

LEBANON RESPONSE PLAN (LRP) BUSINESS CONTINUITY PLAN (BCP)

Background: Since 2019, Lebanon has been grappling with an unprecedented multi-layered political, economic, financial and public health crisis that undermines the subsistence capacity of already vulnerable populations. Individuals and families have fallen deeper into poverty due to currency depreciation, high inflation, rising food prices and loss of income. Meanwhile, Lebanon continues to be impacted by the Syria crisis, and hosts a large, displaced population, adding further pressures on already deteriorated basic services. In addition, since October 2023, the escalation of hostilities along the Southern border has led to sizable displacement and destruction, which by the end of September 2024 has turned into conflict geographically expanded to the majority of the country. The situation is extremely volatile, with registered displacement rates of over 1,000,000 people and the increasing risk of broader regional conflict. The global, regional, national crises, together with national endemic challenges have significantly strained local resources and push service capacities to their limits.

Rationale for the LRP Business Continuity Plan: To respond to a rapidly changing context, the response mechanism in Lebanon holds two separate but interconnected workstreams: the **LRP Business Continuity Plan** (*for emergencies within current response capacities*) and the **HCT Contingency Plan** (*for emergencies beyond current response capacities*).

The Business Continuity Plan was initially initiated in 2020 under the LCRP, triggered by COVID-19, to ensure that interventions could continue despite the rapidly changing context. It has since then been updated to encompass additional risks such as cholera, social instability, and population movements. In 2024, it was extended to the broader LRP. The LRP Business Continuity Plan specifically serves to:

- **Map out and understand the context in which the LRP operates** - including current impact on the response, future risks, as well as the interaction between the context and LRP interventions
- **Identify actions that sectors and partners can take to minimize negative impacts and maximize positive outcomes** including both prevention and preparedness measures at national, sub-national, Inter-Sector, and cross-sectoral level.
- **Outline existing LRP response capacity in-country** - including coordination arrangements at local level, and relation with key authorities.

The main risks identified that impact LRP operations within current response capacities—stemming from various political, economic, social, and environmental drivers—are:

- **Risk 1: Lack of containment of outbreaks and infectious diseases**
- **Risk 2: Sharp deterioration in protection space contributing to involuntary movements**
- **Risk 3: Increased social instability and violence**
- **Risk 4: Supply gaps (including for fuel and electricity)**
- **Risk 5: Pressure on partners due to increasing needs and shrinking fundings**
- **Risk 6: Access gaps and closing operational space**
- **Risk 7: Operational risks linked to transfer values and currency fluctuations**

For emergencies within current response capacities, the Business Continuity Plan analyzes risks related to operations under the LRP and identifies prevention and preparedness measures. Given the significant shift in the country's context, the BCP has been revised to analyze existing risks to ongoing programming, including the escalation of hostilities in the south and its impacts and targeted/uncontrolled strikes elsewhere.

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I. Risk Analysis, Prevention and Mitigation Measures

The Business Continuity Plan (BCP) for the Lebanon Response Plan (LRP) identifies key risks that could impact operations in 2024 and establishes a framework for tracking actions to prevent and mitigate these risks. The latest risk analysis was conducted in July 2024 through consultations at both national and sub-national level by national sector working groups as well as sub-national inter-sectors. Through this process, it was also identified how these risks are currently impacting the operational environment, as well as how they could impact operations in the future.

The escalation of hostilities in the South is considered a cross-cutting issue that affects all risks under the BCP. This escalation not only exacerbates existing vulnerabilities but increases the magnitude of the risks and their impacts on every aspect of the LRP's operations. As such, the BCP revisions address these broader implications, ensuring that response strategies are adapted to mitigate the impact of escalating hostilities across all sectors and regions.

By continuously monitoring these risks and adjusting the response plan accordingly, the ISCG aims to maintain the business continuity of the LRP. Collaboration among all partners will be essential in ensuring the continued delivery of critical services to those in need.

Risk 1: Lack of containment of outbreaks and infectious diseases

Overview of Risk: Lebanon is currently facing a precarious situation that leaves it highly vulnerable to disease outbreaks, with the overall risk of infectious diseases on the rise. Several critical factors exacerbate this vulnerability, including widespread strikes, high level of displacement, inadequate and insufficient shelter options, non-functioning markets, supply breaks and further deterioration of socio-economic conditions as well as inadequate access to clean water and sanitation. Key issues contributing to this risk are the decline in water and sanitation infrastructure, poor sanitary conditions, insufficient water quality and quantity, and environmental degradation. Additionally, congested living conditions and limited access to healthcare services further compound the problem.

The escalation of hostilities in the South leading to a situation of conflict in the large majority of the country has intensified these challenges. Hostilities have disrupted essential health and nutrition services, damaged public water supply infrastructure, strained humanitarian resources, and increased displacement, further complicating the containment of disease outbreaks. The unstable situation has hindered access to affected areas, exacerbated existing vulnerabilities, and potentially increased the risk of disease transmission. This situation significantly impacts ongoing health programs and emergency responses, complicating efforts to manage and contain outbreaks effectively.

Recent history underscores the severity of this risk. Lebanon experienced a cholera outbreak in 2022—the first in three decades—in high-risk areas and faces increased population movement both within and across borders. The combined effects of underfunding and confirmed cases of polio and cholera in neighboring countries further heighten the risk of these diseases spreading to Lebanon. In addition to endemic seasonal outbreaks such as varicella and hepatitis A, recent years have seen a resurgence of preventable diseases like cholera, alongside ongoing challenges posed by COVID-19. These outbreaks have severely depleted the Ministry of Public Health's (MoPH) capacity for early detection, overwhelmed the laboratory network, exhausted healthcare personnel and resources, and stretched the limited capacity for outbreak response and management.

The economic crisis has led to a sharp decline in vaccination coverage among both Lebanese and displaced populations, significantly increasing the risk of vaccine-preventable diseases. The overstretched healthcare workforce, managing multiple emergencies concurrently, faces additional challenges due to shortages of vaccines and essential resources. Moreover, the economic crises coupled with poor sanitation namely in sites of displacement pose a risk for infections i.e reproductive tract infection that might lead to severe consequences if not treated.

To address this risk effectively, partners and health organizations must remain vigilant, maintain updated contingency stocks, and promptly report any suspected emerging communicable diseases to the Epidemiological Surveillance Unit (ESU) at MoPH. Failure to manage outbreaks adequately could overwhelm the already fragile health system, impair partners' ability to deliver critical services, and limit access to essential care for the population.

RISK MATRIX – RISK 1: LACK OF CONTAINMENT OF INFECTIOUS AND COMMUNICABLE DISEASES		
Current Impact on Operational Environment	Likelihood/ Impact	Future Risk and Impact
Increased needs to strengthen public health capacity to prepare for and prevent emerging and epidemic-prone infectious diseases.	Likely/ High	Compromised national health system and decreased access to medical services due to increased need for strengthening public health capacity.
Increased needs to strengthen capacity for the early detection and investigation of outbreaks of emerging and epidemic-prone infectious diseases.	Likely/ High	Decreased ability to contain outbreaks because of insufficient capacity for early detection and investigation.
Lack of capacity to implement high-impact control strategies for rapid response to high-risk emerging and epidemic-prone infectious diseases.	Likely/ High	Decreased ability to respond timely and contain outbreaks due to a lack of capacity for implementing high-impact control strategies. Increase incidence of infections and acute malnutrition consequently and unattended high-risk children with acute malnutrition
Insufficient national capacity to respond to outbreaks , impacting access to primary and hospital care services.	Likely/ High	Compromised health system and decreased access to services resulting from insufficient national capacity to respond to outbreaks. Increase defaulting rates from malnutrition programmes and decrease coverage of preventive activities, as a result increase in rates of malnutrition
Increased needs and decreased funding force partners to further prioritize and repurpose available funds , affecting access to life-saving interventions.	Likely/ High	Reduced capacity by health sector partners and decreased access to life-saving interventions , leading to increased morbidity and mortality due to repurposing of funds.
Escalation of hostilities in the South exacerbates the strain on the healthcare system, including human resources, training needs, and urgent medical equipment, including infection control measures.	Likely/ High	Further strain on the healthcare system, risk for interrupted health and nutrition care services, increased stress and fatigue among staff, and compromised outbreak response , exacerbated by the escalation of hostilities in the South.
Outbreaks hinder the access to other basic services such as education, water, and food , and further impact the already deteriorating economy.	Likely/ High	Interruption of basic services , impacting vulnerable populations due to outbreaks affecting education, water, and food services.
Partners face some constraints in following adequate health and safety measures , including the provision of needed PPE.	Likely/High	Compromised safety of partners and gaps in support for vulnerable populations due to constraints in maintaining health and safety measures, including PPE.
Marginalized populations are directly exposed to infectious diseases due to illiteracy, poor living conditions , and reduced access to services. High population density and lack of sanitation increase communicable diseases.	Likely/ High	Rapid spread of diseases in poor and overcrowded areas due to exposure among marginalized populations.
Dysfunctional water supply and wastewater infrastructure, including those damaged due to the escalation of hostilities, will increase the risk of communicable diseases, including cholera, which will increase healthcare expenditures across countries.	Likely/ High	Increased risk of disease outbreaks and acute malnutrition, particularly waterborne diseases , resulting from insufficient access to safe water and contamination with wastewater.
Substandard sanitation facilities and inaccessibility to access safe and sufficient water, mainly at the informal settlements and IDP collective shelters will increase the risk of communicable diseases, which will increase healthcare expenditures across countries.	Likely/ Medium	Increased risk of disease outbreaks and acute malnutrition, particularly waterborne diseases , resulting from inadequate sanitation facilities and access to safe water.
Gaps in capacity and information flow towards national actors and community-based organizations have been reported. Additional support is	Likely/ Medium	Low awareness leading to reduced vaccination rates and more outbreaks due to gaps in capacity and information flow.

required, especially related to vaccinations. There is also a lack of a unified platform for information (e.g., MoPH and WHO use separate platforms).		
Uncoordinated information, especially related to vaccinations, affects INGOs, NNGOs, and communities, leading to reluctance in fieldwork and service provision.	Likely/ Medium	Delays and negative impact on staff wellbeing , with a high risk of further outbreaks, resulting from uncoordinated information and reluctance in fieldwork.
The escalation of hostilities in the South further complicates containment efforts by disrupting health services and increasing displacement, which impacts ongoing health programs and emergency responses.	Likely/ High	Compromised containment of outbreaks, increased burden on the health system, and potential disruption of ongoing health programs due to the escalation of hostilities in the South.

PREVENTION & PREPAREDNESS MEASURES – RISK 1: LACK OF CONTAINMENT OF INFECTIOUS AND COMMUNICABLE DISEASES		
PREVENTION		STATUS/GAPS
Inter-Sector	Utilize administrative directives, organizational and operational capacities to implement strategies and policies, and enhance coping mechanisms to reduce the adverse impacts of hazards and public health emergencies.	Ongoing
	Adhere to emergency management plans and institutional arrangements to engage and guide government, voluntary, and private agencies in a coordinated response to comprehensive emergency needs.	Ongoing
	Implement preventative measures and issue operational guidelines for partners (including those operating in the education sector) and the public specific to diseases. Ensure partners uphold standard infection prevention, control, and hygiene measures as well as vaccination campaigns when necessary and possible	Ongoing
	Distribute protective equipment, soap, and sanitizer based on disease nature.	Ongoing
	Risk Communication and Community Engagement: <ul style="list-style-type: none"> ● Maintain a unified platform and/or SOPs (Standard Operating Procedures) for risk communication and community engagement to ensure vital information is disseminated. ● Reinforce sector and partner responsibilities in improving information sharing and awareness. ● Support ongoing RCCE (Risk Communication and Community Engagement) efforts at national and regional levels. ● Engage local authorities in coordinating, planning, implementing, and monitoring activities. ● Ensure coherence between service continuity plans and other relevant public health emergency management plans. ● Liaise with Public Health Emergency Operation Center (PHEOC) to ensure coordinated planning and implementation ● Health and Hygiene Awareness Campaigns in Schools and learning centres when feasible ● Integration of preventive infection prevention control messages as part of IYCF and SBC nutrition messages. 	Ongoing
PREPAREDNESS		STATUS/GAPS
Inter-Sector (with WaSH and Health Sectors)	Maintain planning assumptions for LRP, ensuring prevention measures are applied across sectors. Disseminate lessons learned and good practices within and across sectors.	Ongoing
	Include budgets for Personal Protective Equipment (PPE) procurement where applicable.	Ongoing
	Regularly update and share Inter-Agency guidance documents based on the situation.	Ongoing
	Ensure the availability of Rapid Response Teams (RRT) for suspected or confirmed cases in informal settlements, shelters, and overcrowded areas, both urban and rural. Consider a sustainable approach to reduce reliance on NGOs by strengthening MoPH capacity for effective responses.	Ongoing

	<p>Implement new monitoring schemes for remote preparedness:</p> <ul style="list-style-type: none"> - Develop an M&E toolkit for remote modalities and improve online service quality measurement. - Share lessons learned and best practices across all sectors with partners. - Conduct an RNA/eRNA (or similar initiatives targeting people in displacement outside collective shelters) and detailed health-WaSH assessment within 3 days of emergency onset. - Assess hygiene practices related to water needs and sanitation habits. - Identify gaps in basic services among displaced populations affecting hygiene/sanitation preferences. 	GAP
Health Sector	Enhance coordination within the Health sector through the NHSWG and sub-national working groups (e.g., RH sub working group and national mental health task force).	Ongoing
	Improve cross-sectoral coordination, particularly with WaSH, Protection, GBV, Nutrition, Education, and RCCE task forces.	Ongoing
	Ensure effective communication and coordination with PHEOC and ESU.	Ongoing
	Maintain open and effective communication with partners and sub-national levels, including MoPH, DRM, and relevant stakeholders.	
	Strengthen coordination and communication between national and sub-national levels across all layers, including government, lead agencies, sector coordination mechanisms, and partners.	GAP

Risk 2: Sharp deterioration in protection space contributing to involuntary movements

Overview of Risk: Since late 2019, the country has been grappling with the consequences of multi-layered crises in Lebanon, including at political, financial and socio-economic levels. At the same time, over the last decade, Lebanon has hosted a large community of forcibly displaced Syrians placing a significant additional burden on the country in absence of meaningful prospects for larger-scale durable solutions. Depleted resources and the weak functioning of public services have exacerbated existing vulnerabilities and affected people's access to services and enjoyment of rights across populations. Within this context, social tensions and host-community fatigue have significantly increased over the past years sharply impacting the well-being and physical safety of the refugee population and other groups, such as migrants. Political instability, insecurity, and ongoing institutional vacancies have intensified existing inter- and intra-communal tensions, undermining governance and legal and policy reforms necessary to protect women, children, and marginalized groups. In 2023, the existing political and socio-economic challenges were exacerbated by the escalation of the conflict and exchange of fire in the south of the country displacing over 100,000 people to date. Since September 2024, the humanitarian crisis in Lebanon has been escalating daily, driven by increasingly intense exchange of hostilities across the Blue Line, with Israeli air strikes continually expanding geographically targeting critical civilian infrastructure and leading to widespread displacement.

Key protection risks include:

- Rising insecurity continues to elevate harm to both physical and mental health, with increased injuries, casualties, and significant distress countrywide.
- In affected unsafe areas, increasing distress from general instability, airstrikes, sonic booms, displacement, and associated strain, notably among caregivers, children, and older people in Beirut, the southern and eastern parts of the country. Increased needs for mental health support due to related panic attacks, disrupted sleep, substance abuse leading to risks of violence, child neglect with children playing in unsafe locations, child bedwetting, and other indicators of significant deterioration in mental health.
- Shrinking and restrictive protection environment characterized by enforcement of administrative procedures, collective evictions, notices to vacate certain locations, raids, arrests and detention outside due process mainly targeting the Syrian population with spill-over effect on other population groups (ie. PRL/ migrants). This situation contributes to individual and larger-scale relocation and displacement, necessitating negotiations with local officials and an increased cross-sectoral need for shelter, protection and basic assistance, many of which remained unaddressed for a large portion of the displaced.
- Heightened barriers to accessing legal residency and other legal aid services including registration of life events (with associated movement restrictions, arrests, and deportations), and targeted restrictive measures toward displaced populations.
- This situation contributes to individual and larger-scale displacement necessitating negotiations with local officials and an urgent need for basic assistance and protection services.
- Unsafe access into Syria (from both Syrians and Lebanese), as well as onward movements across the Mediterranean and by land also resulting in increasing risk of separation of families and children.
- Loss of jobs and reduction in livelihood opportunities due to the escalation in hostilities, displacement and lack of shelter mainly for Palestinians, Syrians and Lebanese moving from the South of the country contributing to a broad increase in child protection and gender-based violence risks.

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- Limited capacity of the judicial system which contributed to the overcrowding in prisons leaving a high percentage in pre-trial detention with prison conditions deteriorating. Ongoing risk of human trafficking, especially of women and children, with limited ability to monitor.
- Increased exposure to child protection threats and gender-based violence, including child labor, child marriage, intimate partner violence, sexual assault, harassment, and exploitation, due to increased socio-economic constraints. These issues are often driven by the lack of financial resources to pay rent and meet basic needs.
- Increase in the number of children not accessing schools/ out of school children due to conflict and displacement, exacerbating protection risks and long-term detrimental impact on children's educational and emotional development.

These phenomena significantly impact the operating environment for all sector response partners as well as the targeted populations.

RISK MATRIX – RISK 2: DETERIORATION IN THE PROTECTION SPACE AND INVOLUNTARY MOVEMENTS		
Current Impact on Operational Environment	Likelihood/ Impact	Future Risk and Impact
Increased physical insecurity, exposure to UXO and lack of safety in both displaced and host communities, particularly impact access and participation in services. For the displaced populations, limited access to safe housing and alternative solutions.	Highly Likely/ High	<ul style="list-style-type: none"> ● Inter-community tensions have the potential to increase exposure to physical and emotional violence targeting particular groups specifically. ● Insecurity further undermines the protection space, and lead to security incidents targeting the forcibly displaced without legal residency, including who entered irregularly, impact their access to services and may lead to internal movement especially to Palestinian refugee camps as people try to avoid contact with authorities. Decreased presence of security personnel on streets, continued lack of street electricity and weakened rule of law and functioning justice system impact feelings of safety and security across populations, including for beneficiaries seeking to access assistance and LRP partners operating in communities, requiring amended outreach. This is especially reported to impact PRS in Palestinian camps, women, male without legal status and those in urban areas.
Collective and individual eviction threats and incidents remain a major concern. All groups are at risk while for women, children, older persons and those living with disability, eviction may lead to exposure to violence, abuse and exploitation. Eviction drivers include municipal instructions. reappropriation by landlords, inability to pay rent, repurposing of land/property, thefts, crimes, and personal disputes which are increasing because of the deteriorated socio-economic situation, including due to solid waste management and water shortages.	Likely/ High	<ul style="list-style-type: none"> ● Collective evictions and notifications by municipalities or governors have increased and may lead to eviction. ● Eviction threats, due to inability to pay rent particularly after dollarization as well as collective evictions have increased. Impacts households’ feelings of insecurity and risk of exploitation (especially female headed households, single women, persons with disability, child headed households etc.) as they devise ways to avoid eviction. ● Internal movement increases as households search for cheaper accommodation, amid worsening conditions and relocation following evictions. Households likely to move to informal settlements or overcrowded sub-standard accommodation in crowded urban areas (including Palestinian refugee camps) leading to privacy concerns for women and girls and hygiene and mental health concerns. ● Eviction incidents have a high impact on education as children of moving families will have to be registered in new schools which might be challenged by the ability/capacity of the schools to register new students. It also impacts the livelihood of working household members and ruptures community support networks. ● Risk of collective eviction by property owners caused by the need to repurpose land to be more profitable taking up agricultural activities, making new accommodation difficult to find.
Increase in raids, arrests and deportations as well as raids on informal tented settlements and collective housing.	Highly Likely/ High	<ul style="list-style-type: none"> ● As accusations of aid bias, criminality, and smuggling increase alongside worsening economic conditions an increase in raids, arrests and deportations outside due process remain likely; contributing the growing risk of child labour and worst forms of child labour, as families rely on their children to sustain their livelihoods. Key concern areas are those with high density of Syrians with those without legal residency most at risk. ● Also, with the increase of theft incidents and crimes, some communities started to impose communal security measures which include raids by community groups.
Increase in attempted unsafe onward movement by sea (particularly over the summer months).	Likely/ High	Attempted irregular onward movements via sea might increase further depleting displaced, Lebanese and migrants’ resources and risking loss of life and separation of families and children (operational implications in Lebanon for unsuccessful attempts). Increase in risks of fraud and exploitation by smugglers (in some cases the smugglers are taking the money and calling the authorities informing them about the attempt to illegal migration).

<p>Increased living costs, shrinking protection space in Lebanon, and decline of inter-communal relations. are all pressure points for return and involuntary movement to Syria.</p>	<p>Likely/ Medium</p>	<p>Syrians risk coming under intense pressure to return to Syria before they feel safe to do so. Potential increase in return pressure due to a combination of factors; tighter restrictive measures and security incidents, stigmatization in media/social media/news outlets, socio-economic crisis leading to increased cost of goods, high debt and poverty and growing protection risks as a result of conflict escalation.</p> <p>High adaptability to survive on low incomes especially in areas with low share of assistance and services with consequence in terms of health, protection as well as increase in child labour and worst forms of child labour.</p> <p>Increased reports of harassment and sexual exploitation of Syrians displaced, refugees ,migrants, women and girls by landlords, shop owners or employers such as agriculture.</p>
<p>Escalation of hostilities in South Lebanon</p>	<p>High</p>	<p>Expanded conflict with Israel would likely lead to significant internal movements across populations in Lebanon, as well as involuntary return from different Lebanese regions to Syria where relative safety might be assumed. South-South internal movement of Syrians and other nationalities is not highly feasible as municipalities are resistant to new arrivals. Also accessing shelter is limited for Syrians and other nationalities due to unequal measures.</p>

<p>PREVENTION & PREPAREDNESS MEASURES – RISK 2: DECREASED PROTECTION SPACE</p>		
<p>PREVENTION</p>		<p>STATUS/GAPS</p>
<p>Inter-sector (regional and national) – with UN Comms Group</p>	<p>Advocacy for the need for safe, voluntary, and dignified return in line with international principles and protection thresholds and to uphold the principle of non-refoulement.</p>	<p>Ongoing</p>
	<ul style="list-style-type: none"> ● Secure adequate and timely funding for displaced populations and other vulnerable groups in Lebanon through positive engagement with donors and donor conferences and advocate for greater burden-sharing through resettlement programs and other humanitarian pathways. ● Regularly coordinate, communicate, and maintain exchange of information with local authorities (ex. On the status of interventions, specific needs/requirements, and challenges). Work on accountability measures for engagement with authorities and clear guidelines. ● Increase municipal training on due diligence and legal pathways for engagement with communities targeting rural areas with problematic municipal practices. ● Continued and expanded engagement with regional authorities including security agencies through ongoing initiatives (to develop responses to security concerns which do not exacerbate protection risks (detention, raids, eviction) while also addressing rising social tensions. Need to promote more dignified solutions. ● Communication planning to mitigate aid bias perception by communities and local authorities alike. Specifically, maximize the impact of the collective efforts rather than agency/organization specific communications only. 	<p>Ongoing</p> <p>Existing gaps include localized communications, training and coordination with municipalities</p>
	<p>Facilitate effective eviction prevention and preparedness measures through a cross-sector approach to individual eviction incidents (incl. referral pathways, guidance & trainings, housing stock assessments are updated, accessible and available etc.). Promote use of existing guidance on collective evictions to be used as a minimum standard across regions.</p>	<p>Ongoing with funding gaps - individual cross-sectoral and collective eviction guidance exists.</p>
<p>Protection</p>	<ul style="list-style-type: none"> ● Continuity of Protection monitoring programs maintained to identify emerging trends, vulnerabilities, and support prioritization. 	<p>Gaps – communication</p>

	<ul style="list-style-type: none"> • To adapt advocacy and national action plan interventions to target civil servants and public administration level officials as well as ministerial or parliamentary stakeholders. • Advocacy and communication with authorities and communities (sharing protection messages related to eviction prevention, specific escalations, registration, community groups, counter-fraudulent messages). • Granting municipalities, a more enhanced role in terms of building ownership and hence communications with the communities which will help to curb some of the communication gaps and negative perceptions. • Promote the need to introduce new approaches to programming which are inclusive and accessible in the face of growing barriers, facilitate partners to share best practices in relation to program adjustments and the improved quality of remote service delivery. • Promote a conflict and protection sensitive approach to protection cash provision which avoids duplication and avoids causing harm. 	
	Cross-border coordination: Increased monitoring of return intentions and the implications for beneficiaries which may include FAQ and Q&A sessions. This includes messaging and a joint approach.	Ongoing
Social Stability	Anticipate triggers and identify preventative measures in a timely manner through ongoing tension monitoring. Continue coordination and communication with government bodies on assistance targeting & limitations, to prevent aid perception bias and related community backlash.	Ongoing – gaps include the shortage of human resources within local authorities
Livelihoods	Thorough communication and coordination with local authorities, municipalities, regional actors, local partners, informing them about project activities, area of implementation, targeted population and understand security plans and strategy.	
PREPAREDNESS		STATUS/GAPS
	Proper targeting and prioritization through a comprehensive multi-sectoral approach, strengthened referral pathways for sustainable interventions, program adjustment is coordinated within sectors, multi-sectoral response package: Involve protection actors actively in response to emergency escalations/incidents as well as mental health actors. This is requested to be a priority given the current context and learning from previous examples.	Ongoing
Inter-Sector	Identify sites: evictions continue to be reported and site identification is being conducted on a case-by-case manner between relevant partners, government counterparts, and refugee populations themselves. Pre-identification and response planning is required for collective evictions. Confirming and supporting the role of DRM and national partners in identifying alternative shelters ahead of evictions and other emergencies could strengthen a more coherent approach. Prioritize interventions given funding gaps. Cash for work programs could be utilized through enhanced coordination between PRT and Shelter Sectors (e.g., in incidences of freeze of rental fees) to support a decrease in evictions.	Ongoing
Inter-Sector	To enhance the monitoring of sudden changes to the context and operational environment through strengthening and developing cross-sectoral monitoring capabilities with key indicators tracked and reported on for timely joint information sharing and informing response.	Linked to HCT risk monitoring process
Protection	Continuous border monitoring activities/mechanisms at borders. The overall mechanisms remain vague in terms of operationalization and the criteria around it. There is also a need for a continued negotiation with counterparts.	Ongoing with few gaps

Protection	Cross-border coordination. GAP: Increased monitoring of return intentions and the implications for beneficiaries which may include FAQ and Q&A sessions. This includes messaging and a joint approach. Agencies need to establish communication lines and collaboration, preparedness etc.	Ongoing with few gaps
Protection	Supporting people to fast-track documentation: Civil documentation registration and the due process delays with all the associated risks could be strengthened. There are obstacles in the process, not just in the personal status department. This is related to earlier levels such as Mokhtar and hospital related documentation.	Ongoing
Inter-Sector	Promote Inter-Agency referral tools (Inter-Agency service mapping, Inter-Agency referral trend platform, Inter-Agency referral form) ensuring they are fit for purpose and capture accurate information on available services and assistance across sectors and governments. These tools are critical for referring in a timely and accurate manner at-risk individuals in need of assistance, as well as to uphold accountability by identifying bottlenecks in the provision of assistance. Should be promoted across LRP/non-LRP partners. Ensure partners are aware of the emergency function in the service mapping to capture rapid updates made to services. In coordination with municipalities and regional offices, map available services provided by non-LRP partners through the Inter-Agency service mapping.	Ongoing
Protection	Protection in detention and return movements. Ensure that case-management, referrals, family tracing capacities and protection desks are in place.	Ongoing
Protection	Continued advocacy on the fee waiver to access legal residency and the facilitation of legal residency process for those who entered irregularly. Continued advocacy on UNHCR's ability to resume registration of Syrians and other nationalities. Continued advocacy and communications with authorities on main protection concerns and addressing restrictive measures.	Ongoing
Protection	Influx from Syria: response, registration, needs assessment (see HCT contingency plan).	Ongoing
Shelter	Map existing public structures and pre-identified sites suitable for relocating families affected by collective evictions. The current list of pre-identified sites is incomplete and requires updating to ensure preparedness.	Ongoing
Shelter	Continue advocating for increased funding of the Cash-for-Rent program to address the growing number of eviction cases/people in displacement, prioritizing support for the most vulnerable households. Continued advocacy to fund the cash for rent programme to respond to the increasing number of eviction cases, especially to assist the most vulnerable households/profiles.	Ongoing
Shelter	Advocate for funding to rehabilitate unoccupied shelters to temporarily host vulnerable households, ensuring they have access to safe and secure accommodation. Rehabilitate unoccupied shelters to allow for the temporary hosting of vulnerable households/ profiles.	Ongoing
Social Stability	Conduct tension assessments to inform the response and stabilize the environment around the immediate affected areas as well as prevent further escalation. Conduct joint guidance and coordination with government bodies on assistance to Lebanese to ensure complementarity, O&M of interventions, and most efficient & strategic geographic targeting. Expand and enhance the information sharing mechanism between the PRT and the SoST sector on the contextual developments and protection implications.	Ongoing
Protection /Health	Scale up Mental health and psychosocial support services and mainstream MHPSS into sector activities. Enhance MHPSS questions in rapid needs assessment tools and train enumerators. Advocate for increased levels of funding to respond to higher demand and advocate with the Government to address medication shortages.	Ongoing
Protection/Health	Expand community awareness about available clinical management of rape (CMR) facilities and services. Enhancing CMR service provision through capacity development of care providers on CMR, system strengthening including for multi sectoral referrals. Advocate for mobilization of resources for subsidization of CMR services (forensic evidence, legal etc.)	Ongoing
Protection/ Shelter	Continuously update the multi-sectoral guidance note on responding to collective evictions.	Ongoing

Protection /Education	Expand outreach and support to out-of-school children to ensure they are accessing an appropriate protective learning environment, prevent and respond to violence in schools through capacity strengthening and establishment/strengthening of referral mechanisms. Strengthen and align community messaging to reduce perceptions of aid bias, fear in accessing education.	Ongoing
Livelihoods	Implementation of activities at the community level (limiting the need for movement between areas where passing through checkpoints, for example, is required). This should come through identifying neutral and accessible locations that are considered safe by beneficiaries (municipalities might not be the best location to conduct activities in some cases). Raise awareness of beneficiaries to carry their documents/to regularize if possible (training the livelihood sector front liners on the key messages and the Q&As prepared by the protection sector on legal residency and recent developments Note: Men are more affected (by increased mobility limitations including self-restrictions/deportation).	Ongoing with few gaps
Livelihoods	Support partners and provide the needed guidance to enable them to adapt activities (when possible) to accommodate for women's increased request for participation (child-care services). Note: Women increased need/pressure to engage in employment due to men's inability to move.	Ongoing with few gaps
Livelihoods	Prepare guidance material for livelihood actors on how to act in case of access issues (for beneficiaries to activities, or staff to locations)	Ongoing

Risk 3: Increased Social Instability

Overview of risk: Across the country, tensions within and between communities are high, driven by a range of factors. The immediate causes to tensions are mainly economic, including the most quoted tension drivers being 'competition for lower skilled jobs' (54%), and 'competition for services and utilities' (44%). In a context of increasing economic vulnerabilities and depleting services, there is a high risk that increasing vulnerabilities and competition for services could further exacerbate tensions. Such services include electricity, water, education, health, and solid waste management. Although Lebanon has shown tremendous commitment to refugees within its borders, refugee-host community relations have witnessed a rapid negative evolution. Intra-Lebanese relations are also highly volatile, in particular as it relates to the relations between citizens and the state but also between different sects and groups.

Within the current context, there is a high risk that these tensions will further increase, both within and between communities, amidst the deteriorating socio-economic and political crises, including the presidential vacuum, now coupled with the escalation in the South. This situation is compounded by a higher propensity for violence, with actual escalations into violence at the micro-level mirroring the increased inter- and intra-communal tensions.

Incidents of communal insecurity and crime have been escalating, often linked to the presence of foreigners in the country. The community's focus on survival, alongside rising community insecurity, has also led to informal security arrangements. Disputes that were previously resolved amicably are now escalating into clashes and fights. Issues such as disputes between landlords and tenants and tensions related to goods, cash, and services have been exacerbated by intermittent shortages of specific commodities, leading to violence on several occasions.

Online and social media reactions to specific incidents sometimes lead to the spread of fake news, misinformation and disinformation on sensitive topics such as changes in aid provision and security incidents, heightening offline reactions.

The prospective presidential elections and the postponement of municipal elections are additional variables for 2024 that may impact tensions and social stability. Areas of most concern include Beirut, North Lebanon, and the Bekaa governorates. Such tensions are also highly visible online with highly antagonistic sentiments and hate speech mirroring the existing cleavages with heated debates online. Putting this in a historical context, this reflects the legacy of the civil war, as issues in the country's violent past remain unaddressed. In addition, the escalation of hostilities on the Lebanese southern border, particularly in the South and Nabatieh governorates has also contributed to tensions (both inter- and intra-communal) as well as worsening perceptions of physical safety and security.

RISK MATRIX – RISK 3: INCREASED SOCIAL INSTABILITY		
Current Impact on Operational Environment	Likelihood/ Impact	Future Risk and Impact
<p>Negative sentiments against Syrians continue, particularly in municipalities close to informal settlements and/or overcrowded areas.</p> <p>Key tension drivers include competition over jobs and resources, access to services, aid perception bias and high community insecurity.</p> <p>High perception that Syrians are the cause of the rise in insecurity incidents and crime.</p> <p>Escalating tensions and anti-refugee sentiments related to labor and businesses.</p> <p>Increase in restrictive measures and campaigning against Syrians.</p>	Very likely/ high	<ul style="list-style-type: none"> • High risk that tensions will increase, both intra- and inter-communal, leading to allegations, clashes, and confrontations. • Increased association of the displaced Syrians presence with security risks, especially when they are newcomers or single men has a potential for increased negative perceptions and risks. The job competition perception is consistently on the rise. • Increased tensions associated with political support to politicians in Syria, but also on the intra-Lebanese tensions manifesting into tensions and reactions towards displaced Syrians especially in the context of BML. • The risk of intra-communal tensions remains high as the presidential vacuum persists against a continuously deteriorating socio-economic situation.
	Moderately likely/ High	Potential internal movements of displaced Syrians and evictions.
	Likely/High	Skirmishes and physical confrontations related to accessing goods and services are a key concern (linked to risk 6).
<p>Heightened community insecurity with high propensity to violence, impacting the social stability landscape, leading to worsening perceptions of safety, scapegoating of refugees for crime, violence against alleged perpetrators, and informal security. State institutions (including community police) are less able to provide services impacting the rule of law and its implications on access to services, legal documentation, as well as community security.</p>	Very Likely/High	Increased security and safety incidents, with the North remaining the hotspot with some 50% of all reported incidents. The propensity to violence is increasing, with armed clashes and display of weapons impacting the tensions landscape.
	Moderately likely/ High	Micro-level insecurity and increasing incidents should be expected especially given the rise of informal security arrangements.
	Likely/High	Community insecurity will increase with impact on both beneficiaries and partners. Crime including theft, informal groups, increased restrictions to certain areas and higher GBV. The formal channels to mitigate and resolve tensions are less capable with decreased human and financial resources. Nonetheless increased raids and movement restrictions are to be expected in an increasing fashion from both formal state institutions and informal security arrangements.
<p>Competition for services, particularly electricity and solid waste management, cited by 31% as a source of tension. Competition for services is particularly high in Beirut (53%), Baalbek el-Hermel (49%), Bekaa (48%), and Mount Lebanon (42%). In some areas, such perceptions led to incidents where refugees were at risk of eviction or clashes between people or between people and service providers.</p>	Very likely/ high	An increasing number of clashes over services is also being reported. For example, disputes over private generators, used by many to fill gaps in electricity provision, is escalating into violent confrontations, leading to death and injuries.

<p>Surge in hostilities and armed conflict in the South continuing to drive inter- and intra-communal tensions, especially with regards to IDPs and political strife over the engagement in the war</p>	<p>Very likely/High</p>	<p>As more than 90,000 people have been forced to flee their homes, access to shelter/housing is increasingly driving tensions in host regions. Such tensions peaked in November 2023 where 33% listed access to shelter as a key tension driver. As of March 2024, while the prolonged displacement continues to add pressure on host communities and triggers tensions, perceived tensions related to shelter decreased to 18%. Main hotspots remain Mount Lebanon (37%), district hotspot Chouf (96%), South (24%) district hotspot Tyre (31%), and Beirut (18%). Politically, the role of Hezbollah in the conflict and the decision of war are subtopics that continue to fuel tension by the existing political spectrum in the country. Such tensions mainly manifested online and have evolved over time</p>
<p>Intra-Lebanese relations strained by economic factors with a significant surge in strikes and demonstrations, seemingly appeased by government salary reforms.</p>	<p>Likely/medium</p>	<p>Will likely continue and could lead to access issues especially when main roads linking areas and regions are closed. With the increased number of protests, there is a risk of inter-sectarian tensions resulting in confrontations. Areas of concern: [BAALBEK]: Saadnayel, Taalabaya, Zahle, Qab Elias, Chtoura, Baalbek [BML]: Beirut district, BSS, Jal el Dib, Antelias, Jounieh, Zouk Mosbeh, Furn el Chebbek, Choueifet [SOUTH]: Saida [NORTH]: Bahsas Mina, Abou Ali Roundabout, el Nour Square- Tripoli, ABdeh in Akkar</p>

<p>PREVENTION & PREPAREDNESS MEASURES – RISK 3: INCREASED SOCIAL INSTABILITY</p>		
<p>PREVENTION</p>		<p>STATUS/GAPS</p>
<p>Protection</p>	<ul style="list-style-type: none"> • Ensure the continuity of UNHCR and partners’ protection monitoring systems. This includes a need for monitoring as well as clear follow-up criteria given specific escalations. • The consistency of the data collection over time and the changing dynamics requires a new way to focus on time specific contextual developments (deep dives). 	<p>Ongoing – need for more deep dives</p>

Social Stability/ Protection	<ul style="list-style-type: none"> • Ensure the continuity of the Social Stability tension monitoring through its existing structure (tension mapping and analysis, tension taskforce, monthly tension brief, perception surveys, etc.). Communicate the key trends and hotspots areas/places of concern on a quarterly basis with MoIM, MOSA, UNHCR and UNDP. • Tensions Overview Presentations to be conducted in forums nationally and on the field level to inform partners and influence policy in a conflict-sensitive manner. • Expand Conflict Sensitivity & Do-No-Harm guidance and training to frontline staff in Arabic and English reflective of the contextual developments at hands. • Expand the monitoring of social media sentiment, networks, and hate-speech whilst anchoring findings to programmatic implications with regards to the change of narrative, combating fake news & hate-speech as well as enhancing communication strategies. • Address tensions and specific formal channels to be utilized to de-escalate tensions and the advocacy channels. Strengthen local level advocacy and clear channels of engagement. 	Ongoing – Conflict Sensitivity trainings ongoing
	<ul style="list-style-type: none"> • Engage community leaders (Communication of services that target both nationalities - to municipalities and community leaders to mitigate aid bias perceptions and create more approval of partner and their operations). • Support to municipalities in terms of tension drivers especially around service provision displaced Syrians hosting areas e.g., solar/renewable energy and solid waste management. • Establish and maintain conflict mitigation and mediation mechanisms at the local level to de-escalate tensions. • Empower youth to engage in conflict resolution mechanisms. • Provide organizational and operational support to CSOs (civil society organizations), to be able to implement social stability and community-based initiatives, including during emergencies. • Provide sensitization & capacity building, on positive/ objective reporting and combating fake news through media, to media outlets, local community and authorities, with focus on youths, conflict prevention mechanisms, and SoST-mandated CSOs. 	Ongoing – gap is localized communication approaches
	<ul style="list-style-type: none"> • Inter-Agency coordination (and with UN Comms Group, HCT etc) on advocacy and communications in cases of materialization of incidents (including communication with authorities, communities, key interlocutors). • Advocacy with donors in terms of support modalities given the gap in support to the different nationalities. 	GAP: training donors on conflict sensitivity
PREPAREDNESS		STATUS/GAPS
Inter-Sector	<ul style="list-style-type: none"> • Conflict Sensitivity & Do-No-Harm guidance and training to frontline staff - focus on the South as well as other tensions hotspots. • Continue to develop CS guidance on as requested by sectors and partners 	Ongoing - new concept notes are in the pipeline
	<ul style="list-style-type: none"> • Maintain key messages on assistance (including myth-busting on aid bias). provide quarterly briefings together with Protection sector to the HCT on latest tensions trends. 	IA, SoST and PRT coordinators, UN Comms Group
Social Stability	<ul style="list-style-type: none"> • Map conflict prevention mechanisms (CPMs) at the local level supported by SoST sector partners and ensure information is shared across the response. • Foster the transfer of knowledge and coordination among local-level conflict prevention structures on experiences of conflict resolution and tensions mitigation. 	

Risk 4: Supply gaps (including wheat, fuel, electricity, and water)

Overview of Risk: The current crisis in Lebanon continues to create overall supply chain challenges, with procurement difficulties compounded by rising prices of raw materials and essential equipment. Partners report significant supply challenges due to difficulties in withdrawing money from banks, increased prices of raw materials and service fees, and issues with paying suppliers and contractors. These factors have led to delays in the delivery of products and services. Additionally, the scarcity of materials, such as cement, has delayed the implementation of several infrastructure projects.

Regarding the availability of essential food items, particularly wheat and oil, the Black Sea Grain Initiative has facilitated the safe shipping of grains and other essential food items from Ukraine. However, Lebanon's domestic wheat production remains low, and there is a reduction in the export of locally grown wheat. Instead, an increasing number of local wheat product manufacturers, such as burghul and pasta producers, are purchasing locally grown wheat.

The removal of fuel subsidies has led to increased fuel prices, although demand for fuel has not decreased. Furthermore, high fuel prices could result in network and internet outages. In May 2023, the state-owned telecommunications provider "Ogero" announced that approximately 30 stations would shut down due to the operator's financial inability to purchase the diesel needed to power the equipment. Other specific supply gaps include access to electricity, as Électricité du Liban power plants may begin to cease operations due to the state monopoly's failure to secure funds for fuel. Electricity shortages are being experienced in most areas.

These persistent supply gaps affect multiple sectors. Food security and agriculture face challenges from rapid price changes in goods, commodities, and produce, while the livelihoods sector is impacted by currency fluctuations that affect wage real values. As far as the Education sector is concerned, persistent supply gaps in electricity and fuel, not only disrupt the daily operations of schools but also significantly affect the continuity of education. Without reliable power, schools struggle to provide basic services such as heating, lighting. At home, this expands to access to digital learning tools, which are critical for remote education, specifically adopted in the Southern areas of the country. In areas where remote learning has become essential due to school closures or access restrictions, power outages further widen the education gap by limiting students' ability to participate in online classes or access learning materials.

RISK MATRIX – RISK 4: SUPPLY GAPS		
Current Impact on Operational Environment	Likelihood/ Impact	Future Risk and Impact
<p>Wheat availability: The Black Sea grain initiative enabled safe shipping of grains and other essential food items from Ukraine. Moreover, the government maintained the wheat subsidy through the Lebanon Wheat Supply Emergency Project, a loan of USD 150 million from the World Bank. It is expected that the loan will cover wheat requirements up to 10 months at the price of wheat on the international markets. During February 2023, the first shipment of 33,000 tons of wheat, financed under the Lebanon Wheat Supply Emergency Project, arrived at the Port of Beirut and started being discharged.</p>	Not likely/ High	<p>Food stock availability may deteriorate, including through the government's inability to pay for wheat imports, leading to shortages in shops as well as significant price rises.</p> <p>Increasing agriculture costs and maintaining wheat subsidies will likely hamper a timely increase in domestic wheat production.</p> <p>The removal of the wheat subsidy and associated price hikes may also lead to increased social tensions and violence.</p>
<p>Fuel shortages: During 2022-2023, fuel shortage was not reported. However, the cost of fuel, diesel, and cooking gas increased exponentially after the phase out of fuel subsidies starting January 2021 and accelerated significantly in the first half of 2022. Between May 2022 and May 2023, the price of motor fuel increased by 195 percent and the price of diesel increased by around 120 percent. It is important to point out that despite the reported sharp increase in fuel prices the Transport Index has not reduced nor the general demand, with transport market prices and availability of trucks has increased steadily over the past year.</p> <p>Fuel unavailability at state-owned telecoms provider “Ogero” may result in network outage. During May 2023, Ogero management announced that around 30 stations would shut down due to the operator's financial inability to purchase diesel needed to power the machines.</p> <p>Fuel and electricity shortages could disrupt school operations, particularly during winter or in remote areas. The need for backup plans to ensure power supply to schools. should be considered.</p>	Not likely/ High	<p>Removal of subsidies has increased prices and overall costs of transportation services, this without yet a decrease in availability of transport logistics services.</p>
	Likely/ High	<p>Could potentially lead to complete loss of communication network since communication stations power may run out of fuel. This would be particularly challenging as many activities are carried out remotely.</p>
	Likely/ High	<p>Shortages of public electricity and fuel leads to inability of Water Establishments to properly operate water supply systems and wastewater treatment plants, severely increasing public health risks.</p>
<p>Procurement challenges are compounded by soaring inflation and increased prices on raw materials and essential equipment, lack of medicines (LH, FSS, Shelter, Health, SoST, Water).</p>	Very Likely/ High	<p>Partners may be forced to suspend, delay or completely halt activities if there is no access to supplies. Key sectors at risk are Health and Shelter, followed by LH, FSS, Water and SoST.</p> <p>There are already delays in procurement – huge impact on winterization preparedness. Delays with partners forced resorting to international procurement.</p>

PREVENTION & PREPAREDNESS MEASURES – RISK 4: SUPPLY GAPS		
PREVENTION		STATUS/GAPS
Inter-Sector	Maintain inputs on operational context for joint advocacy to be shared with HCT, informal donor group and other relevant bodies (including in relation to government policies as well as discussions on support packages with the World Bank and IMF).	Ongoing

	Add inputs into the joint UN economic brief (reflecting conditions on the ground).	
Food Security & Agriculture; Livelihoods	Explore increased investment in interventions designed to support domestic wheat production and storage as well as engagement on imports of basic commodities. Encourage increased investment in the agriculture sector.	Ongoing
Livelihoods	<ul style="list-style-type: none"> • Develop programs tackling entire value chains following market gaps information. • Promote sustainable renewable energy across the sector’s activities (specifically support to businesses with green solutions, MBST and WBL on solar energy). • Promote a circular economy approach (to partially address the gap in fuel, agriculture, and electricity). 	Ongoing with few gaps
PREPAREDNESS		STATUS/GAPS
Inter-Sector	<ul style="list-style-type: none"> • Maintain early warning and risk monitoring systems such as WFP’s VAM Update on Food Prices and Market Trends. 	Ongoing
	<p>Joint prioritization including on:</p> <ul style="list-style-type: none"> • Prioritized assessments (mapped through LASER, with active regional-level coordination). • Collaboration in field visits (or covering for others). • Map out critical life-saving activities (see end of BCP – Annex 1). • Joint workspace, allowing smaller partners to piggyback on larger agencies. Look into possibilities of Joint office hubs - joint infrastructure as in joint crisis center especially at regional levels. 	Ongoing with some gaps
	Liaison with car rental firms – some partners are contracting a second company in the area, to facilitate the process. Mitigate risks by adapting contracts with the rental car companies. Include new requirements in terms of fuel being covered.	Ongoing
	Joint liaison with fuel providers: in the past, there have been some attempts for fuel storage (but this modality requires many approvals). WFP and UNICEF are looking at joint fuel reserves.	Ongoing but could be expanded
	Electricity: Procuring generators and batteries, resorting to alternative sources (like solar based). Need to consider market capacity and regulatory frameworks and mitigate thefts. Education facilities to be prioritized in emergency power supply measures. Schools, particularly those in remote areas, may need additional support to secure power for basic operations and remote learning setups.	Ongoing – gap is collaboration around solar, to be addressed
	Outreach volunteers and local CBOs could play a bigger role, if trained and equipped properly.	GAP
	Prioritize communication among partners: crisis communication task force to ensure coordination, collaboration, and communication to support the Inter-Sector.	GAP
	<p>Procurement:</p> <ul style="list-style-type: none"> • Joint approach to map warehouse capacity and distribution capacity of partners. • Pre-positioning of material where possible (shelter, CRI). • Joint lists of contractors (including sharing information on extortion –include more information on local contractors). • Joint assessments - Regular assessments are already happening but very few jointly. • Joint updated guidance /SOP. • Put in place a time bound Procurement task force or mechanisms able to cope with the fast-evolving situation. • Jointly map out and anticipate the best time to make procurements, considering this can be a tight window. 	GAP
	Engage in Long Term Agreements to ensure better sustainability.	Ongoing

	Develop a Contingency Plan in the event of large-scale communication failures.	GAP – link to HCT preparedness process
	Explore satellite internet as a last resort, noting that it is very expensive and might require approvals from government counterparts (such as MoD).	GAP
Shelter	Conduct market assessments to identify local suppliers who have large stocks and can potentially secure procurements in short timeframes.	GAP
	Establish framework agreements with multiple local suppliers to ensure readiness to procure shelter material when needed.	Ongoing
Health	Support to government hospitals and health centers with fuel (already struggling).	Ongoing
	Capitalize and strengthen referrals-feedback mechanisms – capacitate local NGOs (accountability is a challenge).	Ongoing
	Where possible, deal with suppliers to procure medicines directly from abroad (fresh US dollars).	Ongoing
WaSH	Support Water Establishments with efforts minimizing reliance on fossil fuel, such as solarization of water and sanitation infrastructure, and emergency measures to operate systems (backup generators, connections to service line).	Ongoing

Risk 5: Pressure on partners due to increasing needs

Overview of Risk: The compounded crisis in Lebanon has significantly impacted access to and quality of services across the country, including health, education, electricity, water, wastewater treatment, and solid waste management. Municipalities are increasingly struggling to deliver basic services with an inability to cover maintenance and operational costs, due to limited funds and diminishing human, technical, and financial resources. *Requests from municipalities to partners for fuel and spare parts, maintenance of machinery, equipment and direct support have progressively increased. The extent of the needs and the requests is now impacting the operational environment for partners with increasing pressure to support municipalities. In addition, the crisis has caused deteriorating trust in institutions at all levels, coupled with a surge in horizontal tensions between people and the state and its institutions.*

The inability to ensure a stable provision of services has led to protests at various service points and institutions, including UN agencies (particularly UNHCR) and NGOs. Multiple incidents of threats of self-harm or harm to others have occurred in desperation for assistance.

Communities are increasingly pressuring partners during distributions, selection processes for livelihoods activities (especially cash-for-work programs), and other activities, leading to insecurity, and heightened tensions. Staff mental health is also suffering as they face overwhelming needs that cannot be sufficiently met.

RISK MATRIX – RISK 5: Pressure on partners due to increasing needs		
Current Impact on Operational Environment	Likelihood/ Impact	Future Risk and Impact
<p>Increased pressure by local or national authorities being put on LRP partners to provide support to municipalities and/or certain populations. Examples:</p> <ul style="list-style-type: none"> ● Intervention by local authorities during distributions to demand % to host communities (North, Bekaa & South). ● Blocked distributions to displaced Syrians until Lebanese are served. ● Attempts to impose beneficiary lists without assessments e.g., in Cash for Work activities. ● Municipalities and public institutions asking for operational cost support, e.g., fuel to operate services, salaries for staff and laborers, machinery, maintenance for vehicles, etc ● Municipalities unable to provide SWM services (collection, treatment, sanitary disposal) of waste due to the high numbers of displaced, ● Municipalities asking for immediate support for salaries, solar energy installation and other services. ● Municipalities unable to ensure municipal police services, due to human resources shortages and operational & maintenance gaps. ● Requests from Civil Defense Centers for basic equipment whose lack impair their capacity to operate and respond to emergencies. 	<p>Very likely/ High</p>	<ul style="list-style-type: none"> ● Potential new quotas / modalities requested by the Government at central level, to shift resources within the response. ● Interference in assessments and imposition of beneficiary lists (compromising humanitarian principles). ● Evictions/expulsions, to relieve pressure on municipal services (e.g. SWM in areas with ITs, wastewater discharge at rivers borders etc.) with potential additional tensions, as well as environmental/health spillover effects. ● Increase in community backlash against solid waste & wastewater pollution by different population groups. ● Increased restrictions by the Litani River Authority, resulting in evictions and demolitions (in South and Bekaa). ● Distributions creating tensions: leading to their suspension as well as an increase in information requests by the authorities. ● Increased tensions between municipalities and humanitarian actors on targeting modalities and aid perception bias ● Deterioration in quality of and access to services, when stretched across a larger number of communities with connected reputation risk for UN and partners. ● Shutdown of some municipalities, leading to a breakdown in service delivery and security situation control affecting the business continuity of partners. ● Increased feelings of unsafety across all populations, and spontaneous movement restrictions in certain areas. ● Elections' context: might see an increase in municipalities taking advantage of distributions/interventions to build political capital. ● Prices rise continuing to increase demand from authorities towards partners to support them with direct interventions, without prior assessments/studies (usually required by donors). ● Donors stretched by competing global priorities, impacting LRP funding and partners' ability to maintain interventions. ● Education sector partners will likely face higher demand, due to increased enrollment of displaced children, with consequent diminished quality of education.
<p>Increased pressure by Private sector:</p> <ul style="list-style-type: none"> ● Pressure from contractors (change of prices); threats when conducting tenders which resulted in delays or suspension of projects. 	<p>Likely/ Medium</p>	<ul style="list-style-type: none"> ● Aggression from contractors, becoming increasingly desperate without work. ● Tensions between bidders of different nationalities (e.g., Baddawi/ Between Lebanese and Palestinian).

<p>Increase in demands in centers, service points or offices:</p> <ul style="list-style-type: none"> • Protests outside offices and in centers (e.g. at UNHCR offices both in Beirut and the field were organized by displaced communities demanding more assistance and by Lebanese political parties demanding the return of displaced Syrians to the country of origin). • Incidents of self-harm and attempted harm of others, particularly members of vulnerable families, who are not receiving assistance. 	<p>Likely/ High</p>	<ul style="list-style-type: none"> • Security issues – difficulty for staff to reach office. • Imposition to halt service provision and/or switch to alternative service points. • Lack of ability to manage hotline self-referrals / complaints. • Operations unable to continue. • Staff mental health under acute pressure.
<p>Pressure by communities on partners.</p> <ul style="list-style-type: none"> • Incidents of distributions to Lebanese being interrupted by other Lebanese families claiming unfair and demanding equal supply (i.e. not just refugee/host community issue). • Demand for food and cash (where many of the existing programmes do not have a cash component). • Excluded beneficiaries reaching desks at ATMs, during distributions etc. – increased individualized requests. 	<p>Likely/ Medium</p>	<ul style="list-style-type: none"> • Wide-scale access issues - tensions within communities. • Forced to halt distributions in communities. • Forced to shift modalities for assistance distribution – geographical areas. • Takeover of vehicles.
<ul style="list-style-type: none"> • Demand from municipalities and local authorities for a higher percentage of Lebanese beneficiaries into regular livelihood activities, including support for lower-skilled jobs, cash for work (labor intensive) and food for work interventions. • Protests on selection criteria of CfW activities, and why some people are selected, and others are not. • Complaints of the many assessments and surveys, without direct, visible, and/or immediate benefits • Tension caused from competition on basic services and basic needs (food, water, electricity, fuel, hygiene facilities, and access to other basic needs) 	<p>Very likely/ Likely</p>	<ul style="list-style-type: none"> • Municipalities deny access to organizations, if their conditions are not met: Higher percentage of Lebanese beneficiaries, or even demands for only Lebanese participants and no Syrians/or other nationalities • Exacerbation of tension amongst IDPs , tension, riots • Exacerbation of tension between IDPs and host communities that IDPs are “stealing” the host communities' jobs in CfW activities • Protests by MSMEs and individual workers, one-person businesses on selection criteria/prioritization in support/grants • When subsidizing part of the MSMEs workers' salaries for MSMEs involved in basic needs crisis-related products/services: Other not selected MSMEs will protest and start campaigns against the MSMEs support plans for giving competitive advantages to these selected MSMEs over others • Abuse/harassment of vulnerable members among participants in some CfW activities such as women, children, or disabled people • Intimidation of vulnerable groups to approach activities as of fear of reactions by host communities or other IDPs • Some harassment or abuse cases reported in Cash for Work activities, which will be exacerbated by further fake news intensifying the situation • Protests over the minimum wage set for CfW • Cultural and gender sensitivities arising from the selection of CfW activities

<ul style="list-style-type: none"> • Demand from municipalities that partners adhere to the MoIM circular, requiring them to engage exclusively with Syrians who are registered within their area of authority. • Demand from municipalities and local authorities to include only Lebanese IDPs • No official shelters are being allocated for non-Lebanese IDPs • More pressure on basic services (solid waste, water supply, electricity) in the hosting areas • Increase in the needs of national and local authorities (DRM rooms, ministries, municipalities, first responders (fire brigades, civil defense) to respond to the crises • Contaminated rubble and unexploded ordnance causing delay in the response 	<p>Likely/High</p>	<ul style="list-style-type: none"> • Vulnerable target groups stop approaching activities for fear of community backlash and legal consequences (for those who are not registered). • Tensions between Lebanese IDPs and non-Lebanese IDPs • Tensions between IDPs and hosting communities • People and partners will be in direct threat to contaminated rubble and unexploded ordnance
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<p style="text-align: center;">PREVENTION & PREPAREDNESS MEASURES – RISK 5: Increased pressure on partners</p>		
<p style="text-align: center;">PREVENTION</p>		<p style="text-align: center;">STATUS / GAPS</p>
<p>Inter-Sector (with emphasis on regional level)</p>	<p>Engagement with municipalities:</p> <ul style="list-style-type: none"> • Give notice ahead of time before distributions. • Share the needs identified or requests shared by municipalities with IA partners on a regular basis so partners can build on their plans. • Improve inclusive and collaborative Governance e.g., municipalities’ role in assessments of vulnerable Lebanese / ensure they can explain to community members how assistance is targeted; engage local community and local CSOs in decision-making processes projects implementation and monitoring etc.; and encourage participatory/inclusive assessments of priorities for more accountability, transparency, and local ownership. • Mandated agencies to prioritize basic support to municipalities (e.g., starting with printing costs, running cost, to localized emergencies and with focus on basic services priorities that are key drivers of tension like solar energy, SWM, wastewater etc.). • Prioritize projects sustainability and low implementation cost interventions to reduce financial burdens on municipalities. • Implement basic services projects coupled with Livelihoods components to cover basic priorities and ensure income generation opportunities and access to cash for the community. • Link municipalities to each other, UoMs, local CSOs and other resources for collaboration, coordination and sharing experiences and knowledge. • Encourage Municipal Public Private Partnership (MPPP) specifically for UoMs and large size municipalities to partner with private sector (specifically social enterprises) on long-term interventions e.g., in SWM (circular economy), wastewater, solar energy etc. • Engagement with local education authorities and schools to ensure that they can handle increased student enrollments (i.e. Municipalities can work with education sector partners to prioritize the provision of additional teaching staff and materials). 	<p>Ongoing. Add link to CS guidance notes. Redistribute. https://www.undp.org/sites/g/files/zskgke326/files/2023-02/CS_Toolbox2_Engagement_wit h%20Local%20Au thorities.pdf</p>

	<p>More inclusive planning and targeting, incorporating area-based approaches (in line with Inter-Agency CS guidance note):</p> <ul style="list-style-type: none"> • Tailor interventions better to the specification of each area: area-based approach. • Prioritize clustering approach and encourage cross-municipalities cooperation for economies of scale and efficiency instead of working with municipalities separately e.g., in SWM, energy, water management etc. • Well defined distribution plan to avoid prolonged period at distribution site: e.g., calling beneficiaries beforehand to minimize time on the ground. • Coordination across different actors to ensure consistent approach to targeting / engagement with municipalities / distribution planning. • Increased demand for re-assessment for eligibility as people’s circumstances change. • Combining individualized assistance with community-support assistance: try to help to balance expectations of the community. 	See above
	<p>Clear messaging, communication and information dissemination to municipalities and communities prior to distribution:</p> <ul style="list-style-type: none"> • Q&A once project is launched, more information is given about the targeting criteria. • Fully brief outreach volunteers and community groups. • Proactive discussions with local authorities, influencers in advance of distributions / projects. • Circulate guidelines on CS approaches to partners (and compact version to site managers), including a focus on how to explain limitations of assistance programs. 	See above (prioritize joint and consistent communication)
	<p>Strengthened methodology and communication around assessments: ensure clear/transparent and build community understanding of selection criteria to mitigate perception of unfairness (in particular for BA/FSS and LH)</p>	Ongoing
	<p>Referrals:</p> <ul style="list-style-type: none"> • Clear communication in relation to assessments / self-referral. • Improved use of Inter-Sector referrals e.g., for families asking for assistance during distributions. • Conduct regular trainings and presentations on available platforms. 	Ongoing with room for improvement
	<p>Security: Improve security arrangements at service points and offices to protect staff and other community members from violent incidents. Share lessons learnt in Inter-Sector and other fora, including to better support smaller agencies.</p>	Ongoing with room for improvement
	<p>Joint advocacy and messaging to donors to increase funding to ensure assistance to all vulnerable populations, regardless of nationality, and prioritize support to municipalities viewing their extreme shortage of resources. Support donor delegations’ interaction with municipalities to better understand needs/pressure.</p>	Ongoing
Livelihoods	<p>Design inclusive programs (with focus on women and PWD) to address the double burden on women, protect them from accepting precarious jobs. Ensure equal distribution of beneficiaries (50/50) based on gender.</p>	Ongoing
Livelihoods	<p>Advocate for additional funding to cover the increasing needs. Increase accountability towards local authorities and communities.</p>	GAP
Social Stability	<p>Minimize operational and administrative costs to reduce financial burdens on municipalities, and identify impactful activities/ innovative solutions, to attract funding opportunities.</p>	GAP
	<p>Enhance local technical capacity for maintenance and repair of machinery and vehicles, as well as support municipalities in business planning and financial management.</p>	GAP
	<p>Continue supporting the municipal police to enhance their work and engagement with communities, specifically in tension hotspot areas.</p>	Ongoing
	<p>Continue supporting LRP partners technically, with uptake efforts of the “LRP Conflict Sensitive Engagement with Local Authorities” Guidance Toolbox.</p>	Ongoing

PREPAREDNESS		STATUS / GAPS
Inter-Sector	Establish mechanism to flag issues related to pressure on partners at regional Inter-Sector level (better understand pressure to undertake immediate action). Build on/expand the pilot initiative at the IS secretariat level (MoIM, MoSA, UNHCR and UNDP) compile and track down requests from authorities, meet on ad hoc basis to discuss requests for referrals among LRP partners, and liaise with authorities through MoIM and MoSA Coordinators for further follow up and communication. To include NGO forum regional focal points.	GAP
	Build on joint advocacy and messaging under ‘prevention’ measures, anticipating worsening conditions.	Ongoing
	Adapt sector-specific preparedness plans considering the deteriorating economic conditions and likely spiraling needs, including support to municipalities (under SoST sector) through equipment & trucks provision that can be used for roads opening, and rivers basins management to prevent flooding in winter etc.	GAP
	Identify ways to enhance capacity / training of the municipality police linking to security reform and development actors (noting lack of payment over years).	GAP
	Provide technical assistance and capacity building to municipalities on operations and management, projects proposals, financial management (to enhance their revenues/expenses), crisis and resources management to be customized upon the local context and needs, as well as, on community engagement and conflict mitigation and mediation. Provide technical assistance and capacity building to municipalities on anti-corruption practices and transparency, as well as on troubleshooting technical issues e.g., establishment of technical offices at UoMs level.	
	Support municipalities with digitalizing their services and data collection which will enhance their performance and coordination among key stakeholders.	
	Media/social media: explore whether advertisement campaigns run by UNHCR on activities can be expanded across partners / published in local media to better explain the nature of assistance and targeting (joint communication).	UN Comms Group
Livelihoods	<ul style="list-style-type: none"> • Increase awareness of partners on how to be more inclusive with women participation (start with the re-circulation of the guidelines prepared in 2022 and improve the selection of potential livelihood activities going beyond the traditional ones designed for women). • Ensure that municipalities are aware of the criteria and conditions of the project and ensure their buy-in on that. • Build partnerships with local organizations to leverage expertise and resources that can help ensure that programs are targeted to the most vulnerable populations and are more likely to be sustainable over the long term. 	Ongoing
Social Stability	<ul style="list-style-type: none"> • Continuous coordination and communication with the Ministry of Interior and Municipalities (MoIM) and Ministry of Social Affairs (MoSA) to ensure that sector interventions are in line with applicable national laws, rules, and regulations and with international standards, including the Municipal Law and relevant MoIM circulars. 	Ongoing

Risk 6: Access Issues and Closing Operational Space

Overview of Risk: In recent years, worsening socioeconomic conditions have severely compromised the capacity of local authorities to address community needs. This has consequently necessitated an expansion of efforts, which in turn has exacerbated access constraints faced by implementing partners in the field.

Humanitarian access constraints in Lebanon predominantly fall within the category of bureaucratic and administrative impediments. These can take different forms, ranging from (1) delays in securing approvals for activities and excessive requests of information; (2) the imposition of additional and often duplicative procedures and requirements; (3) unilateral actions by local authorities (such as Governors and municipalities) as well as security agencies; (4) interference in the selection of beneficiaries and the determination of project locations; and (5) restrictions and conditions imposed by Lebanese authorities – both at the national and regional levels – on activities targeting non-Lebanese beneficiaries, particularly in informal tented settlements.

These constraints are aggravated by multiple factors, including (1) the fact that approval processes are not uniform and cumbersome, often requiring multi-pronged engagement with a multiplicity of interlocutors with varied interests and mandates; (2) the apparent lack of a coherent hierarchy and effective chain of command within and between state institutions, which enables local authorities to enforce decisions taken independently of the ministries to which they are nominally subordinate and accountable; (3) ineffective information-sharing and coordination mechanisms among different government and security entities, often leading to redundant information requests and delays; and (4) an increasingly polarized political climate, along with perception of aid bias, heightening risks of the politicization of humanitarian aid.

It should be noted that the severity of constraints and the ability to navigate them vary depending on (1) the profile of the organization (e.g., UN, INGO, L/NNGO); (2) the type of activity; (3) location (with varying degrees of flexibility among municipalities); (4) the relationship between an organization and local / de facto authorities and the profile of staff in charge of liaison and coordination; (5) whether organizations implement directly or through local partners; and (6) whether organizations have had a long-standing presence or are new arrivals.

More recently, the escalation of hostilities in southern Lebanon since October 2023 has introduced additional challenges that hinder the unrestricted access of humanitarian organizations to vulnerable populations. Heightened security risks, logistical barriers, and growing interference by local and de facto authorities have collectively contributed to widespread concern about the shrinking operational space for independent and impartial humanitarian action to meet the growing needs of affected people in southern Lebanon.

Note: Analysis and follow-up on access issues should be coordinated with the Access Working Group.

RISK MATRIX – RISK 6: ACCESS ISSUES AND CLOSING OPERATIONAL SPACE		
Current Impact on Operational Environment	Likelihood/ Impact	Future Risk and Impact
Access issues related to roadblocks, protests, or intra and inter-communal clashes .	Likely/Medium	Likely to temporarily impact humanitarian organization’s ability to access communities in need on a timely basis, causing delays especially in the urban settings mostly situated in the North, Beirut, Akkar, and the Bekaa.
Access issues related to circulars issued by the ministries, local authorities, and security agencies, imposing specific measures that impact humanitarian interventions, mainly related to targeting modalities, assessments, and movement plans amongst others.	Likely/Medium	Likely to be implemented across regions, which may lead to concerns related to operational independence, access to primary sources of information and infringe upon the humanitarian principle of impartiality. Inability to plan and effectively implement programming based on delays in receiving permissions. To date, this has mainly affected the Bekaa, the North, and most recently Southern Lebanon.
Higher pressure on partners, interference of authorities in humanitarian activities due to continued deterioration in socio-economic conditions, leading to conditional or restricted access.		<p>Aid perception bias may lead to access issues or confrontations during field visits and distributions.</p> <p>The rising needs and inability of local authorities to respond to their mandate could also lead to the interference of authorities and communities in the outreach and selection process of beneficiaries, as well as the harassment of organizations and their staff members.</p> <p>Areas of concern include all governorates.</p>
Access issues related to decrease in funding levels, along with the inability of partners to respond to all the rising needs , have exacerbated the perceptions of aid bias as well as access impediments resulting thereafter from tensions and/or conditional access to some areas.	Very likely/high	<ul style="list-style-type: none"> Escalations during distributions may occur. Aid perception bias may lead to access issues, including physical confrontations (with partner staff) and less security capacity to ensure rule of law. Halting of activities by partners may occur from specific areas as the context becomes more impeded with restrictions and resistance from local authorities as well as communities. An increased number of requests in vulnerable urban areas, with more Lebanese requesting assistance and questioning the selection criteria. This has not led to a trend in interventions by local authorities, but a risk of escalation remains possible. The evident levels of antagonistic rhetoric against Syrian refugees, including ratios of beneficiary selection, pushing for an increase in targeting of Lebanese have clear impacts on the operational environment.
Access restrictions related to requests for detailed information from the national authorities, local authorities, and security agencies. In some areas, decentralized requests for information by local actors usually contradict those at national level.	Likely/Medium	In line with the previously observed trends, the access constraints stemming from increased requests for information have been rising consistently especially in Southern Lebanon and the Bekaa.
Access issues related to increased levels of communal insecurity such as theft, carjacking and proliferation & use of small arms.	Likely/Medium	The risk of communal insecurity is increasing, including the risks of indiscriminate shooting, theft, and others affecting communal dynamics and humanitarian

		organization’s safety measures. Of note, resentment against Syrian refugees continued to be an additional factor impacting the operational environment of humanitarian on the field.
Access issues related to bureaucratic impediments.	Likely/High	(1) delays in securing approvals for activities and excessive requests of information; (2) the imposition of additional and often duplicative procedures and requirements; (3) unilateral actions by local authorities (such as Governors and municipalities) as well as security agencies; (4) interference in the selection of beneficiaries and the determination of project locations; and (5) restrictions and conditions imposed by Lebanese authorities – both at the national and regional levels – on activities targeting non-Lebanese beneficiaries, particularly in informal tented settlements.
Access issues related to escalation of hostilities in South Lebanon	Likely/High	Since October 2023, the escalation of hostilities in Southern Lebanon has introduced additional challenges that hinder the unrestricted access of humanitarian organizations to vulnerable populations. Heightened security risks, logistical barriers, and growing interference by local and de facto authorities have collectively contributed to widespread concern about the shrinking operational space for independent and impartial humanitarian action to meet the growing needs of affected people in Southern Lebanon.

PREVENTION & PREPAREDNESS MEASURES – RISK 6: ACCESS ISSUES		
PREVENTION		STATUS / GAPS
Inter-Sector national – with NGO Forums and HCT Access Working Group	Advocacy towards the GoL to ensure access clearance requests are in line with humanitarian principles.	Ongoing
	Preparation of a guide on required administrative procedures and requirements for INGO/LNGOs operations in Lebanon, based on engagement with GoL to ensure streamlined procedures and reduce the burden on both authorities and partners.	GAP
Inter- Sector national & regional	ATF engagement at national level (ensure feedback loop between regional IS and ATF).	Ongoing
Inter-Sector regional	Advocacy on the regional level to ensure that the local practices are in line with the guidelines and procedures put in place at central level.	Ongoing

	<p>Map out and engage with access influencers. SOUTH: Local authorities are access influencers in the region. CBOs and community leaders play a role in facilitating access in some instances too (whilst ensuring their lack of political affiliation and the community acceptability) e.g., churches or mosques that helped in communication or distributions and outreach of people in need for assistance. In Palestinian camps, popular committees and UNRWA facilitate access. BML: Local authorities are access influencers in the region. CBOs and community leaders play a role in facilitating access in some instances too (whilst ensuring their lack of political affiliation and the community acceptability).</p>	Ongoing with gaps
	Reporting and analysis of access challenges.	Ongoing
	TTF engagement and mechanism for flagging access related issues at regional level.	Ongoing
Sectors	Mapping of and coordination with active local NGOs and CSOs beyond the LRP, including local educational organizations to the list of partners that can facilitate continued access to education, especially in areas facing severe access restrictions.	Ongoing
	More inclusive planning and targeting (link to CS guidance note) – see risk 5.	Ongoing
Livelihoods	<ul style="list-style-type: none"> Working through local partners with available and accessible spaces at community level. Establishing a strong communication channel with the local authorities and the IS (including MoSA and MoIM). Adhering to legal requirements (signed agreements, information sharing with MoSA/obtaining approvals to operate). 	Ongoing with few gaps
Livelihoods (preparedness measure)	<ul style="list-style-type: none"> Shifting to online modalities only when in-person activities are challenging and risky to continue with. Working with regional coordinators (to reach out to LHDF) to identify organizations working in the same area to collect lessons learnt and mapping). 	Ongoing with few gaps

Risk 7: Operational risks linked to transfer values

Overview of Risk: In 2021, the provision of full assistance value to beneficiaries was compromised by the depreciation of the Lebanese Pound, posing significant challenges for cash-based aid. By mid-2023, most cash actors adapted by shifting to 'dual currency' assistance (USD or LBP) to manage these challenges. Despite this adaptation, the continued depreciation of the Lebanese Pound has diminished the adequacy of transfer values. Partners frequently report that assistance is insufficient to cover basic needs as prices continue to rise.

The current situation creates a risk of disjointed assistance modalities and transfer values, leading to potential disparities between beneficiaries of different organizations and those who do not receive aid. This lack of harmonization could contribute to perceived unfairness among recipients and complicate efforts to ensure equitable support.

Additionally, the scarcity of subsidized goods affects vulnerable populations, with some Syrians facing barriers such as curfews and restrictions on accessing goods without legal residency. The rising prices in shops, coupled with increasing pressure on humanitarian actors to transition from cash distributions to vouchers or cards, further complicate the landscape. This shift may impact the effectiveness of assistance programs and add strain to the already stretched resources of humanitarian actors.

Given that exchange rates are now stable at a deteriorated rate, it is crucial to continually assess and adapt transfer values and modalities to ensure they remain effective and equitable. Coordination among partners to standardize approaches and address growing disparities is essential to mitigate the risks associated with currency instability and maintain the effectiveness of assistance programs.

RISK MATRIX – RISK 7: OPERATIONAL RISKS LINKED TO TRANSFER VALUES AND SHIFT IN CURRENCIES		
Current Impact on Operational Environment	Likelihood/ Impact	Future Risk and Impact
Beneficiaries receive assistance at an insufficient transfer value to meet basic needs (below the SMEB) that is not re-evaluated amid spiraling prices (e.g., import custom fees fluctuation).	Very likely/ High	<ul style="list-style-type: none"> Assistance is no longer meaningful, leading to increasing significant unmet needs across populations – tension – decreasing protection space. Risks of evictions. Increasing pressure on operating agencies and heightening impact of negative coping mechanisms, requiring response across sectors. Concerns relating to the stability of the entire banking system in the future, which may impact operational actors’ and beneficiaries’ access to cash. Insufficient funding or transfer values can affect the ability of schools to pay teachers, purchase supplies, and provide quality services. This could negatively impact dropout rates and hinder children's access to education.
Reduced access to goods for beneficiaries: some shops increasing prices and/or limiting or refusing to sell goods to all population cohorts.	Likely/ Medium	<ul style="list-style-type: none"> In case of future increase of support provided in USD to Syrians, beneficiaries are not provided access to certain goods at a regular market price.
	Very likely/ High	<ul style="list-style-type: none"> Vulnerable populations’ purchasing power is substantially reduced by lack of access to cheaper goods leading to a worsening of humanitarian needs.
Livelihoods cash for work daily wage becomes insufficient due to inflation.	Likely/ Medium	<ul style="list-style-type: none"> Beneficiaries not finding value in paid amount thus refraining from participating in the activities.

PREVENTION & PREPAREDNESS MEASURES – RISK 7: Operational risks linked to transfer values		
PREVENTION		STATUS/GAPS
Inter-Sector – with Cash Working Group	Advocacy for appropriate transfer value to ensure ‘meaningful assistance’ as well as increased reach of assistance to more people.	Ongoing
	Guidelines for harmonization of programs across sectors including on transfer values (through engagement with the Strategic Cash Taskforce and Cash Working Group).	Ongoing
	Negotiation with financial service providers: including to adopt the appropriate exchange rate close to the market rate. Collective advocacy with banks under the leadership of the RC/HC to ensure access to cash to improve direct ability to meet needs.	Ongoing
	<ul style="list-style-type: none"> Communications related to ‘dual currency’ (when deemed useful and not likely to exacerbate push-back): explanation by operational actors and donors how people benefit across populations, specifically programs targeting Lebanese. Increase linkages and support to existing targeting systems related to Lebanese. Advocacy to donors: to reach enough people in need. 	Ongoing
Livelihoods/ Basic Assistance/ Food Security & Agriculture	<ul style="list-style-type: none"> Bank transfer to the beneficiary themselves directly, not via third party (ensure beneficiary receives full value of assistance) Livelihoods update 2023: preference to use third party service providers. Increase the number of ATM machines that can be used across the country / prevent overcrowding. Insurance policy on loans to MSMEs to cover part of the costs (beneficiaries not able to pay back loans). 	Ongoing

Shelter/WaSH	Scale up the cash-for-rent program (conditional assistance based on checks with the landlords that rent is received), in anticipation of restrictions on unconditional cash distributions Cash-for-WaSH program (noting large cost involved in delivering WaSH – ITS intervention).	GAP due to lack of funding
PREPAREDNESS		STATUS/GAPS
Basic Assistance/ Food Security & Agriculture	Explore increasing open loop modality for cards (LOUISE) so beneficiaries can use in any pharmacy, gas station etc. with a POS machine. If such modality is adopted, awareness raising should be done to inform beneficiaries of the new options, including to Lebanese having access to similar options, and its positive impact on the economy/service providers.	GAP
LH/FSS/Water/ Social Stability	Cash for work: communication with beneficiaries to clarify that partners are not benefiting from USD and handing out LBP. Livelihoods updates 2023: clear messaging with and to stakeholders on currencies used (value and currency). Adjusting the CfW daily wages to meet market needs.	GAP

Inter-Sector preparedness measures across risks

INTER-SECTOR PREPAREDNESS MEASURES ACROSS RISKS		STATUS / GAPS
Regional Inter-Sector	Strengthen partnerships with relevant Government institutions and other actors (LRC, DRM, Governor’s Office, security actors). Ensuring well-functioning coordination structures and arrangements are in place between the GoL and partners, particularly at the field level. Regular meetings are held at field-level coordination meetings which includes all key counterparts (IA, IS, RRTs, Technical Cells).	Ongoing
	Continue to use existing Rapid Response Teams to assist communities and families in need.	Ongoing
	Ensure that enough enumerators are trained on the Rapid Needs Assessment (RNA) and adapted ERNA through routine refresher trainings.	Ongoing
	Maintain regularly updated lists of Agencies and contacts.	Ongoing
	Communication trees to be updated and shared, refresher training sessions, review of good practices for RNA to be carried out regularly.	Ongoing
	Maintain IM capacity per sector as well as for Inter-Agency/Inter Sector.	Ongoing
	Referral mechanisms/pathways are in place. The Inter-Agency Minimum Standards on Referrals Guidance , which sets clear expectations on the roles and responsibilities of referring and receiving agencies in that process. Inter-Agency referral monitoring has expanded to include all sectors to increase accountability. LCRP partners continue to have access to training on referrals, available here :	Gap: Not all partners are familiar with the IA referral tools
	Update supplies in contingency stock held by agencies and partners.	Ongoing
	Mapping of partners with distribution and warehouse sites.	Ongoing
	Mapping of existing partners with ability to provide assistance i.e., geosplits.	Ongoing
	Ensure service mapping (5Ws) is up to date - an Inter-sector Service Mapping Tool is updated on a regular basis to improve partners' access to updated and accurate information on available services and assistance across all sectors.	Ongoing

Annex 1: Critical & life-saving activities that needs to be maintained in 2024.

II. Emergency Preparedness and Response Coordination under the LRP

In Lebanon, the primary responsibility for coordinating and providing humanitarian assistance rests with the national authorities, with aid agencies aligning their response accordingly.

The Lebanon Response Plan (LRP) ensures that coordination structures address both stabilization and humanitarian needs under the overall leadership of the Prime Minister and the UN Resident Coordinator/Humanitarian Coordinator. The LRP response is coordinated through the Inter-Sector Coordination Group. UNHCR, UNDP, OCHA, and RCO act as co-chairs of the Inter-Sector Coordination Group, which mainly includes LRP sector leads from line ministries, sector coordinators and co-coordinators, and subnational Inter-Sector co-chairs. This mechanism reports to the LRP Steering Committee.

In the event of an additional emergency, the Government of Lebanon's (GoL) capacity to coordinate and respond to humanitarian needs is centralized through the Disaster Risk Management (DRM) Unit. A national Disaster Risk Reduction (DRR) strategy, supported by UNDP, is in place, with systems and protocols designed primarily for natural disasters but adaptable for other emergencies. The DRM Unit has incorporated the Rapid Needs Assessment (RNA) now Emergency RNA as an initial assessment tool for both Syrian and Lebanese caseloads.

The Prime Minister, supported by the DRM Unit, chairs a permanent inter-ministerial Higher Relief Committee, which coordinates responses to emergencies in Lebanon. At the local level, institutions such as mouhafazats (governorates), municipalities, unions of municipalities, and regional administrative directorates provide on-the-ground coordination. Governors are responsible for implementing appropriate measures, including coordinating with heads of municipalities and unions of municipalities. As emergencies arise, Governorate DRM operation rooms are established, with a liaison officer present to ensure linkages to the National DRM and to participate in Inter-Agency meetings as needed. In governorates where the DRM Committee is active, UNDP participates based on its long-term relationship and support for the establishment of DRM. Inter-Sector is responsible for maintaining the flow of information between relevant bodies.

For large-scale emergencies beyond the current response capacity, OCHA, under the Humanitarian Country Team (HCT) and in coordination with the other co-chairs, leads the emergency response and contingency planning efforts.

1. Needs Assessments

Rapid Needs Assessment (RNA)

The Rapid Needs Assessment (RNA) remains the primary tool for providing an overview of immediate needs and responses during the first 48 hours of an emergency, inside collective shelters. It is a stand-alone, multisectoral assessment tool applicable to various situations (e.g., outbreaks, floods, fires, evictions, landslides). The RNA focal point at the field level is the UNHCR field officer, responsible for activating the RNA based on the severity of the emergency and ensuring that teams from different agencies cover all cadasters in the relevant

governorates and receive regular training. The assessment data is collected using the Survey123 mobile application, which supports both online and offline data capture. RNA needs and responses are monitored at the national level through a dynamic dashboard. The tools and methodology have been endorsed by field offices, and the DRM Unit of the Prime Minister's Office has incorporated the RNA as an initial assessment tool in its disaster preparedness planning. Close coordination during each emergency is essential to ensure a rapid response and risk reduction.

Emergency Rapid Needs Assessment (ERNA)

In response to the escalation of hostilities in South Lebanon, the RNA tool was customized into the Emergency Rapid Needs Assessment (ERNA) to be conducted in collective sites sheltering internally displaced persons (IDPs). It includes questions and metrics derived from various needs assessments and surveys, presented in a concise format. The ERNA is designed to provide a quick snapshot of the situation on the ground, informing decisions on the immediate cross-sectoral response. This response is coordinated through the South Inter-Sector Working Group (ISWG) and in dialogue with the Government's Disaster Risk Management (DRM) structure, local authorities, and the Lebanese Red Cross. The areas of assessment and assistance align with the sectors specified in the Government of Lebanon's National Emergency Plan. Additionally, the results of the ERNA can guide subsequent in-depth sector-specific assessments if needed. The ERNA is used exclusively for the escalation in the south and within collective IDP sites.

2. Contingency Stocks

Through Activity Info, partners regularly update the contingency and preparedness database. This database includes the location and capacity of their warehouses, the total quantities of each item stored, the number of items available for contingency use, and those in the pipeline. A geo-split approach guides the distribution and deployment of these stocks, ensuring that resources are allocated based on local needs and the specific characteristics of the crisis following a rapid needs assessment. LRP sector focal points and partners can analyze and monitor existing stocks via the online dashboard.

This strategy supports a targeted and efficient response, addressing the unique needs of different areas while aligning with national and international standards. By maintaining and adjusting contingency stocks in this manner, partners can better manage resources and enhance their preparedness for a range of emergency scenarios.

3. Information Management

Focal points for information management have been designated for each sector. These focal points receive ongoing support from a national-level Information Management (IM) working group, which oversees the main topics and the information management technologies and services currently in use. With the support of the National IM focal point and partner organizations, information management capabilities are also available in the field.

The Inter-Agency Information Management Unit in Beirut serves as the central hub for updating and maintaining all fundamental datasets and common dataset. This ensures consistent data collection with standardized naming conventions and locations, as well as the preparation of databases, assessments, and various types of maps—such as base maps of Lebanon, distributions of informal tented settlement sites, health facilities, and refugee populations—at both national and field levels to facilitate humanitarian response.

The Information Management products include among others LRP Planning Package, Expression of Interest & Appeal Lebanon Aid Tracking, Contingency & Preparedness, Service Mapping, Lebanon Contact Hub, Assessments and Surveys for UNHCR and Inter-Agency, RNA & ERNA.

4. Response Monitoring and Reporting

Current response monitoring is conducted through the Activity Info platform. Overall response monitoring is under the responsibility of the Inter-Sector with support of sector leads. Sector monitoring will be under the responsibility of the sector leads in collaboration with all partners.

Findings are reflected in automated analysis as well as information products which consolidate analysis on response results and progress, situation trends, challenges, etc. They can be helpful tools to guide the work and priorities of partners supporting the LRP. Specific products include quarterly Inter-Agency Situation Update, Statistical and sector dashboards (monthly, quarterly, and annual), quarterly funding updates, LRP annual report as well as quarterly In Focus Report on specific thematic cross-cutting topics.

In the context of escalation of hostilities in the South, the Inter-Sector under the leadership of OCHA produces biweekly at the glance and flash update that includes information about the situation overview and response by sectors.

5. Remote Modalities for Provision of Services and Assistance

Remote modalities have been used in Lebanon to ensure the delivery of protection services in the context of nationwide protests that broke out in 2019 with the erection of roadblocks across the country, and then in response to movement lockdowns. In 2021 and 2022, the Inter-Sector (following initial recommendations by the Protection Sector) took stock of the impact of remote modalities on the sectors' ability to meet needs, identified lessons learnt and set collective recommendations to adapt practice for the future. Document can be found [here](#).