalities of assistance. The donor agencies shared their appreciation of the regular engagement with WFP and the country office’s readiness to respond to donor requests for information.

2.2. EQ2: WHAT IS THE EXTENT AND QUALITY OF THE SPECIFIC CONTRIBUTION OF WFP TO COUNTRY STRATEGIC PLAN STRATEGIC OUTCOMES IN LEBANON?

2.2.1 To what extent did WFP deliver expected outputs and contribute to the expected country strategic plan strategic outcomes?

85. The country office reports on progress in the implementation of the country strategic plan through annual country reports. Indicators provide an overview of achievements against targets under each strategic outcome. The country strategic plan monitoring and evaluation (M&E) system has documented a high overall performance regarding the delivery of outputs with strong outcomes achievements. The strength of the outputs and outcomes under strategic outcome 1 has contributed to the impact of WFP on the food security of vulnerable Syrian refugees.

86. **Strategic outcome 1.** (paragraphs 91-110). Assistance continued to be provided to those refugees living with less than the SMEB. Due to funding constraints not all Syrian, Palestinian or refugees of other nationalities could be supported. Results show positive trends in food consumption patterns among beneficiaries (mid-2019 increase of acceptable Food Consumption Score (FCS) by almost a quarter from the baseline for all cash-based transfer modalities). A lower Food Consumption Score was observed within households headed by women but the Food Security Outcome Monitoring (FSOM) also indicated a decrease, meaning that families resorted less to the use of negative coping strategies. WFP reached 32,000 Syrian and

119 “WFP Emergency Preparedness Policy. Strengthening WFP emergency preparedness for effective response.” (WFP/EB.2/2017/4-B/Rev.1*).

Lebanese students through the school feeding programme for the 2018–2019 school year, contributing to a retention rate of 99.7 percent for students attending the morning shift and 93.7 percent for the afternoon shift.

87. **Strategic outcome 2.** (paragraphs 111-120). WFP livelihood programming consisted of food assistance for assets (FFA) and food assistance for training (FFT) activities. Targeted households showed an improvement in their food consumption levels with 67 percent of households having an acceptable Food Consumption Score in 2019 compared to 65 percent in 2018 without increasing negative food-related and livelihood coping strategies. A concerted effort was made to build refugee-host community social cohesion and to contribute to peaceful coexistence. Participants in the livelihood programmes were equally targeted between Syrian refugees (52 percent) and vulnerable Lebanese (48 percent). Gender-sensitive programming was practiced; 49 percent of Syrian refugees were women.

88. **Strategic outcome 3.** (paragraphs 121-132). At the beginning of 2019, 10,000 Lebanese households (72,000 individuals) selected under the NPTP received food assistance through cash-based transfers (equivalent to USD 27 per month per household member). The first post-distribution monitoring survey for these households was completed in July 2019. The results showed improved overall consumption compared to the baseline scores of February 2018 – an increase from 80 percent to 86 percent of households with acceptable Food Consumption Scores. Expansion of the NPTP food e-card component, for which planning commenced in June 2019, was finally implemented in December 2019, increasing the programme's reach to 12,892 households or 91,200 Lebanese individuals. The NPTP aimed to reach 15,000 households by the first quarter of 2020.

89. **Strategic outcome 4.** (paragraphs 133-138). In the country strategic plan, strategic outcome 4 was originally framed to support the cash platform and delivery of assistance by the Ministry of Social Affairs. The focus was specifically on the NPTP through activity 5. No dedicated funds were allocated under strategic outcome 4 in support of capacity strengthening initiatives in 2018 and 2019. These components were instead carried out under activity 2 (school feeding) and activity 5 (NPTP) of the country strategic plan.

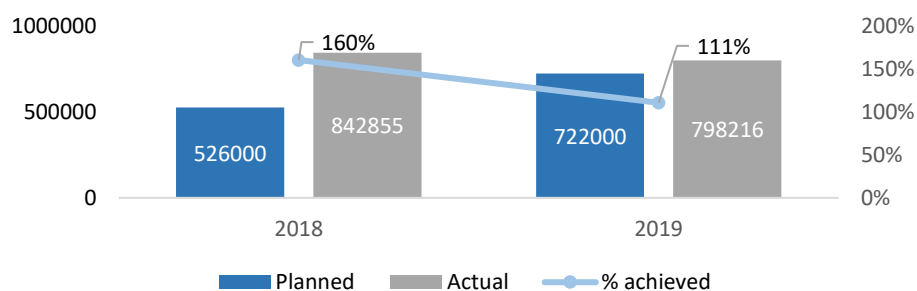
90. **Strategic outcome 5.** (paragraphs 133-138). Under strategic outcome 5, WFP provides technical assistance to strengthen the Ministry of Social Affairs' capacity to effectively implement the NPTP. The European Union Trust Fund began its support of capacity strengthening in February 2019. Towards the end of 2019 additional resources were received from the first Sustainable Development Goal funds for a joint programme with UNICEF, ILO, United Nations Development Programme (UNDP) and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women). The joint programme, with WFP as the lead agency, has the overall objective of developing Lebanon's social protection system and strategy and positioning NPTP as Lebanon's model for social assistance interventions. In November 2019, the WFP Executive Board approved country strategic plan budget revision 5, which created strategic outcome 5 under the "root causes" focus area. The reason for this was to attract funding from development-oriented donors and to increase attention on institutional capacity strengthening to implement the NPTP in an effective manner.

Crisis response – Strategic outcome 1: Food-insecure refugees, including school-aged children and crisis-affected populations, have access to year-round life-saving, nutritious, and affordable food.

91. WFP has consistently achieved or exceeded the output targets expected for its cash assistance to Syrian refugees in terms of the number of beneficiaries reached (See Figure 11). Cash-based transfer operations under the country strategic plan have been well-resourced, with activities under strategic outcome 1 funded at 119 percent and 97 percent of its needs-based plan in 2018 and 2019 respectively.¹²⁰

120 WFP. 2019. *Lebanon Annual Country Report 2019*.

Figure 11: Strategic outcome 1 – activity 1: Output targets versus actual. Beneficiaries receiving unconditional resource transfers to support access to food



Source: Evaluation team based on ACR 2018 and ACR 2019.

92. **Outcomes have been achieved through cash-based transfers.** In 2017 and 2018, the WFP response contributed to improved food consumption and dietary diversity scores among beneficiaries and the use of negative coping strategies were reduced. In the context of the deteriorating socio-economic situation since October 2019, a decline in outcomes as a result of increasing costs of living has been reported.¹²¹ The cash-based transfer programme has, however, prevented a steeper deterioration in food insecurity and poverty levels for the “most vulnerable” Syrian refugees than would otherwise have been the case (See Annex 13. Food Consumption Score and Reduced Coping Strategy Index for a detailed analysis of the cash-based transfer impact on the Food Consumption Score and Coping Strategy Index).

93. Beneficiaries were highly satisfied with cash-based transfers. WFP FSOM reports include a performance indicator on “beneficiary satisfaction with WFP assistance”. Several recent studies included an in-depth examination of the design of WFP cash-based transfers, including capturing beneficiaries’ perspectives,¹²² and arrived at similar conclusions highlighting the high quality of WFP cash-based transfer implementation during the evaluation period, driven by the rigorous programme processes and systems established and refined over several years.

94. **There is clear evidence of the good quality in the cash-based transfer design in relation to modality choice.** WFP research has highlighted the benefits of cash over vouchers in Lebanon,¹²³ which mirrors a wealth of evidence globally. A range of studies demonstrate refugees’ own preference for cash over vouchers.¹²⁴ While the use of unrestricted cash has grown under the country strategic plan in response to these findings, WFP has continued to implement a sizeable food e-voucher component. Key informants were confident that WFP is committed to moving towards further unrestricted cash.

95. Challenges identified with the cash-based transfer modality include:

- Cash-based transfer “one size fits all” design with no diversification according to the needs or constraints of different vulnerable groups was noted in terms of transfer value. Households headed by women are known to be more vulnerable, often facing greater difficulty in accessing sources of income other than assistance,¹²⁵ however the transfer value is standardized for food assistance and multi-purpose cash (MPC) assistance. FSOM data consistently shows that households headed by women achieve reduced outcomes compared to households headed by men.¹²⁶
- A trend in reduced interaction among WFP, cooperating partners and beneficiaries which, combined with the organization’s limited approach to monitoring,¹²⁷ has the potential to limit the line of sight as well as the voice of affected communities in programme design. Studies under the

121 WFP. 2019. *Lebanon Annual Country Report 2019*.

122 WFP. 2018. *Corporate Emergency Evaluation of the WFP Regional Response to the Syrian Crisis (January 2015-March 2018)*.

123 WFP. 2017. *Food-Restricted Voucher or Unrestricted Cash? How to best support Syrian Refugees in Jordan and Lebanon?*

124 CaLP. 2019. *Cash Assistance in Lebanon: Accountability to Affected Populations (AAP), Research Report on AAP in the World Food Programme’s Multi-Purpose Cash Programme*.

125 Ibid.

126 WFP. 2019. *Lebanon Annual Country Report 2019*.

127 CaLP 2019 study, VAM update food price trends Jan 2020 and WFP ACR 2019 all acknowledge that WFP monitoring is focused on measuring the corporate indicators through quantitative surveys, which are not suited to capturing wider issues such as protection risks.

third party monitoring mechanism have highlighted how these issues could undermine cash-based transfer programme quality from an equity perspective and prevent visibility of issues such as protection risks.¹²⁸

96. The Corporate Emergency Evaluation of the WFP Regional Response to the Syrian Crisis (January 2015–March 2018) concluded that beneficiaries' needs, concerns and expectations should be placed more centrally within future response design in order to improve quality. Since then, WFP country office has made a visible effort to act on some of these findings (See 2.2.2 To what extent did WFP contribute to the achievement of cross-cutting aims (humanitarian principles, protection, accountability to affected populations, gender and other equity considerations?). Various reports highlight that these issues are partly a factor of programme scale. The corporate evaluation noted that in addressing the challenge of meeting needs on a mass scale, "WFP resources and attention ... were largely focused on the supply side – that is, geared to delivery. This reduced attention to some demand-side concerns had created some 'blind spots', including a reduced 'line of sight' to beneficiaries."

97. Neither the corporate evaluation nor the inclusion study commissioned by the country office critiqued the cash-based transfer design decisions made under the country strategic plan.¹²⁹ Rather, they highlighted the difficult decisions and trade-offs inherent in the design of large-scale cash assistance in seeking to balance the competing demands of speed, cost efficiency, coverage, effectiveness, equity and accountability. The corporate evaluation considers that a central question for WFP and the humanitarian system is how "quality" or success is defined and how best such a definition should balance scale and sensitivity to different needs.

98. WFP has contributed to enhancing the effectiveness of its own cash-based transfer programme outcomes as well as the wider cash response in Lebanon. This has been achieved through leveraging WFP comparative advantages – particularly its implementation systems, analytical capabilities and partnerships with the private sector – to adapt cash-based transfer programme design and implementation. For example:

- In response to donor requests that validation sessions for cash-based transfer beneficiaries be increased to four times a year in 2019, WFP established a new partnership with Liban Post, instead of using UNHCR centres, to ensure that the process would be less costly and time consuming for beneficiaries.¹³⁰
- WFP rolled out Dalili, a mobile application allowing beneficiaries to compare prices between WFP-contracted shops. Data from Nielsen, a leading global information company, found that prices at WFP-contracted shops were 5.83 percent lower than the average market price in Lebanon.¹³¹

99. **Cash-based transfer interventions have been adapted to respond to emerging crises.** In response to the economic crisis and the COVID-19 pandemic, WFP expanded the number of contracted shops, adapted its cash-based transfer implementation processes, and worked with Banque Libano-Française (BLF) to ensure timely replenishment of ATMs and an agreed preferential exchange rate. WFP has incrementally increased the transfer value of cash-based transfers to refugees. Donors expressed their appreciation for WFP efforts in ensuring continued effectiveness of the cash response for meeting food and other basic needs.¹³²

100. **WFP data informed the SMEB calibration.** Data from WFP-contracted shops formed the basis for transfer value analysis and WFP led the calibration of the SMEB. This analysis has been instrumental in negotiations with the Government around increasing the transfer values. The WFP contracting relationship with BLF led to exchange rate discussions on behalf of LOUISE agencies. These negotiations are benefitting other stakeholders, including those in the Basic Assistance Working Group (BAWG) and Food Security Sector Working Group (FSSWG).

101. Notwithstanding these achievements, there have been factors that have limited WFP ability to enhance effectiveness, including:

- Management of the joint UNHCR–WFP call centre for the cash-based transfer programmes in the absence of a data sharing agreement between WFP and UNHCR before 2019. This limited WFP

128 CAMEALEON. 2020. *VfM Analysis: the World Food Programme's MPC Assistance Programme in Lebanon*. Internal Report, unpublished
129 WFP. 2018. *Corporate Emergency Evaluation of the WFP Regional Response to the Syrian Crisis (January 2015-March 2018)*.

130 CAMEALEON. 2020. *VfM Analysis: the World Food Programme's MPC Assistance Programme in Lebanon*. Internal Report, unpublished.

131 WFP. 2018. *Lebanon Annual Country Report 2018*.

132 Information from key informant interviews.

access to data on matters not related to card and payment issues, including protection concerns, which constrained its ability to respond to issues raised.¹³³

- The need to agree transfer value increases with the Ministry of Social Affairs, with the top-up value not always meeting the levels sought by WFP or donors.¹³⁴
- Some key informant interviews and reports point to the absence of an integrated approach, which limits collaboration between, for example, cash-based transfer and livelihoods work or cash-based transfer and referrals to wider services that could potentially increase the impact of the cash provided.¹³⁵
- The repetitive and bureaucratic process of seeking donor approvals for WFP to manage necessary programme changes created challenges for quick decision-making. Some donor interlocutors felt that establishing a framework for country strategic plan donors to sign off on programme adaptations would be beneficial.¹³⁶

102. WFP support in meeting the food and nutrition needs through a school feeding programme has assisted the Government to mitigate the effects of the refugee crisis and deepening vulnerabilities, which were exacerbated by the absence of a strong national safety net. School meal activities were introduced by WFP in 2016 at the request of the Ministry of Education and Higher Education. WFP launched a pilot emergency school feeding programme as part of its support to Lebanon in reaching SDG 2 on zero hunger. Under the country strategic plan, WFP received USD 4.1 million for the school feeding programme (mainly from Canada and Italy), which was implemented in vulnerable communities across all governorates and targeted both Lebanese and Syrian refugee children.¹³⁷

103. **The emergency school feeding considered the challenge of the double burden of under- and over-nutrition in Lebanon**¹³⁸ A daily snack pack consisting of fruit, vegetables, peanuts and cow's milk was provided to targeted school children with the aim of acting as an incentive to improve children's school enrolment, attendance and academic retention. It also includes a nutrition education component that encourages children to make healthy choices, highlighting the essential role of school feeding in shaping future eating habits.¹³⁹ The school feeding programme was expected to provide local economic opportunities and support women's economic empowerment. Improved social cohesion among Lebanese and Syrian refugee children and parents was a possible added benefit. The school feeding programme is included under strategic outcome 1 because it is part of the wider response to the Syrian refugee crisis and its effects on Lebanese host communities.

104. **The WFP school feeding programme met its targets in reaching vulnerable Lebanese and Syrian students in public schools.** The emergency school feeding responded to the different needs of both Lebanese and Syrian refugee girls and boys while recognizing the distinctions and similarities between both population groups. This enabled an approach that combined diet diversity, food security and nutrition education. The country strategic plan has a target of 100 schools to be reached by 2021. WFP reached 62 intervention schools in 2019–2020 and is on track to achieve the 2021 target. The programme was able to exceed its target student population for the 2016/2017 and 2017/2018 academic years. Gender equity was achieved among both Lebanese and Syrian children. The data reflects the situation before the start of the social unrest in October 2019 and the outbreak of COVID-19.¹⁴⁰ (See Table 4: [Beneficiaries 2016–2019 receiving school meal activities](#) for complete data on the number of children reached.)

105. **Geographical targeting was based on locations with a high proportion of vulnerable refugee and Lebanese communities.** Other criteria included: 1) two-shift schools (with exceptions made for schools in very vulnerable areas or located close to the border); 2) distribution to moderate and severe food insecure households by governorate using VASyR data; 3) location of Syrian refugees based on the United Nations

133 CaLP. 2019. *Cash Assistance in Lebanon: Accountability to Affected Populations (AAP), Research Report on AAP in the World Food Programme's Multi-Purpose Cash Programme*. Information from key informant interviews.

134 Ibid.

135 Ibid.

136 Information from key informant interviews.

137 WFP. 2016. *WFP Launches School Meals Programme to Support Both Lebanese And Syrian Children*.

138 WFP. 2019. *Lebanon Annual Country Report 2019*.

139 Cervato-Mancuso AM, Westphal MF, Araki EL, Bógus CM. 2013. School feeding programmes' role in forming eating habits. *Revista Paulista de Pediatria*, 31(3):324-330.

140 For information on how WFP assisted Lebanon to the crises in 2020. WFP. 2020. *Crisis after crisis: How WFP helped Lebanon respond to 2020*.

Office for the Coordination of Humanitarian Affairs (OCHA) vulnerability map of 2015; and 4) schools rehabilitated with water, sanitation and hygiene (WASH) facilities which were supported with health education. The final list of selected schools was compiled by the Pedagogical and Scholastic Guidance Office Direction (d'Orientation Pédagogique et Scolaire), approved by the Director General of the Ministry of Education and Higher Education and communicated to WFP. (See Annex 12. Maps)

106. A general gender, equity and protection analysis supported the school feeding programme's selection of areas for the school feeding intervention schools. An analysis tailored to prioritizing schools and areas has not yet occurred and will require further dialogue with the Ministry of Education and Higher Education on the revision of target criteria. This would have enabled a more in-depth consideration of the following elements:

- Protection – reaching areas with a high occurrence of early marriage or child labour
- Gender – higher drop-out rates among girls, early marriage and child labour
- Equity – considering the needs of both Lebanese and Syrian refugee communities.

Table 4: Beneficiaries 2016–2019 receiving school meal activities

School year	Number of schools	Target	Students reached	Lebanese children reached in morning shift ¹⁴¹	Refugee children reached in afternoon shift
2016/2017	13	10 000	16 610	6 644 (50% boys, 50% girls)	9 966 (50% boys, 50% girls)
2017/2018	39	17 000	17 456	8 798 (45% boys, 55% girls)	8 658 (54% boys, 46% girls)
2018/2019	39	24 000	23 170	9 116 (53% boys, 48% girls)	14 072 (50% boys, 50% girls)
2019/2020	59	36 500 ¹⁴²	34 530	Target 50% boys, 50% girls	Target 52% boys, 49% girls

Source: WFP. 2020. *Draft report on the evaluation of WFP emergency school feeding in Lebanon*

107. The WFP school feeding interventions impacted the food security, micro-nutrient deficiencies and dietary habits of both Syrian and Lebanese children with knock-on effects on school attendance as well as on psycho-social wellbeing in the context of Lebanon's economic crisis. An evaluation of the emergency school feeding response conducted in 2020 noted a significant decrease in child-reported food insecurity among (mainly) Syrian refugee children attending afternoon school shifts. For Syrian children, this also translated into fewer experiences of food insecurity – for instance, skipping meals that led to short-term hunger. For those children attending afternoon school shifts, the snack increased diet diversity and also filled an essential gap in the variety of food not otherwise available to them. In the morning school shifts, where the majority of students are Lebanese, the snack changed the dietary diversity of the food consumed by children. It was found that the availability of school snacks provided an incentive for enrolment and attendance and had an additional benefit of instilling a feeling of equality between students attending the morning and afternoon shifts. However, there was no evidence that the school snack contributed to social cohesion or that it had an effect on lowering the incidence of negative coping strategies among Syrian refugee children. The evaluation recommended the expansion of the school feeding programme through various modalities while targeting the most vulnerable communities based on food security, poverty and protection criteria.

108. The school feeding programme supported and contributed to the Government's development of a national school feeding framework. The design and implementation also have the potential of contributing to the development of the wider social protection agenda in Lebanon. Since the start of the pilot scheme in 2016, the WFP school feeding unit has worked together with the Ministry of Education and Higher Education in the development of a national school feeding framework. The school feeding evaluation of 2020 will provide the evidence base for the Ministry of Education and Higher Education on whether or not school feeding should be expanded.

109. Gender balance was reached among children benefitting from school feeding. WFP dialogue with the Ministry of Education and Higher Education and other stakeholders emphasized the importance of gender parity in the selection of intervention schools and resulted in a gender balance. Gender equity was considered

141 In some schools the morning shift will also include Syrian refugee children, up to 30 percent in some schools.

142 Including 34,000 packed snacks and 2,500 kitchen prepared snacks.

during the school feeding scoping mission in 2015 and has remained a focus throughout the implementation. Design, monitoring and reporting, with disaggregation by gender, were presented in progress reports and annual completion reports. The documentation did not highlight specific gender analyses beyond gender disaggregated targets for output and outcome indicators.

110. Social, economic, cultural and institutional barriers put students at risk of dropping out and joining the ranks of those already out of school. Children and their families are confronted with various barriers related to enrolment policies, education quality, the social and economic conditions of Syrian refugees displaced in Lebanon and the attitudes of students' parents towards education. Stakeholders pointed out that these barriers require a multi-layered response by the relevant agencies. Stakeholders also noted that WFP school feeding activities in Lebanon were geared to enhancing nutrition, food security and educational outcomes, all of which were appropriate targets given the poor nutritional indicators and high non-enrolment in schools among refugee populations.¹⁴³

Resilience building

Strategic outcome 2: Vulnerable women and men in targeted refugee and Lebanese communities sustainably improve their skills, capacities and livelihood opportunities by 2020.

111. WFP has complemented its large-scale cash response with livelihoods support and resilience building to support vulnerable Syrian and Lebanese people. These activities were initiated under EMOP 200433 and PRRO 200987 and further developed under the country strategic plan. The planned budget for strategic outcome 2 received 82 percent of the USD 27.8 million resource allocation for 2019,¹⁴⁴ an increase from the 2018 budget.

112. The years 2018 and 2019 were seen by WFP as a period of "testing" its approach around livelihoods and resilience. The results data in Table 4 illustrate the increase in people reached through the livelihoods programme including those reached with food assistance and those benefitting from asset creation in the communities. An increase in the number of beneficiaries was reached in 2019 after the approach was developed and tested in 2018. An updated theory of change has since been developed based on a wide range of consultations within WFP and with the regional bureau in Cairo.¹⁴⁵ The livelihoods support is provided through a package of activities and grouped into the following two main categories emphasizing the number of beneficiaries reached under training and short-term job-creation:

- Food assistance for training or individual capacity strengthening activities (country strategic plan, activity 3), which include: (i) short-term training to vulnerable, displaced Syrians and Lebanese programme participants (for example, first aid and safety measures, waste management and composting techniques, food safety and food processing techniques and awareness raising on gender-based violence); and (ii) long term objectives to equip women and men participants with marketable skills (digital skills, agricultural and forestry skills, construction skills, basic literacy and numeracy, English language skills, skills linked to the textile and hospitality industries and finally soft skills such as communication), which enhance their income and employment opportunities in Lebanon and in Syria when refugees are able to return home
- Food assistance for assets or asset creation and livelihood support activities (country strategic plan activity 4), which include: (i) the establishment or rehabilitation of community assets – for example, irrigation canals, market sites, forests – by programme participants through short-term temporary work; and (ii) long-term objectives of improved living conditions, stimulated local economic opportunities, enhanced resilience, and strengthened social cohesion.¹⁴⁶ Examples of these assets include 18 km of feeder roads rehabilitated and 30 km of new feeder roads; 505 ha of agricultural land rehabilitated; and 4 km of irrigation canals constructed in 2019.

143 UNICEF, UNHCR, UNESCO. (2019). *Out of School Children Profiling. Barriers to Education for Syrian Children in Lebanon*.

144 WFP. 2019. *Lebanon Annual Country Report 2019*.

145 Information from key informant interviews.

146 WFP. 2017. *Lebanon Country Strategic Plan (2018-2021)*. WFP, p.4.

Table 5: Country Strategic Plan (2018–2019) participants' figures food assistance for assets – food assistance for training

	Year	FFA	FFT	Total
CSP ACR 2018	2018	4200	5400	9600
CSP ACR 2019	2019	34,699	49,784	84,483

Source: WFP ACR 2018 – ACR 2019

113. According to available data, targets for the overall number of participants supported under the livelihoods support were exceeded in 2018 and 2019. The number of beneficiaries of individual capacity strengthening activities – food assistance for training – exceeded the targets in both years. Conversely, the target number of beneficiaries earmarked to receive food assistance for assets support were not met in 2018 and 2019. The underachievement of food assistance for assets seems to be mainly linked to the selection process of the assets to be supported and the capacity of the cooperating partners.¹⁴⁷ The annual country reports for 2018 and 2019 are not clear on this.

114. Both food assistance for assets and food assistance for training activities use conditional food assistance delivered through cash-based transfers to meet short-term food security objectives. The transfer of USD 200 (LBP 300,000) is remuneration or incentive for participation and is calculated to fill the monthly household food gap. Syrian and Lebanese participate in the programme for a maximum of 60 hours per month and receive a minimum transfer of USD 20 (LBP 30,000) per day.¹⁴⁸

115. Gender-sensitive programming was successful as 49% of the Syrian refugees assisted were women and girls. The country office has made a number of programmatic efforts to ensure that activities were **tailored to and more supportive of the specific needs of women in order to encourage their enrolment and retention under the livelihoods programme**. Examples of these gender considerations include providing child-care facilities, engaging women's cooperatives and providing more participation options other than intensive manual labour.¹⁴⁹ However, it is less clear whether the livelihoods interventions set out to support gender-transformative activities and if these were based on a gender analysis.

116. Under its targeting strategy, priority has been given to people not receiving assistance under strategic outcome 1 and who fall below the SMEB. The rationale underpinning the targeting of Syrian participants is linked to the thousands of severely vulnerable households living below the SMEB – 485,331 individuals or 97,066 households according to the VASyR 2019 – who are not benefitting from food e-vouchers or cash transfers under strategic outcome 1 because of funding gaps. One country office staff member noted, “the Programme is a cushion for beneficiaries that we cannot reach with food assistance ... it allows us to capture those families”.¹⁵⁰

117. A revised theory of change has been prepared following recommendations made in the evaluation report, WFP Livelihoods and Resilience Activities in Lebanon. The country office revised the theory of change for its livelihoods and resilience programme in 2020 that establishes the vision and objective for associated interventions.

118. The evaluation report highlighted the need for: i) a review of the theory of change to articulate better the vision for change, as well as its livelihoods and resilience objectives; ii) updating the WFP livelihoods strategy to operationalize the revised theory of change and to conceptualize resilience; iii) improving the monitoring and

147 WFP. 2019. *Evaluation of WFP's Livelihoods and Resilience Activities in Lebanon from 2016 to 2019*.

148 Ibid. p.2.

149 Ibid. p.15.

150 Ibid. p.9.

reporting framework to strengthen evidence-based decision making; iv) improved corporate food assistance for training guidance; v) a longer-term programme implementation approach.¹⁵¹

119. The report shared with the evaluation team in July 2020 is the basis for observations made in this report, including:

- i. While the theory of change outlines the pathways for expected change, it was noted that it did not sufficiently consider the contextual differences and constraints between the vulnerable Lebanese and the Syrian refugees. Therefore, the evaluation team is of the opinion that one of the conclusions made in the 2019 livelihoods report will require further analysis and follow up by the country team. The theory of change will need to state more explicitly what underlying assumptions and contextual factors influence results, and what lasting changes the programme expects to bring about for Syrians and Lebanese.¹⁵² This will support the objective of providing long-term opportunities through tailored food assistance for assets and for training that require different approaches for the targeted population groups¹⁵³
- ii. The theory of change does not clearly identify opportunities for collaboration with other main United Nations actors. Sustainable achievement of improved food security and community resilience is reliant on coherence with others, shared strategies, and agencies actively supporting a more unified approach. Key informants expressed the view that a theory of change that addressed the interests of other agencies – particularly those working in the agricultural sector – would achieve better complementarity. While there are some joint funding projects, for instance EU Madad, systematic collaboration among agencies remains limited mainly due to competition for funding
- iii. The revised theory of change is very ambitious and could benefit from prioritization of activities and outputs in line with available human and financial resources as well as with government priorities – mainly the Ministry of Agriculture’s strategy.

120. Corporate tools do not enable programme and monitoring staff to systematically or effectively gather information on resilience. Further **strengthening and contextualizing of performance indicators and monitoring frameworks will be required** to allow a better understanding of how livelihoods activities contributed to increased employment or income for Lebanese and Syrian beneficiaries.

Root causes

Strategic outcome 3: Vulnerable populations in Lebanon are enabled to meet their basic food needs all year long.

121. The NPTP operations under the country strategic plan have become progressively better resourced as the country strategic plan has progressed. In 2018, activities under strategic outcome 3 were funded at 77 percent of the needs-based plan and by 2019, 102 percent of funding needs were realized.¹⁵⁴ The 2019 annual country report, as well as several key informants, put some of this achievement down to WFP success in securing funding from the European Union Trust Fund.

122. **WFP was able to rapidly scale up its beneficiary reach under the NPTP.** There were some delays in outputs in terms of beneficiaries reached, reportedly due to government readiness in finalizing the NPTP selection and monitoring process. For example, the NPTP beneficiary recertification exercise was initially expected to be rolled out by the Ministry of Social Affairs in 2017 but did not take place until 2018, while the roll-out of digital monitoring tools only took place in 2019.¹⁵⁵ Despite these delays, WFP was able to rapidly scale up, reaching 10,000 NPTP households (72,000 individuals) at the beginning of 2019. Expansion to 15,000 households was achieved before the end of 2019. (This is highlighted in Figure 12)

123. There was a budget revision to increase targets under NPTP. In response to the economic crisis WFP implemented budget revision 5, which aims to increase the number of beneficiaries (far beyond the initial

151 WFP. 2020. Decentralized Evaluation of WFP Livelihoods and Resilience Activities in Lebanon from 2016 to 2019. Management Response.

152 WFP. 2019. *Evaluation of WFP's Livelihoods and Resilience Activities in Lebanon from 2016 to 2019*.

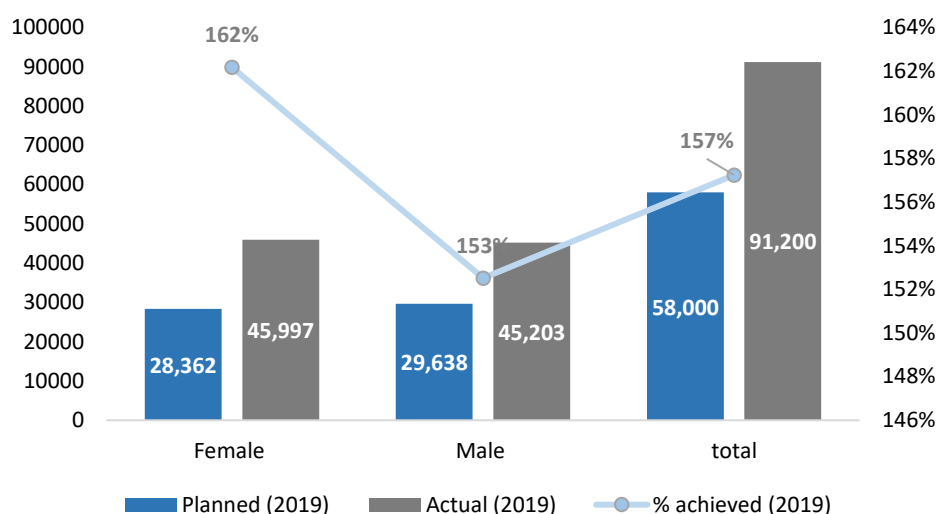
153 Information from key informant interviews.

154 WFP. 2019. *Evaluation of WFP's Livelihoods and Resilience Activities in Lebanon from 2016 to 2019*.

155 Ibid.

targets) to reach all 43,000 households in extreme poverty (230,000 individuals) currently registered in the NPTP database by the end of 2021.¹⁵⁶

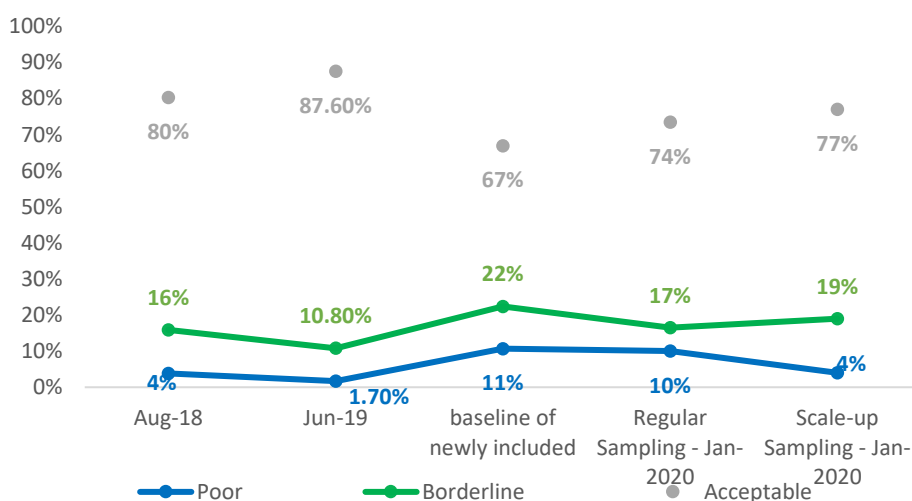
Figure 12: Beneficiaries (planned and actual) receiving cash-based transfers, by gender (2019)



Source: Evaluation team based on ACR 2019

124. A baseline survey for e-voucher beneficiary households was conducted in 2018. The WFP 2019 annual country report details findings of the 2019 post-distribution monitoring exercise and states that the activity successfully achieved all the intended outcomes of higher levels of food consumption and a more diversified diet, as well as reduced use of negative coping strategies. In addition, there was an increase in the acceptable Food Consumption Score from 80 percent of households at baseline to 86 percent in 2019.¹⁵⁷ Trends in outcomes are illustrated in Figure 14. Important to note is the positive effect of the cash-based transfer support on beneficiaries' coping strategies.

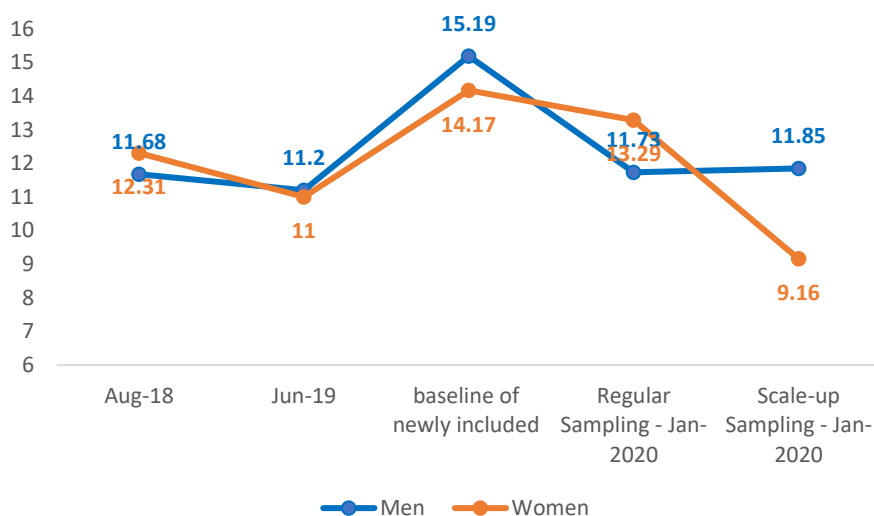
Figure 13: Food consumption group for Lebanese



Source: Evaluation team based on WFP NPTP_Findings_February-2020

¹⁵⁶ Ibid. Information Key informant interviews.
¹⁵⁷ WFP. 2019. *Lebanon Annual Country Report 2019*.

Figure 14: Reduced Coping Strategy Index (rCSI) disaggregated by gender of head of household (Lebanese)



Source: Evaluation team based on NPTP_Findings_February-2020

125. The WFP FSOM reports do attempt to capture some, albeit limited, feedback from the refugee population on the quality of WFP performance under activity 5. However, there is no evidence that this feedback was sought from Lebanese beneficiary populations. The evaluation team was not provided with the post-distribution monitoring data and the 2019 annual country report does not report on this. There are also no wider or independent studies on the NPTP e-voucher system that provides insight into this. However, given that the e-voucher for NPTP beneficiaries makes use of some of the same operational processes as those used for the cash-based transfer modality for refugees, certain findings in studies that examine the quality of the WFP cash-based transfer design are also relevant for the NPTP. This is the case with regards to the high quality of e-voucher implementation and the potential challenges with the lack of diversification of the cash-based transfer delivery systems according to needs or constraints of vulnerable groups. It is important to have more oversight and data on the quality of the programme design for Lebanese beneficiaries.

126. As with the refugee population who are supported with cash-based transfers under strategic outcome 1, the main issue with quality relates to modality choice. The use of restricted e-vouchers rather than cash is due to government reluctance to provide unrestricted cash to vulnerable Lebanese registered with the NPTP. (See Annex 14. Evolution of cash and vouchers.) The strategic intent of WFP was, through the introduction of the NPTP e-voucher and developing the partnership with the Ministry of Social Affairs, to influence the Government to agree to pilot unrestricted cash during the course of the country strategic plan.¹⁵⁸ There is evidence that under the country strategic plan WFP has taken steps to influence government opinion. For example, a learning exchange between the Ministry of Social Affairs and the Ministry of Development and Social Inclusion of Peru took place in September 2019. This exchange reportedly increased the appreciation of the Ministry of Social Affairs' staff on the use of cash as an effective instrument in specific social protection schemes.¹⁵⁹ Since then, the political environment in Lebanon has changed and the economic and COVID-19 crises have reportedly substantially increased government interest in cash-based social protection schemes.¹⁶⁰

127. The operational expertise of WFP and its established systems in-country provided an available platform for comparable assistance to vulnerable Lebanese households. These WFP systems are a core component of the proposed World Bank-funded social safety net being designed in response to the dual crisis in Lebanon.¹⁶¹ The WFP role as "co-implementer", leading on cash-based transfer payment delivery and

158 CaLP. 2019. *Cash Assistance in Lebanon: Accountability to Affected Populations (AAP), Research Report on AAP in the World Food Programme's Multi-Purpose Cash Programme*. Information from key informant interviews.

159 WFP. 2019. *Lebanon Annual Country Report 2019*.

160 World Bank. 2021. *Lebanon Emergency Crisis and Covid-19 Response Social Safety Net Project (ESSN)*.

161 Ibid.

monitoring, has been instrumental given the Government's limited capacities. Going forward, the Government must assume its responsibilities for managing all aspects of the operational cycle of this social protection scheme.¹⁶²

128. There was timely implementation of the NPTP e-voucher component. The adaptations to the cash-based transfer implementation process (mentioned under strategic outcome 1 (paragraphs 91-110) in response to the economic crisis and the COVID-19 pandemic also ensured timely and safe implementation of the NPTP e-voucher component. WFP market monitoring capabilities provided the data that was needed to rapidly adapt its country strategic plan and significantly broaden the coverage of the NPTP e-voucher component in line with the changing needs and vulnerabilities of the Lebanese population. Increased coverage was considered crucial for maintaining the food security of the Lebanese population.¹⁶³ The data were also used to successfully influence the Ministry of Social Affairs on the need to increase the e-voucher transfer value in light of the increased cost of living.¹⁶⁴

129. There were factors that limited the ability of WFP to improve effectiveness. The focus on NPTP risks a narrow interpretation of social assistance within the Government and constrains development of a broader, more inclusive and integrated social protection system.¹⁶⁵ (paragraphs 130-131) The Office of Evaluation's 2019 evaluation on the Update of WFP's Safety Nets Policy found that the narrow focus of the policy on safety nets neglected to position WFP in a broader social protection context. Growing experience with social protection provides a platform to further develop the organization's complementary approach with other actors.¹⁶⁶ In line with the findings of this evaluation, WFP Lebanon has recognized the need to invest in relevant capacities and under the country strategic plan it has invested in a dedicated social protection unit.

130. WFP aimed to improve the coordination of activities under the NPTP. There was an intention to launch a technical working group for stakeholders directly involved in the transfer component of the NPTP. There was also a proposal to develop a joint accountability framework to clarify the respective roles and responsibilities of operational actors throughout the NPTP programme cycle. Both these activities stalled in 2019 due to the changes in the Government.¹⁶⁷ The new social safety net project under the UNSDCF allocates clearly defined roles to WFP and other United Nations partners. However, more joint thinking and clarity may be needed on strategic direction and on how the respective components link. Coordination of WFP capacity building activities under the NPTP, together with the wider social protection-related interventions of the Ministry of Social Affairs and its development partners, is also an area with scope for improvement under the country strategic plan. (This is covered further under strategic outcome 5 below.)

131. There was limited information on wider impacts. The WFP NPTP monitoring systems have not been made available to the evaluation team but would appear (like the FSOM for refugees) to be quite limited with a focus primarily on quantitative data collection against a limited number of indicators. This is not particularly useful as a means of identifying unintended effects of the programme, whether positive or negative. The Corporate Emergency Evaluation of the WFP Regional Response to the Syrian Crisis (January 2015–March 2018) highlights the importance of capturing wider impacts. For example, it concludes that support to the NPTP may contribute to improving social cohesion between refugees and host communities.¹⁶⁸ There is no evidence that WFP is systematically monitoring the effect of the programme on social cohesion.

132. The intention of WFP is to support the establishment of foundational delivery systems, through the NPTP, that the Government can adopt for the NPTP and for other future social assistance schemes.¹⁶⁹ While certain aspects of social assistance delivery (management information system, enrolment, payment delivery system, grievance mechanism) can be standardized across many, even all, social assistance programmes, one aspect that should not necessarily be standardized is targeting and registration. The NPTP is targeted at poor Lebanese households and provides a base transfer for food. These same households may need additional complementary social protection schemes to improve other aspects of human development. Other future social assistance schemes may have to be targeted differently, taking into account the needs and

162 Information from key informant interviews.

163 Information from key informant interviews.

164 Information from key informant interviews.

165 CaLP. 2019. *Cash Assistance in Lebanon: Accountability to Affected Populations (AAP), Research Report on AAP in the World Food Programme's Multi-Purpose Cash Programme*. Information from key informant interviews.

166 WFP. 2019. *An Evaluation of the Update of WFP's Safety Nets Policy (2012)*.

167 WFP. 2019. *Lebanon Annual Country Report 2019*.

168 WFP. 2018. *Corporate Emergency Evaluation of the WFP Regional Response to the Syrian Crisis (January 2015-March 2018)*.

169 WFP. 2017. *Food-Restricted Voucher or Unrestricted Cash? How to best support Syrian Refugees in Jordan and Lebanon*.

vulnerabilities of, for example, elderly persons, people with disabilities and schoolchildren. There was anecdotal evidence from one key informant that WFP ownership of the NPTP delivery systems may be constraining the ability of other agencies to move forward with alternative, necessary and complementary social protection programming.

Root causes

Strategic outcome 4: National institutions and national and international humanitarian actors are supported in their efforts to improve the effectiveness and efficiency of their assistance.

133. In 2018, no dedicated funds were secured to implement strategic outcome 4 in support of capacity strengthening initiatives. WFP funded certain capacity building activities relating to the NPTP through the budget for strategic outcome 3. In 2019, funding was more successful with the revised strategic outcome 5 receiving 39 percent of the required funds through the new partnership with the European Union Trust Fund and from UNSDG funds.¹⁷⁰

134. **Prior to mid-2019 there was no clear strategy defined for institutional strengthening.** WFP provided the Ministry of Social Affairs with a variety of IT technical support, including the provision of 130 computer tablets for social development centres and training on their use. The capacity building strategy became further defined following the workshop with the Ministry of Social Affairs and the Presidency of the Council of Ministers in 2019, where the Government outlined the operational weaknesses of the NPTP and its priorities for technical support. WFP then developed a log frame¹⁷¹ highlighting various expected outputs from capacity building activities, under three areas:

- Strengthening of NPTP operational systems to support the management of beneficiary information and updates, receipt of assistance and a grievance system
- Monitoring and evaluation tools
- Staff capacity development.

135. **Progress was constrained by the external environment.** Progress to date has included: the development of the NPTP food e-card submanual and operational plan; a communications strategy; communication tools for beneficiary orientations; development of monitoring tools using mobile data collection applications; and a series of technical and operational trainings on data collection for Ministry of Social Affairs enumerators and on data cleaning for the NPTP technical team. There have been delays in progress mainly due to government changes.

136. **There was limited tracking of the main operational systems and government ownership.** While WFP key informants report that the expectation is that these operational systems will be operationalized in the Ministry of Social Affairs by the end of 2021, most of these systems are not being tracked as outcome indicators. There is also no specified outcome, or timeframe, for when the Government is expected to assume ownership of all the systems and processes that are currently being managed and implemented directly by WFP. (This is discussed further under sustainability in [Section 2.2.3](#))

137. **The focus outcome area was changed from "crisis response" to "root causes".** In November 2019, under country strategic plan budget revision 5, WFP revised the output statement under outcome 4 from: "Vulnerable populations benefit from enhanced capacities of public institutions and systems, including local responders to prepare for and respond to emergencies" to: "Vulnerable populations benefit from enhanced capacities of public institutions and systems". **This focused the action firmly on capacity building for national system development under NPTP and is considered influential on the ability of WFP to secure development donor funding.**

138. The core expertise of WFP relating to social protection is recognized as the design and effective implementation of operational systems, at scale. The focus of the capacity building activities under strategic outcome 5 is in line with this expertise, meaning that WFP is able to utilize, in its capacity building work, the knowledge and experience gained from humanitarian interventions in-country. Further progress needs to be made in drafting a coherent plan for building the capacity of the Government in those areas still being managed by WFP including monitoring and evaluation, grievance and complaints handling, communication

170 WFP. 2018. *Lebanon Annual Country Report 2018*. WFP. 2019. *Lebanon Annual Country Report 2019*.

171 Ibid.

and the overall institutional set-up. This limits the full achievement of the programme's intended outcome to: "Improve capacity of relevant government agencies to implement the NPTP at the central and local levels".¹⁷²

139. The country strategic plan monitoring system complies with WFP corporate requirements in relation to national capacity strengthening. However, it was found that monitoring WFP capacity strengthening work with ministries and government institutions can be enhanced if a clearer roadmap is developed in consultation and agreement with the relevant institutions. This would result in a mutually agreed monitoring framework. WFP advocated strongly for the country strategic plan with the Government. Increasing the number of in-house experts and support from WFP headquarters and the regional bureau in Cairo could be of great benefit while the country office is expanding its engagement in Lebanon to support the development of social protection schemes such as the NPTP.

2.2.2 To what extent did WFP contribute to the achievement of cross-cutting aims (humanitarian principles, protection, accountability to affected populations, gender and other equity considerations)?

140. **WFP contributed to alleviating hunger in a complex protracted crisis.** In upholding the humanitarian principle of humanity – to prevent and alleviate human suffering – protection and accountability to affected populations WFP continued to provide food assistance to approximately one million economically vulnerable people in Lebanon.¹⁷³ The scale of this assistance, through cash-based transfers, is an enormous achievement in itself. The most vulnerable Syrian refugees in Lebanon remained the largest recipients of WFP cash assistance to meet basic food needs. By maintaining, together with UNHCR and UNICEF, cash-based transfers through the common system LOUISE, WFP contributed to alleviating hunger in a situation of growing economic and financial crises. Support was also provided to the most vulnerable Lebanese households through the food assistance component of the NPTP in collaboration with the Ministry of Social Affairs and the Presidency of the Council of Ministers. Targeted households provided with food e-cards increased from 10,000 at the beginning of 2019 to 12,892 households at the end of 2019. WFP also continued to provide monthly support to 14,100 Palestinian refugees from Syria in collaboration with the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA).

141. **Good progress was made on protection and accountability to affected populations.** The country office followed up on the recommendations made in the 2018 Corporate Emergency Evaluation of the WFP Regional Response to the Syrian Crisis. The establishment of an accountability to affected populations/protection unit was a positive development during the country strategic plan period. The unit was established within the country office programme unit in May 2018 and has been proactive in promoting protection principles and accountability to affected populations to ensure that cross-cutting issues are followed up and monitored. The functions of the unit are divided between accountability to affected populations and protection (two staff for each component) and led by a head of unit. The focus of accountability to affected populations is on improving beneficiary complaints processes, addressing complaints, monitoring the call centre jointly operated by WFP and UNCHR, providing and disseminating information, following up referrals, problem solving and tracking cases, and following up on issues concerning gender and disability. Protection focuses on tracking cases and processing data and legal issues.¹⁷⁴ The unit is also engaged in coordination, communications, capacity building on knowledge, adherence and compliance of accountability to affected populations/protection and partner relations and the regional bureau in Cairo provides support as required. The accountability to affected populations/protection unit also has oversight on ensuring adherence to protection and humanitarian principles at the local level by providing support to the three field sub-offices, including on issues related to local disputes and complaints and restricted access. Major issues, where humanitarian and protection principles are either compromised or risk being compromised, remain the responsibility of senior management at the country level.¹⁷⁵

142. **Improving call centre operations was critical for ensuring accountability to affected populations.** The process of handling complaints has improved but challenges remain, in particular around the

172 Also noted in CaLP. 2019. It states that it is logical and in line with the WFP comparative advantage for WFP to take responsibility of providing the voucher payment system on the NPTP, but highlights the need for clarification on plans for handover to and/or the role of the Government in the payment processes.

173 WFP. 2019. *Lebanon Annual Country Report 2019*.

174 WFP. 2018. *Lebanon Annual Country Report 2018*.

175 Information from key informant interviews.

management of the call centre. The 2019 Inclusion study highlighted a number of issues in relation to call centre operations from timely handling of complaints, to the quality, reliability and accessibility of call centre services to beneficiaries, unwelcoming staff, problems with data, delays in tracking cases, and delays with referrals.¹⁷⁶ An underlying tension is that WFP and UNCHR have different processes and procedures, for example in relation to access to data. WFP reports it has a positive reputation for humanity, however this can only be confirmed if no concerns are raised by different stakeholders about the quality of the assistance provided. Aspects of the cash-based transfer call centres and complaints procedures need to be investigated further. Despite the differences in the approach of WFP and UNHCR good progress is being made to streamline operations and improve services.¹⁷⁷

143. The accountability to affected populations/protection unit has made a significant impact on promoting accountability to affected populations and protection concerns. However, the three field sub-offices do not have dedicated accountability to affected populations/protection focal points and therefore staff must assume accountability to affected populations/protection/gender roles in addition to their other functions. WFP is committed to supporting the work of the accountability to affected populations/protection unit and making provision for additional staffing, capacity building and other resources to develop accountability to affected populations and protection mainstreaming in the next country strategic plan. Protection and humanitarian principles have been primarily understood, by staff and cooperating partners, as safeguarding issues. In practical terms this is translated into resolving beneficiary complaints and addressing security and safety issues linked to e-cards. The accountability to affected populations/protection unit has considerably improved staff understanding, adherence and compliance at all levels. All new staff now receive orientation in humanitarian and protection principles during their induction week and refresher training is given. The partners' coordination unit at the country office provides this training to partners. More dissemination, training and capacity building for staff and partners remains a priority.

144. **The mainstreaming of protection has improved.** The country office commissioned, in 2018, an external study on protection risks and barriers to inclusion.¹⁷⁸ The study, which took place in early 2019, highlights the limitations of focusing on quantitative data collection collected for the VASyR, which does not sufficiently identify persons at greater risk, such as elderly people and people with disabilities who have very different impairments. The study recommended strengthening participatory approaches, through more collaboration with cooperating partners and community-based organizations, to gain a better insight into the protection threats and risks faced by women, the elderly and people with varying disabilities. The findings of the 2019 inclusion study gave WFP the direction for mainstreaming gender and protection into its activities.

145. The accountability to affected populations/protection unit has developed a code of conduct, which facilitates capacity building with cooperating partners. However, partner capacities are unequal and more systematic capacity strengthening is needed. The findings of the 2019 inclusion study proposed new capacity strengthening activities for livelihood partners focusing on mainstreaming gender and protection issues and ensuring the safe participation of vulnerable groups in livelihood projects. Under strategic outcome 2 (improve skills, capacities and livelihood opportunities) the 2019 annual country report states: "Through community consultation and participatory planning, local priorities were identified and utilized for the implementation of the programme". WFP held orientation sessions with beneficiaries in several locations across Lebanon and, as part of strengthening the Ministry of Social Affairs' capacity to implement the NPTP, developed communication tools for social development centres and e-card beneficiaries to increase awareness and understanding of the programme.

146. WFP progressively built up a wide range of strategic partners during the EMOP/PRRO phase prior to the introduction of the country strategic plan in 2018. Maintaining strong partnerships are essential for implementing the country strategic plan and mainstreaming accountability to affected populations and protection principles into the humanitarian and resilience/development programmes.

147. The following are examples of how protection principles have been understood and adhered to in the country strategic plan:

176 WFP. 2019. *Lebanon Protection Risks and Barriers to Gender, Age and Disability Inclusion in Cash and Basic Needs Assistance and Livelihoods Programmes*. Internal report, unpublished.

177 Information from key informant interviews.

178 Ibid.

- The wide range of partnerships provides WFP with the means and scope to manage and monitor country strategic plan programme activities respecting accountability to affected populations.
- The work of the accountability to affected populations/protection unit in strengthening and improving, advocacy, coordination, referrals around accountability to affected populations and protection issues
- WFP support for the LCRP in line with national and WFP protection and accountability to affected populations principles.

148. The WFP accountability to affected populations operational focus is on **three commitments – information provision to affected populations, consultation and complaints and feedback mechanisms** – that are built into its cash-based transfer and livelihoods programmes. These feedback mechanisms enable the organization’s impartial response and coverage based on needs. In addition, the country office has put in place mechanisms for reporting and addressing prevention of sexual exploitation and abuse (PSEA) in coordination with cooperating partners and the Lebanon PSEA network.¹⁷⁹

149. WFP maintains its operational independence in Lebanon by:

- Preserving its broad donor base, increasing its resources from multiple sources and - through WFP senior management engagement with its financial supporters - promoting its independence
- Supporting an evidence-based implementation of its programmes through strong monitoring and evaluation and vulnerability analysis and monitoring units
- Ensuring strong collaboration with a variety of partner organizations and local and national institutions and setting up the accountability to affected populations/protection unit to strengthen its accountability to the population groups it supports
- Working in partnership with other United Nations agencies in the United Nations country team.

150. WFP is able, in a very complex political environment, to balance well its operational independence and engage with relevant government institutions to: i) have access to the refugee population groups and advocate for their rights; and ii) to advocate for social safety nets for the vulnerable Lebanese population. Its strong data and evidence-based work allows WFP to maintain its neutrality through basing decisions on need, rights and priorities. Based on the documentation made available to the evaluation team it was evident that targeted populations and geographical areas were selected based on needs. No discrimination was made between different groups or geographical locations in determining assistance. Strong data enabled an impartial response and supported WFP in its engagement with the Government, stakeholders and populations in need of humanitarian support.

151. **It was found that the criteria for cash-based transfer targeting could be better explained to the refugee population.** As was also highlighted in the evaluation of WFP Policies on Humanitarian Principles and Access, a strong presence in the field and engagement at the community level is required to demonstrate an organization’s neutrality and independence. However, the large numbers of refugees and Lebanese in need of assistance and the sheer scale of WFP operations in Lebanon make a broader presence at the field and community level an enormous challenge. When most direct communications with refugee and Lebanese communities are carried out by partner organizations, their ability to maintain neutrality and operational independence needs to be reinforced. It may be beneficial, both for populations being assisted and partner organizations, if WFP is better able to balance its remote monitoring and data collection with a stronger field presence, particularly in geographical areas where there are no field sub-offices at present.

Gender equality and empowerment of women

152. The 2017 Gender Action Plan of the country office is structured around seven objectives. The country office has made good progress against the provision of food assistance adapted to the different gender needs (Objective 1), has strengthened its protection mechanisms (Objective 2) and has given increased attention to the mainstreaming of gender equality and women’s empowerment in its operations (Objective 3). In its partnerships with cooperating partners WFP has worked with the partners on integrating gender into

¹⁷⁹ The ACR 2019 reports that beneficiaries can raise sexual exploitation and abuse issues through partner hotlines, the WFP call centre or face-to-face with “staff members they trust”. It is not clear from the ACR 2019 whether cooperating partners are requested to sign the Secretary General’s Code of Conduct, in addition to providing their own PSEA policy as part of due diligence for WFP. WFP. 2019. *Lebanon Annual Country Report 2019*.

community-level activities (Objective 7). In-house expertise has been strengthened through the appointment of gender focal points (Objective 5).

153. The country strategic plan monitoring system complies with WFP corporate requirements in relation to gender equality and the empowerment of women. Since the adoption of the country strategic plan, there have been significant advances in the disaggregation of data and its reporting. However, the reported indicators provide very limited tangible information on gender empowerment. The WFP corporate theoretical framework, which defines the significance of gender empowerment, was not sufficiently contextualized in the country strategic plan to allow for the development of relevant indicators; its current focus is on gender parity.

154. There has been an increase in the number of women beneficiaries for all country strategic plan activities since implementation began, with their **numbers equal to or greater than men beneficiaries**. Women constituted 51.8 percent of beneficiaries as compared to 50.1 percent in 2018 and 49 percent in 2017.¹⁸⁰ Country office staff remarked that the beneficiary ratios, as advised by WFP, have been reached. The apparent focus on gender parity has overshadowed, or even constituted a barrier, to gender equality and women's empowerment. Addressing parity is essential but it is not necessarily the same as equity. Equitable activities require identifying the specific needs, interests and challenges faced by women, men, girls and boys and their effective targeting. It is important to design activities that will address the specific needs and challenges that women and girls face, which will actively promote gender empowerment. There is a need to move from a gender-sensitive approach to a gender-transformative one.¹⁸¹

155. Implementing partners and national stakeholders receiving WFP support applied **gender equity and empowerment of women principles**. Integration of capacity strengthening in gender-transformative programming, protection and accountability to affected populations are part of WFP field-level agreements with its cooperating partners, whose projects are expected to contribute to the achievement of the WFP Gender Action Plan. However, gender analyses were not performed before the design of projects and this may have limited their capacity to empower women, address root causes of gender inequality, or support gender-transformative approaches. Observations made by key informants point to problems associated with the selection of projects and this was confirmed in the inclusion study (reinforcing gender stereotypes, the double burden for women leading to additional stress, women not being able to participate in livelihoods projects because of the wishes of their husbands and families).¹⁸² The recent WFP COVID-19 analysis reflects how gender inequalities are still very present and the insufficient targeting of gender equity in the context of increasing socioeconomic stresses may further exacerbate women and girls' vulnerability.¹⁸³

2.2.3 To what extent are the achievements of the country strategic plan likely to be sustainable?

156. The sustainability of cash-based transfers is unrealistic in a context where the regulatory environment severely curtails refugees' ability to meet food and other basic needs by their own means. Humanitarian assistance to households without any positive change to the enabling environment will inevitably lead to a deterioration in outcomes.¹⁸⁴ Evidence from the Regional Response to the Syrian Crisis Evaluation (2015–2018) notes that cuts to assistance led to declines in food security.¹⁸⁵ The CAMEALEON study on the impact of multi-purpose cash highlights that the benefits of providing 12 months' worth of multi-purpose cash fade, for many of the outcome indicators, within four to ten months after discontinuation and households' wellbeing returned to pre-assistance levels for most indicators or even dropped slightly below.¹⁸⁶

157. Many key informants positively noted that national capacity or systems development delivered through cash-based transfers are providing a legacy that will inform the development of the national social protection system. That said, the Government currently has no political will or capacity to integrate refugees into this new system, so there will be no handover to national management of the cash response for refugees. In this sense, the sustainability of cash-based transfers to refugees is not possible in the current context.

180 WFP. 2018. *Lebanon Annual Country Report 2018*. WFP. 2019. *Lebanon Annual Country Report 2019*. PRRO 2017.

181 "Summary report on the evaluation of WFP's Gender Policy (2015–2020)" (WFP/EB.A/2020/7-B)

182 WFP. 2019. *Lebanon Protection Risks and Barriers to Gender, Age and Disability Inclusion in Cash and Basic Needs Assistance and Livelihoods Programmes*. P. 44. Internal report, unpublished.

183 WFP. 2020. *Assessing the Impact of the Economic and COVID-19 Crises in Lebanon*.

184 Information from key informant interviews.

185 WFP. 2018. *Corporate Emergency Evaluation of the WFP Regional Response to the Syrian Crisis (January 2015-March 2018)*.

186 CAMEALEON. 2020. *Multi-Purpose Cash Assistance in Lebanon*.

158. Several studies have highlighted that the annual retargeting by WFP of its cash-based transfer programme will lead to a deterioration of outcomes for those aspects of the programme that are discontinued.¹⁸⁷ How to resolve this in the context of reduced humanitarian funding and wider unmet needs is challenging. Options suggested in the literature and by key informants put emphasis on leaving something in place and having a long-term vision for a coherent social protection system.¹⁸⁸ The World Bank's proposed social safety net includes WFP as a key implementation stakeholder and has longer-term goals for investment in capacity building and the requisite systems as well as fiscal reforms necessary for sustainable social protection. Key informants' observations echo the literature that recognizes the importance of influencing and supporting the Government to develop social protection systems in Lebanon and the unwavering efforts of WFP to invest in and strengthen the national social protection system.¹⁸⁹ However, it was suggested that WFP should discuss with donors the possibility of multi-year funding as a longer-term approach to building systems and their hand-over, including its own e-voucher delivered through the NPTP. While logical and cost efficient now, it is not yet clear when or how the Government is expected to take full ownership of social protection systems.

159. Concerns have been raised regarding the WFP approach under the country strategic plan to ensure sustainability of the NPTP. Before the economic and COVID-19 crises, it was unclear whether the WFP approach to influencing the Government would be successful or if the Government was willing and able to invest in the transfer scheme. The Government made no financial contribution and was not supportive of a cash programme. Changes in the external environment during the last six months may have helped to push this agenda forward but Lebanon continues to face a governance crisis that could still impede progress.

160. For livelihoods and resilience activities, the country office relied on existing market assessments. Food assistance for training activities are not underpinned by country-wide labour market assessments. To redress this gap, the country office consulted existing assessments conducted by other agencies and requested that coordinating partners provide evidence of the link between training topics and market needs. In some cases, the evaluation found that trainings (for example on photography or floriculture) are not aligned to market needs and their potential for equipping participants with marketable skills is limited. Where trainings were linked with community-level investments or projects – such as infrastructure – the potential for employment was higher. Following the livelihood decentralized evaluation the monitoring framework and theory of change have been strengthened to assess the extent to which livelihood activities contribute to the ability of beneficiaries to access greater income-generating opportunities and strengthen their longer-term resilience.

161. School feeding interventions are part of the broader efforts of WFP in supporting the Government to develop a nationally owned, inclusive and sustainable school feeding programme as part of a national-level social protection programme. The school feeding institutional set-up allowed for strong national ownership. However, the pilot phase is yet to be translated into a roadmap to develop a relevant and financially viable framework supported by other national and regional actors. Financing strategies beyond regular government budgets will be necessary to address concerns around financial capacity, especially given the current economic and social crises.

162. It is too early to assess the integration of school feeding into Lebanese social policies and legislative frameworks. However, in-country interviews with the Ministry of Education and Higher Education staff revealed a strong commitment to developing the school feeding programme in coordination with other ministries and actors. It was also evident from the interviews that the Ministry of Education and Higher Education and other government decision-makers would like to see data from the piloting phase inform future decision-making. There is no line item in the Ministry of Education and Higher Education's existing budget that would finance school feeding activities. The Pedagogical and Scholastic Guidance Office Direction has argued that if the Ministry of Education and Higher Education could demonstrate evidence of the positive impact of school feeding it would be politically feasible to create such a budget line, co-funded by the Ministry of Social Affairs, Ministry of Agriculture, Ministry of Health and even local municipalities.

187 WFP. 2019. *Lebanon Protection Risks and Barriers to Gender, Age and Disability Inclusion in Cash and Basic Needs Assistance and Livelihoods Programmes*. Internal report, unpublished.

WFP. 2018. *Corporate Emergency Evaluation of the WFP Regional Response to the Syrian Crisis (January 2015-March 2018)*. CAMEALEON. 2020. *Multi-Purpose Cash Assistance in Lebanon*.

188 Ibid. Information from key informant interviews.

189 Ibid.

2.2.4 To what extent did the country strategic plan facilitate more strategic linkages across the humanitarian, development, and peace nexus?

163. Country strategic plan implementation has facilitated progress in linking humanitarian and development assistance and stability through its resilience agenda. The resilience agenda is becoming increasingly important because of the protracted nature of the Syrian refugee crisis and the increased poverty and vulnerability among Lebanese nationals. The resilience agenda in Lebanon is being strengthened further by reinforcing the livelihoods portfolio under the country strategic plan. Linking humanitarian and development approaches is more challenging in a context where legal restrictions prevent the refugee population from accessing economic opportunities or employment. This challenging context has not prevented WFP and other United Nations agencies – such as UNHCR – from maintaining their efforts to advocate for improved access for refugees to the labour market.

164. Stakeholders recognized that complementing humanitarian assistance with intervention strategies to mitigate the negative effects of the protracted crisis – such as supporting livelihoods and building resilience – was critical for Lebanon at this juncture. Many agreed the humanitarian response from humanitarian actors in Lebanon continued to be characterized by short-term emergency approaches and sectoral siloed programming. One United Nations agency representative noted that, “WFP is the only agency in the country that has a big cash assistance programme and a livelihoods programme. WFP is one step ahead of other agencies as it is working on both humanitarian assistance and livelihoods activities.”

165. The concerted effort of WFP to support resilience has contributed to a relatively peaceful co-existence between the Lebanese and refugee population groups. Efforts were made to bring both Syrian refugee and Lebanese host communities together to support social cohesion. Participants in livelihoods programmes were equally targeted between Syrian refugees (52 percent) and Lebanese vulnerable populations (48 percent). The programme aimed to both strengthen livelihoods and contribute towards maintaining peaceful co-existence. The WFP cash and voucher programme was designed to ensure benefits to the local economy and to promote social cohesion and stability. By supporting and working with the Government of Lebanon in providing access to basic goods and livelihood opportunities, WFP has contributed to mitigating potential conflicts in Lebanon.

166. One of the three dimensions of the resilience lens is “contribution to social cohesion” and two of the six components of this dimension are “conflict-risk analysis” and “conflict-sensitive design” (3RP). While one of the objectives of the programme is to strengthen social cohesion, this evaluation found that no conflict-sensitive assessment was systematically conducted. The large-scale WFP interventions – targeting the most vulnerable Lebanese and Syrian population groups – have a direct impact on the stability of the country and contribute to a peaceful co-existence among the different population groups. However social cohesion does not happen automatically and concerted efforts to bring together population groups from different nationalities or socio-economic backgrounds is required to prevent rising tensions between population groups. WFP interventions to improve food security, providing access to predictable and regular cash transfers protecting households in poverty and targeting vulnerable households among both the refugee and the Lebanese populations, help weaken some of the causes of conflict. Poverty and food insecurity, together with an unequal distribution of income, can create feelings of anger and resentment among sections of the population.

167. WFP humanitarian operations and development interventions – at both the community and the institutional levels – have had a positive effect on the stability of the country at times of increased economic insecurity. The WFP contribution to food security, its grievances mechanisms and its targeting of both Lebanese and refugee population groups had a direct effect on preventing conflict and supporting social cohesion at the community level. This stability and social cohesion contributes to the sustainability of food security.

168. The World Humanitarian Forum (WHF 2016) called for stronger cohesion and collaboration among humanitarian, development and peace components – the triple nexus. This strategy was not explicitly envisaged in the country strategic plan design, but WFP contributions to developing linkages can be found at several levels in the country strategic plan implementation. Under strategic outcomes 2, 3 and 4, WFP humanitarian operations and development interventions – at both the community and the institutional levels – have had positive effects on the stability of the country at times of increased economic insecurity. In particular, the resilience agenda aims at setting up bridges between humanitarian aid and development through livelihoods in a protracted crisis context. The application of humanitarian principles ensures impartial assistance to the most vulnerable categories among both refugees and host populations to support social

cohesion and peace. Such efforts are however limited by the lack of resources for supporting triple nexus interventions.

2.3. EQ3: TO WHAT EXTENT HAS WFP USED ITS RESOURCES EFFICIENTLY IN CONTRIBUTING TO COUNTRY STRATEGIC PLAN OUTPUTS AND STRATEGIC OUTCOMES?

2.3.1 To what extent were outputs delivered within the intended timeframe?

169. Overall, the activities planned in the country strategic plan have been implemented on time, despite civil unrest and financial crisis. Adequate funding in 2018 (84.8 percent of the planned budget) and 2019 (102.7 percent of the planned budget – See Annex 9. Cumulative Financial Overview), and building on the previous years of intervention, meant that there were no major delays in programme implementation. In 2018, 84 percent of output indicators met their targets with the rest on track to meet the overall country strategic plan targets. Despite significant challenges in 2019, including the emergence of an economic crisis, a political crisis and civil unrest that began in October of that year, WFP maintained its assistance and met 64 percent of output targets for 2019. (See 2.2.1 To what extent did WFP deliver expected outputs and contribute to the expected country strategic plan strategic outcomes? for more details.)¹⁹⁰

170. **WFP contingency measures assured service continuity during the crisis.** To facilitate ATM replenishments and to avoid overcrowding, WFP loaded e-cards in batches and negotiated for new ATMs to be installed in areas with low coverage. The transfer value was adjusted to compensate for inflation and recipients were given the option to decide the amount they wanted to withdraw. Anticipating and preparing for worst-case scenarios, including a collapse of the banking system, WFP investigated other means to deliver cash payments and launched a pilot to distribute money through Western Union as a possible alternative if the partnership with BLF folded. To mitigate the risk that inflation and exchange rate fluctuations might impact on the import of some food items, WFP started to closely monitor food supply chains and planned for voucher distributions involving wholesalers. In-kind food assistance was also included in budget revision 6 as a last resort solution in case banking services and food supply chains stopped functioning.¹⁹¹

171. The implementation of some of WFP activities supporting social protection were delayed because social protection is still at a nascent stage in Lebanon. During the period covered by the country strategic plan negotiations with relevant partners, including the Government, UNICEF and the World Bank, were necessary in order to clarify the foundation and direction of social protection in Lebanon. This is an area that is yet to benefit from donor financial support. Lengthy government processes also challenged the timely implementation of activity 5 – support to vulnerable Lebanese populations through the NPTP. Certification exercises and digital monitoring, for example, experienced lengthy delays.¹⁹²

172. Budget revisions under the country strategic plan required considerable efforts but there is no evidence these resulted in significant delays. Difficulties with the administrative constraints related to budgeting under the country strategic plan were mentioned during key informant interviews and in the annual country reports. Depending on their size and nature, budget revisions might require essential time and human resource investments.¹⁹³ The administrative process for budget approvals depends on the size of the requested revision. Higher approval authority is necessary for larger requested revisions. Budget revisions under USD 10 million (or 10 percent of the country strategic plan value) require the Country Director's approval and revisions of USD 50 million or more (or above 25 percent of the country strategic plan value) must receive the approval of the Executive Director and are only possible as a "crisis response". Revisions above USD 150 million (or above 75 percent of the country strategic plan value) must be approved by the Executive Board.¹⁹⁴

173. These approvals involve challenging coordination and communication pathways within WFP at different levels (country office, regional bureau in Cairo, headquarters), which may result in delays. Evidence that "the country strategic plan framework has extended the average approval time for new funding to support

190 WFP. 2018. *Lebanon Annual Country Report 2018*. WFP. 2019. *Lebanon Annual Country Report 2019*.

191 WFP. 2019. *Lebanon Annual Country Report 2019*. Information from key informant interviews.

192 WFP. 2018. *Lebanon Annual Country Report 2018*.

193 Information from key informant interviews.

194 WFP – CSP Framework. Revisions between USD 10 and 20 million (or 10-15 percent of CSP value) require the approval of the Regional Director, and between USD 20 and 30 million (or 15-20 percent of the CSP value) the Deputy Executive Director's approval is needed.

emergency response”¹⁹⁵ includes budget revision approvals taking an average of 15 days in 2017 (based on two budget revisions) increasing to 35 days in 2018 (based on seven budget revisions).¹⁹⁶ This timeline is extended when the Executive Board approval is required as it meets only twice a year.

174. Inflexibility and arduous processes around financial management have consumed staff time and energy to the detriment of other activities. To ensure the continuity of assistance on the ground, the country office requested two separate budget revisions of reduced amounts under activities 5 and 7 (two revisions of USD 75 million instead of a single revision of USD 150 million) to avoid waiting for the next Executive Board meeting. Overall, there is no evidence that the difficulties encountered when revising budgets led to substantial delays in the implementation of activities. However, this does not mean that the process was efficient since it took up time and resources that could have been better utilized elsewhere.¹⁹⁷

175. Discrepancy arose between earmarked contributions and the funding and implementation of activities. Earmarked contributions limit flexibility in funding allocations, which is often necessary in the volatile environments in which WFP operates. In 2019, 83 percent of total contribution revenue was earmarked at the activity level, 12 percent at the strategic outcome level, and 5 percent at the country level.¹⁹⁸ A significant proportion of contributions were earmarked at the modality level (within activity 1) in 2018, which entailed significant challenges for WFP to navigate pipeline breaks for cash-based transfers.¹⁹⁹

176. Fortunately, available flexible contributions allowed for the continuous delivery of humanitarian assistance.²⁰⁰ The internal funding mechanism of WFP was “crucial to address temporary resource shortfalls and helped WFP ensure a smooth implementation”.²⁰¹ In 2019, the internal project lending amounted to USD 89.6 million (26 percent of the implementation plan), including USD 7.2 million for activity 1 (27 percent of the implementation plan), USD 6.8 million (74 percent) for activity 3 and USD 5.6 million (40 percent) for activity 4.

2.3.2 To what extent were the coverage and targeting of interventions appropriate?

177. WFP has played a key role in the streamlining and development of common targeting guidance among the main humanitarian actors in Lebanon. Vulnerability-based targeting of Syrian refugees has been central to the organization’s targeting strategy. Since 2016, the WFP targeting approach for cash-based transfer activities has been harmonized with UNHCR and is based on a proxy means test, recalibrated and reapplied annually, against which each household registered with UNHCR is assessed and assigned an “expenditure score”. WFP then applies a “bottom-up” nationwide approach to targeting its assistance to those classed as “severely vulnerable” below the food poverty line, starting from those with the lowest score.

178. **The main challenge to the coverage of households in most need is funding limitations.** The cash-based transfer interventions of WFP and UNHCR combined are unable to support all “severely vulnerable” households.²⁰² The WFP strategy of applying national coverage and a “bottom-up” approach is seen to be pragmatic and justified in the Lebanon context.²⁰³ However, a large cohort²⁰⁴ of severely vulnerable households are not able to be supported. In practice there is also little meaningful difference in the economic vulnerability of households classified as “vulnerable” and which are not supported because their incomes are a few dollars above the food poverty line. The economic downturn since 2019 has exacerbated this and the proportion of the Syrian refugee population meeting the “severely vulnerable threshold” is estimated to be growing.²⁰⁵

179. The targeting of country strategic plan activities in operational plans is justified and realistic based on existing mapping and assessments and on available resources. In contexts such as Lebanon, with limited

195 WFP. 2018. *Strategic Evaluation of the Pilot Country Strategic Plans*.

196 Ibid. Table 17 (Annex B) p.82.

197 Information from key informant interviews.

198 WFP. 2020. *Lebanon CPB Summary by Donors Earmarking Level*. Internal report, unpublished.

199 WFP. 2018. *Lebanon Annual Country Report 2018*.

200 Ibid, p.7. Information from key informant interviews.

201 WFP. 2019. *Lebanon Annual Country Report 2019*.

202 In the current CBT cycle 2019-2020, 19 percent of the refugee population receives MPC and 40 percent receives food assistance. This compares to 55 percent of the Syrian population estimated to be below the extreme poverty line in mid 2019 and 75 percent being in need of assistance. Information from key informant interviews.

203 WFP. 2018. *Corporate Emergency Evaluation of the WFP Regional Response to the Syrian Crisis (January 2015-March 2018)*.

204 CAMEALEON. 2020. *VFM Analysis: the World Food Programme’s MPC Assistance Programme in Lebanon*. Internal Report, unpublished.

205 Estimates from the food security sector are that the number of severely vulnerable has increased from 825,000 to 1,245,000. Information from key informant interviews.

resources and large-scale need, there is always a dilemma of how to best allocate those limited resources. Is it better to provide a smaller amount of assistance to more people or maximize effectiveness for those who are already included in the programme by covering their needs gap? The WFP targeting approach follows the latter strategy and demands a targeting method that can accurately identify and prioritize the most vulnerable and minimize errors. Given the homogeneity in vulnerability of Syrian refugees in Lebanon, and the increasing proportion who are now becoming severely vulnerable, it is not clear whether this targeting is now feasible in practice. Studies capturing community perspectives on this issue in Lebanon present consistent findings that refugees themselves would prefer to see greater inclusion, even if this means smaller transfers per household. Interviews with key informants support this view.²⁰⁶ The negotiation of a favourable exchange rate by WFP combined with the depreciation of the Lebanese pound (LBP) means that WFP resources can stretch further.²⁰⁷ This was used to expand programme coverage horizontally to new households.

180. **Proxy means testing was efficient.** Several studies have explored the appropriateness of the proxy means testing targeting method and key informants from WFP and UNHCR have expressed the view that it is timelier and more cost effective compared to the previous approach (where households were visited and assessed).²⁰⁸ They have also argued that proxy means testing targeting is more accurate at selecting those most in need. For example, UNHCR cites that since its roll-out in 2016, this targeting process has continuously become more efficient in terms of cost and error rate. The error rate reportedly improved between 2017 and 2018 from an exclusion rate of 55 percent and inclusion rate of 25 percent to using the 2018 desk formula with 30 percent and 32 percent rates respectively.²⁰⁹ However, this “accuracy” in identifying the “most vulnerable” was not meaningful in practice as the model ranks many thousands of households within a range of a few hundred dollars of each other.²¹⁰ This means that there is little, if any, differentiation in vulnerability between a large number of refugees. Several studies also highlight that WFP lacks visibility of the targeting process (managed by UNHCR) and has limited oversight or data to confirm accuracy.²¹¹ Other studies also highlight that the homogeneity of vulnerability in the refugee population, combined with the complexity in the targeting approach and limited communication of targeting to refugees, leads to dissatisfaction and confusion at a community level and between those who have and those who have not received assistance.²¹² These factors undermined the perceived effectiveness of the programme among beneficiaries.²¹³ The reports recommend that critical discussion and comparison of alternative targeting strategies takes place. This would require fundamental changes to the cash-based transfer design and there is no evidence that this has been considered by WFP. However, the design of the related grievance redress mechanism has been improved.²¹⁴

181. Lebanese beneficiaries supported by WFP with e-vouchers were identified through the predefined targeting processes of NPTP. This was also based on the World Bank-designed proxy means testing and implemented through household surveys conducted by social development centres. WFP lacked direct visibility of the accuracy of either the proxy means testing model or the application of the survey by social development centre staff with respect to reaching the most vulnerable.²¹⁵ (See 2.1.2 To what extent did

206 CaLP. 2019. *Cash Assistance in Lebanon: Accountability to Affected Populations (AAP), Research Report on AAP in the World Food Programme's Multi-Purpose Cash Programme.*

207 For example, before the financial crisis WFP provided USD 27. Now they are providing only USD 20 in dollar terms but this is converting to a larger denomination of Lebanese currency (60,000 LBP) to cover the increased cost of food (Information from key informant interviews).

208 WFP. 2018. *Corporate Emergency Evaluation of the WFP Regional Response to the Syrian Crisis (January 2015-March 2018).* CaLP. 2019. *Cash Assistance in Lebanon: Accountability to Affected Populations (AAP), Research Report on AAP in the World Food Programme's Multi-Purpose Cash Programme.*

209 Ibid.

210 Smith, G. 2019. *Review of Cash Programming and Linkages to Social Protection in Lebanon.* An internal report for DFID Lebanon. BASIC Framework.

211 WFP. 2018. *Corporate Emergency Evaluation of the WFP Regional Response to the Syrian Crisis (January 2015-March 2018).*

212 CaLP. 2019. *Cash Assistance in Lebanon: Accountability to Affected Populations (AAP), Research Report on AAP in the World Food Programme's Multi-Purpose Cash Programme.*

The Ground Truth Solutions (GTS) survey of refugee perceptions on aid targeting in Lebanon for the Grand Bargain (GTS 2019) has similar findings. While these are not only related to CBT, cash makes up a large portion of the aid in Lebanon. Whereas humanitarian staff were positive about aid targeting, with 80 percent of respondents saying that aid goes to those most in need, affected people saw things differently, with 73 percent saying aid does ‘not really’ or ‘not at all’ go to the most vulnerable.

213 CAMEALEON. 2020. *VfM Analysis: the World Food Programme's MPC Assistance Programme in Lebanon.* Internal Report, unpublished

214 CAMEALEON. 2020. *Multi-Purpose Cash Assistance in Lebanon.* The GRM in the 2018–2019 cycle was noted to have various limitations. CAMEALEON reported that the GRM 2019–2020 cycle now reassesses not only severely vulnerable but also other vulnerable households that complain, and that vulnerable households noted as being excluded by the desk formula (those with smaller sizes, and elderly members) were being prioritized for inclusion. Information from key informant interviews.

215 CAMEALEON. 2020. *VfM Analysis: the World Food Programme's MPC Assistance Programme in Lebanon.* Internal Report, unpublished. Information from key informant interviews.

the country strategic plan address the needs of the most vulnerable people in the country to ensure that no one is left behind?) The main limiting factor noted by several key informants is the low coverage of the e-voucher in relation to actual needs. In 2019, e-vouchers reached up to 15,000 households, whereas the existing list of severely vulnerable households in the NPTP registry was 43,000. The socioeconomic deterioration since 2019 means that new estimates put some 50 percent of the population at risk of “extreme poverty”.²¹⁶ The ability of WFP to support additional households is contingent on approval of the proposed World Bank-funded social safety net, which is expected to start in 2021.

2.3.3 To what extent were WFP activities cost-efficient in delivery of its assistance?

182. The initial country strategic plan’s needs-based budget plan and expenditures reflect the protracted nature of the refugee crisis and its effect on Lebanese society. The country strategic plan budget is allocated to the different strategic outcomes according to the humanitarian and national context. The initial budget allocated 61 percent of funding to strategic outcome 1: “Secure food for refugees (and Lebanese)”, in line with the most pressing needs. (See [Figure 15](#)) Contributions to resilience building (strategic outcome 2) and providing livelihoods opportunities to Syrian refugees and vulnerable Lebanese people received 33 percent of the total budget. The budget allocated 5 percent to strategic outcome 3, supporting the Government to expand coverage and social assistance in favour of vulnerable Lebanese through the NPTP. Activity 1 under strategic outcome 1 is driven by the Syrian refugee response and has the most funding. The operational focus has enhanced WFP organizational and reputational strategic positioning and standing with the Government, donors and the beneficiaries they support.

183. **The needs-based plan budgets were revised several times to respond to the evolving humanitarian and national context.**²¹⁷ Budget revision 1 (approved in November 2018) shifted resources within strategic outcome 1 across modalities rather than across strategic objectives. It addressed the underestimation of people needing assistance in 2018 by reallocating 280,000 beneficiaries, who were scheduled to be included in 2020, to 2018 without changing the total number of beneficiaries to be supported and therefore with no financial consequences. Overall, the total budget remained unchanged.²¹⁸

184. Budget revision 4 (USD 340 million) and budget revision 5 (USD 480 million) took place in July 2019 and November 2019 respectively and led to two successive increases of 30 percent of the total budget. The budget increase in budget revision 4 benefitted strategic outcome 1 exclusively (with an increase of USD 470 million), correcting an underestimation of the number of people requiring assistance and increasing the coverage of the school snacks activity. Conversely, the funding attributed to strategic outcome 2 decreased substantially from USD 277 million to USD 151 million as activity 4 was scaled down from 12,750 participants to 3,883 because of the reduced capacity of implementing partners. As shown in [Figure 15](#), this resulted in an even larger share of resources allocated to strategic outcome 1 (83 percent) and the shrinking of strategic outcome 2 to 13 percent.²¹⁹ The total budget increase under budget revision 5 has been distributed more equally across strategic outcomes. The share of strategic outcome 1 (79 percent) and strategic outcome 2 (11 percent) in the total budget remained at almost the same levels but the share of budget allocated to strategic outcome 3 doubled (9 percent) as a response to the Government’s request for support in addressing the ongoing crisis and anticipating that an increased proportion of the Lebanese population would need food assistance in the coming years.²²⁰

185. Budget revision 6 did not affect the overall budget (USD 1.80 billion in contrast to USD 1.76 billion in budget revision 5) or the allocation of resources across strategic outcomes but endorsed several contingency measures in anticipation of increasing needs and beneficiaries. The revision increased the number of Syrian

216 World Bank. 2021. *USD 246 Million to Support Poor and Vulnerable Lebanese Households and Build-Up the Social Safety Net Delivery System*. The World Bank estimates that poverty and extreme poverty in Lebanon stood at 37 percent and 16.2 percent respectively before the crisis in 2019, and that these are expected to increase to 45 percent and 22 percent respectively in 2020. In other words, 1.7 million people (350,000 households) are estimated to be under the poverty line, of which 841,000 people (156,000 households) will be under the food poverty line.

217 See Section 2.1.3 To what extent has WFP strategic positioning remained relevant throughout the implementation of the country strategic plan in light of changing context, national capacities, and needs? for more details on the relevance of WFP activities to changing context, national capacities and needs.

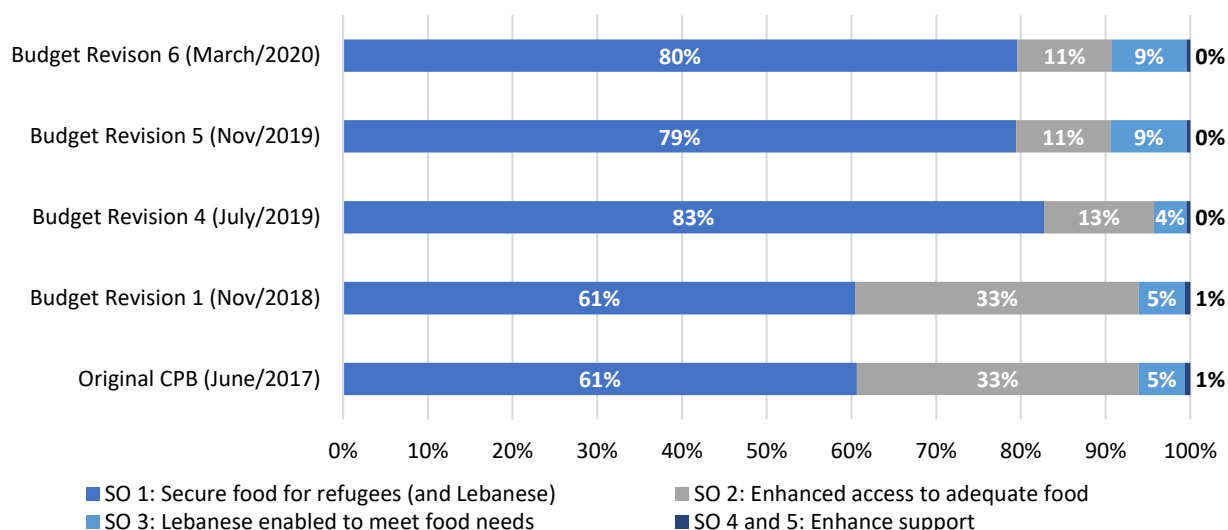
218 WFP. 2018. Lebanon country strategic plan, revision one.

219 WFP. 2019. *Crisis response revision of Lebanon country strategic plan and corresponding budget increase*. Budget revision 4. “Revision of Lebanon country strategic plan and corresponding budget increase” (WFP/EB.2/2019/7-C/1).

220 “Revision of Lebanon country strategic plan and corresponding budget increase” (WFP/EB.2/2019/7-C/1).

refugees under activity 1 and included the host population as a potential beneficiary group under the same activity. In-kind food assistance was also included as was the necessity to plan for a cash assistance package for Syrian refugee returnees.²²¹

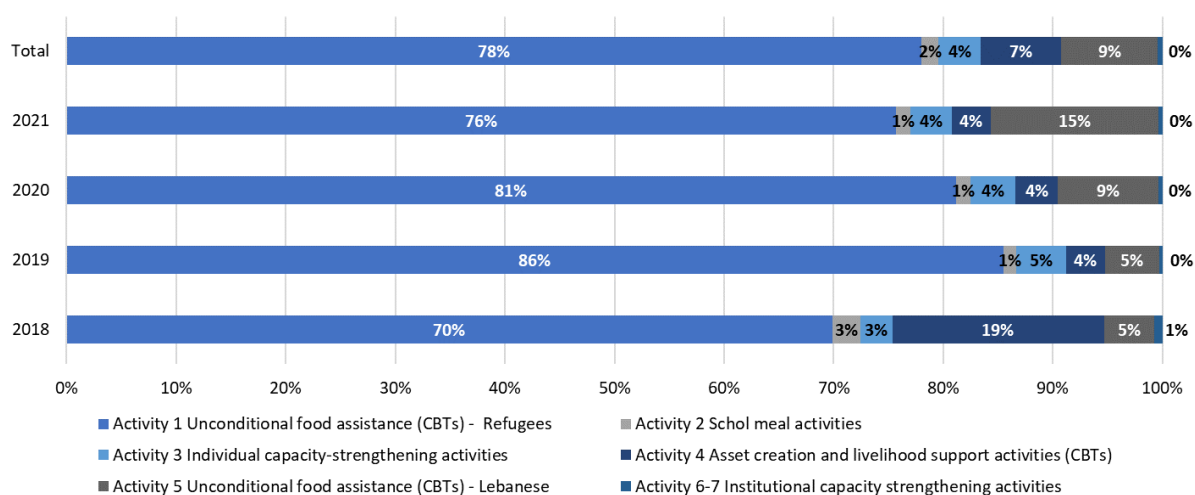
Figure 15: Budget revisions by strategic outcomes



Source: Evaluation team based on BR1, BR4, BR5, and BR6 data

186. The breakdown of the budget by activity (Figure 16) reflects two important trends in the evolution of activities within the country strategic plan: 1) The increase in the budget allocated to WFP core assistance in Lebanon (activity 1) following the drastic reduction in the scale of activity 4 on asset creation; and 2) the surge in assistance targeting vulnerable Lebanese households as a result of the economic and financial crises.

Figure 16: Breakdown of the yearly budget by activity (BR6)



Source: Evaluation team based on budget revision 6

187. Limitations in funding generated inefficiencies because of the complex targeting procedure that required important human resources investments. The budget has never been sufficient to address the needs of all “extremely vulnerable” households, with only 29 percent of eligible households receiving the multi-purpose cash component.²²² Since the targeting process is subject to error, time and labour-intensive remedial

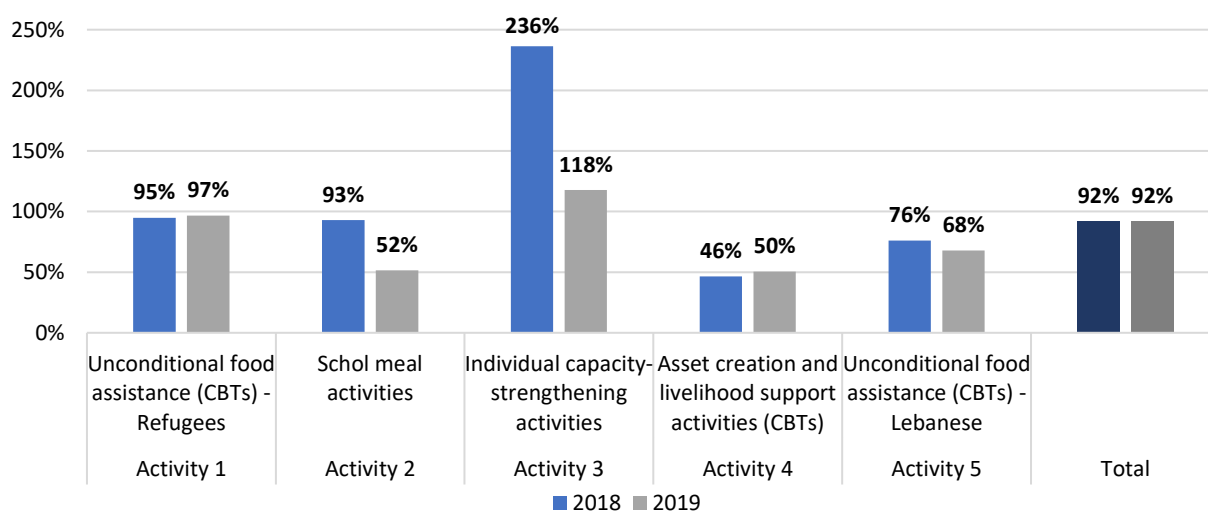
221 WFP. 2019. Country Strategic Plan (2018-2021), budget revision 6.

222 CAMEALEON. 2020. *Multi-Purpose Cash Assistance in Lebanon*.

measures are needed to correct exclusion/inclusion errors that would not have occurred had there been appropriate funding. (See 2.3.2 To what extent were the coverage and targeting of interventions appropriate? for details.)

188. **The overall implementation rate is high** due to the smooth implementation of Activity 1. In 2018 and 2019 expenditure accounts for 92 percent of the planned budget (according to the implementation plan). A breakdown by activities reveals that the high implementation rate (95 percent) for activity 1 is driving results because it represents a large share of total budget. However, a substantial share of the planned budget was not used for activities 2, 3 and 4 (Figure 17), suggesting that all available resources were not used despite expenditure exceeding the planned budget (especially in 2018) for activity 3.

Figure 17: Implementation rate by year and activity (ratio of expenditures on implementation plan budget)

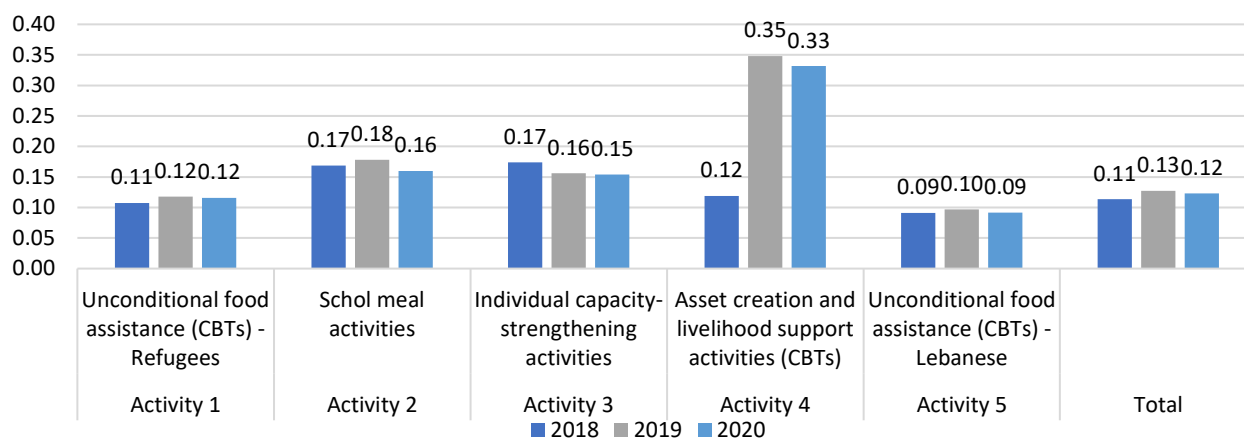


Source: Evaluation team based on ACR 2018 and 2019 data

Cost efficiency of activities and modalities

189. **WFP planned for cost-efficient activities.** According to the budget (but not expenditure data), the share of resources expected to be transferred to beneficiaries is large (above 90 percent for activities 1 and 5). Overall, the cost-transfer ratio (CTR) (the cost of transferring USD 1 to a beneficiary) ranges from 0.11 in 2018 to 0.13 in 2019 (Figure 18). This is mainly driven by the cost-transfer ratio of activity 1, which was planned to be 0.11-0.12. The cost-transfer ratio of activities 2, 3 and 5 remain also relatively low (ranging from 0.9 to 0.17 over the same period). However, the planned cost-transfer ratio of activity 4 has almost tripled in 2019 and 2020, possibly reflecting the down scaling of the activity (since fixed costs will remain).

Figure 18: Cost-transfer ratio by activity over time



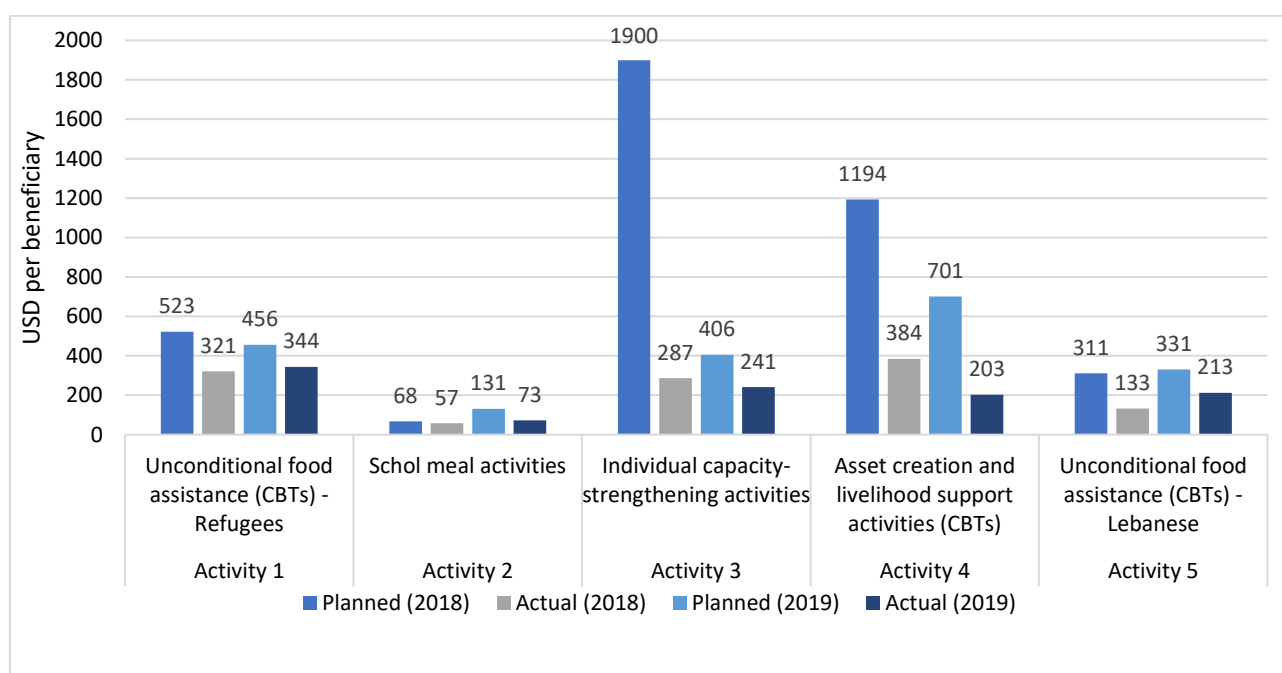
Source: Evaluation team based on budget revision 6 data

190. Overall, the activities have been implemented in a cost-efficient way. For all activities the actual cost per beneficiary is lower than what was planned in 2018 and 2019 (Figure 19). Given that the planned cost-transfer ratios were low and that the large majority of outputs targets were met, this suggests that the activities were implemented efficiently. For activity 1, the actual cost per beneficiary reached USD 321 in 2018 and USD 344 in 2019 (39 percent and 25 percent respectively and lower than planned). This is in line with the findings from the CAMEALEON VfM (value for money) Study, which estimated a cost-transfer ratio of 0.12 for the WFP multi-purpose cash programme and concluded that it is cost-efficient based on ECHO guidelines.²²³ The large differences between the planned and actual cost per beneficiary for activities 3 and 5 in 2018 partly reflect the change of focus of some activities and cannot be interpreted as efficiency gains.

191. **The change of budget allocation across activities has favoured the most cost-efficient activities.** Activities 1 and 5 have received an increasing share of the total budget over time. (Figure 17.) Since they are also the most cost-efficient activities (based on the metric presented in Figure 19), the overall cost-efficiency of the country strategic plan increased.

²²³ CAMEALEON. 2020. *VfM Analysis: the World Food Programme's MPC Assistance Programme in Lebanon*. Internal report, unpublished mentions "ECHO usually does not fund large-scale projects with a CTR above 0.15" (ECHO Guidance Note Annex 1 - Cost-Efficiency Ratio Targets' (ECHO, n.d.).

Figure 19: Planned versus actual cost per beneficiary by activity and by year



Source: Evaluation team based on ACR 2018 and 2019 and COMET data

192. **The targeting process has continuously improved.** The targeting process for the provision of the different types of transfers – for example, multi-purpose cash and e-vouchers – has continuously improved and contributed significantly to the efficiency of the humanitarian response. Moving from a survey-based targeting to a desk (or econometric) formula in 2016 led to important savings and freed up WFP staff time for other targeting and coordination activities. Since then, the targeting process gained in cost-efficiency year-on-year. Part of the improvements over time can be attributed to the natural “learning by doing” process following the introduction of this new approach.²²⁴ Another key contribution is related to the improvement of the desk formula, notably following the change in the service provider (Development Analytics) in 2018, which introduced new optimization techniques. According to Development Analytics analysis, the inclusion and exclusion errors for the “severely vulnerable” (SMEB) threshold are 25 percent and 23 percent respectively for the 2019 proxy means testing targeting model against 30.6 percent and 31.2 percent in 2018, and 25.6 percent and 55.2 percent in 2017.²²⁵

193. **The desk-based formula has been adopted for different activities.** This has improved the overall efficiency of support to refugees and vulnerable Lebanese populations. The targeting approach developed by WFP has been used as the basis for the targeting of UNHCR activities. It will also serve as the basis for targeting beneficiaries for food assistance for assets and food assistance for training interventions. As such, efficiency gains due to the desk-based formula impacted other interventions, improving the overall efficiency of the humanitarian response.

194. Complementary mechanisms have been introduced to compensate for the mis-categorization of households based on the desk formula. Surveys are carried out on households particularly prone to exclusion errors – for instance, when the head of household is a woman or a disabled person – to correct the score. In 2019, UNHCR and WFP added 196 families back into the programme based on this method. A grievance redress mechanism, as part of accountability to affected populations, was introduced in September 2019 to respond to refugee concerns and gives priority for the inclusion of households with multiple protection vulnerabilities.²²⁶ Time saved as a result of efficient targeting implementation was also invested in other areas

224 Ibid.

225 Development Analytics Technical Report. 2018 and 2019. PMT targeting model. Internal report, unpublished.

226 UNHCR. WFP. 2019. *Targeting Syrian refugees for multipurpose cash and food assistance in 2019/2020*. Internal report, unpublished.

such as communication activities to increase the engagement of refugees during the distribution process and coordination with partners.²²⁷

195. The vulnerability of households who engage in coping strategies, such as borrowing money, is underestimated by the desk formula. Such households would appear to have higher food consumption and living standards than what, in reality, they can afford. These households should also be included in a grievance redress mechanism. WFP depends on UNHCR for accessing their refugee database and improving the sharing data agreement. Faster access to this database was mentioned as a potential source of efficiency, according to the CAMEALEON value for money study.

196. According to the CAMEALEON value for money study, in-house processes between the country office and field sub-offices and the external processes with cooperating partners for card distributions have been tested and fine-tuned over time. The division of tasks between cooperating partners, and notably within LOUISE with WFP being responsible for card administration, has been efficient and has allowed for distributions to an important number of individuals (on average 1,260 cards per month) in a timely manner. However, the study also stresses that automating some procedures, which would entail more advanced data agreements, may further improve efficiency.

197. Investing in a new validation process has generated inefficiencies in the short term but appears cost-effective in the long run. Changing the validation process location to Liban Post and Cash United required a significant amount of resources, resulting in a temporary loss of efficiency.²²⁸ Cooperating partners had to increase staff numbers to monitor the new sites and WFP also invested time and resources to train stakeholders in implementing the validation process. However, the new validation process significantly decreased the costs borne by the beneficiaries from USD 7.60 to USD 1.80 and considerably reduced the time spent travelling to locations from 2–3 hours to 15 mins–2 hours.²²⁹

198. Some inefficiencies were also identified during the e-card distribution process. Monthly monitoring and evaluation reports from implementing partners reveal that a large proportion of e-cards (50 percent to 80 percent) were frequently not distributed because beneficiaries did not attend the distribution (“no show”).²³⁰ This lengthened the time between the beneficiary entering the programme and their receipt of WFP assistance. The main reason beneficiaries have given for non-attendance was that the distributing partner had the wrong contact numbers. For example, in the case of INTERSOS distributions, this was the reason for 46 percent of “no-show” cases in August 2018, 48 percent in September 2018, and 46 percent in December 2018.²³¹ Some of the “no-show” cases remained unreachable (they did not answer the phone or the phone was turned off), which created problems for the implementing partner in following up these cases. The overall trend is towards an improvement in the rate of distribution. However, difficulties persist, particularly during large e-card distribution sessions. The absence of updated contact information is often cited by key informants as a fundamental challenge for implementing partners’ distributions. Delays in receiving financial instalments from WFP and receiving e-cards in batches creates additional inefficiencies (batch delays can require more processing leading to additional costs).²³² Implementing partners also face difficulties in adapting to the frequent changes in distribution priorities and sites. For example, the August 2018 INTERSOS monthly report explains that the continuous change of distribution priorities requires them to move between sites with full equipment, which means more time is needed to finalize the activity and costs therefore increase.

199. Paradoxically, the economic and financial crises resulted in a positive cost-efficiency shock through the fall of the Lebanese pound exchange rate. The downturn also led to a rampant inflation with the price of the benchmark food basket increasing by more than 400 percent between 2018 and 2019. This would have been extremely detrimental to the cost-efficiency of WFP activities notwithstanding the even faster devaluing of the Lebanese pound. These two opposite effects eventually resulted in an increase in the purchasing power of the standard transfer value in USD terms. This allowed WFP to extend the coverage of activities 1 and 5 at virtually

227 CAMEALEON. 2020. *VfM Analysis: the World Food Programme's MPC Assistance Programme in Lebanon*. Internal report, unpublished.

228 Ibid.

229 Ibid.

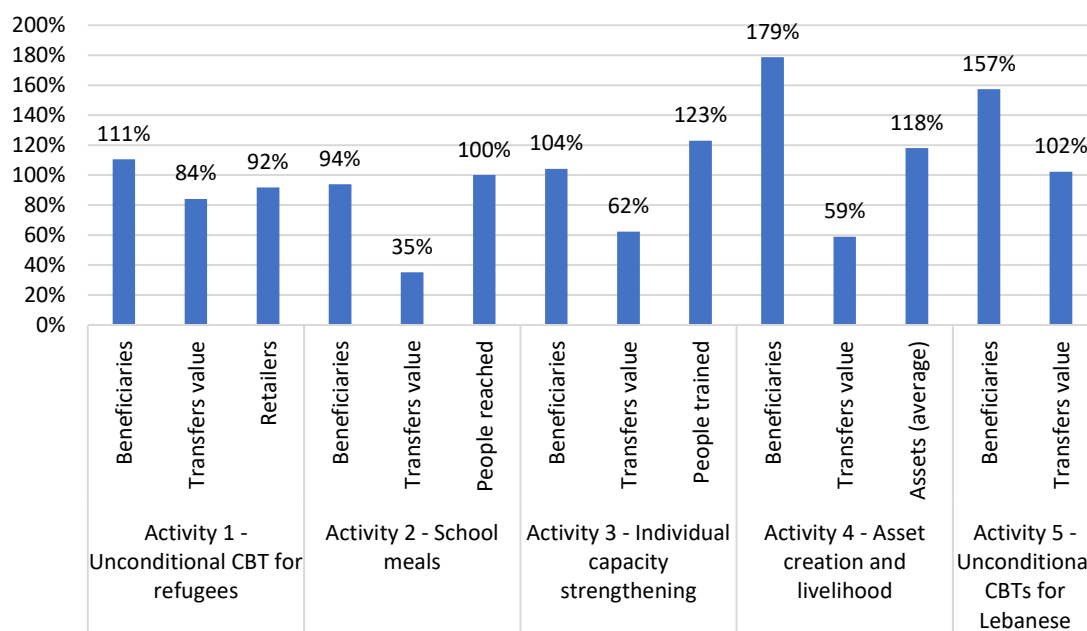
230 Cooperating partners. Monthly reports (INTEROS, WVI, PU-AMI, Shield), DRC. Internal report, unpublished

231 For example, implementation partner's monthly report of DRC, WVI and PU-AMi show that 79 percent of e-cards were not distributed in 2017, 70 percent in January 2018 and 15 percent in February 2018.

232 Monthly Report INTERSOS November and December 2018: “Delays in receiving the batches which results in additional costs as the case load that can be processed in few days is taking extra additional days.”

no cost. In 2019, the actual number of beneficiaries for activity 1 was 11 percent higher than planned, but the value of transfers was 16 percent lower than planned. For activity 5, the number of beneficiaries was 1.5 higher than planned for the same amount of transfer (Figure 20). A similar dynamic seems to be occurring for activities 2, 3 and 4. Overall, this mechanically increased the cost-effectiveness of the interventions. A larger number of beneficiaries received assistance and the adjustment to the transfer value maintained the purchasing power of the transfers. However, it should be noted that inflation could well exceed the exchange rate and seriously threaten the cost-effectiveness of cash transfer activities. WFP has already engaged in contingency planning to prepare for this possibility. (See 2.3.1 To what extent were outputs delivered within the intended timeframe?)

Figure 20: Output implementation rate in 2019 (planned versus actual) by activity



Source: Evaluation team based on ACR 2019 data

200. Since the implementation of the country strategic plan, WFP has worked with 27 cooperating partners that have extensive experience of providing humanitarian assistance in Lebanon. For food assistance for assets and food assistance for training activities, WFP selected partners that specialize in the fields of the intervention, for example forest management and irrigation. However, some partners did not have sufficient capacity to implement activities within the allocated timeframes. The main constraint was associated with difficulties in scaling up activities quickly to respond to demand and last-minute changes. Cooperating partners are constrained in their ability to respond to emergencies or sudden increases in workload because of the lack of staff.²³³ And some have experienced delays in recruiting sufficiently qualified staff, which has impacted on food assistance for assets and food assistance for training activities. Some food assistance for assets activities have also been delayed due to difficulties in accessing the required materials. WFP also noticed some delays in their partners' provision of capacity building activities to other partners.²³⁴

201. Operating in Lebanon was conducive to logistical efficiency before the onset of the current economic and financial crises. Lebanon's developed infrastructure (including information and communications technology, and transport), its financial and trade sectors and its highly-skilled human resources have all contributed positively to the efficiency of WFP operations. Lebanon covers a small area and in recent years there has been no serious constraints to accessing all parts of the country. Both the retail and financial sectors are well developed and have provided WFP with an active and competitive environment, which has facilitated the implementation of its activities. Lebanon's agricultural sector is weak but this is compensated by a

²³³ Information from key informant interviews.

²³⁴ WFP. 2019. *Evaluation of WFP's Livelihoods and Resilience Activities in Lebanon from 2016 to 2019*. Executive Summary.

dynamic retail sector and produce markets. The banking sector, despite the structural problems (notably of BLF), has been helpful in the implementation of WFP cash-based transfer activities.

2.3.4 To what extent were alternative, more cost-effective measures considered?

202. Although overall WFP adapted its activities to more cost-effective approaches, the lack of corporate standards for cost-effectiveness has limited the scope of efficiency and cost-effectiveness analysis.

203. Many WFP activities were implemented in collaboration with other organizations. Joint work has allowed WFP to share costs but this has been at the expense of flexibility. Within the LOUISE platform WFP shares the costs of card management, distribution and tracking. Targeting is done with UNHCR and call centres are also managed jointly. While this results in cost sharing across agencies, additional coordination costs are required. Any changes to joint activities have to be agreed by each participating organization and so take longer to implement. For example, it took nearly two months to agree on the change in the transfer value and how to make use of the savings from the BLF reimbursements.

204. **Scaling up the cash transfer modality has substantially improved the cost-effectiveness of WFP operations.** The 2017 WFP-commissioned study shows that providing assistance through the multi-purpose cash modality instead of e-vouchers has led to major improvements for beneficiaries at relatively little cost.²³⁵ The main change in terms of cost was the transaction fee paid to the bank each time the card is used; this is covered by WFP. In the case of e-vouchers the transaction fee was covered by contracted shops and partly passed onto beneficiaries. If all transfers moved to cash the total cost would increase by USD 4.6 million (1.6 percent) (assuming fees remain unchanged).²³⁶ However, providing unrestricted cash has impacted positively on the outcomes for beneficiaries with the Food Consumption Score, dietary diversity and the Food Security Index all improving. The Boston Consulting Group study shows cash can raise beneficiaries' purchasing power by 15–20 percent and offers the flexibility of buying food according to each household's diverse needs and preferences. Beneficiaries have reported that they prefer cash over vouchers because it provides flexibility and the capacity to manage household income as well giving dignity and empowerment.²³⁷

205. Under the country strategic plan, WFP continues to implement the food e-voucher component for refugees and for vulnerable Lebanese. Nevertheless, WFP is committed to moving towards further unrestricted cash provision although there are limitations due to specific donor preferences (for support to refugees) and government reluctance (for support to vulnerable Lebanese). The country office has been collecting evidence on the differential impact of the three cash modalities since 2018, but it is unclear what influence this has had on its discussions with the Government.

206. In 2020, WFP was making preparations to include an in-kind food component for Lebanese households impacted by the economic and COVID-19 crises. Some stakeholders queried the necessity of such a move and saw this as limiting effectiveness.²³⁸ Other key informants noted the challenges in the Lebanese banking sector and that having mechanisms in place to implement a separate modality for in-kind assistance was reasonable under the circumstances.²³⁹

2.4. EQ4: WHAT ARE THE FACTORS THAT EXPLAIN WFP PERFORMANCE AND THE EXTENT TO WHICH IT HAS MADE THE STRATEGIC SHIFT EXPECTED BY THE COUNTRY STRATEGIC PLAN?

2.4.1 To what extent did WFP analyse or use existing evidence on the hunger challenges and on the food security and nutrition issues in the country to develop the country strategic plan?

207. The country strategic plan is based on an analysis and understanding of Lebanon's population needs (nutrition, food security, poverty, basic needs). The strong body of research and analysis available on the living conditions of refugees living in Lebanon contrasts with the absence of nationally representative data on nutrition and food security.

235 WFP. 2017. *Food-Restricted Voucher or Unrestricted Cash? How to best support Syrian Refugees in Jordan and Lebanon?*

236 Ibid.

237 Ibid.

238 Information from key informant interviews.

239 Information from key informant interviews.

208. The country strategic plan was informed by the joint **ESCWA/WFP Strategic Review of Food and Nutrition Security in Lebanon (2016)**. WFP played a key part in the research for this review. The report identified the lack of poverty data and the absence of nationally representative nutritional data. Economic access was cited as the main reason for household food insecurity. The country strategic plan was also informed by the World Bank data and analysis on Lebanese poverty, and the limited access of Lebanese poor to access nutritious food resulting in reduced dietary diversity.²⁴⁰ Data from FAO on the nutritional transition Lebanon is dealing with informed WFP activities on nutrition education for school children and their families.

209. In the lead up to the development of the country strategic plan, WFP partnered with the ESCWA to review food and nutrition security in Lebanon. This strategic review analysed the needs of all population groups, including both Lebanese and refugee populations. In the ESCWA/WFP report, 31 percent of Lebanese survey participants stated they had been unable to eat healthy and nutritious food and cited economic access as the main reason for household food insecurity.²⁴¹ The country strategic plan's strategic direction to provide assistance to vulnerable Lebanese through the NPTP is highly relevant to meeting the food security needs of Lebanese households. Instead of establishing a separate system managed solely by international agencies, interviewed stakeholders considered the organization's decision to work with and through the Ministry of Social Affairs as the most appropriate pathway to expand its reach to vulnerable Lebanese households. WFP technical assistance to the NPTP, to facilitate transfer values for vulnerable Lebanese, was seen as highly valuable.²⁴²

210. Analysis prepared by the World Bank on the economic and social impact of the Syrian conflict combined with the FAO assessment on the impact of the Syria crisis on food security and rural livelihoods informed the approach of WFP to its livelihood component under the country strategic plan.

211. In partnership with WFP, UNDP and UNICEF, the Ministry of Social Affairs conducted a rapid poverty assessment to ascertain the poverty rate among the vulnerable Lebanese. This collaborative effort aimed to contribute to address the gap in reliable information and data on the presence of Lebanese poverty.

212. For the refugee response, the country strategic plan was informed by 2016 VASyR data and the Lebanon Crisis Response Plan. Both documents are extensive in providing data and analysis on food security and poverty. The gender- and age-disaggregated data on food insecurity informed the design of the country strategic plan's activities. The VASyR is the only annual assessment in Lebanon covering all sectors and allows for the identification of trends in vulnerability among the Syrian refugees. Issued jointly by UNHCR, UNICEF and WFP it is an essential resource for planning, decision-making and needs-based programme design. The VASyR informed the country strategic plan and the annual adjustment of its planning where needed.

2.4.2 To what extent has WFP been able to mobilize adequate, predictable and flexible resources to finance the country strategic plan?

213. During stakeholders' interviews various donor representatives highlighted the quality of the work, WFP flexibility and responsiveness in-country to the Syrian refugee crisis and its ability to respond to growing Lebanese vulnerability in the context of the growing crises (COVID-19 and social unrest).

214. For its cash operations, under the country strategic plan, WFP was able to secure funding to transition from humanitarian streams to development funds for both Syrian refugees and vulnerable Lebanese. For the cash-based transfer operations (strategic outcome 1), the 2018 annual country report highlights that WFP has been successful in securing an increase in multi-year contributions. These made up only 15 percent of donor contributions in 2017 compared to 40 percent in 2018. This was mainly due to the inclusion of a multi-year financing commitment from the European Union Trust Fund, although increased multi-year commitments from Canada, Australia and the UK also helped. This longer-term predictability of financing reportedly allowed WFP some flexibility in the management of finances to ensure continuity of activities as well as generating operational cost efficiencies for cash-based transfers.²⁴³ The expansion of its donor base also allowed WFP to support vulnerable Lebanese, securing 100 percent funding for strategic outcome 3 in 2019, compared to 77 percent in 2018, as well as securing some support for strategic outcome 5. It seems this success in securing development funding was partly influenced by the revision to the country strategic plan to give it a more

240 World Bank. 2017. Lebanon - Country partnership framework for FY17-FY22.

241 ESCWA. 2016. *Strategic Review of Food and Nutrition Security in Lebanon*. P.46.

242 Ibid.

243 WFP. 2018. *Lebanon Annual Country Report 2018*.

development-focused orientation, as well as its alignment of humanitarian assistance under the country strategic plan with the national development programmes (notably the NPTP, but also school meals and livelihoods activities).²⁴⁴

215. While WFP advocated for donors to earmark contributions only at the country strategic plan level, in order to best allocate funds as pipeline breaks occur, most contributions were still earmarked at country strategic plan activity level and (on strategic outcome 1, activity 1) even by modality (vouchers versus cash). This reportedly presented a challenge to WFP in navigating pipeline breaks for cash-based transfers. The WFP internal advance financing mechanism enabled the continuation of humanitarian cash support throughout 2018 by preventing pipeline breaks.²⁴⁵ WFP organized a “cash mission” for donors in 2018, with the **aim of influencing flexibility in the approaches by some of its top donors**. It is not clear how successful this was, given the continued earmarking.

216. WFP dedicated resources for GEWE initiatives and GEWE-related expenses (15 percent threshold of project funds). According to WFP Gender Office guidance on “Country Strategic Plan Gender-Responsive Planning and Budgeting”, a minimum of 15 percent of funds should be spent on gender equality activities by 2020, with the annual targets being 13 percent (2018) and 14 percent (2019).²⁴⁶ With the country strategic plan, the Lebanon country office committed to ensuring that this budget allocation was met.²⁴⁷

217. **Since December 2015, all country offices were required to budget gender-related expenditures.** However, annual expenditure tracking was quickly criticized for yielding data of questionable validity and as a result was put on hold in 2017. A new process for tracking gender equality-related expenditures has since been developed and WFP plans to integrate this process into its online WFP Information Network and Global System (WINGS) in 2020.²⁴⁸ When asked, WFP Lebanon stated that despite the lack of guidance at the corporate level, it is currently tracking gender-related expenditures. However, the evaluation has not been provided with evidence on this to review.

2.4.3 To what extent did the country strategic plan lead to partnerships and collaborations with other actors that positively influenced performance and results?

218. The country office provided strong attention to partnerships with the Government, donors, United Nations agencies, international finance institutions, civil society and the private sector. The country office has developed a partnership action plan supporting the implementation of the country strategic plan.

219. In terms of implementation of strategic outcome 1 cash-based transfer activities, Lebanon country office has not required support from the regional bureau in Cairo or headquarters during the country strategic plan period since the team was already highly experienced with cash-based transfer operations and pre-established systems and processes were in place. However, concerning strategic outcomes 3 and 5, these are relatively new areas of programming for the country office. Key informants in the country office were clear that there has been little, and insufficient, support provided by the regional bureau in Cairo since WFP engagement on the NPTP began in 2014 – although in recent months there has been more regional bureau engagement, which was welcomed.

220. Under the country strategic plan, cash-based transfers for refugees have gradually become more consolidated and harmonized through a joint implementation and strong partnership between WFP and UNHCR. Implementation is managed by United Nations agencies through shared infrastructure and processes known as LOUISE. The move to the LOUISE implementation model was driven by the desire of donors and implementers to reduce inefficiencies and fragmentation in the cash-based transfer response and to better harmonize assistance.

221. **Third party monitoring CAMEALEON positively influences the WFP programme.** Under the country strategic plan, the new partnership of interest on the cash-based transfer is with the CAMEALEON consortium of non-governmental organizations, which is tasked with the independent monitoring, evaluation, accountability and learning (MEAL) of the WFP multi-purpose cash component of strategic outcome 1. This partnership began in 2018. Key informants from WFP, CAMEALEON agencies and donors all agreed that while

244 WFP. 2019. *Lebanon Annual Country Report 2019*.

245 WFP. 2018. *Lebanon Annual Country Report 2018*.

246 “Gender Action Plan. Walking the Talk” (WFP/EB.1/2016/4-B).

247 WFP. 2017. *Lebanon Country Strategic Plan (2018-2021)*.

248 “Summary report on the evaluation of WFP’s Gender Policy (2015–2020)” (WFP/EB.A/2020/7-B).

the partnership took some time to develop, and relationships of trust needed to be established, the partnership is now strong. It has a role in creating evidence and learning to influence the multi-purpose cash programme's design and implementation. There is evidence that the partnership has contributed to improving the performance of the WFP programme and WFP has accepted most programmatic recommendations coming out of CAMEALEON's research streams to date.

222. Under the country strategic plan, WFP has developed a strong partnership with the World Bank on delivery of the e-voucher to NPTP beneficiaries. The World Bank is the main development partner supporting social protection in Lebanon and has provided technical assistance to the Ministry of Social Affairs on the proxy means-testing targeting methodology used on the NPTP. The World Bank was a key stakeholder in the Ministry of Social Affairs' beneficiary recertification exercise, which preceded WFP implementation of the e-voucher programme. In this sense the World Bank has contributed to the achievement of WFP outputs under strategic outcome 3. With the onset of the economic crisis in 2019, this pre-existing partnership has opened up new opportunities for WFP to support social protection under the country strategic plan. The World Bank is currently seeking approval for financing a multi-million dollar social protection programme with the Government and WFP has been proposed as a key implementing partner.

223. **WFP is a "lead partner" in both the BAWG and FSSWG.** Several key informants noted that the active role of WFP in both working groups has contributed to the enhanced coordination of the wider cash response (outside WFP) as well as the coordination of wider food assistance. For example, the FSSWG relies heavily on WFP FSOM reports for its reporting needs, while WFP takes a lead role in the annual VASyR assessments, which underpin the sectors' response plans. WFP capacity in monitoring food security and the data from its contracted shops have been crucial for these sectors to adjust plans in response to the changes in Lebanon since 2019. WFP has played a critical role in reaching common positions on the increase of transfer values as opposed to expanding coverage to other severely vulnerable households who were not assisted.

224. It is clear that, under the country strategic plan, WFP has made considerable effort to maximize inclusion of the vulnerable and reduce inclusion errors. The country office responded to feedback regarding the challenges of previous cash-based transfer targeting approaches (pre-country strategic plan) to establish the vulnerability targeting approach. The country office has also been attempting to respond to changing needs through the annual recalibration of other formula and retargeting exercises along with the "bottom up" approach. This is a logical and pragmatic way of directing limited resources to the most vulnerable. WFP has also introduced a grievance redress mechanism (GRM).²⁴⁹ The VASyR consistently identifies households headed by women – which make up 18 percent of Syrian refugee households – as being the most vulnerable. FSOM data indicates that the WFP cash-based transfer programme has consistently included a higher proportion of households headed by women (23 percent on average), suggesting that the targeting approach is successful at prioritizing and reaching women who tend to have higher monthly expenditure requirements. Women Syrian refugees are more likely to rely on humanitarian assistance at a higher rate than men to close the income-expenditure gap.²⁵⁰

225. The investments in the targeting model to date have been considerable and have also been made collectively under the LOUISE²⁵¹ platform launched in 2016, indicating an approach to change beyond WFP. The LOUISE platform is a concrete example of the WFP approach to working in partnership with other organizations to make interventions more effective and to learn jointly to improve practices. While overall seen as an effective targeting approach, some elements can be further improved. Studies have critiqued elements of the targeting approach.²⁵² Observations included, for example, the complexity and lack of transparency in the method, leading to:

- i. Limited understanding of the approach and dissatisfaction among communities

249 WFP. 2019. *Lebanon Protection Risks and Barriers to Gender, Age and Disability Inclusion in Cash and Basic Needs Assistance and Livelihoods Programmes*. Internal report, unpublished.

250 CARE. 2018. *Factsheet: 8 Years Into Exile – Urban Syrian refugees, non-Syrian refugees, and vulnerable host communities. Survey results in brief*.

251 UNICEF, UNHCR, WFP and LCC. 2017. *Lebanon One Unified Inter-Organizational System for E-cards*.

WFP. 2019. *Lebanon Protection Risks and Barriers to Gender, Age and Disability Inclusion in Cash and Basic Needs Assistance and Livelihoods Programmes*. Internal report, unpublished.

CAMEALEON. 2020. *VfM Analysis: the World Food Programme's MPC Assistance Programme in Lebanon*. Internal Report, unpublished

- ii. Limited accuracy in practical terms (due to the homogeneity of poverty across the refugee population) and limited funds; meaning those further down the ranking are, in practice, no more vulnerable than those who are excluded
- iii. Limitations of the grievance mechanism.²⁵³

226. These factors may limit the programme's ability to reach the "most vulnerable" in practice, at least insofar as how "most vulnerable" is perceived by communities. These studies have recommended that the targeting model be reviewed. While adjustments have been made, the model as a whole has not yet been reviewed. It is the view of the evaluation team that these factors may create barriers to further analysis or acceptance of limitations in the model or even to change it.

2.4.4 To what extent did the country strategic plan provide greater flexibility in dynamic operational contexts and how did it affect results?

227. The country office's emergency preparedness response (EPR) strategy facilitated a timely response to changes in Lebanon's operational contexts. By mid-2019, in response to the deteriorating economic situation and a potential resurgence of the Hezbollah-Israel conflict, the country office reviewed its emergency preparedness response strategy to ensure it could respond to an emergency affecting up to one million people. The regional bureau in Cairo's emergency preparedness unit was invited to Lebanon to carry out a scenario planning exercise, which took place from 2-6 September 2019. Four scenarios were developed by consensus with WFP staff: 1) armed conflict: Hezbollah vs. Israel escalation into armed conflict; 2) economic crisis – in its extreme, disintegrating into civil unrest; 3) refugee influx/reflux; and 4) earthquake. Planning for these scenarios was captured in the Concept of Operations (CONOPS) for uploading to the Emergency Preparedness and Response Package (EPRP) platform. The Emergency Preparedness Mission Report states that "overall, staff are more concerned about the possibility of an economic crisis than renewed Israel-Hezbollah conflict".²⁵⁴ WFP also produced its own contingency planning tool "Lebanon Crisis – Way Forward to Operationalize Scaled-Up Contingency Measures 2019".

228. **Contingency planning was put in place for different response scenarios.** Following the upsurge of civil unrest in late 2019, and as part of its contingency planning, WFP conducted a budget revision (budget revision 6) to include in-kind assistance in the country strategic plan and to increase the needs-based plan to reflect the results of the VASyR 2019. The contingency planning included measures to protect cash-based transfer, secure access to cash at ATMs, and a worse-case scenario planning for wide-scale in-kind food distributions in the event of a collapse in the banking system.²⁵⁵ In response to increasing restrictions on cash withdrawals, imposed by the banks and Government, WFP staggered its loading assistance over several days to mitigate the difficulties refugees were facing in accessing their cash assistance.²⁵⁶

229. In collaboration with its partners, including the Ministry of Social Affairs, the World Bank and other United Nations agencies, WFP began exploring additional measures to respond to the worse-case scenarios in relation to the currency devaluation and an increase in food prices. This included a further expansion of the social protection scheme targeting vulnerable Lebanese households.²⁵⁷ Working with the social protection scheme for Lebanese, WFP carried out a test run for the distribution of 50,000 parcels to Lebanese households.

230. Strengthened collaborative efforts were made to assess new food and nutrition vulnerabilities and address any gaps in assistance. WFP has been active in BAWG and supports the Ministry of Agriculture, in collaboration with FAO, to coordinate the FSSWG. In late 2019, the FSSWG agreed on preparing a more robust and coordinated response to preparing for 2019–2020 winter emergency food assistance in order to avoid the limited response that had occurred a year earlier.²⁵⁸ Partner participation in these monthly meetings more than doubled from 11 in October to 25 in December²⁵⁹ and FSSWG meetings continued remotely during the COVID-19 lockdown. By June, participating partners in the monthly FSSWG meetings, from United Nations

253 Ibid. Information from key informant interviews.

254 WFP. 2019. *Emergency Preparedness Mission Report*. Internal report, unpublished.

255 WFP Country Office Lebanon. 2019. *Weekly Internal Situation Report: Civil Unrest 5 November 2019*. Internal report, unpublished.

256 WFP Country Office Lebanon. 2019. *Food Security Outcome Monitoring, December 2019*.

257 WFP. 2019. *Lebanon Country Brief, November 2019*.

258 Food Security Sector Working Group. 2019. *Minutes of Food Security Sector Working Group Meeting, October 2019*.

259 Ibid; Food Security Sector Working Group. 2019. *Minutes of Food Security Sector Working Group Meeting, December 2019*.

agencies, local and international non-governmental organizations and donor representatives, had increased to 58.²⁶⁰

231. Country strategic plan human resource allocation faced challenges in adapting to evolving needs, context and contingency measures. The Deputy Country Director has had overall management oversight for emergency preparedness response since 2018 and the Head of Security has been responsible for its day-to-day implementation. A new emergency preparedness response/supply chain focal point was recruited in 2020 to prepare the supply chain and logistics for the new emergency in-kind food parcel distributions. According to interviews the country office's main challenges have been planning high levels of readiness to deploy emergency response teams (ERTs), the local recruitment of logistics/supply chain staff for new in-kind food parcel distributions to vulnerable groups. (See also 2.4.2 To what extent has WFP been able to mobilize adequate, predictable and flexible resources to finance the country strategic plan?).

232. **Internal changes in WFP have impacted its operations.** According to the 2018 risk register, a high staff turnover and the loss of experienced and trained staff in the country office and field sub-offices constituted a serious risk of disruption to WFP activities and programme implementation and caused low staff morale. Reduced staff numbers (and training) have also constrained the activities of the vulnerability analysis and mapping and monitoring and evaluation unit notably limiting capacity for wider analytical work and the ability to capture lessons.²⁶¹

233. Lack of flexibility in the country strategic plan compared to the previous PRRO and EMOP was raised. According to the country office, the country strategic plan is arranged down to specific activities, which makes it more restrictive. The budgeting system is more complicated with separate budgets for different components (the country strategic plan has not removed the challenge of earmarking). It seems that while on paper the country strategic plan gives the impression of a more cohesive and integrated approach, the reality is that the country office still needs to deliver a range of disparate activities and now with more complex and bureaucratic administrative procedures. The changes in procedures and increased bureaucratic burden puts a strain on the country office staff. (See EQ 3, in section 2.3.1 To what extent were outputs delivered within the intended timeframe?)

2.4.5 What are the other factors that can explain WFP performance and the extent to which it has made the strategic shift expected by the country strategic plan?

234. **Comprehensive monitoring data was promptly generated as a tool for results-based management.** One of the key strengths of the country office lies in its vulnerability analysis and mapping and monitoring and evaluation unit and the quality of surveys and reports it generates. External stakeholders – United Nations agencies, donors and non-governmental organizations – rely on the data and reports generated by WFP. It was found that the staffing of the vulnerability analysis and mapping monitoring and evaluation unit is limited in comparison with the number of tasks and reports it produces. The limited staffing has an impact on the capacity of the country office to analyse progress and results at outcome and impact level. The need to strengthen the staffing of the monitoring and evaluation and vulnerability analysis and mapping unit was acknowledged by senior management.

235. **The monitoring and evaluation framework was in line with the Corporate Results Framework (CRF).** It adapted to the country context but did not measure WFP contribution to certain outcomes. The country strategic plan and its monitoring and evaluation framework are aligned with the new WFP Corporate Results Framework (2017-2021) and its log frame and results-chain. Outputs and outcome measurement indicators are based on the Corporate Results Framework.

236. **There was limited analysis at outcome level for certain activities.** An example of this is the livelihoods and resilience programme. WFP does not disaggregate outcomes for Syrian and Lebanese participants and does not systematically analyse outcomes by gender or by persons with disability. The monitoring framework also does not measure outcomes that are relevant for the objectives of the programme, such as employment or self-employment attained following participation, increased agricultural production or progress towards resilience-building. This has repercussions on evidence-based programmatic decision-making. It is also symptomatic of a gap at corporate level: a recent strategic evaluation of WFP

260 Food Security Sector Working Group. 2020. *Minutes of Food Security Sector Working Group Meeting, June 2020*.

261 Information from key informant interviews. WFP. 2018. 2019. *Risk Review 2018 and 2019*. Internal report, unpublished.

Support for Enhanced Resilience, for example, pointed out that current corporate tools do not enable programme and monitoring staff to gather information on resilience systematically or effectively.²⁶²

237. **The cash-based transfer programme has contributed to wider positive impacts.** For example, cash transfers provided an important injection into the Lebanese economy, while the CAMEALEON impact study highlighted that the long-term multi-purpose cash programme gives women the option to avoid low-paying and often hazardous jobs that they might otherwise have relied on. However, the WFP cash-based transfer monitoring systems (for example FSOM) are limited as they are focused primarily on quantitative data collection against WFP corporate indicators and are therefore not useful in identifying unintended effects of the programme, whether positive or negative.

262 WFP. 2019. *Evaluation of WFP's Livelihoods and Resilience Activities in Lebanon from 2016 to 2019*. P.3.

3. Conclusions and Recommendations

3.1. CONCLUSIONS

238. WFP has achieved **strong results in a complex and challenging context** characterized by weak governance, a protracted Syrian refugee crisis, national economic and financial crises, instances of social unrest and the COVID-19 pandemic.

239. The key role played by WFP in Lebanon, its solid capacity, expertise and rich in-country experience backed by a strong knowledge base at regional and headquarters levels have positioned it as a **leading humanitarian agency in the country**. WFP has been able to provide much-needed humanitarian assistance for emergency responses at scale, contributing to food security for the targeted vulnerable groups. However, the increasing scope and size of WFP developmental work, in line with the triple nexus, has brought new challenges.

240. **The strategic direction of WFP in Lebanon:** The introduction of the country strategic plan signalled a positive shift towards WFP Lebanon having an integrated and coherent approach to programming, incorporating responses to a protracted Syrian refugee crisis and the increasing vulnerability of Lebanese nationals.

241. The country strategic plan aimed to provide a **strategic shift to WFP work with the introduction of a resilience focus**. This was expected to become increasingly relevant in responding to the protracted displacement and increasing vulnerability of Syrian refugees, including Palestinian refugees from Syria and refugees of other nationalities. The country strategic plan's focus on resilience complemented the humanitarian assistance of WFP and developed an approach to address the root causes of vulnerability.

242. WFP work in Lebanon responded to the country's priorities and its vulnerable population groups. However, the country strategic plan was not a coherent strategic document to facilitate strategic direction. The country strategic plan did not sufficiently detail how the different results contribute to a joint roadmap supporting Lebanon's priorities and contributions to the Sustainable Development Goals – more specifically SDG 2 of zero hunger.

243. In a fragile and often quickly changing regional and country context, the country office did not adequately analyse the core strengths and added value of WFP in Lebanon given its large-scale emergency response capacity and its mission to adhere to core humanitarian principles.

244. At the operational level, WFP attempted to balance humanitarian and development assistance that was appropriate. Yet, in partnership with others, a better integration and coordination of emergency cash assistance with the livelihoods programme was needed.

245. **Progress towards country strategic plan strategic outcomes:** Overall, there was high effectiveness in terms of output and outcome delivery. The core comparative advantage of WFP in Lebanon was demonstrated through its ability to adapt programming in response to evolving circumstances and needs.

246. WFP emergency preparedness planning in 2019 included a scenario of economic crisis. Although an epidemic/pandemic was not considered as a scenario, the planning exercise nevertheless supported the country office to consider what contingency planning measures would be required to adjust programming in response to a deteriorating situation.

247. WFP efforts in responding to the need for cash assistance have been considerable and its vulnerability targeting has been commendable. While the targeting system has been reviewed, there were shortcomings in understanding the proxy means testing, especially from the beneficiaries' point of view. The use of the econometric formula might have reduced inclusion and exclusion errors but, in a situation where the differences between eligible or ineligible families for assistance is minimal, this approach is difficult for refugee families and whole communities to comprehend. This is very important from an accountability and protection perspective and from a peacebuilding and social cohesion perspective. The large-scale assistance

has contributed to stability and cohesion, but a further deterioration of the financial situation of families may lead to inter-community conflict if the allocation method is not well understood or accepted.

248. WFP cash-based transfers have **maintained the food security of beneficiaries**. This was evidenced by an increasing gap between the proportion of WFP beneficiaries and non-beneficiaries with an acceptable Food Consumption Score and demonstrated the need for a connection with resilience and livelihoods support. The absence of a link between the cash assistance and the livelihoods support did not allow households to develop a pathway to achieve self-reliance and reduce their vulnerability to external shocks where they might have previously had the capacity to do so.

249. Working with United Nations development agencies to adopt a common approach and programming, **WFP has developed a good strategy to support national social protection systems**. The experience of WFP in providing safety nets for vulnerable families – including cash-based transfers and school feeding initiatives – is valuable in supporting the Government in its efforts to create national social protection systems. Within the United Nations, WFP had a comparative advantage in leading the specific operational support required for the transfer delivery. This has led to the creation of useful synergies between the refugee response and the national systems for social protection through the National Poverty Targeting Programme (NPTP). There is an opportunity for the WFP partnership with the World Bank as this humanitarian experience can inform and support the establishment of national social protection systems. The planned role of WFP in the World Bank-proposed social protection scale-up is relevant in the short- to medium-term.

250. WFP provided an essential service in social protection and implementing key elements of the delivery chain. A clearer roadmap and framework for these interventions should ensure that WFP resources are used in a complementary and integrated manner with other development actors and the Government. It will also help WFP to ensure that it maintains its objective of ensuring government ownership and not setting up a parallel system. However, a structured approach complementing the efforts of other organizations is required for a coherent WFP assistance to national capacity building in food security. The relatively limited resources and multiple partners involved in supporting the Ministry of Social Affairs warrant this.

251. **Gender and protection were integrated within the country strategic plan** but were still frequently treated as extra activities rather than as cross-cutting issues to be mainstreamed operationally. There was limited progress on a systematic collection and analysis of gender- and age-disaggregated data, including data on disability. These are crucial for inclusive programming where no one is left behind. Emphasis on socio-economic vulnerability might have limited the identification of people's existing capacities to quickly become more resilient.

252. **Sustainability of WFP food assistance is challenging** in a context where the regulatory environment severely curtails refugees' own ability to meet food and other basic needs and is exasperated by rising donor fatigue with the Syrian crisis and increased economic downturn due to COVID-19 in donor countries.

253. **Programme efficiency:** The introduction of the country strategic plan has not yet contributed to increased flexible and non-earmarked funding despite WFP efforts. However, an increase in flexible funding is not only within the WFP remit but will also require donor countries to consider changes in their funding instruments. Communicating the strategic changes WFP hopes to achieve with the introduction of the country strategic plan, along with possible revisions to funding mechanisms and moving towards flexible and multi-year funding, requires time.

254. The country office regularly analysed the efficiency and effectiveness of alternative transfer modalities but still lacked a consistent cost-effectiveness analysis to inform decision-making. WFP payment processes were cost-effective, accessible and well-liked by beneficiaries and were the most appropriate channel for delivery. Efforts took place to continuously improve the targeting methodology and the emphasis on cash-assistance improved cost-effectiveness.

255. **Factors explaining performance:** Good progress was made by WFP towards the country strategic plan strategic outcomes results from its well-recognized capacity in food security analysis, logistics, solid experience in cash-based transfers, active support to humanitarian sector coordination and access to communities through an operational network of sub-offices and cooperating partners. WFP was acknowledged by stakeholders for its emergency preparedness, including its ability to quickly implement cash-based transfers while drawing on available funding sources to ensure its ability to respond.

256. **Other factors influencing the strategic shift:** Comprehensive monitoring data were promptly generated as a tool for results-based management. One of the key strengths of the country office is its vulnerability analysis and mapping and monitoring and evaluation unit and the quality of surveys and reports it generates. External stakeholders such as the United Nations agencies, donors and non-governmental organizations relied on these data and reports. More progress will need to be made at the level of outcome analysis to allow for assessments of the country strategic plan's strategic objectives. The evaluation team found that the vulnerability analysis and mapping and monitoring and evaluation unit was not sufficiently staffed to fully perform the tasks it was responsible for or to produce all the reports it had to generate. This has impacted the capacity of the country office to analyse progress and results at outcome and impact levels.

257. Due to adequate funding, there were **no major implementation delays**, despite the challenging environment in 2019. The country office had sufficient funding to reach its targets but these targets were set taking into account predicted financial support. However, WFP budgets were not sufficient to reach all those in need. The subsequent budget revision process was burdensome and resulted in resources being diverted from more efficient uses.

258. Earmarked contributions did not align with the environment in which WFP operated and have hindered the provision of timely assistance. In-house flexibility with budget and multilateral funds allowed for sufficient adaptations to ensure continuity of assistance. Beneficiary targeting criteria and processes have adapted to funding constraints and evolving needs.

3.2. LESSONS

259. In a fragile and changing context such as Lebanon, it is important to be able to respond quickly — and flexibly — to shifting needs and priorities. Corporate guidance and support to ensure the country strategic plan can do this is essential. The country strategic plan design document should not be a static document. In rapidly changing contexts it risks becoming outdated and not reflective of WFP operations and value addition in-country. In Lebanon, because the country strategic plan design document was not updated, it ended up not being fully reflective of WFP strengths, adaptability and emergency response capacity. WFP should set out more clearly under what circumstances a country strategic plan should be updated.

260. The lack of a well-developed theory of change at the country strategic plan design phase, embedded with the need for a flexible programming approach, constrained further elaboration of the line of sight and the understanding of both the different pathways for change and the interconnection between outcomes.

261. Implementing the triple nexus concept in practice proved to be challenging as this requires multi-sectoral food security approaches linked with local socio-economic development. Purposeful discussions on the humanitarian, development, peace, and particularly in relation to social cohesion in the Lebanon context has been limited. Stimulating meaningful discussions is the responsibility of the wider humanitarian and development community, including WFP, in light of ongoing instability.

262. In national contexts influenced by regional dynamics, the WFP response in Lebanon under the country strategic plan should have ensured sufficient consideration of this regional dimension especially in emergency preparedness and response. Effective sharing of learning among WFP country offices in the region remains an important requirement.

263. For human resources to be aligned with the country strategic plan and the WFP mission, vacant positions must be filled to avoid negatively impacting programming. Staff need to be in place and within a timely manner, especially at times of crisis and during an emergency response when demands on the country office increase. Adequate levels of staffing to allow support from the regional bureau in Cairo and headquarters to the country office is also important when responding to changing demands and high pressures.

3.3. RECOMMENDATIONS

#	Recommendation	Recommendation groupings	Responsibility	Other contributing entities	Priority: high or medium	By when
1	In the design of the next CSP, WFP should clarify its core mandate, added value and strategic approaches and allow for annual updates in order to reflect contextual and programmatic changes.	Strategic				
1.1.	<ul style="list-style-type: none"> vi. Develop a more comprehensive country strategic plan document that clarifies the dual core mandate and comparative advantages of WFP and emphasizes its capacity to reach large numbers of vulnerable Lebanese and refugee households in order to respond to their food and nutrition needs (SDG 2, zero hunger). vii. Set out clearly the “dual track” approach of mitigating the impact of the Syrian conflict and addressing pre-existing structural constraints through links with the WFP dual mandate. viii. Set out the long-term vision of WFP and its strategy for resilience and the development of inclusive social protection and nutrition-sensitive programming. ix. Outline the guiding humanitarian principles and elaborate on protection, gender equality and accountability to affected populations. x. Include disaster risk reduction and emergency response preparedness. 		Country office	Regional Bureau for the Middle East and Northern Africa (RBC), Programme – Humanitarian and Development Division (PRO)	High	2021–2022
1.2.	<ul style="list-style-type: none"> Develop a robust theory of change to underpin the next country strategic plan. ii. Combine the line of sight with a country strategic plan theory of change that describes the change process. 		Country office		High	2021–2022

#	Recommendation	Recommendation groupings	Responsibility	Other contributing entities	Priority: high or medium	By when
	1.3. Review annually and update as required the country strategic plan document, line of sight and theory of change in order to reflect changes in context, priority needs, programmes and financial resources.		Country office	RBC	High	2023-2025
2	Enhance the strategic approaches, effectiveness and integration of cash-based transfers, resilience, social protection and capacity strengthening.	Strategic				
	2.1. <u>Cash-based transfers (CBT)</u> <ul style="list-style-type: none"> v. Develop a more integrated, joined-up, development-oriented strategy that links cash-based transfers with WFP livelihoods and resilience building activities to support households and communities on their journey towards self-reliance. vi. Adjust the duration of cash-based transfers and food distribution cycles to match the needs of the people assisted rather than adopting generic cycles. vii. Critically review the LOUISE model of operations for cash-based transfer delivery and the current targeting approach from an efficiency, effectiveness and accountability to affected populations perspective. viii. Revise the modalities of cash-based transfer provision depending on the approach selected by WFP. Consider revising the frequency of the targeting process. 		Country office	RBC/ Cash-based Transfers Division	Medium	2021-2023

#	Recommendation	Recommendation groupings	Responsibility	Other contributing entities	Priority: high or medium	By when
	<p>2.2. <u>Resilience</u></p> <ul style="list-style-type: none"> viii. Develop integrated community-based packages for resilience and build internal links across strategic outcomes and with activities. ix. Develop a unified and complementary resilience approach with other actors linked to the food security, nutrition and agriculture sectors. x. Target cash-based transfer beneficiaries in order to support the creation of sustainable livelihoods. xi. Leverage WFP financial assistance to support locally-produced food products where possible while safeguarding food security. xii. Ensure that the theory of change for resilience and livelihoods programming is in line with available human and financial resources. xiii. Set up a monitoring framework, including SMART indicators at the output and outcome levels, in order to measure gains in employment and increases in income. xiv. Increase the number of qualitative and strategic discussions held with cooperating partners, including local non-governmental organizations. 		Country office	RBC	High	2021-2023

#	Recommendation	Recommendation groupings	Responsibility	Other contributing entities	Priority: high or medium	By when
2.3.	<p><u>Social protection system development</u></p> <p>vi. Develop a theory of change, in line with available human and financial resources, for WFP's role in strengthening national capacity to implement an inclusive social protection system.</p> <p>vii. Advocate that school feeding be part of social protection.</p> <p>viii. Advocate that nutrition-sensitive approaches be integrated into existing and newly developed social safety net activities.</p> <p>ix. Advocate that social safety nets be scaled up on the basis of need in a manner that prioritizes cash-based transfers.</p> <p>x. Engage with the Ministry of Social Affairs, other United Nations entities, the World Bank and other development partners on the development of a strategic, coordinated and coherent approach to capacity building.</p>		Country office	RBC/PRO/ Country Capacity Strengthening Unit	Medium	2021-2023
2.4.	<p><u>Capacity strengthening</u></p> <p>iii. Develop a clear vision of WFP's role in national capacity strengthening, prioritizing areas in which WFP has a comparative advantage in Lebanon.</p> <p>iv. Orient capacity building plans towards facilitating government management of nationally-owned processes and systems.</p>		Country office	PRO	Medium	2021-2023

#	Recommendation	Recommendation groupings	Responsibility	Other contributing entities	Priority: high or medium	By when
3	Focus donor engagement on core funding, flexibility and response to national priorities.	Operational				
	3.1. Continue to advocate unearmarked core funding and multi-year funding, especially for cash-based transfers and food assistance for both Lebanese and refugee population groups.		Country office	Public Partnerships and Resourcing Division	Medium	2021-2023
	3.2. Strengthen resource mobilization for building national capacity to support inclusive social protection systems.					
	3.3. Develop a clear strategy on how best to use savings resulting from changes in exchange rates and inflation.					
	3.4. Invest further in the leading role of WFP in United Nations coordination mechanisms, with an emphasis on donor engagement in support of the United Nations country team in Lebanon.					
	3.5. Anticipate and mobilize supplementary resources for sudden-onset emergencies.					

#	Recommendation	Recommendation groupings	Responsibility	Other contributing entities	Priority: high or medium	By when
4	Expand emergency preparedness and response based on the humanitarian principles in the face of an increasingly fragile operating environment.	Operational				
	4.1. Incorporate the increased uncertainty and deepening vulnerabilities into programming strategies. <ul style="list-style-type: none"> v. Contextualize regional and country-level analysis in order to support preparedness and response. vi. Embed emergency preparedness and regularly update contingency planning exercises in programming. vii. Integrate protection concerns and humanitarian principles more firmly and explicitly into future strategies. viii. Set up a fourth suboffice to support WFP operations in southern Lebanon and maintain the Beirut suboffice with a focus on refugees in urban areas. 		Country office with support of RBC	RBC/ Emergency Operations Division/PRO	High	2021-2022
	4.2. Strengthen mechanisms for accountability to affected populations in order to support and reinforce social cohesion and stability at the community level. <ul style="list-style-type: none"> v. Improve the efficiency of the call centre complaints and feedback process to ensure timely follow-up. vi. Revise the cash-based transfer targeting process with the objective of improving its transparency for beneficiaries. vii. Integrate efforts to support social cohesion in the face of deepening vulnerabilities among Lebanese and refugee communities. viii. Translate the triple nexus agenda (for humanitarian, development and peace activities) into operational principles and priorities, drawing on lessons learned on the effects of WFP actions on conflict dynamics at the community level in other parts of the world. 		Country office		High	2021-2022
5	Strengthen performance management strategy and learning in order to inform decision making.	Operational				

#	Recommendation	Recommendation groupings	Responsibility	Other contributing entities	Priority: high or medium	By when	
	5.1.	Invest in vulnerability analysis and mapping and monitoring and evaluation capacity in order to maintain the quality of work and to be able to respond to the growing requests for high quality data and analysis.		Country office with support of RBC	RBC	Medium	2021-2023
	5.2.	Help the programme units to develop contextually relevant SMART output and outcome indicators for results measurement analysis.					
	5.3.	Encourage closer integration of the vulnerability analysis and mapping and monitoring and evaluation programme units in order to better capture lessons learned related to CSP strategic outcomes.					
	5.4.	Develop learning strategies and knowledge sharing with the Government, other United Nations agencies and non-governmental organizations around triple nexus programming, embedding standards on humanitarian principles and gender-transformative approaches.					
	5.5.	Work on guidance and instruments to generate evidence on the efficiency and cost-effectiveness of WFP operations.					

#	Recommendation	Recommendation groupings	Responsibility	Other contributing entities	Priority: high or medium	By when
6	Strengthen human resources capacity to implement ongoing programme and management priority actions and prepare for the next country strategic plan.	Operational				
	6.1. Simplify budget revision processes and ensure sufficient human resources. iii. Ensure that adequate time, systems and support (human resources from the Regional Bureau for the Middle East and Northern Africa or headquarters) are available to country office staff when they prepare country strategic plan revisions. iv. Allow for flexibility in the budget processes to take into account country and intervention circumstances by specifying the elements that are mandatory and those that can be waived when advisable under the circumstances.		Operations Management Support Office	RBC	High	2021-2022
	6.2. Ensure sufficient human resources. iii. Ensure that the country office has sufficient human resources, notably in the units dedicated to vulnerability analysis and mapping, monitoring and evaluation, accountability to affected populations and protection, in order to allow for more high-quality analysis, to fill information gaps related to efficiency and cost-effectiveness and to increase learning opportunities for staff and cooperating partners. iv. Strengthen the field suboffices through dedicated gender and accountability to affected populations and protection focal points and increase information dissemination, training and capacity building for staff and cooperating partners.		Country office	RBC	Medium	2021

Annexes

Annex 1. Summary Terms of Reference

Evaluation

Summary Terms of Reference



Lebanon: an Evaluation of WFP's Country Strategic Plan (2018 – 2021)

Country Strategic Plan Evaluations (CSPEs) encompass the entirety of WFP activities during a specific period. Their purpose is twofold: 1) to provide evaluation evidence and learning on WFP's performance for country level strategic decisions, specifically for developing the next Country Strategic Plan and 2) to provide accountability for results to WFP stakeholders.

Subject and Focus of the Evaluation

The evaluation will cover all WFP activities (including cross-cutting results) for the period from 2016 to 2020, including activities and strategic direction prior to the introduction of the Country Strategic Plan (CSP) 2018-2021.¹

It will assess WFP contributions to CSP strategic outcomes, establishing plausible causal relations between the outputs of WFP activities, the implementation process, the operational environment and changes observed at the outcome level, including any unintended consequences.

It will also focus on adherence to humanitarian principles, gender, protection issues and accountability to affected populations.

The evaluation will adopt standard UNEG and OECD/DAC evaluation criteria, namely: relevance, efficiency, effectiveness, sustainability as well as connectedness, coherence and coverage as applicable.

Objectives and Users of the Evaluation

WFP evaluations serve the dual objectives of accountability and learning.

The evaluation will seek the views of, and be useful to, a broad range of WFP's internal and external stakeholders and presents an opportunity for national, regional and corporate learning. The primary user of the evaluation findings and recommendations will be the WFP Country Office and its stakeholders. It presents an opportunity for the Country Office to benefit from an independent assessment of its operations and to use the evaluation evidence to inform the design of the new Country Strategic Plan. The evaluation report will be presented at the Executive Board session in November 2021.

Key Evaluation Questions

The evaluation will address the following four key questions:

Question 1: To what extent is WFP's strategic position, role and specific contribution based on country priorities and people's needs as well as WFP's strengths? The evaluation team will reflect on the extent to which: the CSP is relevant to national policies, plans, strategies and goals, including achievement of the national Sustainable Development Goals; the CSP addresses the needs of the most vulnerable people in the country to ensure that no one is left behind; WFP's strategic positioning has remained relevant throughout the implementation of the CSP in light of changing context, national capacities and needs; and the CSP is coherent and aligned with the wider UN and includes appropriate strategic partnerships based on the comparative advantage of WFP in the country.

Question 2: What is the extent and quality of WFP's specific contribution to CSP strategic outcomes in Lebanon? The evaluation team will reflect on the extent to which: WFP delivers expected outputs and contributes to the expected CSP strategic outcomes; WFP contributes to the achievement of cross-cutting aims (humanitarian principles, protection, accountability to affected populations, gender equality and other equity considerations); the achievements of the CSP are likely to be sustainable; and the CSP facilitated more strategic linkages between humanitarian, development and, where appropriate, peace work.

¹ See CSP (2018-2021) approved by the WFP Executive Board.

Question 3: To what extent has WFP's used its resources efficiently in contributing to CSP outputs and strategic outcomes? The evaluation team will reflect on: whether outputs were delivered within the intended timeframe; the appropriateness of coverage and targeting of interventions; cost-efficient delivery of assistance; and whether alternative, more cost-effective measures were considered.

Question 4: What are the factors that explain WFP performance and the extent to which it has made the strategic shift expected by the CSP? The evaluation team will reflect on the extent to which: WFP analyzes or uses existing evidence on hunger challenges, food security and nutrition issues in-country to develop the CSP; WFP has been able to mobilize adequate, predictable and flexible resources; the CSP leads to partnerships and collaborations with other actors that positively influenced performance and results; the CSP provides greater flexibility in dynamic operational contexts and how did it affect results; other factors influencing WFP performance and the strategic shift expected by the CSP.

Scope and Methodology

The unit of analysis is the Country Strategic Plan, understood as the set of strategic outcomes, outputs, activities and inputs that were included in the CSP document approved by WFP Executive Board, as well as any subsequent approved budget revisions.

The evaluation will adopt a mixed methods approach; this implies a methodological design in which data collection and analysis is informed by a feedback loop combining a deductive approach, which starts from predefined analytical categories, with an inductive approach that leaves space for unforeseen issues or lines of inquiry that had not been identified at the inception stage.

In line with this approach, data may be collected through a mix of primary and secondary sources using a range of techniques including: desk review, semi-structured or open-ended interviews, closed-answer questionnaires, focus groups and direct observation. Systematic data triangulation across different sources and methods should be carried out to validate findings and avoid bias in the evaluative judgement.

Roles and Responsibilities

Evaluation Team: The evaluation will be conducted by a team of independent consultants, with relevant expertise in for the Lebanon CSPE.

Evaluation Manager: The evaluation will be managed by Dawit Habtemariam, Evaluation Officer in the WFP Office of Evaluation. He will be the main interlocutor between the evaluation team, represented by the team leader, and WFP counterparts to ensure a smooth implementation process. Second level quality assurance will be provided by Gaby Duffy, Senior Evaluation Officer.

Stakeholders: WFP stakeholders at country, regional and Headquarters level are expected to engage throughout the evaluation process to ensure a high degree of utility and transparency. External stakeholders, such as beneficiaries, government, donors, implementing partners and other UN agencies will be consulted during the evaluation process.

Communications

An **Internal Reference Group**, composed of key WFP staff from Country Office, Regional Bureau and Headquarters, plays an advisory role, and will review and provide feedback on evaluation products.

Preliminary findings will be shared with WFP stakeholders in the Country Office, the Regional Bureau and Headquarters during a debriefing session at the end of the fieldwork. A country learning workshop will be held to ensure a transparent evaluation process and promote ownership of the findings and preliminary recommendations by country stakeholders.

Key evaluation products will be in English to facilitate information sharing with stakeholders. Arrangements for local translators during fieldwork may be required.

Findings will be actively disseminated and the final evaluation report will be publicly available on WFP's website.

Full Terms of Reference are available at <https://www1.wfp.org/independent-evaluation>

For more information please contact the WFP Office of Evaluation at: WFP.evaluation@wfp.org

Annex 2. Methodology

This annex presents the methodological approach followed for this evaluation. It is structured as follows:

- Annex 2.1: Overall methodological approach
- Annex 2.2: Evaluation process
- Annex 2.3: Gender and ethical considerations
- Annex 2.4: Limitations to validity
- Annex 2.5: Reflection on experience and lessons for future evaluation

Annex 2.1. Overall methodological approach

The general methodological approach has followed the Office of Evaluation's framework for country strategic plan evaluations (CSPEs), which is in line with the Organisation for Economic Co-operation and Development's Development Assistance Committee's (OECD-DAC) framework and quality standards for evaluation.²⁶³ A non-experimental, theory-based approach relying on contribution analysis principles has been applied. The theory of change (see EQ2 in [Section 2.2](#) of the main report), largely based on the WFP country strategic plan, has enabled the placing of the logic of the country strategic plan objectives and activities within a broader context.

The theory of change also provided a starting point and reference against which WFP performance for the country-level strategic decisions and results has been evaluated. It was noted that the theory of change did not sufficiently consider the contextual differences and constraints between the vulnerable Lebanese and the Syrian refugees, it did not clearly identify opportunities for collaboration with other United Nations agencies, and it could have benefitted from prioritization of activities and outputs in line with available human and financial resources as well as with government priorities. The theory of change became the basis for fine-tuning the Office of Evaluation's evaluation questions for CSPEs and incorporating them into an evaluation matrix which has in turn guided and structured data collection and analysis.

Data has been collected, triangulated, and analysed through mixed methods. Triangulation methods included: i) the use of multiple sources and types of data, including both quantitative and qualitative; ii) interviews with a wide range of stakeholders (internal and external); iii) different aspects of the evaluation (resilience, emergency preparedness and response, humanitarian response, gender etc) being explored jointly by different evaluation team members ensuring that, through this team approach, the findings, conclusions and recommendations were endorsed by the evaluation team.

The start of the COVID-19 pandemic after the inception mission in Lebanon, required adjustments to be made to the initially envisaged data collection approach. Three main scenarios were discussed with the Office of Evaluation, consisting essentially in the initially intended approach (Scenario A), a semi-remote approach (Scenario B) and a fully remote approach (Scenario C). Scenario C turned out to be only option available to the team due to the travel restrictions and in order to ensure the health and safety of the team members and the interlocutors.

Under Scenario C, in-country field work was essentially replaced by remote interviews with stakeholders identified in the stakeholder analysis. The evaluation has therefore primarily been based on remote work, with no other face-to-face interactions than those during the inception mission and those at the stakeholders' workshop

It has involved extensive documentary review and data analysis, including quantitative analysis of WFP output and outcome data, and remote interviews by the evaluation team through phone, email and other audio-visual means (e.g. MS Teams, Zoom, Skype, and WhatsApp). The debriefing with WFP was also done remotely.

The mix of quantitative and qualitative data collection methods used consisted notably of the following:

²⁶³ The evaluation has followed OEV's CEQAS for CSPEs, which was developed using the knowledge of three major evaluation networks, namely the United Nations Evaluation Group (UNEG), the Active Learning Network for Accountability and Performance (ALNAP), and EvalNet of the OECD/DAC. It incorporates common standards and practice among evaluation practitioners, which were adapted to the WFP context.

Method	Elements
Documentary review	Around 1000 documents provided by the Office of Evaluation to support the evaluation. The bibliography in Annex 3 includes about 300 documents reviewed by the evaluation team and to which reference is made in the body of the text.
Quantitative analysis of secondary data sets	<p>Efficiency and effectiveness analysis. Quantitative analysis based on the documents provided by the WFP: budget revisions, financial overview, output and outcome data from the annual country reports.</p> <p>Efficiency analysis:</p> <ul style="list-style-type: none"> • Examining the evolution of the allocation of budget revisions across strategic objectives over time • Examining the evolution of the yearly budget by activity over time • Analysing the extent to which the planned implementation budget was actually spent (i.e. computing the implementation rate – the ration of expenditures on implementation plan) for each activity in 2018 and 2019. Examining the extent to which WFP planned for cost-efficient activities by computing the cost-transfer ratio (i.e. the cost of transferring USD 1 to a beneficiary) for each activity over time • Examining the extent to which WFP activities reached the planned outputs (i.e. beneficiaries, transfer value, and relevant outputs per activity) for each activity. <p>Effectiveness analysis:</p> <ul style="list-style-type: none"> • Examining the extent to which WFP activities have reached the intended outcomes (percentage of objectives reached) • Cross-examination of different evaluation studies commissioned by WFP linked to WFP operations in Lebanon.
Interviews	A total of 42 semi-structured key informant interviews (KII) were conducted during the inception phase and 67 were conducted (remotely) during the field mission. In spite of the constraints in terms of travel, the holding of these interviews at a distance made it possible to meet the vast majority of the parties involved: WFP staff members (WFP HQ, WFP RBC, WFP CO), United Nations agencies and other international institutions (UNHCR, UNICEF, UNDP, UN OCHA, UNCT, FAO), donor country representatives (British Embassy, Australian Embassy, French Embassy, German Embassy, USAID, DG ECHO, EU), implementing partners (IOCC, World Vision), local NGOs and other cooperating partners or platforms (CAMEALEON). Limited consultation with the Government was achieved (Ministry of Social Affairs). To compensate for the lack of direct engagement with WFP beneficiaries, the evaluation team utilized evaluation studies or other WFP research carried out, particularly the FSOM, with a strong consultation process with beneficiaries.

Evidence emerging from data analysis at the lines of inquiry and indicators level has successively informed findings at the judgement criteria level and answers at the evaluation question level. The evaluation team adopted a systematic approach to analysis, ensuring validity and transparency in the relationship among findings, conclusions and recommendations. Findings from diverse evidence streams were consolidated in a structured way, through an analytical tool that triangulated the findings from different sources against the questions in the evaluation matrix to ensure the robustness of the findings presented at the evaluation question level. On the basis of the large set of findings the team has drawn an overall assessment and a set of evidence-based conclusions. It has then deduced from the conclusions a set of prioritized recommendations.

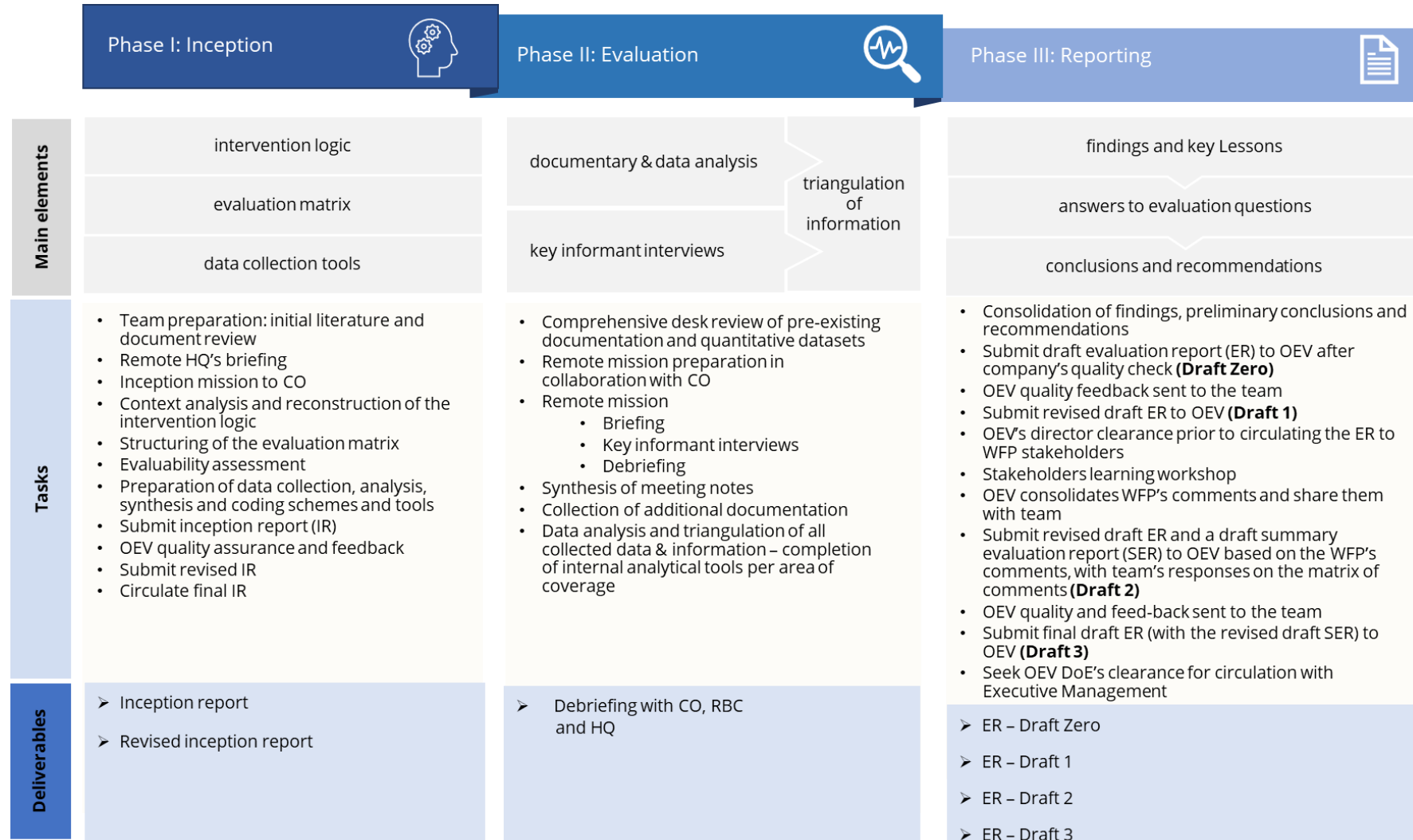
Annex 2.2. Evaluation process

The evaluation has followed the Office of Evaluation’s sequential process for CSPEs. It consists notably of three phases: (i) an inception phase dedicated to defining and fine-tuning the overall methodological framework for the evaluation; (ii) a data collection phase dedicated to data collection through desk and (remote) field work; and (iii) a reporting phase during which the team has analysed and triangulated the information in order to provide answers to the evaluation questions, conclusions, and recommendations, which then undergo a series of reviews and exchanges by key stakeholders. Figure 14 below also sets out the main activities, evaluation tools and deliverables per phase.

Key stakeholders were extensively consulted during the course of the evaluation, notably during the inception mission in Lebanon, during interviews, and through review of the evaluation deliverables.

The effective timeline is presented in Annex 5.

Figure 21: Evaluation process



Annex 2.3. Gender and ethical considerations

The applied evaluation approach is gender sensitive. From the selection of the evaluation team, to the collection of sources and data, the conduct of interviews and the analysis of the available evidence, there has been a strong focus on the development of gender-sensitive evaluation scopes of work, methodologies and findings.

In addition to the systematic application of a gender lens in the review of data from planning documents and monitoring reports, and the adoption of a gender-sensitive approach to all interviews, particular attention has been paid to interviews with stakeholders involved in the country office's gender work including the country office gender team and cooperating partners that have implemented projects specifically targeting women.

The evaluation examined the integration of gender analysis in the design and implementation of country strategic plan activities, reviewed the evolution of gender parity in the number of beneficiaries and critically assessed the consideration of gender and age-related vulnerabilities in WFP targeting methodology. The evaluation also examined the improvements in the collection of gender- and age-disaggregated data and has systematically employed for its analysis relevant disaggregated outcome indicators over time, including WFP FSOM monitoring data about men and women decision-making in the household, and beneficiary perceptions of cashed-based transfers in this regard. It has also considered labour participation by women in the formal employment sector and the percent of households headed by a woman with members working for a salary, and has sought to develop an in-depth understanding of the gender context in Lebanon, the risks and barriers that women and girls face in benefitting from WFP activities and more broadly the factors that explain the observed inequality in outcomes.

In employing this methodology, the evaluation has analysed how gender equality and women's empowerment (GEWE) objectives and mainstreaming considerations have been included in the design and implementation of the country strategic plan. It has assessed: i) the extent to which the Gender Action Plan for Lebanon has progressed; ii) whether the country strategic plan process – including relevant partnerships – has facilitated further integration of gender considerations; and iii) whether human and financial resources adequately reflected the needs for implementation of GEWE concerns and priorities, in line with WFP gender corporate policy. The evaluation has built on WFP assessment of the integration of gender and age into the country strategic plan design and implementation of activities through the gender-age marker. It has reviewed the methodology employed, the utility of its adoption, and the factors behind the very low gender-age marker scores for most of the implemented country strategic plan activities.

The evaluation has furthermore assessed the extent to which the country strategic plan was aligned with the WFP Gender Policy (2015–2020) and the Regional Gender Strategy, and whether the plan's objective that 15 percent of all project funds were allocated to gender-equality activities has been fulfilled. It also examined whether gender budget lines were included in the country strategic plan. Due to data limitations, the expenditure of gender-allocated budget could not be systematically tracked. The evaluation team focused on the resources dedicated to different field-level agreements encompassing gender-equality activities and to a review of the resources and responsibilities of the WFP country office gender team. The evaluation further assessed the links between WFP activities and government gender initiatives, such as the National Gender Action Plan for Lebanon (2019).

Gender analysis for this evaluation has also investigated human resources at the country office level and has analysed gender parity in employment in field offices and across different levels and fields of employment for international staff. It has also reviewed the adherence to cross-cutting aspects of field-level agreements by cooperating partners regarding human resources, together with beneficiary protection tools and their use.

Participation has also been considered. In the context of Lebanon as in many traditional societies, the role of women in household for food security and nutrition is crucial. Involving women and girls in all aspects of project design and implementation can increase effectiveness and efficiency. The evaluation has assessed whether and how the specific needs of different gender and age groups, and of persons living with a disability, were identified and how these needs were integrated into project design by WFP and partners. Using available baseline figures and time-trends, the evaluation has assessed to what extent the country strategic plan implementation has effectively monitored the response to these specific needs. Finally, a gender-sensitive protection lens has been applied to the evaluation of all WFP activities.

Annex 2.4. Limitations to validity

The inception mission conducted by the team leader (5–12 February 2020) took place during a time of social unrest. During the last two days of the inception mission movements in Beirut were not permitted. The team leader conducted all the remaining interviews of the inception mission via phone, including the debriefing with the country office. Then, due to the emergence of the COVID-19 pandemic, the health measures taken by the Lebanese Government, particularly on travel restrictions to and within the country, prevented the field mission being conducted as planned. The evaluation team had to adopt its approach to propose an extensively remote approach to this evaluation (as detailed in Annex 2.3). This was decided upon at the early stage of the data collection phase, in May 2020. The collaboration of the country office allowed the evaluation team to have online interviews with the WFP country teams, as well as the other WFP partners in the country (international institutions and non-governmental organizations). Key counterparts within Government could also be interviewed. However, the remote approach combined with the pandemic and the political crisis did not enable the evaluation team to interview as many government officials as initially planned, and accordingly their views may be less evident than in other CSPEs. Similarly, it has also not been possible to meet the direct beneficiaries of the WFP programmes in Lebanon. To partly compensate partly for this, the evaluation team relied on reports of surveys conducted among the beneficiaries, especially the FSOM.

In addition, in early 2020, WFP approved budget revision 6 of its country strategic plan in Lebanon. This envisages in particular the development of in-kind food distribution to the Lebanese population due to the economic deterioration of the country's situation. The implementation of this in-kind food distribution activity took place in parallel with this evaluation. The evaluation team was therefore unable to assess the effectiveness and efficiency of this new modality because it is too recent. This is not linked to the methodological approach.

The temporal scope of the evaluation is until the end of 2019 for the results analysis. However, given that the evaluation is taking place in the midst of a health, social, political and economic crisis in the country, the evaluation team is reflecting these events in the report. They are however too recent and therefore the evaluation team cannot include, as part of this study, an assessment of the efficiency or effectiveness of the WFP response in 2020.

Finally, despite the challenges that affected this evaluation, notably the worldwide crisis of the pandemic and the quickly deteriorating context in Lebanon, active support for this study, notably by the Office of Evaluation and the country office enabled the evaluation team to conduct this evaluation within the planned global timeframe and with overall fairly limited effects on the evidence basis for this study.

Annex 2.5. Reflection on experience and lessons for future evaluation

Major experiences and lessons from this evaluation stem from its need to adapt to a quickly evolving context in the wake of the pandemic at global level that contributed at country level to a further deterioration of the economic, social, and political situation. This included substantial revision of the approach to data collection and interactions with key stakeholders, which had to be conducted remotely.

The following lessons can be drawn from this evaluation and they are formulated with a view of being replicable to other CSPEs. We specify for each of them whether this has been a positive (+), mixed (-) or negative (-) experience in this study:

Evaluation management:

- (+) Strong interest and commitment of the commissioning body (the Office of Evaluation) and key counterparts (the country office) to continue the evaluation
- (+) Strong engagement with involvement and capacity of the country office
- (+) Flexibility by the Office of Evaluation on many aspects of evaluation management: for example data collection approach, timing, meetings etc.
- (+) Ability to remain overall in line with the fundamentals of the approach (overall calendar, overall methodological approach, etc.)
- (+) Discussion of different scenarios for a revised approach, with clear decision points
- (+) Ethical concerns in terms of health and sanitary situation considered seriously by main actors (the Office of Evaluation, the country office, and ADE), notably of “doing no harm” to both their staff and the stakeholders to be consulted.

Evaluation team

- (+ and ~) Sound understanding or experience of the national or regional context for several (although not necessarily all) team members, notably when in-country field work cannot be conducted
- (+) Strong corporate capacity (ADE) to support the evaluation team with proposing alternative scenarios of methodological approaches and tools, and for managing contractual implications (for example, in terms of calendar, approach, and budget)
- (+) Active support from in-house company staff for remote work, from Office of Evaluation to provide additional data and information, and strong help from the WFP country office, including for organizing the numerous meetings, for managing technical aspects, and for taking notes.

Stakeholders' voices

- (~) Challenge of consulting government officials, which the evaluation team could do for key interlocutors, but not for all those who were planned to be interviewed; it is important for this to have a local partner on the ground and to be able to travel to government facilities and meet government staff and officials face-to-face.
- (~/-) Challenge of consulting vulnerable population groups being targeted under the interventions, which is difficult or not possible when in-country travel is restricted (although for a CSPE that is more strategic in nature, the evaluation team may rely on other evaluation reports that focus on evaluating programme interventions, where beneficiaries have been consulted). Several mitigation strategies exist, for example, using lessons from evaluations in hard-to-reach areas.

Evaluation resources

- (-) Remote field work is not less costly overall than in-country work. Despite the absence or reduction of travel time and expenses, organizing and conducting remote interviews is time-consuming (it takes longer than when the evaluation team is in the country, focused on doing the interviews in a short time span and with stakeholders accommodating more easily to the mission calendar). Technology for remote work has a cost (multiple licenses) and use of technology is time-consuming (time spent on mastering quickly evolving tools, on briefing team members and stakeholders, on technical issues, etc.). Moreover, uncertainty relating to a challenging and changing context implies dedicating more resources than usual to the management of the evaluation process.

Tools

- (+) More extensive consultation of existing evaluations and documentation, including grey literature (reports and analysis from other United Nations bodies, donors, civil society, etc.) and academic literature
- (+) More emphasis on the use of results/monitoring and evaluation data available at country office level
- (-) No or fewer site observations, or at least not by international team members, which reduces opportunities to verify information in documentary sources or interviews or to know the current situation
- (+) Use of audio-visual tools (Microsoft Teams, Skype, etc.) the use of which has become wide-spread among many (although not all) audiences, and for which performance and features have been improved and upgraded since the massive wave of home-working relating to the pandemic
- (~) Connectivity issues, which frequently affect audio-visual interactions although often in a minor way
- (+) Explicit mentioning of limits and constraints of the evaluation for ensuring its credibility.

Personal exchanges and situations

- (-) Less personal and informal contacts, which are often very rich from a human perspective, but also professionally as a matter of building trust and enabling "off-the-

record”exchanges, (for example, at the fringe of meetings or during travel time with WFP and other staff)

- (~) Work-life balance, to be readjusted in the context of forced or unplanned homeworking, notably in cases of lockdowns or other serious situations (for example, wars).

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Annex 4. List of people interviewed

Annex 4.1. List of people interviewed during the inception phase

N°	First name	Surname	Organization	Position/unit	Gender	Location
1	Dalia	AbuElreesh	WFP/CO	Budget and Programming Officer	F	Beirut
2	Marina	Aksakalova	UNHCR	Assistant Representative (Programme)	F	Beirut
3	Ayman	Al Roz	SHEILD	Executive Director	M	Beirut
4	Khalid	Al-Qudsi	WFP - RBC	Logistics Officer	M	Cairo
5	Abdallah	Alwardat	WFP/CO	CO Country Director	M	Beirut
6	Hiba	Audi	WFP/CO	M&E Officer	F	Beirut
7	Ryan	Beec	WFP	Programme Policy Officer - CBT	M	Rome
8	Rowaida	Boufakhreddine	WFP/CO	Partnership Officer	F	Beirut
9	Therese	Boulous	World Vision	Cash and Livelihoods Specialist	F	Beirut
10	Muriel	Calo	WFP - RBC	Senior Programme Policy Officer	F	Cairo
11	Leon	Chammah	UNDP	Senior Livelihood and Local Economic Development Coordinator (LHCSP)	M	Beirut
12	Khalil	Dagher	UNHCR - BAWG	Basic Assistance Working Group (BAWG) Coordinator	M	Beirut
13	Carla	De Gregorio	WFP/CO	Food Security Working Group (FSSWG) Coordinator	F	Beirut
14	Laura	El Chemali	German Embassy	Humanitarian and Development Aid	F	Beirut
15	Rita	El Khoury	World Vision	Programme Officer	F	Beirut
16	Elyse	Elias	Reforestation Initiative	LRI Forestry Livelihood Partner	F	Beirut
17	Fatema	Fouda	WFP	M&E Officer, School Feeding Division	F	Rome
18	Sara	Fowler	WFP/CO	Head of AAP Unit	F	Beirut
19	Rachel	Goldwyn	WFP	Senior Advisor	F	Rome
20	Charbel	Habib	WFP/CO	Head of NPTP Unit	M	Beirut
21	Dawit	Habtemariam	WFP	Evaluation Manager - OEV	M	Rome
22	Charles	Inwani	WFP - RBC	Head of Cross-Functional CBT	M	Cairo
23	Sarah	Karam	AUB	AUB-ESDU: FFT Livelihood Partner	F	Beirut
24	Marekh	Khmalazde	WFP	Programme Officer, Country Strategic planning	M	Rome
25	Michel	Kiwan	BLF	Head of Issuing Unit Card Services Division	M	Beirut
26	Atsushi	Kondo	WFP	Programme Policy Officer	M	Rome
27	Dory	Maalouf	BLF	Head of Business Development Unit and Card Services Division	M	Beirut
28	Raffaella	Muoio	WFP	Research Assistant - OEV	F	Rome
29	Natasha	Nadazdin	WFP	Director of Performance Monitoring, Reporting, Management Responses to Evaluations	F	Rome
30	Kenneth	Nichols	WFP/CO	Field Security Officer	M	Beirut
31	Nicolas	Oberlin	WFP/CO	Deputy Country Director	M	Beirut

N°	First name	Surname	Organization	Position/unit	Gender	Location
32	Monica	Primožic	WFP	Programme Policy Officer	F	Rome
33	Simon	Renk	WFP/CO	Head of VAM/M&E	M	Beirut
34	Cecilia	Roccatto	WFP	Gender - Programme Officer	F	Rome
35	Jennifer	Rosenzweig	WFP	Chief Nutrition	F	Rome
36	Stefanie	Scharf	German Embassy	Counsellor, Head of Development Cooperation-Humanitarian Affairs	F	Beirut
37	Kaori	Ura	WFP/CO	Head of Programme	F	Beirut
38	Rashiel	Velarde	WFP/CO	Head of CBT Unit	F	Beirut
39	Jesse	Wood	WFP	Chief of Emergency and Transition Unit	F	Rome
40	Charlene	Woolley	DFID	Head Humanitarian Section	F	Beirut
41	Alejandro	Yeves	WFP - RBC	Consultant	M	Cairo
42	Javed	Yousifi	WFP - RBC	Programme Policy Officer	M	Cairo

Annex 4.2. Agenda of the Interviews

N°	Interview date	First name	Surname	Organization	Position/unit	Gender	Location
1	22/06/2020	Simon	Renk	WFP/CO	Head VAM/M&E	M	Beirut
2	23/06/2020	Nicolas	Oberlin	WFP/CO	Deputy Director of Operation	M	Beirut
3	23/06/2020	Abdallah	El-Awardat	WFP/CO	Country Director	M	Beirut
4	23/06/2020	Fouz	Kobeissi	WFP/CO	Programme Policy Officer Social Protection Team	F	Beirut
5	23/06/2020	Rashiel	Velarde	WFP/CO	Head of Social Protection Team (including NPTP)	F	Beirut
6	23/06/2020	Brian	Wei	WFP/CO	Head of Livelihoods	M	Beirut
7	23/06/2020	Dana	Kanaan	WFP/CO	Programme Policy Officer (Livelihoods - Resilience)	F	Beirut
8	23/06/2020	Maya	Hage	WFP/CO	Programme Policy Officer (Livelihoods)	F	Beirut
9	23/06/2020	Muhamad	Al Nasser	WFP/CO	Supply Chain & Emergency Preparedness Officer	M	Beirut
10	23/06/2020	Rachel	Eichholz	CAMEALEON	Cash Specialist	F	Beirut
11	23/06/2020	Chiara	Genovese	CAMEALEON	Data Analyst	F	Beirut
12	23/06/2020	Liz	Hendry	CAMEALEON	Consortium Manager	F	Beirut
13	24/06/2020	Kaori	Ura	WFP/CO	Head of Programme	F	Beirut
14	24/06/2020	Kamar	Alameddine	WFP/CO	Protection Officer	F	Beirut
15	24/06/2020	Sara	Fowler	WFP/CO	Gender Focal Point (HOP)	F	Beirut
16	24/06/2020	Carla	De Gregorio	WFP/CO	Food Security Sector Coordinator	F	Beirut
17	24/06/2020	Pieter	Kraakman	WFP/CO	HR Officer	M	Beirut
18	24/06/2020	Sara	Fowler	WFP/CO	Head of AAP Unit	F	Beirut
19	24/06/2020	Charbel	Habib	WFP/CO	Head of CBT Team	M	Beirut
20	24/06/2020	Soha	Moussa	WFP/CO	Head of School Feeding	F	Beirut
21	25/06/2020	Catherine	Saiid	WFP/CO	VAM Officer	F	Beirut
22	25/06/2020	Hiba	Audi	WFP/CO	Monitoring and Evaluation Officer	F	Beirut
23	25/06/2020	Caitlin	Fowler	WFP/CO	External Relation Officer	F	Beirut
24	25/06/2020	Yasmine	Kara	WFP/CO	External Relation Officer	F	Beirut

N°	Interview date	First name	Surname	Organization	Position/unit	Gender	Location
25	25/06/2020	Michel	Kiwan	CAMEALEON	Head of Issuing Unit of Card Services	M	Beirut
26	25/06/2020	Dory	Maalouf	BLF	Head of Business Development Unit	M	Beirut
27	25/06/2020	Myrna	Wehbe	BLF	Head of Card Services	F	Beirut
28	26/06/2020	Marion	Cezard	WFP/CO	Deputy Head of Programme	F	Beirut
29	26/06/2020	Emery	Kabugi	WFP/CO	Heads of Field Office (Beirut - MTL)	M	Beirut
30	26/06/2020	Ali	Alhebshi	WFP/CO	Heads of Field Offices (FO Zahle)	M	Beirut
31	26/06/2020	Lily	Phan	WFP/CO	Heads of Field Offices (FO Qobayat)	F	Beirut
32	26/06/2020	Rowaida	Boufakreddine	WFP/CO	Partnership Officer	F	Beirut
33	26/06/2020	Kenneth	Nichols	WFP/CO	Head of Security Officer	M	Beirut
34	29/06/2020	Jerome	Sregni	UNHCR	UNHCR Call Centre Manager	M	Beirut
35	29/06/2020	Milos	Terzan	UNHCR	Senior Field Coordinator, Cash	M	Beirut
36	29/06/2020	Georges	Abirizk	World Vision	Tech Specialist – Livelihood, FS and Cash	M	Beirut
37	29/06/2020	Rita	el Khoury	World Vision	Programme Officer	F	Beirut
38	29/06/2020	Jamale	Chedrawi	ECHO	Programme Officer (Cash)	F	Beirut
39	29/06/2020	Esmee	de Jong	ECHO	Head of Office	F	Beirut
40	29/06/2020	Nanor	Karagueuzian	IOCC	Programme Manager	F	Beirut
41	30/06/2020	Maxime	Bazin	UNICEF	Cash Specialist Social Protection Specialist	M	Beirut
42	30/06/2020	Benjamin	Garrett	USAID	Director, Office of Education	M	Beirut
43	30/06/2020	Elina	Silen	UNDP	Senior Coordinator LCRP	F	Beirut
44	30/06/2020	Sandra	Nakhle	UNHCR / BAWG	Basic Assistance Working Group Coordinator	F	Beirut
45	01/07/2020	Georgia	Galati	Delegation of the European Union	EUTF MADAD - Programme Manager	F	Beirut
46	01/07/2020	Corrado	di Dio	Embassy of Italy	Cooperation Officer	M	Beirut
47	02/07/2020	Laura	El Chemali	Embassy of Germany	Humanitarian and Development Aid Unit	F	Beirut
48	02/07/2020	Etienne	Careme	FAO	FAO Programme Manager	M	Beirut
49	03/07/2020	Shauna	Flanagan	Embassy of Canada	First Secretary Cooperation Section	F	Beirut
50	03/07/2020	Maegan	Andolfatto	Embassy of Canada	HQ Ottawa, Humanitarian Division	F	Canada
51	06/07/2020	Hala	El Helou	UNICEF	UNICEF Education Sector Coordinator	F	Beirut
52	06/07/2020	Dawit	Habtemariam	WFP/HQ	Evaluation Manager	M	Rome
53	07/07/2020	Mireille	Gillard	UNCT	Acting UN Resident Coordinator / Humanitarian Coordinator	F	Beirut
54	07/07/2020	Severine	Rey	UN OCHA	UN OCHA (Head)	F	Beirut
55	08/07/2020	Abir	Mikhael	British Embassy	Deputy Head of Programme	F	Beirut
56	08/07/2020	Kate	Norton	British Embassy	Humanitarian Adviser at DFID	F	Beirut

N°	Interview date	First name	Surname	Organization	Position/unit	Gender	Location
57	08/07/2020	Leon	Chammah	UNDP	Senior Livelihood and Local Economic Development Coordinator	M	Beirut
58	09/07/2020	Jimi	Richardson	WFP/RBC	Humanitarian Protection/AAP Advisor	M	Cairo
59	09/07/2020	Javed	Yousifi	WFP/RBC	Livelihood/FFA Officer	M	Cairo
60	10/07/2020	Abdallah	Ahmad	Ministry of Social Affairs	Director General	M	Beirut
61	10/07/2020	Raghida	Ghamloush	ABAAD	Programme Manager	F	Beirut
62	10/07/2020	Sarah	Schmitt	Australian Embassy	Second Secretary	F	Beirut
63	16/07/2020	Atsushi	Kondo	WFP/HQ	Emergency Preparedness/Response Support	M	Rome
64	28/07/2020	Sarah	Hague	UNICEF	Chief of Social Policy	F	Beirut
65	30/07/2020	Philippe	Kadima	WFP HQ	Emergency and Transition Unit	M	Rome
66	30/07/2020	Annelaure	Duval	WFP HQ	Head of Protection	F	Rome
67	07/08/2020	Nora	Poghosyan	WFP/CO	Head of Finance	F	Beirut

Annex 5. Evaluation Timeline

The table below presents the timeline followed.

The overall calendar defined at the start of the study has been respected, despite the challenges relating to the COVID-19 pandemic.

	Lebanon country strategic plan evaluation	By whom	Timeline 2020 and 2021
Phase 2 - Inception			
	Team preparation, literature review prior to HQ briefing	Team	
	HQ briefing - conference calls with team and other relevant units	EM & team	
	Inception mission in Beirut	EM & team leader (TL)	5-12 February 2020
	Submit inception report (IR)	TL	9 April 2020
	OEV quality assurance and feedback	EM	17 April 2020
	Submit revised IR	TL	30 April 2020
	Circulate final IR to WFP key stakeholders for their information + post a copy on intranet.	EM	15 May 2020
Phase 3 - Evaluation, including remote fieldwork			
	Desk review	Team	25 May-19 June 2020
	Remote interviews	Team	22 June – 30 July 2020
	Exit debrief (ppt)	TL	10 September 2020
	Debriefing with CO, RBC and HQ	EM & TL	10 September 2020
Phase 4 - Reporting			
Draft 0	Submit high quality draft zero to OEV	TL	15 September 2020
	OEV feedback to TL	EM	25 September 2020
Draft 1	Submit high quality draft ER to OEV	TL	10 October 2020
	Seek OEV Director's clearance prior to circulating the ER to WFP stakeholders OEV shares draft evaluation report with WFP stakeholders for their feedback	EM	12–23 October 2020
	Consolidate WFP comments and share them with team. Team to consider them before in-country workshop	TL/EM	6 November 2020
	Stakeholders learning workshop - Beirut; share comments with TL	EM	10-11 November 2020
Draft 2	Submit revised draft ER and a draft SER to OEV based on WFP comments, with team's responses on the matrix of comments	TL	30 November 2020
	Review D2	EM	14 December 2020
Draft 3	Submit final draft ER (with the revised draft SER) to OEV	TL	21 January 2021
	Seek final approval by OEV Dir	EM	12 February 2021

Annex 6. Evaluation Matrix

Dimensions of analysis	Lines of Inquiry/indicators	Data sources	Data collection techniques
EQ1: To what extent is the strategic position, role, and specific contribution of WFP based on Lebanon’s priorities and people’s needs as well as WFP strengths?			
1.1 To what extent is the country strategic plan relevant to national policies, plans, strategies, and goals, including achievement of the national Sustainable Development Goals?			
1.1.1 Alignment of CSP design to national policies, plans and strategies	<p>CSP strategic outcomes and activities are aligned with the objectives set in national policies, plans and strategies</p> <p>CSP strategic outcomes and activities are aligned with the objectives set in the Syrian refugee response plan (LCRP)</p> <p>Alignment of the strategic outcomes outlined in the CSP with government SDG goals and targets</p> <p>CSP strategic directions and objectives match those of government policies and plans</p>	<p>WFP design documents (CSP; EMOP; PPRO)</p> <p>The IRM and WFP Strategic Plan (2017-2021), the Policy on Country Strategic Plans, the Financial Framework Review and the Corporate Results Framework</p> <p>Budget revision documents 1-6</p> <p>WFP. (2017). Strategic Review Of Food And Nutrition Security in Lebanon</p> <p>National policies, strategies and plans: MoA; MoSA; LCRP; 3RP</p> <p>Ministry of Social Affairs - Republic of Lebanon (2011)</p> <p>The National Development Strategy of Lebanon. Ministry of Agriculture - Republic of Lebanon (2015). Ministry of Agriculture Strategy 2015-2020</p> <p>Government of Lebanon, UN RC/HC Lebanon (2019 update). Lebanon Crisis Response Plan 2017-2020</p> <p>SDGs: 2018 Voluntary National Review Report; draft national SDG Vision; CAS</p> <p>United Nations Strategic Framework (UNSF) Lebanon 2017-2020</p> <p>Stakeholders’ perceptions: Government, UN agencies, NGOs.</p> <p>Relevant evaluation reports:</p> <p>Decentralized evaluation reports on school feeding and livelihoods</p>	<p>Extensive academic literature and documentary review</p> <p>Remote semi-structured interviews: WFP CO, RBC, HQ, other UN agencies, OCHA, UNCT, government stakeholders, implementing partners (IPs), civil society</p>

Dimensions of analysis	Lines of Inquiry/indicators	Data sources	Data collection techniques
		Corporate Emergency Evaluation of the WFP Regional Response to the Syrian Crisis, October 2018)	
1.1.2 Relevance of the CSP to the national context	<p>CSP is based on analysis and understanding of the:</p> <ul style="list-style-type: none"> • Lebanon context • Lebanon's population needs (nutrition, food security, poverty, etc.) • Syrian crisis response in the region • National priorities for refugee needs and humanitarian response • Gender dynamics 	<p>WFP documents (CSP, PPRO, EMOP) Voluntary National Review on SDGs VASyR, LCRP Surveys/research UNHCR. (2020). Retrieved 2020, from Operational Portal Refugee Situations UNHCR, UNICEF, WFP. (2019). Vulnerability Assessment of Syrian Refugees in Lebanon Government, WFP, UN, development partners and external informants: WFP CO, UNHCR, Unicef, UNDP, MoSA, MoA, MEHE, Lebanon Host Communities Support Project, BLF Business Development Unit and Card Services Division, AUB-ESDU, LRI Forestry Livelihood Partner, World Vision, SHIELD, Basic Assistance Working Group, Food Security Working Group</p>	<p>Extensive academic literature and documentary review Meta-evaluation Remote semi-structured interviews: WFP CO, RBC, HQ, other UN agencies, IPs, civil society, government stakeholders</p>
1.2 To what extent did the country strategic plan address the needs of the most vulnerable people in the country to ensure that no one is left behind?			
1.2.1 Extent of CSP focus on the most vulnerable/marginalized groups	<p>CSP design was informed by vulnerability assessments/analysis CSP focus on:</p> <ul style="list-style-type: none"> • The most vulnerable/marginalized groups • Evolution over time in targeting process • Geographical areas with greatest poverty/livelihood vulnerability 	<p>CSP design documentation and related assessments and analytical studies WFP. (2017). Strategic Review Of Food And Nutrition Security in Lebanon UNHCR, UNICEF, WFP. (2019). Vulnerability Assessment of Syrian Refugees in Lebanon VASyR, LCRP Perceptions of internal and external stakeholders</p>	<p>Extensive academic literature and documentary review Meta-evaluation Remote semi-structured interviews: WFP CO, RBC, HQ, other UN agencies, government stakeholders, IPs, civil society</p>
1.2.2 Extent to which CSP integrates gender equality and women's empowerment	<p>CSP design addresses contextual factors hindering GEWE CSP focus on gender equity and transformative approaches (e.g. gender relations and power inequalities, access to</p>	<p>CSP design documentation and related assessments and analytical studies (i.e. WFP CO Gender Action Plan) Strategic Planning documents (WFP Gender Action Plan, Gender Policy and RBC Gender Implementation Strategy)</p>	<p>Extensive academic literature and documentary review Meta-evaluation</p>

Dimensions of analysis	Lines of Inquiry/indicators	Data sources	Data collection techniques
	and control over resources, participation in decision making)	Ratings from gender & age marker Perceptions of internal and external stakeholders CSP design documentation and related assessments and analytical studies WFP. (2017). Strategic Review Of Food And Nutrition Security in Lebanon UNHCR, UNICEF, WFP. (2019). Vulnerability Assessment of Syrian Refugees in Lebanon VASyR, LCRP	Remote semi-structured interviews: WFP CO, RBC, HQ, other UN agencies, government stakeholders, IPs, civil society
1.2.3 Extent to which CSP integrates guiding humanitarian principles ¹ , principles protection, AAP, and national capacity strengthening.	CSP addresses humanitarian principles, protection, AAP, national capacity strengthening.	CSP design documentation SPRs and ACRs WFP Policies and Guidelines on Humanitarian principles, access, protection, accountability to affected populations Annual reports of cooperating partners CSP design documentation and related assessments and analytical studies (i.e. WFP CO Gender Action Plan) Strategic Planning documents (WFP Gender Action Plan, Gender Policy and RBC Gender Implementation Strategy) Ratings from Gender & Age marker Perceptions of internal and external stakeholders CSP design documentation and related assessments and analytical studies WFP. (2017). Strategic Review Of Food And Nutrition Security in Lebanon UNHCR, UNICEF, WFP. (2019). Vulnerability Assessment of Syrian Refugees in Lebanon VASyR, LCRP Perceptions of internal and external stakeholders.	Extensive academic literature and documentary review Remote semi-structured interviews: WFP CO, RBC, HQ, other UN agencies, government stakeholders, IPs, civil society
1.3 To what extent has WFP strategic positioning remained relevant throughout the implementation of the country strategic plan in light of changing context, national capacities, and needs?			
1.3.1 Extent to which relevance is sustained in light of changing needs and political context	WFP ability to adapt with due timeliness to: • Evolving needs at country level	CSP design documentation and related assessments and analytical studies (i.e. WFP CO Gender Action Plan)	Extensive academic literature and documentary review

Dimensions of analysis	Lines of Inquiry/Indicators	Data sources	Data collection techniques
	<ul style="list-style-type: none"> Changes in policy priorities and/or government requests 	<p>Strategic planning documents (WFP Gender Action Plan, Gender Policy and RBC Gender Implementation Strategy)</p> <p>Ratings from gender & age marker</p> <p>Perceptions of internal and external stakeholders</p> <p>CSP design documentation and related assessments and analytical studies</p> <p>WFP. (2017). Strategic Review Of Food And Nutrition Security in Lebanon</p> <p>UNHCR, UNICEF, WFP. (2019). Vulnerability Assessment of Syrian Refugees in Lebanon</p> <p>VASyR, LCRP</p> <p>Perceptions of internal and external stakeholders</p>	<p>Remote semi-structured interviews: WFP CO, RBC, HQ, other UN agencies, government stakeholders, IPs, civil society</p>
1.3.2 Extent to which relevance is sustained in light of changing national capacities	WFP ability to adapt with due timeliness to changes in partner or national capacities	<p>CSP design documentation and related assessments and analytical studies (i.e. WFP CO Gender Action Plan)</p> <p>Strategic planning documents (WFP Gender Action Plan, Gender Policy and RBC Gender Implementation Strategy)</p> <p>Ratings from gender & age marker</p> <p>Perceptions of internal and external stakeholders</p> <p>CSP design documentation and related assessments and analytical studies</p> <p>WFP. (2017). Strategic Review Of Food And Nutrition Security in Lebanon</p> <p>UNHCR, UNICEF, WFP. (2019). Vulnerability Assessment of Syrian Refugees in Lebanon</p> <p>VASyR, LCRP</p>	<p>Extensive academic literature and documentary review</p> <p>Remote semi-structured interviews: WFP CO, RBC, HQ, other UN agencies, government stakeholders, IPs, civil society</p>
1.3.3 Extent to which relevance is sustained in light of changing programmatic context.	WFP ability to adapt with due timeliness to changes in funding, in its own capacity and in its relations with other United Nations agencies.	<p>Progress reporting, annual WFP planning, UN system planning (i.e. UNDAF, UNSF)</p> <p>Annual reports on Lebanon Crisis Response Plan 2017-2020) and (budget) revisions on CSP and preceding operations (EMOP, PPRO)</p> <p>Perceptions of internal and external stakeholders: CSP design documentation and related assessments and analytical studies (i.e. WFP CO Gender Action Plan)</p>	<p>Extensive academic literature and documentary review</p> <p>Remote semi-structured interviews: WFP CO, RBC, HQ, other UN agencies, government stakeholders, IPs, donors</p>

Dimensions of analysis	Lines of Inquiry/indicators	Data sources	Data collection techniques
		Strategic Planning documents (WFP Gender Action Plan, Gender Policy and RBC Gender Implementation Strategy) Ratings from gender & age marker Perceptions of internal and external stakeholders CSP design documentation and related assessments and analytical studies WFP. (2017). Strategic Review Of Food And Nutrition Security in Lebanon UNHCR, UNICEF, WFP. (2019). Vulnerability Assessment of Syrian Refugees in Lebanon VASyR, LCRP Perceptions of internal and external stakeholders: WFP CO, RBC, HQ	
1.4 To what extent is the country strategic plan coherent and aligned with the wider United Nations and to what extent does it include appropriate strategic partnerships based on the comparative advantage of WFP in the country?			
1.4.1 Alignment with UNSF (2017-2021) and the new Common Country Analysis (CCA)	Alignment of the CSP with the objectives and priorities set in the UNSF, CCA	Supporting documentation linking CSP to UNSF and the new CCA WFP CO and United Nations country team informants	Extensive academic literature and documentary review Remote semi-structured interviews: WFP CO, RBC, HQ, UN, government stakeholders
1.4.2 Extent to which CSP articulates and exploits the WFP comparative advantage in Lebanon	CSP makes explicit WFP comparative advantage in Lebanon CSP design reflects the comparative advantage of other partners (e.g. UN agencies). Respective roles of WFP, UNHCR, other UN agencies and the Government of Lebanon are well explained	CSP and documentation on CSP design process Perceptions of internal and external stakeholders CSP design documentation and related assessments and analytical studies (i.e. WFP CO Gender Action Plan) Strategic planning documents (WFP Gender Action Plan, Gender Policy and RBC Gender Implementation Strategy) Ratings from gender & age marker Perceptions of internal and external stakeholders CSP design documentation and related assessments and analytical studies WFP. (2017). Strategic Review Of Food And Nutrition Security in Lebanon UNHCR, UNICEF, WFP. (2019)	Extensive academic literature and documentary review Remote semi-structured interviews: WFP CO, RBC, HQ, other UN agencies, government stakeholders, civil society, IPs

Dimensions of analysis	Lines of Inquiry/Indicators	Data sources	Data collection techniques
		Documentation on WFP potential/intended comparative advantage (at global/regional/country level) Perceptions of internal and external stakeholders	
1.4.3 Extent to which CSP design specifies and exploits strategic partnerships	CSP describes: <ul style="list-style-type: none"> • Key government partners in its target areas • Operational partners in the CSP targeted areas • A strategy to identify and exploit partnerships 	CSP and documentation on CSP design process Partnership documents, cooperating partners and UN agencies CSP design documentation and related assessments and analytical studies (i.e. WFP CO Gender Action Plan) Strategic planning documents (WFP Gender Action Plan, Gender Policy and RBC Gender Implementation Strategy) Ratings from gender & age marker Related assessments and analytical studies WFP. (2017). Strategic Review Of Food And Nutrition Security in Lebanon UNHCR, UNICEF, WFP. (2019). Vulnerability Assessment of Syrian Refugees in Lebanon, LCRP Perceptions of internal and external stakeholders	Extensive academic literature and documentary review Remote semi-structured interviews: WFP CO, RBC, HQ, other UN agencies, government stakeholders, IPs, civil society
EQ 2: What is the extent and quality of the specific contribution of WFP to country strategic plan strategic outcomes in Lebanon?			
<u>Notes:</u> EQ 2 focus on process for effectiveness; did WFP achieve what they set out to achieve in the country strategic plan			
2.1 To what extent did WFP deliver expected outputs and contribute to the expected country strategic plan strategic outcomes?			
2.1.1 Extent to which planned outputs have been achieved to date	Mapping of outputs achieved against CSP design Performance data at activity level (outputs accomplished; people reached/trained etc.) Stakeholder views on the quality of WFP performance under each activity	CO reporting at output level (SPRs, ACRs 2018, 2019) Annual reports and perceptions of stakeholders: those directly engaged in/benefitting from WFP activities and those with broader involvement in the relevant sectors CSP design documentation and related assessments and analytical studies (i.e. WFP CO Gender Action Plan) Strategic planning documents (WFP Gender Action Plan, Gender Policy and RBC Gender Implementation Strategy) Ratings from gender & age marker	Extensive academic literature and documentary review, data review Quantitative analysis of WFP data Remote semi-structured interviews with WFP and IPs informants Quantitative analysis of WFP data

Dimensions of analysis	Lines of Inquiry/Indicators	Data sources	Data collection techniques
		Perceptions of internal and external stakeholders CSP design documentation and related assessments and analytical studies WFP. (2017). Strategic Review Of Food And Nutrition Security in Lebanon UNHCR, UNICEF, WFP. (2019). Vulnerability Assessment of Syrian Refugees in Lebanon VASyR, LCRP Perceptions of internal and external stakeholders	
2.1.2 Extent to which planned contribution to CSP strategic outcomes (SOs) has been achieved to date	Evidence of WFP contribution to enhancing: <ul style="list-style-type: none"> • Effectiveness in terms of outcomes against CSP SOs • Enhancing the effectiveness of coordination mechanisms Unintended results (positive, negative)	SPRs, ACRs, standard indicators, FCI, CSI, food expenditure Annual monitoring and evaluation reports from implementing partners Perception of implementing partners, government, United Nations agencies on progress toward outcome achievement and unintended results: CO reporting at output level (SPRs, ACRs 2018, 2019) Annual reports and perceptions of stakeholders: those directly engaged in/benefitting from WFP activities and those with broader involvement in the relevant sectors CSP design documentation and related assessments and analytical studies (i.e. WFP CO Gender Action Plan) Strategic planning documents (WFP Gender Action Plan, Gender Policy and RBC Gender Implementation Strategy) Ratings from gender & age marker Perceptions of internal and external stakeholders CSP design documentation and related assessments and analytical studies WFP. (2017). Strategic Review Of Food And Nutrition Security in Lebanon	Extensive academic literature and documentary review, data review Quantitative analysis of WFP data Remote semi-structured interviews: WFP CO, RBC, HQ, other UN agencies, government stakeholders, IPs

Dimensions of analysis	Lines of Inquiry/Indicators	Data sources	Data collection techniques
		UNHCR, UNICEF, WFP. (2019). Vulnerability Assessment of Syrian Refugees in Lebanon VASyR, LCRP Decentralized evaluation reports on school feeding and livelihoods Food – Restricted Voucher or Unrestricted Cash? How to best support Syrian Refugees in Jordan and Lebanon. April 2017. The Boston Consulting Group Perceptions of internal and external stakeholders	
2.2 To what extent did WFP contribute to the achievement of cross-cutting aims (humanitarian principles, protection, accountability to affected populations, gender and other equity considerations?)			
2.2.1 Evidence of compliance with humanitarian principles, protection, AAP, GEWE, and national capacity strengthening objectives	Monitoring system complies with WFP corporate requirements in relation to humanitarian principles protection, AAP, GEWE and capacity strengthening Implementation of beneficiary complaint and feedback mechanism Implementing partners and national stakeholders in sectors receiving WFP support understand and are applying humanitarian, protection, AAP, gender-sensitive principles and national capacity strengthening List and assess reasons for non-compliance	Documentation on CSP monitoring systems (internal guidelines and systems) Records of call centres and referrals Appeal reports Perceptions of internal and external stakeholders: CO reporting at output level (SPRs, ACRs 2018, 2019) Annual reports and perceptions of stakeholders: those directly engaged in/benefitting from WFP activities and those with broader involvement in the relevant sectors CSP design documentation and related assessments and analytical studies (i.e. WFP CO Gender Action Plan) Strategic planning documents (WFP Gender Action Plan, Gender Policy and RBC Gender Implementation Strategy) Ratings from gender & age marker Perceptions of internal and external stakeholders CSP design documentation and related assessments and analytical studies	Extensive academic literature and documentary review Remote semi-structured interviews with government, NGOs, IPs, UNHCR and WFP informants

Dimensions of analysis	Lines of Inquiry/Indicators	Data sources	Data collection techniques
		<p>WFP. (2017). Strategic Review Of Food And Nutrition Security in Lebanon UNHCR, UNICEF, WFP. (2019). Vulnerability Assessment of Syrian Refugees in Lebanon VASyR, LCRP</p> <p>Perceptions of internal and external stakeholders</p> <p>Decentralized evaluation reports on school feeding and livelihoods</p>	
<p>2.3 To what extent are the achievements of the country strategic plan likely to be sustainable? Notes: Who takes care of country strategic plan benefits when/if the country strategic plan stops; in assessment need to consider that country strategic plan has not been fully implemented. Look at areas where there is progress. Need to consider the two dimensions of the country strategic plan (humanitarian and development)</p>			
<p>2.3.1 To what extent are the benefits of the WFP CSP likely to be continuing, in terms of i) humanitarian assistance capacities; ii) improved resilience/livelihoods/assets created; iii) social safety nets; iv) government capacities; v) zero hunger partnerships</p>	<p>Analysis of perceptions of qualified informants about the sustainability of WFP efforts. Government capacities to continue selected WFP CSP activities (school feeding; CBTs under NPTP); what else can WFP do, in synergy with partners, to further improve such capacities? How sustainable are funding prospects for the next phase of the CSP?</p>	<p>Supporting documentation above 2.2.1 Perception of CO reporting at output level (SPRs, ACRs 2018, 2019) Annual reports and perceptions of stakeholders: those directly engaged in/benefitting from WFP activities and those with broader involvement in the relevant sectors CSP design documentation and related assessments and analytical studies (i.e. WFP CO Gender Action Plan) Strategic planning documents (WFP Gender Action Plan, Gender Policy and RBC Gender Implementation Strategy) Ratings from gender & age marker Perceptions of internal and external stakeholders CSP design documentation and related assessments and analytical studies WFP. (2017). Strategic Review Of Food And Nutrition Security in Lebanon UNHCR, UNICEF, WFP. (2019). Vulnerability Assessment of Syrian Refugees in Lebanon VASyR, LCRP</p>	<p>Extensive academic literature and documentary review Remote semi-structured interviews with government, United Nations and WFP informants, donor agencies</p>

Dimensions of analysis	Lines of Inquiry/indicators	Data sources	Data collection techniques
		Perceptions of internal and external stakeholders	
2.3.2 Extent to which the Government of Lebanon is likely to be able and willing to fund continuation of relevant programs to which CSP contributes	Analysis of Government of Lebanon's government priorities (linked to NPTP, SF, nutrition). National stakeholder views on future of strategies and programmes supported by WFP	Supporting documentation above 2.2.1 Statements of government policy, strategy and budgets on school feeding, national poverty targeting, nutrition CO reporting at output level (SPRs, ACRs 2018, 2019) Annual reports and perceptions of stakeholders: those directly engaged in/benefitting from WFP activities and those with broader involvement in the relevant sectors CSP design documentation and related assessments and analytical studies (i.e. WFP CO Gender Action Plan) Strategic planning documents (WFP Gender Action Plan, Gender Policy and RBC Gender Implementation Strategy) Ratings from gender & age marker Perceptions of internal and external stakeholders CSP design documentation and related assessments and analytical studies WFP. (2017). Strategic Review Of Food And Nutrition Security in Lebanon UNHCR, UNICEF, WFP. (2019). Vulnerability Assessment of Syrian Refugees in Lebanon VASyR, LCRP Perceptions of internal and external stakeholders	Extensive academic literature and documentary review Remote semi-structured interviews with government, United Nations and WFP informants, donor agencies
2.3.3 Extent to which exit strategies or hand-over of national relevant programmes to the Government of Lebanon is considered	National stakeholders' views on future of programmes supported by WFP (SF/MEHE; NPTP/MOSA; Livelihoods/MoA) Evidence that handover strategies for each relevant WFP programme are in place	Supporting documentation above 2.2.1 Perceptions of external and internal stakeholders Interviews with UN agencies, government, civil society	Extensive academic literature and documentary review Remote semi-structured interviews with Government

Dimensions of analysis	Lines of Inquiry/indicators	Data sources	Data collection techniques
2.3.4 Extent to which CSP's benefits (humanitarian and development) are likely to be continued	<p>WFP contribution to:</p> <ul style="list-style-type: none"> • Emergency preparedness and response • School feeding • Livelihoods/resilience • Social protection 	WFP planning documents and programme reports: ACRs; relevant evaluation reports	<p>Extensive academic literature and documentary review</p> <p>Meta-evaluation</p> <p>Remote semi-structured interviews with Government, World Bank, UN agencies, NGOs</p>
2.4 To what extent did the country strategic plan facilitate more strategic linkages across the humanitarian, development, and peace nexus?			
Note: In this evaluation we address 'peace' in refugee response as the 'social cohesion between host communities and refugees' in communities affected by the refugee crisis			
2.4.1 Extent to which the CSP implementation facilitates progress at the humanitarian-development-peace nexus (triple nexus)	CSP implementation has facilitated progress in triple nexus	<p>CSP monitoring and performance reports</p> <p>Perceptions of external and internal stakeholders</p> <p>Interviews with UN agencies, Government, civil society</p>	<p>Extensive academic literature and documentary review</p> <p>Remote semi-structured interviews with government, United Nations, Civil Society, IPs, WFP informants</p>
EQ3: To what extent has WFP used its resources efficiently in contributing to country strategic plan outputs and strategic outcomes?			
3.1 To what extent were outputs delivered within the intended timeframe?			
3.1.1 Adherence to CSP implementation timeframe	<p>Activities delivered as proposed in the timeline defined in CSP and annual plans</p> <p>Internal and external factors explaining delays/divergences from expected timeline</p>	<p>CSP implementation planning documents and CSP monitoring and performance reports</p> <p>Implementing partners' progress reports</p> <p>Perceptions of internal and external stakeholders</p>	<p>Extensive academic literature and documentary review</p> <p>Remote semi-structured interviews: WFP CO, RBC, HQ, other UN agencies, IPs, government stakeholders</p>
3.2 To what extent were the coverage and targeting of interventions appropriate?			
3.2.1 Appropriateness of coverage	<p>Coverage of CSP activities is justified and realistic, based on existing mapping and assessments and on available resources</p> <p>Coverage of CSP activities reflects recommended/standard practices</p>	<p>CSP planning and implementation documents</p> <p>Relevant mappings and assessments, including VAM reports</p> <p>WFP corporate guidelines and recommendations</p> <p>WFP, United Nations, NGO and government informants</p>	<p>Extensive academic literature and documentary review</p> <p>Meta-evaluation</p> <p>Remote semi-structured interviews: WFP CO, RBC, HQ, other UN agencies, government stakeholders, donors, civil society, IPs</p>

Dimensions of analysis	Lines of Inquiry/indicators	Data sources	Data collection techniques
3.2.2 Appropriateness of targeting	Targeting of CSP activities in operational plans is justified and realistic, based on existing mapping and assessments and on available resources Budget allocations and revisions reflect priority needs for assistance Do targeting criteria consider age and gender?	CSP and IPs planning and implementation reports Relevant mapping and assessments (VASyR, impact studies, targeting reports) WFP corporate guidelines and recommendations Interviews with UN agencies, Government, civil society	Extensive academic literature and documentary review Remote semi-structured interviews: WFP CO, RBC, HQ, other UN agencies, government stakeholders, donors, civil society, IPs
3.3 To what extent were WFP activities cost-efficient in delivery of its assistance?			
3.3.1 Cost-efficiency of CSP implementation	Delivery of activities and outputs were delivered within allocated budgets Measures taken to increase efficiency over time	WFP and IP budgets, funding and implementation reports. Evaluation reports (WFP and IPs) Interviews with UN agencies, Government, civil society	Extensive academic literature and documentary review Meta-evaluation Remote semi-structured interviews: WFP CO, RBC, HQ, UN agencies, Government, donors, IPs
3.4 To what extent were alternative, more cost-effective measures considered?			
3.4.1 Cost-effectiveness during CSP design and implementation	Consideration of alternative types of intervention approaches/ implementation. Decisions are justified by WFP	Review of possible benchmarks (other WFP interventions in the region, other agencies) Reports (if any) of consultations with Government (and other partners) Interviews with UN agencies, Government, civil society.	Extensive academic literature and documentary review Remote semi-structured interviews: WFP CO, RBC, HQ, other UN agencies, government stakeholders, IPs
EQ4:What are the factors that explain WFP performance and the extent to which it has made the strategic shift expected by the country strategic plan?			
4.1 To what extent did WFP analyse or use existing evidence on the hunger challenges and the food security and nutrition issues in the country to develop the country strategic plan?			
4.1.1 Comprehensiveness and quality of data and analysis used in CSP design	CSP design was explicitly based on food security analysis and on current government policy Analysis of how interventions or strategies were prioritized CSP appropriately analysed/used existing evidence Evidence of application of DEV evaluation recommendations in CSP design	Strategic Review of Food and Nutrition Security in Lebanon References in CSP and related planning documentation to relevant analytical sources and data Interviews with UN agencies, Government, civil society	Extensive academic literature and documentary review Remote semi-structured interviews with government, United Nations, WFP informants
4.2 To what extent has WFP been able to mobilize adequate, predictable and flexible resources to finance the country strategic plan?			

Dimensions of analysis	Lines of Inquiry/Indicators	Data sources	Data collection techniques
4.2.1 Adequacy of resourcing for the CSP	Analysis of needs versus mobilized resources for period 2016- mid 2020, comparing activity categories Adequacy of CO strategy to advocate (new) donors Adequacy of support from RBC and HQ Funding sources per type and level of earmarking Dedicated resources for GEWE initiatives and GEWE-related expenses (15% threshold of project funds)	WFP budgets (including revisions), funding and implementation reports Interviews with UN agencies, Government, civil society	Extensive academic literature and documentary review Remote semi-structured interviews with WFP informants Gender benchmarking exercise
4.2.2 Predictability of resourcing for the CSP	Trend analysis of relationship between needs-based budgets, timing of actual resource mobilization, funding sources, considering fluctuation/turnover in donors supporting CSP and variable length of donor engagement	WFP budgets (including revisions), funding and implementation reports WFP budgets (including revisions), funding and implementation reports Interviews with UN agencies, Government, civil society	Scenario C Extensive academic literature and documentary review Remote semi-structured interviews with WFP informants
4.2.2 Flexibility of resourcing for the CSP	Analysis of proportions of funds received that are unrestricted or tied to specified levels in line of sight	WFP budgets (including revisions), funding and implementation reports WFP budgets (including revisions), funding and implementation reports Interviews with UN agencies, Government, civil society	Extensive academic literature and documentary review Remote semi-structured interviews with WFP informants
4.3 To what extent did the country strategic plan lead to partnerships and collaborations with other actors that positively influenced performance and results?			
4.3.1 Extent to which WFP has engaged in partnerships and collaboration during CSP implementation, in line with CSP objectives	Evidence of partnerships strengthened because of the CSP process (e.g. LOUISE platform, donors, government, other UN agencies)	Documentation from partners on progress in partnerships and joint actions Improved alignment with Government and partner strategies WFP budgets (including revisions), funding and implementation reports Interviews with UN agencies, Government, civil society	Extensive academic literature and documentary review Remote semi-structured interviews with WFP, government stakeholders, partners, IPs
4.3.2 Influence of partnerships and collaboration on CSP performance and results	Analysis of whether/extent to which recorded outputs derive from joint implementation with partners	CSP planning, implementation documents and reports, including memoranda of understanding, technical and co-operation agreements, joint work plans	Extensive academic literature and documentary review

Dimensions of analysis	Lines of Inquiry/Indicators	Data sources	Data collection techniques
	Significance of partnerships and collaboration on quality of CSP performance and results Factors facilitating and obstructing formation and effective use of partnerships	Interviews with UN agencies, Government, civil society	Remote semi-structured interviews with WFP and partner informants
4.4 To what extent did the country strategic plan provide greater flexibility in dynamic operational contexts and how did it affect results?			
4.4.1 Extent to which CSP structure and procedures have enhanced flexibility	Effect of CSP structure and procedures on flexibility in terms of funding allocation; human resource allocation; adaptiveness to evolving needs, context, contingencies (adequacy and timeliness of budget revisions). See also 4.2	WFP CO and RB implementation reports Budget revisions WFP documentation on implementation and amendment of Integrated Road Map Interviews with UN agencies, Government, civil society	Extensive academic literature and documentary review Remote semi-structured interviews with WFP stakeholders
4.4.2 Influence of CSP structure and procedures on results	Effects of CSP structure and procedures on quantity, quality and alignment of results Any lessons to be learnt for the next CSP	WFP CO and RB implementation reports WFP documentation on implementation and amendment of Integrated Road Map Perceptions of external and internal stakeholders	Extensive academic literature and documentary review Remote semi-structured interviews with WFP, United Nations and donor informants
4.5 What are the other factors that can explain WFP performance and the extent to which it has made the strategic shift expected by the country strategic plan?			
4.5.1 Focus on and quality of results-based management (RBM)	Comprehensive monitoring data promptly generated as a tool for RBM RBM practice in CSP strategic management, using monitoring data to guide decisions	CSP implementation and monitoring reports Perceptions of WFP (CO and RB) informants	Extensive academic literature and documentary review Remote semi-structured interviews with WFP informants
4.5.2 Internal factors of success/failures	Other internal factors that influenced negatively or positively WFP programmes and CSP performance (not already covered above)?	CSP implementation reports Perceptions of WFP (CO and RBC) informants	Extensive academic literature and documentary review Remote semi-structured interviews with WFP informants
4.5.3 External factors of success/failures	Other external factors that influenced negatively or positively WFP programmes and CSP performance (not already covered above)?	Reports from WFP and partners Perceptions of internal and external stakeholders	Extensive academic literature and documentary review Remote semi-structured interviews with stakeholders

Annex 7. Interview Guidelines

The following guidelines were provided to the team members to conduct the remote interviews

Semi-structured interview guides – general remarks

All interviews will be confidential, and the evaluation team will take careful measures to ensure that notes on interviews – a core data source for this exercise – are not seen outside the team. When quoting interviews, attribution will be made to categories of stakeholders, not individuals or organizations. For ease of analysis, all interview notes will be compiled into a compendium. All notes are recorded in a response matrix (coding sheet) and all responses for an evaluation matrix question will be analysed in combination at the end of the field phase to determine emergent themes and patterns across the responses.

In semi-structured interviews, the interviewer has the discretion to re-phrase the questions to make them appropriate for their audiences. The interviewer can also omit questions if they are not relevant to the group or if they do not seem to be generating good data and responses. Semi structured interview guides should be seen as general skeletons. It is not possible, not relevant and not desirable to ask the entire list of questions to all the different respondents – however the more answers we get for the same question, the more the evaluation team is able to triangulate the information received and to build a well-argued answer to evaluation questions.

Each proposed question covers a different question/sub-question of the Evaluation Matrix. The interviewer should only cover a particular evaluation question if the respondent has sufficient experience or insights to address it. Depending on the stakeholder and its knowledge/degree of engagement with the CSP, the interviewer should foresee about 45 minutes each for remote interviews (in order to allow for proper closure of the meeting and set-up of the next one). This may be shorter for high-level representatives or operational staff with little availability given the circumstances.

During semi-structured interviews, the evaluation team will follow the below general protocol:

Introduction (to be read at the beginning of each interview): *“We are doing a study for WFP looking at its strategies and programs in Lebanon. The objective is to formulate recommendations to contribute to the development of the new WFP’s country strategy. For this meeting, we shall focus our questions on this specific [sector XX] however any relevant & valuable general information on WFP’s support is also very much welcome.”*

Presentation of each participants and evaluation team members: *“My name is XXX & YYY, we are the evaluation team in charge of [sector XX], we work in collaboration with ADE, a Belgian consultancy company who supervises the study.”*

Confidentiality aspects: *“Before we start I would like to already thank you for your time and availability – we would also like to stress the confidentiality of your responses – feel free to share what you think in a very open manner.”*

Participation is voluntary: *“Your participation in the interview is voluntary. You can withdraw from the interview after it has begun, for any reason, with no penalty.”*

If you have any questions, now or at any time in the future, you may call _____

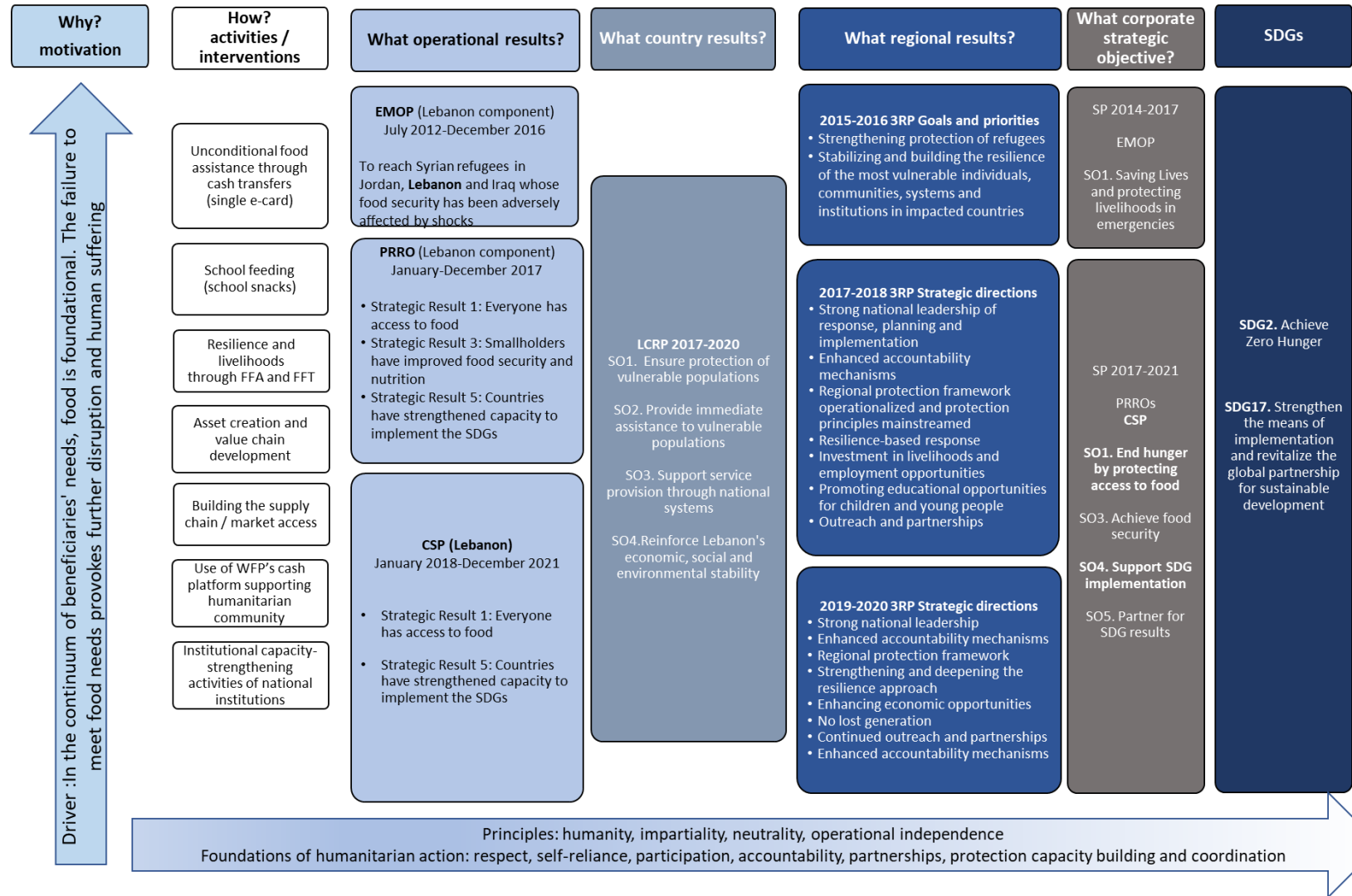
Evaluation matrix question number	Discussion points
1.1	How well aligned is WFP’s CSP to national and sectoral development policies, strategies and plans, and how likely is it to contribute to their achievement?
1.1.	What has been the change in terms of contribution of WFP to national policies and plans with the introduction of the CSP in 2018? What has been the change in policy support due to the CSP?
1.1	How relevant is WFP’s CSP to Lebanon’s national context? How soundly is it based on a proper understanding of national conditions (Lebanon’s national development challenges and the refugee protracted crisis in the country)?
1.1	How well is the CSP aligned with the coordinated refugee response – LCRP?
1.2	How much does WFP’s CSP focus on the most vulnerable and marginalized groups and areas in Lebanon? (both population groups – Lebanese and refugees)

Evaluation matrix question number	Discussion points
1.3	Has WFP been able to keep its CSP relevant in the light of changing political and institutional circumstances over the last two years?
1.3	Has WFP been able to keep its CSP relevant in the light of changing national capacities over the last two years?
1.3	Has WFP been able to keep its CSP relevant in the light of changing programmatic context – its funding, its capacity and the needs over the last two years?
1.4	How complete and meaningful was the alignment of WFP's CSP with Lebanon's UNSF? How has the CSP contributed to UNSF objectives? What are the implications for WFP of future alignment between the CSP and the UNSDCF?
1.4	What is the comparative advantage of WFP in Lebanon, and to what extent is WFP recognized as the 'lead' partner in the fields targeted by the CSP?
2.1	Where are the results and possible impact of WFP's interventions most evident? Where are the results achieved the strongest in relation to the needs of the affected population groups?
2.2	Do you think WFP demonstrates neutrality impartiality humanitarian principles?
2.2	Do you think WFP demonstrates principles on humanitarian protection?
2.2	Do you think WFP demonstrates accountability to affected populations?
2.2	What are the current EPR capacities of the CO? Does it have the resources to develop and implement robust contingency plans to safeguard the achievements of the CSP to date in the event of significant deterioration in the national economic and security situation?
2.2	To what extent does WFP's CSP promote gender empowerment and the equality of women?
2.4	Has implementation of WFP's CSP facilitated progress at the humanitarian – development – peace nexus?
3.1.	Are there opportunities to improve the timeliness of operations? If yes, what/why/where are the constraints (HR, logistics, funding....)?
3.2	Is the coverage of WFP's CSP activities justified in terms of assessments of food and nutrition security and institutional needs?
3.4	Has WFP paid enough attention to cost-effectiveness in the design and implementation of its CSP? Were alternatives reviewed with partners and with government?
4.1	Was the design of WFP's CSP explicitly and appropriately based on comprehensive analysis of food and nutrition security challenges and related government policy in Lebanon?
4.1	Core intervention under the CSP is centred on CBT. Are there other programs that should be considered to respond to the needs of the affected population or to support the GOL in its capacity to respond? Is there an opportunity for WFP to assist the GOL to develop a national EPR plan to mitigate against future shocks?
4.2	Will donors continue to support the CSP if the CO is required to switch some of its delivery of assistance from CBT's to in-kind distributions?
4.3	To what extent has WFP engaged in partnerships and collaboration during CSP implementation? In what fields and with what types of partner?
4.3	To what extent has the performance of WFP CSP activities to date derived from joint implementation with partners?

Evaluation matrix question number	Discussion points
4.4	From your perspective, do WFP CSP structures and procedures appear to have had a positive or negative effect on the quantity and quality of results?
4.5	How adequate do WFP's human resources appear to be for the implementation of its CSP?
4.5	How well adapted are the design and implementation of WFP's CSP to national factors such as demography, economy, natural environmental conditions and trends, human resources and political conditions, and how much have such factors been influencing WFP's performance?
4.5	To what extent is WFP's CSP implementation linked to the sharing of data, resources and personnel with other United Nations agencies? How far did UNSF design and implementation affect practical collaboration between WFP and other United Nations agencies?

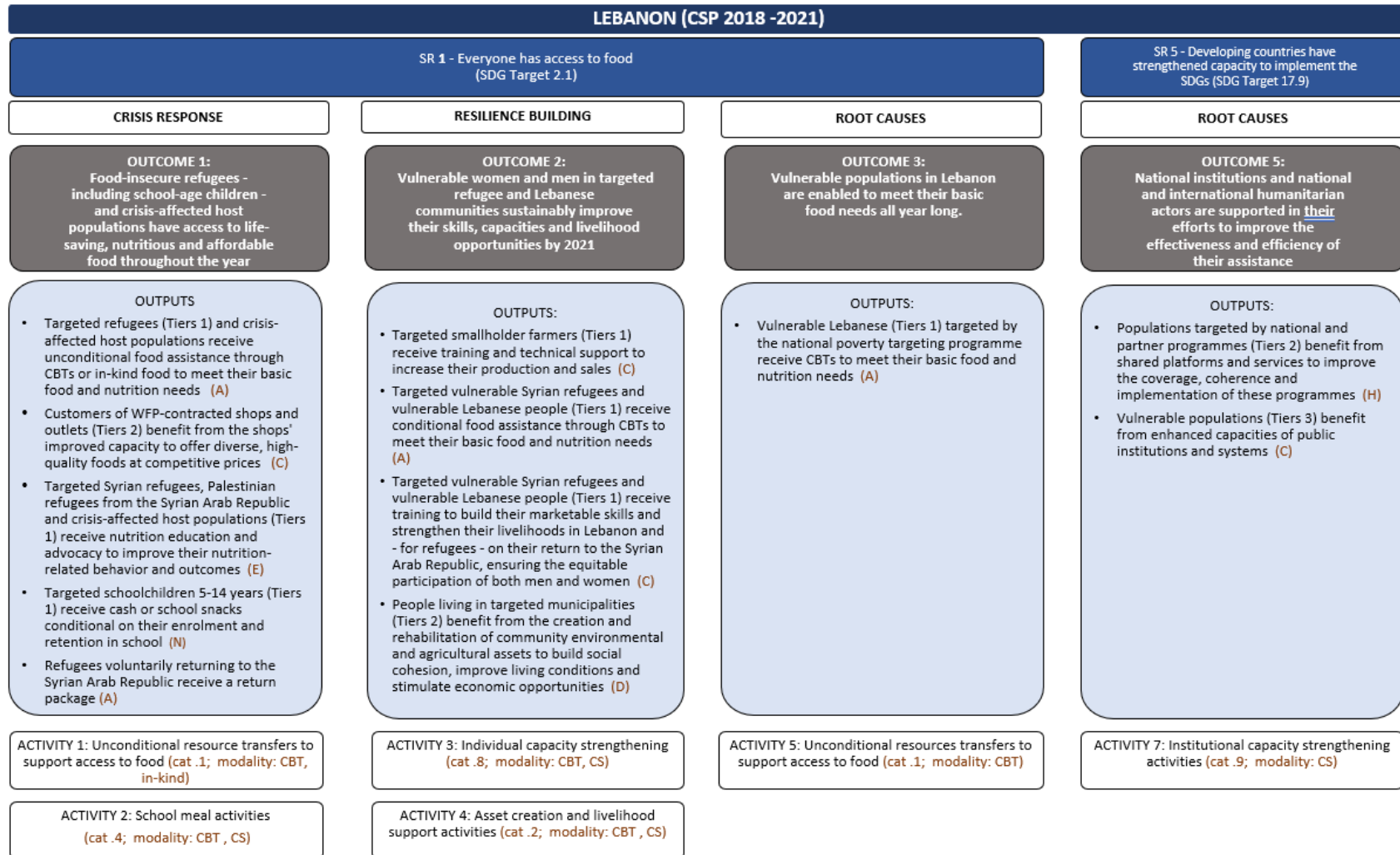
Annex 8. Reconstructed Intervention Logic

Annex 8.1. Intervention logic - WFP activities in Lebanon



Source: evaluation team

Annex 8.2. Lebanon country strategic plan line of sight



Source: WFP budget revision 6

Annex 8.3. Intervention logic - country strategic plan

SDGs	SDG2. Achieve zero hunger			SDG17. Strengthen the means of implementation and revitalize the global partnership for sustainable development		
Strategic Objective	SO1. End hunger by protecting access to food			SO4. Support SDG implementation		
Strategic Result	SR 1 - Everyone has Access to food (SDG Target 2.1)			SR 5 - Developing countries have strengthened capacity to implement the SDGs (SDG Target 17.9)		
Focus Area	CRISIS RESPONSE	RESILIENCE BUILDING	ROOT CAUSES	ROOT CAUSES		
Assumptions	Beneficiaries will use cash saved from food/voucher assistance to buy other complementary, nutritious food items to supplement their diet; political and security environments remain stable; funding availability for targeted interventions; target population participates in identification, planning, implementation and maintenance of project activities; appropriate partners are selected for implementation; partners' commitments are honoured; access to distribution points is secured; no pipeline breaks occur; WFP and partners respect field-level agreements; food items are readily available in shops upon presentation of vouchers; security incidents do not affect shopkeepers or beneficiaries directly; staple food prices remain stable, fuel prices remain stable; food is available locally in sufficient quantity and quality; UNICEF and/or Governments provide the adequate schooling environment; voucher systems secure and not open to attack; continued access to targeted beneficiaries; WFP partners have adequate human resources capacity for planning, monitoring and accountability of the project			<ul style="list-style-type: none"> Other organizations are interested to join the One-card system and will continue to utilize the shared platform Government institutions continue to engage in training and continue in the improvement of food security analysis National institutions and national and international humanitarian actors are engaged and willing to work with WFP in preparation for future emergencies 		
Outcomes	O1: Food-insecure refugees - including school-age children - and crisis-affected host populations have access to life-saving, nutritious and affordable food throughout the year	O2: Vulnerable women and men in targeted refugee and Lebanese communities sustainably improve their skills, capacities and livelihood opportunities by 2020	O3: Vulnerable populations in Lebanon are enabled to meet their basic food needs all year long	O5: National institutions and national and international humanitarian actors are supported in their efforts to improve the effectiveness and efficiency of their assistance		
Outputs	<ul style="list-style-type: none"> Customers of WFP-contracted shops and outlets (Tiers 2) benefit from the shops' improved capacity to offer diverse, high-quality foods at competitive prices (C) Targeted refugees (Tiers 1) receive unconditional food assistance through CBTs to meet their basic food and nutrition needs (A) 	<ul style="list-style-type: none"> Targeted schoolchildren 5-14 years (Tiers 1) receive cash or school snacks conditional on their enrolment and retention in school (N) Targeted Syrian refugees, Palestinian refugees from the Syrian Arab Republic and crisis-affected host populations (Tiers 1) receive nutrition education and advocacy to improve their nutrition-related behavior and outcomes (E) 	<ul style="list-style-type: none"> Targeted smallholder farmers (Tiers 1) receive training and technical support to increase their production and sales (C) Targeted vulnerable Syrian refugees and vulnerable Lebanese people (Tiers 1) receive conditional food assistance through CBTs to meet their basic food and nutrition needs (A) Targeted vulnerable Syrian refugees and vulnerable Lebanese people (Tiers 1) receive training to build their marketable skills and strengthen their livelihoods in Lebanon and - for refugees - on their return to the Syrian Arab Republic, ensuring the equitable participation of both men and women (C) 	<ul style="list-style-type: none"> People living in targeted municipalities (Tiers 2) benefit from the creation and rehabilitation of community environmental and agricultural assets to build social cohesion, improve living conditions and stimulate economic opportunities (D) Vulnerable Lebanese (Tiers 1) targeted by the national poverty targeting programme receive CBTs to meet their basic food and nutrition needs (C) 	<ul style="list-style-type: none"> Populations targeted by national and partner programmes (Tiers 2) benefit from shared platforms and services to improve the coverage, coherence and implementation of these programmes (H) Vulnerable populations (Tiers 3) benefit from enhanced capacities of public institutions and systems (C) 	
Activities	A1: Unconditional resource transfers to support access to food (cat .1; modality: CBT, CS)	A2: School meal activities (cat .4; modality: CBT, CS)	A3: Individual capacity strengthening (cat .8; modality: CBT, CS)	A4: Asset creation and livelihood support activities (cat .2; modality: CBT, CS)	A5: Unconditional resources transfers to support access to food (cat .1; modality: CBT)	A7: Institutional capacity strengthening activities (cat .9; modality: CS)

Source: Evaluation team

Annex 9. Cumulative Financial Overview

Table 6: Annual financial overview for the period 1 January to 31 December 2018 (Amount in USD)

SDG target	Strategic result	Outcome category	Strategic outcome	Activity code	Country activity description	Needs-based plan (NBP)	Implementation plan	Expenditures	Percentage of expenditures on NBP
2.1	SR 1. Everyone has access to food (SDG Target 2.1)	1.1	Food-insecure refugees – including school-age children – and crisis-affected host populations have access to life-saving, nutritious and affordable food throughout the year	LB01.01.011.SMP1	School meal activities (cash and in-kind)	10 214 757	4 414 833	4 100 259	40.1%
				LB01.01.011.URT1	Unconditional resources transfers to support access to food	274 867 033	284 665 409	270 215 186	98.3%
			Vulnerable populations in Lebanon are enabled to meet their basic food needs all year long	LB01.01.031.URT2	Unconditional resources transfers to support access to food (CBTs)	18 012 181	17 229 880	13 098 729	72.7%
			Vulnerable women and men in targeted refugee and Lebanese communities sustainably improve their skills, capacities, and livelihood opportunities by 2021	LB01.01.021.ACL1	Asset creation and livelihood support activities (CBTs)	76 105 306	23 153 178	10 737 857	14.1%
				LB01.01.021.CSB1	Individual capacity-strengthening activities (CBTs)	11 400 044	3 270 824	7 728 518	67.8%
Subtotal strategic result 1: Everyone has access to food (SDG Target 2.1)						390 599 321	332 734 124	305 880 549	78.3%
Subtotal strategic result 5: Countries have strengthened capacity to implement the Sustainable Development Goals (SDG Target 17.9)						2 883 755	0	0	
Subtotal strategic result 8: Sharing of knowledge, expertise and technology strengthen global partnership support to country efforts to achieve the Sustainable Development Goals (SDG Target 17.16)						(2 883 755)	2 019 855	0	0.0%
Total direct operational cost						393 483 076	334 753 979	305 880 549	77.7%
Direct support cost						5 410 114	5 124 790	4 097 302	75.7%
Total direct cost						398 893 190	339 878 769	309 977 850	77.7%
Indirect support cost						25 928 057	22 092 120	22 376 894	86.3%
Grand total						424 821 247	361 970 889	332 354 745	78.2%

Sources: WFP, IRM Analytics, Annual Financial Overview 2018, extracted on 10.02.2021

Table 7: Annual financial overview for the period 1 January to 31 December 2019 (Amount in USD)

SDG target	Strategic result	Outcome category	Strategic outcome	Country activity description	Needs-based plan (NBP)	Current implementation plan	Original implementation plan	Available resources	Expenditures	Percentage of expenditures on NBP	Percentage of expenditures on available resources
2.1	SR 1.	1.1	Food-insecure refugees – including school-age children – and crisis-affected host populations have access to life-saving, nutritious and affordable food throughout the year	School meal activities (cash and in-kind)	4 451 973	4 516 319	4 516 319	5 932 445	2 330 909	52.4%	39.3%
				Unconditional resources transfers to support access to food	329 182 637	283 139 450	284 150 529	356 587 235	274 522 908	83.4%	77.0%
			Vulnerable populations in Lebanon are enabled to meet their basic food needs all year long	Unconditional resources transfers to support access to food (CBTs)	19 205 621	28 607 837	28 607 837	34 084 441	19 416 362	101.1%	57.0%
			Vulnerable women and men in targeted refugee and Lebanese communities sustainably improve their skills, capacities, and livelihood opportunities by 2021	Asset creation and livelihood support activities (CBTs)	13 602 786	12 172 078	13 965 885	11 445 552	7 044 306	51.8%	61.5%

SDG target	Strategic result	Outcome category	Strategic outcome	Country activity description	Needs-based plan (NBP)	Current implementation plan	Original implementation plan	Available resources	Expenditures	Percentage of expenditures on NBP	Percentage of expenditures on available resources
				Individual capacity-strengthening activities (CBTs)	17 472 225	9 186 569	9 186 569	11 490 077	10 815 957	61.9%	94.1%
				Non-activity specific	0	0	0	4 929 847	0		
Subtotal strategic result 1: Everyone has access to food (SDG Target 2.1)					383 915 243	337 622 253	340 427 139	424 797 925	314 130 442	81.8%	73.9%
17.5	SR 5.	5.1	National institutions and national and international humanitarian actors are supported in their efforts to improve the effectiveness and efficiency of their assistance	Institutional capacity-strengthening activities	1 089 572	0	0	463 027	115 683	10.6%	25.0%

SDG target	Strategic result	Outcome category	Strategic outcome	Country activity description	Needs-based plan (NBP)	Current implementation plan	Original implementation plan	Available resources	Expenditures	Percentage of expenditures on NBP	Percentage of expenditures on available resources
Subtotal strategic result 5: Countries have strengthened capacity to implement the SDGs (SDG Target 17.9)					1 089 572	0	0	463 027	115 683	10.6%	25.0%
17.8	SR 8	8.1	National institutions and national and international humanitarian actors are supported in their efforts to improve the effectiveness and efficiency of their assistance	Institutional capacity-strengthening activities	0	1 023 634	1 023 634	0	0		
Subtotal strategic result 8: Sharing of knowledge, expertise and technology strengthen global partnership support to country efforts to achieve the SDGs (SDG Target 17.16)					0	1 023 634	1 023 634	0	0		
			Non SO specific	Non-activity specific	0	0	0	12 628 271	0		

SDG target	Strategic result	Outcome category	Strategic outcome	Country activity description	Needs-based plan (NBP)	Current implementation plan	Original implementation plan	Available resources	Expenditures	Percentage of expenditures on NBP	Percentage of expenditures on available resources
					0	0	0	12 628 271	0		
Subtotal strategic result											
					385 004 815	338 645 887	341 450 773	437 889 223	314 246 125	81.6%	71.8%
Total direct operational cost											
					7 464 018	6 495 185	6 495 185	9 153 025	5 429 356	72.7%	59.3%
Direct support cost											
					392 468 833	345 141 072	347 945 958	447 042 248	319 675 481	81.5%	71.5%
Total direct cost											

SDG target	Strategic result	Outcome category	Strategic outcome	Country activity description	Needs-based plan (NBP)	Current implementation plan	Original implementation plan	Available resources	Expenditures	Percentage of expenditures on NBP	Percentage of expenditures on available resources
					25 510 474	22 434 170	22 616 487	22 102 623	22 102 623	86.6%	100.0%
Indirect support cost											
					417 979 307	367 575 242	370 562 445	469 144 872	341 778 104	81.8%	72.9%
Grand total											

Sources: WFP, IRM Analytics, Annual Financial Overview 2019, extracted on 10.02.2021

Annex 10. Results

Annex 10.1. Progress towards country strategic plan outcome indicators

Outcome results 2018:

- Green: progress towards target between baseline and 2019
- Red: deterioration between baseline and 2019
- Yellow: no change between baseline and 2019

Target / location	Gender	Base value	Year-end target	CSP-end target	Latest follow-up	End-CSP target achieved	Year-end target achieved
Strategic result 1 - Everyone has access to food							
Strategic outcome 01: Food-insecure refugees – including school-age children – and crisis-affected host populations have access to life-saving, nutritious and affordable food throughout the year							
Consumption-based Coping Strategy Index (Average)							
Refugees	male	11.11	<11.11	<11.11	10.75	NO	NO
	female	12.99	<12.99	<12.99	13.16	NO	NO
	overall	12.05	<12.05	<12.05	11.27	YES	NO
Food Consumption Score – Nutrition / percentage of households that consumed hem iron rich food daily (in the last 7 days)							
Lebanese and Syrians	male	3	>3	>3	4	YES	YES
	female	4	>4	>4	0	NO	NO
	overall	3	>3	>3	4	YES	YES
Food Consumption Score – Nutrition / percentage of households that consumed protein rich food daily (in the last 7 days)							
Lebanese and Syrians	male	79.00	>79.00	>79.00	76.00	NO	NO
	female	63.00	>63.00	>63.00	78.00	YES	YES
	overall	76.00	>76.00	>76.00	76.00	NO	NO

Target / location	Gender	Base value	Year-end target	CSP-end target	Latest follow-up	End-CSP target achieved	Year-end target achieved
Food Consumption Score – Nutrition / percentage of households that consumed vit A rich food daily (in the last 7 days)							
Lebanese and Syrians	male	71.00	>71.00	>71.00	67.00	NO	NO
	female	63.00	>63.00	>63.00	61.00	NO	NO
	overall	70.00	>70.00	>70.00	66.00	NO	NO
Food Consumption Score – Nutrition / percentage of households that never consumed hem iron rich food (in the last 7 days)							
Lebanese and Syrians	male	17.00	<17.00	<17.00	33.00	NO	NO
	female	26.00	<26.00	<26.00	33.00	NO	NO
	overall	19.00	<19.00	<19.00	33.00	NO	NO
Food Consumption Score – Nutrition / percentage of households that never consumed protein rich food (in the last 7 days)							
Lebanese and Syrians	male	1	<1	<1	0	YES	YES
	female	1	<1	<1	0	YES	YES
	overall	1	<1	<1	0	YES	YES
Food Consumption Score – Nutrition / percentage of households that never consumed vit A rich food (in the last 7 days)							
Lebanese and Syrians	male	2	<2	<2	2	NO	NO
	female	4	<4	<4	6	NO	NO
	overall	2	<2	<2	2	NO	NO
Food Consumption Score – Nutrition / percentage of households that sometimes consumed hem iron rich food (in the last 7 days)							
Lebanese and Syrians	male	80.00	>80.00	>80.00	63.00	NO	NO
	female	70.00	>70.00	>70.00	67.00	NO	NO
	overall	78.00	>78.00	>78.00	63.00	NO	NO

Target / location	Gender	Base value	Year-end target	CSP-end target	Latest follow-up	End-CSP target achieved	Year-end target achieved
Food Consumption Score – Nutrition / percentage of households that sometimes consumed protein rich food (in the last 7 days)							
Lebanese and Syrians	male	20.00	>20.00	>20.00	24.00	YES	YES
	female	36.00	>36.00	>36.00	22.00	NO	NO
	overall	23.00	>23.00	>23.00	23.00	NO	NO
Food Consumption Score – Nutrition / percentage of households that sometimes consumed vit A rich food (in the last 7 days)							
Lebanese and Syrians	male	27.00	>27.00	>27.00	31.00	YES	YES
	female	33.00	>33.00	>33.00	33.00	NO	NO
	overall	28.00	>28.00	>28.00	32.00	YES	YES
Food Consumption Score / percentage of households with acceptable Food Consumption Score							
Refugees	male	64.00	>57.00	>64.00	84.00	YES	YES
	female	57.00	>64.00	>57.00	79.00	YES	YES
	overall	60.00	>60.00	>60.00	83.00	YES	YES
Food Consumption Score / percentage of households with borderline Food Consumption Score							
Refugees	male	30.00	<30.00	<30.00	13.00	YES	YES
	female	35.00	<35.00	<35.00	18.00	YES	YES
	overall	33.00	<33.00	<33.00	14.00	YES	YES
Food Consumption Score / percentage of households with poor Food Consumption Score							
Refugees	male	6	<6	<6	3	YES	YES
	female	8	<8	<8	3	YES	YES
	overall	7	<7	<7	3	YES	YES

Target / location	Gender	Base value	Year-end target	CSP-end target	Latest follow-up	End-CSP target achieved	Year-end target achieved
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Food Expenditure Share							
Refugees	male	61.00	<65.00	<65.00	56.00	YES	YES
	female	61.00	<65.00	<65.00	60.00	YES	YES
	overall	61.00	<65.00	<65.00	60.00	YES	YES
Retention rate							
Refugees	male	98.00	>98.00	>98.00	99.90	YES	YES
	female	98.00	>98.00	>98.00	99.90	YES	YES
	overall	98.00	>98.00	>98.00	99.90	YES	YES
Strategic Result 1 - Everyone has access to food							
Strategic Outcome 02: Vulnerable women and men in targeted refugee and Lebanese communities sustainably improve their skills, capacities, and livelihood opportunities by 2020							
Consumption-based Coping Strategy Index (Average)							
Lebanese and Syrians	male	15.30	<15.98	<15.98	16.22	NO	NO
	female	21.29	<20.38	<20.38	22.43	NO	NO
	overall	16.29	<16.62	<16.62	16.97	NO	NO
Food Consumption Score / percentage of households with acceptable Food Consumption Score							
Lebanese and Syrians	male	69.00	>69.00	>67.40	70.00	YES	YES
	female	48.00	>48.00	>48.60	79.00	YES	YES
	overall	65.00	>65.00	>64.70	71.00	YES	YES
Food Consumption Score / percentage of households with borderline Food Consumption Score							

Target / location	Gender	Base value	Year-end target	CSP-end target	Latest follow-up	End-CSP target achieved	Year-end target achieved
Lebanese and Syrians	male	19.00	<19.00	<20.90	22.00	NO	NO
	female	30.00	<30.00	<29.20	14.00	YES	YES
	overall	21.00	<21.00	<22.10	21.00	NO	NO
Food Consumption Score / percentage of households with poor Food Consumption Score							
Lebanese and Syrians	male	12.00	<12.00	<11.70	8	YES	YES
	female	22.00	<22.00	<22.20	7	YES	YES
	overall	14.00	<14.00	<13.30	8	YES	YES
Food Expenditure Share							
Lebanese and Syrians	male	38.00	<65.00	<65.00	44.00	YES	YES
	female	42.00	<65.00	<65.00	41.00	YES	YES
	overall	39.00	<65.00	<65.00	44.00	YES	YES
Livelihood-based Coping Strategy Index (Average)							
Lebanese and Syrians	male	6.09	<6.09	<6.40	6.90	NO	NO
	female	7.33	<7.33	<7.64	6.30	YES	YES
	overall	6.29	<6.29	<6.58	6.83	NO	NO
Proportion of the population in targeted communities reporting benefits from an enhanced livelihood asset base							
Lebanese and Syrians	male	-	-	-	-	N/A	N/A
	female	-	-	-	-	N/A	N/A
	overall	36.50	≥36.50	≥36.50	84.50	YES	YES

Source: WFP, ACR 2018

Outcome results 2019

- Green: progress towards target between baseline and 2018
- Red: deterioration between baseline and 2018
- Yellow: no change between baseline and 2018

Outcome results	Activity number and description			Baseline	End-CSP target	2019 target	2019 follow-up value	End-CSP target achieved	Year-end target achieved
Strategic outcome 01	Food-insecure refugees – including school-age children – and crisis-affected host populations have access to life-saving, nutritious and affordable food throughout the year	- Crisis response							
		- Nutrition sensitive							
Other nationalities; Lebanon									
Economic capacity to meet essential needs (new)									
	Act 01: Unconditional resources transfers to support access to food (CBTs)	General distribution	Female	85	≥90	>85	55	NO	NO
			Male	87	≥90	>87	79	NO	NO
			Overall	87	≥90	>87	74	NO	NO
Other nationalities; Lebanon									
Food Consumption Score									
Percentage of households with acceptable Food Consumption Score	Act 01: Unconditional resources transfers to support access to food (CBTs)	General distribution	Female	60	≥85	≥60	67	NO	YES
			Male	60	≥85	≥60	83	NO	YES
			Overall	60	≥85	≥60	80	NO	YES
Percentage of households with borderline Food Consumption Score	Act 01: Unconditional resources transfers to support access to food (CBTs)	General distribution	Female	24	≥10	<24	26	YES	NO
			Male	24	≥10	<24	14	YES	NO
			Overall	24	≥10	<24	17	YES	NO

Outcome results	Activity number and description			Baseline	End-CSP target	2019 target	2019 follow-up value	End-CSP target achieved	Year-end target achieved
Percentage of households with poor Food Consumption Score	Act 01: Unconditional resources transfers to support access to food (CBTs)	General distribution	Female	16	≤5	<16	7	NO	YES
			Male	16	≤5	<16	3	YES	YES
			Overall	16	≤5	<16	3	YES	YES
Consumption-based Coping Strategy Index (Average)									
	Act 01: Unconditional resources transfers to support access to food (CBTs)	General distribution	Female	10.30	≤10	<10.30	18.80	NO	NO
			Male	10.90	≤10	<10.90	17	NO	NO
			Overall	10.80	≤10	<10.80	17	NO	NO
Syrian and Lebanese population groups									
Retention rate / Drop-out rate (new)									
Drop-out rate	Act 02: School meal activities (cash and in-kind)	School feeding (on-site)	Female	0.10	<0.10	≤0.10	3.30	NO	NO
			Male	0.10	<0.10	≤0.10	3.30	NO	NO
			Overall	0.10	<0.10	≤0.10	3.30	NO	NO
Retention rate	Act 02: School meal activities (cash and in-kind)	School feeding (on-site)	Female	99.90	≥99.90	>99.90	96.70	NO	NO
			Male	99.90	≥99.90	>99.90	96.70	NO	NO
			Overall	99.90	≥99.90	>99.90	96.70	NO	NO
Syrian refugees; Lebanon									
Food Consumption Score									

Outcome results	Activity number and description			Baseline	End-CSP target	2019 target	2019 follow-up value	End-CSP target achieved	Year-end target achieved
Percentage of households with acceptable Food Consumption Score	Act 01: Unconditional resources transfers to support access to food (CBTs)	General distribution	Female	62	≥80	≥62	66	NO	YES
			Male	77	≥80	≥77	70	NO	NO
			Overall	74	≥80	≥74	69	NO	NO
Percentage of households with borderline Food Consumption Score	Act 01: Unconditional resources transfers to support access to food (CBTs)	General distribution	Female	27	≥15	<27	29	YES	NO
			Male	21	≥15	<21	25	YES	NO
			Overall	22	≥16	<22	26	YES	NO
Percentage of households with poor Food Consumption Score	Act 01: Unconditional resources transfers to support access to food (CBTs)	General distribution	Female	11	≤5	<11	5	YES	YES
			Male	2	≤5	<2	5	YES	NO
			Overall	4	≤4	<4	5	NO	NO
Syrian refugees; Lebanon									
Economic capacity to meet essential needs (new)									
	Act 01: Unconditional resources transfers to support access to food (CBTs)	General distribution	Female	33	>40	>33	26	NO	NO
			Male	38	>40	>38	23	NO	NO
			Overall	37	>40	>37	24	NO	NO
Syrian refugees; Lebanon									
Consumption-based Coping Strategy Index (Average)									
	Act 01: Unconditional resources transfers	General distribution	Female	12.60	≤8	<12.60	11.80	NO	YES
			Male	10.80	≤8	<10.80	10	NO	YES

Outcome results	Activity number and description			Baseline	End-CSP target	2019 target	2019 follow-up value	End-CSP target achieved	Year-end target achieved
	to support access to food (CBTs)		Overall	8.90	≤8	<8.90	10.50	NO	NO
Strategic outcome 02	Vulnerable women and men in targeted refugee and Lebanese communities sustainably improve their skills, capacities, and livelihood opportunities by 2020					- Nutrition sensitive			
						- Resilience building			
Syrian refugees and Vulnerable Lebanese; Lebanon									
Proportion of the population in targeted communities reporting environmental benefits									
	Act 04: Asset creation and livelihood support activities (CBTs)	Food assistance for assets	Overall	0	>60	>0			
Syrian Refugees and Vulnerable Lebanese; Lebanon									
Food Consumption Score									
Percentage of households with acceptable Food Consumption Score	Act 04: Asset creation and livelihood support activities (CBTs)	Food assistance for assets	Female	48	≥72	>48	69	NO	YES
			Male	69	≥72	>69	67	NO	NO
			Total	65	≥72	>65	67	NO	YES
Percentage of households with borderline Food Consumption Score	Act 04: Asset creation and livelihood support activities (CBTs)	Food assistance for assets	Female	30	≤18	≤30	20	NO	YES
			Male	19	≤18	≤19	23	NO	NO
			Total	21	≤18	≤21	23	NO	NO
Percentage of households with poor Food Consumption Score	Act 04: Asset creation and livelihood support activities (CBTs)	Food assistance for asset	Female	22	≤10	<22	11	NO	YES
			Male	12	≤10	<12	10	YES	YES
			Total	14	≤10	<14	10	YES	YES

Outcome results	Activity number and description			Baseline	End-CSP target	2019 target	2019 follow-up value	End-CSP target achieved	Year-end target achieved
Consumption-based Coping Strategy Index (Average)									
	Act 04: Asset creation and livelihood support activities (CBTs)	Food assistance for assets	Female	21.30	≤11	<21.30	11	YES	YES
			Male	15.30	≤11	<15.30	10	YES	YES
			Total	16.30	≤11	<16.30	11	YES	YES
Livelihood-based Coping Strategy Index (Average)									
	Act 04: Asset creation and livelihood support activities (CBTs)	Food assistance for assets	Female	7.30	≤6	<7.30	6.09	NO	YES
			Male	6.10	≤6	<6.10	5.59	YES	YES
			Total	6.29	≤6	<6.29	6	YES	YES
Proportion of the population in targeted communities reporting benefits from an enhanced livelihood asset base									
	Act 04: Asset creation and livelihood support activities (CBTs)	Food assistance for assets	Overall	0	≥90	>0	87.60	NO	YES
Economic capacity to meet essential needs (new)									
	Act 04: Asset creation and livelihood support activities (CBTs)	Food assistance for assets	Female	70	≥75	≥70	74	NO	YES
			Male	59	≥75	≥59	75	YES	YES
			Overall	61	≥75	≥61	75	YES	YES
Consumption-based Coping Strategy Index (Average)									
	Act 04: Asset creation and livelihood support activities (CBTs)	Food assistance for assets	Female	21.30	≤11	<21.30	11	YES	YES
			Male	15.30	≤11	<15.30	10	YES	YES

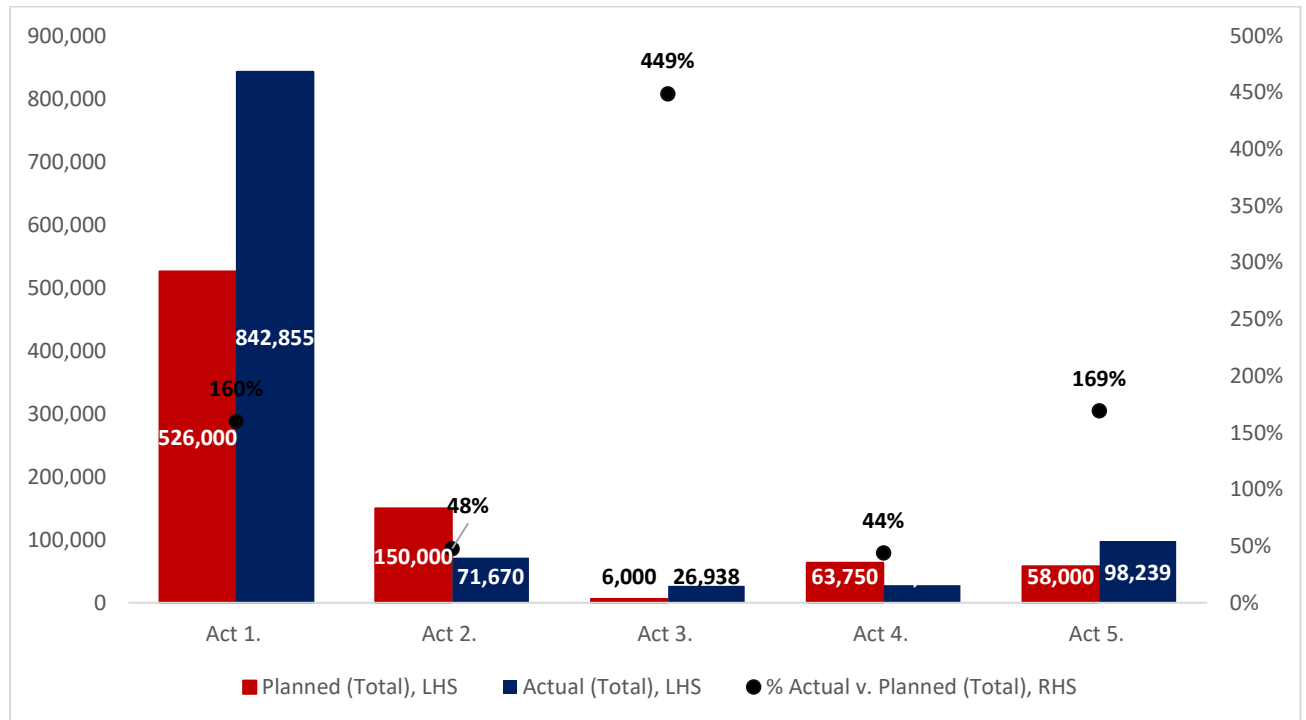
Outcome results	Activity number and description			Baseline	End-CSP target	2019 target	2019 follow-up value	End-CSP target achieved	Year-end target achieved
			Overall	16.30	≤11	<16.30	11	YES	YES
Livelihood-based Coping Strategy Index (Average)									
	Act 04: Asset creation and livelihood support activities (CBTs)	Food assistance for assets	Female	7.30	≤6	<7.30	6.09	NO	YES
			Male	6.10	≤6	<6.10	5.59	YES	YES
			Overall	6.29	≤6	<6.29	6	YES	YES
Proportion of the population in targeted communities reporting benefits from an enhanced livelihood asset base									
	Act 04: Asset creation and livelihood support activities (CBTs)	Food assistance for assets	Overall	0	≥90	>0	87.60	NO	YES
Economic capacity to meet essential needs (new)									
	Act 04: Asset creation and livelihood support activities (CBTs)	Food assistance for assets	Female	70	≥75	≥70	74	NO	YES
			Male	59	≥75	≥59	75	YES	YES
			Overall	61	≥75	≥61	75	YES	YES
Strategic outcome 03	Vulnerable populations are enabled to meet their basic food needs all year long					- Root causes			
Lebanese; Lebanon									
Food Consumption Score									
Percentage of households with acceptable Food Consumption Score	Act 05: Unconditional resources transfers	General distribution	Female	80	≥90	>80	84	NO	YES
			Male	80	≥90	>80	87	NO	YES

Outcome results	Activity number and description			Baseline	End-CSP target	2019 target	2019 follow-up value	End-CSP target achieved	Year-end target achieved
	to support access to food (CBTs)		Overall	80	≥90	>80	86	NO	YES
Percentage of households with borderline Food Consumption Score	Act 05: Unconditional resources transfers to support access to food (CBTs)	General distribution	Female	17	≥8	<17	15	YES	YES
			Male	16	≥8	<16	11	YES	YES
			Overall	16	≥8	<16	12	YES	YES
Percentage of households with poor Food Consumption Score	Act 05: Unconditional resources transfers to support access to food (CBTs)	General distribution	Female	3	≤2	<3	1	YES	YES
			Male	4	≤2	<4	2	YES	YES
			Overall	4	≤2	<4	2	YES	YES
Consumption-based Coping Strategy Index (Average)									
	Act 05: Unconditional resources transfers to support access to food (CBTs)	General distribution	Female	12.31	<10	<12.31	10.51	NO	YES
			Male	11.68	<10	<11.68	11.06	NO	YES
			Overall	11.77	<10	<11.77	10.95	NO	YES
Economic capacity to meet essential needs (new)									
	Act 05: Unconditional resources transfers to support access to food (CBTs)	General distribution	Female	27	≥40	>27	34	NO	YES
			Male	16	≥40	>16	26	NO	YES
			Overall	18	≥40	>18	28	NO	YES

Source: WFP, ACR 2019

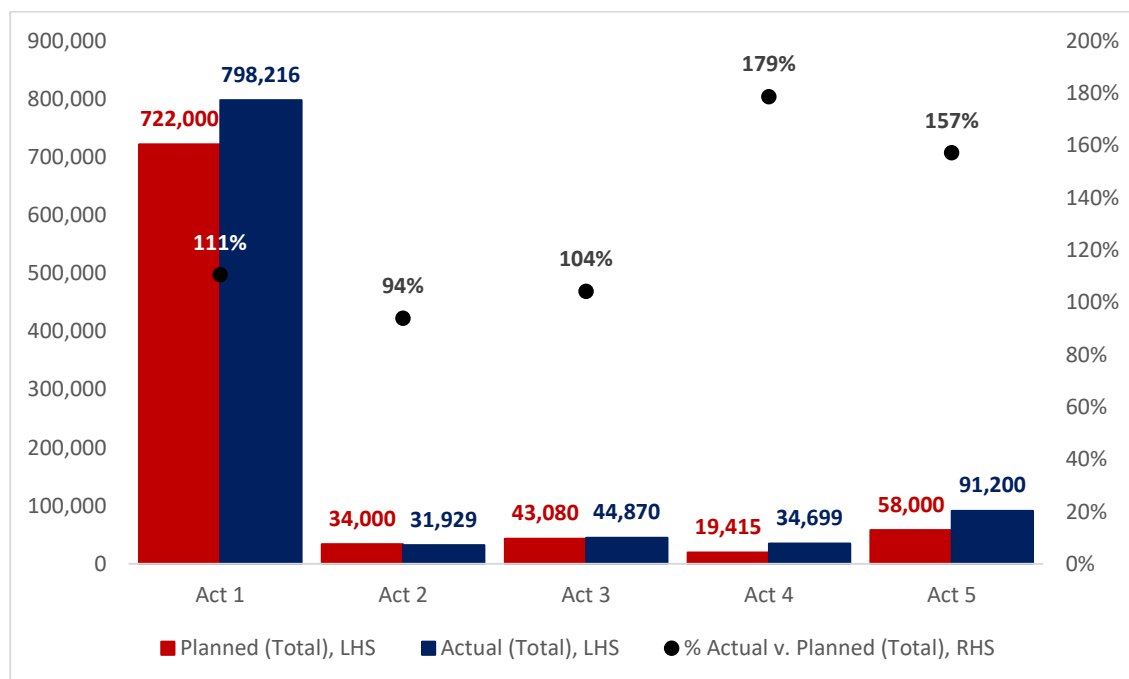
Annex 10.2. Beneficiaries

Figure 22: Planned and actual beneficiaries reached by activity 2018



Source: Evaluation team based on ACR 2018

Figure 23: Planned and actual beneficiaries reached by activity 2019



Source: Evaluation team based on ACR 2019

Figure 24: Beneficiaries by status

Year	Residence status	Planned	Actual	Percentage of actual versus planned
EMOP 200433 (2016)	Refugee	783 878	690 258	88.06%
	Resident	42 930	106 825	248.84%
	Returnee	6 357	24 652	387.79%
PRRO 200988 (2017)	Refugee	798 957	885 952	110.89%
	Resident	124 258	77 039	62.00%
CSP LB01 2018	Refugee	537 918	875 468	162.75%
	Resident	8 442	119 382	141.40%
CSP LB01 2019	Resident	151 466	139 714	92.00%
	Refugee	683 582	825 893	121.00%

Sources: CSP, ACR 2018 and 2019. PRRO, SPR 2017. EMOP, SPR 2016

Figure 25: Beneficiaries by gender and age

Year	Beneficiary category	Gender	Planned	Actual	Percentage of actual versus planned
EMOP 200433 2016	Children (under 5 years)	Total	159 890	159 417	99.70%
	Children (5-18 years)	Total	285 305	277 746	97.35%
	Adults (18 years plus)	Total	387 970	384 572	99.12%
PRRO 200988 2017	Children (under 5 years)	Total	138 090	144 448	104.60%
	Children (5-18 years)	Total	467 089	491 127	105.15%
	Adults (18 years plus)	Total	318 036	327 416	102.95%
CSP LB01 2018	Adults (18 years plus)	Male	121 009	222 846	184.20%
		Female	116 773	236 774	202.80%
		Total	237 782	459 620	193.30%
	Children (5-18 years)	Male	18 121	192 006	106.00%
		Female	179 904	179 073	99.50%

Year	Beneficiary category	Gender	Planned	Actual	Percentage of actual versus planned	
		Total	361 114	371 079	102.80%	
		Children (under 5 years)	Male	11 721	81 578	696.00%
			Female	11 721	82 573	704.50%
			Total	23 442	164 151	700.20%
CSP LB01 2019	0-23 months	Male	25 023	24 608	98.34%	
		Female	23 565	23 400	99.30%	
		Total	48 588	48 008	98.81%	
	24-59 months	Male	64 847	55 422	85.47%	
		Female	63 426	57 104	90.03%	
		Total	128 273	112 526	87.72%	
	5-11 years	Male	102 939	136 465	132.57%	
		Female	101 444	137 805	135.84%	
		Total	204 383	27 427	13.42%	
	12-17 years	Male	60 795	86 917	142.97%	
		Female	59 301	82 101	138.45%	
		Total	120096	169 018	140.74%	
	18-59 years	Male	13256	152 115	1147.52%	
		Female	182495	186 774	102.34%	
		Total	315055	338 889	107.57%	
	60+ years	Male	8440	9 717	115.13%	
		Female	10213	13 179	129.04%	
		Total	18653	22 896	122.75%	

Sources: CSP, ACR 2018 and 2019. PRRO, SPR 2017. EMOP, SPR 2016

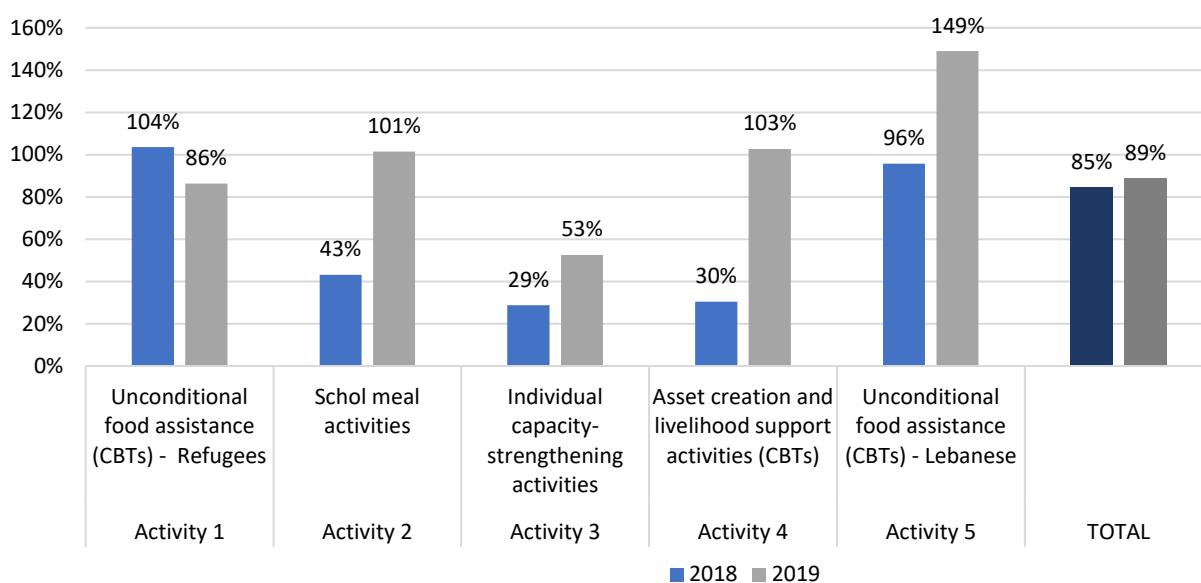
ANNEX 11. FUNDING ENVIRONMENT IN LEBANON

Table 8: Lebanon country strategic plan resource situation as a share of needs-based plan from budget revision 06

Donor	Allocated Contributions (in US\$)	Share of Needs Based Plan (%)
Germany	327 185 164	18.1%
USA	253 000 000	14.0%
United Kingdom	157 818 139	8.8%
European Commission	86 242 974	4.8%
UN other funds and agencies (excl. Cerf)	55 648 525	3.1%
Canada	41 444 098	2.3%
Norway	26 515 788	1.5%
Australia	7 416 508	0.4%
Italy	7 147 826	0.4%
Ireland	5 373 721	0.3%
France	3 907 040	0.2%
Denmark	3 160 729	0.2%
Switzerland	3 156 950	0.2%
Kuwait	2 000 000	0.1%
Miscellaneous Income	1 587 364	0.1%
Japan	1 300 000	0.1%
Republic of Korea	1 007 569	0.1%
Private Donors	650 209	0.0%
Mexico	85 000	0.0%
Estonia	31 056	0.0%
Needs-based plan funded:	984 678 660	54.61%
Needs-based plan (U.S. Dollars)	1 803 067 402	100.0%

Source: WFP FACTory Resource Situation extracted on 08.06.2020

Figure 26: Implementation plan as a share of needs-based plan by year



Source: Evaluation team based on ACR 2018 and 2019 data

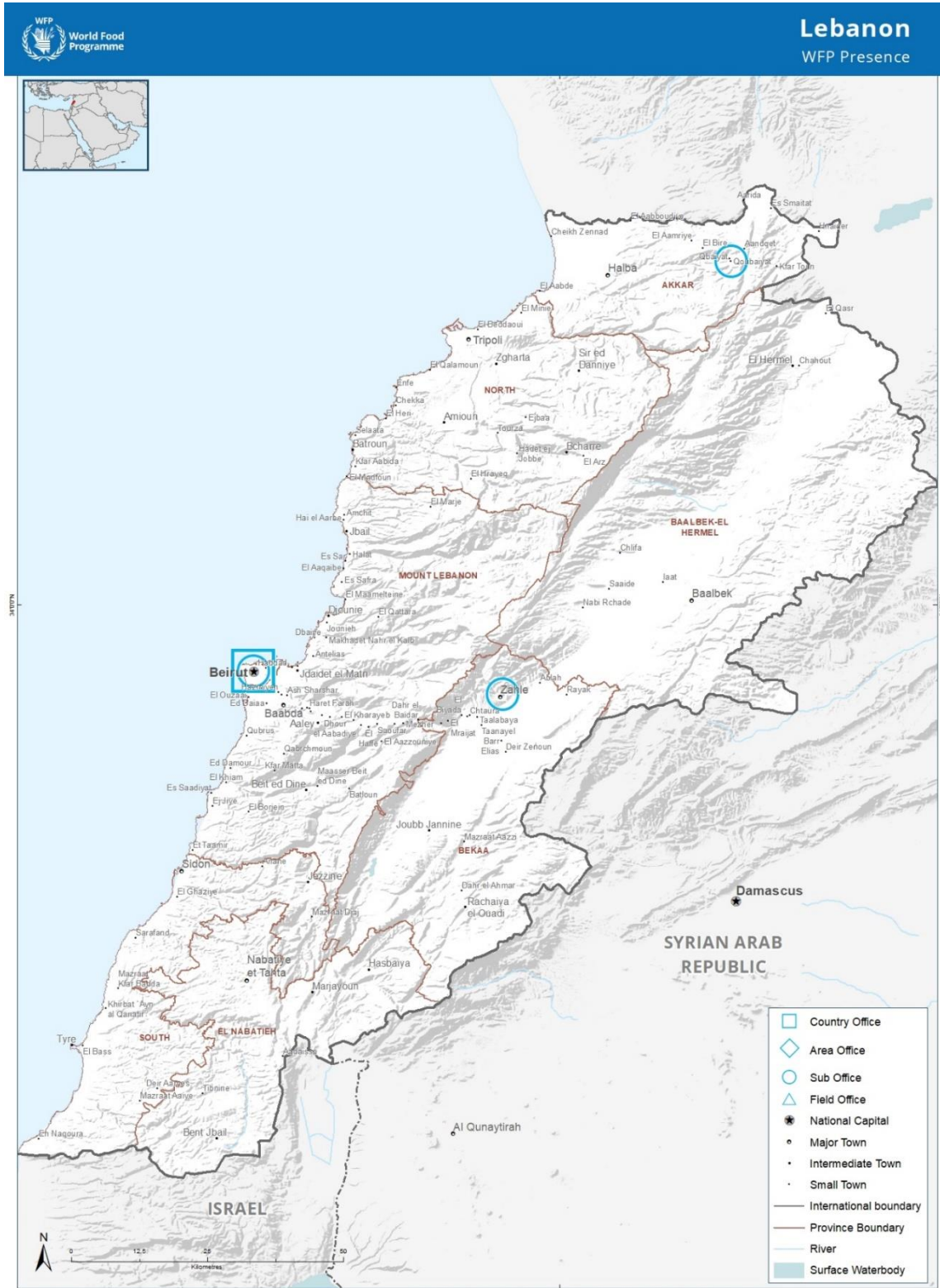
WFP appears to have had adequate funding during the first two years of the country strategic plan and more particularly in 2019, which has enabled it to reach a better implementation ratio in relation to the needs-based plan. The needs and number of vulnerable Syrian refugees were underestimated by the WFP in 2018, which explains why the implementation plan was higher than expected (104 percent of the needs-based plan). To adapt to the context, the needs-based plan for activity 1 in 2020 was higher but increased proportionally more than the implementation plan. Consequently, the implementation plan represented only 86 percent of the needs-based plan during 2019 due to funding constraints that prevented WFP from reaching its objectives. This explains why WFP was only able to provide assistance to “637,000 vulnerable Syrian refugees on a monthly basis, out of the 825,000 refugees living with less than the survival minimum expenditure basket (SMEB)”²⁶⁴ for strategic outcome 1.

Strategic outcome 1 was 89 percent funded in 2019 (increasing from 24 percent in 2018) and was partly due to the approval of budget revision 4 in July 2019, which reduced strategic outcome 2 requirements. This resulted in a slight improvement in the implementation rate compared to the needs-based plan for both activity 3 (from 29 percent in 2018 to 53 percent in 2019) and activity 4 (from 30 percent to 89 percent), even if it remains relatively low. In 2019, activity 5 was fully resourced, which enabled WFP to achieve its objectives. However, part of the resources comes from the European Union Trust Fund, which has asked WFP to use half of these funds in 2019 and the remainder in 2020. The resources available are therefore not representative of all resources that are actually available. The implementation ratio increase of the needs-based plan can be explained by the expansion of the NPTP programme by WFP in response to the deterioration of the economic situation in Lebanon.

²⁶⁴ WFP. 2019. *Lebanon Annual Country Report 2019*.

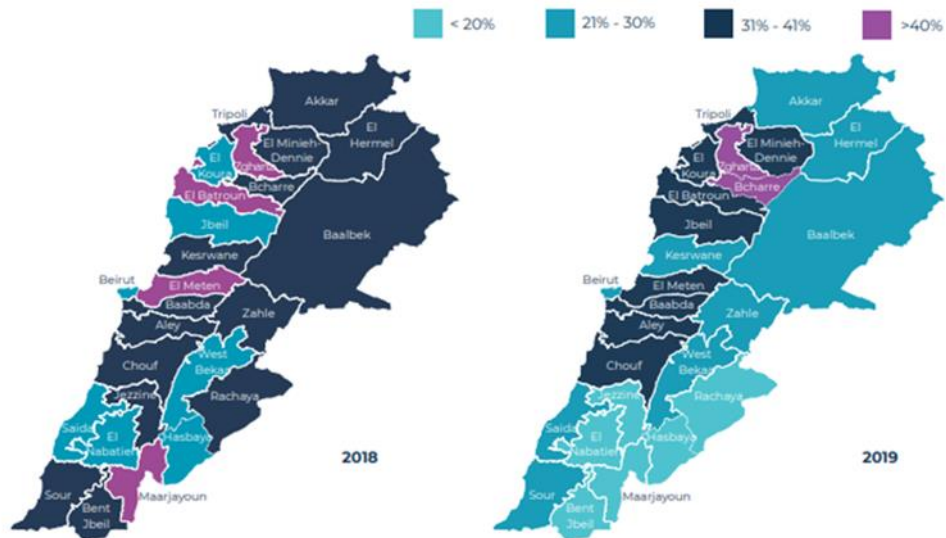
Annex 12. Maps

Figure 27: WFP presence in Lebanon



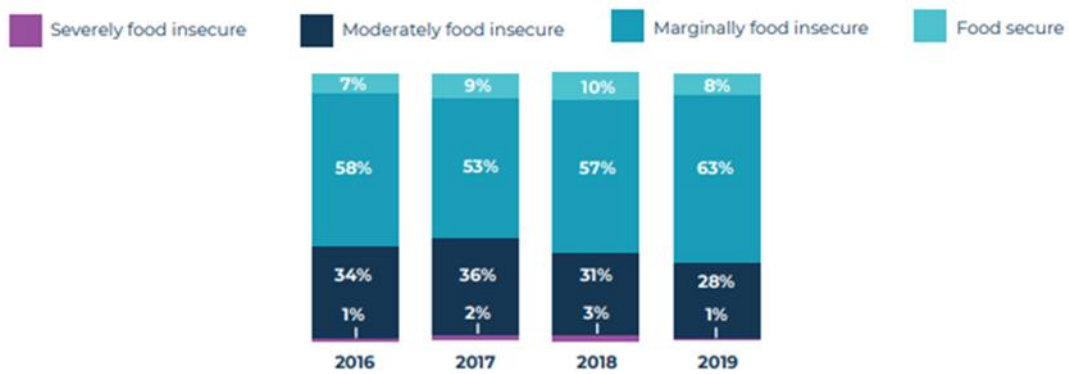
Source: WFP Lebanon

Figure 28: Percentage of households with moderate and severe food insecurity



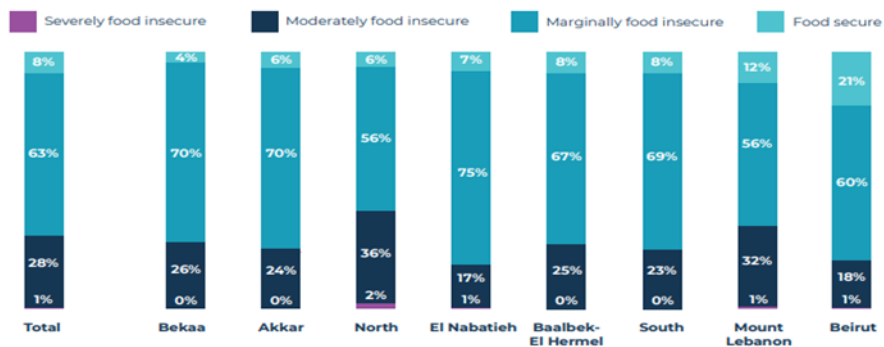
Source: Vulnerability assessment of Syrian refugees in Lebanon 2019, p.127

Figure 29: Food insecurity by trends 2016-2019



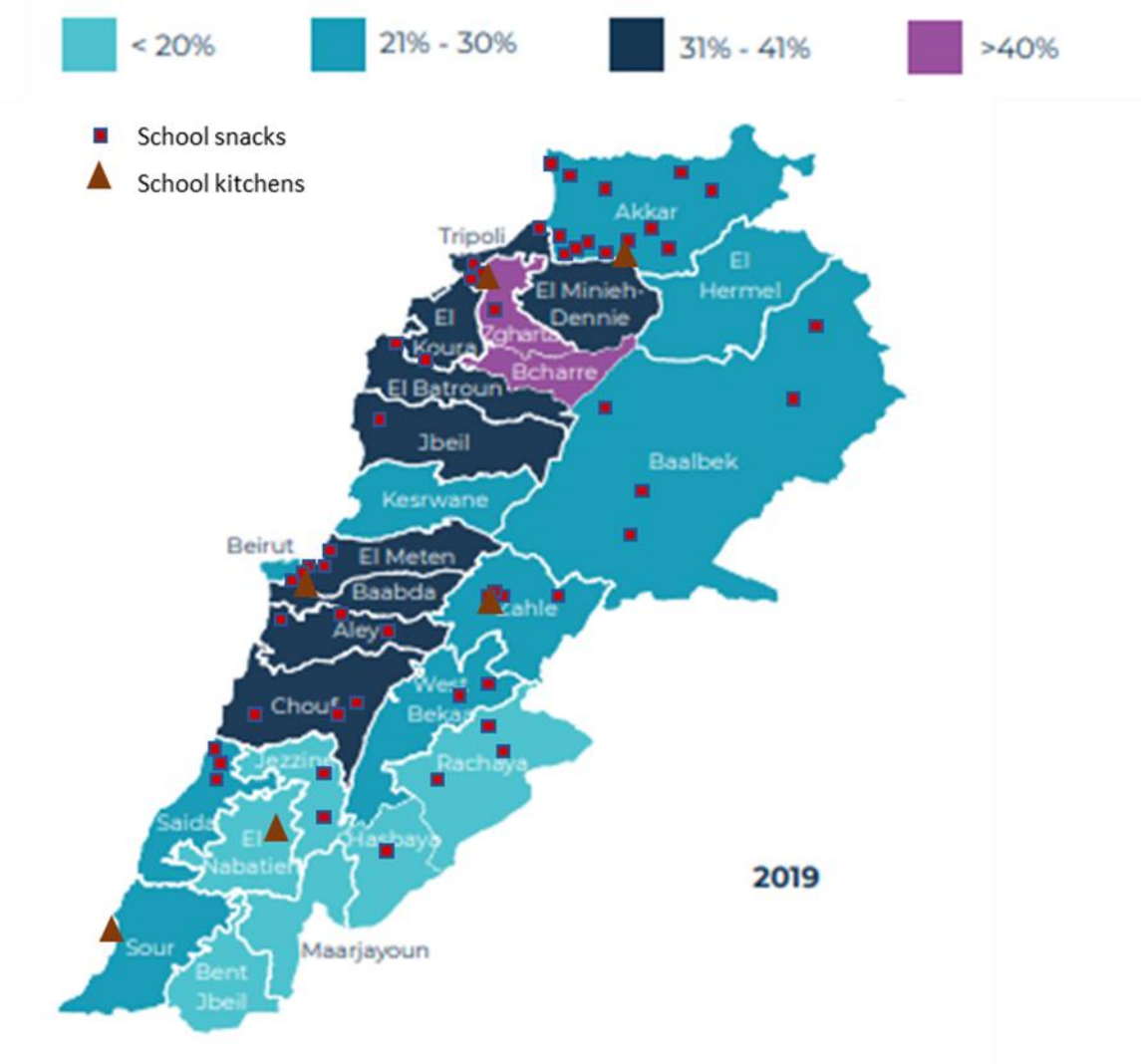
Source: Vulnerability assessment of Syrian refugees in Lebanon 2019, p.126

Figure 30: Food insecurity by governorate



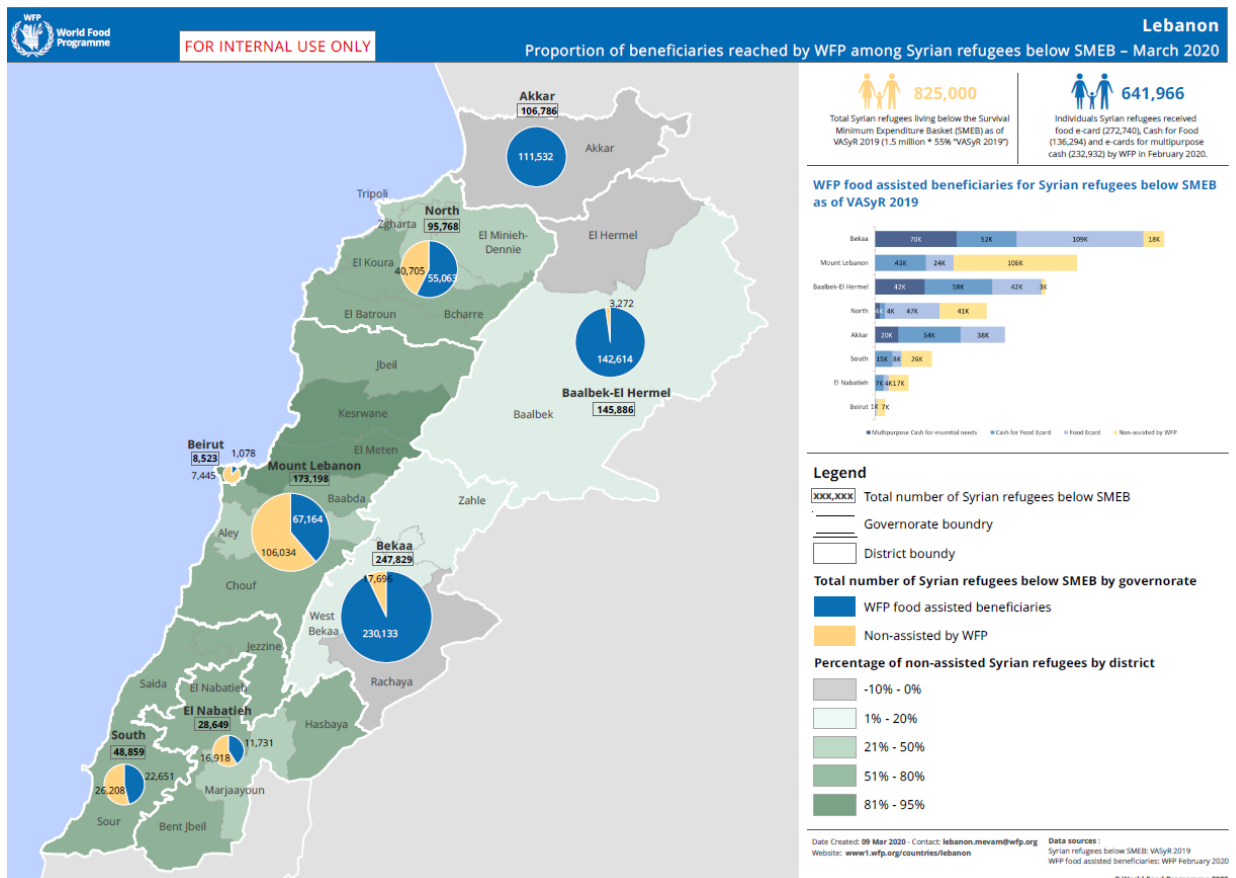
Source: Vulnerability assessment of Syrian refugees in Lebanon 2019, p.127

Figure 31: Map of food insecurity in Lebanon and location of school feeding activities



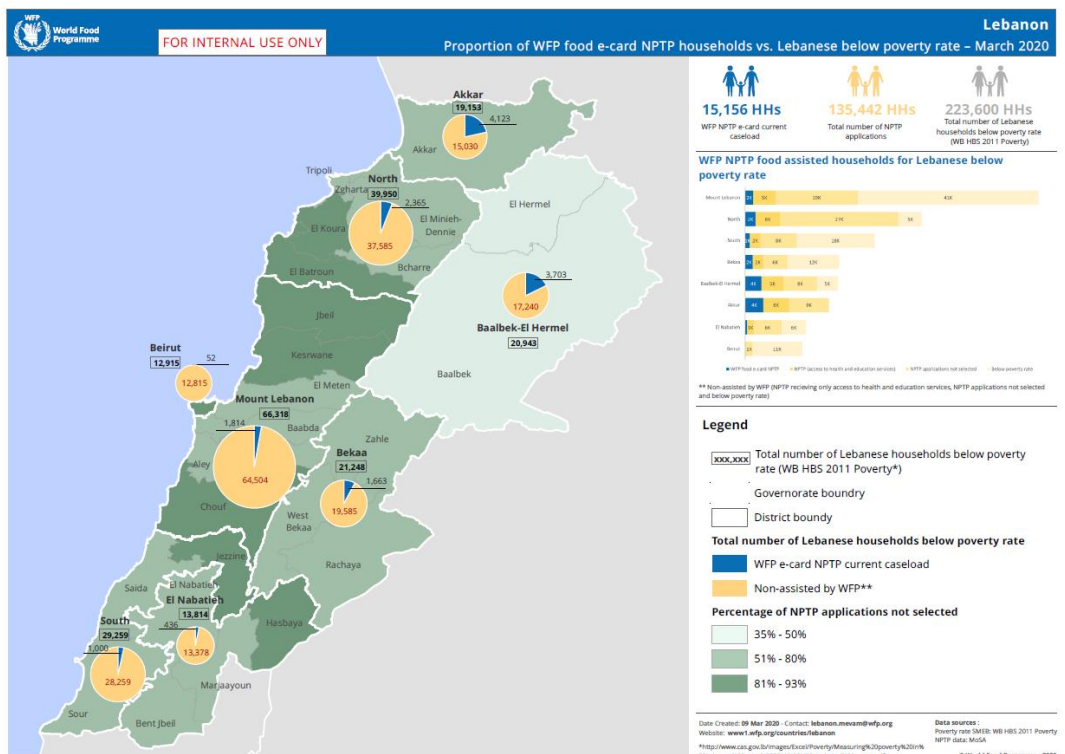
Source: Vulnerability assessment of Syrian refugees in Lebanon 2019, p.127 and Annex 6 of the school feeding evaluation report

Figure 32: Proportion of beneficiaries reached by WFP among Syrian refugees below Survival Minimum Expenditure Basket (SMEB) – March 2020



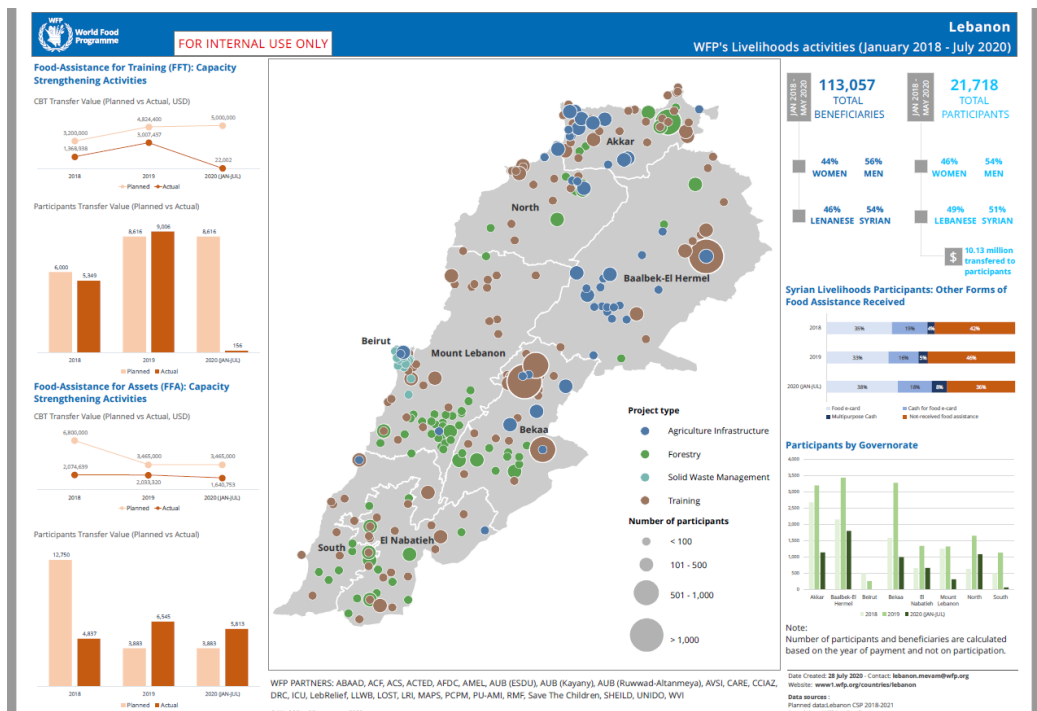
Source: WFP Lebanon

Figure 33: Proportion of WFP food e-card national poverty targeting programme households versus Lebanese below poverty rate – March 2020



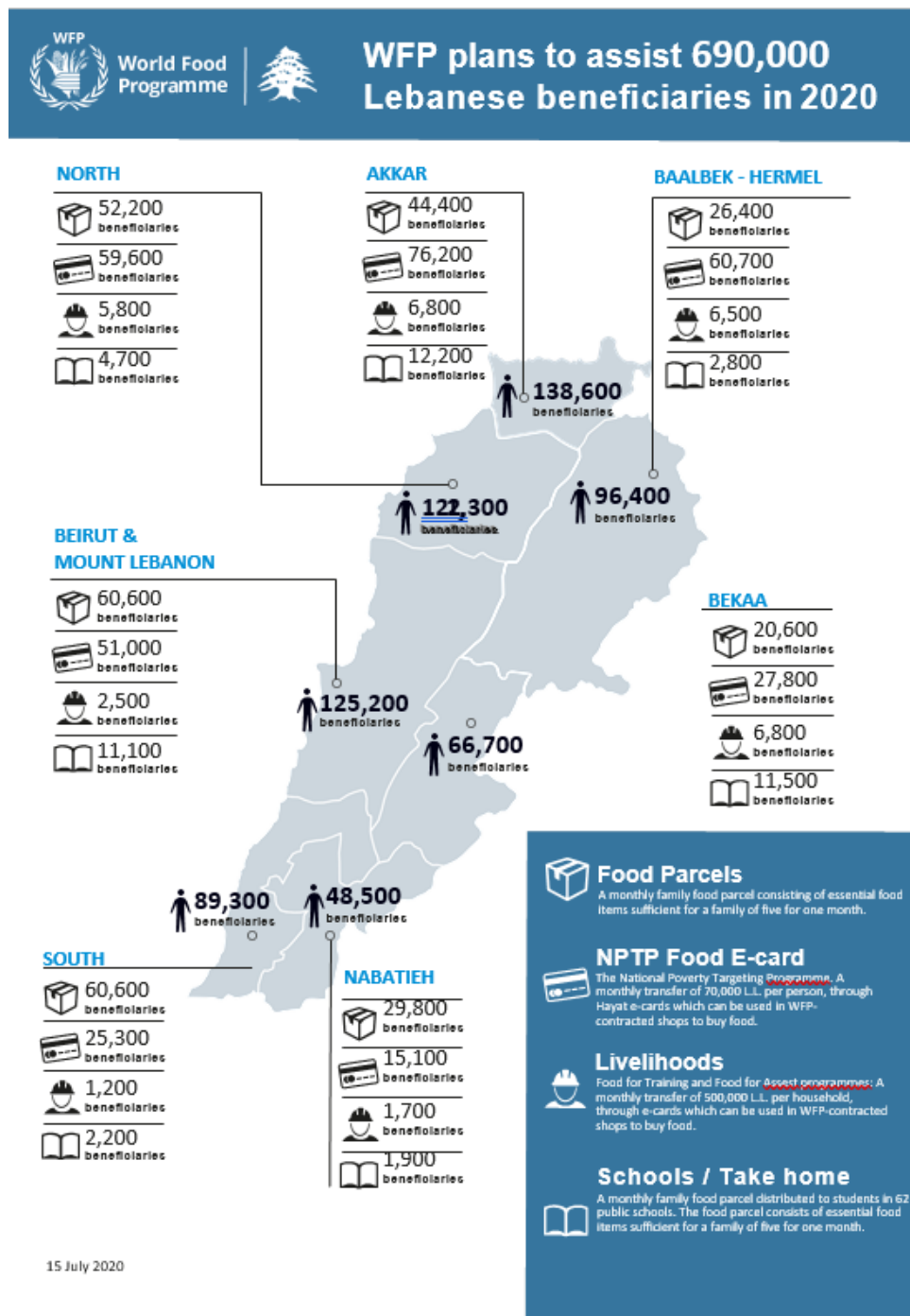
Source: WFP Lebanon

Figure 34: WFP livelihoods activities (January 2018 – July 2020)



Source: WFP Lebanon

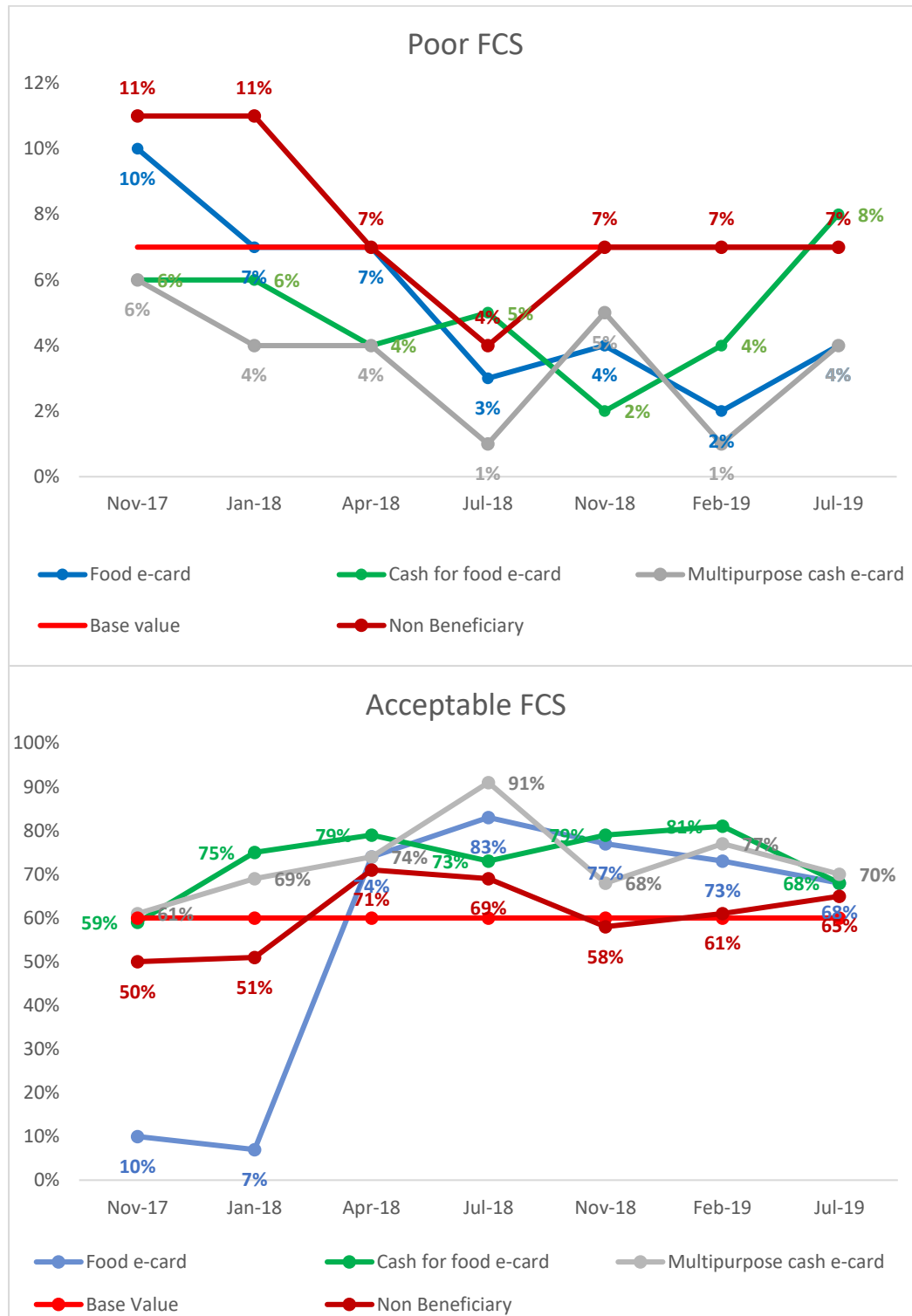
Figure 35: WFP plans to assist Lebanese beneficiaries in 2020

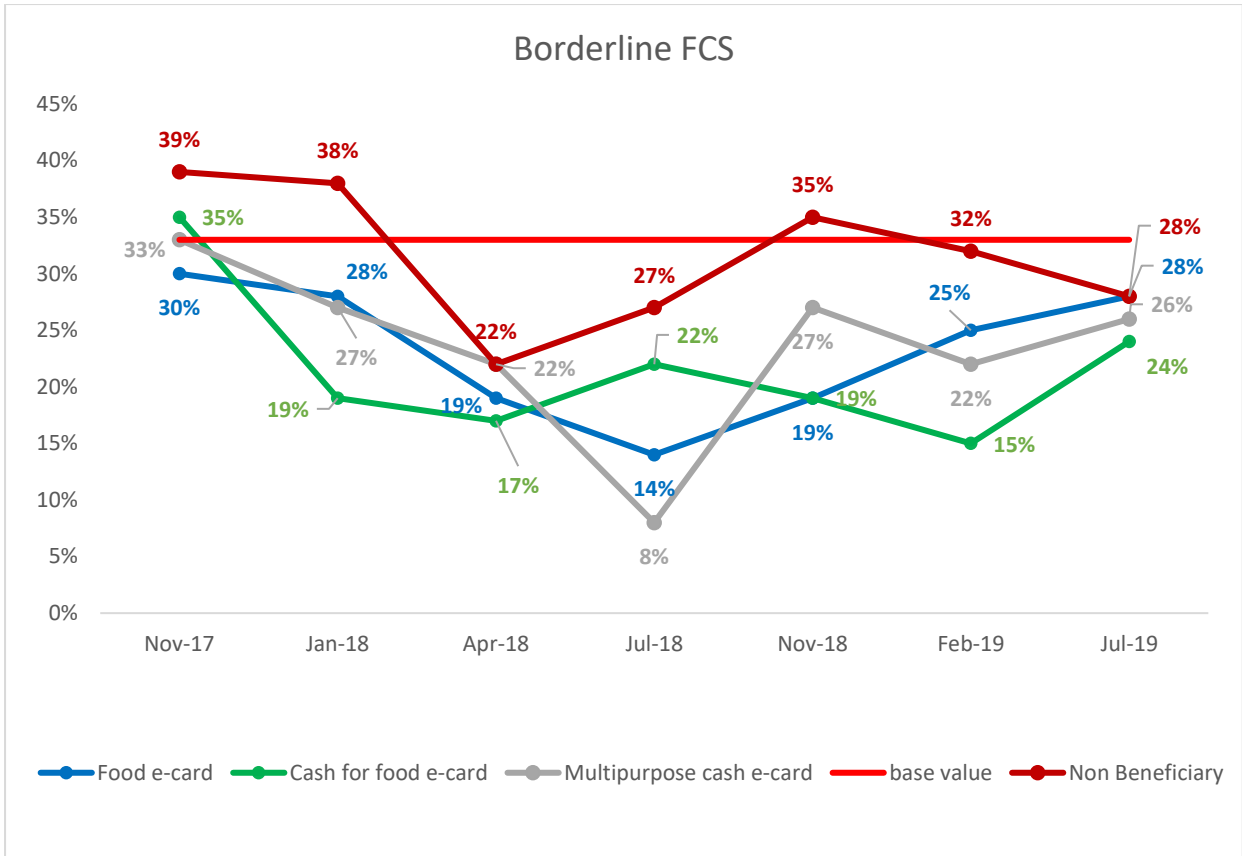


Source: WFP Lebanon

ANNEX 13. FOOD CONSUMPTION SCORE AND REDUCED COPING STRATEGY INDEX

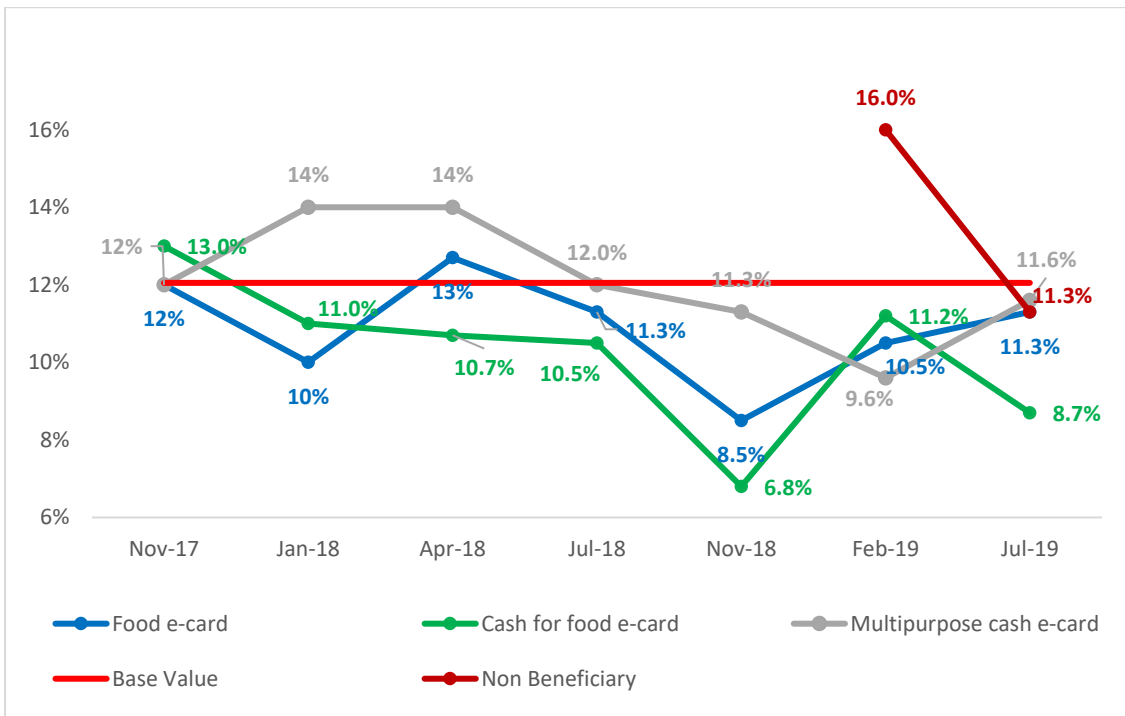
Figure 36: Food Consumption Score by modality and by quarter





Source: FSOM reports

Figure 37: Reduced Coping Strategy Index by modality and by quarter



Source FSOM reports

ANNEX 14. EVOLUTION OF CASH AND VOUCHERS

Prior to 2016 up to 30 organizations (including WFP) were providing cash-based transfers to refugees for at least 14 different sectoral objectives. This fragmentation of cash-based transfers (in Lebanon and globally) has been recognized to reduce efficiency and effectiveness of assistance.^[1] In line with the Grand Bargain (2016) commitments were made to scale up and improve the efficiency and effectiveness of cash assistance and there has been concerted efforts by aid agencies globally to better harmonize and streamline cash-based transfers. WFP has played a leading role in this evolution in the refugee cash-based transfer response in Lebanon with support from donors (particularly ECHO and DFID).^[2] Since 2016 the various sectoral cash programmes have been consolidated into cash-based transfers for food assistance (cash and vouchers) and multi-purpose cash for basic needs. The vast majority of the cash response in Lebanon is implemented by WFP and UNHCR. The Lebanese Red Cross (LRC) and some international non-governmental organizations continue to provide small scale multi-purpose cash to refugees to fill the gaps in this response. From 2018 several non-governmental organizations working as a consortium (CAMEALEON), led by the Norwegian Refugee Council (NRC), have also assumed an independent monitoring, accountability and learning role on the WFP multi-purpose cash programme, which is separately funded by donors.

Operationally there has also been movement by WFP and others towards joint programming approaches on cash-based transfers, taking advantage of the sophisticated banking and telecoms sectors in the country. This evolution began prior to the evaluation period when WFP began managing the Common Card facility (for use on all cash programmes) with Banque Libano-Française (BLF) in 2015. A harmonized “data driven” targeting approach to cash-based transfers for refugees, through the desk formula, was initiated in 2016 and managed by UNHCR. A broader collaborative model for cash-based transfer operations has since been devised by WFP and UNHCR in collaboration with UNICEF. The Lebanon One Unified Inter-Organisational System for E-cards (LOUISE) is harmonizing cash-based transfer systems, according to the comparative advantages of each agency, while maintaining separate programmes. WFP manages the card distribution, payment and validation processes while UNHCR manages the targeting as well as the joint call centre.

The main government social assistance programme is the National Poverty Targeting Programme (NPTP). The NPTP unit is hosted in the Ministry of Social Affairs (MoSA) and is jointly managed by the Ministry of Social Affairs and the Central Management Unit, which is hosted in the Presidency of the Council of Ministers. Lebanese households apply through the social development centres and are visited by social workers who collect data through a household survey. The information collected is used to compute a household poverty score based on a proxy-means test (PMT). Households under the “extreme” poverty line are eligible for various social assistance programmes: health coverage in public and private hospitals through a waiver of the 10–15 percent co-payments; a waiver of fees at public health centres and social development centres; registration fee waivers and free books for students in secondary public schools; and food assistance through monthly e-vouchers.

The e-voucher component has operated since November 2014 and was introduced by the Ministry of Social Affairs and donors as a means to mitigate the impact of the Syrian refugee influx on Lebanese living in poverty. It is implemented by WFP in partnership with the Ministry of Social Affairs and makes use of the established WFP payment system (and network of shops) for cash-based transfers in the refugee response. The Government provides the beneficiary list while social development centres locate and inform selected households and leads on monitoring. With funding from the World Bank and Germany, 5,000 households in the NPTP registry were initially targeted and this was scaled up to 10,008 households by 2017. In 2018, under the Joint Humanitarian Development Framework for Lebanon for 2018–2019 the European Union Trust Fund (EUTF) agreed a EUR 52 million programme to “support social assistance to vulnerable refugees and host communities affected by the Syrian crisis in Lebanon”. This included the expansion and capacity development of the NPTP transfer component (i.e. food voucher), which was scaled up to 15,000 NPTP-registered households by the end of 2019.^[3] It also piloted a graduation model for 600 households. This is good progress, however support through the NPTP under the Lebanon Crisis Response Plan is still a fraction of the support provided to refugees^[4] and is insufficient to meet basic needs. Prior to the economic downturn in late 2019 there were 43,000 extremely poor households registered in the NPTP database. New estimates put the number of extremely poor households at over 156,000.^[5]

Annex 15. RECOMMENDATIONS: LINK TO FINDINGS

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	SUBRECOMMENDATION
<ul style="list-style-type: none"> The CSP is based on a strong understanding of the national context and priorities. The CSP continued the gradual shift towards resilience building, combining the dual approach of humanitarian assistance with longer-term development. The CSP supported the development of a strategic direction, which was contextually relevant and coherent with the priorities of the Government's national policies, plans and strategies. The strategic change the CSP introduced was a response that mitigates the socio-economic impact of the crisis by linking immediate assistance to investments in long-term productivity, resilience and social protection with other major stakeholders. The CSP document does not present a balance between the strategic changes and the WFP humanitarian mandate, humanitarian principles and emergency response. 	<p>The CSP's focus on resilience complemented WFP humanitarian assistance and developed an approach to address the root causes of vulnerability. WFP work in Lebanon responded to the country's priorities and its vulnerable population groups. However, the CSP was not a coherent strategic document to facilitate strategic direction. The CSP did not sufficiently detail how the different results contribute to a joint roadmap supporting Lebanon's priorities and contributions to the SDGs – more specifically SDG Goal 2 of Zero Hunger.</p>	<p>Recommendation 1: In the design of the next CSP, WFP should clarify its core mandate, added value and strategic approaches and allow for annual updates in order to reflect contextual and programmatic changes.</p>	<p>Subrecommendation 1.1: i. Develop a more comprehensive country strategic plan document that clarifies the dual core mandate and comparative advantages of WFP and emphasizes its capacity to reach large numbers of vulnerable Lebanese and refugee households in order to respond to their food and nutrition needs (SDG 2, zero hunger).</p> <p>Subrecommendation 1.2: Develop a robust theory of change to underpin the next country strategic plan.</p>

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	SUBRECOMMENDATION
<ul style="list-style-type: none"> There is limited integration of core humanitarian principles in the CSP document. The CSP design provides inadequate detail on emergency preparedness and response. The role of WFP in emergency preparedness and rapid response remains relevant in the context of Lebanon's position in the regional Syrian refugee crisis and national instability 	<p>In a fragile and often quickly changing regional and country context, the country office did not adequately analyse the core strengths and added value of WFP in Lebanon given its large-scale emergency response capacity and the demand to adhere to core humanitarian principles.</p>	<p>Recommendation 1:</p> <p>In the design of the next CSP, WFP should clarify its core mandate, added value and strategic approaches and allow for annual updates in order to reflect contextual and programmatic changes.</p> <p>Recommendation 4:</p> <p>Expand emergency preparedness and response based on the humanitarian principles in the face of an increasingly fragile operating environment.</p>	<p>Subrecommendation 1.1:</p> <p>iv. Outline the guiding humanitarian principles and elaborate on protection, gender equality and accountability to affected populations.</p> <p>v. Include disaster risk reduction and emergency response preparedness.</p> <p>Subrecommendation 1.3:</p> <p>Review annually and update as required the CSP document, line of sight and its theory of change to reflect changes in context, priority needs, programmes and financial resources.</p> <p>Subrecommendation 4.1:</p> <p>Incorporate the increased uncertainty and deepening vulnerabilities into programming strategies.</p> <p>i. Contextualize regional and country-level analysis in order to support preparedness and response.</p> <p>ii. Embed emergency preparedness and regularly update contingency planning exercises in programming.</p>
<ul style="list-style-type: none"> The country office revised the ToC for its livelihoods and resilience programme in 2020 establishing the vision and objective The ToC does not clearly identify opportunities for collaboration with other main actors The revised ToC could benefit from prioritization of activities and outputs in line with available human and financial resources 	<p>At the operational level, WFP attempted to balance humanitarian and development assistance which was appropriate. Yet, in partnership with others, a better integration and coordination of emergency cash assistance with the livelihoods programme was needed.</p>	<p>Recommendation 2:</p> <p>Enhance the strategic approaches, effectiveness and integration of cash-based transfers, resilience, social protection and capacity strengthening.</p>	<p>Subrecommendation 2.1:</p> <p>i. Develop a more integrated, joined-up, development-oriented strategy that links cash-based transfers with WFP livelihoods and resilience building activities to support households and communities on their journey towards self-reliance.</p> <p>Subrecommendation 2.2:</p>

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	SUBRECOMMENDATION
<ul style="list-style-type: none"> WFP, IFAD and FAO have developed a joint resilience programme funded by the EUTF in support of economic opportunities. Further work is needed to clarify the role of each agency and to confirm the shared objectives and theory of change which is needed to ensure a coherent approach There is great potential to further develop livelihoods and resilience activities given the protracted nature of the refugee crisis and the increased vulnerability of Lebanese households. WFP has a large-scale programme with different components but there is no link between the cash assistance and the livelihood programme 			<ul style="list-style-type: none"> i. Develop integrated community-based packages for resilience and build internal links across strategic outcomes and with activities. ii. Develop a unified and complementary resilience approach with other actors linked to the food security, nutrition and agriculture sectors. iii. Target cash-based transfer beneficiaries in order to support the creation of sustainable livelihoods. iv. Leverage WFP financial assistance to support locally-produced food products where possible while safeguarding food security.
<ul style="list-style-type: none"> WFP adapted to changes in national context and capacities with the necessary adjustments of timeliness. In collaboration with its partners, WFP began exploring additional measures to respond to the worse-case scenarios in relation to the currency devaluation and an increase in food prices. WFP has also prepared and applied contingency plans to respond to “worst-case” scenarios where the use of cash becomes less feasible. CSP human resource allocation faced challenges in adapting to evolving needs, context and contingency measures. The CO’s emergency preparedness response (EPR) strategy facilitated a timely response to changes in Lebanon’s operational contexts 	<p>WFP emergency preparedness planning in 2019 included a scenario of economic crisis. Although an epidemic/pandemic was not considered as a scenario, the planning exercise nevertheless supported the country office to consider what contingency planning measures would be required to adjust programming in response to a deteriorating situation.</p>	<p>Recommendation 1:</p> <p>In the design of the next CSP, WFP should clarify its core mandate, added value and strategic approaches and allow for annual updates in order to reflect contextual and programmatic changes.</p> <p>Recommendation 4:</p> <p>Expand emergency preparedness and response based on the humanitarian principles in the face of an</p>	<p>Subrecommendation 1.1:</p> <p>v. Include disaster risk reduction and emergency response preparedness.</p> <p>Subrecommendation 1.3:</p> <p>Review annually and update as required the country strategic plan document, line of sight and theory of change in order to reflect changes in context, priority needs, programmes and financial resources.</p> <p>Subrecommendation 4.1:</p> <p>Incorporate the increased uncertainty and deepening vulnerabilities into programming strategies.</p> <p>iv. Set up a fourth suboffice to support WFP operations in southern Lebanon and maintain</p>

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	SUBRECOMMENDATION
		increasingly fragile operating environment.	the Beirut suboffice with a focus on refugees in urban areas.
<ul style="list-style-type: none"> Adapted CBT interventions to respond to emerging crises. The e-process of handling complaints has improved but challenges remain, in particular around the management of the call centre An econometric approach – used by UNHCR and WFP – is used and updated annually. WFP applies a nationwide “bottom up” approach to target its assistance to those with the lowest score. WFP data informed the SMEB calibration. Data from WFP contracted shops formed the basis for transfer value analysis and WFP led the calibration of the SMEB. The process of handling complaints has improved but challenges remain, in particular around the management of the call centre. Proxy means testing was efficient. WFP and UNHCR have expressed the view that it is more timely and cost effective compared to the previous approach (where households were visited and assessed). They have also argued that proxy means testing targeting is more accurate at selecting the most in need. 	<p>WFP efforts in responding to the need for cash assistance have been considerable and its vulnerability targeting has been commendable. While the targeting system has been reviewed, there were shortcomings of understanding the Proxy means testing, especially from the beneficiaries’ point of view. The use of the econometric formula might have reduced inclusion and exclusion errors but, in a situation where the differences between eligible or ineligible families for assistance is minimal, this approach is difficult for refugee families and whole communities to comprehend. This is very important from an accountability and protection perspective and from a peacebuilding and social cohesion perspective. The large-scale assistance has contributed to stability and cohesion, but a further deterioration of the financial situation of families may lead to inter-community conflict if the allocation method is not well understood or accepted.</p>	<p>Recommendation 2: Enhance the strategic approaches, effectiveness and integration of cash-based transfers, resilience, social protection and capacity strengthening.</p> <p>Recommendation 4: Expand emergency preparedness and response based on the humanitarian principles in the face of an increasingly fragile operating environment.</p>	<p>Subrecommendation 2.1: iii. Critically review the LOUISE model of operations for cash based transfer delivery and the current targeting approach from an efficiency, effectiveness and accountability to affected populations perspective.</p> <p>Subrecommendation 4.2: i. Improve the efficiency of the call centre complaints and feedback process to ensure timely follow-up. ii. Revise the cash-based transfer targeting process with the objective of improving its transparency for beneficiaries. iii. Integrate efforts to support social cohesion in the face of deepening vulnerabilities among Lebanese and refugee communities.</p>

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	SUBRECOMMENDATION
<ul style="list-style-type: none"> WFP has contributed to enhancing the effectiveness of its own CBT programme outcomes as well as in the wider cash response in Lebanon. This has been achieved through leveraging the comparative advantages of WFP – particularly its implementation systems, analytical capabilities and partnerships with the private sector. The absence of a link between the cash assistance and the livelihoods support did not allow for households to develop a pathway to achieve self-reliance and reduce their vulnerability to external shocks where they might have previously had the capacity to do so. Further strengthening and contextualizing of performance indicators and monitoring frameworks will be required to allow a better understanding of how livelihoods activities contributed to increased employment or income for Lebanese and Syrian beneficiaries. 	<p>The WFP cash-based transfer programme has maintained food security of beneficiaries. This was evidenced by an increasing gap between the proportion of WFP beneficiaries and non-beneficiaries with an acceptable food consumption score and demonstrated the need for a connection with resilience and livelihoods support. The absence of a link between the cash assistance and the livelihoods support did not allow households to develop a pathway to achieve self-reliance and reduce their vulnerability to external shocks where they might have previously had the capacity to do so.</p>	<p>Recommendation 2: Enhance the strategic approaches, effectiveness and integration of cash-based transfers, resilience, social protection and capacity strengthening.</p>	<p>Subrecommendation 2.1: Cash-based transfers</p> <p>i. Develop a more integrated, joined-up, development oriented strategy that links cash-based transfers with WFP livelihoods and resilience building activities to support households and communities on their journey towards self-reliance.</p> <p>Subrecommendation 2.2: Resilience</p> <p>i. Develop integrated community-based packages for resilience and build internal links across strategic outcomes and with activities.</p> <p>iii. Target cash-based transfer beneficiaries in order to support the creation of sustainable livelihoods.</p> <p>v. Ensure that the theory of change for resilience and livelihoods programming is in line with available human and financial resources.</p> <p>vi. Set up a monitoring framework, including SMART indicators at the output and outcome levels, in order to measure gains in employment and increases in income.</p>
<ul style="list-style-type: none"> WFP has developed a good strategy to support national social protection systems. The experience of WFP in providing safety nets for vulnerable families – including cash-based transfers and school feeding initiatives – is valuable in supporting the Government 	<p>WFP experience in providing safety nets for vulnerable families – including cash-based transfers and school feeding initiatives – is valuable in supporting the Government in its efforts to create national social protection systems. Within the United Nations, WFP had a</p>	<p>Recommendation 2: Enhance the strategic approaches, effectiveness and integration of cash-based transfers, resilience, social protection and capacity strengthening.</p>	<p>Subrecommendation 2.3: Social protection system development</p> <p>i. Develop a theory of change, in line with available human and financial resources, for WFP’s role in strengthening national capacity to</p>

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	SUBRECOMMENDATION
<p>in its efforts to create national social protection systems.</p> <ul style="list-style-type: none"> • The CSP does not clarify the strengths and focus that WFP will be responsible for as part of the government capacity strengthening support. • The school feeding programme supported and contributed to the Government's development of a national school feeding framework. The design and implementation also have the potential to contribute to the development of the wider social protection agenda in Lebanon. • The CSP monitoring system complies with WFP corporate requirements in relation to national capacity strengthening. • Monitoring WFP capacity strengthening work with ministries and Government institutions can be enhanced if a clearer roadmap is developed in consultation and agreement with the relevant institutions. 	<p>comparative advantage in leading the specific operational support required for the transfer delivery. This has led to the creation of useful synergies between the refugee response and the national systems for social protection through the National Poverty Targeting Programme (NPTP). There is an opportunity for the WFP partnership with the World Bank as humanitarian experience can inform and support the establishment of national social protection systems. The planned role of WFP in the World Bank-proposed social protection scale-up is relevant in the short- to medium-term.</p>		<p>implement an inclusive social protection system.</p> <p>ii. Advocate that school feeding be part of social protection.</p> <p>iii. Advocate that nutrition-sensitive approaches be integrated into existing and newly developed social safety net activities.</p> <p>iv. Advocate that social safety nets be scaled up on the basis of need in a manner that prioritizes cash-based transfers.</p> <p>v. Engage with the Ministry of Social Affairs, other United Nations entities, the World Bank and other development partners on the development of a strategic, coordinated and coherent approach to capacity building.</p>

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	SUBRECOMMENDATION
<ul style="list-style-type: none"> WFP activities under the CSP are filling a gap and positively contributing to influencing the direction and development of a national social protection vision during this most critical of times: <ul style="list-style-type: none"> WFP's operational expertise and established systems in-country provided an available platform for comparable assistance to vulnerable Lebanese households. These WFP systems are a core component of the proposed World Bank funded social safety net being designed in response to the dual crisis in Lebanon Coordination of WFP capacity building activities under the NPTP, together with the wider social protection-related interventions of the Ministry of Social Affairs and its development partners, is an area with scope for improvement under the CSP The CSP does not clarify the strengths and focus that WFP will be responsible for as part of the Government capacity strengthening support. 	<p>WFP provided an essential service in social protection and implementing key elements of the delivery chain. A clearer roadmap and framework for these interventions should ensure that WFP resources are used in a complementary and integrated manner with other development actors and the Government. It will also help WFP to ensure that it maintains its objective of ensuring Government ownership and not setting up a parallel system. However, a structured approach complementing the efforts of other organizations is required for coherent WFP assistance to national capacity building in food security. The relatively limited resources and multiple partners involved in supporting the Ministry of Social Affairs warrant this.</p>	<p>Recommendation 2:</p> <p>Enhance the strategic approaches, effectiveness and integration of cash-based transfers, resilience, social protection and capacity strengthening.</p>	<p>Subrecommendation 2.3:</p> <p>Social protection system development</p> <p>i. Develop a theory of change, in line with available human and financial resources, for WFP's role in strengthening national capacity to implement an inclusive social protection system.</p> <p>Subrecommendation 2.4:</p> <p>Capacity strengthening</p> <p>i. Develop a clear vision of WFP's role in national capacity strengthening, prioritizing areas in which WFP has a comparative advantage in Lebanon.</p> <p>ii. Orient capacity building plans towards facilitating government management of nationally-owned processes and systems.</p>

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	SUBRECOMMENDATION
<ul style="list-style-type: none"> The CSP considered analysis and understanding of gender dynamics but is less clear on the operationalization of gender-transformative approaches. The CSP is supported by the 2017 Gender Action Plan for WFP Lebanon. The CSP partly integrated gender into its expected outcomes. The mainstreaming of protection has improved. The AAP/protection unit has made a significant impact on promoting AAP/protection concerns. However, the three field sub-offices do not have dedicated AAP/protection focal points and therefore staff must assume AAP/protection/gender roles in addition to their other functions. WFP is committed to supporting the work of the AAP/protection unit and making provision for additional staffing, capacity building and other resources to develop AAP/protection mainstreaming in the next CSP. There has been an increase in the number of women beneficiaries for all CSP activities since implementation began, with their numbers equal or greater than men beneficiaries. The apparent focus on gender parity has overshadowed, or even constituted a barrier, to gender equality and women empowerment. Addressing parity is essential but it is not necessarily the same as equity. Social cohesion does not happen automatically and concerted efforts to 	<p>Gender and protection were integrated within the CSP but were still frequently treated as extra activities rather than as cross-cutting issues to be mainstreamed operationally. There was limited progress on a systematic collection and analysis of gender- and age-disaggregated data, including data on disability. These are crucial for inclusive programming where no one is left behind. Emphasis on socio-economic vulnerability might have limited the identification of people's existing capacities to quickly become more resilient.</p>	<p>Recommendation 6: Strengthen human resources capacity to implement ongoing programme and management priority actions and prepare for the next country strategic plan.</p> <p>Recommendation 4: Expand emergency preparedness and response based on the humanitarian principles in the face of an increasingly fragile operating environment.</p>	<p>Subrecommendation 6.2:</p> <p>i. Ensure that the country office has sufficient human resources, notably in the units dedicated to vulnerability analysis and mapping, monitoring and evaluation, accountability to affected populations and protection, in order to allow for more high quality analysis, to fill information gaps related to efficiency and cost effectiveness and to increase learning opportunities for staff and cooperating partners.</p> <p>ii. Strengthen the field suboffices through dedicated gender and accountability to affected populations and protection focal points and increase information dissemination, training and capacity building for staff and cooperating partners.</p> <p>Subrecommendation 4.1: Incorporate the increased uncertainty and deepening vulnerabilities into programming strategies.</p> <p>iii. Integrate protection concerns and humanitarian principles more firmly and explicitly into future strategies.</p> <p>Subrecommendation 4.2: Strengthen mechanisms for accountability to affected populations in order to support and reinforce social cohesion and stability at the community level.</p>

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	SUBRECOMMENDATION
<p>bring together population groups from different nationalities or socio-economic backgrounds is required to prevent rising tensions between population groups.</p>			<p>i. Improve the efficiency of the call centre complaints and feedback process to ensure timely follow-up.</p> <p>iii. Integrate efforts to support social cohesion in the face of deepening vulnerabilities among Lebanese and refugee communities.</p> <p>iv. Translate the triple nexus agenda (for humanitarian, development and peace activities) into operational principles and priorities, drawing on lessons learned on the effects of WFP actions on conflict dynamics at the community level in other parts of the world.</p>
<ul style="list-style-type: none"> Discrepancy arose between earmarked contributions and the funding and implementation of activities. Earmarked contributions limit flexibility in funding allocations, which is often necessary in the volatile environments in which WFP operates. Repetitive and bureaucratic process of seeking donor approvals for WFP to manage necessary programme changes created challenges for quick decision-making. Some donor interlocutors felt that establishing a framework for CSP donors to sign off on programme adaptations would be beneficial. 	<p>Programme efficiency. The introduction of the CSP has not yet contributed to increased flexible and non-earmarked funding despite WFP efforts. However, an increase in flexible funding is not only within the remit of WFP but will also require donor countries to consider changes in their funding instruments. Communicating the strategic changes WFP hopes to achieve with the introduction of the CSP, along with possible revisions to funding mechanisms and moving towards flexible and multi-year funding, requires time.</p>	<p>Recommendation 3:</p> <p>Focus donor engagement on core funding, flexibility and response to national priorities.</p>	<p>Subrecommendation 3.1:</p> <p>Continue to advocate unearmarked core funding and multi-year funding, especially for cash-based transfers and food assistance for both Lebanese and refugee population groups.</p> <p>Subrecommendation 3.2:</p> <p>Strengthen resource mobilization for building national capacity to support inclusive social protection systems.</p>
<ul style="list-style-type: none"> In order to enhance programme quality, the CSP commits to refining its tools for vulnerability analysis and needs-based targeting and, although not specifically stated, this would support the principles 	<p>The country office regularly analysed the efficiency and effectiveness of alternative transfer modalities but still lacked a consistent cost-effectiveness analysis to inform decision-making. WFP payment processes were cost-effective, accessible</p>	<p>Recommendation 2:</p> <p>Enhance the strategic approaches, effectiveness and integration of cash-based transfers, resilience, social</p>	<p>Subrecommendation 2.2:</p> <p>iv. Leverage WFP financial assistance to support locally produced food products where possible while safeguarding food security.</p>

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	SUBRECOMMENDATION
<p>of impartiality and neutrality in guiding the provision of food assistance.</p> <ul style="list-style-type: none"> Under the CSP, WFP continues to implement the food e-voucher component for refugees and for vulnerable Lebanese. Studies highlighted the difficult decisions and trade-offs inherent in the design of large-scale cash assistance in seeking to balance the competing demands of speed, cost efficiency, coverage, effectiveness, equity and accountability. 	<p>and well-liked by beneficiaries and were the most appropriate channel for delivery. Efforts took place to continuously improve the targeting methodology and the emphasis on cash-assistance improved cost-effectiveness.</p>	<p>protection and capacity strengthening.</p> <p>Recommendation 5:</p> <p>Strengthen performance management strategy and learning in order to inform decision making.</p> <p>Recommendation 6:</p> <p>Strengthen human resources capacity to implement ongoing programme and management priority actions and prepare for the next country strategic plan.</p>	<p>Subrecommendation 5.2:</p> <p>Help the programme units to develop contextually relevant SMART output and outcome indicators for results measurement analysis.</p> <p>Subrecommendation 5.5:</p> <p>Work on guidance and instruments to generate evidence on the efficiency and cost-effectiveness of WFP operations.</p> <p>Subrecommendation 6.2</p> <p>i. Ensure that the country office has sufficient human resources, notably in the units dedicated to vulnerability analysis and mapping, monitoring and evaluation, accountability to affected populations and protection, in order to allow for more high quality analysis, to fill information gaps related to efficiency and cost effectiveness and to increase learning opportunities for staff and cooperating partners.</p>
<ul style="list-style-type: none"> The CSP monitoring system complies with WFP corporate requirements in relation to national capacity strengthening. However, it was found that monitoring WFP capacity strengthening work with ministries and government institutions can be enhanced if a clearer roadmap is 	<p>More progress will need to be made at the level of outcome analysis to allow for assessments of the CSP strategic objectives. The evaluation team found that the VAM and M&E unit was not sufficiently staffed to fully perform the tasks it was responsible for or to produce all the reports it had to generate. This has</p>	<p>Recommendation 5:</p> <p>Strengthen performance management strategy and learning in order to inform decision making.</p>	<p>Subrecommendation 5.1:</p> <p>Invest in vulnerability analysis and mapping and monitoring and evaluation capacity in order to maintain the quality of work and to be able to respond to the growing requests for high quality data and analysis.</p> <p>Subrecommendation 5.2:</p>

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	SUBRECOMMENDATION
<p>developed in consultation and agreement with the relevant institutions.</p> <ul style="list-style-type: none"> Comprehensive monitoring data were promptly generated as a tool for results-based management. One of the key strengths of the country office lies in its vulnerability analysis and mapping (VAM) and M&E unit and the quality of surveys and reports it generates. External stakeholders – United Nations agencies, donors and NGOs – rely on the data and reports generated by WFP. It was found that the staffing of the VAM M&E unit is limited in comparison with the number of tasks and reports it produces. The limited staffing has an impact on the capacity of the country office to analyse progress and results at outcome and impact level. The need to strengthen the staffing of the M&E and VAM unit was acknowledged by senior management. 	<p>impacted the capacity of the country office to analyse progress and results at outcome and impact levels.</p>	<p>Recommendation 6:</p> <p>Strengthen human resources capacity to implement ongoing programme and management priority actions and prepare for the next country strategic plan.</p> <p>Recommendation 2:</p> <p>Enhance the strategic approaches, effectiveness and integration of cash-based transfers, resilience, social protection and capacity strengthening.</p>	<p>Help the programme units to develop contextually relevant SMART output and outcome indicators for results measurement analysis.</p> <p>Subrecommendation 5.3:</p> <p>Encourage closer integration of the vulnerability analysis and mapping and monitoring and evaluation programme units in order to better capture lessons learned related to CSP strategic outcomes.</p> <p>Subrecommendation 6.2:</p> <p>i. Ensure that the country office has sufficient human resources, notably in the units dedicated to vulnerability analysis and mapping, monitoring and evaluation, accountability to affected populations and protection, in order to allow for more high quality analysis, to fill information gaps related to efficiency and cost effectiveness and to increase learning opportunities for staff and cooperating partners.</p> <p>Subrecommendation 2.2:</p> <p>vi. Set up a monitoring framework, including SMART indicators at the output and outcome levels, in order to measure gains in employment and increases in income.</p> <p>vii. Increase the number of qualitative and strategic discussions held with cooperating partners, including local non-governmental organizations.</p>

FINDINGS	CONCLUSIONS	RECOMMENDATIONS	SUBRECOMMENDATION
<ul style="list-style-type: none"> The budgeting system is more complicated with separate budgets for different components (the CSP has not removed the challenge of earmarking). It seems that while on paper the CSP gives the impression of a more cohesive and integrated approach, the reality is that the country office still needs to deliver a range of disparate activities and now with more complex and bureaucratic administrative procedures. 	<p>Due to adequate funding there were no major implementation delays, despite the challenging environment in 2019. The country office had sufficient funding to reach its targets but these targets were made taking into account predicted financial support. However, WFP budgets were not sufficient to reach all those in need. The subsequent budget revision process was burdensome and resulted in resources being diverted from more efficient uses.</p>	<p>Recommendation 6:</p> <p>Strengthen human resources capacity to implement ongoing programme and management priority actions and prepare for the next country strategic plan.</p>	<p>Subrecommendation 6.1:</p> <p>Simplify budget revision processes and ensure sufficient human resources.</p> <p>i. Ensure that adequate time, systems and support (human resources from the Regional Bureau for the Middle East and Northern Africa or headquarters) are available to country office staff when they prepare country strategic plan revisions.</p>
<ul style="list-style-type: none"> While WFP advocated for donors to earmark contributions only at the CSP level, in order to best allocate funds as pipeline breaks occur, most contributions were still earmarked at CSP activity level and (on SO1 activity 1) even by modality (vouchers versus cash). The targeting of CSP activities in operational plans is justified and realistic based on existing mapping and assessments and on available resources. 	<p>Earmarked contributions did not align with the environment in which WFP operated and have hindered the provision of timely assistance. In-house flexibility with budget and multilateral funds allowed for sufficient adaptations to ensure continuity of assistance. Beneficiary targeting criteria and processes have adapted to funding constraints and evolving needs.</p>	<p>Recommendation 3:</p> <p>Focus donor engagement on core funding, flexibility and response to national priorities.</p>	<p>Subrecommendation 3.1:</p> <p>Continue to advocate unearmarked core funding and multi-year funding, especially for cash-based transfers and food assistance for both Lebanese and refugee population groups.</p>

Acronyms

3RP	Regional Refugee and Resilience Plan
AAP	Accountability to Affected Populations
ACR	Annual Country Report
ADE	Aide à la Décision Économique
ATM	Automatic Teller Machine
AUB	American University of Beirut
BAWG	Basic Assistance Working Group
BCG	Boston Consulting Group
BLF	Banque Libano-Française
CaLP	The Cash Learning Partnership
CAMEALEON	Cash Monitoring, Evaluation, Accountability and Learning Organizational Network
CBT	Cash-Based Transfers
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CEDRE	Conference for Economic Development and Reform through Enterprise
CEQAS	Centralized Evaluation Quality Assurance System
CO	Country Office
CONOPS	Concept of Operations
COVID-19	Coronavirus Disease
CRF	Corporate Results Framework
CSP	Country Strategic Plan
CSPE	Country Strategic Plan Evaluation
CTR	Cost Transfer Ratio
DAC	Development Assistance Committee
EB	Executive Board
ECHO	European Commission Civil Protection and Humanitarian Aid Operations
EM	Evaluation Manager
ET	Evaluation Team
EMOP	Emergency Operations
EPR	Emergency Preparedness Response
EQ	Evaluation Question
ERTs	Emergency Response Teams
ESCWA	United Nations Economic and Social Commission for Western Asia
EUTF	European Union Trust Fund
FAO	Food and Agriculture Organization
FCS	Food Consumption Score
FFA	Food Assistance for Assets
FFT	Food Assistance for Training

FSOM	Food Security Outcome Monitoring
FSSWG	Food Security Sector Working Group
GEWE	Gender Equality and Women's Empowerment
GDP	Gross Domestic Product
GII	Gender Inequality Index
GRM	Grievance Redress Mechanism
HDI	Human Development Index
ICRC	International Committee of the Red Cross
ICT	Information and Communications Technology
IDPs	Internally Displaced Persons
IDS	Institute of Development Studies
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
IMF	International Monetary Fund
IOM	International Organization for Migration
IRM	Integrated Road Map
LBP	Lebanese Pound
LCRP	Lebanon Crisis Response Plan
LOUISE	Lebanon One Unified Inter-Organisational System for e-Cards
LRC	Lebanese Red Cross
M&E	Monitoring and Evaluation
MEHE	Ministry of Education and Higher Education
MoA	Ministry of Agriculture
MoSA	Ministry of Social Affairs
MoH	Ministry of Health
MPC	Multi-Purpose Cash
NBP	Needs-Based Plan
NGO	Non-Governmental Organization
NPTP	National Poverty Targeting Programme
NRC	Norwegian Refugee Council
NSSF	National Social Security Fund
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OEV	Office of Evaluation
OMS	Operation Management Support Office
PDM	Post-Distribution Monitoring
PMT	Proxy Means Testing
PRRO	Protracted Relief and Recovery Operations
PRS	Palestinian Refugees from Syria

PSEA	Prevention of Sexual Exploitation and Abuse
RACE	Reaching all Children with Education
RBC	Regional Bureau in Cairo
RBM	Results-Based Management
rCSI	Reduced Coping Strategy Index
SDGs	Sustainable Development Goals
SGBV	Sexual and Gender-Based Violence
SMEB	Survival Minimum Expenditure Basket
SO	Strategic Outcome
SOP	Standard Operating Procedure
SPR	Standard Project Report
SSN	Social Safety Net
ToC	Theory of Change
ToR	Terms of Reference
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCCD	United Nations Convention to Combat Desertification
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNESCO	United Nations Education Scientific Cultural Organization
UNHC	United Nations Humanitarian Coordinator
UNHCR	United Nations Higher Commissioner for Refugees
UNHAS	UN Humanitarian Air Service
UNICEF	United Nation Children's Fund
UN-OCHA	United Nations Office for Coordination of Humanitarian Affairs
UNRC	United Nations Resident Coordinator
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UNSCR	United Nations Security Council Resolution
UNSDCF	United Nations Sustainable Development Cooperation Framework
UNSDG	United Nations Sustainable Development Group
UNSF	United Nations Strategic Framework
VAM	Vulnerability Analysis and Monitoring
VASyR	Vulnerability Assessment of Syrian Refugees
VfM	Value for Money
WB	World Bank
WEF	World Economic Forum
WFP	World Food Programme
WINGS	WFP Information Network and Global System

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