

MANAGEMENT RESPONSE TO THE RECOMMENDATIONS FROM THE REPORT ON THE EVALUATION OF THE EU MADAD PROJECT: “STRENGTHENING SAFETY NETS IN LEBANON TO SUPPORT THE MOST VULNERABLE LEBANESE AND SYRIAN REFUGEES”



MR focal point: Soha MOUSSA

MR Lead: Liljana JOVCEVA

BACKGROUND

This document presents the findings of the Decentralized Evaluation (DE) of the World Food Programme’s (WFP) European Union (EU) MADAD Project: “Strengthening safety nets in Lebanon to support the most vulnerable Lebanese and Syrian Refugees” funded through MADAD TF-MADAD/2019/T04.153 and implemented from February 2019 to February 2025. The evaluation was conducted as part of the contractual obligations between WFP and the EU. It aims to address the dual and mutually reinforcing objectives of accountability and learning which were equally prioritised in the analysis with gender treated as a cross-cutting objective.

The evaluation made a total of 5 recommendations. The response presented below sets out whether WFP Lebanon CO agrees, partially agrees, or disagrees with the evaluation Recommendations and sub-Recommendations. It presents the planned (or taken) actions, responsibilities, and timelines.

Recommendations and sub-Recommendations [one Recommendation/sub-rec per row, deadlines in brackets]	Recommendation and sub-Recommendation lead office ¹	Management response ²	Actions	Action lead office ³	Action deadline (Indicate month and year)	Status ⁴	HQ COMMENTS 20240922
Priority: High Recommendation 1: Relevance, effectiveness and impact of cash transfers Deadline: December 2026	WFP Programmes and RAM						

¹ Indicate the lead office, with any supporting offices in brackets

² Indicate whether each Recommendation and sub-Recommendation is 'Agreed', 'Partially agreed' or 'Not agreed'. Briefly justify partially or not agreed

³ Indicate the action lead, with any supporting offices in brackets

⁴ Indicate the current status of the action – Not started/ Ongoing/ Completed

<p>Priority: High</p> <p>Sub-recommendation 1.1:</p> <p>As implemented by WFP</p> <p>Lebanon, in contexts where the needs of vulnerable populations are wide-ranging and high, the continued provision of unconditional and unrestricted cash transfers should be prioritised to help address short-term essential needs while ensuring maximum choice for recipients on how best to spend their assistance. TVs should be aligned with the [S]MEB gap based on ECMEN to the extent possible. To ensure continued alignment over time, TVs should be reviewed whenever there are significant changes in context and be adjusted taking into account issues such as changing market prices, currency fluctuations and available resources.</p> <p>Deadline: December 2026</p>	WFP Programmes and RAM	Agreed (resource availability and donor conditionality permitting).	<p>The provision of unconditional and unrestricted cash and maintaining a TV that is fully aligned with the SMEB and based on ECMEN are contingent on donor restrictions (earmarking) and resource availability. WFP will continue to proactively advocate for flexible and unrestricted funding and will seek alignment on the side of donors to fulfil this recommendation.</p> <p>The calculation of the economic capacity of households (refugees, Lebanese) to meet their essential needs (ECMEN) has been utilized to establish the recommended TV, ensuring a more accurate assessment of the needs. ECMEN is regularly monitored by WFP's outcome surveys to assess the impact of cash assistance. Market prices and economic capacity are continuously monitored.</p>	WFP Programmes and RAM	September 2025	Completed	
---	------------------------	---	--	------------------------	----------------	-----------	--

			<p>Providing the survival minimum expenditures basket (SMEB) and the minimum expenditures basket (MEB) continue to serve as the primary references for determining the cost of basic needs. These baskets are extensively discussed/validated in sector working groups and with line ministries for alignment.</p> <p>In addition, WFP publishes price monitoring reports together with the Ministry of Economy and Trade, as well as market monitoring reports, providing valuable insights into the economic situation.</p>				
--	--	--	---	--	--	--	--

<p>Priority: High</p> <p>Sub-recommendation 1.2: To the extent possible, increased alignment should be sought between cash assistance and interventions which provide the potential for economic inclusiveness. The adoption of an approach, which would involve linking the provision of cash to complementary activities (e.g. provision of productive assets and/or training) or services (e.g. referral to health or education services), where feasible and where available, to support the potential to improve HH socio-economic outcomes in the longer-term. In Lebanon, for Lebanese citizens this is in line with Pillar 1 of the NSPS.</p> <p>Deadline: December 2026</p>	WFP Programmes	Agreed	<p>While agreed in principle, the recommendation needs to be nuanced for Syrians and Lebanese due to contextual factors.</p> <p>For Syrian refugees, the problem lies in the vast gap between humanitarian needs and available funding for cash assistance for basic needs on the one hand, and the large number of refugees in need versus the limited existing livelihood opportunities provided through the livelihood sector on the other hand, especially with existing restrictions of sectors in which Syrian refugees can work.</p> <p>Further, complementary activities such as healthcare have also come under significant strain due to funding shortfalls, limiting the possibility of referrals.</p> <p>WFP will continue to advocate with MoSA for allowing refugees to be included in sectors where their skills can be of added</p>	WFP Programmes	Ongoing	December 2026	
---	----------------	--------	---	----------------	---------	---------------	--

			<p>value. Further, WFP will continue to explore through the Lebanon Cash Working Group, Food Security and Agriculture and Livelihood sectors to create linkages between unconditional and conditional assistance programmes to the degree possible in view of the limitations mentioned above.</p> <p>For Lebanese families, WFP will continue working closely with MoSA and relevant LRP working groups and sectors to support the implementation of the NSPS by aligning its programmes to the NSPS pillars where relevant and establish linkages where possible.</p> <p>Where possible, WFP will leverage its collaborations with other ministries (e.g. Ministry of Agriculture) to facilitate referrals between social assistance and productive government programmes</p>				
--	--	--	---	--	--	--	--

--	--	--	--	--	--	--	--

Priority: High Recommendation 2: Gender integration Deadline: July 2026	WFP Programme and Partnerships staff						

<p>Priority: High</p> <p>Sub-recommendation 2.1: Where resources are available, collaboration with UN Women (or other specialised agencies) to provide gender-related, PSEA and disability inclusion training and capacity strengthening to project partners should continue to be part of WFP's programming and project planning. WFP should continue implementing the recommendations from the 2023 Gender Study (such as top-ups for recipients with additional costs related to gender, age, disability and other vulnerabilities). Where SDCs benefit from this training, this is in line with Pillar 4 of the NSPS.</p> <p>Deadline: December 2025</p>	<p>WFP Lebanon - Gender, Protection and Accountability to affected Population (AAP) team</p>	<p>Agreed (with the provision on available resources).</p>	<p>WFP continuously collaborates with specialised entities on GESDI and will continue to provide targeted support to partners where required and in line with available resources</p> <p>Capacities and tools will continue to be enhanced to mainstream gender equality and disability inclusion. The tools used for evidence generation including vulnerability assessments, targeting approaches, monitoring tools, as well as reports, are all informed by gender, age, and disability analysis.</p> <p>In addition, for refugee families (and Lebanese families part of the SRSN), gender and disability-related variables are included at each targeting formula calibration.</p> <p>WFP will continue to support the Government of Lebanon to mainstream gender and disability inclusion</p>	<p>WFP Lebanon - Gender, Protection and AAP team</p>	<p>September 2025</p>	<p>Completed</p>	
---	--	--	---	--	-----------------------	------------------	--

			<p>in national safety nets for Lebanese families as part of the NSPS implementation and will prioritize actions in line with the Government's priorities.</p> <p>WFP has recently integrated gender, protection and disability awareness in the 2025 AMAN recertification training package. The training was attended by all MoSA field staff participating in the AMAN recertification exercise.</p>				
--	--	--	---	--	--	--	--

Priority: High Recommendation 3: Targeting models. Deadline: December 2026	WFP Lebanon – Programmes, RAM, AAP, Country Director						

<p>Priority: High</p> <p>Sub-recommendation 3.1: Where WFP has the ability to implement and/or influence targeting approaches, the application of multiple models, as seen with the MPC should be prioritised. In Lebanon, if feasible, WFP should advocate for this approach to be adopted in the Government's social protection programming and provide the necessary technical assistance to the GoL to support its application.</p> <p>Deadline: December 2026</p>	WFP Lebanon – Programmes, RAM, Country Director	Agreed.	<p>As part of the TA agreement currently in place with the MoSA (as well as the one being foreseen for 2026), WFP will continue to provide technical assistance to the government on National Social Safety Net recertification of vulnerable households. For the ongoing shock responsive safety net (SRSN) component of the social assistance programmes in MoSA: As MoSA is currently mandated to lead and coordinate all emergency and recovery cash assistance interventions in Lebanon in the aftermath of the war, WFP supported MoSA in designing and applying a targeting model for the newly registered caseload, and will advocate that good targeting practices and lessons learned are taken on board for longer term social assistance programmes.</p>	WFP Lebanon – Programmes, RAM	Completed	September 2025	
---	---	---------	--	-------------------------------	-----------	----------------	--

<p>Priority: High</p> <p>Sub-recommendation 3.2: Further effort is required to build trust with communities to alleviate beneficiary concerns with regard to exclusion from assistance and to create better understanding of why some are selected to receive assistance and others are not. This applies to both Lebanese citizens (particularly former NPTP beneficiaries and is linked to Pillar 1 of the NSPS) and refugees.</p> <p>Deadline: June 2026</p>	AAP, Programmes	<p>Partially agreed.</p> <p>The targeting approach is complex and WFP has made substantial efforts to enhance its information and communication strategy with beneficiaries for a better understanding of the programme and its targeting approach, in line with recommendations of previous evaluations. However, there are limitations in communicating the intricacies of a complex targeting approaches to the general public. WFP will continue to invest in efficient information sharing with communities with a view to increase their trust in WFP's programmatic decisions (including</p>	<p>WFP will maintain diverse channels to reach different audiences with relevant information pertaining to WFP programmes and be reached by these communities to receive their grievances as part of WFP's community engagement approach.</p> <p>In addition to continued community engagement, WFP Lebanon will liaise with WFP HQ to seek guidance and best practices from other WFP operations on how to communicate around complex targeting and build trust with communities.</p> <p>For the vulnerable Lebanese population, WFP in coordination with MoSA will soon begin communicating ineligibility decisions to households which will not be included in phase 2 of the SRSN - emergency/recovery assistance. This communication will be designed in clear and accessible language to</p>		Ongoing	June 2026	
--	-----------------	---	--	--	---------	-----------	--

		targeting and beneficiary selection) and maintain open feedback channels to receive and process grievances from affected populations.	help households understand the reasons for their exclusion. Similarly, WFP will also continue to advocate with MoSA to ensure that ineligibility decisions are communicated in lay terms in the frame of the 2025 AMAN recertification exercise, which commenced in October 2025 with technical support of WFP.				
--	--	---	---	--	--	--	--

<p>Priority: High</p> <p>Recommendation 4: TA processes</p> <p>WFP globally should consider developing more tailored guidance for working with governments to strengthen social safety nets, building on the operational experience and learnings from the WFP Lebanon Country Office (in a similar vein to the interim guidance for cash programming).</p> <p>Deadline: December 2026</p>	<p>WFP Senior Management</p>		
---	------------------------------	--	--

<p>Priority: High</p> <p>Sub-recommendation 4.1: In countries with fragmented and nascent social protection programmes, WFP should provide TA to strengthen government capacity to implement such programmes. Realistic timeframes for TA provision should be established from the outset and documented in a joint Plan of Action and MoU.</p> <p>Deadline: December 2026</p>		Agreed.	<p>WFP is currently preparing a Technical Assistance (TA) agreement with MoSA for 2026. This agreement will serve as the foundation for a formal Memorandum of Understanding (MoU) and any subsequent workplans. Similar to the previous MoU, developed in 2024 and signed in April 2025, the upcoming agreement is expected to include a detailed timeline outlining all deliverables. The TA agreement will consolidate and structure the various ongoing collaboration streams between WFP and MoSA under a unified framework, including: 1. Support within the framework of the SRSN: WFP is providing technical assistance to MoSA, formalized through the WFP-MoSA collaboration note. 2. Support to MoSA's central Grievance Redress Mechanism (GRM): This is an ongoing collaboration aimed at</p>	WFP Senior Management	Ongoing	December 2026	
---	--	---------	--	-----------------------	---------	---------------	--

			<p>strengthening the Ministry's GRM systems. 3. Planned extension of GRM channels to Social Development Centers (SDCs): This upcoming initiative will expand the reach and accessibility of the GRM.</p> <p>WFP Lebanon is also expecting a Social Protection mission from HQ in Nov 2025 to look at the current TA provided by WFP to MoSA and derive lessons learnt from the operational experience of Lebanon in running TA, and thus guide and inform the global social protection guidance.</p>				
--	--	--	--	--	--	--	--

<p>Priority: High</p> <p>Sub-recommendation 4.2: TA processes to governmental authorities should start with a consultation process to identify gaps in, governance, safety net design, systems, processes and operation. Subsequently, a joint plan of action setting out expected outcomes, outputs, activities and timelines should be agreed with the authorities from the outset and documented in an MoU.</p> <p>Deadline: December 2026</p>		Agreed.	<p>This process is expected to commence in 2026. Government entities in general, and MoSA in particular, are currently undergoing a restructuring exercise. The newly proposed organizational structure should in essence be aligned with MoSA's strategic priorities and long-term vision. In this context, WFP has recently engaged in informal discussions with the Ministry to inform the design of MoSA's organizational structure, particularly in areas relevant to ongoing collaboration. Once MoSA finalizes its internal restructuring, the Ministry will identify existing gaps across several dimensions, including governance, social safety net (SSN) design, systems, and human resources.</p> <p>WFP will maintain regular engagement with MoSA to ensure that key areas requiring support are clearly identified and incorporated into the</p>	WFP Senior Management	Ongoing	December 2026	
--	--	---------	---	-----------------------	---------	---------------	--

			forthcoming TA MoU referenced above.				
--	--	--	---	--	--	--	--

<p>Priority: High</p> <p>Recommendation 5: Capacity strengthening</p> <p>WFP should hold further dialogue with the Government of Lebanon to identify the potential support that WFP can provide to strengthen connection between MoSA at central and field levels (in line with Pillar 4 of the NSPS), particularly in relation to the GRM, to sustain successful capacity strengthening that has taken place under MADAD at both levels.</p> <p>Deadline: December 2025</p>	WFP Lebanon – Programmes and Country Director						
<p>Priority: High</p> <p>Sub-recommendation 5.1: Vertical integration between central and field/SDC levels of MoSA to ensure that the operational knowledge and updates are transmitted to SDCs (including social workers) and where relevant, onwards</p>	WFP Lebanon – Programmes and Country Director	Agreed. Contingent on uptake by the government.	WFP still maintains its support to MoSA in running the dedicated call center established centrally since 2024, facilitating receipt, escalation and resolution of grievances from the community.	WFP Lebanon – Programmes	Ongoing	December 2026	

<p>to beneficiaries. This is likely to include strengthening the expansion of GRM services to SDC/social worker level; continued strengthening of verification and M&E data collection activities; standardizing and simplifying updates on issues such as eligibility.</p> <p>Deadline: December 2026</p>			<p>Simultaneously, WFP continues to support the training of MoSA social workers on various data collection tools including for verification and outcome monitoring purposes among others. In the meantime, WFP is preparing with MoSA to launch the project on increasing the GRM channels, through extending the GRM to 10 pilot SDCs. This includes securing the necessary infrastructure and ensuring alignment with the broader MoSA digitization strategy. Overall, this intervention will:</p> <ul style="list-style-type: none"> Enhance accessibility of citizens to the GRM locally; Strengthen accountability and responsiveness of SDC staff; Build the capacity of the SDC staff for effective grievance handling; Equip the infrastructure to securely connect to MoSA's central hub; Introduce lessons learnt and standardization of SDC 				
--	--	--	---	--	--	--	--

			infrastructure for future interventions; Establish a Disaster Recovery Location for MoSA's central hub at a designated SDC.				
--	--	--	--	--	--	--	--