

# LEBANON CRISIS **RESPONSE** PLAN 2015-16

YEAR TWO



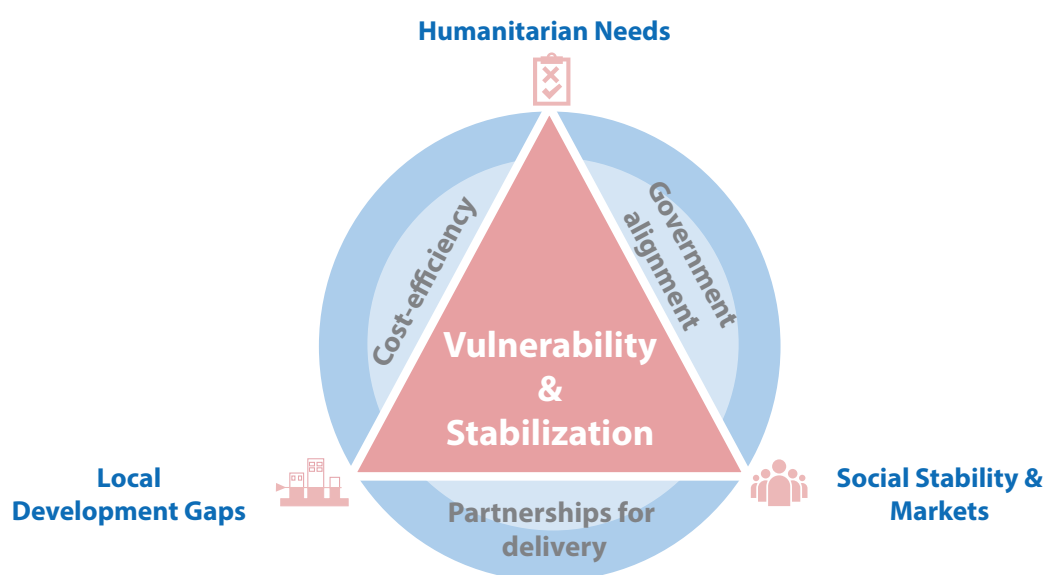


## Terminology in the LCRP

Lebanon considers that it is being subject to a situation of mass influx and reserves the right to take measures aligning with international law and practice in such situations. The Government of Lebanon refers to individuals who fled from Syria to Lebanon after March 2011 as "displaced". The United Nations characterizes the flight of civilians from Syria as a refugee movement, and considers that these Syrians are seeking international protection and are likely to meet the refugee definition. The Lebanon Crisis Response Plan uses the following terminologies to refer to persons who have fled from and cannot return to Syria:

1. "persons displaced from Syria" (which can, depending on context, include Palestine refugees from Syria and Lebanese Returnees as well as registered and unregistered Syrian nationals);
2. "displaced Syrians" (referring to Syrian nationals);
3. "persons registered as refugees by UNHCR".

## LCRP Conceptual Framework



## Partners involved in the LCRP

ABAAD, ACF, ACTED, ActionAid, ADRA, AMEL, AnaAqra, ANERA, AVSI, CARE, CCPJAPAN, CEVSI, CHF, CISP, CLMC, CONCERN, COOPI, DCA-Saida, Diakonia, Dorcas, DRC, FAO, ForumZFD, FPSC, GVC, HI, Himaya, Humedica, HWA, ICRC, ICU, IDRAAC, ILO, IMC, InternationalAlert, INTERSOS, IOCC, IOM, IRC, IRLebanon, IRW, JICA, Kvinna till Kvinna, LebRelief, LOST, MAG, Makassed, Makhzoumi, MAP-UK, MDM, MEDAIR, MedicalTeamsInternational, MEHE, MercyCorps, MercyUSA, MoA, MoEW, MoE, MoET, MoIM, MoPH, MoSA, MSD, NPA, NRC, OXFAM, PCPM, PU-AMI, QRC, RESTARTLebanon, RET, RI, SCI, SeraphimGlobal, SFCG, SHEILD, SIF, Solidarités, SolidarSuisse, Sombola, TdH-It, TdH-L, UNDP, UNFPA, UN-Habitat, UNHCR, UNICEF, UNIDO, UN-OCHA, UNOPS, UN-RCO, UNRWA, URDA, WFP, WHO, WRF, WVI, YMCA

Please note that appeals are revised regularly. The latest version of this document is available on <http://www.LCRP.gov.lb> and <http://data.unhcr.org/syrianrefugees/regional.php>. Financial tracking can be viewed from <http://fts.unocha.org>.

Cover Photo credit: UNDP /Rana Sweidan 2015

Produced by Government of Lebanon and the United Nations

15 December 2015.



# REFERENCE MAP



- ★ Capital
- Major Towns
- ..... Waterways
- ..... International Boundaries
- Governorate Boundaries
- Caza Boundaries



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# PREFACE

Five years into the Syria conflict, Lebanon continues to generously host 1.5 million Syrian displaced. The country has so far successfully navigated the tide in maintaining stability. This has been possible due to a shared culture of pluralism, openness and co-existence.

Lebanon has been persistently bearing the brunt of the Syria crisis with increasing economic, social, demographic, political, and security challenges. Nevertheless, Lebanese host communities continue to provide support and basic services, mainly health care, education, and shelter despite their own growing needs and deteriorating resources. Lebanese, Syrians and Palestinians continue to stand side by side and co-exist peacefully despite the numerous challenges.

We should avoid further deterioration of the humanitarian situation in Lebanon where the ability to manage the implications a protracted crisis, resulting in a population growth of more than 30% in less than 5 years, cannot be further tested. Conflict prevention in Lebanon is becoming more important than ever. No country in the world can be expected to manage such a crisis on its own. Lebanon and the Lebanese need continuous international support. Supporting Lebanon today is preventing a much more costly support programmes in the future.

The scale of the challenges the country is facing as a result of the 3.3 million people in need requires more than a traditional humanitarian intervention. What is needed is an agenda aiming at maintaining peace, security and stability at a time of high vulnerability and unprecedented threats. And although the overall security situation has improved in 2015, Lebanon was not completely immune against some major attacks, underlining the continuing volatile context.

The legendary ability of Lebanon to defy gravity should not become a reason to loosen our support with Syria's crisis. Feelings of uncertainty about the future are compounded by miserable conditions, giving rise to desperation. It is therefore no surprise to us that many people, are queuing in ports and airports to make their way to Europe. Yet, those fleeing are by far outnumbered by those who are staying, because they have no choice and no alternative.

The 2016 Lebanon Crisis Response Plan, as the 2015 chapter, brings together the Government of Lebanon (GoL) and national and international partners to deliver integrated and mutually reinforcing humanitarian and stabilization interventions. The 2016 plan proposes a US\$2.48 billion appeal plan to provide humanitarian assistance and protection to almost 2.8 million highly vulnerable individuals and invest in services, economies and institutions reaching the most vulnerable communities.

As we look ahead, the Government of Lebanon and the UN are working on developing a multi-year plan to address the stabilization challenges of the country, while taking into account key protection and humanitarian issues, livelihoods and countering threats to security.

It is only by working together that we will be able to ensure peace, security and stability for the whole of Lebanon, in an environment that promotes and protects rights for all. Our solidarity can make a difference, preserving dignity of those most in need and maintaining stability in Lebanon.

Rashid Derbas  
H.E Minister of Social Affairs

Philippe Lazzarini  
Resident and Humanitarian Coordinator



Photo by: UNDP

# Executive Summary

# EXECUTIVE SUMMARY

## KEY FIGURES

December 2016  
(projections)



**5.9 million**

Estimated population currently living in Lebanon



**3.3 million**

Estimated people in need



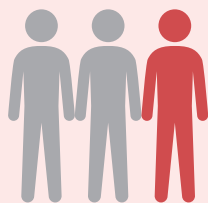
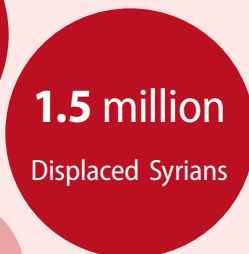
**2.1 million**

Targeted for service delivery, economic recovery and community services

**1.9 million**

Targeted for protection and direct assistance

## Key categories of vulnerable population:



**1 in 3 is displaced**  
from Syria or a Palestine refugee



**US\$ 2.48 billion**  
Funding required for the LCRP

**After five years of generously hosting families displaced by the Syrian crisis, Lebanon's government and communities continue to face critical tests of stability. At the same time, the most vulnerable Lebanese, displaced Syrians, and Palestine refugees are reaching the end of their coping capacities.**

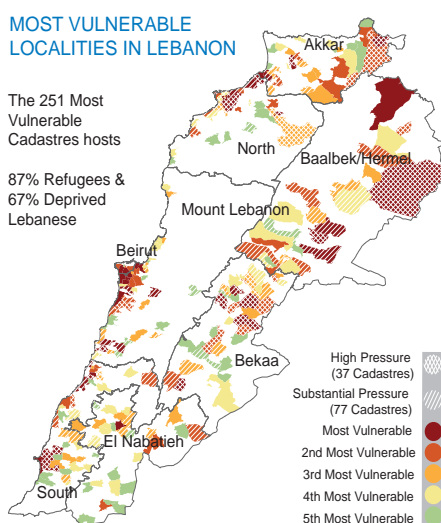
Although the number of persons displaced from Syria in Lebanon remained stable in 2015, individual, community and institutional vulnerabilities reached new heights, despite international contributions which met just half of the initially required funding<sup>1</sup>. Five years into the crisis, persons displaced from Syria and vulnerable Lebanese face considerable hardship, with fewer resources available and an increased reliance on humanitarian assistance. Negative coping strategies, such as withdrawing children from school, child labour and reduction of food intake, are on the rise. Without increased support or the ability to self-sustain, such coping strategies may become more pervasive and, in some cases, irreversible. Rising unemployment and declining income are increasingly reported<sup>2</sup>, in a context where displaced persons from Syria live side-by-side with the most vulnerable Lebanese<sup>3</sup>. In the country with one of the highest per capita ratios in the world of persons registered as refugees, public institutions and infrastructure are exceptionally overstressed, severely impacting access to and quality of basic services.

Despite its many challenges, Lebanon has remained resilient. Yet as 2015 ends, Lebanon's society faces a critical test. Public concern is growing around spillover of the conflict from Syria into Lebanon's stressed communities. Challenges are greatest in the most vulnerable and deprived parts of the country, which are also hosting the largest numbers of displaced persons from Syria. A reinforced, consolidated and tailored effort to tackle long-term inequities and development gaps in the context of an ongoing humanitarian crisis is essential to Lebanon's peace and stability.

## MOST VULNERABLE LOCALITIES IN LEBANON

The 251 Most Vulnerable Cadastres hosts

87% Refugees & 67% Deprived Lebanese



(1) Revised funding requirement as of July 2015 is \$ U.S 1.87 billion, against which 53% has been funded as of December 15

(2) OCHA, REACH and UNICEF, *Defining Community Vulnerability in Lebanon*, 2015.

(3) Data as of November 2015 suggests that a total of 1.5 million Lebanese live under poverty line (US\$ 3.84) [28.5 percent of Lebanese population + 170,000 & rising -World Bank estimate]. In an effort to identify the most vulnerable communities in Lebanon, GoL and international partners have jointly elaborated a vulnerability map which identifies the most vulnerable 251 cadastres, which include 67 percent of deprived Lebanese and host 87 percent of all displaced persons from Syria.





## Lebanon Crisis Response Plan (LCRP): An Integrated Humanitarian and Stabilization Strategy

2016 is the second year of the Lebanon Crisis Response Plan, and serves as a transitional phase into a longer term strategic framework for 2017-2020. As in the previous year, the Government of Lebanon (GoL) and national and international partners come together to deliver integrated and mutually reinforcing humanitarian and stabilization interventions.

The LCRP promotes the strategic priorities identified by GoL and partners (United Nations, national and international NGOs and donors), emphasizing the role of GoL in leading the response with the oversight of the cabinet's Crisis Cell. Interventions in the LCRP are aligned to national policies and strategies, and seek to complement and build on other international assistance in the country.

**The LCRP is designed to:**

- 1) Ensure humanitarian assistance and protection** for the most vulnerable among persons displaced from Syria and poorest Lebanese;
- 2) Strengthen the capacity of national and local service delivery systems** to expand access to and quality of basic public services; and
- 3) Reinforce Lebanon's economic, social, environmental, and institutional stability.**

### LCRP Three Response Areas:

The three Response Areas of the LCRP address urgent humanitarian needs for the most vulnerable populations in Lebanon, particularly displaced Syrians, as well as the coping capacity of all crisis-affected communities and certain deeper-rooted development gaps. Interventions are based on identified needs, capacity to implement and the potential to scale up for a positive impact on stabilization. The **Three Response Areas** of the LCRP are:

#### RESPONSE AREA 1. PROVIDE MATERIAL AND LEGAL ASSISTANCE TO THE MOST VULNERABLE AMONG THE DISPLACED FROM SYRIA AND POOREST LEBANESE

This response area addresses the increasing needs of the affected populations while limiting as much as possible the rapid deterioration of social and economic conditions based on economic, demographic and geographic sensitivities. It addresses the capacity of these communities to cope with the worst effects of poverty and displacement.

#### RESPONSE AREA 2: LINK VULNERABLE GROUPS AND LOCALITIES TO STRENGTHENED BASIC SERVICES AND PROTECTION

This response area will, in close coordination with line ministries, strengthen national and local capacity to meet increasingly overwhelming service-related needs and seek to reinforce confidence in the quality and accessibility of public services for vulnerable populations. It streamlines the number of direct-delivery emergency interventions compared to previous years, and expands community-level investments to reduce unsustainable and damaging coping strategies and improve municipal delivery. Where possible, this response area will foster a "convergence" approach to service expansion, whereby the social development services and municipalities are supported to ensure a minimum package of services in the most vulnerable areas. The response will also seek opportunities to collaborate more effectively with the private sector.

#### RESPONSE AREA 3: SUPPORT NATIONAL INSTITUTIONS TO PRESERVE SOCIAL STABILITY

This response area introduces rapid-impact job creation and income-generation opportunities for local economies, benefiting the most vulnerable communities in accordance with relevant Lebanese laws and regulations. Priority will be given to areas where poverty, unemployment and conflict risks are particularly high. Concurrently, it will support economic growth to foster partnerships stimulating the private sector, strengthen labour market governance, and support Lebanese businesses to improve their labour standards and build labour force skills. It will also invest in national and local capacity to promote dialogue that mitigates tensions, and cooperate with partners, including local authorities, community leaders, UN missions and human rights organizations. These investments will focus particularly on youth and adolescents. They will also integrate actions proposed in Lebanon's Environmental Management Plan as critical to reducing the growing pressures on Lebanon's urban and rural areas.

**\$2.48 billion funding required**

35% for stabilization programs

65% for humanitarian programs

**95**

Appealing Partners

##### Protection & direct assistance

- 1.5 million displaced Syrians
- 300,000 vulnerable Lebanese
- 42,189 Palestine refugees from Syria
- 75,000 Palestine refugees in Lebanon

##### Service delivery, economic recovery & social stability

- 840,000 displaced Syrians
- 1.2 million vulnerable Lebanese
- 42,189 Palestine refugees from Syria
- 20,000 Palestine refugees in Lebanon

### **Strategic Priority One: ensure humanitarian assistance and protection for the most vulnerable among the displaced from Syria and poorest Lebanese.**

It aims to:

- i. Supplement the ability of the most vulnerable Lebanese and persons displaced from Syria to meet their survival needs through protection and humanitarian assistance, reducing exposure to homelessness, hunger and the worst effects of poverty;
- ii. Continue to facilitate voluntary access to civil documentation for persons displaced from Syria as per Lebanese laws, regulations and policies;
- iii. Continue to respond to emergency humanitarian needs as they arise;
- iv. Channel support to persons displaced from Syria through public institutions wherever possible, ensuring that humanitarian assistance continues to strengthen national capacities and benefit all vulnerable populations;
- v. Strengthen GoL management of the response, including through enhancing border systems and further strengthening the capacities of implicated national institutions;
- vi. Build capacities of Lebanese civil society and community-based organizations in their work on behalf of displaced Syrians and other vulnerable populations.

*Key sectoral responses include Basic Assistance, Food Security, Shelter and Protection.*

### **Strategic Priority Two: strengthen the capacity of national and local delivery systems to expand access to and quality of basic public services.**

It aims to:

- i. Ensure vulnerable children can access and learn in a quality learning environment, including by strengthening the absorption capacity of formal and non-formal education and increasing geographic coverage;
- ii. Ensure that the most vulnerable Lebanese and displaced Syrians can access affordable healthcare, with a focus on accessibility and quality of services and controlling disease outbreaks;
- iii. Increase outreach to and responsiveness of community and institutional systems to protect the most vulnerable, especially children and women at risk of violence (including armed violence, abuse, exploitation and neglect) and to provide referrals and a full package of services, while providing appropriate support to survivors through a robust and coordinated national system;
- iv. Expand energy, safe water, sanitation and hygiene for the most vulnerable Lebanese and displaced Syrians through emergency gap-filling and by reinforcing existing services.

*Key sectoral responses include Education, Health, Energy & Water, Social Stability and Protection.*

### **Strategic Priority Three: reinforce Lebanon's economic, social, institutional and environmental stability by (i) expanding economic and livelihood opportunities benefiting local economies and the most vulnerable communities: (ii) promoting confidence-building measures within and across institutions and communities to strengthen Lebanon's capacities:**

It aims to:

- i. Create jobs and support businesses to generate income for local economies in poor areas benefiting vulnerable communities, in accordance with relevant Lebanese laws and regulations;
- ii. Enhance the productive capacities of micro and small to medium enterprises (MSME) through improving local economic infrastructure and supporting their capability to respond to market demands;
- iii. Support government institutions and government partners to implement necessary economic, labour, social welfare, service delivery, disaster risk management and environmental protection reforms already initiated;
- iv. Reduce the impact of the crisis on Lebanon's environment and promote environmental recovery;
- v. Strengthen government ownership of investments made in stabilization by supporting national planning and implementing, monitoring and aid management processes;
- vi. Address the risks faced by Lebanese, displaced Syrians and Palestinian adolescents and youth with a particular focus on empowering young women and girls;
- vii. Prevent social tensions within stressed communities by strengthening government, municipal, community and individuals' capacities to promote intra- and inter-community dialogue.

*Key sectoral responses include Shelter, Food Security, Energy & Water, Livelihoods and Social Stability.*



# LEBANON CRISIS RESPONSE PLAN

## AT A GLANCE

### 2016 PLANNING FIGURES



### PRIORITY NEEDS

1. Over 1.07 million Syrians are registered as refugees with UNHCR in Lebanon at end-2015 with many more present but unregistered. Of these, 52% are unable to meet their survival needs and an estimated two third lack legal stay documentation, limiting their capacity to sustain their own well-being. Equally, 10% of the Lebanese population and 68% of Palestine refugees live under Lebanon's lowest poverty line of \$2.4 per day.

2. Approximately two million vulnerable people are essentially concentrated in 251 localities where social tensions and

poverty are worsening fast. In these areas, demand for basic services continues to far outstrip the capacity of institutions and infrastructure to meet needs.

3. Extreme poverty, rising unemployment and desperation are driving negative coping strategies, particularly affecting youth. Long-standing economic inequalities are becoming more widespread and environmental pressures are increasing, affecting social relationships and, ultimately, Lebanon's stability.

### STRATEGIC OBJECTIVES

1. Ensure humanitarian assistance and protection for the most vulnerable among the displaced from Syria and poorest Lebanese.

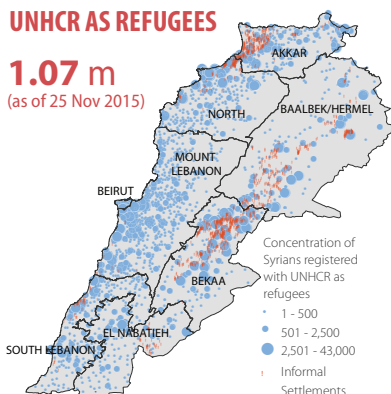
2. Strengthen the capacity of national and local delivery systems to expand access to and quality of basic public services.

3. Reinforce Lebanon's economic, social, institutional and environmental stability including:

- (i) expand economic and livelihood opportunities benefiting local economies and the most vulnerable communities.
- (ii) promote confidence-building measures within and across institutions and communities to strengthen Lebanon's capacities.

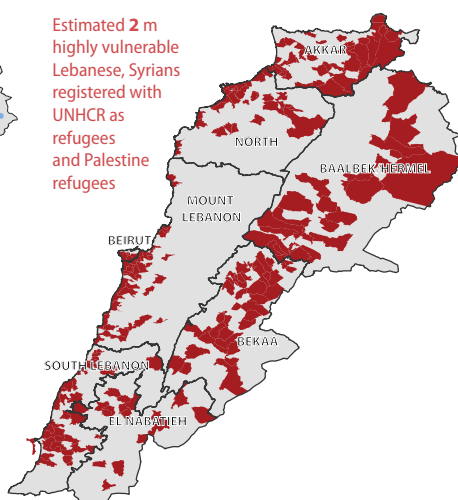
### SYRIANS REGISTERED WITH UNHCR AS REFUGEES

**1.07 m**  
(as of 25 Nov 2015)



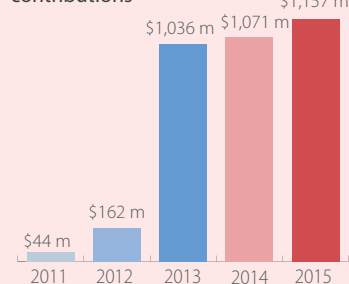
### MOST VULNERABLE CADASTERS

Estimated 2 m highly vulnerable Lebanese, Syrians registered with UNHCR as refugees and Palestine refugees



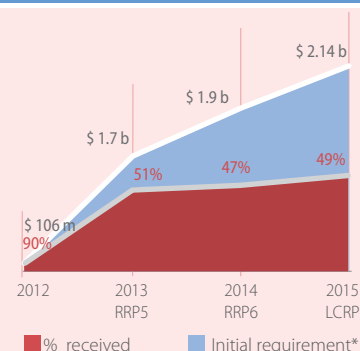
### DONOR CONTRIBUTION

Overall humanitarian contributions



The figures are as of 15 December 2015

### FUNDING TREND



Source: Funding figures used are from FTS and UNHCR annual reports. \*includes GoL requirement

### 2016 FUNDING REQUIREMENTS in million \$

Sector	Requirement
Food Security	\$473.5
Energy & Water	\$391.3
Education	\$388.2
Basic Assistance	\$356.6
Health	\$290.9
Livelihoods	\$143.3
Shelter	\$138.7
Social Stability	\$119.4
Protection	\$98.5
Child Protection	\$48.1
SGBV	\$31.7

### 2016 PROJECTED TARGET POPULATION

Sector	Target population
Food Security	1,109,832
Energy & Water	2,022,000
Education	529,933
Basic Assistance	915,090
Health	1,602,000
Livelihoods	134,607
Shelter	817,946
Social Stability	251*
Protection	1,862,189**

\* Social Stability targeting communities in the 251 most vulnerable cadasters.

\*\* Child Protection and SGBV target population figures are included.

# KEY STATISTICS



**221,221**

Displaced Syrian children between 6 & 14 yrs. old are **out of school** compared to 155,095 enrolled in public schools as of 1<sup>st</sup> Dec.



**89%**

of Displaced Syrian households have a

**debt**  
average of  
**\$842**



**1,903**  
**Informal Settlements**  
across the country



**52%** of displaced Syrians and **10%** of all Lebanese are **extremely poor** (less than **\$2.4/day**)



**40% increase** in Municipal spending on **waste disposal** since 2011

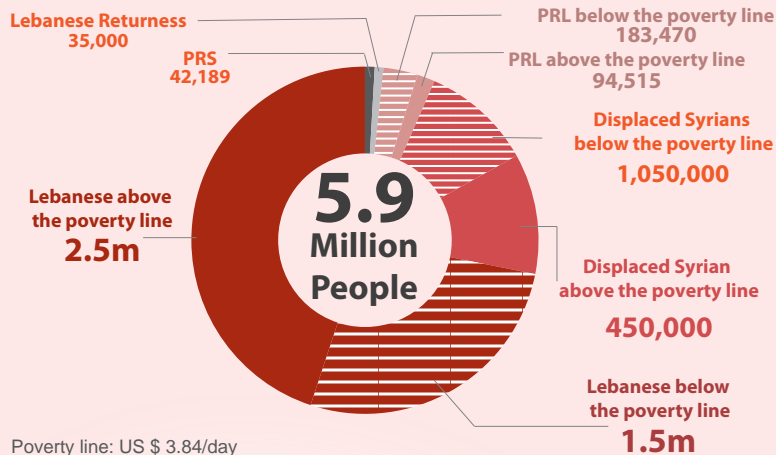


More than **300,000 PRL & PRS** live in **42 informal** Palestine **gatherings** and **12 formal** Palestine **refugee camps**.

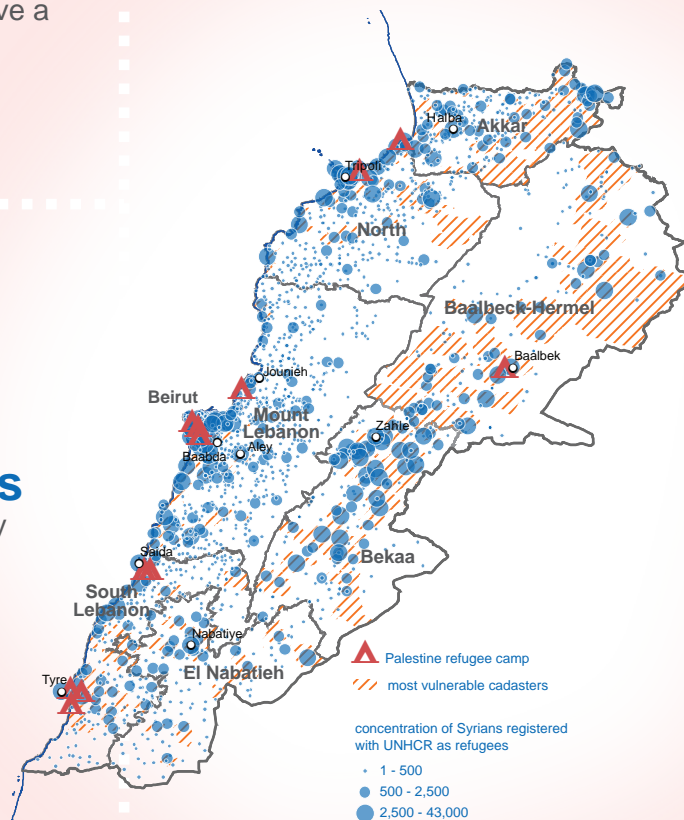


Water demand increased by **28%** since 2011

## Projected Figures December 2016



## Concentration of people in need



Source: OCHA, UNHCR, UNRWA



**50%** larger **labour force** than 2011



**110%** more **POOR** in Lebanon; **15%** more **POOR** Lebanese since 2011



Photo by: AFDgroup

# Introduction

Learning from a  
fifth year  
of crisis





# I EVOLUTION OF LEBANON'S CONTEXT AND FUNDING TRENDS

As of 31 October 2015, Government of Lebanon (GoL) estimates that the country hosts 1.5 million Syrians who have fled the conflict in Syria (including 1.07 million registered as refugees with UNHCR), in addition to some 42,000 Palestine Refugees from Syria (PRS), 35,000 Lebanese returnees, and a pre-existing population of more than 270,000 Palestine Refugees in Lebanon (PRL)<sup>4</sup>. The number of people in-country has risen by 37 percent since the crisis began. Today, nearly one in every three people in Lebanon is a person displaced from Syria or a Palestine refugee. Given the mass influx of Syrian nationals displaced into Lebanon, GoL acknowledges that even a substantial increase in resettlement and humanitarian admission opportunities constitutes a partial solution to the crisis. Bearing in mind that settlement/integration of non-Lebanese in Lebanon is prohibited by the Lebanese constitution, GoL's position is that a safe repatriation of displaced Syrians, beyond those who would have been resettled abroad, while abiding by the principle of non-refoulement, is the only durable solution for this crisis, and that conditions for such a safe repatriation can precede a political solution for the conflict in Syria<sup>5</sup>.

Based on this premise, and given the combined economic, demographic and security challenges facing Lebanon as a result of the crisis in Syria, GoL adopted in October 2014 a policy paper on Syrian displacement in Lebanon. This paper entered into force in January 2015, and measures in line with the policy have gradually been put into place. For Syrians seeking asylum, admission is only granted under exceptional humanitarian cases determined by the MoSA. The GoL policy also encourages third countries to offer more opportunities for resettlements and humanitarian admission for Syrian nationals. The need for such solutions and that of a political solution to the conflict inside Syria is becoming all the more imperative with the rising trend in 2015 of an increasing number of Syrians moving to join the route to Europe.

Despite the hospitality of Lebanese communities, donor

## UN Durable solutions

In any refugee situation, the ultimate goal for the United Nations is the realization of durable solutions to the plight of refugees. Durable solutions include voluntary repatriation in safety and dignity to the country of origin when conditions allow, local integration in the host country where possible, or resettlement to a third country.

contributions and efforts by response partners since 2011, the impact of the crisis on institutions, communities and vulnerable individuals is deepening. Asset depletion and overstressed service infrastructure, limit the availability of

resources for managing the increasing needs. Issues related to valid residency for persons displaced from Syria, reductions in assistance, and few meaningful self-support opportunities further increase the vulnerability of the populations in need.

Nearly half of those affected by the crisis are children and adolescents; at least 1.4 million children (age 0 to 17 years) – both vulnerable Lebanese, persons displaced from Syria and Palestine refugees are currently growing up at risk, deprived, and with acute needs for basic services and protection. One-third of Lebanese youth are unemployed, in a labour force estimated to be 50 percent larger than pre-crisis<sup>6</sup>. Even low-wage jobs are becoming harder to find, particularly as the pace of economic growth is slowing. The IMF estimates Lebanon's GDP growth to be 2 percent in 2015, whereas the Lebanon Central Bank expects zero growth. Both estimates are far below the average of 9 percent growth experienced during the four years prior to 2011<sup>7</sup>.

**Youth at risk:** Lebanon depends on a strategic response to protect vulnerable young people from being victims of armed violence resulting from the Syria crisis, while preserving their human potential. The 2014 UN/Save the Children Situation Analysis of Youth\* showed a strong correlation between conflict, unemployment and poverty among this population. To date, the support provided for the benefit of adolescents and youth aged 14 to 25 has not been substantial nor comprehensive, implemented through scattered activities under the Livelihood, Education, Health and Protection sectors. In that respect, the LCRP tackles youth and adolescent risk dynamics from several perspectives: through expanding formal and non-formal education programmes, skill-building, income generation with a focus on young men in suburban areas, psychosocial support for those in need, building community referral and response mechanisms for at-risk girls and boys, and engaging young women and men in neighbourhood development and peace-building activities. A substantial part of the rapid-impact job creation programme proposed under the LCRP targets youth, responding to the disproportionately high youth unemployment. LCRP analytical platforms will also prioritize building adolescent and youth-focused monitoring and analysis tools, drawing essential baseline information from existing interagency studies. This could potentially inform a more comprehensive youth initiative for Lebanon.

\*Source: UNICEF, UNFPA, UNESCO, UNHCR and SCI, *Situation analysis of youth in light of the Syrian crisis*, 2014.

(4) UNRWA and AUB, *Socio-Economic Survey of Palestine Refugees in Lebanon*, December 2010.

(5) The GoL reserves the right to safeguard its national security through measures it deems appropriate and that respect Lebanese and international law.

(6) IMF Country Report No. 14/238, Lebanon: Selected Issues, July 2014. Available from <https://www.imf.org/external/pubs/ft/scr/2014/cr14238.pdf>

(7) World Bank: Lebanon GDP growth was 9.4, 9.1, 10.3, and 8 percent respectively for 2007, 2008, 2009 and 2010.

Despite around US\$ 1 billion in contributions, the LCRP in 2015 was less than 50 percent funded<sup>(8)</sup>. Assistance from international donors to Lebanon's communities and institutions broadened in 2015, complementing the humanitarian efforts. These interventions were primarily channeled through GoL programmes, including the MoSA-led Lebanon Host Community Support Program (LHSP) and the MEHE-led Reach All Children with Education (RACE) strategy, and focused on localities facing the greatest increases in population, pressure on public systems and poverty as a result of the crisis. Humanitarian assistance continued to be provided to displaced Syrians, vulnerable Lebanese, Lebanese returnees, Palestine Refugees from Syria (PRS) and Palestine Refugees in Lebanon (PRL). However, due to the funding gap, partners were increasingly forced to assist only those individuals and families with the highest degree of vulnerability within the vulnerable target population, leaving many essential needs unmet.

Bilateral contributions continued to represent the largest avenue for support, channeled through UN agencies and NGOs working in close partnership with GoL. Several funding instruments supported the response, including

the Humanitarian Pooled Fund-Lebanon<sup>(9)</sup> administered by OCHA, the Multi-Donor Trust Fund (MDTF) administered by the World Bank and the Lebanon Recovery Fund (LRF) administered by the UN, although with low capitalization. Lebanon's status as Middle Income Country (MIC) has been a significant factor in limiting access to development financing. However, given the exceptional challenges posed by the protracted nature of this crisis, the need to expand and diversify funding sources has become critical. In this regard, a series of key priorities have been identified:

- **Ensuring timeliness, predictability and sustainability of humanitarian funding to address deepening vulnerabilities;**
- **Maximizing longer term solutions through predictable, multi-year stabilization funding;**
- **Strengthening convergence in aid management and coordination between GoL and international partners, including donors from the MENA region.**

(8) Against initial funding requirement of \$ U.S 2.14 billion; source: OCHA Financial Tracking System, [fts.unocha.org](https://fts.unocha.org)

(9) Previously entitled the Emergency Response Fund-Lebanon



Photo: UNHCR







Photo by: UNHCR/A. McConnell/14.12.16

# Needs Overview

## II Defining Vulnerability

### 2.1 Growing Vulnerability

The number of poor Lebanese, displaced people and pre-crisis refugees living inside Lebanon has risen by an estimated 110 percent since 2011, to 2.7 million<sup>10</sup>. For most, their vulnerability has been increasing, as savings are rapidly depleting and use of negative coping strategies is on the rise. Entrenched dependency on external assistance is a growing risk. The most urgent concern is for the 52 percent of displaced Syrians who are unable to meet their minimum survival requirements (less than US\$ 2.4 per day), which constitutes more than 780,000 people estimated by the end of 2015<sup>11</sup>. 70 percent of displaced Syrians are now below the poverty line (US\$ 3.84 per day), compared to 48 percent in 2014. As for the Lebanese, approximately 404,000 live below the extreme poverty line (US\$ 2.4 per day)<sup>12</sup>.

#### Increased Vulnerability of Displaced Syrians

- 70% of households are **below** the poverty line (US\$ 3.84/person/day), up from 50% in 2014.
- 52% of households are below the survival expenditure basket (US\$87 per capita/month), up from 26% in 2014.
- 61% of households are applying emergency and crisis coping strategies, up from 28% in 2014.
- 89% of households reported experiencing lack of food or money to buy food in the last 30 days, as compared to 75% in 2014.
- Average monthly expenditure per person decreased from US\$138 per month in 2014 to US\$107 per month in 2015.
- Non-agricultural casual labour is down from 29% to 15% as the main livelihood source.
- Food vouchers are the main livelihood source for 54% of the population, up from 40% in 2014.
- 88% applied a food-related coping strategy (including eating less preferred food).
- 55% of households reduced non-food expenditure (compared to 20% in 2014).
- 19% of households withdrew children from school (compared to 10% in 2014 and 2013).
- Food security decreased – 11% of households are food secure in 2015 (compared to 25% in 2014 and 32% in 2013).
- Moderate food insecurity increased to 23% of households, up from 12% in 2014 and 2013

In a country where basic living costs are high, the extreme poor are more vulnerable to homelessness, illness, unsanitary

(10) Data as of November 2015 suggests a total of 1,500,000 Lebanese living under poverty line (US\$3.84/day), 1,050,000 Syrians living under Minimum Expenditure Level (US\$3.80/day) (70% of 1.5 million displaced Syrians – VASyR 2015), 183,470 Palestine Refugees from Lebanon (PRL) living under the poverty line (66% of caseload – AUB data) and 38,606 Palestine Refugees from Syria (PRS) (89% of caseload – AUB data). Pre-crisis total poor population in-country was estimated at 1.32 million Lebanese and Palestine refugees in Lebanon. Pre-crisis poverty is calculated as follows: UNDP 2008 found 28.5 percent of Lebanese (1.14 million people) to be living below the poverty line (US\$3.84 per day). This data is based on the ten year-old National Survey of Household Living Conditions (Ministry of Social Affairs, 2004) and should therefore be considered an estimate. The 2010 Socio-Economic Survey of Palestine Refugees in Lebanon, by UNRWA-American University of Beirut assesses that 66 percent or 180,000 of PRL are considered poor. The sum of all these poor groups in Lebanon is an estimated 2.7 million people as of November 2015, approximately 110% higher than 2011 estimates.

(11) WFP, UNHCR and UNICEF, *Vulnerability Assessment of Syrian Refugees in Lebanon* (VASyR), 2015.

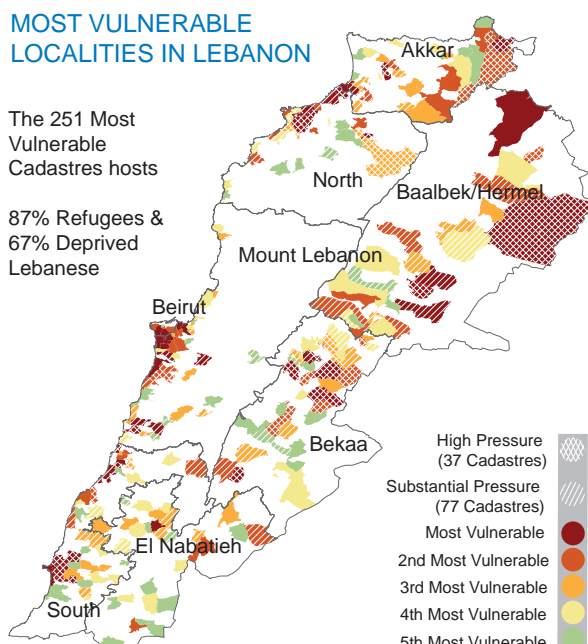
(12) National Poverty Targeting Program (NPTP).

conditions and negative coping strategies. Displaced populations residing in the same geographical areas that suffered from pre-crisis gaps in public services and markets, have increased demographic pressure and competition over low quality jobs, particularly in the informal sector which nationally represents more than 56 percent of total employment<sup>13</sup>. The unemployment rate among Palestine Refugees in Lebanon (PRL) reached a historical peak of 23 percent in 2015<sup>14</sup>, and a staggering 53 percent among Palestine Refugees from Syria (PRS). 95 percent of PRS depend on humanitarian assistance for subsistence<sup>15</sup>.

#### MOST VULNERABLE LOCALITIES IN LEBANON

The 251 Most Vulnerable Cadastres hosts

87% Refugees & 67% Deprived Lebanese



In Lebanon's relatively high-cost environment and with limited access to alternative financial resources, many working in low-wage jobs remain poor. Lebanese households face a decrease in income and an increase in debts to be able to meet basic needs, including food or healthcare<sup>16</sup>. Syrian households also face increased reliance on loans, credit and food vouchers compared to 2014. Nationally, displaced Syrian household dependency on food vouchers as the primary livelihood source increased to 54 percent in 2015 as compared to 41 percent in 2014 (peaking at 74 percent in the West Bekaa district), paralleled with four out of five PRS families relying on UNRWA assistance as the primary source. 89 percent of displaced families are relying on informal and formal loans among their three top livelihood sources.

(13) *Micro-Determinants of Informal Employment in the Middle East and North Africa Region*, World Bank, 2012.

(14) UNRWA and AUB, *Socio Economic Survey of Palestine Refugees in Lebanon (Preliminary Findings)*, 2015.

(15) UNRWA and AUB, *Profiling the Vulnerability of Palestine Refugees from Syria Living in Lebanon*, 2015.

(16) FAO and REACH, *Food Security and Livelihoods Assessment of Lebanese Host Communities*, June 2015.

The food security situation has also worsened significantly over the past year. Only 11 percent of displaced Syrian households are food secure, and moderate food insecurity has doubled affecting a quarter of households<sup>17</sup>. According to a previous survey, over 50 percent of poor Lebanese households in Bekaa rely on debt to purchase food<sup>18</sup>. 94.5 percent of PRS are food insecure<sup>19</sup>.

Issues related to valid residency further compound vulnerability. Based on a total of 75,000 household visits of displaced Syrians conducted on a monthly basis since January 2015, 61 percent of those visited in July 2015 reported no valid residency, compared to 9 percent of households visited in January 2015<sup>20</sup>. In addition, dwindling assistance and limited opportunities for self-support, along with distance and cost, can further affect access to basic services like education and health, thereby increasing distress on both caregivers and children<sup>21</sup>.

### Conditions for Palestine Refugees

For Palestine Refugees in Lebanon (PRL), the Syrian crisis compounds the hardships of prolonged refugee status and disadvantage, with the vulnerabilities of both displaced and hosting communities. Palestine Refugees from Syria (PRS) who have fled to Lebanon fall under the mandate of UNRWA, which is the main provider of assistance to both PRS and PRL, in partnership with other UN agencies and the international development community. Most Palestine refugees depend on UNRWA's services as they are unable to access the public systems in Lebanon.

The number of beneficiaries UNRWA regularly serves in Lebanon has grown by almost 20 percent due to the prolonged crisis in Syria, and they continue to need support. Displaced PRS – some 42,000 – have arrived into this environment, facing many of the same difficulties as Syrian refugees. Since August 2013, their entry into Lebanon has been limited to exceptional cases. The percentage of socioeconomically vulnerable has increased. 99 per cent of PRS are poor, compared to 66 per cent of PRL, and one in ten lives in extreme poverty, with youth disproportionately affected. Conditions have deteriorated among PRS over the past 12 months, with 94.5 per cent of the population assessed to be food insecure, up from 90 per cent in 2014.\* Even with cash assistance, most families do not have enough money to meet their basic food needs. Refugees are using negative coping mechanisms, including increased indebtedness.\*\*

Palestine Refugees in Lebanon (PRL) are an already vulnerable category, facing additional pressure and competition from PRS inside overcrowded camps and a general strain on camp infrastructure. The traditional social network in camps has been significantly challenged by the influx of refugees, and there has been an increase in internal tensions.

\* UNRWA and AUB, *Socio-Economic Survey of Palestine refugees in Lebanon, Preliminary findings*, 2015.

\*\* UNRWA, *Post Distribution Monitoring Survey*, August 2015.

## 2.2 Gaps in Essential Services

Tensions and lack of access to essential services are intensifying fastest in areas of Lebanon where large numbers of displaced Syrians coincide with a pre-crisis history of weak service delivery for the local population, making these areas the highest priority for support.

A quarter of Lebanese have never received piped water from public networks<sup>22</sup>, a situation now compounded by the mass influx of persons displaced from Syria; a third of displaced Syrians are estimated to lack access to safe water. Based on the National Water Sector Strategy, out of a total demand of 1,500 million cubic meters (MCM), available public resources capacity is 900 MCM, leading to a 40 percent deficit in supply. The impact of the Syrian crisis aggravates the situation, resulting in higher deficits and less hours of water supply. Wastewater and the pollution load from wastewater discharges have also increased since 2011 (national wastewater generation increased between 8 and 14 percent as a direct result of the population increase)<sup>23</sup>, challenging a system that only treats 8 percent of its sewage<sup>24</sup>. Similarly, increased electricity demand due to the incoming displaced population was estimated at 213 megawatts (MW) by end-2013 and up to 362 MW by end-2014<sup>25</sup>.

Education is another area where supply is not meeting demand. The majority of school-aged Lebanese children are educated in private schools, with only 30 percent of Lebanese children enrolled in public education (a group that tends to be more economically vulnerable than those enrolled in semi-private or private primary schools). All children in Lebanon between the ages 3 and 18 have a right to and are eligible to access education, irrespective of their status. The Reach All Children with Education (RACE) strategy brings together government and partners to provide 448,900 school-aged displaced Syrian and Palestine refugees (PRS and PRL) children (3-18 years) and 81,033 vulnerable Lebanese children, with access to quality learning opportunities in safe and protective environments by 2016. Of this total, 200,000 Syrian children will be enrolled in formal education (as of December 2015, 157,000 have been enrolled for the 2015-16 academic year). However, despite major efforts by the Ministry of Education and Higher Education (MEHE) and partners to provide education opportunities, 58 percent or more than 220,000 displaced Syrian children between 6 and 14 years old, remain out of school. Several barriers have been identified which prevent the access and retention of children in public schools, including cost of transportation, parental security concerns, the need for children to work to support the family, insufficient basic literacy in English or French, psychosocial welfare of children, and early marriages for girls.

(17) Considering the representativeness of the VASyR household sample, WFP applied the food assistance vulnerability formula to determine the percentage of households falling under each vulnerability category.

(18) GoL and UN, *Lebanon Millennium Development Goals Report*, 2013.

(19) UNRWA and AUB, *Socio Economic Survey of Palestine Refugees in Lebanon (Preliminary Findings)*, 2015.

(20) Data Analysis of Household Visits conducted by the Basic Assistance sector from January - July 2015.

(21) Université Saint-Joseph (USJ), *Survey on Perceptions of Syrian Refugees in Lebanon*, 2015. Available from <http://www.isp.usj.edu.lb/pdf/Powerpoint%20En%20Final.pdf>

(22) MoEW, *National Water Sector Strategy*, 2012.

(23) MoE, EU and UNDP, *Lebanon Environmental Assessment of the Syrian Conflict and Priority Interventions*, 2014.

(24) MoEW, *National Water Sector Strategy*, 2012. Available from <http://www.databank.com.lb/docs/National%20Water%20Sector%20Strategy%202010-2020.pdf>

(25) World Bank, *Lebanon Economic and Social Impact Assessment of the Syrian Conflict*, September 2013.





At the end of 2015, 41 percent of the displaced population is projected to live in substandard shelter conditions such as in informal settlements<sup>26</sup>, in unfinished structures or in inadequate shelters lacking basic services and not properly equipped for adverse weather conditions<sup>27</sup>. In addition, increasing numbers of families are squeezed into overcrowded apartments<sup>28</sup> with approximately 4 percent of the households currently at risk of eviction. Overall, 54 percent<sup>29</sup> of displaced Syrians are in need of support with regards to shelter conditions that meet the minimum standard and to rental-related tenure security<sup>30</sup>.

#### Increased Pressure on Basic Services

- GDP growth decreased from 8% in 2010 to an average of less than 2% over the last four years;
- Since 2011, overall poverty of Lebanese has increased from 28% to 32%;
- Youth unemployment has increased by 50% in since 2011;
- Water network coverage reduced from 80% pre-crisis to 48% in 2015 due to power shortages and non-revenue water;
- Water demand has increased by 28% in since 2011;
- Wastewater generation and pollution have increased between 8 and 14% since 2011, challenging a system that treats only 8 percent of its sewage;
- Municipal spending on waste disposal increased by 40% between 2012 and 2013;
- US\$18 million of due bills for the hospitalization of displaced Syrians are uncovered (from the unsubsidized 25% of hospitalization bills);
- Additional cost of electricity usage by displaced persons from Syria between 2012 and 2014 is estimated at US\$500-580 million.

Source: World Bank, *Lebanon Central Bank*, IMF, ILO, UNDP and line ministries, *National Water Sector Strategy*

Hospitals and health centers across Lebanon are overwhelmed by the increase in the population caused by the mass influx of displaced Syrians. Public hospitals suffer the most from underfunding caused by the Syrians' inability to afford healthcare, even in cases where their hospitalization is subsidized at 75 percent. Displaced Syrian households spend an average of 18 percent of financial resources on health<sup>31</sup>, and 27 percent of households count at least one member with a specific need (chronic disease, permanent disability, temporary disability or another issue)<sup>32</sup>. 70 percent of displaced households report a child needing care. Similarly, PRS are particularly vulnerable when it comes to access to health, with 99 percent of the PRS population lacking health

insurance coverage and dependent on UNRWA for health services including hospitalization<sup>33</sup>. Nearly half (47.5 percent) of PRS households have at least one member suffering from a chronic condition. 66 percent of PRS had an acute illness in the last six months<sup>34</sup>.

## 2.3 Economic, Social, Environmental and Institutional Fragility

The dramatic increase in the number of poor is reshaping Lebanon's fluid socioeconomic dynamics in profound ways. Prior to 2011, 28 percent of the Lebanese population was living under the poverty line of US\$3.84/day and 8 percent under the extreme poverty line of US\$2.4/day<sup>35</sup>. Since 2011, overall poverty of Lebanese has increased from 28 percent to 32 percent<sup>36</sup>. Long-standing economic inequalities are becoming deeper and more widespread, affecting social relationships and wellbeing, and ultimately threatening the country's stability.

In the current circumstances, economic growth is especially critical to Lebanon's stability, equally important as the security and political dimensions. The crisis has negatively affected key growth drivers such as construction, tourism and the service sector<sup>37</sup>. The overall volume of exports has been impacted by the deterioration of Lebanon's only land export route which crosses Syria. Transportation and insurance costs have increased while alternative options by air or sea remain much more expensive<sup>38</sup>. The country's fiscal balance has deteriorated significantly in the last three years, with debt swelling from 130 percent to about 143 percent of GDP, and expected to increase again in 2015 by about US\$4 billion<sup>39</sup>. Small and medium enterprises, although critical job creators, are still largely unsupported, with local economies heavily dependent on remittances (19.5 percent of GDP or US\$8.89 billion in 2014)<sup>40</sup>.

Public institutions, at both the central and local levels<sup>41</sup>, continue to face increased pressure. As first line responders, public institutions at the local level need to be supported to ensure service delivery systems do not collapse. Crisis management and contingency planning is a continued key priority, both nationally and at governorate level, in areas prone to risks and disasters.

(33) UNRWA and AUB, *Socio Economic Survey of Palestine Refugees in Lebanon (Preliminary Findings)*, 2015.

(34) UNRWA and AUB, *Profiling the Vulnerability of Palestine Refugees from Syria Living in Lebanon*, 2015.

(35) UNDP, *Poverty, Growth and Income Distribution in Lebanon*, August 2008.

(36) IMF, Country Report No. 15/190, Lebanon 2015 Article IV Consultation—Press Release; Staff Report; and Statement by the Executive Director for Lebanon, July 2015. Available from <http://www.imf.org/external/pubs/ft/scr/2015/cr15190.pdf>

(37) ILO, *Towards Decent Work in Lebanon: Issues and Challenges in Light of the Syrian Refugee Crisis*, 2015.

(38) World Bank, *The Impact of the Syrian Crisis on Lebanese Trade*, 2015; IDAL, AgriPlus Program, *Lebanese Exports by Means of Transportation, from January to May - 2014/2015*.

(39) Banque Du Liban (Central Bank of Lebanon).

(40) Banque Du Liban (Central Bank of Lebanon).

(41) These include, for example, MoSA, particularly through its policy mandate, Social Development Centres, the Lebanon Host Communities Support Program (LHSP), National Poverty Targeting Program (NPT), as well as its National Plan to Safeguard Children and Women in Lebanon; other ministries including MEHE, MoEW, MoPH and systems managing Lebanon's labour market and private sector, regular institutions working to expand service delivery at national and municipal levels including water establishments and public hospitals, aid harmonization systems and participatory planning processes, including those managed by the Council for Development and Reconstruction.

(26) 'Informal Settlements' in this context refers to the settlements informally established by displaced Syrians on mostly agricultural lands consisting of tents, makeshift shelters, etc. It does not refer to poor urban neighborhoods or other unregulated settlements or structures built on occupied land, e.g. some Palestinian gatherings.

(27) The UNHCR 2015 shelter survey indicates that most displaced Syrians living in informal settlements are located in Bekaa (65%), North Lebanon and Akkar (30%), while most of those living in substandard structures are located in urban and semi-urban areas along the coast.

(28) In reference to the regular UNHCR Shelter Surveys, the amount of displaced Syrians living in overcrowded apartments increased from 3.5 percent in 2014 to 9.1 percent in 2015.

(29) Reference is made to the 2015 shelter sector survey and the inter-agency household questionnaire.

(30) Correlated findings from both the 2015 shelter sector survey and the inter-agency household questionnaire.

(31) Johns Hopkins and others, *Syrian refugee and affected host population health access survey in Lebanon*, 2015.

(32) VASyR 2015

The Environmental Assessment of the Syrian Conflict report prepared by the Ministry of Environment (MoE) in 2014<sup>42</sup> underlined incremental degradation in four environmental sectors due to the presence of displaced populations from Syria. An increase of 20 percent in air emissions was registered nationwide in 2014. Increases of 8 to 12 percent in water demand and 8 to 14 percent in waste generation were observed. In the solid waste sector, an estimated additional 16 percent of annual waste was generated, stressing the already under-resourced infrastructure. The report also indicated that urban densification has increased by one-third since the Syrian conflict began, with population density escalating

from 400 to 520 persons or more<sup>43</sup> per square kilometer. These factors, combined with water scarcity and haphazard land use, are negatively affecting living conditions and the agricultural production which provides livelihoods for many Lebanese and displaced Syrians.

(42) MoE, EU and UNDP, *Lebanon Environmental Assessment of the Syrian Conflict and Priority Interventions*, 2014.

(43) Ibid. However, this number may be an underestimate if unregistered displaced Syrians are considered along with those registered with UNHCR. Lebanon's geographic area is 10,452 square kilometers, in which an estimated 4 million Lebanese reside, in addition to an estimated 1.8 million non-Lebanese (including unregistered displaced Syrians), suggesting a population density as high as 574 persons per square kilometer.

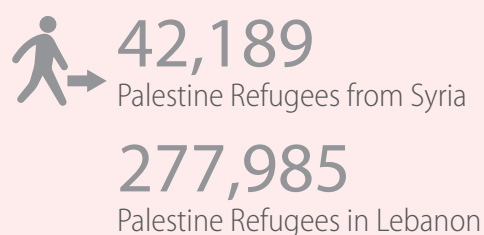
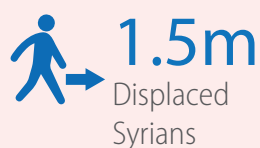
Population in need	TOTAL	Female	Male	Children
Vulnerable Lebanese	1,500,000	745,875	753,938	467,250
Displaced Syrians	1,500,000	781,368	718,632	795,817
Palestine Refugees	320,174	161,688	158,486	122,050
<b>TOTAL</b>	<b>3,320,174</b>	<b>1,688,931</b>	<b>1,631,055</b>	<b>1,385,117</b>

Institutions to be supported		
Central Ministries and Government entities	12	MEHE, MoSA, MoIM, PCM, MoPH, MoET, MoA, MoL, MoI, CDR, MoEW, MoE
Municipality and Union of Municipalities	1005 Municipalities 46 Unions	244 + 33 Unions supported by Social Stability and Livelihood Sector 200 supported by Shelter Sector 1005 + 46 Union supported by Energy & Water sector
Governors' offices	6	Support to Governors' offices in Bekaa, Baalbek-Hermel, Akkar, North, South, Nabatieh
Ministry of Agriculture Offices and Centres	7 offices and 27 centres	
Social Development Centres	60	Supported by Protection and Food Security sector
Primary Health Care Centres	350	250 MoPH-PHCs + Around 100 PHCs supported by Health partners
Public Hospitals	27	
Healthcare institutions	80	
Public Schools	100	To be rehabilitated and equipped
Water establishments + LRA + EdL	6	

Communities		
Cadastres	251 vulnerable cadastres	
Micro, Small, and Medium Enterprises (MSMEs) & Cooperatives	1,800	MSMEs and Cooperatives targeted directly (1,800, including support to micro-entrepreneurs) and indirectly (1,000 through value chains interventions – average 50 direct and indirect MSME per value chain)

## POPULATION IN NEED AND TARGETED

**3.32 million** People are in Need



**1.9 m** People targeted for protection and direct assistance



**1.5 m**  
Displaced Syrian

**300,000**  
Vulnerable Lebanese

**117,189**  
PRL and PRS

**2.1 m** People targeted for service delivery, economic recovery and social stability



**1.2 m**  
Vulnerable Lebanese

**840,000**  
Displaced Syrian

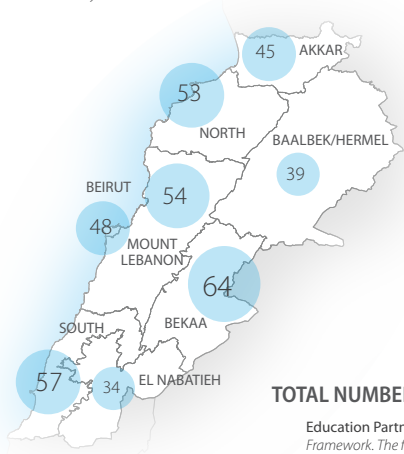
**62,189**  
PRL and PRS

## APPEALING PARTNERS












**95** Partners (Ministries, UN agencies, INGOs and NNGOs)

Number of partners per governorate

Source: ActivityInfo



**TOTAL NUMBER OF PARTNER PER SECTOR**

											
AKKAR	-	19	17	17	10	19	18	13	15	6	11
BAALBEK/ HERMEL	-	14	10	16	9	8	14	9	11	5	10
BEIRUT	-	10	10	23	7	7	13	8	14	11	10
BEKAA	-	16	20	27	15	21	19	18	16	12	14
EL NABATIEH	-	10	11	11	6	7	11	10	10	4	5
MOUNT LEBANON	-	14	15	19	10	16	12	11	14	15	12
NORTH	-	16	16	19	15	20	19	16	17	8	16
SOUTH	-	17	16	21	17	19	15	15	15	12	14
PARTNER PER SECTOR	-	31	30	33	29	35	30	29	25	19	20

**Education Partners:** MEHE is currently in the process of selecting NGO partners who will be able to implement different components of the Education Results Framework. The first selection is expected to be finalized in January 2016. After this, MEHE will review new submissions from NGO partners every three months.





Photo by: UNICEF/Ada

# Response Strategy

# III 2016 LEBANON CRISIS RESPONSE

## 3.1 The 2016 Crisis Response

The 2016 LCRP outlines the second year of the plan launched in December 2014, building on the efforts realized during the first year, and preparing for a new multi-year response strategy for 2017-2020. The 2016 LCRP is based on an agreed set of priorities guided by national plans and strategies, implemented under the overall leadership of the Government of Lebanon, and in close partnership with international and national partners. The Plan has a strong focus on humanitarian assistance to vulnerable communities, but also seeks to expand investments, partnerships and delivery models for stabilization.

The 2016 LCRP:

- **Outlines protection and assistance** to be provided to the most vulnerable Lebanese, displaced Syrians and Palestine refugees – strengthening the link between humanitarian action and Lebanon's own growth and development;
- **Promotes Lebanese leadership and capacities**, working increasingly through Lebanese institutions, systems, organizations and communities to guide and implement activities;
- **Strengthens collective action** around the role of local institutions, the quality as well as reach of services, and the convergence of assistance in priority areas;
- **Scales up delivery mechanisms** that are responsive to needs and offer clear benefits to all vulnerable communities;
- **Expands partnerships to improve the quality of implementation**, developing tools to measure the interaction between conflict, humanitarian need and poverty, and building on experience to design equitable, smarter and cost-efficient programming; and
- **Increases focus on aid coordination** with and through government and non-government structures.



## 3.2 Response Strategy and Strategic Priorities

The three Response Areas of the LCRP address urgent humanitarian needs for the most vulnerable populations in Lebanon, particularly displaced Syrians, as well as the coping capacity of all crisis-affected communities and certain deeper-rooted development gaps. Interventions are based on identified needs, capacity to implement and the potential to scale up for a positive impact on stabilization.

### RESPONSE AREA 1. PROVIDE MATERIAL AND LEGAL ASSISTANCE TO THE MOST VULNERABLE AMONG THE DISPLACED FROM SYRIA AND POOREST LEBANESE

*This response area addresses the increasing needs of the affected populations while limiting as much as possible the rapid deterioration of social and economic conditions based on economic, demographic and geographic sensitivities. It addresses the capacity of these communities to cope with the worst effects of poverty and displacement.*

**The strategic priority for this response area is to ensure humanitarian assistance and protection for the most vulnerable among the displaced from Syria and poorest Lebanese.** It aims to:

- Supplement the ability of the most vulnerable Lebanese and persons displaced from Syria to meet their survival needs through protection and humanitarian assistance, reducing exposure to homelessness, hunger and the worst effects of poverty;
- Ensure that the presence of the persons displaced from Syria on Lebanese territory accords with Lebanese laws and regulations, that they are supported based on their needs, and that they continue to be assisted in collaboration between GoL and UN agencies, national and international NGOs, in accordance with international human rights norms, while anticipating their repatriation once the conditions allow for a safe return, while abiding by the principle of non-refoulement;
- Continue facilitating voluntary access to civil documentation for persons displaced from Syria as per Lebanese laws, regulations and policies;
- Continue to respond to emergency humanitarian needs as they arise;
- Channel support to persons displaced from Syria through public institutions wherever possible, ensuring that humanitarian assistance continues to strengthen national capacities and benefit all vulnerable populations;
- Strengthen GoL management of the response,

including through enhancing border systems and further strengthening the capacities of implicated national institutions;

- Build capacities of Lebanese civil society and community-based organizations in their work on behalf of displaced Syrians and other vulnerable populations.

Key sectoral responses include Basic Assistance, Food Security, Shelter and Protection.

## **RESPONSE AREA 2: LINK VULNERABLE GROUPS AND LOCALITIES TO STRENGTHENED BASIC SERVICES AND PROTECTION**

*This response area will, in close coordination with line ministries, strengthen national and local capacity to meet increasingly overwhelming service-related needs and seek to reinforce confidence in the quality and accessibility of public services for vulnerable populations. It streamlines the number of direct delivery emergency interventions compared to previous years, and expands community-level investments to reduce unsustainable and damaging coping strategies and improve municipal delivery. Where possible, this response area will foster a “convergence” approach to service expansion, whereby the social development services and municipalities are supported to ensure a minimum package of services in the most vulnerable areas. The response will also seek opportunities to collaborate more effectively with the private sector.*

**The strategic priority for this response area is to strengthen the capacity of national and local delivery systems to expand access to and quality of basic public services.** It aims to:

- Ensure vulnerable children can access and learn in a quality learning environment, including by strengthening the absorption capacity of formal and non-formal education and increasing geographic coverage;
- Ensure that the most vulnerable Lebanese and displaced from Syria can access affordable healthcare, with a focus on accessibility and quality of services and controlling disease outbreaks;
- Increase outreach to and responsiveness of community and institutional systems to protect the most vulnerable, especially children and women at risk of violence (including armed violence, abuse, exploitation and neglect) and to provide referrals and a full package of services, while providing appropriate support to survivors through a robust and coordinated national system;
- Expand energy, safe water, sanitation and hygiene for the most vulnerable Lebanese and displaced from Syria through emergency gap-filling and by reinforcing existing services.

Key sectoral responses include Education, Health, Energy and Water, Social Stability and Protection.

## **RESPONSE AREA 3: SUPPORT NATIONAL INSTITUTIONS TO PRESERVE SOCIAL STABILITY**

*This response area introduces rapid-impact job creation and income-generation opportunities for local economies, benefiting the most vulnerable communities in accordance with relevant Lebanese laws and regulations. Priority will be given to areas where poverty, unemployment and conflict risks are particularly high. Concurrently, it supports economic growth to foster partnerships stimulating the private sector, strengthen labour market governance, and support Lebanese businesses to improve their labour standards and build labour force skills. It will also invest in national and local capacity to promote dialogue that mitigates tensions, and cooperate with partners, including local authorities, community leaders, UN missions and human rights organizations. These investments will focus particularly on youth and adolescents. They will also integrate actions proposed in Lebanon’s Environmental Management Plan as critical to reducing the growing pressures on Lebanon’s urban and rural areas.*

**The strategic priority for this response area is to reinforce Lebanon’s economic, social, institutional and environmental stability.** It aims to:

### **(i) Expand economic and livelihood opportunities benefiting local economies and the most vulnerable communities:**

- Create jobs and support businesses to generate income for local economies in poor areas benefiting vulnerable communities, in accordance with relevant Lebanese laws and regulations;
- Enhance the productive capacities of micro and small to medium enterprises (MSME) through improving local economic infrastructure and supporting their capability to respond to market demands;
- Support government institutions and government partners to implement necessary economic, labour, social welfare, service delivery, disaster risk management and environmental protection reforms already initiated;
- Reduce the impact of the crisis on Lebanon’s environment and promote environmental recovery.

### **(ii) Promote confidence-building measures within and across institutions and communities to strengthen Lebanon’s capacities:**

- Strengthen government ownership of investments made in stabilization by supporting national planning and implementing, monitoring and aid management processes;
- Address the risks faced by Lebanese, displaced Syrians and Palestine Refugees adolescents and youth with a particular focus on empowering young women and girls; and
- Prevent social tensions within stressed communities

by strengthening government, municipal, community and individuals' capacities to promote intra- and inter-community dialogue.

Key sectoral responses include Shelter, Food Security, Energy & Water, Livelihoods and Social Stability.

### 3.3 LCRP Alignment with the Lebanon 2017-2020 planning framework, Regional Refugee and Resilience Plan (3RP) and GoL 2013 Roadmap of Priority Interventions for Stabilization from the Syrian Conflict, along with other plans and policies

Key processes and frameworks to which the LCRP is aligned include:

1. Lebanon's multi-year programmatic framework: as the second year of the LCRP, **the 2016 response constitutes a transitional plan to the four-year framework (2017-2020)** that will expand the stabilization and development focus and facilitate transition of crisis response to national structures and systems, while maintaining the integrated humanitarian and stabilization response to the projected protracted crisis. The medium-term planning aims to address national objectives and priorities for responding to the impact of the Syrian crisis in Lebanon through an overarching four-year strategic planning framework developed and implemented in collaboration with the UN, national and international NGOs, and donors. Yearly appeals will be developed based on an annual review of needs.
2. The 2016 LCRP is the Lebanon chapter of the **Regional Refugee and Resilience Plan 2015-2016 (3RP)** led by UNHCR and UNDP. As a nationally-owned version of the 3RP, it is tailored to respond to the specific needs of Lebanon and vulnerable populations within this ongoing regional crisis. It ensures that humanitarian and stabilization interventions are mutually reinforcing to deliver value, and emphasize support to Lebanon's national capacities including its aid and assistance management efforts.
3. The LCRP incorporates priority measures articulated in the **GoL 2013 Roadmap of Priority Interventions for Stabilization from the Syrian Conflict** and its updated projects, and furthers its three objectives: (i) to restore and expand economic and livelihood opportunities for vulnerable groups; (ii) to restore and build resilience in equitable access to and quality of sustainable public services; and (iii) to strengthen social stability. Programmes implemented directly by MEHE, MoSA, MoEW, and MoPH are represented in the LCRP's results matrix. All LCRP projects investing in Lebanon's capacities are linked to needs articulated in the Roadmap, particularly the first two tracks.
4. The LCRP responds to regional priorities captured in

the **Comprehensive Regional Strategic Framework (CRSF) 2014-16** which recommends: (i) Supporting national leadership and ownership of the response; (ii) Expanding sustainable programming; and (iii) Addressing inter-community tensions as a central component of all aid efforts. The CRSF and LCRP both centralize investment in sectors linked to inter-community tensions, and prioritize local conflict mitigation capacities.

5. The LCRP contains interventions developed as part of the regional **No Lost Generation strategy (NLG)**, specifically through support to the RACE Strategy, and other sectoral investments in protection, psychosocial support and skill development for children, adolescents and youth, such as the Ministry of Social Affairs' National Plan to Safeguard Children and Women in Lebanon (MoSA NP). The LCRP Education and Protection Sectors contain the GoL-endorsed budget for RACE and the MoSA NP implementation in 2016, captured through UN agencies and participating NGOs and the funding appeals by MEHE and MoSA, with a view to moving to full government implementation.
6. The LCRP is coherent with the **Resilience Agenda** endorsed at the Resilience Development Forum held in Jordan in November 2015, which brought together representatives of Governments of countries affected by the Syrian crisis, UN, international and national NGOs, the donor community and the private sector to discuss key guiding principles and elements of a medium-term regional response.





Photo by: JamesGiles

# Delivering the LCRP

## Core Principles and Commitments

Building on the needs and results-based approach used for defining outputs, targets and related budgets, key priorities for improving delivery of the LCRP in 2016 include:

- Strengthening current tracking and monitoring mechanisms;
- Improving transparency and accountability; and
- Strengthening national coordination and implementation systems in view of the broadened focus on stabilization and the multi-year programming envisioned for 2017-2020.

As a basis for addressing these priorities, strengthening partnership and enhancing the overall effectiveness of the LCRP, several core principles and commitments have been agreed between GoL and its international partners.

### Principles of Partnership and Accountability

#### PURPOSE:

- Enhance the effectiveness and transparency of the LCRP, and the predictability of funding, by complementing its guiding principles.
- Provide guidance, applicable to all LCRP partners, for a timely, effective and coordinated response by clarifying requirements with respect to key functions and processes: information sharing and tracking, planning and implementation.
- Ensure synergies between national planning and partner responses by: aligning LCRP efforts with national strategies and agreed plans; and enabling the line ministries to take a stronger role in leadership and coordination at the national and local levels, while benefiting from the support of the UN and NGOs.

#### PRINCIPLES FOR LCRP

##### 1. Planning

- The LCRP steering committee guides the allocation of un-earmarked funding and other resources among the sectors following participatory consultations with the relevant stakeholders, and in a timely manner.
- In line with the LCRP steering committee guidance, sector steering committees ensure alignment of un-earmarked\* funding to key priorities and underfunded needs of the LCRP. For un-earmarked funding, sector steering committees recommend to the relevant donors on the allocation of funding, working through funding instruments such as the Lebanon Recovery Fund. Appealing partners commit to use earmarked funding in coordination with sector steering committees and in adherence to agreed LCRP sector outcomes and outputs. The LCRP partners review progress on agreed objectives and impact through regular and ad hoc meetings of sector steering committees and the LCRP steering committee.
- As appropriate, line ministries should be consulted to ensure conformity with national technical standards.
- In an attempt to avoid duplication of efforts, a dual coordination structure should be avoided, and a sector coordination system involving all relevant LCRP partners should be utilized in a systematic manner for planning purposes.

##### 2. Implementation

Sector steering committees provide relevant information and facilitate operation of partners for successful implementation of projects.

##### 3. Information sharing and tracking

- Appealing partners are responsible for reporting fully and in a timely manner on funding and other resources received through agreed coordination and reporting mechanisms that are systematic and transparent.
- Funding and other resources received and/or committed should be reported to the LCRP steering committee..
- LCRP implementing partners are responsible for reporting on a monthly basis to the relevant sector steering committee on the progress/achievements of the activities that they are implementing.
- Sector steering committees report on progress/achievements to the LCRP steering committee. The format, content and frequency of reports will be decided at the start of the implementation period.

\*Un-earmarked funding in this context refers to a contribution or commitment for which the donor does not require the funds to be used for a specific project, sector and/or organization (Financial Tracking System definition).



## Governance and Management

### Governance mechanism

In the second year of implementation, the LCRP will continue to ensure that the coordination structures align with both the stabilization and humanitarian dimensions of the response under the overall leadership of the Minister of Social Affairs and the UN Resident Coordinator/Humanitarian Coordinator<sup>44</sup>.

- **Inter-Sectoral Working Group:** LCRP sectors are coordinated through the Inter-Sectoral Working Group led by MoSA, a mechanism that reports to the leadership body of the LCRP and includes LCRP Sector Leads from line ministries, as well as sector coordinators, and key response partners as per the Terms of Reference of the Inter-Sector Working Group. In accordance with their specialized mandates, UNHCR and UNDP act as co-chairs. This mechanism reports to the LCRP steering committee co-chaired by the Minister of Social Affairs and the UN Resident Coordinator/Humanitarian Coordinator and includes technical Government ministries<sup>45</sup> as well as crisis cell ministries and key response partners from the UN, donors and NGOs.
- **Sector steering committees** are supported by working groups from the involved national and international partners that contribute to the technical and operational coordination of sector-specific issues including monitoring of progress, and sharing of information, experiences and challenges. Working groups will report to the sector steering committees, and not duplicate the functions of the latter. Relevant Terms of Reference will be revised in 2016 to reflect these roles, responsibilities and reporting lines.
- **Aid coordination:** efforts are ongoing to improve aid management to assist in coordinating GoL/donor/UN/World Bank priorities, and in tracking funding against those priorities.
- **Advisory Group on displaced Syrians:** led by MoSA in collaboration with UNHCR and Crisis Cell ministries.

(44) The RC/HC is accountable for oversight of humanitarian and development responses in countries through the Inter-Agency Standing Committee for coordination of humanitarian action and the Delivering-As-One initiative of the UN Secretary-General. Under these principles, lead agencies for specific sectors in Lebanon are accountable for representing the interest of their sectors at every level of response management.

(45) MoIM, MoSA, MoL, MoPH, MoFA MEHE, MoET, MoA, MoEW, MoE, PMO, HRC, and CDR.

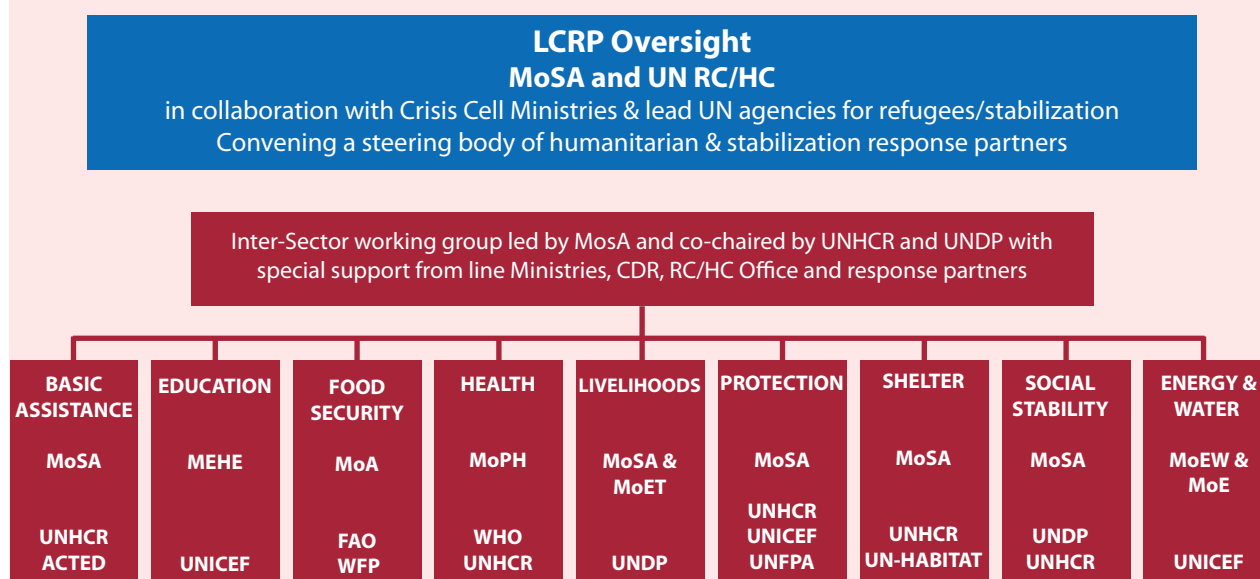
## IMPLEMENTATION FRAMEWORK OF THE LCRP

**AUTHORITY & ACCOUNTABILITY:** The Government of Lebanon's Crisis Cell is the highest national authority for international partners supporting the crisis response inside Lebanese territory, including through the LCRP, in accordance with Lebanese laws and regulations as well as applicable international law.

**OVERSIGHT:** The Ministry of Social Affairs is mandated by the Crisis Cell to oversee the Government's response to the crisis in Lebanon. The LCRP steering committee is co-chaired by the Minister of Social Affairs and the United Nations Resident Coordinator/Humanitarian Coordinator (RC/HC), and includes participation of Crisis Cell ministries, humanitarian and stabilization partners across the UN, national and international NGOs, and donors.

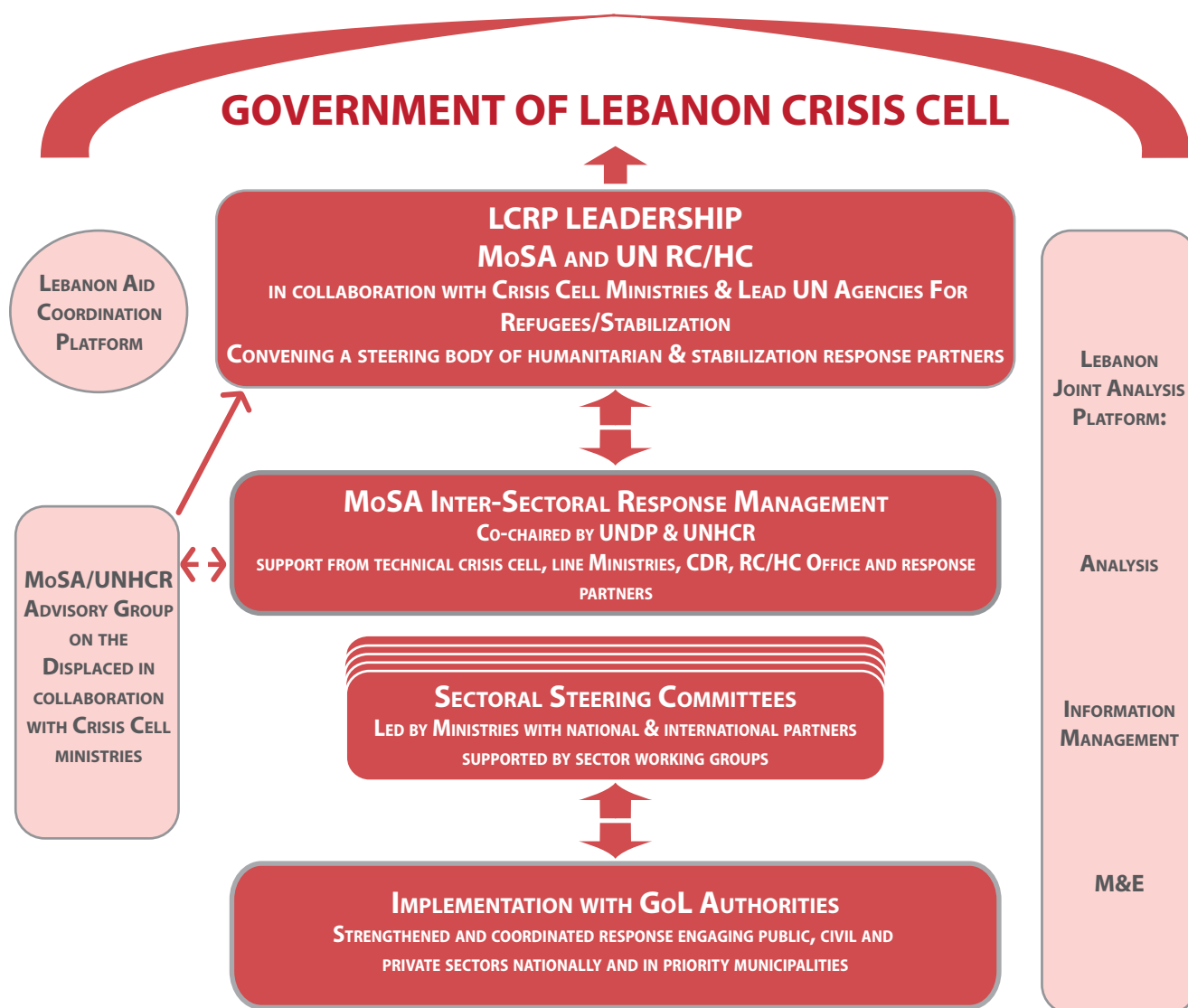
**PLANNING AND COORDINATION:** LCRP activities will be coordinated by line Ministries through Sectoral Steering Committees, and sector working groups with support of specialized agencies, donors and other UN/NGO partners – also engaging Lebanon's civil and private sectors where necessary. LCRP progress and strategies will be steered by GoL through MoSA in collaboration with the UN, represented by the UN RC/HC (supported by the Resident Coordinator's Office and OCHA), with the Crisis Cell ministries and the lead UN agencies for refugees and stabilization responses (UNHCR and UNDP respectively).

The current structure and management of LCRP sectors is organized nationally as follows, with similar counterpart structures operating in five operational areas of Lebanon\*:



\* The structure and organization of LCRP sectors is currently under review for potential adjustment for the 2017-2020 multi-year framework to align more closely with government structures and engage the specialized capacities of participating UN/NGO organizations. Several line ministries participate in sectors in addition to the lead ministries, and inter-ministerial coordination is critical to successful planning and reporting.

## INTEGRATED RESPONSE MANAGEMENT



## MONITORING AND EVALUATION FRAMEWORK

Monitoring and evaluation is critical for improving effectiveness and accountability. Beginning in 2016, the M&E framework for the LCRP will be strengthened, building on the mechanisms and arrangements established in 2015. The overall aim will be to provide a framework for measuring progress in implementation, ensuring transparency on how resources are being allocated and used, and facilitating strategic and programmatic adjustments. The M&E framework will further facilitate identification and analysis of challenges to date, to inform future planning.

### STRATEGIC OBJECTIVES AND INDICATORS

#### Strategic objective 1: Ensure humanitarian protection and assistance for the most vulnerable Lebanese and displaced from Syria.

Key Indicators	Targets
Number of individuals who benefitted from counselling, assistance, awareness sessions and other support to obtain legal stay, civil documentation and legal remedies	250,000 individuals
Number of individuals (by population cohort) assisted to have access to adequate, affordable and maintained shelter space and to live in areas with adequate physical conditions	817,946 individuals
Number of individuals receiving food assistance	934,320 individuals
Number of individuals receiving hospital and diagnostic services	128,500 individuals
Number of individuals, including children and caregivers benefitting from psychosocial support (SGBV and CP)	550,149 individuals

#### Strategic objective 2: Strengthen the capacity of national and local delivery systems to expand access to and quality of basic public services.

Key Indicators	Targets
Number of individuals with specific needs benefitting from services including persons with disabilities and older persons	50,000 individuals
Number of SDCs and organizations providing quality SGBV and child protection services	57 institutions/organisations
Number of key healthcare institutions strengthened	278 institutions
Number of children enrolled in formal education	370,000 individuals
Number of children enrolled in non-formal education	184,000 individuals
Number of schools rehabilitated (minor and major rehabilitation)	600 schools
Number of vulnerable people accessing safe and equitable water	1,343,137 individuals
Number of socio-economically vulnerable HHs assisted through the NPTP	20,000 HHs
Number of targeted villages benefitting from improved infrastructure and environmental assets	251 villages
Number of HHs with access to equitable and reliable electricity for basic household and security purposes	500,000 individuals
Number of persons benefitting from solid waste management systems to alleviate environmental impact of the crisis	2,084,494

#### Strategic objective 3: Reinforce Lebanon's economic, social, environmental and institutional stability.

Key Indicators	Targets
Number of municipalities benefitting from comprehensive support to promote social stability	244 municipalities
Number of law enforcement and security actors trained on code of conducts and guidelines	900 actors
Number MSMEs supported through training, cash & in-kind grants	1,800 MSMEs
Number of targeted vulnerable persons employed through public infrastructure and environmental assets improvement	65,000 individuals
Number of communities with functioning conflict prevention initiatives/mechanisms	32 cadastres
Number of youth engaged in social stability and community engagement initiatives	12,550 individuals
Number of government institutions strengthened to manage and enforce measures that mitigate environmental impacts.	160 ministries/municipalities
Number of individuals employed in the agriculture sector	30,000 individuals
Number number of individuals benefitting from capacity building in protection (including public officials and civil society)	4,000 individuals



M&E will be coordinated and managed at all 3 levels of the LCRP institutional and coordination architecture:

- At the sectoral level, individual appealing/ implementing partners will be responsible for reporting updates on progress and resources allocated/ used against sector strategies and corresponding results frameworks, using ActivityInfo. These will be provided to the sectoral steering committees, which will be responsible for review and preparing periodic monitoring and progress reports (see below).
- At the inter-sectoral level, the Inter-Sectoral Working Group is responsible for monitoring progress across the LCRP against sector outcomes and outputs. It reports to the LCRP Steering Committee.
- The LCRP Steering Committee will periodically review progress on LCRP implementation to inform its discussions and decisions on overall strategy and implementation issues. This includes a mid-year review for the period January – June 2016, which will discuss progress and decide priorities for the remainder of the year.

• **Monitoring and evaluation products.** A number of M&E products will be developed during the course of 2016, including bimonthly sectoral dashboards and quarterly inter-sectoral dashboards.

• **Tracking and information management system.** The 2016 Lebanon Crisis Response Plan will continue to be monitored through ActivityInfo, which reports against a standard set of indicators agreed by sector. At the same time, GoL and international partners will examine options for strengthening the existing tools and system to make them more accessible, improving compatibility with existing government aid coordination mechanisms, and expanding analytical and reporting functionality.

• **Financial tracking and reporting:** Funds for LCRP programmes will be received and programmed in three ways: 1) bilaterally through government ministries and institutions; 2) through UN/NGO response partners; and 3) through pooled funding arrangements. MoSA, supported by the UN RC/HC, and in collaboration with Crisis Cell ministries, will report on funds received for the LCRP as part of its quarterly and annual reporting to the Crisis Cell, based on consolidated information captured in existing financial tracking systems. All humanitarian contributions to the LCRP through government and response partners will be captured through the financial tracking system managed by OCHA. While the inter-sector tracks and manages reporting on funding by sector, specific stabilization contributions to Lebanon through government and response partners are not currently systematically captured. However, CDR, jointly with the UN, is working with the relevant government institutions to support an integrated financial tracking system to improve management of LCRP and bilateral funds received in Lebanon. This will take place in the context of updating national stabilization priorities and strengthening Lebanon's

aid coordination platform.

• **Review:** Mid-year and final reports on the 2016 LCRP will be presented by MoSA, supported by the RC/HC, under the auspices of the Crisis Cell. In preparation for this consultation, GoL and its partners will review the progress of the LCRP in a process supported by the inter-sector mechanism and coordinated through MoSA and the UN RC/HC supported by the Crisis Cell Ministries, UNDP, UNHCR, OCHA and RCO as well as other key response partners, to ensure that responses continue to match Lebanon's evolving needs and are appropriate to levels of financing. The mid-year consultation will set the direction for the second half of 2016.

• **Consultations with affected populations:** LCRP partners will continue to ensure the response engages affected populations in both local programme design and implementation, including where possible regular visits aimed at obtaining feedback from vulnerable communities on needs, targets and effectiveness of LCRP interventions. Plans in 2016 will facilitate access of affected populations to communication processes in which they are able to ask questions, provide feedback, and contribute to discussions about current and longer term strategies.

• **Communicating the LCRP:** The LCRP will be supported by a government-led integrated multi-agency communication strategy. Priorities will include: (i) maintaining international momentum in support of Lebanon's stability and finding durable solutions to the crisis; (ii) maintaining an international sense of accountability for Lebanon's vulnerable populations; (iii) strengthening government leadership of Lebanon's assistance frameworks; (iv) fostering intercommunal understanding and acceptance; and (v) joint messaging on key achievements and critical needs.

• **Financing the LCRP** also presents an opportunity to strengthen aid architecture and harmonization in Lebanon. Acute needs (primarily for the displaced from Syria) will continue to be funded on an appeal basis, both bilaterally and through pooled funds such as the Humanitarian Pooled Fund (HPF)-Lebanon, the MDTF managed by the World Bank, and the UN-managed Lebanon Recovery Fund chaired by GoL. LCRP projects could also be supported through contributions to other Lebanese Ministries and UN programmes (e.g. RACE, MoSA NP, LHSP) that will also enable greater coherence and promote joint programming. Cost-sharing opportunities will be explored with the Government, along with public-private partnerships, to support government implementation of Roadmap projects. The introduction of an integrated financial tracking system, building on existing systems, will also enable better planning of investment coordination between CDR and its international partners – including members of the Gulf Cooperation Council – to ensure a predictable level of support to communities. Further efforts will focus on broadening the diversity of funding, including through donors from the MENA region and other partners.





Photo by: UNHCR/A. McConnell

# Sector Plans







## FOOD SECURITY

**Lead Ministry:** Ministry of Agriculture (MoA)

**Coordinating Agencies:** WFP and FAO

**Contact information:** Nadine Abdel Khalek

[nkhalek@agriculture.gov.lb](mailto:nkhalek@agriculture.gov.lb); Elena Rovaris [elena.rovaris@wfp.org](mailto:elena.rovaris@wfp.org);

Bruno Minjauw [bruno.minjauw@fao.org](mailto:bruno.minjauw@fao.org)

PEOPLE IN NEED



1,401,721

PEOPLE TARGETED



1,109,832

REQUIREMENTS (US\$)



473.5 million

# OF PARTNERS



30

GENDER MARKER

1



## SECTOR OUTCOMES

**OUTCOME 1:** Promote food availability.



\$45.2 m

**OUTCOME 2:** Promote food accessibility.



\$416.6 m

**OUTCOME 3:** Promote food utilization.



\$7.7 m

**OUTCOME 4:** Promote stabilization.



\$4 m

### INDICATORS

# of individuals (including adolescents and youth) receiving in-kind food assistance

# of individuals receiving food assistance [cash-based transfers for food]

# of farmers with enhanced farming production

# of agricultural institutions supported for agricultural livelihoods

# of individuals employed in the agriculture sector

# of individuals supported for improved nutritional practices



## PRIORITY INTERVENTIONS

- 1: Provide direct and critical food assistance to ensure improved food availability through in-kind food assistance (e.g. food parcels, community kitchens) and improved food access through cash-based transfers for food (e.g. e-cards, food vouchers) for vulnerable individuals.
- 2: Improve agriculture livelihood by increasing capacity of production of vulnerable small-scale farmers and by increasing employability in the food and agriculture sector.
- 3: Improve nutritional practices and household dietary diversity.
- 4: Strengthen food security information systems and coordination mechanisms.

## 1. Situation analysis and context

Food security in Lebanon has been severely affected by the Syrian crisis. Consequently, the food security situation of vulnerable populations, including Lebanese, displaced Syrians and Palestine Refugees from Syria (PRS), has significantly worsened in 2015. For displaced Syrians, moderate food insecurity has doubled since 2014, affecting one quarter of households<sup>i</sup>, and dietary diversity has remained a serious concern for the displaced populations for three consecutive years<sup>1, ii</sup>. At the same time, the number of vulnerable Lebanese is increasing and PRS are increasingly employing negative food-related coping strategies.

In 2015, the Food Security Sector (FSS) has provided food assistance and support to the agriculture sector targeting vulnerable Lebanese, displaced Syrians and PRS. However, limited funding and other constraints have prevented the FSS from meeting critical food security needs. Moreover, food assistance activities have been reduced, while needs have remained the same and/or have increased. In January, funding shortfalls forced the World Food Programme (WFP) to reduce the e-card value from US\$27 to US\$19 per person per month. Between July and September, WFP was only able to provide \$13.50 per person due to severe funding shortages. From October, WFP began providing \$21.60 per person (capped at 5 members per targeted household). In focus group discussions, displaced Syrians have indicated that they have resorted to negative coping mechanisms to mitigate the impact of the reduced assistance such as fewer daily meals and reliance on less expensive food commodities. Funding constraints also prohibited the implementation of non-food assistance activities, which could reduce the reliance on food assistance by supporting sustainable food production and agricultural livelihoods.

### **Assessment of Needs:**

Available data shows a decline in food security for all vulnerable groups. Below is a breakdown by cohort.

**Displaced Syrians:** The 2015 Vulnerability Assessment of Syrian Refugees (VASyR) shows a significant worsening in overall food security since 2014. Moderate food security has doubled, affecting one quarter of households while food secure households have fallen from 25 percent to 11 percent<sup>iii</sup>. This decline could be attributed to a high dependence on food assistance, limited access to income and the overall decline in the amount of food assistance provided. According to VASyR 2015, 54 percent of displaced Syrians depend on e-card food assistance as their main livelihood source, a 14 percent increase from 2014. This issue has been further exacerbated by limited implementation of non-food assistance activities.

This decline in food security can be seen when applying the food assistance formula of the multi sectoral targeting exercise against the VASyR household sample<sup>2</sup>. An estimated

57 percent of the households are found to be highly and severely vulnerable to food insecurity, and 20 percent moderately vulnerable<sup>3</sup>.

The VASyR 2015 shows that twice as many households adopted severe and crisis coping strategies (61 percent) compared to 2014 (28 percent) with 85% households relying on borrowing money. The number of households that are unable to cover the Survival Minimum Expenditure Basket (US\$435/month for a household of five) has doubled since 2014, reaching 52 percent<sup>4</sup> in 2015, while 70 percent fall below the poverty line (US\$3.84/person/day), an increase of 20 percent from 2014. Consumption of nutrient-rich healthy food groups, including vegetables, dairy products and eggs, has fallen and was replaced by a higher consumption of fats and sugar. Infants and young child feeding practices continue to remain inadequate for almost all children (96 percent). These issues of dietary diversity have been detected over the last three years, resulting in increasing concerns of large-scale micronutrient deficiencies amongst displaced populations<sup>iv</sup>. The governorates of Akkar, North and Bekaa have the highest proportion of food insecure households<sup>5</sup>.

**Vulnerable Lebanese:** The 2015 Food Security and Livelihoods Assessment (FSLA)<sup>6</sup> has provided a baseline of information on Lebanese household food security, indicating that 10 percent present vulnerability to food insecurity<sup>v</sup>. These households tend to be headed by widowed/divorced/separated individuals. Akkar is the most vulnerable governorate, where 20 percent of households have borderline or poor food consumption scores, with inadequate dietary diversity and/or insufficient food intake. To cope with the shortfall, 56 percent of Lebanese households reported employing food consumption related coping strategies, including 5 percent which relied heavily on coping strategies. On average, Lebanese households reported a 50 percent reduction in income over the last two years, of which 24 percent is spent on food. This has led to over 50 percent of households incurring debt, mainly to purchase food (43 percent, with the highest percentage in Akkar at 61.5 percent); and to buy agricultural inputs (32.5 percent, with the highest percentage in Bekaa at 62 percent). Due to a lack of resources, 49 percent of Lebanese interviewed reported worrying about not having enough food, with 38 percent reporting eating few kinds of foods, and 31 percent unable to access healthy and nutritious food.

**Palestine Refugees from Syria (PRS):** The UNRWA-AUB socio-economic survey conducted in June 2015 targeting PRS revealed that 94.5 percent of the total population are food insecure (63.2 percent severely food insecure and 31.3 percent moderately food insecure)<sup>vi</sup>. This reflects an increase

(3) Considering the representativeness of the VASyR household sample, WFP applied the food assistance vulnerability formula to determine the percentage of households falling under each vulnerability category.

(4) While preliminary 2014 results indicated 29 percent, the final results of VASyR 2014, released in May 2015, indicated that 26 percent were unable to cover the minimum survival expenditure basket.

(5) Food insecurity varies significantly by district within the same region.

(6) For further information on geographical focus and scope, please refer to Food Security and Livelihoods Assessment of Lebanese host communities, 2015. Available from <http://data.unhcr.org/syrianrefugees/download.php?id=9122>. Sample: 855 Lebanese households interviewed.

(1) Assessments suggest that vitamin A and iron intake are insufficient while protein intake is decreasing. According to VASyR 2015, over 70 percent of households have not consumed any vitamin A rich food.

(2) The 2015 VASyR data is based on a representative sample of displaced Syrians households (4,105) throughout Lebanon.



of food insecurity by 3.5 percent from the vulnerability assessment conducted in 2014. The household dietary diversity score was lower at all levels, and the most commonly employed coping mechanism is eating a lesser quantity of food, followed by eating the same quantity, but cheaper food. The food insecure particularly tend to compromise on meat, chicken, vegetables, fruit, milk and dairy<sup>7</sup>.

### Agriculture and Environment – Impact of Crisis:

The FSLA 2015 has demonstrated that 37 percent of interviewed households have agriculture as their primary income source. The majority of assessed Lebanese have access to outdoor spaces, where three-quarters plant fruit trees and vegetables: 80 percent use the crops for consumption, and 60 percent for income generation. (It is worth noting, however, that 37 percent of those identified as food insecure do not have access to outdoor space.) Most farmers (72 percent) reported the need for support, mainly for fertilizers, machinery and seeds for agricultural production, and for cattle, poultry and fodder for livestock production.

The economic repercussions and the unstable security situation have impacted the agricultural economy and food production capacity all over Lebanon<sup>vii</sup>. Farmers who have traditionally relied on agricultural inputs and services at subsidized/cheaper rates from Syria currently face an increase in input costs, and are struggling to keep up production. Furthermore, farmers and pastoralists are unable to cope with the escalating feed prices and decreasing prices of their animals and animal products, and are facing a high risk of outbreaks of pest and livestock contagious diseases. Farmers' income is also affected by the disruption of trade routes (closure of border points), and the increased cost of processing, storing and transporting goods to markets<sup>viii</sup>. In addition, especially in areas where large displaced settlements are established, there is evidence of environmental concerns including natural resource depletion, water pollution, land degradation and habitat destruction of indigenous fauna and flora<sup>ix</sup>. The agricultural sector needs investment support to enable small and medium farmers to boost production and to foster temporary job creation in the agriculture labour market which complies with Lebanese laws and regulations. Initiatives are emerging to respond to the investment need in creating a win-win approach where private Lebanese farmers could benefit from investment and displaced Syrians benefit from temporary employment opportunities<sup>8</sup>. Moreover, the Ministry of Agriculture (MoA) Strategy 2015-2019<sup>x</sup> has identified needs for support of infrastructure rehabilitation and capacity-building to improve its provision of services, as well as its ability to respond to the impact of the crisis.

### To address the evident food security needs, international

(7) Regarding Palestine Refugees from Lebanon (PRL): UNRWA has a social safety net program (SSNP) which provides 61,709 PRL with food assistance in the form of food in-kind and cash. The targeting approach, value, type and frequency of assistance, and distribution modality of SSNP is different from what is being applied in the case of PRS, therefore PRLs have not been included under food assistance in the food security sector although exceptions may be made based on vulnerability levels.

(8) For example: the MOFA Subsidized Temporary Employment Project STEP from MoFA pending discussions on further elaboration and development of such initiatives, and FAO support to the MoA Green Plan.

and national organizations and institutions, in coordination with line ministries MoA and Ministry of Social Affairs (MoSA), have provided food assistance to nearly a million people<sup>9</sup>, and intensive support to the agriculture sector during 2015 under the coordination of the FSS<sup>10</sup>. In 2015, the food security sector secured only 57 percent of its funding appeal. With the demonstrated increasing levels of vulnerability and agricultural needs, additional budgetary requirements will be needed to address food insecurity in 2016.

## 2. Overall sector strategy

The food security sector seeks to align its objectives to the strategies of MoA and MoSA, which focus on insuring needs-based interventions, taking into account humanitarian principles.

In light of the worsening food security situation and subsequent increase in needs, the sector will continue to address food insecurity through targeted programmes which enhance direct access to food for the most vulnerable, combined with activities promoting dietary diversity, sustainable agriculture and rural livelihoods, to respond to all food security aspects according to the standard four pillars: availability, access, utilization and stability<sup>11</sup>. The sector recognizes that, in a protracted crisis, a combination of (1) direct food assistance responding to immediate short-term humanitarian needs, with (2) sustainable food production and improved agricultural livelihood activities is required to achieve food security.

Therefore, direct and critical food assistance (through cash-based transfers for food and also in-kind assistance where appropriate<sup>12</sup>) will remain a priority in the sector's support for highly vulnerable groups among the large population of displaced Syrians, but also PRS and Lebanese in 2016. However, in 2016, the FSS will increasingly support the overall sector development agenda. Support to private agriculture investment for sustainable production and the creation of temporary income-generating opportunities in agriculture will be key to achieving sustainable food security.

Considering the high level of dependence on food assistance, there is a need to introduce alternative complementary activities to reduce the risk of future shocks. The sector will therefore promote seasonal and casual agricultural livelihoods opportunities to support Lebanese private

(9) This includes in-kind food parcels and cash transfers for food (food vouchers and e-cards). March 2015 saw the highest number of individuals: 995,000 assisted. On average, 91.5% are displaced Syrians, 5% Palestinians and 3.5% affected Lebanese.

(10) Details can be found in the latest dashboard of the Food Security Working Group, available from [http://data.unhcr.org/syrianrefugees/working\\_group.php?Page=Country&LocationId=122&Id=48](http://data.unhcr.org/syrianrefugees/working_group.php?Page=Country&LocationId=122&Id=48)

(11) Food availability: the availability of sufficient quantities of food of appropriate quality, supplied through sustainable agricultural domestic production, food value chain and marketing or imports, including in-kind food assistance. Food access: access to adequate resources for acquiring appropriate foods for a nutritious diet. Utilization: utilization of food through adequate diet and clean water by promoting diversified and quality foods to improve food safety and nutritional practices. Food security activities should be nutrition-sensitive. Stability: access to adequate food at all times without the risk of losing access to food as a consequence of sudden shocks or cyclical events. The concept of stability requires enhancing information on food security, coordination of agriculture activities and supporting national policy formulations.

(12) For example food parcels on arrival, community kitchens and distribution of locally produced fresh food or for one off distributions such as winterization or Ramadan assistance.

agriculture investment. These activities will be carried out in accordance with Lebanese law, and in consideration of the demands of the local agriculture businesses.

This will lead the sector into its transition towards the 2017-2020 strategy by emphasizing sustainable interventions to achieve stabilized a food security response. This transition is embedded within the 2016 plan, where activities leading to sustainable agriculture investment interventions and income-generating opportunities will be initiated, and be part of the 2017-2020 planning.

The FSS plans to continue using the electronic voucher system (e-cards) when market conditions are appropriate, to ensure efficiency and accountability of both food and non-food sector interventions<sup>13</sup>. The FSS will continue to invest in readiness for e-voucher transfers in contingency planning and preparedness.

The sector activities are in line with the MoA Strategy 2015-2019<sup>14</sup>, as particular focus has been given to building capacities of farmers, promoting agricultural livelihoods, and enhancing capacities of national and local agricultural institutions (i.e. the Lebanese Agricultural Research Institute/ LARI, technical agriculture schools, and so forth).

Close collaboration with MoA and MoSA is critical to achieve the sector's objectives, which include a longer-term strategy for sharing and handing over responsibilities. The sector will more deeply engage with local actors in planning and service delivery. The role of MoA Centres and Offices, Offices of the National Poverty Targeting Program (NPTP), Social Development Centres and Municipalities is also crucial at the field level for the coordination, implementation and planning of seasonal, regular and contingency interventions.

While the FSS plays a predominantly humanitarian role to ensure availability and access to food for the most vulnerable through the provision of cash-based transfers or in-kind assistance, its role is also to contribute to the stabilization of the country by supporting sustainable food production and promoting agriculture investment. Small and medium entrepreneurs within food and agriculture will help the local economy, and will provide job opportunities for the most vulnerable. The agriculture sector represents an important opportunity to support all communities in working together in a peaceful environment.



(13) E-voucher transfers for food has allowed for the injection of over US\$600 million into the local Lebanese economy through a network of some 410 WFP-contracted shops across the country.

### 3. Sector outcomes, outputs and indicators

The sector's overarching aim continues to be increased food security for all in Lebanon and improved resilience of the agricultural sector against food shocks. This is carried out targeting the most vulnerable Lebanese, displaced Syrians and PRS, as well as with an eye to supporting the stabilization of Lebanon.

The sector will achieve the overall objective through activities which contribute to the four outcomes and outputs below, all of which reflect a continuation of the 2015 sector strategy. The FSS outcomes also reflect the four pillars of food security.

#### Outcome 1 - FOOD AVAILABILITY: Food availability improved through in-kind food assistance and the development of sustainable food value chains<sup>14</sup>.

This will be achieved through the following outputs:

1. Provision of in-kind food assistance to the most vulnerable (when appropriate) through distribution of food parcels and community kitchens.
2. Enhancement of Lebanese small-scale and family-farming production, adoption of climate-smart technologies through the promotion of sustainable agricultural and livestock production, water use efficiency and conservation, and energy saving farming practices.
3. Improvements in marketing of small-scale and family farms through the promotion of food transformation and preservation, the creation and reinforcement of linkages between small-scale producers and local markets (e.g. community kitchens, WFP shops), and the distribution of unsold/unmarketed quality food from producer/retailer to local markets.
4. Reduction of food wastage and losses by improving post-harvest management and working on valorization of organic waste and least valued products (e.g. composting, awareness).
5. Control of trans-boundary animal and plant diseases through support to the monitoring and early warning systems for plants and animal diseases, and interventions to control the spread of transboundary diseases during emergencies.

#### Outcome 2 - FOOD ACCESS: Improved food accessibility through food assistance and agricultural livelihoods.

This will be achieved through the following outputs:

1. Improvement of direct access to food through cash-

(14) For details on sustainable food value chains, refer to the FAO publication Developing sustainable food value chains – Guiding principles, 2014. Available from <http://www.fao.org/3/a-i3953e.pdf>.



- based transfers for food such as e-cards and food vouchers for highly vulnerable populations, including displaced Syrians, PRS and vulnerable Lebanese<sup>15</sup>.
2. Support of the efforts of agricultural institutions to improve agriculture sector livelihoods, targeting agricultural associations, cooperatives, markets and government institutions (capacity-building: financial, training, materials, etc.).
  3. Support of private investment in agriculture through financial and technical support (e.g. access and utilization of unproductive land, irrigation/water management), and promotion of innovative credit/loan schemes for Lebanese, and/or provision of agricultural inputs such as seeds, livestock and equipment when more appropriate.
  4. Strengthening of the agricultural labour market (in compliance with Lebanese labour laws) by supporting the most vulnerable individuals in access to agricultural seasonal labour, casual labour to rehabilitate agricultural infrastructure (e.g. irrigation canals, rural roads, reforestation, forest clean-ups) through trainings and improved education programmes, as well as supporting the Lebanese small-scale agriculture businesses.

### **Outcome 3 - FOOD UTILIZATION: Improved food safety and nutrition practices through the promotion of consumption of diversified and quality food.**

This will be achieved through the following outputs:

1. Improvement of nutrition-related behaviour and practices and food diversity for vulnerable households, through the promotion of school, backyard and roof micro-gardens and promotion of food preservation/transformation technologies at the household level.
2. Enhancement of food safety measures and policies by assisting the Government in improving the food inspection and safety measures, promoting Integrated Pest Management and Good Agriculture Practices and Standards, and conducting value chains in regard to food safety.

### **Outcome 4 - STABILIZATION: Stabilization promoted through enhanced information on food security, coordination of agriculture activities and support of national institutions.**

This will be achieved through the following outputs:

1. Collection and analysis of data on food security, and dissemination of information to monitor and report on the situation of food security in Lebanon for preparedness and long-term stabilization.

2. Support of national institutions involved in food security on safety nets, monitoring, analysis and information management.

## **4. Identification of sector needs and targets at the individual, institutional and geographical level**

The proposed targeting is flexible in order to accommodate unexpected needs that may arise and supplementary needs identified by sector partners in the field<sup>16</sup>.

**Displaced Syrians:** Of the displaced Syrian population, 89 percent (959,721 individuals) have demonstrated some level of food insecurity<sup>xii</sup>. The food security sector aims to target households that present vulnerability to food insecurity. When applying the food assistance formula of the multisectoral targeting exercise against the representative VASyR 2015 household sample, 57 percent of households fall into the categories of severely and highly vulnerable, and 20 percent in the moderately vulnerable category<sup>17</sup>. Between 2013 and 2015, there has been a trend of deteriorating food security status<sup>xiii</sup>, and considering the increasing levels of vulnerability, the risk is that, without assistance, these households would slip deeper into food insecurity. The sector will therefore target for food assistance 77 percent of registered displaced Syrians (830,320 individuals), that are moderately, highly and severely vulnerable to food insecurity, through improved availability (in-kind food) and access (cash-based transfers for food). Of the 830,320 most vulnerable Syrians, 40,200 will be targeted through food availability programmes (in-kind)<sup>18</sup> and 790,120 will be targeted through food access programmes (cash-based transfers for food)<sup>19</sup>. The food security sector will continue to advocate for cash-based interventions, however, based on the level of in-kind food assistance in 2015 and on partner capacity, in-kind assistance will continue, in order to cover gaps not covered by cash-based interventions. The sector will also aim to provide food assistance to unregistered Syrians with proven vulnerability. Regionally, Akkar, North and Bekaa have the highest proportion of food-insecure households, while at the district level, the highest proportions of food insecure displaced Syrian households (reaching one-third) are found in Zgharta, Hermel, Koura, Chouf and Baalbek, with the lowest in Jezzine, Baabda and Beint-Jbeil. For food assistance, building on the household assessment conducted throughout 2015 and VASyR data, the sector is currently developing a desk formula to identify beneficiaries presenting vulnerabilities to food insecurity. This formula

(16) The sector will liaise with its partners to develop a contingency plan as a response to unforeseen shocks and funding shortfalls.

(17) Considering the representativeness of the VASyR household sample, WFP applied the food assistance vulnerability formula to determine the percentage of displaced Syrians falling under each vulnerability category.

(18) Although the sector will target 40,200 displaced Syrians for regular in-kind assistance, it is understood that there will be variations to this target based on seasonal or one-off assistance addressing temporary needs. During winter and Ramadan, for example, the number of displaced Syrians receiving in-kind food assistance increases (with partners providing food parcels, hot meals, dates, etc.), however, this is not reflected in the target for regular in-kind assistance.

(19) Based on the required food basket, WFP and partners provide \$27 per person/month through the "OneCard" platform.

(15) Sector members are encouraged to provide direct food assistance through the "OneCard" platform, which is cost effective and allows for good coordination of assistance.



is being developed in close coordination with the Basic Assistance sector to continue the joint targeting process and ensure complementarity of assistance. The formula will also allow for a tiered approach to food assistance based on level of need.

Information from the last three VASyR reports (2013, 2014, and 2015) indicate limited consumption of nutritious vitamin-rich food items and very poor child feeding practices<sup>20</sup>. The continued poor nutrition practices are increasing the concern for the well-being of the general displaced population, especially for women and the overall development of children living under these conditions. Therefore, based on partner capacity, the FSS will target at least 10,000 individuals to promote good nutritional practices.

**Palestine Refugees from Syria (PRS):** 94.5 percent of the entire PRS population is food insecure (63.2 percent severely and 31.3 percent moderately), representing an increase of food insecurity by 3.5 percent (1,935 persons) over 2014. The FSS will target 42,000 vulnerable PRS with food assistance, of which all will receive cash-based transfers to cover food needs, and 5,000 of those will be targeted for complementary in-kind food assistance based on partner capacity<sup>21</sup>. Ongoing needs will be monitored through post-distribution surveys, a population headcount and regular monitoring of the beneficiary population by UNRWA. Pending government approval, activities promoting self-sufficiency production of leafy vegetables could support the diversification of alimentation and improve nutrition within the Palestinian camps<sup>22</sup>.

**Palestine Refugees in Lebanon (PRL):** The FSS will also aim to target PRL with proven vulnerability, mainly on food utilization (through promotion of good nutritional practices through awareness sessions and diversified food) and food access (through support to access to agriculture labour market).

**Vulnerable Lebanese:** While 85,562 vulnerable Lebanese households are eligible for NPTP benefits, NPTP has prioritized the most vulnerable utilizing the World Bank Proxy Means Testing formula to assess poverty, and food assistance (cash-based transfers<sup>23</sup>) will be provided only to the poorest 9,500 households (57,000 individuals, based on NPTP calculations of six persons per household). Additional in-kind assistance (mainly through community kitchens) will also be provided to 5,000 vulnerable Lebanese by other FSS partners<sup>24</sup>. The majority of vulnerable Lebanese targeted for

food assistance are located in the North, Akkar and Baalbek-Herme<sup>25</sup>.

As for the vulnerable Lebanese host communities, targeting was done according to the MoA 2010 census<sup>26</sup>. Activities will vary according to the size of the farm: production activities for farms less than 2 dunums<sup>25</sup>; marketing support for farms between 2 and 5 dunums; food waste and post-harvest loss for farms between 5 and 10 dunums; agriculture investment for farms greater than 10 dunums; and pest and disease control for all farms. According to the FSLA, 72 percent of the farmers across all categories are in need of assistance, and the type of support is also prioritized. The food security sector will link with MoSA/NPTP to identify potential beneficiaries from the NPTP list. Since most activities will be based on cash transfers, even activities primarily benefiting Lebanese will indirectly support the displaced community either by making food available/accessible or by producing temporary income-generating opportunities.

**Overall:** In order to prevent dependency on food assistance and to ensure good nutrition practices, the FSS will target vulnerable Lebanese, and other vulnerable groups<sup>26</sup>, subject to MoA approval, for micro-gardening and innovative food security activities.

**Institutions:** The FSS will continue to provide institutional capacity building- for example through training of NTPT/SDC social workers and MoA service providers to farmers. The FSS will continue to provide technical assistance to line ministries at the central and local levels for the delivery of food security assistance. Additionally, the FSS will continue to build the capacity for food security analysis, including joint food security and vulnerability analysis, monitoring and readiness for cash transfers for local contingency planning, and preparedness.

**Geography:** As reflected in the situation analysis, the sector is aware of the regional disparities, however, the FSS will seek a balanced approach in responding to the needs throughout the regions.

**Information Gap:** There is a significant gap in available food security data for all population cohorts, which should be updated on a yearly basis<sup>27</sup>.

(20) VASyR 2014 reported that only 4% of children had acceptable diets according to WHO standards.

(21) Although the sector will target 5,000 PRS for regular in-kind assistance, it is understood that there will be variations to this target based on seasonal or one-off assistance addressing temporary needs. During winter and Ramadan, for example, the number of PRS receiving in-kind food assistance increases (with partners providing food parcels, hot meals, dates, etc.), however, this is not reflected in the target for regular in-kind assistance.

(22) The FSS will also aim to target to PRL with proven vulnerability

(23) NPTP provides US\$30 per person/month and this level of assistance is planned for 2016. The monthly value was based on 2014 WFP calculations of the required food basket. Whereas in 2015 WFP revised the food basket requirement to US\$27 per person/month for displaced Syrians, NPTP remained at US\$30 for vulnerable Lebanese.

(24) Although the sector will target 5,000 Lebanese for regular in-kind assistance, it is understood that there will be variations to this target based on seasonal or one-off assistance addressing temporary needs. During winter and Ramadan, for example, the number of Lebanese receiving in-kind food assistance increases (with partners providing

food parcels, hot meals, dates, etc.), however, this is not reflected in the target for regular in-kind assistance.

(25) One dunum is equivalent to 1,000 square meters, or 0.1 hectares.

(26) Including Syrian displaced, PRS and PRL with proven vulnerability.

(27) The FSS has identified the following information gaps in Lebanon within food security: 1) Broader Market Assessment Data for Food Sector, 2) Food consumption patterns, 3) Food security seasonal data, 4) Food price monitoring, 5) Non-Food Price Monitoring (included service, transport costs, energy, etc.), 6) Food waste and losses, 7) Rural poverty, 8) Agricultural labour, 9) Nutrition assessment and 10) Good agricultural practices in crop production.

**Total sector needs and targets:**

Category	Total population in need	Targeted Population		
		Total	Male	Female
Displaced Syrians	959,721 <sup>28</sup>	836,320 <sup>29</sup>	401,434	434,886
Palestine Refugees from Syria	42,000	42,000 <sup>30</sup>	20,580	21,420
Palestine Refugees in Lebanon	42,189 <sup>31</sup>			
Vulnerable Lebanese	400,000	232,000 <sup>32</sup>	115,136	116,376
<b>Total</b>	<b>1.4 million</b>	<b>1.1 million</b>		

**Communities**

Governorates

All

**Institutions**

Ministry of Agriculture Offices and Centres

7 offices and 27 centres

Municipality

To be confirmed

Social Development Centres

60 SDCs<sup>33</sup>**Targets by Population Cohort and Governorate**

Governorate	Displaced Syrians	PRS	Lebanese
Akkar	108,220		54,402
Baalbek-Hermel	104,780	2,672	27,271
Beirut	22,940	6,173	500
Bekaa	203,900	4,560	14,380
Nabatieh	45,860	519	27,148
Mount Lebanon	185,620	895	32,424
North	104,500	6,803	51,042
South	60,500	20,378	24,345
<b>Total: 1,109,832</b>	<b>836,320</b>	<b>42,000</b>	<b>231,512</b>

(28) According to the final VASyR results, 89% of Syrian Displaced (1,078,338 individuals registered with UNHCR as of September 30th 2015) have demonstrated some level of food insecurity with only 11% of Syrian displaced HHs being food secure

(29) In accordance with UNHCR registration as of 31 September, the breakdown used is Female = 52%, Male = 48%.

(30) In accordance with UNWRA data, the breakdown is Female = 51%, Male = 49%.

(31) As per the updated November 2015 UNRWA figures

(32) The sector will target 169,512 agricultural holders and 62,000 for food assistance (57,000 NPTP + 5,000 in-kind). The sector will target more women than registered as agricultural holders (50-50), as it is assumed that the actual individuals involved in the agricultural activities are the women within the household and not the head of households, under which farms are generally registered. For assistance through the NPTP, in accordance with NPTP data, the breakdown used is Female = 51%, Male = 49%.

(33) Staff in at least 60 SDCs will be targeted for capacity-building under the NPTP programme.

## 5. Mainstreaming of conflict sensitivity, gender, youth, people with special needs (PWSN) and environment:

### Conflict Sensitivity:

The FSS activities, especially those promoting self-support of the displaced population through agricultural interventions, must be designed in consideration of the concerns of the host population and authorities. Therefore, the sector strategy will not promote competition for existing stressed resources. Instead, the FSS will aim to promote the creation of new resources and efficient management of scarce resources. Moreover, the choice of food vouchers as a modality of food assistance is conflict-sensitive as it supports the local Lebanese economy. In order to respond to the needs of different groups, the work of the sector to strengthen the NPTF and provide food voucher assistance to vulnerable Lebanese (in addition to support provided to Lebanese farmers) will also reduce tensions related to the perception of unbalanced assistance.

### Gender, Youth, People with Specific Needs:

**Gender:** Given the concerns surrounding the diets of the displaced population, the FSS will use an exclusive dietary diversity indicator for women in reproductive age. This will help agencies monitor the impact of their interventions on an especially vulnerable population, especially to Vitamin A deficiency. The sector will also actively improve engagement and consultations with women in the programmes through focus group discussions and prioritization of women in some activities. Sector partners will continue to conduct separate focus group discussions for women and men, accounting for the role that women play in household-level decision-making, in order to get an accurate understanding of the situation and thoughts of women. In addition, although only 9 percent of agricultural title holders in Lebanon are women, the actual labour force participation rate is much higher. As such, the sector will make sure, when possible, that agricultural projects target women and men equally.

**Youth and children:** The vast majority of working youth are either employees or casual workers, with half of them having achieved no more than elementary education. More than half of young displaced Syrians in the workforce are employed, with around 45 percent as daily and/or seasonal workers in the sectors that have traditionally used Syrian labour, such as agriculture (both males and females, especially in rural areas close to the border with Syria). The sector will engage youth (ages 15-20) in activities by: a) enrolling vulnerable youth in agriculture technical schools; b) providing youth field workers with skills training linked to the agricultural area in which they work; c) providing youth workers with basic literacy, numeracy and life-skills education where

needed; and d) providing technical educational support to the agricultural schools. This is in line with MoA's 2015-2019 strategy, which clearly states that agricultural livelihoods should be promoted among youth and women<sup>xvi</sup>. The FSS partners are using the MoA 2015-2019 strategy as a reference document in preparing their interventions targeting the agricultural sector. Recreational activities teaching micro-gardening techniques will be promoted in schools to raise awareness of nutrition issues and to teach simple botanical principles. These activities will also bring the different communities together as a conflict mitigation initiative.

In addition to the existing problem of street-based children, child labour incidence in agriculture has reportedly substantially increased<sup>xvii</sup>, consequently children are exposed to worrisome occupational safety, health risks and social abuse. This will require urgent attention to address child labour concerns, and in parallel coping strategies to make education available for all, consequently income-generating activities for adults should be facilitated.

**People with specific needs:** The distributions conducted for the food assistance activities are currently, and should continue to be, organized in order to overcome potential barriers to access faced by persons with specific needs (whether due to disability, chronic disease, old age or other). Special attention will be given to ensure the inclusion of people with disabilities into the agricultural livelihood activities. The sector moreover takes into consideration the increased vulnerability of people with specific needs when targeting for food assistance.

### Environment

Given the negative impact of Syrian crisis on natural resources and the close relationship between agriculture and environment, FSS will coordinate through MoA and Ministry of Environment on forestry issues, pesticide use and wetland management, as well as on the importation of live genetic material (such as seeds and livestock).

## 6. Inter-sector linkages

• **Basic Assistance:** FSS co-chairs the targeting sub-working group with Basic Assistance, which is contributing to the cash modalities used under both sectors. The FSS will continue collaboration within this group to refine and align targeting exercises. Under the targeting sub-working group the sectors will coordinate on referrals and information exchange on household profiles, and collaborate for harmonization of impact monitoring tools (for example, to ensure food consumption scores are accurately captured). The sectors will continue coordination on overlapping or complementary activities (for example Ramadan and winterization food parcel distribution).

• **Education:** Food security activities such as school gardening (to increase nutrition awareness and knowledge



of gardening and agriculture practices) will be planned and implemented in direct collaboration with the Education sector. School feeding, aimed at ensuring enrolment and retention, will be implemented and reported under Education sector in coordination with FSS.

- **Health:** The sectors are coordinating through the jointly-chaired nutrition technical sub-working group. Both sectors will promote the use of nutrition sensitive indicators such as Minimum Dietary Diversity for Women (MDD-W) and Individual Dietary Diversity (IDDS). Agriculture, by definition, is closely linked to health through the quality (in terms of safety and nutritional value) of agricultural produce. The “one health” approach (promoted by WHO, OIE, FAO and others) which looks at the interconnections between the health of animals, humans and ecosystems, especially zoonoses and food safety, will also be implemented in collaboration with the Health Sector.

- **Livelihoods:** Complementary approaches exist between the sectors regarding the food value chain, with the common understanding that partners appeal for funding under the sector which represents the objective of the activity they plan to implement under LCRP 2016. Although food and agriculture activities are centred in the food security sector, employment and economic development initiatives in the agricultural sector also fit into the livelihoods sector. Therefore, coordination will need to be strengthened to ensure that information on agriculture livelihoods activities will be adequately shared and reported in both sectors. The interaction between the two sectors is an ongoing exercise and will continue along the development of the 2017-2020 plan.

- **Social Stability:** FSS activities have elements of conflict sensitivity, focusing either on alleviating the pressure on

host communities or directly assisting vulnerable Lebanese. Moreover, the FSS is working with the social stability sector on the issue of tracking social tensions. Through monitoring, the FSS is incorporating questions related to social stability to highlight the impact of food assistance in this area. This will help capture any changes in social tensions related to variations in assistance, in collaboration with the social stability sector.

- **Protection:** Although the Lebanese legal framework clearly bans child labour, it is a growing concern in the displaced Syrian population in the agricultural sector<sup>xviii</sup>. Therefore, joint assessments will be undertaken between the FS and Protection sectors. In addition, awareness campaigns on hazardous labour (particularly for children, but also for other vulnerable groups) in agriculture, and training to different stakeholders (including training of trainers) on the safe use of pesticides and proper disposal will be jointly undertaken by ILO/FAO/UNICEF. Special attention will be given to protection mainstreaming and enhancing child protection mechanisms, to ensure that the design of agriculture projects does not promote school dropout. The FSS will report activities related to social protection issues (including child protection in agriculture) under the protection sector.

- **Energy & Water:** As the primary irrigation canal network is under the responsibility of the Ministry of Energy and Water (and related field offices) leading the EW sector, all activities which fall into this sector will be implemented and reported under EW. As for the secondary sector irrigation canal network, these activities fall under the MoA (and related field offices) which leads the FSS, and therefore such activities will be implemented and reported under the FSS. As necessary, an ad hoc joint technical irrigation group with the EW sector can be formed to look at the national irrigation plan.



## PARTNERS PER OUTPUT:

**Food Security Sector Partners:** AVSI, DCA - Saida, DRC, FAO, IOCC, UNICEF, RI, QRC, MoSA, WVI, CLMC, ACF, OXFAM, CONCERN, NPA, Dorcas, SCI, PU-AMI, UNRWA, WFP, Solidarités, ACTED, SIF, ANERA, IRW, CCP JAPAN, MoA, SHEILD, MSD, ADRA

OUTCOME/OUTPUT	PARTNERS
<b>OUTCOME 1:</b> Promote food availability	
Output-1.1: In-kind food assistance provided to the most vulnerable	ACTED, ANERA, AVSI, CCP JAPAN, DCA - Saida, Dorcas, IOCC, IRW, MSD, PU-AMI, QRC, SHEILD, SIF
Output-1.2: Enhance small scale and family farming production and adoption of climate smart technologies	ACF, ACTED, CONCERN, FAO, MoA, OXFAM, PU-AMI, RI, SHEILD, SIF, Solidarités
Output-1.3: Marketing of small scale and family farming supported	ACF, ACTED, CONCERN, DRC, FAO, MoA, OXFAM, PU-AMI, SCI, SHEILD
Output-1.4: Reduced food wastage and losses	ACTED, CONCERN, FAO, MoA, OXFAM, PU-AMI
Output-1.5: Control of trans-boundary animal & plant diseases supported	FAO, MoA
<b>OUTCOME 2:</b> Promote food accessibility	
Output-2.1: Improve direct access to food	ACF, ADRA, CLMC, CONCERN, Dorcas, MoSA, MSD, NPA, PU-AMI, UNRWA, WFP, WVI
Output-2.2: Support agricultural institutions for agricultural livelihoods	ACF, ACTED, AVSI, CONCERN, DRC, FAO, MoA, PU-AMI, RI, SCI, SHEILD
Output-2.3: Support to private agriculture investment	ACF, ACTED, CONCERN, FAO, NPA, PU-AMI, SCI, SHEILD, Solidarités
Output-2.4: Agriculture labor market strengthened	ACF, ACTED, CONCERN, FAO, DRC, OXFAM, PU-AMI, SCI, SHEILD, Solidarités, UNICEF
<b>OUTCOME 3:</b> Promote food utilization	
Output-3.1: Improved good nutritional practices	ACF, ACTED, CONCERN, DRC, FAO, NPA, OXFAM, PU-AMI, RI, WVI
Output-3.2: Food safety measures and policies enhanced	ACF, ACTED, CONCERN, FAO, MoA, PU-AMI
<b>OUTCOME 4:</b> Promote stabilization	
Output-4.1: Food security data and information collected, analyzed and disseminated	ACTED, CONCERN, FAO, PU-AMI, WFP
Output-4.2: National institutions involved in food security supported	FAO, MoA, OXFAM, WFP

## ENDNOTES

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- xvii. Ministry of Labour and ILO, National Action Plan to Eliminate the Worst Forms of Child Labour in Lebanon by 2016. Available from [http://www.ilo.org/beirut/publications/WCMS\\_229103/lang--en/index.htm](http://www.ilo.org/beirut/publications/WCMS_229103/lang--en/index.htm)
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## Energy & Water

**Lead Ministry/Co-Lead:** Ministry of Energy and Water (MoEW)/  
Ministry of Environment (MoE)







**Coordinating Agencies:** UNICEF

**Contact information:** Suzy Hoayek [suzy.hoayek@sissaf-lebanon.eu](mailto:suzy.hoayek@sissaf-lebanon.eu);  
David Adams [dadams@unicef.org](mailto:dadams@unicef.org)

PEOPLE IN NEED	PEOPLE TARGETED	REQUIREMENTS (US\$)
 <b>2,427,000</b>	 <b>2,022,000</b>	 <b>391.2 million</b>
 # OF PARTNERS <b>35</b>	 GENDER MARKER <b>1</b>	



## SECTOR OUTCOMES

<b>OUTCOME 1:</b> Access to improved electricity	 \$26.5 m	<b>INDICATORS</b>  % of target population that has equitable and reliable access to electricity to ensure sufficient electric current for lighting, operation of basic household machinery and security purposes.  % of target population that has access to safe and equitable water in sufficient quantities for drinking, cooking, personal and domestic hygiene.  % of target population that has access to improved, sustainable, culturally and gender appropriate sanitation and drainage services for target population.  % of target population that has increased awareness of local/municipal authorities with respect to legislation, guidelines and measures that can be practically adopted for mitigating the impact on the environment in terms of solid waste, air quality and landuse/ecosystems.  % of the target population that are aware of key public health risks and are capacitated to adopt good Water and Sanitation related practices and measures to prevent the deterioration in hygienic conditions and Water and Sanitation related diseases.  All sector partners are prepared to respond to agreed emergency scenarios and are aware of priorities and targets.
<b>OUTCOME 2:</b> Access to safe water	 \$203.1 m	
<b>OUTCOME 3:</b> Increase access to improved, sustainable, and culturally and gender appropriate sanitation services including wastewater management, vector control and mitigation of flood risks (stormwater drainage) for target population	 \$100.6 m	
<b>OUTCOME 4:</b> Mitigate impacts of the Syrian crisis on the environment in Lebanon, including on air quality and landuse, and management of solid waste	 \$36 m	
<b>OUTCOME 5:</b> Maintaining hygienic conditions	 \$22.6 m	
<b>OUTCOME 6:</b> Contingency and preparedness	 \$2.5 m	



## PRIORITY INTERVENTIONS

- 1: Ensure sustainable and equitable access to electricity for the vulnerable population.
- 2: Ensure sustainable and gender appropriate, equitable access to safe water for the target population in sufficient quantities for drinking, cooking, personal and domestic hygiene.
- 3: Increase access to improved, sustainable, culturally and gender appropriate sanitation (solid waste and wastewater management, vector control, ...) irrigation, flood prevention, storm water management, and drainage services (mitigation of flood risks) for target population.
- 4: Mitigate impact of the Syrian crisis on the environment in Lebanon.
- 5: Enable target populations to use and maintain water and sanitation facilities, make them aware of key public health risks to prevent the deterioration in hygienic conditions and capacitate them to adopt sound hygiene practices.
- 6: Strengthen and harmonize national and local level systems in line with the actuated laws, guidelines and existing national strategies to ensure improved service provision and timely response.
7. Ensure preparedness to possible risks: develop relevant studies, plans, strategies and contingency stock to improve targeting, prioritization and response.

## 1. Situation analysis and context

### **Baseline Situation:**

Prior to 2012, the infrastructures and services related to the energy and water Sector (which includes electricity, water, wastewater, irrigation, stormwater and environment) in Lebanon were already negatively impacted by years of conflict and instability, resulting in poor overall management of these public services and resources. The Syrian crisis has exacerbated this situation by putting additional pressure on an already weak system. The baseline situation in 2012 (prior to the Syrian crisis) was as follows:

#### **Electricity:**

-Electricite du Liban (EdL) generates a peak supply of 2,019 megawatts (MW), reaching only 63% of the 2012 peak demand estimated at 3,195 MW.

-In addition to the deficit in installed generating capacity, the efficiency of the existing system is below normal levels due to poor maintenance, deterioration of facilities, high losses and the need for reinforcement of the transmission and distribution networks.

-Deteriorating and inadequate infrastructure results in low reliability and inadequate levels of electricity supply.

-Service delivery standards are low compared to other countries with similar per capita GDP. In terms of quality of electricity supply, Lebanon ranks second-last in the world<sup>1</sup>.

-Lebanon suffers extensive load-shedding, with supply cuts in Beirut of at least 3 hours per day, and up to 12 hours per day outside of Beirut. With some new, temporary, barge-mounted power generation capacity which came online in 2013, the national average daily power supply is calculated to be 18.3 hours/day. The majority of consumers were and are still forced to rely on costly and environmentally-unfriendly small diesel generators to provide the balance of their electricity requirements.

-The sector causes a massive drain on government resources in the form of subsidies to EdL, estimated at around 4 percent of GDP. Even with the decline of oil prices, the electricity tariff in Lebanon is still far below cost-recovery levels, and is inadequate to fully cover either the cost of fuel required by the electricity sector or any of its enormous investment needs.

-Below cost-recovery tariffs paralleled high system losses, and low revenue collections caused the sector to rely entirely on public resources to subsidize the purchase of fuel for power generation. The sector costs the government US\$2.2 billion in subsidies in 2012, up from US\$1.7 billion in 2011.

#### **Water:**

**Domestic water supply:** Water network coverage is

estimated at 80 percent with unaccounted-for water reaching an average of 48 percent of the supplied quantities. More than 50 percent of the transmission and distribution networks are in severe need of rehabilitation and unable to bear additional pressure<sup>2</sup>. Water resources are adversely affected by contamination from domestic and industrial wastewaters (WW) and agricultural drainage, as well as by discharges from healthcare and other facilities<sup>3</sup>. Overflow of sewers and infiltration of WW into potable water networks, surface and underground water sources are frequently reported, leading to additional water quality degradation, threatening public health and the environment<sup>4</sup>. Moreover, power shortages paralleled with insufficient water resources lead to a limited water supply ranging from 3 to 22 hours/day<sup>5</sup>.

**Wastewater:** Lebanon produces about 310 million cubic metres (MCM) of wastewater annually, of which 250 MCM are municipal and about 60 MCM industrial. About two-thirds of the population are connected to networks, but only 8 percent of the generated WW reaches the four operational wastewater treatment plants and is treated. Most WW collected is discharged raw, without treatment, into watercourses, valleys and the sea. Where there is no network, cesspits are used, with considerable seepage into groundwater. The primary negative impacts of poor WW collection and treatment relate to the pollution of groundwater, surface water resources and soil, and to the generation of various health diseases as well as coastal contamination.

**Irrigation** is the largest water consumer in Lebanon (60% of total water consumption) with low efficiencies. In 2010, irrigation water requirement was estimated at 810 MCM per year. Around two thirds of irrigation water (540 MCM) is lost due to the poor conditions of supply channels and networks<sup>6</sup>. By improving irrigation efficiency through improving supply infrastructure and increasing rainwater harvesting, a large amount of water can be saved for drinking purposes and/or for extending agricultural lands.

#### **Protection of river banks and mitigation of floods into agricultural areas and nearby households:**

In the absence of adequate WW network coverage and sanitary landfills, most rivers and streams in Lebanon are being used for the discharge of raw WW and solid waste. The waste and sludge generated by the 1.5 million persons displaced from Syria have added to the load. Cleaning of rivers and streams and protection of river banks - part of MoEW's mandate - are necessary to mitigate the flood risk and potential losses into neighbouring agricultural lands and

(2) Ministry of Energy and Water (MoEW), National Water Sector Strategy, 2012.

(3) MoE, Lebanon State of the Environment Report, Chapter 8: Water, 2010

(4) Margane, Armin and Renata Raad, Hazards to groundwater and assessment of pollution risks in Jeita spring catchment. Federal institute for Geosciences and Natural Resources in collaboration with Centre for Development and Reconstruction pages 49-50, 2013.

(5) MoEW, National Water Sector Strategy, 2012; MoE, EU and UNDP, Lebanon Environmental Assessment of the Syrian Conflict & Priority Interventions, 2014.

(6) MoEW, National Water Sector Strategy, 2012.

(1) World Economic Forum, The Global Competitiveness Report 2014-2015, 2015.

households.

To address the needs of Lebanon in the Energy and Water Sector, the Ministry of Energy and Water (MoEW) developed a **Policy Paper for the Electricity Sector** approved by Council of Ministers in June 2010, and a **National Strategy for the Water Sector** approved by the Council of Ministers in 2012, and has started implementing both since their approval. These strategies were prepared for a forecast population of 5.3 million to be reached by 2020. However, in 2015, the influx of displaced Syrians has brought the number of inhabitants in Lebanon to an estimated 5.9 million, already surpassing the planning figures.

#### Environment:

Environmental assessments carried out by the Ministry of Environment (MoE) between 2010 and 2014<sup>7</sup> have reflected an alarming environmental situation, particularly in the following primary aspects:

**-Extensive pressures on Lebanon's natural resources.** This includes pressure on water resources from increased consumption and pollution loads from wastewater (as indicated in the sections above), extensive pressure on the remaining 13 percent forest cover from urbanization, felling and forest fires. Other pressures are also observed on the fragile land and soil resources (including the coastline) mainly as a result of rapid urban conversion and development.

**-A challenging solid waste management situation.** Until 2015, municipal solid waste destinations were approximately 53 percent to landfill, 30 percent open dumped/burned, 9 percent composted and 8 percent recycled. There are over 700 open dumps, resulting in extensive environmental degradation and health risks. The current solid waste crisis of 2015 with the closure of the Naameh Sanitary Landfill site has further escalated the situation.

**-Degradation of air quality.** This is a growing environmental concern in Lebanon and in the last three years has become a major source of concern to public health. Many recent epidemiological studies have consistently shown associations between levels of exposure to air pollution and health outcomes. As such, a deeper understanding of the causality of health risks is needed.

#### Overview of the Displaced Syrian Population by Cohorts

In Lebanon, displaced Syrians are divided into two main categories:

1- Those living in **informal settlements (IS)**: they constitute 18 percent of the displaced Syrians and are located typically in agricultural areas. For example, 38 percent of the Syrians in Bekaa area are living in informal settlements. They require comprehensive assistance ranging from electricity, water supply, solid waste and drainage management, in addition

to support with hygiene items<sup>8</sup>. The general policy of GoL requires that services be temporary in informal settlements (such as water trucking and desludging). MoEW and MoE are studying alternative efficient solutions for the provision of electricity, water and management of wastewater and solid waste that would preserve national water and environmental resources and are in line with GoL policy.

2- Those that have settled within hosting communities: they are the remaining portion (82 percent) of the displaced population. They typically concentrate in densely populated urban centres, in particular in already impoverished neighbourhoods and in informally developed urban areas, where access to essential electricity, water and wastewater services is insufficient. Lebanese host communities and displaced Syrians living in substandard shelters require a range of electricity, water and wastewater services that need to be gender-sensitive, ensuring equal access.

3- Access to water and wastewater services for Palestine Refugees from Lebanon (PRL) and for Palestine Refugees from Syria (PRS) outside Palestinian refugee camps is similar to that of the vulnerable host Lebanese and displaced Syrians. For those served by UNRWA's water and sanitation services, infrastructure is overwhelmed and overstretched. PRS represent 20 percent more caseload for all of UNRWA's services. One third of PRS families reported not having access to sufficient water for basic livelihood including drinking and cooking<sup>9</sup>.

#### **Impact of the Syrian Crisis on the Energy and Water Sector**

The direct impact of the Syrian crisis on Lebanon's infrastructure, namely electricity, water and the environment can be summarized as follows:

##### A- Electricity:

Given the scarce resources, grid supply of electricity to persons displaced from Syria is diverted from Lebanese consumers, resulting in lower supply levels and the need to meet this lost supply through costlier private generation. This implicates an additional economic cost borne directly by Lebanese consumers of roughly USD206 million in 2013, rising in 2014 and 2015. ("WB Economic and social impact assessment of the Syrian conflict" 2013).

As noted above, the Lebanese electricity system was already unable to meet demand prior to the crisis. This additional demand is therefore being met either through privately-operated generators (in the cases where they can be afforded), or through illegal connection to the national grid, causing a reduction in supply to the baseline Lebanese population. An assumptions-based analysis undertaken by MoEW in conjunction with the World Bank in 2012 estimated an increased demand due to the displaced Syrian

(7) MoE, Lebanon State of the Environment Report, Chapter 8: Water, 2011; MoE, EU and UNDP, Lebanon Environmental Assessment of the Syrian Conflict and Priority Interventions, 2014.

(8) UNHCR, Shelter Survey 2015 (persons registered as refugees only), 2015.

(9) PRS Vulnerability Assessment, 2014.

population of 213 MW by December 2013. The total demand for electricity by the Syrian population was projected to rise to 306 MW by the end of 2014.

Based on an average production cost of 23.69c/kWh, the cost of providing 213 MW of electricity supply to persons displaced from Syria is estimated at US\$170 million for 2013. This estimate takes into account the various types of accommodation being used by them, and conservatively assumes that electricity consumption is paid for at prevailing tariffs, by displaced populations living in host households, rented accommodations and hotels.

The additional demand for electricity is detected through the following practices:

- Connection of improvised accommodations, such as Informal settlements, collective sites, substandard shelters and unfinished buildings to the electricity grid;
- Increased residential load where displaced populations are being hosted in Lebanese households;
- Increased residential load where displaced populations are renting accommodation;
- Increased load from hotels and other rented accommodations, where occupancy has increased because of displaced populations.

#### B- Water:

Lebanon's protracted civil war left it with a fragile water infrastructure, which had not recovered fully even after 20 years of peace. As such, Lebanon was not equipped to accommodate 1.5 million displaced persons, all of whom require vital water and wastewater services. The major consequences of the Syrian displacement on the water sector in Lebanon are the following:

- Based on the National Water Sector Strategy, out of a total demand of 1,500 MCM, available exploited public resources can provide 900 MCM, resulting in a 40 percent supply deficit. The water consumption of displaced Syrians aggravates this situation resulting in higher deficits and reduced hours of water supply.
- Limited public infrastructure coverage and intermittent service delivery force households to supplement current gaps with private water suppliers, including private wells, private water tankers and bottled water.
- Reduced access to water and inadequate wastewater management expose vulnerable Lebanese and families displaced from Syria to increased risk of waterborne diseases. Diseases transmitted through food and water continue to be the most frequently reported in Lebanon, accounting for 50 percent of all reported diseases. The most common infection is viral hepatitis A, which represents 36.6 percent of the total food and waterborne diseases<sup>10</sup>.

-Poor environmental conditions, due to inadequate wastewater collection and disposal practices along with cramped living conditions, increase the risk of disease and cause severe contamination of ground and surface waters.

-Poor irrigation infrastructure causes huge water losses, resulting in the reduction of available surface water resources and the reliance on groundwater resources, which are already stressed due to over-abstraction. This implies a reduced availability of water for domestic use.

-Rivers severely impacted by the hazardous dump of solid waste cause, in addition to water contamination, floods in several areas across Lebanon. Capital investment to clean river courses and consolidate river banks is urgently required to prevent damage into surrounding areas.

-Floods and their consequent damages put vulnerable host communities and Syrian populations living in informal settlements in danger. Addressing this problem is critical to prevent material losses and avoid exacerbating the vulnerability of these populations.

#### C- Environment:

On the environmental front, the high number of persons displaced from Syria has aggravated an already challenging environmental situation in Lebanon. MoE has conducted an "Environmental Assessment of the Syrian Conflict (EASC) in 2014"<sup>11</sup> which identified the incremental impacts of the Syrian crisis on Lebanon in 2014 resulting from the increase of population. While the areas of water and wastewater are addressed in the sections above, the following sections provide a brief analysis of the impact of the remaining areas.

**-Solid Waste:** The EASC identified an incremental generation of 15.7 percent of solid waste as a result of the displaced Syrians and Palestine Refugees from Syria (PRS). The highest quantities were recorded in areas hosting greater numbers of displaced Syrians (for example, in Bekaa the EASC indicated that municipalities carried the brunt of solid waste management with an increase in spending on solid waste management by municipalities from the national treasury, from an 11 percent increase from 2011 to 2012, to a 40 percent increase from 2012 to 2013). The increased quantity of solid waste results in a negative impact on water resources, soil and land, including an increase in the transmission of communicable diseases due to stagnation of water ponds around uncontrolled dumpsites. Furthermore, the assessment estimated the incremental quantity of healthcare waste produced as a result of the Syrian crisis at 420 tons/year, i.e. in 2014 18 percent was disposed of in the environment without any treatment.

**-Air Quality:** the EASC estimated that air pollution due to the Syrian conflict originate primarily from: i) on-road transport; ii) residential heating; iii) solid waste management

Surveillance/documents/lebanon.htm

(11) MoE, EU and UNDP, Lebanon Environmental Assessment of the Syrian Conflict & Priority Interventions, 2014.

(10) MoPH, November 10, 2015. Available from <http://www.moph.gov.lb/Prevention/>



practices (unsafe disposal and open burning of solid waste); and iv) electricity production. Overall, an incremental 20 percent in air emissions was recorded in 2014, as an effect of the pressure of displaced Syrians on air quality deterioration factors, which is associated with negative health risks to the displaced population as well as the Lebanese population as a whole.

**-Land Use and Ecosystems:** the escalated displacement of Syrians led to a build-up of housing (informal tented settlements, formal housing and shelters) that increased the Lebanese population density by 37%, from 400 to 520 persons/km<sup>2</sup> in 2014. Such densification impacts environmental and social conditions: changing the status quo, polluting rivers, escalated waste generation, problems in water and sanitation, greater noise pollution and overall increased congestion. Moreover, with displaced Syrians in need of housing, haphazard and accelerated construction projects lacking environmental and social safeguards are occurring in affected communities. More significantly, informal settlements are growing in number and encroaching on agricultural lands and coastal areas, reaching 2,365 active settlements in November 2015.

### **Challenges facing the Response of the Energy and Water Sector**

Despite the enormous effort of MoEW, Electricite du Liban and the Water Establishments (WE), with the collaboration of international and local partners, to respond to the needs of the most vulnerable, the basic needs of a large share of the population are still not met as the sector faces several challenges, such as:

-The funding gap in 2015 between what was appealed and what was received continued to exacerbate what was an already problematic situation pre-crisis.

-Geographic disparities when allocating funds leaves many vulnerable communities short on basic electricity, water and sanitation services, as recent assessments reveal<sup>12</sup>. For example, in the South, there is a continuing need for the provision of most of these services, latrines, hand washing stations, septic pits, desludging of septic pits, grey water drainages networks, provision of water tanks, solid waste management, garbage containers, hygiene promotions, water trucking, and water analysis. In the North, the problem of water quality is a priority, in addition to the need to pay attention to storm water channels, drainage systems and flood risk mitigation measures in low-lying and flood-prone settlement areas. In Bekaa, water supply, wastewater and solid waste management services are to be enhanced in addition to flood mitigation.

-Eviction, sometimes justified by alleged security reasons and other times by a stated negative impact on the environment, is another challenge. The number of informal settlements

increased by 50 percent between January and July 2015, and projections indicate that this trend will continue. Among other reasons, evictions contribute to informal settlements shrinking in size and spreading over larger areas. This results in an increase in the resources needed, especially given that new settlements require major assistance, not to mention that decommissioning, transportation and resettlement are costly operations that render the response even more challenging. Moreover, the larger number of settlements implies more water trucking and desludging, which are essential but costly responses to core humanitarian needs.

-The policy of GoL banning the installation of permanent infrastructure in informal settlements keeps water trucking and desludging as major components of the emergency needs. For 2016, MoEW will develop more sustainable solutions based on dedicated wells to serve informal settlements, but the extent of coverage of this alternative is still to be studied. In the meantime, the sector relies on the usual practices for the provision of water and wastewater services to Syrian populations in settlements.

-In areas with restricted access, where security issues inhibit provision of sustainable services, temporary and costly interventions (e.g. water trucking) are still required.

-Displaced Syrians in occupied sub-standard buildings also lack basic connections to water and sanitation services. Therefore, emergency upgrades should be undertaken to ensure more efficient practices of service delivery.

-The risk of floods threatens low-lying and flood-prone settlement areas due to lack of drainage systems and other mitigation measures. It is therefore urgently required to clean rivers, rehabilitate riverbanks and improve watercourses to prevent flooding into nearby households, lands and informal settlements. Proper drainage practices also reduce contamination and disease outbreaks.

### **Summary of Mitigation Measures**

The energy and water sector has been highly active since the beginning of the Syrian crisis in addressing the humanitarian needs of displaced Syrians and in stabilizing fragile pre-crisis infrastructure and services supporting vulnerable host populations. Measures taken in every sub-sector are described below.

#### **A- Electricity:**

Proper mitigation measures need to be undertaken to alleviate the stress on the available electricity systems. So far, affected populations (both displaced Syrians and Lebanese host communities) have managed to cope with the increasing demand through privately operated generators and illegal connections to the national grid. However, the already frail electrical infrastructure will not be able to sustain the 'shock' of the ever-increasing electricity demand caused by the Syrian crisis. As such, it is more urgent than

(12) Vulnerability Assessment of Syrian Refugees (VASyR) in Lebanon, 2015; REACH, Defining community vulnerabilities in Lebanon, 2015.

ever to take the appropriate measures enabling, at least as a first stage, the development of the local grids. This need has been continuously raised by municipalities over the last two years, urging MoEW to reinforce the network in communities hosting displaced Syrians. However, MoEW and EdL suffer from limited resources that do not allow reinforcement and improvement of its systems to provide sufficient electricity, especially given the additional demand of displaced Syrians.

In its June 2010 Policy Paper, GoL recognized the critical needs of the electricity sector, and outlined policy, investments and reforms aiming at increasing the level and quality of electricity supply, managing demand growth, decreasing the average cost of electricity production, increasing revenues, improving sector governance - all aimed at ultimately improving service delivery and reducing the fiscal burden that the sector places on public resources. The Policy Paper includes a set of well-articulated short, medium and long-term measures aimed at addressing the issues listed above, including a range of governance reforms, and reforms to improve the supply and cost of services.

Unfortunately, implementation of the Government's reform and investment programs is still far from completion, and has not taken into consideration the impact of the Syrian crisis (which started two years after the Policy Paper was written) on Lebanon's electricity sector. Therefore, a key output in 2016 will be to commission a comprehensive study which will set an electricity investment plan -based on the policy paper for the Electricity Sector and on recommendations and analyses of the "Economic and Social Impact Assessment of the Syrian Conflict, 2013" done jointly between GoL and the World Bank- targeting the additional demand created by the displaced Syrian population in Lebanon. This will form the basis of the energy component of the 2017-2020 Integrated Strategic Framework, the joint GOL-UN development framework covering the first phase of the SDGs.

#### B- Water:

In 2015<sup>13</sup>, almost 911,000 people were supported with access to water supply at the household level, including through water trucking and rehabilitation of water networks. Over 170,000 people were supported with access to a shower/latrine, and over 612,000 people with hygiene promotion activities. As the crisis reaches its fifth year, however, there is a widening gap between the humanitarian and stabilization needs on one hand, and available funding on the other. This is deeply affecting the coping mechanisms of the hosting communities and displaced Syrians.

Moreover, several other measures are being taken to ensure provision of basic services and to mitigate the impact of the Syrian crisis on Lebanon as follows:

- Preparedness measures (contingency stock and plans, etc.) developed by the sector mainly in respect to possible

mass influx, health outbreaks (cholera, acute watery diarrhoea), follow up of MoPH surveillance information and referrals from the field.

- Areas of responsibilities assigned to active actors with consideration to involving local NGOs, based on their presence in the field and response capacity.
- 3Ws (who, where, what) maps and gap analysis updated on monthly basis to check presence and funds availability per location and actor in order to cover gaps as needed.
- Water quality monitoring and chlorination conducted to ensure provision of safe water.
- Upgrades made of existing accessible infrastructure (wastewater treatment plants, solid waste treatment, including sorting/recycling facilities). Innovative recycling practices (i.e., composting and waste to energy production) introduced.
- Field visits and household assessments conducted to assess needs and service provision.

Nevertheless, the Energy and Water Sector is still far from achieving an environmentally sound response due to alarming absence of required infrastructure at the national level for both host communities and displaced Syrians, as well as the governmental policy not allowing permanent installations in temporary settlements.

#### C- Environment:

At the environmental level, the pressures of the Syrian crisis remain unaddressed to date, given the emergency relief aspects of the current response to the crisis and lack of comprehensive planning and implementation of environmental measures and safeguards as an integral part of the LCRP, all of which is exacerbating an already fragile environmental situation. That said, innovative methods are being piloted to reduce the impact on the environment, such as mobile wastewater treatment systems, composting and biogas generation.

**Based on the above, it is clear that MoEW, MoE, Electricite du Liban, Water Establishments (WEs) and Municipalities need significant capital investment and capacity building to ensure a sustainable and efficient provision of basic services, implemented in line with the existing strategies, reforms and plans.**

## 2. Overall sector strategy

The overarching objective of the energy and water sector in Lebanon is two-fold:

1. Ensuring access to basic services (electricity, water, sanitation and hygiene) to agreed minimum standards for the vulnerable populations affected by the Syrian crisis in order to mitigate the risk of potential health outbreaks and to ensure dignity and respect of human rights;

(13) Activity info database, November 10, 2015.

2. Mitigating the impact of the Syrian crisis on the environment and ensuring needed measures to avoid a further degradation of the natural ecosystem, its environmental health considerations and its long-term sustainability.

The following approach is being adopted to achieve the overarching objective of the Energy and Water Sector Strategy, while highlighting provision of basic services to the affected communities and mitigating the impact on the environment:

-Implementation and maintenance of humanitarian interventions which are temporary or short-term, but designed to mitigate the risk of disease outbreaks and to ensure that services provided meet the agreed water, sanitation, hygiene and other humanitarian standards.

-Sustainable and cost-effective solutions that build resilience and return services to acceptable levels.

-Mainstreaming environmental considerations of the LCRP to mitigate priority environmental impacts of the Syrian crisis.

-Preparedness and disaster-risk management activities (emergency) are required to be able to respond rapidly and adequately to significant changes in needs, such as those arising from a mass influx of displaced populations, evictions, water scarcity or disease outbreaks.

#### **Relevant governmental authorities:**

In the Energy and Water Sector, the responsible government authorities provide the necessary direction in determining priority humanitarian and stabilization activities and projects. They are:

- Ministry of Energy and Water (MoEW): in charge of electricity, water, wastewater, irrigation and stormwater drainage projects. Authorities acting under its auspices are: 4 Water Establishments (Beirut & Mount Lebanon, North, South and Bekaa), the Litani River Authority and Electricite du Liban (EdL).
- Ministry of Environment (MoE): in charge of the environmental projects related to solid waste, air quality, land-use and ecosystems. Environmental considerations will be addressed with the scope of tackling priority environmental impacts and mainstreaming environmental considerations in stabilization activities and projects. In order to do this, MoE will coordinate with all concerned governmental institutions, namely MoSA, MoEW, MoPH, MoIM, MoA, MoPWT, CDR, and local authorities.
- Ministry of Public Health (MoPH): in charge of the hygiene promotion component of the sector and of the rehabilitation of sanitation facilities at public health centres, in addition to the promotion of sound healthcare waste management practices and of provision of disease surveillance information.

- Ministry of Education and Higher Education (MEHE): Promotion of sound hygiene and water conservation practices in schools, in coordination with MoPH and the energy and water sector.
- Ministry of Interior and Municipalities (MoIM): governors' offices, municipalities and unions of municipalities will collaborate in solid waste related activities, environmental monitoring, enforcement of environmental guidelines, contribution to awareness-raising and assessments, and in support of rapid response in case of disease outbreaks and other emergencies.

The Energy and Water Sector is guided by the broader strategies and plans of the Government of Lebanon; principal among these are the Policy Paper for the Electricity Sector (MoEW, 2010), the National Water Sector Strategy (MoEW, 2012), the Wastewater Strategy (MoEW, 2012), and the Lebanon Environmental Assessment of the Syrian Conflict and Priority Interventions (MoE, 2014) and its updates. In addition, it uses various assessments conducted by different agencies to understand where the most urgent and critical needs are, such as Country Water Sector Assistance Strategy (World Bank, 2012), the Economic and Social Impact Assessment of the Syrian Conflict in Lebanon (World Bank, 2013), and the Vulnerability Assessment of Syrian Refugees (VASyR, WFP, 2015) which defines Community Vulnerabilities in Lebanon (UNICEF/OCHA/REACH, 2015).

#### **Strategy:**

Government authorities in charge of the Energy and Water Sector, in collaboration with international and local partners, will continue their strong support to the most affected local communities, particularly through infrastructure projects in electricity, water, wastewater and solid waste. This has a vital benefit in mitigating the risks of social conflict between the local host communities and the displaced persons from Syria, and will be realized through the implementation of the following activities:

#### Electricity:

- Provision of transformers (medium to low voltage) to improve the electric current.
- Reinforcement, rehabilitation and implementation of medium voltage cables and poles.
- Reinforcement, rehabilitation and implementation of low voltage cables and poles.
- Provision of electrical systems to connect water sources to the electrical grid.
- Provision and installation of renewable energy sources in public institutions such as schools and healthcare facilities (hospitals and public health centres).

#### Water:

- Rehabilitation and extensions of the water supply systems are required to improve existing networks, reduce water losses and increase continuity of supply while reducing reliance on costlier and less safe water sources.
- Construction and rehabilitation of water storage facilities is necessary in order to provide continuous and sufficient water supply.
- In temporary locations, water trucking through vouchers or through a dedicated water resource will continue where no alternative solution is possible.
- Completion of wastewater systems within service areas of wastewater treatment plants is required in order to improve rates of collection and rehabilitation of completed but non- or partially-operational treatment plants, and to alleviate contamination of environmental resources.
- Irrigation systems require rehabilitation, upgrading or construction to optimize water usage, reduce losses and stress levels on groundwater, and secure a more sufficient domestic water supply. Implementation of rainwater catchment systems and improvement of supply infrastructure can offer low-cost solutions, yet significantly improve domestic water supply as well improve agricultural production.
- Cleaning and maintaining of river banks is required in order to protect agricultural lands and vulnerable households from damage and losses caused by floods, as well as to prevent disease outbreaks and contamination from polluted river waters (due to wastewater and solid waste discharge).
- Excreta management and drainage activities should be monitored, improved and maintained in informal settlements and collective sites in order to reduce pollution and prevent disease outbreaks.

To achieve sustainability and efficiency of the aforementioned activities, the focus should be on the following:

- Demand management through awareness and sensitization campaigns on water conservation (reusing, reducing and recycling), as well as support of the implementation of consumption-based tariff systems.
- Increased levels of safety in drinking water supply through quality monitoring at source, collection points and households for bacteriological and chemical parameters as appropriate, to inform the correct treatment regimen/activity and awareness campaigning.
- Support to and capacity building of MoEW and WEs through technical training, especially for operating treatment facilities, staff secondment, promoting water demand and quality management, management and master planning of water resources and wastewater

systems, and monitoring of water quality.

- Building capacity of, and transferring responsibility to, individual beneficiaries as well as local and displaced communities through gender-balanced WASH committees, Collective Site Management Committees, Municipalities and other local support systems to ensure hygienic conditions, sustainable management of services at local level and reduced costs of maintenance and repairs. As part of ensuring sustainability, local NGOs should be engaged, capacitated and funded.
- Management and adequate disposal of wastewater, particularly in temporary sites, in order to mitigate the risk of diseases, protect the environment and reduce the significant cost of desludging. A number of initiatives are being rolled out such as removable septic systems and mobile treatment plants, studied by MoEW on a case-by-case basis.
- Contingency preparedness for a number of higher-risk scenarios including water-related disease outbreak, influx of additional displaced persons, internal movements due to evictions and displacements, and other reasons. Needed supplies will be stockpiled in addition to undertaking training, awareness and simulations.
- Advocacy efforts to focus on more environmentally sustainable solutions, disease risk mitigation, water conservation awareness campaigns, user-pay and cost recovery systems, controlling usage of groundwater as a primary source, increased wastewater management services and reduce-reuse-recycle (3R) concept for water.

#### Environment:

The environmental interventions under this sector aim at mainstreaming environmental safeguards in emergency relief and stabilization activities and ensuring that the institutional capacities of the MoE, other concerned line ministries and local authorities are enabled to manage and monitor priority environmental interventions. More specifically, the environmental strategy focuses on the following:

- Implementing environmental activities in areas with the highest risks of environmental degradation, areas with the highest concentration of displaced Syrians impacting natural resources, and geographical locations vulnerable to disease outbreaks and associated health impacts.
- Reducing the environmental impact of the most vulnerable communities while managing the environment through monitoring and capacity-development plans, local engagement in environmental action, and introduction of sound environmental response (i.e. solid waste best management principles such as the 5Rs concept:



Reduce, Recycle, Reuse, Rot, Refuse).

- Adopting the environmental impact assessment tools and other environmental safeguards, including national regulations and standards, to be used by UN agencies and other international and local NGOs to prevent environmental damage during the long-term protracted crisis.
- Ensure that the adherence to environmental considerations is cross-cutting for all LCRP sectors through the structuring of a Stand-Alone Sector starting in 2017.

### 3. Sector outcomes, outputs and indicators

As stated earlier, the overarching objective of the energy and water sector in Lebanon is the provision of electricity, water, sanitation and hygiene-promotion services to agreed minimum standards to the population affected by the Syrian crisis in order to mitigate the risk of outbreaks of waterborne diseases that might lead to mortality and morbidity, as well as to mitigate the impact of the Syrian crisis on the environment.

#### Outcome 1 - Sustainable and gender appropriate equitable access to electricity.

The outputs target equitable and reliable access to electricity to ensure sufficient electric current for lighting, operation of basic household machinery and security purposes. To achieve this target, transformers from medium to low voltage are required at municipal level, accompanied by reinforcement, rehabilitation and/or implementation of medium and low voltage cables and poles. In order to provide continuous water supply, provision of electrical systems to connect water sources to the electrical grid is also a priority for the energy and water sector, reflected under this output.

#### Outcome 2 - Sustainable and gender appropriate equitable access to safe water is ensured for the target population in sufficient quantities for drinking, cooking, personal and domestic hygiene.

The outputs target **water supply** and maintenance at both temporary and permanent locations, as well as public health facilities. In addition, capacity building for national and local institutions to provide an efficient and environmentally-sound management of safe water and wastewater will be conducted. In the aim of ensuring provision of safe water, monitoring of water quality will be conducted at source levels. This outcome includes support to relevant authorities (MoEW, Water Establishments, Litani River Authority, municipalities) in terms of water and wastewater management to increase access to safe and sufficient drinking water. In addition to technical assistance and capacity building, relevant studies

and assessments will be conducted, as well as awareness-raising campaigns to ensure a sound use of water resources (water conservation, water quality, water protection, etc.). Another output is sustainable access to sufficient quantity of water for irrigation purposes. This output intends to improve supply of **water for irrigation** of agricultural lands, and eventually supply of domestic water, through improved infrastructure systems. It aims at reducing water losses, alleviating stress on groundwater (quantity and quality) and ensuring safer access to domestic water for target populations.

#### Outcome 3 - Increase access to improved, sustainable, culturally and gender appropriate sanitation and stormwater drainage services for target population.

This outcome intends to improve or increase access to **sanitation services** for temporary and permanent locations and public health facilities, as well as to improve wastewater management for all locations. Furthermore, outputs are related to institutional support including capacity building of national and local entities responsible for the provision of quality waste management services for all, in addition to conducting relevant studies and assessments required to identify priority intervention areas.

**Wastewater and stormwater management** will apply sound environmental guidelines and existing local or international regulations. This will prevent the contamination of major water resources, the development of vectors, and flooding damages on households and properties. These interventions will improve the sanitation conditions and mitigate the impact of wastewater on the environment. It will tackle sludge removal and safe disposal/treatment where possible, operation and maintenance at household level.

To reach this outcome, **wastewater management** will be improved; existing wastewater facilities will be upgraded to absorb the additional quantity generated by the displaced Syrians and Palestinians. Major funds and efforts are required in this area, given the lack of adequate treatment infrastructure in the country.

In order to ensure sustainable **flood prevention**, cleaning and bank stabilization of rivers will be conducted in flood prone areas and in locations where the river is obstructed by major waste dumps. This will prevent flooding into houses and productive agricultural lands hosting vulnerable populations. Stormwater channels will be rehabilitated/extended/constructed where necessary to prevent flooding and contamination of major water resources.

Sanitation practices at public health facilities will be improved through construction/ rehabilitation of sanitation facilities in public health centres.

#### **Outcome 4 - Sustainable and long-term environmental considerations are taken into account in Lebanon's Crisis Response Plan (LCRP).**

The objective is to mitigate the impact of the Syrian crisis on the environment in Lebanon assessed under the EASC. While the environmental considerations for water and wastewater issues are addressed in the previous outcomes, this outcome tackles **solid waste, air quality, land use and ecosystems**, in addition to institutional support to MoE and local government authorities (unions of municipalities and municipalities).

To ensure basic sanitation services, the energy and water sector aims at enforcing solid waste management systems to alleviate environmental impacts of solid waste generated from displaced Syrians and Palestinians and host communities. Local authorities will benefit from capacity building, support of the construction of new solid waste sorting facilities, and rehabilitation/upgrading of existing solid waste infrastructure. Identified dumpsites in areas of vulnerable water resources will be rehabilitated.

To reduce occurrence of diseases related to deteriorated water and air quality, one output focuses on strengthening environmental protection of air and water resources through monitoring of compliance with Emission Limit Values (ELVs) for emissions to air mainly from generators (related to the displaced Syrians and Palestinians) and for effluents discharges to the environment with a special focus on areas of high risk to water resources. Support of local authorities in enforcing environmental laws and guidelines and in promoting best management practices, in particular reforestation activities which will improve the environment and contribute to improved social cohesion.

To ensure an integrated ecosystem management approach and appropriate land-use planning tools are adopted to prevent potential encroachment of informal settlements on environmentally sensitive areas and to prevent haphazard urbanization. Support will be provided to local authorities in enforcing environmental laws and guidelines to prevent major risks on the environment.

#### **Outcome 5 - Target populations are enabled to use and maintain water and sanitation facilities, they are aware of key public health risks to prevent the deterioration in hygienic conditions, and they are capacitated to adopt good hygiene practices and measures and to use and maintain the facilities available.**

This includes raising awareness of key water, sanitation and hygiene public health risks to prevent deterioration of

hygiene, and increased access to hygiene items (including soap, shampoo, toilet cleaner, etc.) by target populations.

#### **Outcome 6 - Contingency and preparedness to eventual influx, evictions, winterization, water scarcity and health outbreaks.**

In this framework, preparedness materials and stock for contingency response is ensured, as well as data (follow up on disease surveillance, water resources availability/quality, plans, studies assessments to better define needs, targets and priorities, etc.) for strategic planning to support an efficient and timely response.

### **4. Identification of sector needs and targets at the individual, institutional and geographic level**

In the absence of a comprehensive dedicated sectoral national assessment of humanitarian needs, the sector relies on the multisectoral assessments carried out in 2015, such as the inter-agency Vulnerability Assessment of Syrian Refugees (VaSYR), REACH and UNHCR/ECHO household assessments, in addition to scattered case studies and preliminary KAP (Knowledge Attitude and Practices) assessments carried out by agencies. Some needs are identified also at the field level, through consultation with the implementing agencies in the respective field areas.

With respect to the stabilization component, needs are expressed by the various relevant ministries, following their mandates, based on i) their previous experience in service provision, ii) the necessity to shift towards more sustainable interventions, iii) the communities that are mostly affected by the Syrian displacement, and iv) the one-year time frame for implementation.

#### **Prioritization:**

The sector's response targets the needs of the most vulnerable first, using the following criteria to prioritize activities and projects:

A. Focusing on **geographical areas with the highest concentration of affected people** and with no/poor access to sufficient quantity, quality and continuity of services related to electricity, water and sanitation.

B. Focus on the implementation of pre-planned specific priority projects that are part of the **Government of Lebanon's strategies and masterplans** and which benefit most vulnerable communities.

C. Focus on the **highest risks to environmental degradation** in areas with the highest concentrations of displaced Syrians impacting natural resources.

D. Focus on the sites or communities with the highest **water, sanitation and hygiene-related disease** incidence rates.

E. Focus on **vulnerable groups**, households and individuals (i.e. female/child headed households, elderly or disabled persons and minors) for specific assistance or services such as hygiene items and disabled access.

### Total sector needs and targets:

Category	Total population in need	Targeted Population		
		Total	Male	Female
Displaced Syrians	865,000 <sup>28</sup>	760,000 <sup>29</sup>	364,040	395,960
Palestine Refugees from Syria	42,000	42,000 <sup>30</sup>	20,790	21,210
Palestine Refugees in Lebanon	20,000 <sup>31</sup>	20,000	9,900	10,100
Vulnerable Lebanese	1,500,000	1,200,000 <sup>32</sup>	603,600	596,400
<b>Total</b>	<b>2,427,000</b>	<b>2,022,000</b>	<b>998,330</b>	<b>1,023,670</b>

Institutions	Total	Targeted
Municipalities	1005	TBD
Unions of Municipalities	46	TBD
Hospitals/healthcare institutions (PHC, etc)	80	
Water establishments + LRA + EdL	6	6
Central Ministries	3	MoEW, MoE, MoPH
Communities	Total	Targeted
Governorates	8	8
Sites		
Informal Settlements	2,365	2,365
Palestinian Camps	12	12
Palestinian Gatherings	42	24

## 5. Mainstreaming of conflict sensitivity, gender, youth, people with specific needs (PWSN) and environment

### Conflict Sensitivity:

The Energy and Water sector aims at ensuring equitable access to basic services for the most affected host communities and displaced Syrians to mitigate the risk of resource-based conflict. Many of the sector's activities contribute to building the resilience of communities. Collaboration with the social stability and livelihoods sectors has enabled the incorporation of conflict hotspots and priority areas when

selecting projects. For example, when responding to water scarcity, mapping of high-risk areas incorporated the social tension considerations.

### Gender:

Interventions of local and international partners have considered the different needs of women, girls, boys and men. Where there are not family latrines and washing facilities there are gender-segregated toilets. People of all ages are targeted in the energy and water sector with special attention to women and girls (in hygiene promotion and capacity building) and children (water, sanitation and hygiene in schools).

**Youth:**

Adolescents and youth will be: targeted with hygiene promotion sessions; trained to become trainers on hygiene promotion and on solid waste management and water conservation; provided with increased access to safe water and sanitation services; and involved in youth-led initiatives in communities and informal settlements on water, sanitation and hygiene subjects. Adolescent and youth girls will benefit from personal and female hygiene sessions and items. They will also be part of the committees which will ensure the sustainability of the installed hardware. Youth will also help with awareness-raising in terms of hygiene, water conservation and solid waste sorting at household level.

**People with Specific Needs:**

Water and sanitation services shall be implemented in a manner that meets the requirements of persons with specific needs (PWSN), such as the accessibility to toilets and bathing for persons with physical disability. Technical guidance documents shall incorporate the specific requirements based on consultations with PWSN and use of the Refugee Assistance Information System (RAIS) database, which is updated using the ongoing UNHCR/ECHO household assessment of displaced Syrians.

**Environment:**

Protecting the environment is an integral part of the sector's work, through protecting the natural resources and introducing environmental measures which address priority needs and ensure the sustainability through environmentally-sound stabilization interventions. Capacity building, training and awareness campaigns to conserve water and reduce, reuse and recycle solid wastes are essential and will need to be scaled up. Construction of new groundwater extraction facilities must follow licencing and approval procedures. Innovative solutions are being studied for non-permanent yet sustainable wastewater treatment and disposal for collective sites. Unfortunately, the achievements in terms of wastewater treatment and disposal are still lacking, due to the significant funding and capacity requirements to provide the needed facilities. In addition, environmental measures related to air quality, land use and ecosystem management affecting the well-being of the hosting communities and displaced population will be tackled under this sector. Composting and biogas production are being piloted in Bekaa area.

## 6. Inter-sector linkages

The Energy and Water sector is closely linked to the sectors of health, education, social stability/livelihoods and shelter. Coordination has been undertaken primarily through bilateral discussions, participation in each other's meetings, and through partners in other sectors that also undertake water, sanitation and hygiene activities.

Stronger collaboration is still required, in particular with SS/ livelihoods, health, food security and basic assistance. The most progress can be made through efforts in the planning and strategic phase; therefore, the sector will endeavour to incorporate inter-sectoral linkages at any workshops or development sessions. Increased emphasis on inter-sectoral coordination at the inter-sector meeting is also required, as well as joint meetings between the energy and water sector and other sectors.

- **Health:** Perhaps the most important inter-sectoral linkage is between health and energy and water, to reduce risk of water, sanitation and hygiene-related disease mortality and morbidity. Both sectors are working together to ensure vulnerable populations are aware of water, sanitation and hygiene-related health risks and maintain good hygiene practices and a sanitary environment to mitigate these risks. Hygiene promotion is led by energy and water but input from the health sector is critical in the messaging. Assessing the state of environmental sanitation across the country in conjunction with disease surveillance data from MoPH will enable more effective use of resources by prioritizing areas that are considered at higher risk of water, sanitation and hygiene-related disease outbreak. The energy and water sector should strengthen testing and monitoring of water quality while the health sector ensures its facilities for testing are adequate for when disease cases are suspected. Coordination between the MoPH, MoE and the agencies will take place also in the framework of the vector control.

Mainstreaming environment into the health sector through the documentation of water, sanitation and hygiene-related diseases would bring forth more possibilities for epidemiological and biostatistical research that can feed into better documentation and understanding of health risks associated with environmental media.

- **Education:** The agreed division of responsibilities ensures that the education sector manages the general rehabilitation of schools including a water, sanitation and hygiene component with support from the energy and water sector while water and wastewater services to and from the school are the responsibility of the energy and water sector. Hygiene promotion in schools remains the responsibility of the energy and water sector.

Educating and sensitizing the youth about human actions that damage the environment is pivotal in education and health awareness curriculum in schools. Subsequently, the area of environment needs to emphasize and enforce the linkages between water supply and access, water quality, sanitation and hygiene and solid waste management through an integrated approach to limit impacts on other salient



environmental sectors such as land use planning and ecosystem management.

- **Basic Assistance:** Close coordination with the basic assistance sector is required for addressing the needs of the most vulnerable, in particular where economic vulnerability overlaps with water, sanitation and hygiene vulnerability. The energy and water sector benefits from economic profiling through household visits as the BA Sector benefits from the EW Sector data such as types of latrines in use. Multipurpose cash assistance by the BA Sector incorporates components of hygiene items drinking water in the total sum provided, even though the assistance is of unconditional nature. Hygiene promotion should accompany any assistance that targets hygiene. Provision of safe water by the energy and water sector should also factor the cash contribution by BA Sector to minimize duplication and optimize resources. Responsibilities for winter assistance have been divided so that the BA Sector provides fuel for heating, stoves and again cash assistance whereas the EW sector had undertaken flood risk mitigation and site drainage activities whilst also provided drainage kits for beneficiaries to manage their own sites.
- **Shelter:** The shelter sector has the most well-developed collaboration with the energy and water sector. To date, the energy and water sector has relied on shelter's information on the type of household that displaced Syrians live in as a proxy for their water, sanitation and hygiene vulnerability. There has been good coordination while both sectors undertake flood risk mitigation and site drainage measures in low-lying and flood-prone settlement areas. In addition, elevating toilets and waterproofing their wastewater storage facilities have been undertaken where critical by energy and water. Shelter ensures water and sanitation facilities inside the buildings requiring renovation, and services to and from the building are ensured by the energy and water sector. While collaboration has been strong, improvements can be made, in particular ensuring hygiene promotion is integrated with all hardware activities.
- Inclusion of environmental components is necessary in the planning mechanisms of urban projects carried out by the shelter sector so that site improvements and rehabilitation efforts incorporate environmental construction material, and environmental and social safeguards are integrated to reduce the impact on ecosystems and the natural environment.
- **Social Stability/Livelihoods:** The energy and water sector undertakes projects that have a social stability outcome while the social stability sector undertakes activities and projects that are in some cases water (including irrigation and drainage), wastewater and solid waste in nature. There is a strong link between environment

and energy and water services and social stability and security, for example when displaced Syrians face threats of evictions due to waste degradation, or when access to safe water, healthy air to breathe and food are jeopardized. Increased collaboration between both sectors is essential to mitigate risks of social tension and to ensure projects meet minimum energy and water standards, follow the required approval processes, and so that there is collaboration on their selection and prioritization. The energy and water sector can benefit from the input SS/L sector data for better targeting and prioritization.

- **Food Security Sector:** The energy and water sector will coordinate with the food security sector on water management and conservation, particularly with respect to irrigation of farmland. Huge amounts of water can be saved through improvement of irrigation infrastructure and practices easing the strain on water resources both in terms of quality and quantity and in turn minimizing the impact of drought conditions. Responsibilities have been agreed such that primary canals are under energy and water sector and secondary or on-farm irrigation canals are under the food security sector. A joint technical group between the sectors will be set up to facilitate this coordination. Collaboration is also essential to minimize impact on the environment where there is increased demand on agricultural land for livelihood and food security. Protection of water resources from chemical contamination through better control of pesticides and fertilizers and ensuring improved and environmentally friendly farming practices are adopted are some measures that could be fostered.
- **Protection:** Coordination has been limited with the protection sector in comparison to other sectors. However, protection issues have had an impact on the energy and water sector and vice versa. A recent example is poor environmental sanitation conditions becoming a source of community tension, which has reportedly been a cause for evictions. Both sectors have coordinated to mitigate the likelihood and impact of this situation. From a human rights based approach, collaboration with the protection sector should ensure displaced Syrians and Palestinians have access to safe environments to prevent conflicts in the future with the hosting communities.

## PARTNERS PER OUTPUT:

**Energy and Water Sector Partners:** ACF, ACTED, ADRA, ANERA, AVSI, CARE, CISP, CONCERN, COOPI, FAO, GVC, IOCC, IR Lebanon, Leb Relief, MEDAIR, Mercy Corps, Mercy USA, MoE, MoEW, NRC, OXFAM, PU-AMI, RI, SCI, Solidarités, UN-Habitat, UNDP, UNHCR, UNICEF, UNOPS, UNRWA, URDA, WVI, YMCA.

OUTCOME/OUTPUT	PARTNERS
<b>OUTCOME 1:</b> Sustainable and equitable access to electricity	
Output-1.1: Equitable and reliable access to electricity to ensure sufficient electric current for lighting, operation of basic household machinery and security purposes.	ACTED, CONCERN, GVC, OXFAM, Solidarités, UN-Habitat, UNDP, UNOPS, URDA, MoEW
Output-1.2: Support to MoEW and other concerned government institutions to mitigate impacts of the Syrian crisis on electricity sector through assessment, planning and management measures.	MoEW
<b>OUTCOME 2:</b> Sustainable and gender appropriate equitable access to safe water is ensured for the target population in sufficient quantities for drinking, cooking, personal and domestic hygiene	
Output-2.1: Equitable access to a sufficient quantity of safe water for drinking, cooking and personal and domestic hygiene at temporary locations (collective centers, gatherings and ITS).	ACF, ACTED, AVSI, CARE, CONCERN, GVC, IR Lebanon, Leb Relief, MEDAIR, Mercy Corps, Mercy USA, OXFAM, PU-AMI, RI, SCI, Solidarités, UNHCR, UNICEF, UNOPS, WVI, UNRWA
Output-2.2: Equitable access to a sufficient quantity of safe water for drinking, cooking, and personal and domestic hygiene at permanent locations.	ACF, ACTED, Aide Médicale Internationale, CARE, CONCERN, COOPI, GVC, IOCC, IR Lebanon, Leb Relief, Mercy Corps, OXFAM, SCI, Solidarités, UN-Habitat, UNDP, UNHCR, UNICEF, UNOPS, URDA, WVI, NRC, UNRWA, MoEW
Output-2.3: Water Quality: Monitoring of water quality to ensure safe supply for drinking, cooking and personal and domestic hygiene purposes.	ACF, ACTED, CONCERN, COOPI, GVC, IR Lebanon, Mercy USA, OXFAM, SCI, UNHCR, WVI, UNRWA, MoEW
Output-2.4: Water and wastewater management: National to local level systems strengthened and harmonized in line with regulatory framework to increase access to safe and sufficient drinking water.	ACF, ACTED, CARE, CONCERN, COOPI, GVC, Mercy Corps, OXFAM, RI, UNDP, UNHCR, UNICEF, UNOPS, URDA, WVI, MoEW
Output-2.5: Safe and equitable access to a sufficient quantity of water for drinking, cooking and personal and domestic hygiene at public health facilities.	ACF, ACTED, CONCERN, IR Lebanon, Leb Relief, RI, UNICEF, URDA, UNRWA
Output-2.6: Reduce irrigation water consumption to lower stresses on water resources, by improving irrigation efficiency of existing and planned irrigation schemes. (Target expressed in m3 of water saved/additional.)	ACF, ACTED, CONCERN, COOPI, FAO, Mercy USA, OXFAM, Solidarités, UN-Habitat, UNDP, URDA, MoEW
<b>OUTCOME 3:</b> Increased access to improved, sustainable, culturally and gender appropriate sanitation and drainage services for target population.	
Output-3.1: Sanitation: adequate, appropriate and acceptable sanitation conditions, to ensure a safe environment at temporary locations (collective centers, gatherings and ITS).	ACF, ACTED, CARE, CONCERN, GVC, MEDAIR, Mercy Corps, NRC, OXFAM, PU-AMI, SCI, Solidarités, UNHCR, UNICEF, UNOPS, UNRWA, WVI
Output-3.2: Improved municipal sludge and wastewater management.	ACF, ACTED, CONCERN, COOPI, GVC, IOCC, Leb Relief, Mercy Corps, MoEW, NRC, OXFAM, Solidarités, UNDP, UN-Habitat, UNHCR, UNICEF, UNRWA, URDA, WVI
Output-3.3: Improvement of storm water drainage and management of flood risks.	ACF, ACTED, CISP, CONCERN, COOPI, Leb Relief, MEW, OXFAM, Solidarités, UNDP, UN-Habitat, UNHCR, UNICEF, UNRWA, URDA, WVI

Output-3.4: Sanitation: Adequate, appropriate and acceptable sanitation conditions to ensure a safe environment at public health facilities.	ACF, ACTED, RI, UNICEF, UNRWA
<b>OUTCOME 4:</b> Mitigate impact on the environment	
Output-4.1: Support to MoE and other concerned government institutions to strengthen the management and enforcement of measures that mitigate environmental impacts.	ACF, ACTED, CONCERN, OXFAM, UN-Habitat, UNDP, UNICEF, UNOPS, WVI, YMCA, UNRWA, MoE
Output-4.2: Provide needed solid waste management systems to alleviate environmental impacts of solid waste generated by displaced Syrians and Palestinians and host communities most affected by the Syrian crisis.	ACF, ACTED, Aide Médicale Internationale CARE, CONCERN, COOPI, GVC, Leb Relief , MEDAIR  Mercy USA, OXFAM, Solidarités, UN-Habitat, UNDP, UNHCR, UNICEF, UNOPS, WVI, YMCA, NRC, CISP, UNRWA, MoE
Output-4.3: Mitigate the assessed deterioration of air quality associated with the Syrian crisis affecting environmental and human health.	UN-Habitat, UNDP, YMCA, MoE
Output-4.4: Mitigate environmental risks of the Syrian crisis on land use and natural resources management	ACF, ACTED, CARE, CONCERN, COOPI, GVC, UN-Habitat, UNDP, YMCA, CISP, MoE
<b>OUTCOME 5:</b> Target populations are enabled to use and maintain WASH facilities, and they are aware of key public health risks to prevent the deterioration in hygienic conditions.	
Output-5.1: Hygiene promotion: Target populations are aware of key public health risks and are mobilized to adopt measures to prevent the deterioration in hygienic conditions and to use and maintain the facilities provided.	ACF, ACTED, ANERA, AVSI, Aide Médicale Internationale, CARE, CONCERN, COOPI, GVC, IOCC, IR Lebanon, Leb Relief MEDAIR, Mercy Corps, Mercy USA, OXFAM, RI, SCI, Solidarités, UN-Habitat, UNHCR, UNICEF, WVI, UNRWA, MoEW, MoE
Output-5.2: Target population has access to and is involved in identifying and promoting the use of hygiene items to ensure personal hygiene, health, dignity and well-being.	ACF, ADRA, ANERA, AVSI, Aide Médicale Internationale, CARE, CONCERN, COOPI, GVC, IOCC, IR Lebanon, MEDAIR, Mercy Corps, Mercy USA, OXFAM, RI, SCI, Solidarités, UNICEF, WVI, UNRWA
<b>OUTCOME 6:</b> Ensure improved preparedness and efficiency of sector response.	
Output-6.1: Preparedness materials for contingency response and data for targeting and prioritization.	ACF, CONCERN, COOPI, Mercy USA, OXFAM, UNICEF, NRC





## EDUCATION

**Lead Ministry:** Ministry of Education and Higher Education (MEHE)

**Coordinating Agencies:** UNICEF




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\* MEHE is currently in the process of selecting NGO partners who will be able to implement different components of the Education Results Framework. The first selection is expected to be finalized in January 2016. After this, MEHE will review new submissions from NGO partners every three months.



## SECTOR OUTCOMES

<p><b>OUTCOME 1:</b> Ensuring equitable access to educational opportunities for boys and girls.</p>	 <p>\$319.8 m</p>	<p><b>INDICATORS</b></p> <p># of children and adolescents enrolled in formal education</p> <p># of children and adolescents enrolled in Non-Formal Education (NFE)</p> <p># of children and adolescents referred to formal education including Accelerated Learning Programme (ALP)</p> <p>% and # of parents who are aware of the formal school registration process</p> <p># of individuals reached with outreach and awareness sessions</p> <p>% of children in remedial language education who remain in education</p> <p># of assessments undertaken</p> <p># of active parent groups and community committees</p>
<p><b>OUTCOME 2:</b> Improving the quality of teaching and learning.</p>	 <p>\$62.4 m</p>	
<p><b>OUTCOME 3:</b> Strengthening national education systems, policies, and monitoring.</p>	 <p>\$5.9 m</p>	



## PRIORITY INTERVENTIONS

- 1: Support enrolment to formal education for school-aged boys and girls.
- 2: Support enrolment to Non-Formal Education for children who are outside the formal system.
- 3: Outreach to get children to public schools.
- 4: Support to ensure retention in formal education.
- 5: Strengthen national education systems, policies, and monitoring.
- 6: Strengthen community engagement to support a sustainable behavioural change towards education.



## 1. Situation analysis and context<sup>1</sup>

Approximately 477,000 displaced Syrian children and approximately 10,950 displaced Palestinian children from Syria are between the ages of 3 and 18<sup>2</sup>. All these children have a right to access education as per the Convention of the Rights of the Child (CRC). This population influx in Lebanon has increased the demand for education services, not only in terms of numbers, but also in terms of variety of needs and impact on quality of the education system. Children impacted by displacement have often had their education disrupted. If they are able to access schools, they have to cope with a different curriculum and educational challenges. Many are not able to resume schooling due to their socioeconomic situation, or because they are over-age or discouraged. Some have also witnessed serious acts of violence and are in need of psychosocial support. The Lebanon Crisis Response Plan (LCRP) focuses on the most vulnerable populations affected by the Syria crisis, including displaced Syrians, vulnerable Lebanese, as well as displaced Palestine refugees from Syria.

The education situation analysis and response plan is presented according to three strategic components: access, quality and national systems, which is also in line with the 'Reaching All Children with Education' (RACE) plan. RACE was developed by the Ministry of Education and Higher Education (MEHE) in 2014 in response to the Syria crisis, and builds upon the "No Lost Generation" strategy and the Stabilization Framework developed by the World Bank, UN and GoL. The strategy outlines a multi-year comprehensive approach to education for all children affected by the Syria crisis, and covers both immediate humanitarian response interventions as well as longer-term support. The RACE plan commits government and partners to providing 470,000 school-aged displaced Syrian and poor Lebanese children with access to quality learning opportunities in safe and protective environments by 2016. Of this total, 200,000 Syrian children will be enrolled in formal education.

### 1.1. Insufficient Access to Education for Children and Adolescents Affected by the Syria Crisis

Before the Syrian influx, around 30 percent of the Lebanese population was enrolled in the public education system<sup>3</sup>. This group tends to be more economically vulnerable than those enrolled in semi-private or private primary schools<sup>4</sup>. The public sector accounts for only 19 percent of preschool service provision compared to 81 percent in the private and semi-private<sup>5</sup>. 48 percent of refugee children ages 6-14 were found to be out of school<sup>6</sup>. The number of children enrolled

drops after age 14. There is no significant gender imbalance reported for this age range.

A multisectoral assessment of the situation of Syrian refugee youth (ages 15-24) in Lebanon and their relationship with Lebanese host communities has been conducted between August 2013 and January 2014. In total, 1,121 Syrian youth and adolescents participated in the assessment. The results of the youth situation analysis show that 94 percent of them are not enrolled in formal education in Lebanon<sup>7</sup>. Of these, 35 percent were forced out of education, mainly due to displacement (51 percent of female and 44 percent of male respondents between the ages of 15 and 18). The study showed that adolescents and youth drop-outs value education and would like to return to school or to be enrolled in any form of education<sup>8</sup>.

Several barriers have been identified preventing the access of children to schools. Removing some of the barriers for vulnerable Lebanese and displaced Syrian families and children will mitigate drop-out risks and contribute to improving retention. In numerous assessments, the cost of education has been identified as the main barrier, across all age groups beyond 6 years old<sup>9</sup>. This can be interpreted by overstretched capacity of schools and limited geographical coverage of schools in the areas that require parents of displaced Syrians coming from poor socio-economic backgrounds to cover the cost of transportation to schools. In addition to monetary concerns, security concerns prevail: participatory assessments with parents show that they are afraid of sending their children to schools due to their perception that schools might not be safe and children might be exploited on their way to or inside schools. The need to work appears as another major factor for the age group 10-14. There is a cohort of children whose families traditionally worked as migrants. Seasonal child labour is particularly prominent in the Bekaa, North and South at an increasing rate due to factors including the lack of access to livelihoods, depletion of resources and the reduction in WFP assistance. A report recently published by WFP demonstrates an increase in child labour as a result of the cut in food assistance.

Based on interviews conducted by the child protection sector for 700 street-based children in 18 districts in Lebanon, two-thirds of street-based children in Lebanon are boys, with over half between 10 and 14 years old. These street-based children are predominantly Syrian refugees (70 percent) and/or trafficked children who are increasingly seen living and working on the streets in the urban areas. In rural areas these children are increasingly seen being engaged in the agriculture sector.

Children of families who live in Informal Settlements (IS) appear especially prone to non-participation in formal

(1) Situational analysis was in part based on a literature review conducted by Anne Scowcroft from UNHCR.

(2) Registration data UNHCR and UNWRA.

(3) CERD: Centre for Educational Research and Development, 2011-2012 Yearly Statistical Bulletin, 2012. Available from <http://www.crdp.org/en/statistics-bulletin>

(4) IDRD, 2015; USAID, 2013.

(5) UNICEF. Forthcoming. Education for children and adolescents in Lebanon: A human rights-based, equity focused analysis of the situation.

(6) Both VASyR and household visits show the same results.

(7) UNICEF, UNFPA, UNESCO, UNHCR and SCI, Situation analysis of youth in light of the Syrian crisis, 2014. Available from <http://www.unfpa.org.lb/Publications.aspx>

(8) Ibid.

(9) Not being of school age is the most reason quoted for the group 3-5 years old.

education. Several cases have been reported of community leaders, or *Shawish*, in these settlements that refuse to allow children to go to school in order to send them to work. Evidence also suggests that parents of out-of-school children and community leaders were unaware of assistance opportunities and possibilities for fee exemption<sup>10</sup>. Therefore, parental education through awareness sessions is needed to educate parents and communities about the benefit of providing learning opportunities to children. Other deterrents for school enrolment are: insufficient functional literacy in English or French leading to difficulties in learning, psychosocial welfare of children, corporal punishment and abuse and violence cases reported such as early marriages for girls. Furthermore, the lack of a school management information system at the national level makes it difficult to monitor attendance at schools, in particular given the constant movement of families from a place to another. In-class monitoring in 2016 will be done by the Department of Orientation and Guidance (DOPS-Département d'Orientation Pédagogique et Scolaire at MEHE) that assesses teachers' performance and guides them to improve their teaching methods in order to provide quality education.

In 2012-2013 refugee enrollment in public education was estimated at 40,000, or approximately 13.5 percent of the total public school population<sup>11</sup>. In 2013-2014 it was estimated at 88,000 or approximately 30 percent<sup>12</sup>, and in 2014-2015 it was estimated at 106,735, or approximately 36 percent<sup>13</sup>. Monitoring of school attendance in second shift schools was done through third-party monitoring deployed by the UN. This last school year, enrolment support in public basic education was provided to 11,600 Lebanese students. UNRWA accommodated for 31,646 Palestine Refugees in Lebanon (PRL) children and 6,427 Palestine Refugees from Syria (PRS) children in 68 schools. The 20 percent increase in enrolment of displaced Syrians in public primary schools is attributed to a 61 percent increase in the number of schools that opened second shifts<sup>14</sup>. Further increase is observed in refugee enrollment in the school year 2015-2016 as the number of second shift schools increased almost two-fold. However, there continue to be some concerns regarding the need to increase the number of public schools operating a second shift for better geographical coverage to meet the needs (in particular in rural areas such as Zahleh, Keserwan coast, Batroun coast, AAarsal, and West Bekaa). Estimates for both displaced Syrian student participation per province and out-of-school children per province vary. Lebanese students in the Bekaa, North and South are especially affected

by poverty<sup>15</sup>. The North and South recorded the highest incidence of drop-out prior to the Syrian crisis<sup>16</sup>.

Early Childhood Education (ECE) programming in schools is perceived as a means to foster school-readiness, and as such is considered part of basic education (even if it is not compulsory in Lebanon yet). In addition, community-based ECE continues to be needed as the public kindergartens cannot cover all needs. It appears that the means to create appropriate absorption for displaced Syrian children has not yet been achieved<sup>17</sup>. Secondary school participation is reported at 2 percent and vocational school participation at 1 percent for displaced Syrian children<sup>18</sup>. Adolescents between the ages of 14 and 18 account for more than 23 percent of the displaced Syrian school-aged children<sup>19</sup>. They need to be provided with learning and life skills opportunities that empower them to address the difficult context that they are facing, foster a sense of connection to their own people, and engage in meaningful activities that can contribute to positively supporting their community. Both secondary education and programmes targeting youth (technical and vocational, skills and life skills) are needed to address their needs and thus avoid their involvement in risky behaviours and conflict. Such programmes should include outreach interventions to support the learning of youth and ease rising tensions in communities, especially around schools.

Offering appropriate accelerated learning programming (ALP) leading to formal certification by MEHE is a RACE priority<sup>20</sup>. Some children who have missed more than two years of education need to catch up on the missed years of schooling to resume their education in the appropriate grade. To meet the need for ALP, in 2015 CERD developed a condensed basic education curriculum for grades 1–9 from existing curricula with a specific learning methodology. The ALP pilot started in July 2015 and was designed for 10,000 children<sup>21</sup>. Over 13,000 sat for the placement test and over 5,500 children ended up attending the programme. The difference is mostly due to the difficulties reaching those children who sat for the placement test as a result of many factors such as the constant movement of families, lack of transportation and data sharing among communities.

Education partners agree that it is unlikely that the formal education needs of all vulnerable displaced Syrian children can be met given the complexity of the economic and social context. Additional opportunities are needed for children who are not ready to access formal education because they

(10) REACH, Barriers to Education for Syrian Refugee Children in Lebanon - Out of School Children Profiling Report July 2014.

(11) World Bank, Lebanon: Economic and Social Impact Assessment of the Syrian Conflict, 2013. Available from <http://www.arabstates.undp.org/content/dam/rbas/doc/SyriaResponse/Lebanon%20Economic%20and%20Social%20Impact%20Assessment%20of%20the%20Syrian%20Conflict.pdf>

(12) MEHE, RACE PMU scope and governance, 2014.

(13) Government of Lebanon (GoL), Lebanon Crisis Response Plan Education Sector Mid-Year Review, 2015.

(14) Ibid.

(15) GoL, Lebanon Crisis Response Plan: Education Chapter, 2014. Available from <http://www.unocha.org/cap/appeals/lebanon-crisis-response-plan-2015-2016>; Migration Policy Centre, EU / Thibos, Cameron, One million Syrians in Lebanon: A milestone quickly passed, 2014.

(16) CERD, 2012; MEHE, 2014; Brookings Institute / Jalbout, Maysa, Enrolment of school-age refugees in Lebanon's public schools: Opportunities for progress in 2015-16. Draft report, 2015a. UNICEF and Save the Children, Education rapid needs assessment for displaced Syrian children in schools, community and safe spaces, 2012.

(17) Jalbout, 2015a

(18) Jalbout, 2015b

(19) 107,614 adolescents according to the UNHCR registration data dated August 2015.

(20) 107,614 adolescents according to the UNHCR registration data dated August 2015.

(21) GoL, 2014; MEHE 2014

lack basic literacy and numeracy skills, either because of the lack of access to formal schools in their area of residence or because they are adolescents with specific needs who cannot be integrated in primary schools. Non-formal education opportunities should therefore also serve to reach children likely to remain excluded from formal education.

There is a great need to support the infrastructure and equipment in public schools, and a large number of schools need major rehabilitation work. WASH assessments suggest that 50 percent or more of public schools that welcome displaced Syrians do not have sanitary facilities that meet minimum requirements<sup>22</sup>. MEHE has identified 250 localities where public schools require improvements in order to accommodate increased number of students<sup>23</sup>.

## 1.2. Impact of the Crisis on Quality of Teaching and Learning

The majority of the displaced population have witnessed and experienced untold violence and loss of family members, friends and their homes. These experiences significantly affect children's psychological and social wellbeing and development, both in the short- and long-term. The parents of young children report symptoms of deep distress and fear, including sleep disturbances, crying and screaming, bed-wetting, nightmares, clinginess and withdrawal<sup>24</sup>. These symptoms may be exacerbated by unsafe living conditions, a lack of essential services and mounting tensions with the host community, coupled with isolation due to lack of proper documentation, causing refugee children to be dissuaded from playing outside and otherwise marginalized in certain areas of displacement. Given this backdrop, (child) protection interventions will contribute to continuing psychosocial support for children, including adolescents, as well as caregivers and women through the establishment of community-based networks to build community self-reliance and identify community-driven solutions to issues they identify.

The National Youth Policy Situation Analysis highlighted the following challenges facing young Lebanese with regard to education<sup>25</sup>: disparities between private and public schooling, and shortcomings in providing students with scientific, analytical, critical and life skills that enable them to meet the challenges of modern times and prepare them to be effective citizens. The lack of sufficient teaching equipment and materials has been considered a critical gap in the provision of quality educational programming since the onset of the crisis<sup>26</sup>. For the school years 2013-2014 and 2014-2015 all children, including Lebanese children, have received supplies, including stationary and textbooks

funded by various donors.

CERD provided the regular curriculum and lesson plans to teachers in second shift as a ToT in February 2015. Due to time constraints some chapters were deleted without affecting in a negative way the quality and the objectives of the curriculum<sup>27</sup>. There are positive reports on the experience of the second shift from school administrators and parents, as well as host community members who benefit from increased employment opportunities<sup>28</sup>. Still, school directors admit that the scale-up was predictably difficult, that teachers were not always sufficiently prepared or experienced to meet the emergency education needs of students. Further, the newly hired teachers did not always meet optimal qualifications for managing classrooms, dealing with traumatized children or working well for an extended number of teaching hours or without supervision<sup>29</sup>. They also lack the incentives, mostly monetary, to enhance the quality of teaching in classrooms.

In addition, it is important to monitor not only access and attendance of public schools, but also the quality of learning outcomes in formal education. Third-party monitoring and DOPS visits, monitor attendance and quality of teaching. Learning outcomes are assessed through exams at the end of the year.

## 1.3. National Education Systems Need Further Strengthening

In order to provide access and deliver quality education services to all children in Lebanon, it was considered essential to establish robust national education policies and systems, as well as to strengthen MEHE's capacity for oversight and monitoring of education provision during the crisis and the transition to a post-crisis phase. A key component of institutional development is the strengthening of main departments of MEHE and the establishment of a Project Management Unit (PMU) supported by various donors. Education partners concentrated their efforts toward strengthening the capacity of the DOPS.

## 2. Overall sector strategy

The sector strategy reflected in the LCRP is built around RACE and includes support to formal education and non-formal activities that meet the growing educational needs in the country. The core of the education sector strategy is to strengthen the public education system with the priority to increase and sustain enrolment of displaced Syrian children in the formal public education system as outlined in RACE. This includes support to prepare out-of-school children to enter school, to improve the quality of education through supplies and training of teachers in the most vulnerable localities, and to empower adolescents and youth to continue

(22) NRC/UNHCR, June 2013; MEHE, 2014; UNHCR, 2014.

(23) Jalbout, 2015a.

(24) UNICEF, Under Siege: The devastating impact on children of three years of conflict in Syria, March 2014; UNICEF and IRC, Parenting skills, Training Module, 2014.

(25) UNICEF, UNESCO, UNDP, UNFPA, MASAR and Office of the Prime Minister, Youth Policy in Lebanon, 2012.

(26) MEHE, 2014a; UNICEF and Save the Children, 2012.

(27) Jalbout 2015a.

(28) UNHCR 2014: The Office of the United Nations High Commissioner for Refugees (2014c). Second Shift in public schools in Lebanon for Syrian Children.

(29) MEHE, 2014; UNHCR, 2014c; Jalbout, 2015b.

their education. Girls and boys will be equally targeted addressing specific gender issues such as early marriage for girls and child labour for boys, with a view to retaining them in school<sup>30</sup>.

Strengthening the public education system will increase the capacity to absorb and retain more children. However, the public system is unable to serve all the children in need. Complementary non-formal education options are required. Regularization and certification of these non-formal alternatives are essential to ensure quality and relevance of these programmes. The framework for regularization of NFE in Lebanon is currently being developed in a joint effort by MEHE, the different UN agencies and several interested donors.

Formal education activities will be implemented by MEHE with financial and planning support from the UN and donors. Education activities outside the formal system (e.g. non-formal education, transport, awareness and outreach), as well as retention activities, will be supported by national and international NGOs.

## 2.1. Ensuring Equitable Access to Educational Opportunities

This component is constituted of school rehabilitation and equipment as well as enrolment support (fees) for formal education, non-formal education, and support to children to access education.

In order to increase the capacity to integrate extra children, there continues to be a need to rehabilitate and equip schools in the 250 localities. This will include water, sanitation and hygiene facilities, the lack of which has been identified as a particular barrier to the retention of girls in public schools.

MEHE is directly supported by donors to cover the parent's contribution to school funds and parents committees funds related to the provision of education in schools. This includes the marginal cost incurred in the first shift (US\$363 per child per year<sup>31</sup>), and the cost per child of the second shift (US\$600 per child<sup>32</sup>). In addition to these costs, there is a need to ensure support to facilitate enrollment, ranging from outreach, information sharing, and identification of out-of-school children, and analysis of community feedback on conditions of access to schools. Adolescents age 14 to 18 will also be supported to access formal technical and vocational schools and institutes.

The first national Non-Formal Education (NFE) framework developed by MEHE will guide the NFE activities of education partners in order to provide opportunities for children and adolescents who cannot be reached by the public education

system for many reasons, among them being the need to work and support their families. The NFE framework is expected to be ready by the end of 2015.

## 2.2. Improving the Quality of Teaching and Learning

Widening access to education means impinging on issues of quality. These are multidimensional and require a set of interventions which contributes to the retention of children throughout the entire academic year.

Teachers and educators will require structured capacity development to manage larger classes, engage in child-centred pedagogical practices, facilitate the introduction of foreign language, and address issues of conflict, psychosocial, health and nutrition. The provision of basic learning material for teachers and students and the creation of school libraries will also be key to support relevant teaching, ensure children's learning and contribute to enrich the learning environment.

In order to address the language barrier issue some students will have to be supported by a remedial/homework support programme based on the Lebanese curriculum with a specific focus on foreign language conducted by experienced teachers and supported by relevant material. Psychosocial and recreational activities in and around schools will enhance children's wellbeing and provide gateways to engage with out-of-school children. Parents and communities will be made aware about the importance of their commitment and engagement in their children's learning and how they can contribute, facilitate and improve it.

## 2.3. Strengthening National Education Systems, Policies and Monitoring

MEHE has agreed to take a lead role in quality assurance and control of all non-formal education content developed and used by all implementing partners in Lebanon so that children can eventually attend formal education. Support will be provided to MEHE to develop policies and guidelines on language, curricula and certification.

A major undertaking is the development by MEHE of a national Non-Formal Education framework in collaboration with UNICEF, UNESCO and UNHCR<sup>33</sup>. Based on the framework, the following NFE programmes are currently being developed: basic literacy and numeracy (BLN), accelerated learning programme (ALP) and community-based early childhood education (ECE). In addition, retention activities are needed to prevent children from dropping out of formal education. Such activities include: life skills, language support, recreational activities, homework support and psychosocial support.

There is a major need to continue to strengthen schools in

(30) UNICEF and Save the Children, Education rapid needs assessment for displaced Syrian children in schools, community and safe spaces, 2012.

(31) Cost of first shift is marginal; it includes parental contribution fees and school fees.

(32) Cost of second shift includes all running costs that are related to operating second shift schools, i.e. school and parental committee fees, salaries of school personnel and teachers, depreciation of educational infrastructure, maintenance fees, etc.

(33) Brookings Institute / Jalbout, Maysa with Steven A. Zyck, Financing education in Lebanon, Opportunities for action: Country Case Study for the Oslo Summit on Education for Development, 2015; IRC, Fact Sheet: IRC Street and Working Children, January 2014. IRC, Lebanon Fact Sheet: IRC Street and Working Children, June 2015.



managing the influx of students. While school absorption capacity has differed between communities and regions, the brunt of the influx had to be managed at the school level by principals and teachers. There is therefore a need to strengthen capacities for school management at the local level. The development of school improvement plans jointly designed with all education stakeholders to achieve better educational results and their implementation through school grants are key tools for improving quality and enhancing learning, and ultimately reaching out of school children.

Enhanced parental engagement is also needed after 5 years of the crisis in order to support a sustainable behavioural change towards education. Support to retention for children will be carried out through community-based peer support mechanisms such as Parents Community Committees, homework support groups and engagement of Refugee Outreach Volunteers. The ultimate objective is to foster a culture of dialogue between the school authorities, teachers and directors, and parents. In addition, student councils will be established in secondary schools by student council initiative in collaboration with DOPS. This initiative is a youth policy recommendation that targets Lebanese students inside public schools.

### 3. Sector outcomes, outputs and indicators

The overarching aim of the sector strategy is that vulnerable school children (3-17 years) affected by the Syria crisis are able to access quality formal and non-formal learning opportunities in safe and protective environments. To reach this overall objective the sector has three components:

1. Ensuring equitable access to educational opportunities.
2. Improving the quality of teaching and learning.
3. Strengthening national education systems, policies and monitoring.

**Outcome 1 - Ensuring Equitable Access to Educational Opportunities.** By the end of 2016, the LCRP targets are: 600 schools rehabilitated; 370,000 children enrolled in formal basic, secondary and technical education; 184,000 children enrolled in non-formal education programmes; and 500,000 individuals reached with awareness-raising sessions.

**Outputs:** school rehabilitation and equipment; enrolment support for formal basic education, secondary and technical education, and for non-formal education; support and community-based outreach.

**Outcome 2 - Improving the Quality of Teaching and Learning.** By the end of 2016, the LCRP targets are: 620,530 learning materials provided; 15,000 teachers, educators and facilitators trained and

their capacity strengthened; 199,950 children reached with retention programmes.

**Outputs:** textbooks, teaching and learning materials; teaching workforce capacity strengthened; support to ensure retention.

### Outcome 3 - Strengthening National Education Systems, Policies and Monitoring.

By the end of 2016, the LCRP targets are: 30 staff deployed and supported at MEHE; 9 assessments undertaken, ALP programme developed, NFE framework developed and bridging programme for youth developed; 300 school administrators trained; 500 parent groups and community committees formed; 200 student committees formed.

**Outputs:** technical and managerial capacity of the Ministry of Education and Higher Education enhanced; systems support provided to the education sector and its partners; school-based management and monitoring and school grants; strengthened community engagement in the teaching and learning process.

## 4. Identification of sector needs and targets at the individual, institutional and geographic level

A total of 477,034 Syrian refugee children, 10,950 Palestine children from Syria, 41,850 Palestine refugees in Lebanon and 453,450 Lebanese children between the ages of 3 and 18 are in need. Targeting is based on the overall number of children, the enrolment rate based on previous years and the capacities of MEHE. The total number targeted is calculated based on the different available data sets, assessments and studies conducted. Based on the available data, the most vulnerable areas were identified and school selection for second shift was based on concentration of displaced Syrians. In addition, an out-of-school mapping exercise was done based on available data and this data can inform where other educational activities should be implemented. MEHE is collecting data on learning centres or schools that provide



Photo: UNICEF

education programmes without its permission or knowledge.

### Total sector needs and targets:

Governorate	Projected Number of School Aged Children (3-18) in Need	Targeted Number of School Aged Children (3-18 years)		
		Total	Male	Female
Displaced Syrians *	477,034	459,800	215,186	244,614
Palestine Refugees from Syria	10,950	6,500	3,217	3,283
Palestine Refugees in Lebanon	41,850	6,600	3,267	3,333
Vulnerable Lebanese	453,450	81,300	41,327	39,706
<b>Total</b>	<b>983,284</b>	<b>529,933</b>	<b>262,997</b>	<b>290,936</b>

Breakdown by Age: Displaced Syrian Refugees Registered with UNHCR				
Age	Total Number of Displaced Syrians Registered with UNHCR as of August 2015	Targeted		
		Total	Formal Education	Nonformal Education
Displaced Syrians 3-5	130,641	63,400	12,000	51,400
Displaced Syrians 6-14	282,495	337,600	245,000	92,600
Displaced Syrians 15-17	63,898	58,800	18,800	40,000
<b>Total</b>	<b>477,034</b>	<b>459,800</b>	<b>275,800</b>	<b>184,000</b>

Type of institution	Total	Targeted
Schools	1,266	1,266

Central Ministry	MEHE	MEHE
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## 5. Mainstreaming of conflict sensitivity, gender, people with specific needs (PWSN) and environment

### Conflict sensitivity and youth:

More focus on providing education and employment opportunities for adolescents and youth, is needed, as many have not been able to access such opportunities. Programmes are needed to support school-readiness and learning specifically for youth and adolescents. Engaging them in educational and meaningful activities will not only

empower them, but also increase social stability. So far, most programmes for youth and adolescents have focused on life skills education. In 2016, stronger focus will be on enrolling adolescents in technical education, NFE education, remedial and homework support.

Education is a concern for all parents and can therefore bring communities closer together. Stronger interaction between host and displaced communities is encouraged with a focus on the academic wellbeing of children. This provides a key opportunity to engage community members positively and pave the way to mitigating social tensions and enhancing conflict sensitivity between the displaced Syrians and the host communities. Education builds bridges

between children and parents from different groups and can have a strong mitigating impact on possible conflicts in communities. Peace education initiatives will therefore play a stronger role in the sector in the coming years, particularly in building capacity on how to address differences/tensions between children from different backgrounds in the same schools, in order to strengthen social cohesion inside the classroom and the school premises.

#### Gender:

Gender parity is achieved at primary level while at secondary level attendance of girls is higher resulting in a gender parity index of 1.1. Particularly in the North and the Bekaa there is a substantial gender gap to the advantage of girls due to boys starting work at an early age. While gender equity is slightly in favour of girls, disparities by geographical area at district level and socio-economic status are more pronounced (TRACE, June 2014). The non-enrolment and drop-out rates for both boys and girls are similar however they are triggered by different reasons. An alarming and growing number of girls are getting married early to minimize risk of wider assault and to reduce the burden on their families of feeding and protecting them. Adolescent girls in particular, face gender-based violence. On the other hand, some of the most vulnerable boys and youth are being recruited as workers. Gender parity is solicited in the outreach to children in order to provide both girls and boys with equal opportunities for enrolment inside the public schools.

#### People with Specific Needs (PWSN) and Environment:

A lack of data on children and youth with disabilities and other specific needs is severely constraining the ability of the education sector to support MEHE to monitor their situation. Current data does not allow for in-depth understanding of the cross-cutting disadvantages faced by girls and boys with disabilities in Lebanon and link them to education outcomes. More data on the needs of children with disabilities, the barriers they face to access education, and the pathways to identify and refer them to schools, are required to address the needs at the national level and mainstream children with disabilities in the sector programmatic design. Many partners have included children with specific educational needs in their programmes. However, much more concentrated efforts should be made to ensure children with specific educational needs have access to formal education and/or non-formal education opportunities. Efforts include rehabilitation and adjustments to public schools and learning centres to accommodate for children with physical disabilities. They also include reaching out to children and conducting awareness sessions that aim to sensitize children on how to deal with peers with disabilities inside schools. Also, awareness sessions, individual support and training of teachers and school directors are necessary to facilitate the integration of children in the classrooms and programmes. A system for the identification and referral of children with

disabilities and other specific educational needs must be put in place in close collaboration with other sectors.

It is also important to ensure the integration of environmental education by providing needed training and teaching tools to teachers. Environmental education initiatives aim to promote awareness of children and their parents on environmental concerns resulting from the Syrian crisis, including environmental health concerns.

## 6. Inter-sector linkages

- **Protection:** Education is one of the best ways to protect children, provide them with safe learning spaces, normalize their lives, provide psychosocial support and identify children at risk, or victims of violence, abuse and exploitation for referral. To ensure complementarity, both sectors work strongly together and meet on a regular basis. Activities where the sectors collaborate are psychosocial support and teacher training on child protection, and joint information initiatives to ensure children - including adolescent boys and girls - have access to formal and non-formal education. In addition, a child protection expert will be deployed at MEHE to advise the DOPS counsellors on psychosocial and child protection issues, these counsellors will in turn support the teachers inside public schools. The child protection expert will also set up a referral system in schools.

- **Energy & Water:** The education sector plan includes the renovation/construction of schools including water, sanitation and hygiene facilities, while hygiene promotion activities and training in schools are included in the Energy and Water sector plan. Environmental education is part of the hygiene promotion curriculum and will be implemented through teacher training and provision of teacher tools. Environmental education aims to promote awareness of children and parents on environmental and health concerns.

- **Health:** Schools are also key places to address issues related to public health and children's wellbeing. Schools are good points of entry to reach children, for example, with vaccination campaigns and education on healthy behaviour.

- **Basic Assistance:** The preliminary results of VASyR have highlighted an increase in vulnerabilities compared to last year. Households are more reliant on loans, credit and foods vouchers, and therefore are more likely to resort to negative coping mechanisms. This includes withdrawing children from school. RAIS gathers information from household visits and collaboration with the Basic Assistance sector will revolve around data analysis, trends and economic profiling of population cohorts affected by the crisis. This data is needed to identify the barriers faced by children in accessing education across the country and will feed into the design of programmes that address those barriers and prioritize needs-based interventions.

- **Food security:** School feeding programmes have been

introduced as a solution to prevent drop out from schools and to sustain the retention rate for children enrolled in the formal system. In 2015, different partners expressed interest to implement a school feeding programme. A more thorough assessment is needed to review the viability and sustainability of such a programme. Other recreational activities, like school gardening which aims to increase nutrition awareness and small scale gardening agriculture practices, will be planned and implemented in direct collaboration with the Food Security sector.

- **Livelihoods:** Education programmes that overlap with the Livelihoods sector are twofold: On one hand, formal technical vocational programmes, which are promoted as the best option for youth, are planned, implemented and reported under the Education sector. On the other hand, competency-based technical vocational education, as well as upgrading informal apprenticeships taking place in non-formal settings, will be led by the Livelihoods sector.

## PARTNERS PER OUTPUT:

**Education Sector Partners:** Not specified yet. MEHE is currently in the process of selecting NGO partners who will be able to implement different components of the Education Results Framework. The first selection is expected to be finalized in January 2016. After this, MEHE will review new submissions from NGO partners every three months.



Photo: UNDP







## BASIC ASSISTANCE

**Lead Ministry:** Ministry of Social Affairs (MoSA)

**Coordinating Agencies:** UNHCR and ACTED

**Contact information:** Hadi Haddad [hadi\\_haddad@live.com](mailto:hadi_haddad@live.com);  
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PEOPLE IN NEED



1,551,638

# OF PARTNERS



31

PEOPLE TARGETED



915,090

GENDER MARKER

1

REQUIREMENTS (US\$)



356.6 million



## SECTOR OUTCOMES

**OUTCOME 1:** Targeted severely economically vulnerable populations have improved access to essential goods and services of their choice in a safe, dignified, and empowered manner while decreasing socio-economic vulnerability.



\$174.3 m

**OUTCOME 2:** Targeted population affected by seasonal hazards, displacement shocks, and unexpected circumstances, is able to maintain safe access to goods and services.



\$137.6 m

**OUTCOME 3:** Strengthened social safety net (NPTP) structures to serve most socio-economically vulnerable households by building on existing mechanisms and to improve social stability.



\$44.6 m

### INDICATORS

% and # of severely economically vulnerable households received multi-sector cash transfers

% and # of population profiled

# of total affected HHs found to be socio-economically vulnerable

% of total seasonally vulnerable population assisted

# of households receiving seasonal cash & vouchers grants

Total amount of cash distributed in USD

# of unique HHs benefiting from in-kind assistance



## PRIORITY INTERVENTIONS

- 1: Profile the economic vulnerability of households from a multi-sectoral perspective.
- 2: Scale-up the provision of multi-sector cash assistance for targeting economic vulnerability.
- 3: Provide cash, vouchers and in-kind support to seasonal hazards and emergency scenarios affected households.
- 4: Provide in-kind core relief item kits for households in need.
- 5: Support, expand and strengthen existing social safety net structures.



## 1. Situation analysis and context

Over the course of the Syrian crisis, the population affected in Lebanon (host and displaced communities alike) has experienced a gradual shrinking of spaces for livelihoods and income-generation<sup>i</sup>, translating into the inability of vulnerable families to secure basic needs. Numerous households increasingly struggle to access goods and services critical to their survival and basic well-being<sup>ii</sup>.

Compounding this situation is the fact that a majority of displaced Syrian and returnee households have reached a point where their savings are almost fully depleted<sup>1</sup>. The crisis has reverberated negatively on local markets as well, most noticeably increasing the labour supply, resulting in a sharp rise in unemployment rates in non-skilled job families<sup>iii</sup>. This in turn leads to increased pressure on urban areas due to the relocation of both host community families and displaced Syrians in search for better living conditions and economic opportunities.

Direct assistance sectors such as basic assistance continuously strive to catch up with the growing needs and increased vulnerabilities, as both host and displaced communities grapple with access to basic goods and services<sup>iv</sup>. Economic vulnerability is also geographically pronounced as different studies indicate that the poorest of the affected vulnerable Lebanese, displaced Syrians and Palestine refugees from Syria (PRS) live in the northern and eastern governorates of Lebanon.

In 2015, an estimated 70 percent of the Syrian displaced population lives below the poverty line (US\$3.84/day, or US\$584/month for a household of five), in comparison to 49 percent in 2014. Furthermore, 52 percent of the total registered population of displaced Syrians is deemed severely economically vulnerable, that is, currently living below a Survival Minimum Expenditure Basket of US\$435/month for a household of five, and hence in need of assistance to meet basic needs<sup>2</sup> (a sharp increase from 26 percent last year<sup>3</sup>). Expenditures on food and rent fell by 40 percent in comparison to 2014, due to diminished household purchasing power and reduced available resources. Four of every five households are now borrowing money, mainly to buy food, pay rent and cover health expenses<sup>4</sup>.

As a result, displaced Syrian households are more reliant on loans, credit and food assistance. Food vouchers are considered the main livelihood source for 54 percent, an increase of 14 percent over 2014. Furthermore, the percentage of households in debt has increased by 18 percent with an average cumulative amount of US\$842 (roughly twice the value of the SMEB), an increase of US\$180

from the previous year<sup>vi</sup>. In other terms, poor displaced Syrian households cannot survive unless they are provided with income support (from humanitarian agencies or other external sources) or they borrow money to cover basic needs.

Extremely poor Lebanese households constitute an estimated 10 percent of the country's population<sup>vii</sup> as per the criteria of the National Poverty Targeting Programme (NPTP), and the incidence of poverty has risen by 6 percent since 2011<sup>viii</sup>. The number of vulnerable Lebanese families is increasing exponentially as the overall vulnerability of the country follows this upward trend. Extremely poor Lebanese households are found mainly in the North (43 percent) and Bekaa (21 percent). The unemployment rate among the heads of vulnerable Lebanese households has reached 51 percent<sup>ix</sup>. The return of Lebanese families previously living in Syria before the crisis has further increased this rate.

In 2015, 5,245 households (28,574 individuals) of Lebanese returnees from Syria were registered and profiled across the country<sup>4</sup>. Around 45 percent of these households were of mixed nationality, mostly Syrian-Lebanese, with the majority living in Bekaa and Akkar. About a quarter were unemployed at the time of the survey. When asked about their future plans, around 40 percent were considering returning to Syria. Despite being Lebanese citizens, returnees' economic status and living conditions more closely resemble those of displaced Syrians than those of the Lebanese population at large. Lebanese returnees require support in meeting their basic needs such as food, shelter and basic core relief items (especially in winter), in addition to livelihood opportunities<sup>x</sup>.

The situation of the Palestine refugee population is similar to the situation described above. Two-thirds of Palestine Refugees in Lebanon (PRL) live under the poverty line<sup>5</sup>. Since 2011, more than 42,000 Palestine Refugees from Syria (PRS) fled Syria to Lebanon and now reside in existing overcrowded Palestinian camps and gatherings across the country. The PRS population in Lebanon is not able to meet basic needs either. Eighty-nine percent of PRS are in poverty, and 9 percent of them suffer from extreme poverty. Extreme poverty is three times higher for PRS than PRL<sup>xi</sup>. Furthermore, the vulnerability of PRS households with regards to food insecurity is high, similar to the food security profile of displaced Syrians. Only 7 percent of displaced Syrian families have been categorized as food secure in 2015. Hence, the PRS population in its overwhelming majority (98 percent) relies heavily on direct (cash) assistance provided by UNRWA as a main source of income<sup>xiii</sup>.

The socio-economic profile of the Lebanese returnees, Palestine refugees from Syria, and displaced Syrian share similarities: lack of financial means, inability to meet basic needs, asset depletion, and severe need for income

(1) Vulnerability Assessment of Syrian Refugees (VASyR) 2013, 2014 and 2015 indicated an increasing depletion of assets and savings among the displaced Syrian populations; the same issue was highlighted by the vulnerability assessments conducted by UNRWA and IOM on PRS and Lebanese Returnees.

(2) More than half of households (52 percent) were below the Survival Minimum Expenditure Basket (<US\$87 per capita a month) compared with 25 percent in 2014 (73 percent in Zahle district alone in 2015). VASyR 2015.

(3) Whereas preliminary 2014 results indicated 29 percent, the final results of VASyR 2014, released in May 2015, indicated that 26 percent were unable to cover the minimum survival expenditure basket.

(4) Between April and May 2015, the International Organization for Migration (IOM) and the Lebanese High Relief Commission (HRC) launched a profiling exercise for 5,245 households of Lebanese returnees from Syria (28,574 individuals) across the country.

(5) UNRWA and AUB, Socioeconomic Report on the Living Conditions of Palestine Refugees in Lebanon (Preliminary Findings), 2015. The poverty calculation in this report is based on the national poverty line calculated in 2004 while accounting for the inflation rate of 2015: US\$6/capita/day for the upper border (poverty line) and US\$2.50 for the lower border (extreme or absolute poverty line).

generating opportunities are some of these common factors. Vulnerable Lebanese from the host community are also in need of income generating activities. As a consequence, displaced families tend to share resources with each other. For example, families sharing shelters (usually low quality: substandard shelters, informal settlements, garages etc.) often leads to overcrowding which increases protection concerns. As poverty incidences increase, certain family members - children and elderly, persons with specific needs and female-headed households - become more vulnerable to exclusion, exploitation and increased hardships.

To address these critical needs, service providers such as government institutions and international and national organizations provide direct support to beneficiaries. This assistance<sup>6</sup> is currently coordinated under the basic assistance sector for the most economically vulnerable households. As the nature of the assistance is direct and humanitarian, the majority of the beneficiaries are displaced Syrians. Unfortunately, funding has been a major constraint on ensuring coverage of the critical needs of all people of concern. The High Relief Commission (HRC), although mandated to serve Lebanese communities in crisis, has insufficient capacity to cover the humanitarian needs of Lebanese returnees. Other government authorities such as the Ministry of Social Affairs, the National Targeting Poverty Programme, and local NGOs have relief programs, yet these are also not sufficient to cover the entire population of Lebanese returnees and vulnerable Lebanese. The centralization of public administration in Lebanon also places additional challenges on reaching households in remote areas. Access to services and other assistance is usually concentrated in the coastal side of Lebanon, around cities and in main villages. In certain areas, such as Wadi Khaled, Chebaa and Aarsal, access can be problematic due to security barriers, a lack of humanitarian partners, logistical difficulties and more.

The National Poverty Targeting Programme (NPTP), established in 2011, aims to support vulnerable Lebanese families in meeting their most urgent needs. It is mandated to receive applications from Lebanese citizens who consider themselves poor. In practice, however, applicants may face a high percentage of exclusion after verification is conducted, and not all vulnerable households may self-identify, leading to underreporting and hidden vulnerability. Reported needs by vulnerable Lebanese also include basic needs such as food, health and rent. To date, 86,000 Lebanese households are identified as living below the poverty line (US\$3.84/day). Nearly one-third of these (25,000 households) live in absolute poverty (below US\$2/day). Currently, NPTP is in process of providing health and education subsidies to eligible beneficiaries, and food assistance through e-vouchers is provided to 5,000 households (27,000 extremely poor individuals), leaving 20,000 households without any emergency assistance.

If needs are insufficiently addressed, affected populations

are left with no option but to resort to severe negative coping mechanisms which include reducing the number of meals taken, withdrawing children from school, begging, and even survival sex. Compounding this situation is the dwindling funding for sectors such as food and basic assistance, particularly in light of limited self-reliance opportunities. Preliminary findings of the Vulnerability Assessment of Syrian refugees (VASyR) 2015 indicate that 61 percent of displaced Syrian households are applying severe and crisis coping strategies<sup>7</sup>, an increase from 28 percent last year. Data from the home visits profiling exercise of displaced Syrians (reaching 40 percent of the registered population by December 2015, with a continuation planned for 2016) confirmed those different coping strategies as well. Eighty-nine percent of visited households had borrowed money in the previous 30 days to purchase food, resulting in greater debt ratios. Out of the families assessed, 16 percent withdrew their children from schools to assist in the income generation for the family. In other cases, vulnerable displaced Syrians and Palestine refugees from Syria accepted to work in exploitative low quality informal jobs in attempt to gain some sort of income<sup>xiv</sup>.

In addition, vulnerable families are subject to seasonal hazards. Some findings<sup>xv</sup> indicate that a substantially large proportion of people of concern have increased spending patterns to cover winter needs such as heating fuel, shelter repairs and winter clothing. Furthermore, extremely poor families, usually residing in low quality shelters, require additional support to cope as these shelters do not meet minimum standards to resist cold temperatures and storms.

Addressing seasonal needs requires a multisectoral assistance approach. If a gap in shelter weatherproofing or food assistance exists, families are obliged to use the monetized winter assistance to address them, often at the expense of other key items needed for basic assistance. Displaced Syrians who received cash for winter assistance during the 2014-2015 season reported that 29 percent of the money received was spent on food, 17 percent on shelter repairs, and 16 percent on health expenses, while the remainder was used to purchase fuel for heating<sup>8</sup>.

With the current vulnerability levels, the percentage of people in need is approximately twice that of last year. Additional funding will be needed to mitigate the rapidly deteriorating situation of those living with economic shortfalls. Therefore, the approach for 2016 is inherently needs based, and through costing the responses required to address these needs in a comprehensive manner, it was apparent that additional resources are needed to be able to expand capacity.

(6) Except for food that is coordinated under the food security sector.

(7) Coping strategies can be food and non-food related strategies that vulnerable households adopt to face their adverse situation: reducing number of meals, borrowing, withdrawing children from schools, child labour, survival sex, begging, etc.

(8) UNHCR Winterization Assistance 2014/2015 – Post Distribution Monitoring (PDM): Cash Based Intervention (CBI) and Core Relief Items (CRI) 2014/2015; August 2015



## 2. Overall sector strategy

The ability to meet basic household needs is shaped by socio-economic and living conditions. These circumstances vary according to season and displacement<sup>xvi</sup>. The provision of basic assistance and the promotion of social protection mechanisms aim to prevent economically vulnerable households from slipping deeper into poverty<sup>xvii</sup>.

Under the 2015 phase of the LCRP, the Cash Working Group and the Non Food Items (NFI) sector merged to form the basic assistance sector. Assistance modalities (cash and in-kind) have been linked in a single platform for coordination and implementation, with specific objectives to address vulnerabilities within a cross-sectoral impact framework. The sector derives its strategy from a complex matrix of needs of displaced persons correlated to rapidly increasing social and economic vulnerabilities. The 2016 sector plan is a refinement and continuation of the 2015 strategy.

This strategy arises from the humanitarian community's desire to enhance: (1) overall multisectoral vulnerability profiling; (2) needs-based planning for vulnerable populations; (3) accounting and responses for seasonal needs; and (4) monitoring and evaluation systems tailored to the multidimensional crisis. The sector approach assists households in meeting their basic needs in a manner that allows choice and promotes dignity. Basic assistance entails life-saving support to affected households, taking into account protection sensitivities (i.e. age, gender, etc.) in all population groups, with priority given to the severely socio-economically vulnerable.

The overarching intervention focuses on understanding the needs at the macro and micro levels<sup>9</sup>. A reliable cross-sectoral vulnerability household profiling of displaced Syrian families has been conducted to ensure appropriate targeting, data collection and needs assessment. The targeting methodology is based on an econometric model that uses expenditure-based intersectoral predictors of welfare.

By December 2015, more than 120,000 families (50 percent of all displaced Syrians registered by UNHCR in Lebanon) will have their economic vulnerability profiled. In addition, the household profiling exercise serves as a multipurpose outreach tool that facilitates access to a wide range of information on the needs of displaced Syrian families. Partners and agencies involved link those needs with sector-specific interventions, provide information to visited households on available services and how to access them, and answer any questions on the spot. Furthermore, the household profiling exercise contributes to an ongoing tracking of the vulnerabilities faced by displaced Syrians in a way that allows stakeholders to identify changes in context, required for efficient programme design and intervention. It is worth noting that both NPTF and UNRWA use a similar methodology to profile vulnerable Lebanese and Palestine refugees respectively.

The main area of intervention is direct assistance<sup>10</sup> (cash and in-kind), provided to the most severely economically vulnerable of the displaced populations (Syrians and Palestine Refugees from Syria). Cash assistance as a modality aims to mitigate the need of families to resort to negative coping mechanisms, by helping them address some of their basic needs. Cash support serves as a boost to the purchasing power of families in need with modest amounts (US\$175 per eligible family of five), and facilitates their access to goods and services in the market that contribute to meeting basic needs. Programme monitoring has revealed that families use these amounts to compensate for food and shelter needs.

Post Distribution Monitoring (PDM) conducted by UNHCR and the Lebanon Cash Consortium continuously sustains that families use these amounts to cover part of their food and shelter needs, as well as to pay down debt, covering health-care costs and other expenditures. PDMs represent a reliable key source of information on how vulnerable households make use of assistance, which allows for feedback into more robust needs-based programmes.

At the macro level, the design of the assistance package aims to trigger an aggregate demand effect, stimulating local markets. By December 2015, more than US\$31 million will have been distributed and injected in the local economy to support access to a minimum expenditure basket.

Furthermore, the sector prioritized the provision of direct humanitarian assistance during seasonal shocks or unexpected circumstances to displaced Syrians, Palestine Refugees from Syria, Palestine Refugees in Lebanon, and Lebanese returnees, as well as supporting and enhancing existing social safety nets for vulnerable Lebanese. Needs augment notably with the onset of the winter, and have a higher impact on the most economically vulnerable.

It was reported in the households profiling data that 80 percent of the economically vulnerable families live in substandard shelter conditions<sup>11</sup>. During the 2015 winter, a set of in-kind items was provided to families in need, such as blankets, stoves, heating fuel and winter clothes, in addition to a shelter improvement component facilitated under the shelter sector. Winter support plans aim to reach Lebanese, Syrian and Palestinian families who lack financial means and are exposed to the cold. The sector is increasingly monetizing assistance to adapt to the rapidly increasing needs of the population<sup>12</sup> and mainstream cost efficiency.

During winter the sector will provide support through a variety of activities and transfer modalities, including cash-based interventions, vouchers<sup>13</sup> and in-kind distributions, as appropriate to population groups and contexts<sup>14</sup> (and within

(10) Direct assistance: provided to the beneficiaries without gateways; valid for the Basic Assistance and Food Security sectors.

(11) VASyR findings indicate that 24 percent live in buildings considered substandard and 18 percent are in informal settlements, for a total of 42 percent living in shelters exposed to cold temperatures. Families in apartments often lack the means to purchase fuel to keep warm.

(12) Based on post distribution monitoring reports, beneficiaries prefer monetized assistance as it better responds to their needs.

(13) Including fuel vouchers for winter.

(14) The SMEB (valued at US\$435 per Syrian household per month; the extreme poverty line) was developed following the minimum expenditure basket (MEB valued at US\$571 per Syrian household per month; the poverty line), which allowed the Inter-Agency

(9) With support from donors and in cooperation with NGO partners, an annual 'Vulnerability Assessment for Syrian Refugees (VASyR)' framework was established in 2013, led by WFP and carried-out jointly with UNHCR and UNICEF.

the framework of a systematically worsening situation in which the percentage of individuals in need has nearly doubled since 2014). In the 2014-15 inter-agency winter support plan, 180,000 households were reached by different agencies and partners. In the upcoming 2015-16 winter plan, more than 250,000 households are targeted. While in-kind assistance has been critical to the earlier response, in 2016 in-kind will remain an assistance modality only when cash is not feasible<sup>15</sup>.

At larger volumes, scaling up market-based interventions stimulates the consumption component of GDP; all other things constant, this creates a one-to-one effect increase. Relating to the expected four-year programming starting in 2017, the Basic Assistance sector will further explore investments in existing safety net platforms as transitional activities benefiting vulnerable Lebanese. Support to public institutions (mainly NPTP) will be maintained and further enhanced. As such, the basic assistance sector strategy will support Lebanon's social stability.

Close collaboration with MoSA and the HRC is essential to harmonize approaches toward prioritization of assistance, targeting, implementation, delivery mechanisms, monitoring and a longer-term strategy for sharing responsibilities. The sector will engage more thoroughly and enhance local actors' roles in planning and service delivery. The role of Social Development Centres, NPTP offices and municipalities is also essential at the field level in the coordination, implementation and planning for seasonal, regular and contingency assistance. NPTP criteria and standards represent the sole targeting mechanism for vulnerable Lebanese and therefore should be enforced and capacitated.

The basic assistance sector aims to work with the affected displaced population through their self-management structures to ensure decreasing dependency on direct assistance (in light of the absence of self-reliance opportunities), as well as to ensure that relevant and appropriate aid is delivered through a proper feedback mechanism. For collective site residents this can be done through cross-sectoral collaboration with Collective Site Management Committees (CSMCs), an area the sector will further explore in 2016.



Photo: UNHCR

group to consider all goods and services that could be accessed through a market-based intervention. Families living under the MEB/poverty line require attention whereas those living under the SMEB/extreme poverty line require immediate action  
(15) For example, in areas such as Aarsal, where ATMs are not available.

### 3. Sector outcomes, outputs and indicators

The basic assistance sector takes as a starting point assessment of needs, identification of vulnerable persons, and responses based on targeting. The outcomes, outputs and activities are designed with a logic that starts with identification, groups by profiles, then responds to the most immediate needs while linking towards a more sustainable effect for different cohorts. Short-term needs are specific to the displaced population, while long term needs – increased self-reliance and access to employment – are shared by displaced Syrians and the host communities alike.

The economic profiling of displaced Syrians and Palestine Refugees from Syria as well as the returnee population increases the efficiency of the response. On that basis, monetized assistance is provided to mainstream dignity and expand the autonomy of needs prioritization for families. A range of support of in-kind assistance is also available to ensure programme objectives are met when the cash modality implementation is not appropriate, mainly when addressing seasonal hazards<sup>16</sup>.

The correlation and interconnectedness of activities for displaced communities cannot stand without addressing the increasing needs of the host communities and its vulnerable population. The social stability of the country is mainstreamed when assistance is balanced at outcomes and higher levels. In 2016 the basic assistance sector plans to increase support to vulnerable Lebanese through the provision of multipurpose cash, in an attempt to ease part of the burden triggered by the crisis while addressing the crucial needs of the most vulnerable. This will be achieved through operational partnerships between basic assistance sector partners and NPTP. Vulnerable Lebanese, based on NPTP criteria, will be assisted through partner networks. The new cash modalities introduced will further strengthen the existing system, and serve as a pilot for additional exploration and improvement. Further links to safety nets and social protection are building blocks for more development work in the future.

As such, the 2016 basic assistance results chain will tackle the following:

**Outcome 1 - Targeted severely economically vulnerable populations have improved access to essential goods and services in a safe, dignified and empowered manner while decreasing socio-economic vulnerability.**

**Output 1: Socio-economically vulnerable households meet basic needs and receive core services. Activities include: household-level socio-economic vulnerability profiling (and monitoring); distribution of multipurpose**

(16) Vouchers and in-kind modalities are appropriate substitutes for cash in areas with difficult accessibility issues and absence of ATMs, such as Aarsal, Wadi Khaled, Chebaa, etc.

cash transfers; and presentation of research and increased learning opportunities on multipurpose cash programming.

### **Outcome 2 - Targeted population affected by seasonal hazards, displacement shocks, and unexpected circumstances, is able to maintain safe access to goods and services.**

The aim of cash assistance during winter is to increase the capability of vulnerable households to access markets and prioritize their needs. Specifically, this form of assistance aims to provide households the ability to choose relevant goods such as blankets, clothing, fuel for heating, and so forth.

**Output 1: Households at risk of seasonal and unexpected hazards survive without adverse effects. Cash grants and vouchers will be distributed to seasonal hazards-affected households, along with contingency cash for influx and emergency interventions. The sector will implement assessments, monitoring and an impact evaluation of seasonal needs.**

**Output 2: Populations in need have access to in-kind basic and domestic items. Cash assistance will be complemented by in-kind assistance, specifically Core Relief Items (CRI).**

### **Outcome 3 - Strengthened social safety net (NPTP) structures to serve most socio-economically vulnerable households by building on existing mechanisms and to improve social stability.**

**Output 1: Strengthened delivery mechanisms for the NPTP via the incorporation of new systems (cash-based programmes<sup>(17)</sup>). This will include: guidance and procedure packages developed on the new cash-based social safety net modality in a participatory approach (NPTP); multipurpose cash transfers to vulnerable Lebanese; and a joint study with MoSA/NPTP on outcomes and impacts of multipurpose cash-based programmes (particularly for social stability).**

## **4. Identification of sector needs and targets at the individual and geographical level**

The proposed targeting is flexible in order to accommodate unexpected needs that may arise through referrals from partners in the field. Using a prioritization approach, targeted assistance for multipurpose cash will focus on severely economically vulnerable households, while complementing the interventions and activities of other sectors with its spillover effect in meeting needs of different types<sup>(18)</sup>. Specifically, seasonal assistance targeting is based on socio-economic vulnerability and exposure to cold<sup>(19)</sup>. Sector partners will maintain the necessary resources to allow for timely responses to unforeseen circumstances<sup>(20)</sup>. Humanitarian agencies will coordinate with the government at national and field levels, to assist according to the vulnerabilities of the different cohorts while mainstreaming gender, youth, disability and other specific needs, and environmental responsibility.

### Displaced Syrians

Severe economic vulnerability is identified by multisectoral household profiling using a welfare forecast econometric model based on Proxy Means Testing<sup>(21)</sup>. Results from the preliminary findings of VASyR 2015 estimate that 52 percent of displaced Syrians have household expenditures below the SMEB compared, to 26 percent in 2014. The most extreme category of economic vulnerability for displaced Syrians is 'severe', referring to a situation where household expenditure is below the SMEB of US\$435 per household per month. By December 2015, more than 120,000 households should have their economic vulnerability profiled<sup>(22)</sup>. The basic assistance sector will prioritize the most severe for targeting assistance, using 52 percent of the population (estimated by VASyR 2015) as the planning figure. The population in need is the 69 percent estimated by VASyR 2015 to be living under the poverty line<sup>(23)</sup>. Targeting non-registered displaced Syrians is also possible for households with identified socio-economic vulnerabilities.

### Vulnerable Lebanese including Returnees

Eligibility criteria for the most vulnerable Lebanese<sup>(24)</sup> are defined by the Government per the NPTP criteria. As a consequence of the Syrian crisis, the number of vulnerable

(17) The model is slightly different than the one used with displaced Syrian. The proposed cash-based programmes for vulnerable Lebanese do not complement food assistance delivered through WFP. NPTP's preference is to expand the coverage to families that did not receive any assistance to date (food or non-food).

(18) Target: 52 percent of registered displaced Syrians plus Palestine Refugees from Syria.

(19) Target: 69 percent of registered displaced Syrians plus other cohorts.

(20) 30,000 households are expected to arrive to Lebanon in case of sudden influx – based on the Interagency Contingency Plan; the target is set to increase preparedness of agencies to respond; the basic assistance sector plans to target 15,000 households with one-off cash payment of US\$200 and another 15,000 households with core relief items.

(21) The minimum amount necessary for survival is calculated from a Survival Minimum Expenditure Basket (SMEB).

(22) The sector plans to assess and profile all registered population, targeting the 52 percent below SMEB with multipurpose cash assistance, and the 69 percent below MEB with winter cash and in-kind assistance.

(23) Both ratios are calculated against the latest total figures provided by UNHCR (1,078,338 registered displaced Syrians as of 30 September 2015).

(24) Including fuel vouchers for winter.

Lebanese has increased. Currently, 86,000 households are considered economically vulnerable (living under the Lebanon poverty line of US\$3.84/day) and in need of assistance. Of these, 25,000 households live in extreme poverty (below the extreme poverty line of US\$2/day). In 2016, new activities will be implemented by LCRP partners through which humanitarian agencies can link to existing NPT structures to target vulnerable Lebanese who are not enrolled in the e-card food assistance programme with multipurpose cash assistance. The Lebanese returnees from Syria are considered within the vulnerable Lebanese population category. Yet, their economic vulnerability profile is similar to displaced Syrians in terms of needs and living conditions. The International Organization for Migration (IOM) will utilize the data gathered during the Lebanese Registration exercise to target 10,000 individuals who are considered severely economically vulnerable.

#### Palestine Refugees from Syria

As of September 2015, 43,377 PRS were registered with UNRWA. The vulnerability of Palestine Refugees from Syria has been calculated by UNRWA following a household vulnerability assessment, using a multisectoral methodology similar to the VASyR, but tailored to the specific needs and circumstances of Palestine refugees. The Vulnerability Assessment of PRS in Lebanon sought to provide a profile of this population according to the following eight sectors: 1) economic; 2) education; 3) food security; 4) health; 5) non-food items (NFIs); 6) protection; 7) shelter; and 8) WASH. Based on criteria established by the World Food Programme, each PRS household was classified into one of four categories (low, mild, moderate or severe vulnerability) for each of the eight sectors. Each classification was assigned a weight, and the weighted scores were then combined to obtain a final classification representing an overall vulnerability (also of low, mild, moderate, or severe). A large proportion of PRS families experience severe vulnerability in the health and protection sectors (18.8 percent and 24.3 percent, respectively). Approximately one in ten families (11.7 percent) is severely vulnerable in the WASH sector. Similar to Syrian families, the PRS population in Lebanon is experiencing rapidly increasing economic vulnerability. Currently, 93 percent of the PRS in Lebanon are targeted with basic assistance based on their high economic vulnerability level. This population will be further supported in 2016.

Category	Total population in need	Targeted Population		
		Total	Male	Female
Displaced Syrians	1,078,338*	754,980**	361,635	393,345
Palestine Refugees from Syria	42,189	42,000	20,790	21,210
Palestine Refugees in Lebanon	20,000	20,000	9,900	10,100
Vulnerable Lebanese	409,923	98,110	49,349	48,761
<b>Total</b>	<b>1,550,450</b>	<b>915,090</b>	<b>441,674</b>	<b>473,416</b>

Targets by Population Cohort and Governorate				
Governorate	Displaced Syrians	PRS	PRL	Vulnerable Lebanese
Akkar	85,906	---	---	19,162
Baalbek- Hermel	108,565	2,672	1,200	10,573
Beirut	13,979	6,173	3,000	881
Bekaa	206,393	4,560	2,200	15,509
Nabatieh	29,642	519	200	5,287
Mount Lebanon	146,754	895	400	14,979
North	115,424	6,803	3,200	22,909
South	48,318	20,378	9,800	8,811
<b>Total: 915,090</b>	<b>754,980</b>	<b>42,000</b>	<b>20,000</b>	<b>98,110</b>



**Notes:**

\* Total in need = Total Registered population (1,078,338) as of September 2015.

\*\* Total Population Targeted: Total Registered: 69% below MEB (VASyR 2015) – National average; population to be profiled and targeted with multipurpose cash assistance, all below SMEB (52%); people below the MEB/Poverty Line are targets for winter assistance (highest watermark - highest targeted population group taken).

\*\*\*MEB per governorate as per VASYR 2015 (or the total registered displaced Syrian population): Akkar, 85%; Baalbek-Hermel, 84%; Beirut, 48%; Bekaa, 84%; Nabatieh, 62%; Mount Lebanon, 51%; North, 72%; South, 62%.

\*\*\* Vulnerable Lebanese according to NPTP: 86,000 families living below the poverty line are considered population in need; of which 20,000 households to be targeted in 2016. Disaggregation by governorate was calculated using proportional percentages from the total per governorates, then returnees figures were added.

## 5. Mainstream of conflict sensitivity, gender, youth, people with specific needs (PWSN) and environment

### Conflict Sensitivity:

The scaling up of the NPTP for vulnerable Lebanese is expected to improve conditions for the increasing number of Lebanese pushed deeper into poverty by the Syrian crisis. The shift toward market-based interventions for displaced Syrians creates aggregate demand and stimulates an economic multiplier effect. This has mitigated, and will further mitigate, the negative impact on struggling communities of vulnerable Lebanese and displaced Syrians<sup>xviii</sup>. Exogenous resources such as additional cash injections targeting both vulnerable Lebanese and Syrians will alleviate societal tensions due to imbalanced assistance. Further monitoring and analysis on how cash is spent will be carried out to trace its social effect in coordination with the relevant stakeholders within the sector.

### Gender, Youth, People with Specific Needs:

Some basic assistance sector partners and agencies apply and use an Age, Gender and Diversity approach in their implementation of activities. This approach demands “the fullest possible participation of refugees and other persons of concern – as individuals, families and communities – in decisions that affect their lives”.

Prioritization of certain needs for specific family members for targeting assistance is also an important element that facilitates respecting protection derivatives. The econometric model used for identification and targeting of vulnerable families takes into consideration demographic characteristics such as age, gender and diversity, marital status, household size and dependency ratios. Yet, further work will take place to better understand the post-distribution effect of monetized interventions on these various parameters.

Part of the sector strategy is to ensure that special needs will be taken into account for households that have been identified with severe socio-economically conditions. The current decision-making model takes into account whether a household has family members with disabilities. Depending

on the overall score, the family will receive the necessary assistance. Previous and current vulnerability studies suggested that families with many young dependents often face special economic hardships to cover all basic needs. These needs are addressed by the provision of assistance that can, in the case of cash, allow families to prioritize their spending based on their own specificities and meet the particular needs of the different family members. The sector's activities take into account women and girls' capacities to safely access assistance. Assistance also tries to limit and decrease as much as possible negative coping mechanisms specific to women and girls, such as early marriage and sexual exploitation. The choice of assistance modalities is also designed in consultation with beneficiaries and hence directed towards ensuring their dignity and respecting their choices.

### Environment

In Lebanon, fuel vouchers and assistance (both monetized and in-kind, such as stoves) aim to support households in meeting domestic energy needs, while at the same time meeting a number of objectives. Assistance under this sector can reduce deforestation and degradation around informal settlements, and alleviate associated conflict with host communities over the use of natural resources; and decrease indoor air pollution through the introduction of good quality stoves and high-quality thermal clothing. Further, monetization of assistance reduces transaction costs and energy consumption related to in-kind distribution, logistics, storage and distribution.

## 6. Inter-sector linkages

The household profiling exercise, part of the basic assistance sector strategy, represents a basis for targeting. This exercise maps different sector-specific vulnerabilities, and aims to allow sectors to benefit from the wealth of information generated for specific programmatic interventions. Findings related to poverty and sector vulnerabilities are published on the Refugee Assistance Information System (RAIS), an interagency reporting platform where sector coordinators can access, extract, analyse and follow up with different stakeholders on sector-specific interventions. Specific intersectoral links include the following:



- **Food security:** The basic assistance sector co-chairs the targeting sub-working group with the Food Security Sector, which is contributing to the cash modalities used under both sectors. Collaboration and coordination efforts attempt to refine and align targeting exercises of both sectors. Exchange of information on household profiles, referral of cases and harmonization of impact monitoring tools are key activities. Furthermore, the sectors will work together to ensure optimal convergence and complementarity of assistance through continuous improvement of targeting models and identification methodologies.

- **Livelihoods:** The economic profiling of displaced Syrian households is an important source of information for the livelihoods sector. Exchange of information on who is already receiving assistance, identification of potential beneficiaries for livelihoods programs, and general key facts and figures on households' economics are common activities. Both sectors should engage further in strategic discussions on how to decrease reliance of households on direct assistance. It is worth mentioning that the absence of self-reliance opportunities for vulnerable populations has rendered basic assistance as the sole resort and safety net solution.

- **Social stability:** Direct assistance to displaced Syrians and vulnerable hosting communities represent an alleviator of social tensions. The basic assistance sector designs its programmes through a conflict-sensitive, gender-balanced, and needs-based lens. For instance, monitoring of the impact of cash assistance shows that the money received is improving access to goods and services in the local economy, which benefits existing businesses in the market. The basic assistance sector plans to conduct a study on the effect of cash assistance on social stability. The social stability sector can extend support in the design of this methodology and contribute to the assessment framework of targeted communities.

- **Shelter and Energy & Water:** The economic vulnerability score is highly associated with the shelter and Energy & Water conditions of profiled families. The decision-making formula that defines the eligibility of vulnerable families to receive assistance is proportional and weighted to sectors such as shelter and Energy & Water. Furthermore, the basic assistance sector takes into account shelter and Energy & Water expenditures (rent and hygiene items) in the multipurpose cash package provided, which assists families address those specific needs. Further collaboration between the basic assistance, shelter and Energy & Water sectors occurs in the preparation, coordination and implementation of winter support assistance. Lastly, the households profiling exercise facilitates the identification and referral of cases with specific shelter and Energy & Water vulnerabilities through a recently added functionality on RAIS.

- **Protection, Education and Health:** The protection correlation is conducted by ensuring that households in need of in-kind assistance are identified and supported in a timely and safe manner. Distributions are carefully planned with the Protection sector to maximize security. The protection of children and their education can result in, among other consequences, reduced child labour practices. If households are better able to meet their SMEB, children who were prevented from attending school due to economic reasons will have this barrier reduced or eliminated. Yet, the increased vulnerability of families is compounding this situation. Children are often bread-winning members for their families, and therefore skip education in order to work, often in dangerous conditions. The households profiling exercise can flag for the protection and education sectors families who have children at risk for specific responses. The flagging function on RAIS can help sector specialists in Education, Health and Protection to identify cases and households in need of specific support. Referral pathway is an area the basic assistance sector would like to explore further in 2016.



Photo: UNHCR

## PARTNERS PER OUTPUT:

**Basic Assistance Sector Partners:** MoSA, UNHCR, GVC, IR Lebanon, DCA - Saida, DRC, IRC, UNICEF, RI, QRC, WVI, CLMC, HWA, CARE, ACF, OXFAM, CONCERN, IOM, SCI, PU-AMI, UNRWA, UNOPS, Solidarités, ACTED, SIF, ANERA, HI, PCPM, NRC, MSD, Solidar Suisse, ADRA

OUTCOME/OUTPUT	PARTNERS
<b>OUTCOME 1:</b> Targeted severely economically vulnerable populations have improved access to essential goods and services of their choice in a safe, dignified, and empowered manner while decreasing socio-economic vulnerability	
Output-1.1: Socio-economically vulnerable households have access to basic needs and services	ACF, ACTED, ADRA, CARE, CLMC, CONCERN, DRC, GVC, HI, IOM, IRC, MSD, NRC, OXFAM, PCPM, PU-AMI, RI, SCI, SIF, Solidar Suisse, Solidarités, UNHCR, UNICEF, UNRWA, WVI
<b>OUTCOME 2:</b> Targeted population affected by seasonal hazards, displacement shocks, and unexpected circumstances, is able to maintain safe access to goods and services.	
Output-2.1: Households at risk of seasonal and unexpected hazards survive without adverse effects	ACF, ACTED, CARE, CLMC, CONCERN, DCA - Saida, DRC, HWA, IOM, NRC, PCPM, PU-AMI, QRC, SCI, SIF, UNHCR, UNICEF, UNRWA, WVI
Output-2.2: Population in need has access to in-kind basic and domestic items	ACF, ANERA, CLMC, CONCERN, DCA - Saida, DRC, IOM, IR Lebanon, MSD, PCPM, PU-AMI, QRC, Solidar Suisse, UNHCR, UNICEF, UNOPS, WVI
<b>OUTCOME 3:</b> Strengthened social safety net (NPTP) structures to serve most socio-economically vulnerable households by building on existing mechanisms and to improve social stability.	
Output-3.1: Strengthened delivery mechanisms for the NPTP via the incorporation of new systems: cash based programmes	ACTED, CARE, CLMC, DRC, HI, NRC, OXFAM, PU-AMI, SCI, SIF, Solidarités, UNHCR, UNICEF, WVI

## ENDNOTES

- i. FAO, REACH and MoA, Food Security and Livelihoods Assessment of Lebanese Host Communities, June 2015
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- iii. REACH, UNICEF and OCHA, Defining Community Vulnerability in Lebanon, 2015.
- iv. Basic Assistance Sector, Household profiling exercise, 2015.
- v. WFP, UNHCR, UNICEF, Vulnerability Assessment of Syrian Refugees (VaSyR), 2015.
- vi. MoSA/National Poverty Targeting Programme (NPTP) 2015.
- vii. NPTP/World Bank 2015.
- viii. NPTP 2015.
- ix. Based on the outcomes of the registration exercise conducted by IOM and HRC, 2015
- x. UNRWA and AUB, Socioeconomic Report on the Living Conditions of Palestine Refugees in Lebanon (Preliminary Findings), 2015.
- xi. VaSyR 2015.
- xii. UNRWA and WFP, Post Distribution Monitoring Surveys, April 2014 – August 2015.
- xiii. VaSyR 2015
- xiv. Findings of the Economic Profiling Exercise.
- xv. REACH, UNICEF and OCHA, Defining Community Vulnerability in Lebanon, September 2014 - February 2015 Assessment Report, 2015
- xvi. Silva, Joana, Victoria Levin, and Matteo Morgandi, Inclusion and resilience: the way forward for social safety nets in the Middle East and North, 2012.
- xvii. International Rescue Committee, Emergency Economies, IRC Report on Winter Cash Assistance in Lebanon, August 2014; CaLP and IRC, Impact evaluation of Cross- Sector Cash Assistance, April 2014; WFP, Economic Impact of Food E-vouchers on the Local Economy, June 2014.



## HEALTH

**Lead Ministry:** Ministry of Public Health (MoPH)

**Coordinating Agencies:** WHO and UNHCR

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PEOPLE IN NEED



2,565,470

PEOPLE TARGETED



1,602,000

REQUIREMENTS (US\$)



290.9 million

# OF PARTNERS



33

GENDER MARKER

1



## SECTOR OUTCOMES

**OUTCOME 1:** Improved access to PHC services.



\$126.4 m

**OUTCOME 2:** Improved access to hospital and advanced referral care.



\$134.2 m

**OUTCOME 3:** Improved outbreak control.



\$6.8 m

**OUTCOME 4:** Key institutions strengthened.



\$23.3 m

**OUTCOME 5:** Transparency and accountability of health partners ensured.



\$20,000

### INDICATORS

# of PHC consultations

# of children who received routine vaccination as per MoPH vaccination calendar

# of persons receiving hospital and diagnostic services

# of operational sentinel surveillance sites newly established

# of key institutions strengthened

# of public schools adhering to the school health program



## PRIORITY INTERVENTIONS

- 1: Ensure access for target populations to a standardized package of basic health services at primary health care level.
- 2: Continue to provide support for access to hospital and diagnostic services to displaced Syrians for obstetric and life-saving conditions.
- 3: Prevent and control outbreaks of epidemic-prone diseases with focus on EWARS reinforcement and vaccination activities, especially in high risk areas with the largest displaced Syrian communities.
- 4: Strengthen key institutions for enhanced decentralization, strengthening of PHCs and public hospitals' service delivery, and ensure sustainability of services.
- 5: Reinforce youth health as part of comprehensive reproductive health care well as support the Lebanese school health program.

## 1. Situational analysis and context

The health sector situational analysis and needs are presented in alignment with the two strategic objectives of the Health Response Strategy of the Lebanese Ministry of Public Health (MoPH), which are: to increase access to health services for displaced Syrians and vulnerable Lebanese; and to strengthen healthcare institutions and enable them to withstand the pressure caused by the increased demand on services and the scarcity of resources.

### **Current healthcare needs and access to health services**

Access to primary health care (PHC) services is through the MoPH PHC network (219 centres) across Lebanon, as well as through some centres of the Ministry of Social Affairs (MoSA), NGO clinics and others, as well as mobile medical units (MMUs). The MoPH, UNICEF and YMCA currently supply the primary health care centres (PHCCs) with vaccines, acute and chronic medication, staff support, running costs, as well as laboratory and medical supplies. In addition, displaced Syrians receive subsidized PHC services in around 100 PHCCs, mostly within the MoPH network. Some partners also provide similar subsidized services to vulnerable Lebanese as a way of mitigating potential sources of tension. The MoPH PHC network is gradually expanding to meet the increased demand for PHC services. Underserved geographical areas will be prioritized in this expansion.

Access to hospital care for displaced Syrians is primarily through a network of 60 hospitals across Lebanon (public and private), contracted by UNHCR through a third party administrator. The UNHCR scheme is limited to obstetric and life-threatening conditions, and currently covers 75 percent of hospitalization fees with the expectation that the persons registered as a refugee by UNHCR will cover the remaining 25 percent.

According to the 2015 Vulnerability Assessment of Syrian Refugees (VASyR), 27 percent of households among the Syrian displaced population reported at least one member with a specific health need: chronic disease (13 percent), permanent disability (3 percent), temporary disability or another issue. 70 percent of displaced households reported a child needing care in the month prior to the survey. Almost half (47.5 percent) of Palestine Refugees from Syria (PRS) households have at least one member suffering from a chronic condition. 66 percent of PRS had an acute illness in the last 6 months<sup>1</sup>.

Displaced Syrians primarily seek care for acute infections and communicable diseases (40 percent), chronic conditions (14 percent), gynecological care (12 percent) and injuries (9 percent). With the disruption of immunization activities in Syria, coupled with the poor living conditions of the displaced in Lebanon, there are heightened risks of disease outbreaks,

including measles, mumps and polio, and the introduction of new diseases to the host community such as cutaneous leishmaniasis. Despite the vaccination campaigns and the relentless efforts to accelerate routine vaccination, the risk for an outbreak of vaccine-preventable diseases remains high, especially in areas where there is over-crowding. Rising incidences of tuberculosis (TB, including multi-resistant TB<sup>2</sup>) and waterborne diseases such as hepatitis A, have been noted since the advent of the crisis. Free routine vaccination is needed for around 50 percent of Lebanese children and 100 percent of the displaced children. Introduction of new vaccines is planned (hepatitis A and pneumococcal vaccine/PCV-13) to reduce the incidence of hepatitis A and severe respiratory infections among children. The epidemiological surveillance unit at MoPH has observed that areas most heavily impacted by the Syrian crisis are the North, Bekaa and Mount Lebanon, where the highest number of cases of communicable diseases are reported.

The most prevalent chronic diseases among the elderly are arthritis and hypertension for displaced Syrians, and hypertension for the Lebanese. The four most prevalent chronic conditions among PRS are diabetes, high blood pressure, heart disease, and bone and muscle problems<sup>3</sup>. Patients with chronic conditions such as cancer and chronic renal failure may require hospital care which is not currently subsidized. Among displaced Syrians and PRS, it is estimated that around 800 cases of cancer need to be treated every year, and an estimated 200 patients are in need of on-going renal dialysis<sup>4</sup>.

The hospitalization rate for obstetric and life-saving conditions for the displaced is 6 percent per year<sup>5</sup>, which is half the hospitalization rate for Lebanese (12 percent per year). This is explained by the restrictive criteria applied due to limited funds. There are large unmet needs, especially for patients with chronic diseases, cancers and other serious illnesses not currently covered.

Antenatal care and deliveries constitute an important proportion of medical services provided to displaced Syrians. The most recent assessments estimate 20 percent of displaced Syrian households and 6.5 percent of PRS households have either a pregnant or a breastfeeding woman<sup>6</sup>. Among the pregnant displaced Syrian women who received antenatal care, only 53 percent had their first antenatal visit in the first trimester of pregnancy<sup>7</sup>. Thus, there is a need to increase early uptake of antenatal care by pregnant displaced Syrian women. Also, a study conducted in 2013 targeting displaced Syrian women showed that 42 percent were not using any

(2) National TB programme report 2014.

(3) UNRWA and AUB, Profiling the Vulnerability of Palestine Refugees from Syria Living in Lebanon, UNRWA 2015.

(4) Based on data from dialysis centers, 2014-2015, MoPH.

(5) UNHCR referral care report 2014.

(6) WFP, UNICEF & UNHCR, Vulnerability Assessment of Syrian Refugees in Lebanon, (draft) 2015; UNRWA and AUB, Profiling the Vulnerability of Palestine Refugees from Syria Living in Lebanon, 2015.

(7) Johns Hopkins and others, Syrian refugee and affected host population health access survey in Lebanon, 2015.

(1) VASyR 2015. (draft); Johns Hopkins and others, Syrian refugee and affected host population health access survey in Lebanon, 2015; UNRWA and AUB, Profiling the Vulnerability of Palestine Refugees from Syria Living in Lebanon, 2015.



form of contraception prior to pregnancy<sup>8</sup>, yet nearly three-quarters of the women wished to prevent future pregnancies, and over half of pregnant women did not desire the current pregnancy. For Syrian women using birth control, birth control pills (23 percent) followed by IUDs (17 percent) were preferred contraceptive methods<sup>9</sup>. The majority of cases referred to hospital level covered by UNHCR were obstetric cases, and represent around 56 percent of all secondary health care admissions. 26 percent of these are referred as high-risk pregnancy. Maintaining adequate access to obstetric care services is therefore important. Another concern is the high rate of C-sections (36 percent) at hospital level that should be further monitored and addressed<sup>10</sup>.

In terms of mental health, 3 percent of displaced Syrian households reported having a member with a previously diagnosed mental health condition. One in 10 PRS families (10.5 percent) has at least one member with a physical or psychological disability<sup>11</sup>. It is therefore important to expand access to mental health services.

Overall, limited funds are available for ensuring equitable provision of health services in order to meet essential health needs at the primary, secondary and tertiary health care levels. Consequently, access to health care in the fifth year of the crisis remains a serious concern. Overall, 15 percent of households reported having at least one household member who required primary health assistance and could not obtain it. The main reasons cited for not being able to access PHC were cost (46 percent) and distance (13 percent). Around 31 percent reported that at least one household member required secondary health assistance and 8 percent could not get it. The main reason for not getting required secondary health assistance was the high cost (78 percent)<sup>12</sup>.

Displaced Syrian households spend an average of 18 percent of income on health. To put this into perspective, the greatest proportions of expenses are for food/health as well as housing/rent<sup>13</sup>. PRS are particularly vulnerable when it comes to access to health, with 99 percent of the PRS population having no health insurance coverage and dependent on UNRWA health services, including the provision of support for hospitalization<sup>14</sup>.

### **The burden on healthcare institutions**

The health facilities at primary health care and hospital level across all of Lebanon are heavily strained, as a result of increased demand on services due to the crisis. Geographically, Akkar and Bekaa, which are traditionally underserved areas, are in need of more institutional support,

hosting respectively around 10 percent and 25 percent of the displaced Syrians.

Public hospitals suffer the most from underfunding of secondary health care as a result of the inability of displaced Syrians to cover the totality of their hospital bills, even in cases where their hospitalization is subsidized by partners. In fact, data from MoPH records reveals that the uncovered bills due (the remaining 25 percent of total hospitalization bill subsidized by UNHCR) amount to around US\$18 million. In addition, the amount due for unfulfilled MoPH commitments to public hospitals for the hospitalization of displaced Syrians and Palestine refugees from Syria (for conditions which are not covered by UNHCR) has accumulated since 2011 to reach US\$21 million. These conditions include dialysis, cancer and catastrophic illnesses treatment, and acute hospitalization. That being said, continuous strain without appropriate funding could lead to deficits that are too high for the institutions and MoPH to bear, threatening the financial viability of the public hospital system as a whole, and consequently threatening future provisioning of hospital services.

If the above needs are not fully met, mortality and morbidity will increase due to inadequate access to health care. The risk of outbreaks of communicable and vaccine-preventable diseases will increase. Early detection and control of outbreaks will also be suboptimal, increasing the mortality and morbidity. Underfunding could also cause public hospitals to go bankrupt, thereby affecting access for both the displaced and hosting communities. Social stability could be adversely affected by rising tensions due to competition for scarce resources in health.

## **2. Overall sector strategy**

The MoPH Health Response Strategy (HRS), drafted in 2015, serves as the guiding document for the Health Sector. Any activity outside the scope of this strategy has been de-prioritized by the Ministry of Public Health. Available funds should therefore be directed towards addressing the priorities outlined below before considering any other activities in the sector.

The HRS serves two strategic objectives:

- To increase access to health care services to reach as many displaced persons and hosting communities as possible, prioritizing the most vulnerable.
- To strengthen healthcare institutions and enable them to withstand the pressure caused by the increased demand on services and the scarcity of resources.

To ensure the above objectives, MoPH and the health sector as a whole have prioritized interventions as follows:

1. Ensure access to comprehensive primary health care (PHC) to all communities present in Lebanon, primarily

(8) MICS 2009

(9) Benage, Matthew et al., An Assessment of Antenatal Care among Syrian Refugees in Lebanon, Conflict and Health 9 (2015): 8. PMC. Web. 3 Sept. 2015.

(10) UNHCR, Syrian refugees in Lebanon - Referral care at a glance, 2014.

(11) UNRWA and AUB, Profiling the Vulnerability of Palestine Refugees from Syria Living in Lebanon, 2015.

(12) VASyR 2015. (draft).

(13) Johns Hopkins and others, Syrian refugee and affected host population health access survey in Lebanon, 2015.

(14) UNRWA and AUB, Socio-economic report on the living conditions of Palestine refugees in Lebanon (Preliminary findings), 2015.



through the ministry's network of PHC Centres (PHCCs), but also through centers outside the MoPH network in instances when the caseload is too heavy for the network to bear, including through UNRWA services to Palestine refugees. Existing UNHCR and partner programmes which subsidize care at PHCCs should be extended, and the current mechanisms of national drug procurement through UNICEF and YMCA should be maintained (and not duplicated through parallel procurement mechanisms).

2. Ensure the vaccination of 100 percent of displaced Syrian children, Palestine refugee children and Lebanese children in the host community. This necessitates the expansion of the existing vaccination campaigns (polio and MMR) in partnership with MoPH and UNICEF, as well as the acceleration of routine vaccinations. New vaccines need to be introduced, such as pneumococcal and hepatitis A vaccines.

3. Ensure sufficient availability of drugs for chronic and acute conditions via existing MoPH channels and UNRWA services. The MoPH procures medications for chronic non-communicable diseases for Lebanese beneficiaries yearly through the YMCA-operated procurement and distribution system; it also procures directly a list of essential and acute medications to the PHC networks. However, the number of vulnerable Lebanese as well as Syrian beneficiaries referred to the MoPH network is steadily increasing, and the quantities of drugs should increase accordingly.

4. Ensure access to secondary and tertiary care for all displaced Syrians in need of hospitalization, and assist public hospitals in covering the hospital bills of the displaced. This necessitates a double-expansion of the current UNHCR programme to cover (a) 85 percent of the hospitalization bill (for the sake of equity with the MoPH hospitalization subsidization rate for uninsured Lebanese) and (b) treatment of cases such as cancer, renal failure and dialysis, multiple sclerosis and other catastrophic illnesses.

5. Strengthen the Epidemiological Surveillance Unit at MoPH with support by the World Health Organization (WHO). Stocks of contingency laboratory kits for rapid diagnosis of outbreaks, as well as stocks of emergency medications for treatment in case of outbreaks, need to be made available. In addition, there is need for sentinel sites (trained personnel, ICT equipment, etc...) across the country for early warning, surveillance and response to contain outbreaks. WHO has initiated reinforcement of the Early Warning Alert and Response System (EWARS) and will continue further support in terms of training, monitoring timeliness and completeness of reporting, as well as developing the ICT platform.

6. Strongly discourage the creation of additional costly parallel health care structures through MoPH regulation<sup>15</sup>. The displaced population will continue to

benefit from the same entry points into health care as the Lebanese population.

In order to achieve these ambitious targets, MoPH urges partners and donors to significantly reduce expenditure on activities which do not provide direct medical services to beneficiaries. This includes health awareness and promotion activities, as well as health surveys and assessments. Such costly undertakings are seen to take away from the more urgent and direct medical service provision. The regular reporting of partners on their activities, as well as the existing MoPH and WHO channels to gather data, are sufficient sources of information for results-based monitoring in the current context.

Transparency and accountability of partners is crucial to ensure an effective and efficient humanitarian response within the health sector. To that end, should the Government of Lebanon (GoL) require information (health budgets, expenditure, etc.) that is not captured by inter-agency mechanisms, bilateral requests can be made from the GoL to partners.

### 3. Sector outcomes, outputs and indicators

The sector's overarching aim is to respond to the health needs (primary, secondary and tertiary care) of the displaced population and host community, and to strengthen national institutions and capacities to enhance the resilience of the health system.

#### Outcome 1 – Wider access to a primary health care package of basic services ensured.

This includes access to medication, vaccinations and mental health services. In order to respond to the needs of the increased population, more PHC centers are to be integrated into the MoPH network. PHC centers which respond to a gap in the MoPH network (either due to uneven geographical coverage or to the inability of the network to accommodate the caseload in certain areas) will also be supported, as well as UNRWA health services to Palestine refugees.

#### Outcome 2 – Improved access to hospital and specialized referral care.

This is to be done through the expansion of the previously restrictive UNHCR criteria for coverage of hospital bills, and through an increase in the rate of coverage from 75 percent to 85 percent, which is consistent with the MoPH coverage rate for the Lebanese. Another essential component to improving access to hospital care is to financially support the hospitals themselves, by reimbursing losses they have incurred due to the displaced population's inability to pay their bills.

(15) Parallel structures refers to health facilities created to cater to the needs of the displaced where national health facilities already exist.

### Outcome 3 – Improved outbreak control.

This will be done through the expansion of the existing Early Warning and Response System (EWARS), the creation of an Event Management System (EMS), and the procurement of selected contingency vaccines and reagents. Vaccination campaigns will also be carried out if needed.

### Outcome 4 – Key institutions strengthened.

The Ministry of Public Health requires staff support at the central level to enhance its leadership role in the response, and to match other ministries' involvement in the LCRP process for 2017-2020. MoPH district level offices require strengthening in order to enhance decentralization and timely detection and response. Additional PHC staff is also required at the PHC level to deal with the increased patient numbers. The school health programme will be expanded to include more public schools. Public hospitals are to be equipped with water labs, maternity wards and intensive care units, to be able to respond to the caseload.

### Outcome 5 - Transparency and accountability of all health partners ensured.

The Ministry of Public Health will periodically survey partners' expenditures on health, disaggregated as follows: direct reimbursement of health care (primary, secondary

and tertiary), public health activities (studies, trainings, public awareness and promotion campaigns), procurement (medicines, equipment), and administrative fees (staffing, operational cost, overhead). This component is crucial to track expenditure in the sector, and thereby guarantee higher effectiveness and efficiency of all partners.

## 4. Identification of sector needs and targets at the individual, institutional and geographical level

The health sector figures for the total population in need are based on economic vulnerability. Available data for 2015 suggests that 70 percent of displaced and 89 percent of Palestine Refugees from Syria (PRS) are living in poverty, and that 9 percent of PRS suffer from extreme poverty<sup>16</sup>. Data also suggests that 1.5 million Lebanese and around 66 percent of Palestine Refugees from Lebanon (PRL) are living below the poverty line, their situation having further deteriorated since the onset of the crisis.

Total population targeted is based on economic vulnerability for displaced Syrians and PRS. For Lebanese and PRL targeted as part of the Lebanon Crisis Response Plan, estimates were provided by MoPH and UNRWA, respectively.

(16) VASyR, 2015; UNRWA and AUB, Socio-economic report on the living conditions of Palestine refugees in Lebanon (Preliminary findings), 2015.

### Total sector needs and targets:

Category	Total population in need	Targeted – average overall estimate 66% Lebanese, 25% Syrians, 5% PRL and 4% PRS beneficiaries		
		Male	Female	Total
Displaced Syrians	840,000	402,434	437,566	840,000
Palestine Refugees from Syria	42,000	20,790	21,210	42,000
Palestine Refugees in Lebanon	183,470	9,900	10,100	20,000
Vulnerable Lebanese	1,500,000	351,838	348,075	700,000
<b>Total</b>	<b>2,565,470</b>	<b>784,961</b>	<b>816,951</b>	<b>1,602,000</b>

Institutions	
Primary Health Care Centres	250 MoPH-PHCs Around 100 PHCs supported by partners NGOs and UN agencies
Public Hospitals	27 public hospitals
Public Schools	1,375 public schools
Ministries	MoPH

## 5. Mainstreaming of Conflict Sensitivity, Gender, Youth, people with special needs (PWSN) and Environment

### Conflict Sensitivity:

The Health Sector Strategy recognizes that the pressure on healthcare institutions caused by the increased demand for health services is a potential source of conflict. The European Union-funded “Instrument for Stability” (IfS) project implemented in 2014 and 2015 aimed at reducing social tensions by strengthening the MoPH centrally and the PHC system overall, to deal with the increased burden on the system and to ensure access for vulnerable Lebanese.

Another recognized potential source of tension is the differences in out-of-pocket expenses for primary healthcare between vulnerable Lebanese and displaced Syrians. To address this issue, the sector efforts are oriented towards providing the same package of services to both vulnerable Lebanese and displaced Syrians at PHCCs supported by NGOs and the UN.

### Gender, Youth, People with Specific Needs:

**Gender:** Differences may exist in equal and equitable access to healthcare between women and girls and men and boys. The sector strategy takes this issue into account, and will ensure that data collected at field level captures age and gender disaggregation, so that differences in access are regularly monitored and reflected in all levels of reporting.

The sector also attends to the specific needs of women and girls through its focus on access to reproductive health services including family planning, and sexual and gender based violence (SGBV) services including the clinical management of rape.

**Youth:** The 2016 health sector strategy does not specifically target youth (14-25 years) through specialized services aimed at responding to their specific needs. The sector strategy does, however, aim to reach a higher number of youth by expanding the number of public schools which adhere to the joint MoPH, WHO and MEHE School Health Programme, which ensures health awareness and promotion and screening for youth.

**People with Specific Needs:** At the primary health care level, financial support/subsidies are provided for people with disability, along with other vulnerable groups (children under 5 years of age, pregnant women and people over 60 years of age) to access services. As such, an average contribution of US\$2-3 maximum is expected (depending on the health facility), as well 15 percent of the diagnostics fees.

### Environment

Environmental risk factors, such as lack of safe water, inadequate excreta disposal systems, poor hygiene, poor living conditions and unsafe food influence the incidence and spread of communicable diseases. The sector strategy focuses on improving outbreak detection and control through strengthening disease surveillance systems.

## 6. Inter-sectoral linkages

**•Energy and Water.** Poor hygiene and sanitation conditions have led to outbreaks of food and waterborne diseases. Data on notifiable communicable diseases from the Epidemiological Surveillance Unit (ESU) at MoPH points to a high incidence of viral hepatitis A: 790 cases were reported for the period January-September 2015. As expected, the high incidence is in densely populated areas, mostly in Bekaa, followed by the North, and mostly among displaced Syrians in areas where access to safe water is difficult and sanitation is poor.

The E&W sector's efforts are geared towards improving access to water sources including drinking water, as well as access to sanitation facilities, and hygiene promotion which is tightly linked to the resources available. Preliminary results of VASyR 2015 indicate improvement on different levels in the energy and water sector compared to previous years, with 80 percent of households having access to flush toilets or improved pit latrines, versus 70 percent last year, and less than 1 percent now having no access to any type of toilet facility, compared to 2 percent last year and 7 percent in 2013. Also, the proportion of households sharing a latrine with 15 people or more is 4 percent, down from 9 percent in 2014 and 13 percent in 2013<sup>17</sup>.

The health and E&W sectors have a joint Acute Watery Diarrhea/Cholera Response Plan for preparedness and response in case of an outbreak, and the sectors will work closely together with regards to information sharing for timely reporting to ESU and prioritization of response interventions.

The Health sector will be specifically working on improving disease surveillance.

**•Education.** School settings can be used to address and improve the health of children, youth, school personnel, families and other members of the community. In that spirit, a school health programme was launched in Lebanon under a Memorandum of Understanding (MOU) among WHO, MEHE and MoPH, signed in 2007. The different objectives of the programme included: assessing the situation on school health services and supporting regular medical visits, developing a standard package on school health services with special consideration for immunization, strengthening health education activities in schools and

(17) VASyR, 2015.

promoting healthy lifestyles, conducting the Global School-based Student Health Survey (GSHS), developing teacher training programmes to prevent HIV infection and related discrimination through schools, and developing training material for teachers on health education topics such as mental, reproductive and sexual health.

WHO has already provided medical equipment to all public schools and completed the assessment of the school health environment, in addition to introducing two modules on e-learning in 2014. The continuation of this program beyond 2015 is crucial to coping with the increased demand on school enrolment and to improving the health of youth. To avoid any duplication, the education and health sectors have agreed that the School Health Programme is part of the Health Strategy.

Also, school settings can be used to reach a greater number of children for routine immunization, especially when poor immunization constitutes a barrier to school enrolment.

**•Shelter.** Almost a quarter of displaced Syrian households live in buildings considered substandard, and nearly 10 percent live in informal settlements<sup>18</sup>. Poor shelter conditions are likely to negatively impact the health status of individuals, high levels of humidity are linked to higher incidence of pulmonary diseases, and crowding contributes to the spread of communicable diseases. The shelter sector aims at improving shelter conditions through weatherproofing/insulation kits, as well as by improving water and sanitation facilities. The health sector will consult with the shelter sector for interventions targeting high-risk areas as a result of crowding.

(18) VASyR, 2015.

**•Protection.** Health services facilities constitute the first point of entry for identification, referral and treatment of protection cases. The protection sector addresses SGBV, child protection and mental health/trauma cases, and provides people with disabilities with access to specialized equipment. Both health and protection sectors coordinate for capacity-building of health care providers on how to address protection cases. Both sectors also coordinate for the selection of facilities which will receive training on the clinical management of rape (CMR). In addition to that, referral pathways are jointly discussed at the Mental Health and Psychosocial Support sub-working group.

**•Food Security.** Food security is clearly linked to health through malnutrition. The nutrition status of children, as well as that of pregnant and lactating women is monitored through primary health care centres, where malnutrition is also managed. Currently the institutionalization of acute malnutrition management into the MoPH Primary Health Care (PHC) system as well as the development of national guidelines to manage acute malnutrition are going on and they will be operationalized in all the MoPH PHCCs once they are finalized. Nutrition related activities are jointly coordinated through the nutrition sub-working group. The food sector will also link with the health sector around the emergence of animal-related diseases/zoonoses, as well as for food safety issues.



Photo: UNDP

## PARTNERS PER OUTPUT:

**Health Sector Partners:** UNFPA, UNHCR, MDM, IR Lebanon, AVSI, Medical Teams International, IDRAAC, MoPH, IOCC, UNICEF, RI, AMEL, FPSC, QRC, WVI, CLMC, URDA, IOM, UNDP, ICU, PU-AMI, MAP-UK, IMC, UNRWA, Makassed, Seraphim Global, WHO, RESTART Lebanon, MEDAIR, ANERA, CCP JAPAN, HI, PCPM, Humedica, Makhzoumi

OUTCOME/OUTPUT	PARTNERS
<b>OUTCOME 1:</b> Improved access to PHC services	
Output-1.1: PHC services received by population in need	AMEL, AVSI, CCP JAPAN, CLMC, FPSC, HI, Humedica, ICU, IMC, IOCC, IOM, IR Lebanon, Makassed, Makhzoumi, MAP-UK, MDM, MEDAIR, Medical Teams International, MoPH, PCPM, PU-AMI, QRC, RESTART Lebanon, RI, Seraphim Global, UNFPA, UNHCR, UNICEF, UNRWA, URDA, WHO
Output-1.2: Sufficient chronic diseases medication available	AMEL, ANERA, CLMC, FPSC, Humedica, IMC, IOM, IR Lebanon, Makassed, Makhzoumi, MDM, Medical Teams International, MoPH, PCPM, PU-AMI, QRC, RESTART Lebanon, RI, UNFPA, UNICEF, UNRWA, URDA, WHO
Output-1.3: Sufficient acute diseases medication available	AMEL, ANERA, CLMC, Humedica, IMC, IOM, IR Lebanon, Makassed, Makhzoumi, MDM, MEDAIR, MoPH, PCPM, PU-AMI, QRC, RESTART Lebanon, RI, UNFPA, UNICEF, UNRWA, URDA
Output-1.4: Routine vaccination coverage increased for all children US	AMEL, CLMC, ICU, IMC, IR Lebanon, Makassed, Makhzoumi, MDM, MEDAIR, MoPH, PCPM, PU-AMI, RI, UNICEF, UNRWA, WHO
Output-1.5: Implementation of National Mental Health Strategy	IDRAAC, IMC, Makassed, Makhzoumi, MDM, MoPH, PU-AMI, UNICEF, UNRWA, WHO
Output-1.6: Expansion of the PHC-MoPH network	AMEL, CLMC, IMC, Makassed, Makhzoumi, MDM, MoPH, PU-AMI, RI, UNFPA, UNRWA, WHO
<b>OUTCOME 2:</b> Improved access to hospital and advanced referral care	
Output-2.1: Population in need receives hospital and diagnostic services	CLMC, FPSC, IMC, IOCC, IOM, Makassed, Makhzoumi, MAP-UK, MoPH, QRC, UNFPA, UNHCR, UNICEF, URDA
Output-2.2: Financial gap for public hospital bill reimbursement decreased	IMC, IR Lebanon, MoPH, UNRWA
Output-2.3: Public hospitals compensated for the financial losses which they incurred due to the Syrian crisis	MoPH
<b>OUTCOME 3:</b> Improved outbreak control	
Output-3.1: Expand EWARS	MoPH, WHO
Output-3.2: Selected contingency vaccines and reagents are procured	Makassed, Makhzoumi, MoPH, PU-AMI, WHO
Output-3.3: Support vaccination campaigns	CLMC, IMC, Makassed, Makhzoumi, MoPH, PU-AMI, UNICEF, UNRWA, WHO



**OUTCOME 4:** Key Institutions Strengthened

Output-4.1: Strengthen caza public health office for enhanced decentralization

IMC, IR Lebanon, MoPH, PU-AMI, UNDP, UNFPA, URDA

Output-4.2: Public Hospitals service delivery strengthened

IMC, IOCC, MoPH, RESTART Lebanon, UNFPA, URDA, WHO, WVI, UNRWA

Output-4.3: School health program expanded (youth health)

MoPH, WHO

Output-4.4: Ensure Capacity Building at central level, peripheral level and PHCs

FPSC, IMC, IOCC, IOM, MDM, MoPH, UNDP, UNFPA, UNHCR, UNICEF, UNRWA, WHO

Output-4.5: Budget support provided to fund MoPH financial dues to hospitals

MoPH

**OUTCOME 5:** Transparency and Accountability of Health Partners Ensured

Output-5.1: Accurate Expenditures on Health by all health partners are available to MoPH.

MoPH, WHO

Output-5.2: The bulk of received donations for the health sector is disbursed on direct health services

MoPH, WHO



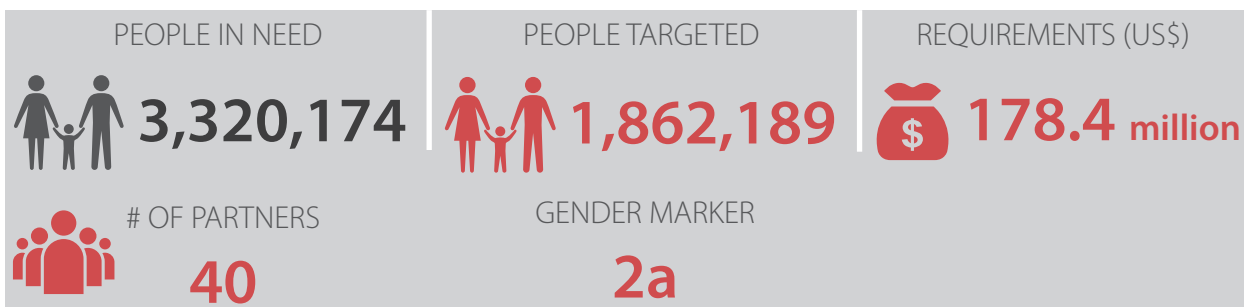


## PROTECTION

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## SECTOR OUTCOMES

**OUTCOME 1:** Persons displaced from Syria have their basic rights respected and enjoy access to justice and legal stay.



\$ 39 m

**OUTCOME 2:** Communities are empowered to contribute to their own protection solutions and community self-management encouraged.



\$ 26 m

**OUTCOME 3:** Access to protection and services is ensured, the most vulnerable women, girls, boys and men are identified, and resettlement realized.



\$ 33.5 m

**OUTCOME 4:** Vulnerable girls and boys are protected from violence, exploitation, abuse and neglect through equitable access to quality child protection services.



\$ 48.1 m

**OUTCOME 5:** The risks and consequences of SGBV are reduced and access to quality services is improved.



\$ 31.8 m

### INDICATORS

# of individuals who benefitted from counseling and assistance, to obtain civil, legal stay or other documentation

# of children benefitting from structured community based child protection and PSS programmes

# of girls and boys at high risk who receive focused, non-specialized PSS and life-skills programming

% of survivors reporting receiving quality psychosocial support and specialized services

# of individuals participating in community center activities including persons with disabilities and older persons

# of protection interventions including referrals from the community and volunteer structures



## PRIORITY INTERVENTIONS

- 1: Increase legal awareness and improve access to legal stay and civil documentation, as per Lebanese laws and regulation.
- 2: Vulnerable boys and girls are protected from violence, abuse and exploitation through strengthened national child protection systems and increased prevention and response services delivered by government, civil society actors and community members.
- 3: Ensuring safe identification and referral for SGBV survivors, access to quality response services and support to community based safety nets to prevent and mitigate risks of SGBV.
- 4: Addressing issues related to accommodation, including rent related security of tenure, as per Lebanese laws.
- 5: Security of the person – including security from violence, arbitrary detention, exploitation and prevention of discrimination.
- 6: Strengthening national systems including Social Development Centers and Community Development Centers to provide holistic and quality services for women and girls, men and boys.

## 1. Situational analysis and context

### Protection

The Government of Lebanon estimates the total Syrian population in Lebanon to be 1.5 million; this includes both the displaced who are registered and not registered with UNHCR. As of September 2015, 79 percent of Syrian refugees registered with UNHCR are women and children, and 59 percent below 18 years of age. Similarly, 69 percent of Palestine Refugees from Syria (PRS) are women and children, and 38 percent below 18 years of age. Around 20 percent of Syrian refugees registered UNHCR are identified as persons with specific needs.

While Lebanon generously maintained open borders during the first years of the Syrian conflict, stricter border regulations have since been introduced, leading to a significant reduction in the admission of persons arriving from Syria in need of international protection. Stricter border measures for PRS were introduced in May 2014, limiting entry to only three categories, each requiring pre-approval: embassy appointments, transit to a third-country and exceptional entry supported by a sponsor in Lebanon. New border regulations were introduced for Syrian nationals in January 2015, limiting admission to Lebanon to certain categories including, among others, tourism, study, business and transit, and requiring documentary evidence of the stated reason of entry. Syrians wishing to enter under the 'displaced' category are limited to exceptional humanitarian cases, according to criteria developed by Ministry of Social Affairs and which currently do not include PRS.

In May 2015, the Government of Lebanon notified UNHCR that all new registrations should be suspended until a government-led mechanism to deal with those who seek registration is established. Since then, persons displaced from Syria who approach UNHCR are counselled on the regulations and have their specific needs assessed and recorded in order to assist the most vulnerable.

Residency regulations introduced since January 2015 have added new requirements for the renewal and regularization of residency permits of Syrians in Lebanon. Requirements such as the pledge not to work, in addition to the required fee of US\$200 per person per year above 15 years of age, represent further obstacles for those seeking renewal or regularization of residency. Since 2013, PRS have been facing fairly similar requirements including, with limited exceptions, to pay US\$200 per person per year to obtain residency permits that they will need to renew every three months. On an exceptional basis, in September 2014 and in November 2015, PRS were exempted from the payment of US\$200.

Based on a total of 75,000 household visits of displaced Syrians that have been conducted on a monthly basis since January 2015, 61 percent of those visited in July 2015 reported

no valid residency, as compared to 9 percent of households visited in January<sup>1</sup>. Recent surveys indicate the main obstacles faced are high costs, finding a Lebanese sponsor (required in many instances, even for those registered with UNHCR), demonstrating financial means, challenges in obtaining the required documents from landlords and mukhtars, as well as signing the pledge not to work. For PRS, procedures to renew or extend residency permits have not been communicated publicly by the Lebanese authorities since January 2015 and processes remain inconsistent. As of August 2014, only 44 percent of PRS had valid residency documents<sup>2</sup>. Moreover, the number of PRS without valid residency has risen steadily since August 2014, with a study from March 2015 indicating that 86 percent of PRS respondents had expired residency documents<sup>3</sup>.

As a result of these measures, persons displaced from Syria report a growing sense of insecurity and unease.

Approximately 90 percent believe the lack of legal residency impacts their safety<sup>4</sup> and are at heightened risk of arrest and detention, including deportation orders that, to date, are not being enforced<sup>5</sup>. Some displaced Syrians report challenges related to fear of exploitation associated with sponsorship, and increased risks of sexual exploitation and abuse for women. Obstacles to freedom of movement due to municipal curfews, checkpoints and fear of arrest for lack of legal residency impact their overall sense of safety. In addition, dwindling assistance and limited opportunities for self-support, along with distance and cost, affects their access to basic services like education and health, thereby increasing distress on caregivers and children<sup>6</sup>. According to a recent study, 67 percent of displaced Syrians without a valid legal residency did not feel free to go outside of the area they were living, mainly due to checkpoints<sup>7</sup>. Among the coping mechanisms employed are increased responsibilities for women and children, as they are less likely to be stopped at checkpoints, but they are exposed to increased risks of exploitation and harassment.

Displaced Syrians also face barriers to obtaining civil status documentation, most notably birth registration due to issues related to valid residency which may create heightened risks of statelessness and restrict access to essential basic services. According to UNHCR statistics, over 60,000 Syrian children have been born in Lebanon to refugees registered with UNHCR since the beginning of the crisis, but nearly 70

(1) Data Analysis of Household Visits conducted by the Basic Assistance sector from January - July 2015.

(2) UNRWA and AUB, Socioeconomic Report on the Living Conditions of Palestine Refugees in Lebanon (Preliminary Findings), 2015.

(3) Tatweer, Needs Assessment of Palestinian Refugees from Syria Survey Results, March 2014.

(4) USJ, Study on the Perceptions of Syrian refugees in Lebanon, 2015.

(5) Amnesty International, Pushed to the Edge: Syrian Refugees Face Increased Restrictions in Lebanon, 2015. Available from [https://www.amnesty.nl/sites/default/files/public/pushed\\_to\\_the\\_edge\\_syrian\\_refugees\\_face\\_increased\\_restrictions\\_in\\_lebanon.pdf](https://www.amnesty.nl/sites/default/files/public/pushed_to_the_edge_syrian_refugees_face_increased_restrictions_in_lebanon.pdf)

(6) USJ, Survey on Perceptions of Syrian Refugees in Lebanon, 2015, Available from <http://www.isp.usj.edu.lb/pdf/Powerpoint%20En%20Final.pdf>

(7) NRC and IRC study on legal status of refugees from Syria: Challenges and Consequences of Maintaining Legal Stay in Beirut and Mount Lebanon, June 2015.

percent of them do not have a registered birth certificate with the competent Lebanese authorities. In addition, the lack of civil documentation certifying marriage, divorce and death, can have implications regarding legal guardianship over children and inheritance rights, including upon return to Syria. Marriage registration is scarce, also due to fees that are often unaffordable. Limited legal protection is available for women and girls in such cases, since without official documentation of the marriage, legal action such as annulment of the marriage, divorce or custody of children becomes impossible.

Many children who entered Lebanon before reaching 15 years of age and therefore do not possess Syrian national IDs, are now above 15 but unable to obtain civil status documentation, which is also required for legal residency. As of September 2015, the sector has provided legal counselling, assistance and representation to 24,188 persons on a wide range of issues ranging from legal residency to civil status documentation.

The combination of lack of legal residency, reductions in assistance, limited self-support opportunities, and depletion of resources including savings and assets, is increasing the vulnerability of persons displaced from Syria. Results from the 2015 Vulnerability Assessment of Syrian Refugees (VASyR) in Lebanon indicate a worrying increase in households applying severe negative coping strategies, rising from 28 percent in 2014 to 67 percent in 2015. This includes reports of increased begging, protracted debt, withdrawing children from school, engagement of children in worst forms of child labour, and child marriage.

Finally, participatory assessments, monitoring visits and focus groups discussions conducted with displaced Syrians indicate a rise in psychological distress, frustration and anger, as well as isolation within their communities.

Similarly, results from the PRS Vulnerability Assessment conducted by UNRWA indicate that 91 percent of the PRS families lacked food or the money to buy food. Out of these, 10 percent reported at least one member of the family spending days without eating, 39 percent reported reducing non-food expenditures such as health or education, and 5 to 8 percent reported withdrawing children from school and enlisting them in income-generating activities as negative coping strategies. For example, 80 percent of PRS families said they had exhausted all of their savings and 90 percent said they were forced to sell assets in order to survive<sup>8</sup>.

Palestine Refugees from Lebanon (PRLs) are an already vulnerable category, now facing additional pressure and competition from PRS inside overcrowded camps, especially in terms of increased rental rates, lower wages for even less qualified jobs, and a general strain on camp infrastructure. The traditional social network in camps has been significantly

challenged by the mass influx of refugees, and an increase in internal tensions.

Based on the VASyR findings in 2015, it is estimated that around 30,000 displaced persons from Syria have some sort of physical, sensory or mental impairment. Older persons, persons suffering from trauma, and persons with disabilities<sup>9</sup> are among the most vulnerable population. Needs continue to exceed what service providers can cover for persons with disabilities, including in the provision of rehabilitation services, assistive devices and mental health care<sup>10</sup>.

In order to safeguard Lebanon and all its residents, law enforcement and judicial authorities have had to adapt to a more complex environment where they are required to ensure peace and security for a larger population, including persons displaced from Syria. Authorities and civil society require resources and support to ensure protection-sensitive responses, strengthen access to justice and rule of law, and ensure that displaced populations are not disproportionately affected. With more than 20 percent of the population living in informal settlements and collective shelters, strengthening rental-related tenure security and site management and coordination is also a priority. More than 30,000 residents of informal settlements have been either evicted or threatened with eviction in 2015, compounding the vulnerabilities of those already destitute and with no other shelter alternative.

Lebanese returnees from Syria represent a largely under assisted and less visible group. Their situation is difficult, as most returned with few belongings, are underemployed and often reside in substandard shelters.

In addition, host communities with a high concentration of displaced Syrians face their own set of poverty related challenges, often with ramifications in terms of protection.

### **Sexual and gender-based violence (SGBV)**

Women and children in Lebanon are particularly at risk and disproportionately affected by gender-based violence. Data collected over the past two years using the Gender-Based Violence Information Management System (GBVIMS), and through assessments, focus group discussions, and monitoring, highlights how displacement increases the risk of SGBV, with 87 percent of incidents reported up to the second quarter of 2015 occurring after arrival in Lebanon. Child mothers, early married<sup>11</sup> girls, unaccompanied girls and adolescents, women and girls with disabilities and single heads of households are most at risk. Since 2014, in almost nine out of ten reported cases, survivors have been women and girls. One in four reported cases of SGBV involve children. The most commonly reported types of violence, both

(8) UNRWA and AUB Profiling the vulnerability of Palestine refugees from Syria living in Lebanon, 2015.

(9) Handicap International, *Intersecting Vulnerabilities among Syrian refugees*, 2015. Available from <https://data.unhcr.org/syrianrefugees/download.php?id=9274>.

(10) Hassan, G, et. al, *Culture, Context and the Mental Health and Psychosocial Wellbeing of Syrians: A Review for Mental Health and Psychosocial Support staff working with Syrians Affected by Armed Conflict*, UNHCR 2015. Available from <http://www.unhcr.org/55f6b90f9.pdf>

(11) For the purpose of this document, the terms child marriage and early marriage are used interchangeably to indicate formal marriage or informal union before age 18.



through the GBVIMS and in reports and assessments, involve physical violence, mainly linked to violence within the family or home, sexual violence (rape and physical assault), as well as forced marriage. Specifically, 24 percent of reported cases involve incidents of sexual violence, of which 8 percent are rape<sup>12</sup>. Consultations with displaced Syrians suggest that the deteriorating financial circumstances, negative coping mechanisms and change in gender roles within families are contributing to interpersonal tension, leading to increased risks of domestic violence. According to the 2015 GBVIMS trends, 68 percent of reported incidents are committed by family members, and 73 percent took place inside the survivor or perpetrator's household. Overcrowding and lack of privacy in shared accommodation, such as in collective shelters and tented settlements, also places persons at increased risk of SGBV.

In 2015, the sector supported 54 facilities across Lebanon, including 36 Social Development Centres (SDC) run by the Ministry of Social Affairs (MoSA), to provide SGBV survivors and persons at risk with psychosocial, medical and legal services. Since 2014, an average of 100 individuals (70 percent of which are displaced Syrians) access such SGBV services per day.

Although early marriage is reported as cultural practice within some communities prior to displacement, focus group discussions with adolescent girls and caregivers highlight that the age of the girls being forced to marry is decreasing, and that marriage is used by some families to protect girls or to alleviate financial burden. Early marriage in Lebanon is allowed by religious law, which in some instances legalize girl's marriage as young as nine years old. Once married, parents tend to limit support to their daughters, leaving them in the hands of her in-laws, a family in which she has no official status if the marriage is not registered. According to a recent survey on early marriage in Lebanon, approximately 23 percent of married Syrian women registered with UNHCR as refugees and 10 percent of interviewed Lebanese married before the age of 18. The survey also found that the earlier girls married, the greater the age difference with their husband, with up to 15 years difference between the bride and groom.

Reported incidents of exploitation have also been increasing throughout 2015. Further analysis suggests that there might be a correlation between the deteriorating socioeconomic conditions, lack of access to legal stay and reduced assistance, and a gradually increasing risk of exploitation for women and girls.

(12) The data and analysis presented refers to reported cases as well as protection concerns reported during focus group discussions and activities with communities. It does not necessarily represent a comprehensive overview of the incidence of SGBV in Lebanon, nor of violence experienced by displaced Syrians.

The statistical trends are based on data provided by five SGBV service providers that use the GBVIMS, which captures information on incidents reported in the course of seeking services and allows to safely collect, store and analyse data related to SGBV. Since only information on reported incidents is recorded, and shared with the informed consent of survivors, it does not represent the total number of cases reported in Lebanon, but provides relevant trends for further analysis.

However, the fear and shame experienced by survivors result in high levels of underreporting. Social stigma is high, and survivors fear that reporting will lead to retaliation and further violence either from the perpetrator or from the survivor's own family. Underreporting is also a result of limited availability of, and access to quality services. Therefore, survivors do not take the risks of seeking for help if no adequate support is made available, and if they do not have safe and confidential access to these services.

As with Syrians and Palestinians, Lebanese women and girls experience violence. While the services and activities target both Lebanese and Syrians, it remains difficult for vulnerable Lebanese survivors to access the same services as displaced Syrians because of social stigma and tensions, as well as the costs involved. Limited institutional capacities to address SGBV in Lebanon prior to the Syria crisis and the weak application of the legal framework also hinder access of Lebanese women and girls to services.

### Child protection

The protection environment for children continues to deteriorate as the crisis continues. For example, while the full extent of the situation of children engaged in the worst forms of child labour is unknown, based on reports and other data received from partners, children are increasingly living and working on the streets in urban areas, engaged in the agriculture sector in rural locations, and exposed to physical, emotional and sexual exploitation. In an urban study conducted with 1,510 children across 18 districts in Lebanon, 700 street-based children were identified and interviewed. The study found that street-based children were predominantly Syrian, two-thirds of them boys, and the majority between 10 and 14 years old. Children who engage in dangerous and hazardous work have reported both verbal and physical abuse from their employers, and those working at night risk their safety when returning home late. Children are and continue to be victims of armed violence resulting from the impact of the Syria conflict on Lebanon, including unexploded ordnance, cross-border shelling and other conflict-related forms of violence.

Adolescents are at a high risk of exposure to extreme forms of violence resulting in physical, psychological and emotional forms of harm. There is therefore a strong need to focus on preventing and responding to their protection needs, as well as improving their access to learning opportunities including life skills. Engaging them in this process is critical to ensuring their participation in the decisions affecting their lives.

The results of the 2014 youth situation analysis demonstrated that young people, including adolescents, are also highly affected by the impact of the crisis and at protection risk. Children and adolescents are increasingly exposed to violence in the home, community and schools. These children are showing increasing signs of distress which have an impact on their emotional wellbeing and development.

Domestic violence against children is increasing significantly. In response, there is an increased need to provide services specifically targeting adolescents, including those who are at risk of being engaged in the worst forms of child labour.

Families have experienced multiple displacements causing children to lose their sense of routine and stability, as well as the protective social networks that provide them a sense of safety and security. The need for families to send children to work is also contributing to secondary separations of children as they commute long distances to urban areas in order to work. Limited data is available depicting vulnerabilities surrounding Lebanese children (including adolescents); however, reports show that distress among the host community population has deteriorated. All these changes have created new challenges to the operating context for child protection actors, making children harder to reach, more vulnerable to specific, acute risks, and weakening the overall protective environment.

As of September 2015, 198,953 children and 88,187 caregivers have been provided with quality information and 87,875 children and 26,233 caregivers have accessed structured psychosocial support, however many more children and caregivers are in need of such services. Additionally, in partnership with the Government, civil society, United Nations and the University of Saint Joseph, 200 social workers were trained on the national procedures for child protection case management, in addition to other staff trained on safe identification and referral pathways and coached on child protection with a view to strengthening the child protection workforce in Lebanon to respond to these increasing needs.

Additionally, through MoSA's National Plan to Safeguard Women and Children in Lebanon implemented with partners in 57 SDCs and communities throughout the most vulnerable communities, MoSA has established an expanded network of child protection, SGBV and other services, significantly increasing access to essential and much needed protection services for the most vulnerable children, caregivers and families in Lebanon. This plan has also helped strengthen the coordination and delivery of these protection services ensuring greater effectiveness and efficiency in the response. Additionally, the capacity of the child protection workforce has been increased and strengthened through the recruitment of much-needed additional staff, as well as dedicated training, coaching and mentoring programmes which are being rolled out nationally.

## 2. Overall sector strategy

The overall protection strategy in Lebanon is aimed at obtaining full respect for the rights of the individual in accordance with national and international law, regardless of their age, gender, social ethnic, national, religious or other background. Using a rights-based approach, this strategy is aimed at ensuring that a) persons displaced

from Syria have their basic rights respected, including access to justice, documentation and legal remedies; b) communities are empowered to address their challenges through strengthened informal and voluntary community based arrangements; c) access to protection and services is ensured, the most vulnerable women, girls, boys and men are identified, and potential for resettlement realized; d) risks and consequences of SGBV are reduced and access to quality services is improved; and e) vulnerable girls and boys are protected from violence, exploitation, abuse and neglect through equitable access to quality child protection services.

### **Strengthening national protection, child protection and SGBV systems and the overall protection environment**

In order to achieve these objectives in coordination with the Government, protection activities will aim to continue strengthening, as per the 2015 strategy, existing national systems to address the needs of all those affected by the crisis, both displaced Syrians and Lebanese, and foster a favourable protection environment where rights are respected and fulfilled, and needs are met. To ensure sustainability, these activities will be aligned with national plans, such as the National Social Development Strategy and MoSA's National Plan to Safeguard Children and Women in Lebanon.

There will be sustained and focused institutional support to line Ministries at central and local levels (e.g. Social Affairs, Interior and Municipalities, Justice, Education and Higher Education, Health, and Population and Labour), governorates and public institutions such as the General Directorate of General Security, Internal Security Forces and Personal Status Department through both material and technical support. Support will include staffing, capacity-building and equipment provision to SDCs to deliver child and adolescent-friendly services and safe spaces for women and children. This includes institutional support to the General Directorate of General Security related to borders and residency, the Ministry of Interior related to civil documentation and prevention of statelessness, and the Ministry of Justice, Internal Security Forces, municipal police and bar associations on a range of law enforcement and judicial activities.

Institutions will be strengthened through continued investment in capacity-building, development of standard tools and training packages, on the job support to social workers, legal service providers and law enforcement officials, as well as to healthcare workers and teachers to ensure they have the appropriate knowledge and skills required to care for child and adult survivors in a safe and non-discriminatory manner, according to quality standards. This will be complemented by the roll-out and contextualization of the Child Protection Minimum Standards for Humanitarian Action. Frontline responders and communities will be capacitated to identify and refer survivors to appropriate

services without exposing them to further harm or stigma.

Research will be conducted to ensure programmes and advocacy is evidence-based. This will include systematic monitoring mechanisms of child rights violations. Implementation, focus and prioritization of geographical areas for SGBV programmes will be supported by data analysis using the GBVIMS. Evidence generation in child protection will be through the development and roll-out of a Child Protection Information Management System (CPIMS) to develop a systematic monitoring mechanism on child rights violations to document, track and analyse trends around child victims identified and provided with case management services, and to collect information indicating levels and patterns of violence, abuse, exploitation and neglect against children.

### **Community-based protection**

The 2016 strategy has recognized the importance of the community in protection, further highlighting the focus on empowering communities to identify, refer and respond to protection concerns they face, as well as on effectively addressing vulnerabilities related to child protection and SGBV. This approach contributes to reinforcing social stability amongst all communities and enhancing a protective environment for all persons affected by the Syria crisis.

Awareness-raising and information sessions for community members on available services, child protection and SGBV concerns will be carried out by outreach volunteers, community focal points and community based networks. This is key to ensuring that critical information reaches all persons, displaced and Lebanese alike, considering that displaced Syrians are scattered across more than 1,700 localities. This dissemination of information will be carried out through various channels, such as information sessions and written/audio-video tools. Community centres and SDCs will continue to function as spaces where displaced persons and host communities can come together to participate in learning activities, acquire new skills, discuss and solve community issues, and rebuild their social and community networks while overcoming isolation, fear and distress through psychosocial and recreational activities, protection services and individual counselling support sessions.

Support for capacity-building and empowerment of community members to identify and respond to protection concerns, will be carried out through engagement with displaced Syrians and host communities, as well as community leaders, service providers, youth, gatekeepers (landlords and other influential persons in the community) and religious leaders, and community-based and non-governmental organizations. Through this support, vulnerable Lebanese and the displaced from Syria will be empowered to take action within their own communities to provide analysis and insight into protection priorities, risks and trends, and to develop community-based solutions to address risks such as

child labour and early marriage. They will also be capacitated to identify and refer individuals in need of urgent support, carry out psychosocial activities for women and children and implement community-based projects through community-led action plans. Ultimately it will enable a more sustainable and effective approach to addressing and contributing to changing behaviour on key protection concerns, as well as support social stability.

As part of community-based initiatives to reduce vulnerabilities to SGBV and to improve the safety of women and children, the sector will expand tailored activities to engage men and boys in promoting positive changes to traditional behaviours leading to SGBV and gender inequality. Structured curricula will encompass alternative non-violent ways to deal with frustration and anger, the use of non-confrontational communication and conflict-resolution techniques, gender norms, positive parenting, and the harmful practice of child marriage and child labour. Children and adolescents' capacity and awareness will also be enhanced to equip them to negotiate risks and know where to go for help if they experience a problem. Community-based activities for children will be implemented through structured psychosocial support activities that include culturally relevant activities such as storytelling, games, crafts and sports, aiming to improve children's wellbeing and give them a sense of routine and support to reduce vulnerabilities and enhance resilience.

Collective site management and coordination will continue to ensure a response that meets minimum standards within collective sites, through community mobilization for the management of services to residents in the sites. This will be done through the establishment and support of informal community groups, and training and coaching on protection principles, code of conduct, mediation, leadership, participatory approaches, service mapping, fire safety, first aid and other training needs expressed by the community members.

### **Ensuring protection and assistance to the most vulnerable**

Utilizing a rights-based protection framework, sector activities will focus on preventing and responding to immediate protection needs and violations concerning affected populations through direct assistance, support and intervention. Integral to this strategy is identifying and assisting the most vulnerable women, girls, boys and men.

Verification and renewal activities for displaced Syrians will ensure individual protection vulnerabilities and needs are captured, and targeted assistance is provided on an individual basis for persons with specific needs and at high risk, or victims of violence, exploitation and abuse. This includes individual counselling, psychosocial support, referral to health and legal support services, and provision of shelter and basic assistance to the most vulnerable

cases. Physical, psychosocial and educational rehabilitation services to persons with physical, intellectual, and sensory (hearing and visual) impairment will be provided.

Identification of possible cases for resettlement will also continue. This will be a crucial activity considering that in 2015, an increasing number of Syrians have been observed to be moving to join the Eastern Mediterranean route to Europe, often irregularly and under life-endangering conditions.

Protection interventions around access to justice, civil status documentation, legal stay and remedies will continue for all displaced individuals, including those with extreme vulnerabilities and requiring support for entry to Lebanon as humanitarian exceptions. Individual legal counselling will aim in particular at obtaining civil documentation (such as birth and marriage registration), and renewal and regularization of legal stay, as well as at enhancing the rental-related tenure security of displaced Syrians. Legal interventions also include information sessions to raise awareness on legal issues, as well as individualized support through representation in court, in front of administrative bodies and through informal dispute-resolution mechanisms. Assistance is also provided to persons in need in detention facilities.

Risks and consequences of SGBV will be reduced and access to quality services improved through dedicated quality services for women and girls, and in particular for SGBV survivors, delivered by national and international actors in safe spaces (SDCs, community centres, local NGO centres, emergency safe houses, health care facilities, collective sites and other privately owned facilities). In order to ensure quality of services, a full package of holistic care services is offered to survivors and individuals at risk through mobile services and centre-based activities, allowing them to receive age-appropriate counselling and support, as well as to socialize, engage with each other, exchange information and rebuild their social networks. These services include: safe and multisectoral SGBV response services such as individual counselling, referrals or direct provision of health care, psychosocial and mental health services, legal services, basic assistance and shelter support; information on issues relating to available services (health and other services), sexual and reproductive health, positive coping strategies and women's rights; skills-development and recreational activities; and emotional support groups.

Feedback from partners has revealed that while the complexity of cases has increased (e.g. cases of domestic violence against women and children, suicide survivors), availability of specialized professionals across the country remains limited. Physical safety and legal services are a key priority for survivors whose lives are at risk and need to be granted immediate protection. To respond to these immediate risks, the sector will continue to support hotlines and safe shelters for survivors at immediate risk of harm, as well as increased availability of lawyers and judges

specialized in Personal Status Law and the recently adopted Law to Protect Women and all Members of the Family from Family Violence.

Addressing child protection violations through increased response capacity of government and civil society actors will be done through continued focus on life-saving case management services; provision and referrals to specialized services; and establishing more focused psychosocial services that target children/adolescents at risk, i.e., children living and working on the streets, children at risk, or victims of child labour. Case management services will be conducted by trained social workers/case managers, who will assess various risks and vulnerabilities in order to determine the provision of specialized services to be provided to child victims of abuse, violence and exploitation (including child labour). Specialized services entail multisectoral responses including family-based care, judicial protection, emergency shelter and interim care, one-off cash assistance, mental health services, services for children with disabilities, and vocational training and livelihoods for adolescents. Psychosocial support curricula are tailored to address specific risks and targeted specifically to be flexible to reach this extremely vulnerable group (including in matter of timing and location). Additionally, the increasing complexity of high-risk child protection cases calls for the need to further consolidate service delivery at the sub-national level through SDCs managed by MoSA and community centres, coupled with mobile outreach services, to be able to respond to complex child protection issues in a multidisciplinary manner.

The protection sector recognizes that adolescents are a highly at-risk age group across the different population cohorts, and require specific attention to meet their needs, aspirations and potential. Child marriage and the worst forms of child labour are two priorities identified for this group. Furthermore, adolescents are considered untapped resources that can be empowered as agents of change in the community, and a potential catalyst in promoting stability among different communities. Increased attention will focus on this age group to ensure they have access to adequate services that respond to their vulnerabilities and reduce protection risks such as child labour, early marriage, abuse and exploitation.

Adolescent girls remain particularly vulnerable, as they are out of school and often exposed to child marriage and exploitation. Additionally, access to adolescent girls and in particular those who have been married early is challenging for partners. Experience in 2015 has shown that it is essential to work simultaneously with caregivers and adolescents to ensure programmes are adapted to account for their sex- and age-specific vulnerabilities such as early marriage, through tailored curricula.



### 3. Sector outcomes, outputs and indicators

In 2016, the Protection sector will aim to achieve the following outcomes:

#### **Outcome 1 - Displaced Syrians have their basic rights respected, including access to justice, documentation (civil and legal stay) and legal remedies.**

This outcome encompasses outputs and activities aimed at improving the overall protection environment and addressing issues related to access to justice, civil and legal stay documentation and legal remedies. Identification of individuals that fit the humanitarian exceptions criteria will continue alongside protection interviews for displaced Syrians. Access to justice, civil status documentation, legal stay and legal remedies will be provided through information sessions, individual legal counselling, assistance and representation in court, administrative bodies, and informal dispute-resolution mechanisms in accordance with Lebanese laws and regulations. Some 250,000 persons displaced from Syria (including PRS) will be reached through these activities. The protection environment and the strengthening of national systems will be supported through institutional support projects, capacity-building, community monitoring visits to assess protection concerns (including in collective sites), and research and advocacy targeting some 75,000 individuals and 200 institutions.

#### **Outcome 2 - Communities are empowered to address challenges and protection concerns, and collective site management and coordination is encouraged.**

This outcome recognizes the importance of the community in a protection strategy. Through this outcome, 320,000 displaced Syrians and vulnerable Lebanese will be engaged in awareness-raising sessions on, among other things, available services in their community. A variety of activities will be conducted in communities and SDCs, providing life skills and other activities for community residents, including people with disabilities, older persons and/or their caregivers. Community-based protection initiatives will be supported, as well as training of individuals, the development of community-based responses, and collective site management and coordination activities.

#### **Outcome 3 - Access to protection and services is ensured, the most vulnerable women, girls, boys and men are identified, and potential for resettlement realized.**

Verification and renewal activities for displaced Syrians will ensure individual protection vulnerabilities and needs

are captured, and targeted assistance is provided on an individual basis. 50,000 persons with specific needs, including persons with disabilities and the elderly, will benefit from the provision of services, such as individual counselling, psychosocial support, referral to legal support services, shelter or basic assistance, and one-off cash assistance. Based on projections for the year, an estimated 10,200 displaced Syrians in Lebanon will be submitted for resettlement to third countries.

#### **Outcome 4 - Risks and consequences of SGBV are reduced, and access to quality services is improved.**

120,000 displaced Syrians and vulnerable Lebanese at risk of SGBV will benefit from safe and multisectoral SGBV response services such as: individual counselling; referrals or direct provision of health, psychosocial and mental health, legal services, and shelter support; information on available services (health and services), sexual and reproductive health, positive coping strategies, hygiene promotion and women's rights; skills-development and recreational activities; and emotional support groups. 250,000 community members will be actively engaged in addressing SGBV through awareness-raising and community-based initiatives. Support to local organizations and SDCs will be provided along with capacity building for 4,000 service providers and frontline workers in order to enhance national systems.

#### **Outcome 5 - Vulnerable girls and boys are protected from violence, exploitation, abuse and neglect through equitable access to quality child protection services.**

186,000 children and 215,470 caregivers will benefit from community-based and psychosocial support programmes. Some 27,682 children (displaced Syrians and vulnerable Lebanese), including children living and working on the streets, children at risk or victims of child labour, will benefit from focused psychosocial support services including life skills training. 8,300 of these children will receive life-saving case management services, including provision and referrals to specialized and psychosocial support services.

### 4. Identification of sector needs and targets at the individual, institutional and geographical levels

Services and activities supported by protection partners and institutions will benefit vulnerable Lebanese, as well as displaced Syrians. Direct protection interventions will focus on vulnerabilities and primarily target: persons with immediate legal or physical protection needs, including persons at immediate risk of arbitrary detention or persons facing a threat to life, safety or other fundamental human



rights, including those at risk because of gender; women and children at risk; and persons with disabilities and older persons at risk. While protection needs at the individual level cannot be predicted, protection partners have established systems to identify and respond to protection concerns at individual and community levels. Through awareness-raising sessions, monitoring visits, reception facilities and hotlines, as well as outreach activities, individuals in need have access to information about where to get help or, should they wish, they can be directly referred to support services as needed.

Three types of institutions will be targeted for institutional support and capacity-building, namely:

- Government institutions that manage the border or civil (e.g. birth, marriage, death) and legal stay documentation, such as General Security Office, Internal Security Forces, Lebanese Armed Forces and the Personal Status Department as relevant;
- Local civil society actors; and,
- Social Development Centres.

The sector will work closely with the Ministries of Social Affairs, Interior and Municipalities, Justice, Education and Higher Education, Public Health and Labour. 57 SDCs will be selected in close collaboration with MoSA within the 251 most vulnerable cadastres. Resources will be allocated to ensure adequate coverage of host communities, mostly through support to MoSA SDCs. The 60 health facilities that will be supported through capacity-building and training on Clinical Management of Rape will be selected in close collaboration with the Ministry of Public Health and the Clinical Management of Rape working group.

The situation of Lebanese returnees from Syria is difficult as most returned with few belongings, are underemployed and often reside in substandard shelters. In a recent survey, 40 percent of returnees said they intend to eventually move back to Syria. Accordingly, recording, profiling and providing adequate assistance to Lebanese returnees will remain a priority.

### Total sector needs and targets:

Category	Total population in Need: 3,062, 000	Target		
		Total	Male	Female
Displaced Syrians	1,500,000	1,500,000	721,500	778,500
Palestine Refugees from Syria	42,000	42,000	20,580	21,420
Palestine Refugees in Lebanon	200,000	20,000	10,200	9,800
Vulnerable Lebanese	1,500,000	300,000	100,000	200,000
<b>Total</b>	<b>3,062,000</b>	<b>1,862,000</b>	<b>852,280</b>	<b>1,009,720</b>

### Communities

Cadastres	251 vulnerable cadastres
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### Institutions

Municipality	150
Hospitals	60
Social Development Centres	57
Central Ministries	5

## 5. Mainstreaming of conflict sensitivity, gender, youth, people with special needs (PWSN)

### Conflict Sensitivity:

Protection partners will ensure conflict sensitivity mainstreaming in their programmes to mitigate risks of tension and increase respect for cultural diversity and non-violent communication. Partners will also invest in conflict sensitivity trainings for frontline workers and other relevant interlocutors that will build both understanding and the capacity to run conflict-sensitive project cycles, and implement programs that take into account both positive and negative impacts of interventions, and include risk analysis and participatory approaches.

### Gender, Youth, People with Specific Needs (PWSN):

**Gender:** Programming will continue to be gender-sensitive to address and meet the needs of different groups equally, i.e. women and girls, men and boys. Gender analysis and separate consultations with all the groups will be part of the methodology used to conduct assessments, monitoring visits and consultations with communities. Sex- and age-disaggregated data will be collected for protection, child protection and SGBV prevention and response activities. Training on basic protection principles, safe identification and referral of individuals at risk will be conducted for frontline workers of health, shelter and food security sectors.

**Youth:** Through consultations, protection activities and programmes will be adapted to ensure that the distinctive needs, concerns and expectations of youth are taken into account, and their active participation in community-based solutions to protection needs is promoted.

Child protection and SGBV programmes will include specific curricula for adolescents up to 17 years old to strengthen their protection from risks of child marriage and child labour, engagement in risky behaviours, and other protection concerns. These will include life skills education (conflict resolution, communication skills, stress and anger management), sports for development, education on human and child rights, and technical skills (use of computers, language classes, literacy). Accessibility will be monitored through age-disaggregated indicators.

**Persons with disabilities:** The sector will continue to ensure inclusivity and non-discrimination of programmes and ensure all barriers – physical and those linked to capacities of service providers – are removed through capacity-building and necessary adjustments to programmes. Persons with disabilities will be consulted and their contribution reflected in programme design, implementation and monitoring. Social workers and other specialized service providers will be capacitated to ensure attitudinal and communication

barriers are addressed, and already existing specialized structures are identified and included in referral pathways. The sector will monitor accessibility to services for persons with disabilities in community-based activities through the inclusion of dedicated indicators in the results framework.

## 6. Inter-sector linkages

**•Shelter** – Shelter assistance will continue to prioritize beneficiaries guided by protection criteria, and include referrals by protection partners of cases with protection concerns, including cases affected by evictions and PWSNs. Protection partners will advise on lease agreements that pay due consideration to housing, land and property rights, and rent-related security of tenure issues. The protection sector will provide protection-mainstreaming guidance, and collaborate on developing shelter guidelines that take into account the needs of PWSNs. Area profiling exercises and safety audits will take into consideration child- and women-friendly communal safe spaces including recreational spaces.

**•Health** and Protection sectors will continue to work closely to support health facilities in providing appropriate medical treatment to persons with specific needs, and to strengthen the capacity of frontline health workers in health facilities to safely identify and refer survivors of violence to adequate care and protection. Medical personnel will be trained on the clinical management of rape, and all medical and non-medical personnel will be trained to ensure the confidentiality, safety and respect of survivors receiving treatment, as well as safe identification and referrals.

**•Basic Assistance** and Protection sectors will continue to work closely to ensure protection-related trends, analysis and information captured through regular household profiling exercises are shared with the relevant protection sub-sectors in a systematic and timely manner. This will support better programming and response by the sectors and allow for joint assistance in referrals where appropriate. In particular, concerted collaboration efforts will be made between the SGBV/child protection sub-sector and Basic Assistance to gather information and engage in efforts that will reduce the increasing negative trend of families withdrawing their children (boys and girls), from school due to economic reasons.

**•Social Stability** – The Protection and Social Stability sectors have established strong links to enhance the complementarity of community interventions through a regular presence in the sectors. The work of protection partners with the displaced provide good entry points for social stability partners to facilitate cross-community contacts, and vice versa for host populations as well. The two sectors will further strengthen coordination to ensure collaboration and timely exchange of relevant research analysis and information of mutual concern to maximize complementarity of their programmes, particularly in areas

necessitating the diffusion of tension. In this regard, both sectors will focus on adolescents, who will be empowered as agents of change in the sector activities.

**•Education** – Given the importance of preventing children from dropping out from school, Child Protection will collaborate closely with the Education sector on several initiatives to address the issue. This will include: deploying a child protection expert within the Ministry of Education and Higher Education; strengthening the overall capacity in detecting and referring children at risk or victims of violence, abuse and exploitation; provision of psychosocial support; conducting joint information initiatives, including identifying and addressing barriers such as child marriages that prevent adolescent girls from accessing formal and non-formal education; and referring children/adolescents participating in community-based structured psycho-social support to education actors for formal and non-formal learning opportunities.

**•Livelihoods and Food Security** – Protection partners will assist in identifying persons with specific needs, including women, adolescents and youth participating in psychosocial support activities, to be referred to these sectors for support.

In particular, given the magnitude of child labour in Lebanon, Child Protection, Livelihoods and Food Security will work together on rapid assessments on child labour in the agriculture sector, invest in capacity-building and training of trainers in child labour in the agriculture sector, and provide specific training on safe identification and referral pathways to service providers and line ministries.

**•Energy and Water** – Protection-specific concerns related to water and sanitation facilities captured through protection safety audits and assessments will be referred to the Energy and Water sector to ensure gender- and child-sensitive water and sanitation facilities are included in programming. Water, sanitation and hygiene promotion messages will be mainstreamed for women, youth and community based groups supported by the sector. Given the strengthening of community-based services by the Protection sector, further coordination through collective site management arrangements at the field level will help in the coordination between the various operational committees at the field level.



## PARTNERS PER OUTPUT:

### Protection Sector Partners:

**Protection:** MoSA, UNHCR, MAG, GVC, IR Lebanon, WRF, DRC, IRC, UN-Habitat, UNICEF, WVI, CLMC, OXFAM, CONCERN, NPA, IOM, PU-AMI, International Alert, MAP-UK, UNRWA, RET, Solidarités, ACTED, HI, NRC, MSD

**Child Protection:** MoSA, UNHCR, IR Lebanon, AVSI, Himaya, DRC, IDRAAC, IRC, FAO, UNICEF, AMEL, WVI, CLMC, HWA, SCI, MAP-UK, UNRWA, TdH - It, ACTED, ANERA, TdH - L

**SGBV:** MoSA, UNFPA, UNHCR, IR Lebanon, AVSI, ABAAD, DRC, IRC, UNICEF, WVI, CLMC, CARE, OXFAM, CONCERN, NPA, MAP-UK, IMC, UNRWA, RET, Mercy Corps, HI

OUTCOME/OUTPUT	PARTNERS
<b>OUTCOME 1:</b> Persons displaced from Syria have their basic rights respected and enjoy access to justice and legal stay	
Output-1.1: Access to territory	PU-AMI, UNHCR, UNRWA
Output-1.2: Access to justice, documentation and legal remedies	ACTED, CLMC, DRC, GVC, HI, IRC, NRC, OXFAM, PU-AMI, UNHCR, UNRWA, WVI
Output-1.3: Favorable protection environment (attitudes, administrative institutions and practices strengthened)	ACTED, CONCERN, DRC, GVC, HI, International Alert, IOM, IRC, MAG, NRC, OXFAM, PU-AMI, Solidarités, UNHCR, UNRWA, WVI
<b>OUTCOME 2:</b> Communities are empowered to contribute to their own protection solutions and community self-management encouraged	
Output-2.1: Community based protection and empowerment	ACTED, CLMC, CONCERN, DRC, GVC, HI, IOM, IR Lebanon, IRC, MAG, MSD, NPA, NRC, OXFAM, PU-AMI, RET, UN-Habitat, UNHCR, UNRWA, WVI
Output-2.2: Collective sites management and coordination	ACTED, CONCERN, DRC, GVC, IRC, NRC, PU-AMI, Solidarités, UNHCR, WVI
<b>OUTCOME 3:</b> Access to protection and services is ensured, the most vulnerable women, girls, boys and men are identified, and durable solutions realized.	
Output-3.1: Access to services for PWSN	ACTED, CLMC, CONCERN, DRC, HI, IOM, IRC, MAP-UK, MSD, NPA, OXFAM, PU-AMI, UNHCR, UNRWA, WRF
Output-3.2: Identification of protection vulnerabilities	CONCERN, International Alert, IOM, PU-AMI, UNHCR, UNRWA
Output-3.3: Resettlement	UNHCR
Output-3.4: Mine Action	HI, MAG, NPA, UNICEF
<b>OUTCOME 4:</b> Vulnerable girls and boys are protected from violence, exploitation, abuse and neglect through equitable access to quality child protection services	
Output-4.1: Communities are engaged	ACTED, AMEL, ANERA, AVSI, CLMC, DRC, Himaya, HWA, IDRAAC, IR Lebanon, MAP-UK, SCI, TdH - It, TdH - L, UNHCR, UNICEF, UNRWA, WVI
Output-4.2: CP violations are addressed	ACTED, AVSI, CLMC, DRC, FAO, IDRAAC, MAP-UK, SCI, TdH - It, TdH - L, UNHCR, UNICEF, UNRWA, WVI
Output-4.3: National systems are strengthened	ACTED, FAO, IDRAAC, IRC, MAP-UK, SCI, TdH - L, UNHCR, UNICEF, WVI

**OUTCOME 5:** The risks and consequences of SGBV are reduced and access to quality services is improved

Output-1.1: Individuals at risk and survivors have access to quality services	ABAAD, AVSI, CLMC, CONCERN, DRC, HI, IMC, IR Lebanon, IRC, MAP-UK, Mercy Corps, NPA, OXFAM, RET, UNFPA, UNHCR, UNICEF, UNRWA, WVI
Output-1.2: Community's resilience to SGBV is strengthened and vulnerability is reduced (communities are actively engaged to address SGBV)	AVSI, CARE, CLMC, CONCERN, DRC, HI, IMC, IR Lebanon, IRC, MAP-UK, Mercy Corps, NPA, OXFAM, RET, UNFPA, UNHCR, UNICEF, UNRWA, WVI
Output-1.3: National system is strengthened through capacity building and generation of knowledge	AVSI, CARE, CLMC, CONCERN, DRC, HI, IMC, IR Lebanon, IRC, MAP-UK, NPA, OXFAM, RET, UNFPA, UNHCR, UNICEF, UNRWA, WVI







## LIVELIHOODS

**Lead Ministry/Co-Lead:** Ministry of Social Affairs (MoSA)/ Ministry of Economy and Trade (MoET)

**Coordinating Agencies:** UNDP

**Contact information:** Sabine Farah [farah.j.sabine@gmail.com](mailto:farah.j.sabine@gmail.com); Rafif Berro [rberro@economy.gov.lb](mailto:rberro@economy.gov.lb); Bastien Revel [bastien.revel@undp.org](mailto:bastien.revel@undp.org)

### PEOPLE IN NEED



555,369

### PEOPLE TARGETED



134,607

### REQUIREMENTS (US\$)



143.3 million

### # OF PARTNERS



30

### GENDER MARKER

2a



## SECTOR OUTCOMES

### OUTCOME:

Vulnerable groups, especially youth and women, access to income and employment is improved\*.

\* The livelihoods strategy will be complying with the Lebanese laws and regulations



\$143.3 m

### INDICATORS

# of new jobs created in the MSME sector (targeted enterprises)

# of Value Chains valorized and/or being upgraded

# of targeted villages benefiting from improved infrastructure and environmental assets

# of targeted vulnerable persons employed through public infrastructure and environmental assets improvement

% of targeted job seekers who are placed into jobs (after support by employment service centers/or skills training)



## PRIORITY INTERVENTIONS

- 1: Provide (start-up) grants (cash/in-kind) coupled with incubation services/training/retraining for Micro, Small and Medium Enterprises.
- 2: Implement integrated Value Chain programmes.
- 3: Rehabilitate of public infrastructure/ environmental assets through labour intensive modalities.
- 4: Support the activities (including access to market information; career guidance; counseling; job matching; etc) and strengthen the capacity of employment services centers and livelihoods centres.
- 5: Support the Ministry of Labour in improving decent work conditions and countering child labour.
- 6: Support the Ministry of Economy and Trade in the implementation of the new Small and Medium Enterprise strategy.

## 1. Situational analysis and context

Livelihoods in Lebanon have been severely impacted by the demographic and economic shocks brought by the Syrian conflict, notably impacting key growth drivers such as construction and other investment, as well as the tourism and service sectors<sup>i</sup>. The overall volume of exports has been impacted by the deterioration of Lebanon's overland export routes which all cross Syria. Transportation and insurance costs have increased, while alternative options by air or sea remain much more expensive. Costs are reportedly also higher for importing raw materials, resulting in an increase of production costs and thereby adversely affecting the competitiveness of Lebanese firms. Farmers are often unable to export their harvest in a timely manner, in addition to seeing their usual sources of income and labour, as well as markets, negatively impacted by the closure of the border<sup>ii</sup>.

For the most vulnerable population, the crisis has exacerbated an economic situation that was already difficult, characterized by high unemployment and a high level of informality. The more disadvantaged regions of Lebanon, where displaced Syrians have now concentrated, already had lower labour market participation and higher unemployment rates before the crisis. Unemployment pre-crisis was high and often long-term, with unemployment among women twice as high as among men<sup>iii</sup>. The youth unemployment rate (34 percent) was already alarmingly high before the crisis even by regional standards<sup>iv</sup>, resulting in increased rates of migration among young Lebanese. For those who work, a large proportion has been working informally in insecure working conditions<sup>v</sup>. Finally, while poverty in Lebanon was primarily concentrated in small pockets in the suburbs of large towns, poverty in rural areas remained particularly acute<sup>vi</sup>.

All these challenges have been exacerbated by the crisis, with an estimated doubling of the number of unemployed in Lebanon, and a 10 percent increase in the informality rate<sup>vii</sup>. No official updated unemployment figures are available<sup>1</sup>, but assessments confirm that the crisis has significantly raised unemployment in Lebanon<sup>2, viii</sup>.

As a consequence, unemployment tops the needs of vulnerable groups throughout Lebanon, across gender, location and population cohorts. Ninety percent of host community members living in the most vulnerable areas report that unemployment increased in the past six months<sup>ix</sup>, and a majority of host community members reported a decrease in income over the past 24 months. A sign that Lebanese host communities are struggling to cope with the changes in livelihoods is the fact that debt is now prevalent among households, largely due to inflation and the lack of job opportunities<sup>3, x</sup>.

Similarly, for displaced Syrians, access to livelihoods and income has drastically diminished over the past year. This is a result of the cumulative effect of a prolonged presence leading to the depletion of assets and a decrease in humanitarian assistance, as well as of the effect of new regulations on residency renewal. In one year, the proportion of displaced Syrians relying on food assistance<sup>4</sup> as their primary source of income increased by 14 percentage points to reach 54 percent. Seventy percent of displaced Syrians are now below the poverty line, an increase of 20 percentage points in one year, and 50 percent do not have the necessary income to afford the survival minimum expenditure basket. This is particularly dramatic in Bekaa, Akkar and North governorates, where these proportions reach 70 to 80 percent<sup>xi</sup>.

While it is very difficult to get precise data on Syrian employment, the latest extrapolations estimate that the active displaced Syrian labour force in Lebanon is about 240,000 individuals, out of which 80,000 are not working, doubling the number of unemployed in Lebanon. For those who do work, they congregate primarily in services (36 percent) and sectors that have traditionally used Syrian labour, i.e. agriculture (28 percent) and construction (12 percent)<sup>5, xii</sup>. Displaced Syrians rely almost exclusively on temporary and informal work, earning a monthly income of less than US\$300 on average, well below the minimum wage of US\$450 per month (with great regional disparities, and much less for women who often work part time)<sup>xiii</sup>. Half the displaced Syrian youth are unemployed, including 86 percent of young displaced Syrian women<sup>xiv</sup>. This puts the most vulnerable displaced Syrians at risk of engaging in negative coping mechanisms (95 percent have borrowed money, 77 percent have reduced food consumption and 16 percent withdrawn children from schools)<sup>xv</sup>. In addition, livelihoods partners are observing a significantly higher prevalence of child labour, including for young children and in its worst forms, notably because of hazardous conditions.

The situation is even more desperate for Palestine refugees: the unemployment rate among Palestine Refugees from Lebanon reached a historical peak of 23.2 percent in 2015<sup>xvi</sup>. While the rate was comparable to the Lebanese rate of 8 percent both in 2010 and 2012, this significant increase can be attributed to the influx of Syrian and Palestine Refugees from Syria (PRS) workers into the Lebanese labour market. This figure conceals notable gender disparity, where the female rate registers 32.4 percent, while that of males is 20.8 percent. The unemployment rate among PRS reaches a staggering 52.5 percent. The rate increases to 68.1 percent for females compared to 48.5 percent for males. Ninety-five percent of PRS depend on humanitarian assistance for subsistence<sup>xvii</sup>.

(1) The Central Administration for Statistics adopts ILO's strict definition of unemployment in its 2011 issue on the Labour Market in Lebanon: "persons are classified as being unemployed if they were aged between 15 and 64 years; were not working during the reference period (the week before the survey); but were actively seeking and available to take up work."

(2) While initial forecasts estimated that the overall unemployment rate would reach 20 percent by the end of 2014, this needs to be revised since this figure was based on a projection of 1.7 million displaced Syrians in Lebanon in 2014 in the World Bank report Economic and Social Impact of the Syrian Conflict of 2013.

(3) FAO, REACH, and MoA, Food Security and Livelihoods Assessment of Lebanese host

communities, 2015: More than half of interviewed Lebanese households reported having incurred debt in the last 24 months.

(4) This was reduced to 50 percent of the planned amount to US\$13.5 per person per month, and recently went back to US\$21.60.

(5) Syrian nationals in Lebanon are allowed to work in the fields of agriculture, construction, and cleaning, if they obtain a work permit, as per the decree 197 issued by the Ministry of Labour in December 2014.

In addition to placing the most vulnerable individuals at risks, the mass influx of displaced Syrians also has wider consequences on the structure of Lebanese labour market. The general rise in informality and the increasing competition for job opportunities is resulting in a degradation of working conditions, particularly in the North and Bekaa governorates<sup>xviii</sup>.

While there is little evidence that the increase of Syrian informal businesses led to a displacement of Lebanese firms, it has increased competition of Micro, Small and Medium Enterprises (MSMEs - the main job creators in Lebanon) with informal businesses<sup>xix</sup>. This also plays into a wider systemic weakness of limited law enforcement and control of businesses and of the workforce. The additional difficulties and the generally stagnating economy is further hindering the creation of jobs by MSMEs. Recent studies have shown that new and fast-growing Small and Medium Enterprises (SMEs) are particularly important for job creation in Lebanon<sup>xx</sup>, but that employment growth among young firms in Lebanon is below potential when compared to other regions<sup>xxi</sup>. This is why MSMEs will be the main target of the 2016 sector plan, through both targeted support and as part of value chain interventions. Within the 30 challenges identified by the Ministry of Economy and Trade SME strategy, the crisis has particularly exacerbated access to financial services. Skill mismatch between the education system and the requirements of the labour market remains a key obstacle for the generation of jobs in the MSME sector<sup>7</sup>.

Recent assessments notably show that on the supply side, youth are particularly keen on both career guidance and developing the following technical skills to improve their chances to access employment: IT, handicrafts, program management, agriculture, construction, welding, hairdressing, painting and car mechanics<sup>xxii</sup>.

More generally, from a stabilization perspective, job shortages and unemployment are consistently and clearly mentioned in perception surveys as the top source of tension between communities<sup>xxiii</sup>. The current situation is therefore a threat not only to vulnerable individuals falling into poverty and resorting to negative coping mechanisms, but also to stability in general (as one of the main drivers of conflict). This is particularly the case considering the extreme vulnerability and sense of despair among young people, and initial findings pointing to a link between underemployment and radicalization<sup>xxiv</sup>.

While the overall response to the international crisis is having some positive impact on the Lebanese economy

(6) MSMEs represent more than 90 percent of registered firms, employ 50 percent of the working population, but contribute only 27 percent of total revenues, well beyond their potential.

(7) Five challenges are considered cross-cutting across the MSME ecosystem in the Ministry of Economy and Trade SME strategy: (1) the growth barrier, especially for SMEs which are unable to break through the next stages of growth; (2) a lingering old economy delaying the transition to the knowledge economy; (3) a changing business environment; (4) economic uncertainty and cash stressing due to the slowing of business cycles combined with inadequate financing measures; and (5) uncoordinated institutional framework leading to limited concerted efforts.

at the micro level<sup>xxv</sup>, it is not balancing the economic and investment loss generated by the crisis. In this context, the livelihoods sector has been unable to significantly mitigate the situation described above. The sector strategy for 2015 aimed at both expanding and scaling up a range of livelihoods interventions, putting a particular focus on job creation in the most vulnerable areas through support to MSMEs, cooperatives, development of key value chains, and working with national institutions and ministries to set up the necessary framework and conditions for job creation and economic recovery. None of this has happened to scale, primarily due to a lack of funding. Livelihoods was the most underfunded sector, with only 13 percent of the sector appeal secured. In particular, very few longer-term programmes aimed at supporting the capacity of national systems and markets to create jobs or income have started. As a consequence, the sector has only reached 5 percent of its targets, an alarming indicator given the scale of needs. Gaps remain enormous for all priority interventions of the sector, and some of the most vulnerable areas, such as Wadi Khaled, Tripoli and Saïda, have remained largely untouched by partners<sup>xxvi</sup>. Nevertheless, in numerous areas, partners have considerably strengthened their existing programmes over the course of 2015 – skills trainings are better linked to market demands, involvement of vulnerable Lebanese is improving through better links with local institutions, targeting for women and youth has increased with specific programmes, and support to MSMEs, cooperatives, and local economic development actors has started – although on a small scale.

## 2. Overall sector strategy<sup>8</sup>

The livelihoods sector will aim at addressing the needs of vulnerable groups to access income and employment through a comprehensive set of interventions which emphasize capacity development at national, regional and local levels. The sector will work on fostering local economic development in the most vulnerable areas, where poverty and unemployment are concentrated, and where the local capacity and conditions need support to create jobs. The sector will do so by targeting key institutions and ministries, private sector actors and MSMEs and entrepreneurs, and vulnerable individuals.

The sector interventions will support the strategy implementation of key ministries, in particular the Government of Lebanon Stabilization Roadmap, the Ministry of Economy and Trade SME strategy, and the Ministry of Agriculture 2015-19 Strategy, as well as of other relevant line ministries and public institutions, particularly the Ministries of Labour and Industry as well as the Council for Development and Reconstruction. All interventions will be in line with the applicable legal frameworks on labour and employment, and with the Government policy paper on

(8) The livelihoods strategy will be in full compliance with the Lebanese laws and regulations

### Syrian Displacement to Lebanon.

More specifically, the strategy of the livelihoods sector for 2016 is guided by the interministerial consultation process on livelihoods that the Ministry of Social Affairs led throughout 2015. This consultation process proved crucial in reframing the interventions of the sector for 2016. The outcome of this process is leading to a shift of the livelihoods sector strategy towards more focus on local economic development, which should prepare the ground for longer-term interventions and a strategy for the upcoming 2017-2020 plan. This means that the sector shifts away from providing short-term income-generating opportunities to vulnerable individuals towards creating more employment opportunities through local investments in labour-intensive sectors, in compliance with Lebanese laws and regulations.

Interventions in the livelihoods sector will remain rooted in the 'Making Markets Work for the Poor (M4P)' approach, which promotes the sustainability of economic gains and was the underlying basis of most activities of the sector in 2015. Vulnerable groups face several market constraints in their capacity as employees, employers or consumers, including lack of information, skills, or quality products and services. M4P aims to change the way market systems work so they become more effective and sustainable for the vulnerable Lebanese to improve their livelihoods, and ultimately benefit displaced Syrians as well. The M4P approach is founded on enhancing the capacity of local service providers, as well as MSMEs, to increase employment opportunities and inclusive and sustainable economic development. The M4P approach also embeds the humanitarian "Do no harm" principle in limiting interventions that might distort markets, such as interventions providing support and new opportunities to a group of beneficiaries at the expense of another already established one<sup>9</sup>.

The sector will take a more indirect approach to achieving its outcome of facilitating access to income and employment: access to income and employment in vulnerable areas will be fostered through investment in institutions, private sector entities and projects leading to job creation, rather than through direct engagement of beneficiaries in income-generating activities. It is expected that this strategy will benefit all vulnerable groups in the most affected areas. Host communities and vulnerable Lebanese will be the primary target and the entry point of all livelihoods interventions, considering that employment clearly tops the needs of affected Lebanese. However, the sector will also address the needs of displaced populations, in conformity with the legal framework and the decrees of the Ministry of Labour which currently allows Syrian nationals to work in the sectors of agriculture, construction and cleaning. This will be important not only to protect against negative coping mechanisms, but also to prevent the consequences on social stability of the marginalization of a growing number of vulnerable

individuals. This is also in line with the 2014 Berlin Conference Declaration that efforts to support the local economy will ultimately benefit displaced populations<sup>xxvii</sup>.

Livelihoods partners will focus on creating the necessary conditions and environment while supporting existing systems for job creation. This will notably include continuing the current efforts to support Lebanese MSMEs and cooperatives through a combination of business trainings, in-kind and cash grants, and implementation of integrated value chain approaches. The aim will be to create more viable and sustainable production activity, improve technology utilization rates, and strengthen value-adding activities, thereby improving economic opportunities for the targeted beneficiaries. In order for this support to translate into tangible job creation and additional income opportunities for vulnerable households, the livelihoods strategy will focus on priority sectors of agriculture, construction and services. These activities need time to show results and have unfortunately attracted limited funding over the past year. However such approaches remain the only way towards sustainable development in the most impoverished areas, and more donor support for the sector will be necessary for the LCRP to fulfil its objective to keep Lebanon stable.

These core interventions around value chains and support to MSMEs/cooperatives will be complemented by fostering investments at the community level through labour-intensive development programmes such as infrastructure rehabilitation, public/municipal works and environmental protection. This new set of small to medium-scale interventions is expected to improve living conditions in vulnerable areas by addressing the local infrastructure needs, and to provide immediate employment opportunities to local populations through direct participation in these programmes which are labour-intensive in nature and require significant workforces. Additionally, maintenance schemes will be set up to ensure continuous labour demand and safeguarding of the asset value. Such projects will differ from similar rehabilitation work carried out by other sectors, as they will be selected based on their ability to create employment and income opportunities. This will be the primary criteria for the identification and selection of such projects, and partners will ensure that implementation modalities maximize use of local labour of these areas. Again, this will primarily benefit the Lebanese communities, but also indirectly the displaced populations, considering that such programmes will target sectors where Syrians and Palestinians have traditionally been employed<sup>10</sup>. It should be underlined that this change of approach will have consequences both on the timeline and cost of interventions. Replacing rapid income generation by investments in infrastructure and environmental assets will mean shifting from short-term programmes, where most of

(9) For more information on the M4P approach see: <http://beamexchange.org/en/>

(10) Such programmes could include emerging GoL initiatives to support temporary employment for displaced Syrians, for example the Ministry of Foreign Affairs' 'Subsidized Temporary Employment Projects', pending discussions on further elaboration and development of such initiatives.



the costs go to labour, to larger, longer-term programmes requiring greater investments in capital infrastructure and equipment, even on the small or medium scale. A policy decision from the GoL on livelihoods is expected to provide further guidance on these programmes.

In order to ensure that the most vulnerable benefit from the sector's interventions, livelihoods partners will continue direct support to individuals in their access to the labour market or to income. This will build on partners' multiple years of experience in providing skills training, internships and apprenticeships, career guidance, and access to employment services for all population groups. Such programmes will complement and be coordinated with formal vocational training programmes provided by the education system. This will not only help bridge the gap identified above between local market requirements and labour force skills, but also empower the most at-risk individuals, notably youth and women. The sector will capitalize on the efforts and progress of livelihoods partners to develop their outreach to the Lebanese communities, and to base their interventions on local market assessments rather than beneficiaries' requirements. For displaced Syrians engaged in such programmes, skills they will need upon potential post-conflict return will be prioritized, alongside a conflict-sensitive approach ensuring that competition with host communities is not exacerbated through such programmes.

Working with and strengthening existing systems and institutions will be key for such programmes to put into place the building blocks required for sustainable development gains. As the sector will mostly adopt an indirect approach to job access and income creation, tackling the issues of work conditions and informality will be keys to ensuring that interventions do not have a negative effect in terms of protection, and human and labour rights. This will require working in close collaboration with the Ministry of Labour and other partners on issues related to decent work<sup>11</sup>, particularly to ensure that practices such as child labour are mitigated as much as possible, but also to prevent further negative consequences of informality, such as exploitation. More generally, the Ministry and its national and regional employment offices, as the key administrative authority in the field of labour, responsible for employment conditions, labour relations, labour inspection and for shaping employment policy, will be supported so that they can become the driving force in developing and implementing labour policies within its mandate.

Last but not least, the sector will also continue its engagement with all concerned ministries to build a favourable environment for job creation, supporting the design and implementation of national and local plans and strategies, notably the SME Strategy of the Ministry of Economy and

Trade. This will include building stronger ties between the sector and various ministries involved in livelihoods, both to foster closer alignment with national plans and priorities, and to engage in constructive policy discussion on the current regulatory environment and the development of a national livelihoods plan.

### 3. Sector outcomes, outputs and indicators

The overall aim of the livelihoods sector is to provide a critical contribution to Lebanon's stability by expanding economic opportunities benefiting local economies and the most vulnerable communities and individuals. This is reflected by the fact that all activities of the sector are regrouped under one outcome, which is improved access to income and employment for vulnerable groups.

The work of the sector will have wider stabilization implications for Lebanon, as it addresses both the priority needs of host communities (access to employment) and mitigates the primary source of tension between groups (competition for jobs). The impact of sector interventions will therefore be measured according to four indicators: changes in poverty, changes in unemployment rates, changes in the level of informality, and changes in the number of localities where unemployment is the top identified need.

Under this outcome, the work of the sector will be structured under six outputs, two of which are new compared to the 2015 sector response plan. As explained above, the sector will no longer aim at providing rapid income-generating opportunities to vulnerable groups, but will shift to a focus on labour-intensive investments in vulnerable areas.

The first three outputs of the livelihoods sector will focus on fostering job creation in vulnerable areas.

#### **Output 1 - Capacity of the MSMEs sector to create jobs is improved.**

This output remains unchanged compared to the LCRP 2015. It will be measured according to the number of jobs created in supported MSMEs, and include a range of activities, such as entrepreneurial training, supporting access to financial services, provision of start-up or support grants in-kind or cash, and technology transfer. The support will target three types of structures: micro-entrepreneurs, SMEs and cooperatives.

#### **Output 2 - Competitive integrated value chains strengthened and upgraded.**

This output will be measured by the number of integrated value chain interventions completed. Interventions will start by assessing the sectors and value chains to identify gaps or constraints in them. Such assessments include mapping and analysing needs in relation to both vertical and horizontal linkages, and identifying other possible weaknesses and

<sup>(11)</sup> Decent work has been defined by the International Labour Organization and endorsed by the international community as 'productive work in conditions of freedom, equity, security and human dignity'. ILO, Towards decent work in Lebanon: Issues and Challenges in Light of the Syrian Refugee Crisis, 2015.

opportunities in the targeted value chains, as well as regional or national level constraints. Value chain support may include targeted interventions such as upgrading and strengthening the weakest links to improve the overall competitiveness of the value chain, and creating new linkages or strengthening existing ones. Particular emphasis will be placed on building institutional capacity at various levels. Value chains will be identified within sectors with potential growth, based on their need for support and their potential to generate employment opportunities for the most vulnerable, thus ensuring the needed absorption of workforce. Potential value chains in Lebanon could include agro-food, goods manufacturing, technology provision, creative sectors, tourism and others.

**Output 3 - Job creation is fostered in vulnerable areas through investment in public infrastructure and environmental assets.**

This output is new, and relates to fostering job creation in vulnerable areas through public works. It will be measured through the number of vulnerable persons and localities benefitting from infrastructure improvement and the amount invested in such localities. As explained above, this will include small- to medium-scale infrastructure upgrades in municipalities and villages (road rehabilitation, cleaning

services), in the agricultural sectors (irrigation canals, agricultural roads, rainwater harvesting), and environmental work and disaster risk reduction (forestation, reforestation, cleaning of drainage, canals and rivers for flood prevention, construction of structures such as contour walls, checking of dams, and plantation of green areas in order to reduce flood risks). In addition, the private sector is an important beneficiary of these activities, as well as the government.

**Output 4 - Workforce employability improved.**

This will support individuals' access to employment, and remains identical to last year's work. Activities include skills training, access to employment services, job matching, and apprenticeship, internship and traineeship schemes. This output will be assessed by the proportion of job seekers who are placed into jobs.

The support of the sector to policies, strategies and plans supporting jobs creation, MSMEs and livelihoods will be split into two, reflecting the growing concerns over working conditions, informality and child labour.

**Output 5 - Decent Work conditions improved.**

This output will be addressed by working with the Ministry of Labour both at the policy and enforcement levels.

**Total sector needs and targets:**

Category	Total population in need (one member per poor household)	Targeted (primarily indirectly through support to institution, private sector) – average overall estimate 66% Lebanese, 25% Syrians, 5% PRL and 4% PRS beneficiaries.
Displaced Syrians	210,000	33,651
Palestine Refugees from Syria	8,675	5,384
Palestine Refugees in Lebanon	36,694	6,730
Vulnerable Lebanese	300,00	88,842
<b>Total</b>	<b>555,369</b>	<b>134,607</b>

**Communities**

<b>Cadastres</b>	251 vulnerable cadastres
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**Institutions**

<b>Municipality</b>	244 Municipalities located in the 251 vulnerable cadastres to benefit from infrastructure programmes.
<b>Central Ministries</b>	MOSA, MoET, MoA, MoL, MEHE, Ministry of Industry, CDR
<b>MSMEs &amp; Cooperatives</b>	1,800 Micro, Small, and Medium Enterprises and Cooperatives targeted directly (1,800, including support to micro-entrepreneurs) and indirectly (1,000 through value chains interventions – average 50 direct and indirect MSME per value chain)

#### **Output 6 -Policies, strategies and plans supporting job creation, MSMEs and livelihoods are established.**

This output will bolster policy- and strategy-level and institutional support of the sector, particularly around support to the Ministry of Economy and Trade implementation of the MSME strategy. This also includes conducting the necessary assessments and studies to address key data gaps in the sector while promoting harmonization of efforts.

### **4. Identification of sector needs and targets at the individual, institutional and geographical level**

The livelihoods sector aims to facilitate access to employment and income for vulnerable groups. The population in need for the sector is therefore all those falling under the poverty line of US\$4 per person per day, and particularly the ones living in extreme poverty (US\$2.40 per person per day). It is assumed that at least one member in each poor household is in need of livelihood assistance to raise the household over the poverty line. Severely vulnerable individuals' livelihoods are presumed to be addressed through direct assistance, such as the National Poverty Targeting Programme for Lebanese and humanitarian assistance for Syrians and Palestinians. However, as none of this assistance is sufficient to bring the beneficiaries over the poverty line, or even reach the level of the Survival Minimum Expenditure Basket, livelihood activities should benefit all poor people. They will be identified and prioritized using existing vulnerability criteria (which will notably help prioritize female-headed households, households with persons with disabilities, and other severely vulnerable households), together with national systems such as the NPTP database, as well as through local information provided by Social Development Centres, municipalities, and local associations. In order to maximize its impact on stabilization and protection, the sector will prioritize youth (to keep them engaged in their community and prevent marginalization) and women (who are marginalized and as such, more affected by poverty and unemployment, and for whom additional income is crucial, notably to counteract child labour).

Livelihoods interventions are targeted using an area-based approach. Interventions such as support to MSMEs, cooperatives, value chain development or opening an employment service/livelihoods centre might happen in a particular location, but benefit the entire district, Caza or governorate. The sector will use available data on poverty and deprivation as a basis for area targeting, and then analyse the situation in this area to identify which institution/private sector entity/value chain to target. The national employment regional offices will also play a critical role in matching vulnerable individuals with opportunities generated by these programmes, and will be supported

through the second output of the sector.

The inter-agency vulnerability map provides a good basis from which to identify areas where displaced populations are concentrated alongside vulnerable Lebanese. Both the poverty dimension and the host/displaced ratio are relevant for livelihood interventions. Taking into account the specificities of rural and urban poverty in Lebanon, partners will need to focus both on acute rural poverty that might have been exacerbated by a sudden increase of population, and on poor urban areas where the proportion of displaced might not be as significant, but the total concentration of poor is most likely to lead to instability. Additional criteria therefore need to be added to the inter-agency vulnerability map that can only provide general guidance. In particular, results from ongoing assessments highlighting the areas where unemployment is a priority need or listed as priority source of tension must be prioritized.

It should be highlighted here that the livelihoods sector is suffering from severe data limitations that hamper its targeting. While overall national estimates of key figures like poverty and unemployment are available, this is not the case for local level data, which requires partners to go through local assessments to inform programming. Other data gaps for the sector include detailed market assessments to identify intervention types, labour market assessments, information on skills training provider and finally, analysis on the needs, capacity and gaps of MSMEs. Several important studies are underway and will help the sector in refining its targeting.

The sector based its targets and budget on the 2015 appeal. Unit costs and number of beneficiaries were also based on last year's appeal. They were adjusted based on the capacity demonstrated by partners this year in terms of fundraising, targeting and implementation. The public works approach of the sector also means that intervention of the sector will benefit a smaller number of direct beneficiaries compared to 2015 rapid-income generation opportunities (given the higher costs of public works programmes), hence the decrease in the overall number of beneficiaries that can be reached within a year compared to 2015. Yet, such programmes will have an important indirect impact on targeted communities. The proportion of beneficiaries indicated below is the expected total numbers for the sector to be reached across all planned programs.

### **5. Mainstreaming of Conflict Sensitivity, Gender, Youth, people with special needs (PWSN) and Environment**

#### **Conflict Sensitivity:**

Livelihoods primarily contributes to social stability by alleviating competition for jobs as a source of tension

between groups. However, every livelihoods intervention needs to be carefully crafted to be conflict sensitive. Livelihoods programmes will particularly aim at filling gaps in the labour market, with an eye to avoiding fuelling competition and tension between groups. This will require partners to undertake careful situation and market analysis before developing programmes, and to ensure that selection criteria are fair and transparent.

### Gender, Youth, People with Specific Needs:

Youth and women remain specific priority target groups for the sector across all activities, taking into consideration their particular vulnerability and their higher unemployment rates. While the sector has successfully ensured that they are the primary groups benefitting from skills training, increasing their access to income/employment needs to be emphasized, notably through specific business start-up and development schemes, and apprenticeship/traineeship programmes. The sector will therefore need to carefully review the type of job-creation investments it promotes so as to ensure that they benefit both youth and women. For women, livelihoods activities that can be done at home must be prioritized to be compatible with childcare.

For persons with disabilities, the sector will adopt a twin-track approach. First, specialized livelihoods programmes tailored to their needs will be developed. No such programmes currently exist in the sector, and they will need to be developed by involving specialized agencies in the work of the sector. However, the specific needs of persons with disabilities will be integrated into the work of partners promoting decent work. Second, households with a person with special needs will be prioritized in targeting, reflecting their higher dependency ratio and care-taking duties, through the existing vulnerability assessments.

### Environment

The sector strategy underlines a new focus on environment for the livelihoods sector, which will implement a new set of interventions aiming at preserving and maintaining vulnerable assets to foster job creation.

## 6. Inter-sectoral linkages

•**Protection.** The livelihoods sector has established strong linkages with the child protection task force to work jointly on addressing the issue of child labour. This will mean both raising the awareness of livelihoods partners so as to prevent any risk of child labour in their own programmes through trainings on minimum child protection standards, as well as targeting vulnerable households so as to mitigate resorting to child labour as a negative coping mechanism. The livelihoods sector's support to protection issues is manifested by its fifth output on improving decent work. Deteriorating working conditions and increasing informality are major concerns, and require collaboration between the

livelihoods and protection sectors.

The sector also needs to work on referral mechanisms with SGBV partners so that women identified as particularly at-risk or vulnerable can benefit from livelihoods support.

Lastly, partners who deliver life-skills trainings will inform the livelihoods sector if such trainings have a market element.

•**Food security.** The sector will maintain close ties with the food security sector as the programming for both is increasingly converging around agricultural livelihoods. Complementary approaches exist between the sectors regarding the food value chain with the common understanding that partners appeal under the sector which represents the objective of the activity they plan to implement under LCRP 2016. Although food and agricultural activities are centred in the food security sector, employment and economic development initiatives in the agriculture sector are also part of the livelihood sector. Therefore, coordination will need to be strengthened to ensure that information on agriculture livelihoods activities will be adequately shared and reported in both sectors. In particular, the sector will ensure that the Ministry of Agriculture is informed of any agricultural activity. The interaction between the two sectors is an ongoing exercise and will continue along the development of the mid-term plan 2017-2020.

•**Social stability.** The sector will work with the social stability sector on the issue of at-risk youth, to ensure that youth community engagement initiatives and livelihoods programmes are complementary, and use social stability data and analysis to ensure that partners do not fuel job competition in places where tensions are already prevalent. Similarly, livelihoods programmes in highly vulnerable urban areas will need to be implemented in close cooperation to alleviate the multiple sources of pressure in these areas.

Education. Existing natural linkages will be maintained to avoid duplication of skills programmes. Livelihoods partners will promote certified vocational skills trainings delivered by education partners to any potential beneficiary of skills programmes, targeting with livelihoods programmes those who cannot benefit from the education sector programmes.

•**Shelter and WASH.** The new area of work of the sector on infrastructure upgrading will be closely coordinated with the Shelter and WASH sectors through proactive information sharing on planned interventions. Livelihoods partners will contribute to rehabilitation work identified by shelter partners planning process, and shelter partners will inform the livelihoods sector of urban areas where livelihoods came up as a crucial need. Livelihoods partners will also make sure that such projects do not overlap with plans from the WASH sector related to infrastructure improvement by proactively sharing information at field level.

•**Basic Assistance.** Last but not least, information related to livelihoods collected by the basic assistance sector on

households' vulnerability will help livelihoods targeting. The basic assistance work to strengthen the NPTP will also benefit the livelihoods sector.

## PARTNERS PER OUTPUT:

**Livelihoods Sector Partners:** MoSA, MoET, UNHCR, GVC, AVSI, DRC, LOST, IRC, ILO, UNICEF, RI, AMEL, CLMC, CARE, ACF, OXFAM, CONCERN, NPA, IOM, UNDP, ICU, SCI, PU-AMI, UNRWA, RET, Mercy Corps, Solidarités, ACTED, CEVSI, HI, UNIDO, Makhzoumi

OUTCOME/OUTPUT	PARTNERS
<b>OUTCOME 1:</b> Vulnerable groups, especially youth and women, access to income and employment is improved*	
Output-1.1: Capacity of the MSMEs sector to create jobs is improved.	ACF, ACTED, Action Aid, AIMajmoua, CARE, CEVSI, CONCERN, DRC, ILO, IRC, Makhzoumi, Mercy Corps, NPA, OXFAM, PU-AMI, RI, SCI, UNDP, UNIDO
Output-1.2: Competitive integrated value chains (VC) strengthened and upgraded.	ACTED, AIMajmoua, CARE, CEVSI, CONCERN, DRC, ILO, Mercy Corps, OXFAM, PU-AMI, RI, UNDP
Output-1.3: Job creation is fostered in vulnerable areas through investment in public infrastructure and environmental assets.	ACF, ACTED, AIMajmoua, ARCS, AVSI, CARE, CEVSI, CONCERN, DRC, GVC, HI, ICU, ILO, IOM, IRC, Makhzoumi, PU-AMI, SCI, Solidarités, UNDP, UNICEF
Output-1.4: Workforce employability improved.	ACF, ACTED, AIMajmoua, AMEL, CARE, CEVSI, CLMC, CONCERN, DRC, GVC, HI, ILO, IOM, IRC, LOST, Makhzoumi, Mercy Corps, NPA, PU-AMI, RET, RI, SCI, UNDP, UNHCR, UNICEF, UNRWA
Output-1.5: Decent Work improved.	ACTED, AIMajmoua, CEVSI, ILO, IRC, OXFAM, PU-AMI, SCI, UNDP, UNIDO
Output-1.6: Policies, strategies and plans supporting job creation, MSMEs and livelihoods are established.	ACTED, AIMajmoua, CARE, CONCERN, HI, ILO, OXFAM, PU-AMI, RI, UNDP, UNIDO

\* The livelihoods strategy will be complying with the Lebanese laws and regulations

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## SHELTER

**Lead Ministry:** Ministry of Social Affairs (MoSA)

**Coordinating Agencies:** UNHCR and UN-Habitat

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PEOPLE IN NEED



2,142,047

PEOPLE TARGETED



817,946

REQUIREMENTS (US\$)



138.7 million

# OF PARTNERS



29

GENDER MARKER

1



## SECTOR OUTCOMES

**OUTCOME 1:** Displaced populations and other vulnerable groups have access to adequate shelter as the standard of shelters is either ensured, maintained or improved.



\$118.4 m

**OUTCOME 2:** Living conditions within temporary settlements and poor urban areas with high ratio of displaced populations and vulnerable groups are improved.



\$18.4 m

**OUTCOME 3:** Lebanese public & private institutions are aware and responsive to the shelter situation of displaced populations and other vulnerable groups.



\$1.9 m

### INDICATORS

# of individuals (by cohort) that benefit from the specific activity



## PRIORITY INTERVENTIONS

- 1: Upgrade shelters to meet minimum standards through minor repairs, or, in exchange for affordable occupancy, adequate rehabilitation.
- 2: Assist makeshift shelters in informal settlements to maintain capacity to withstand adverse weather conditions as well as other threats.
- 3: Upgrade, through a bottom-up holistic approach, highly affected neighbourhoods, through shelter and basic infrastructure activities, to assist all vulnerable groups regardless if displaced (SyrDis, PRS) or not (Leb, PRL).
- 4: Enhance the technical capacity of public and private local institutions to participate and support shelter assistance activities.

## 1. Situational analysis and context

In 2015, the overall number of registered displaced Syrians in Lebanon hovered around 1.1 million<sup>1</sup>, which has had a profound impact on the shelter situation of all vulnerable groups, due to increased competition for low-cost housing and increasing rent prices. The large majority of displaced Syrians are living in increasingly harsh conditions and facing shrinking opportunities to generate income. The percentage of displaced Syrians who are socio-economically vulnerable has climbed to 52 percent<sup>2</sup>, an ever-growing group for whom even low rents are increasingly difficult to reach. Shelter assistance cannot be limited only to those displaced from Syria, but must include other vulnerable groups affected by the Syrian Crisis, such as vulnerable Lebanese, Palestinian Refugees from Syria (PRS) and Palestinian Refugees from Lebanon (PRL), the latter of whom host most of the PRS in their camps, adjacent areas and gatherings.

Many of the displaced Syrians are living in substandard shelter conditions<sup>3</sup>. In most parts of Lebanon, the high influx of Syrians has saturated the limited market of adequate and affordable shelters. Access to adequate shelter is hampered by a general lack of affordable housing, the increased use of substandard shelters, the absence of formal camps, and the wide dispersal of displaced persons. For an increasing number of vulnerable households, it has proven difficult to locate shelter that is adequate to their needs in terms of size and standard. A large percentage has been forced to resort to residing in overcrowded or substandard shelter conditions, such as garages, worksites, unfinished buildings and collective shelters. It also has become more difficult to obtain affordable arrangements<sup>4</sup> and to ensure tenure security through legal agreements with a longer duration. In addition, the increasing shelter burden on host communities continues to require the international community to provide an emergency shelter response, while the international community, together with the Lebanese society and its institutions, are also required to take more durable measures to stabilize the shelter needs of all vulnerable groups, but with the limited funds remaining after emergency measures.

The 2015 UNHCR shelter survey projects that 41 percent of the displaced population will live in substandard shelters by the end of 2015. The majority of the displaced Syrians now live in apartments and different types of substandard shelters within villages, towns, suburban and urban areas. By now,

the location of the displaced population follows, to a large extent, Lebanese settlement patterns, with 80 percent of the population urbanized. Displaced Syrians are increasingly shifting from their first areas of arrival in the governorates of Akkar, Baalbek-Hermel and Bekaa to the governorates of the North, South and Mount Lebanon, and, to a lesser extent, to Beirut and Nabatieh. Thirty percent live in the metropolitan areas of Lebanon's four major cities;<sup>5</sup> another 50 percent in other cities, towns and villages, and 18 percent in informal settlements. Many displaced often reside in unfinished structures or shelters that are otherwise inadequate. They live among other vulnerable groups, that is, in volatile, high-density areas like poor urban neighbourhoods. In addition, an increasing number of families are squeezed into overcrowded apartments<sup>6</sup>. In March 2015<sup>7</sup>, at least four percent of displaced Syrians were at risk of eviction for different reasons, incl. because of their inability to pay the rent. Overall, 54 percent of displaced Syrians are in need of support with regards to both shelter conditions that meet minimum standards and legal security of tenure<sup>8</sup>.

Many of the displaced Syrians still live in informal settlements<sup>9</sup>, mainly in Baalbek-Hermel and in Bekaa (65 percent), the others mostly in North Lebanon and in Akkar. They lack basic services like water and sanitation, and their shelters are not properly equipped for adverse weather conditions. As some of the informal settlements, often located on agricultural lands originally intended to accommodate Syrian agricultural workers, have expanded both in number and in size, they are no more perceived by the Lebanese communities as temporary in nature, as they are a very visible manifestation of the presence of the displaced population in Lebanon and can serve as a catalyst for tensions between host and displaced communities.

In 2015, the inter-agency shelter response provided assistance to around 406,000 individuals, of whom the largest recipient group was the displaced Syrian population. Other cohorts whose shelter situation is affected by the Syrian crisis and assisted by the shelter sector include:

**Vulnerable Lebanese.** Of the 1.3 million Lebanese assessed to live under the poverty line (under US\$3.84/day Multi-Deprivation Index MDI), an estimated 58 percent (800,000 individuals) are concentrated in dense and poor neighbourhoods within the main urban areas, where there has also been a high influx of displaced persons from Syria. Many vulnerable Lebanese are seriously affected by the general economic situation and the Syrian crisis, as their already substandard living conditions (high density, low

(1) In order to include all displaced Syrians, the shelter sector added an estimated 77,000 to the 1.1.M registered by UNHCR, as a survey by Basic Assistance indicated that an additional 7 percent of non-registered displaced Syrians were encountered in the informal settlements. This brings the total of displaced Syrians to 1,177,000.

(2) VASYR 2015: 52 percent of displaced Syrians live below the Survival Minimum Expenditure Basket (SMEB) of US\$435 per household per month.

(3) Substandard shelter conditions are indicated when occupants are exposed to avoidable health and safety risks and the following is not ensured: adequate privacy and dignity, protection from climatic exposure, adequate access to safe water, sanitation and/or hygienic conditions, adequate connection to municipal infrastructure and services (e.g. electricity, water supply, waste-water collection, solid waste collection), and basic amenities like lighting and safe electrical points (ref. Shelter Sector Strategy 2015).

(4) According to the 2015 UNHCR shelter survey, the average rent paid is US\$200 per household per month.

(5) Beirut, Tripoli, Saida and Tyre.

(6) The percentage of displaced persons living in substandard conditions has increased from 27 percent in 2013, up to 40 percent in 2014, and reaching 54 percent in 2015. The percentage of displaced Syrians living in overcrowded apartments increased from 3.5 percent in 2014, up to 9.1 percent in 2015 (regular UNHCR Shelter Surveys).

(7) UNHCR, Shelter Survey (by phone), March 2015

(8) Correlated findings from the 2015 shelter sector survey and the inter-agency household questionnaire.

(9) Informal settlements now house 18 percent of the displaced Syrian population, gathered in more than 3,000 locations across the country.

quality of housing, lack of air and light, etc.) are compounded by a decrease in basic services: less water, fewer hours of electricity power, more broken sewage pipes, increased garbage issues, etcetera, as service providers and local authorities are overstretched. The LCRP 2015 target to assist 461,000 vulnerable Lebanese through interventions in different sectors was greatly hampered by limited available funds. Funding had to be prioritized for emergency support, therefore the capacity of agencies to profile, elaborate and implement neighbourhood upgrades could not be strengthened. This is now planned for the next years. The larger part of the assumed 800,000 Lebanese under the poverty line living in urban neighbourhoods will be targeted in the four-year framework plan (2017-2020). For 2016 the shelter sector targets around 10 percent (138'000) of the vulnerable Lebanese currently living under the poverty line.

**Lebanese returnees from Syria**, a smaller but equally important caseload with specific needs. Lebanese returnees are also assisted by partners of the shelter sector. Of the 28,574 registered individuals, 68 percent are assessed to be highly socio-economically vulnerable. Despite being Lebanese citizens, their economic status and living conditions closely resemble those of the Syrian refugees. They live in the same deprived and overburdened communities that house displaced Syrians. Most of the Lebanese returnees live in rented apartments, and some in substandard buildings and informal settlements in dire need of shelter weatherproofing and other shelter assistance.

**Palestine Refugees from Syria (PRS) and Palestine Refugees from Lebanon (PRL).** Of the 42,325<sup>10</sup> vulnerable PRS currently in Lebanon, 55 percent live in official Palestinian camps, while the others mainly reside in the adjacent areas and other Palestinian gatherings. While the size of this cohort has been stable in 2015, the percentage of those socio-economically vulnerable has increased: 98 percent of PRS live in poverty and suffer from shelter insecurity, as cash-for-shelter support was suspended in July 2015 due to funding shortages. As PRS follow the same settlement pattern as PRL, the PRS influx has placed additional stress on the precarious shelter situation and infrastructure conditions of the PRL living in the Palestinian camps, in the adjacent areas and in high density urbanized Palestinian gatherings<sup>11</sup>.

## 2. Overall sector strategy

Some thirty agencies, most of which have already been active in this sector in 2015, have indicated their interest in participating in the shelter sector activities in 2016<sup>12</sup>. In addition to various well-qualified international organizations often cover not only shelter but also WASH activities, the shelter sector seeks to strengthen its collaboration with national NGOs and neighbourhood organizations.

As in 2015, the shelter sector will continue to promote various responses to the needs of displaced persons and vulnerable Lebanese<sup>13</sup> in an integrated manner<sup>14</sup>. Sector partners will boost their capacities to secure more access to affordable shelter and to reduce the burden on hosting communities by carrying out initiatives that benefit all living in Lebanon affected by the Syrian crisis, whether part of the displaced or the host community. In line with the 2015 approach, in 2016 the shelter sector will continue to respond to the shelter needs of displaced Syrians and vulnerable Lebanese in an integrated and appropriate manner. Shelter assistance will survey the number, type and condition of substandard shelters, and assistance will be prioritized according to the risk of security of tenure and in reference to the socio-economic vulnerabilities of the households (avoiding blanket assistance to all households in substandard housing conditions).

Vulnerable people living in informal settlements will continue to be supported by specific activities, for example, sustaining weatherproofing and other shelter enhancement activities (raising floors, insulation kits, etc.). To minimize repeat distributions, more efficient kits with more durable resistance to winter weather and other elements will be prioritized. Site interventions will improve the accessibility to and inside the settlement, and provide protection against floods and other risks.

Especially in informal settlements and substandard gatherings<sup>15</sup>, vulnerable people living in substandard buildings will be continuously assisted through practical, cost-efficient measures like weatherproofing and water-sanitation upgrades to ensure minimum humanitarian standards are met. In addition to weatherproofing, informal settlements will be supported through site improvement activities that include decongesting settlements where feasible, drainage, levelling, improving access and pathways, upgrading water points and soak-away pits, and decommissioning of old latrines. Shelter enhancement, especially in informal settlements, includes prevention and preparedness measures (insulation, fire protection kits, raising of floors).

The shelter sector will not only address informal settlements, but will balance its assistance also to the shelter needs of the displaced Syrians in all other parts of Lebanon, including in and around the four most urbanized areas of the country. Affordable structures within host communities will be strengthened by upgrading and maintaining little used buildings as collective centres, managed by Collective Site Management and Coordination (CSMC). In 2016, the shelter sector will increase its focus on comprehensive rehabilitations and upgrading - mainly of occupied accommodations, but

(10) UNRWA cross-sectoral presentation Oct 2015

(11) UNDP, UN-HABITAT, SDC, Profiling Deprivation: Analysis of Rapid Needs Assessment in Palestine Gatherings Host Communities in Lebanon, May 2014.

(12) Activity Info, October 2015: shelter partners indicated interest to participate to shelter sector outcomes in 2016.

(13) Needs as identified in the 2015 UNHCR shelter survey and the targeting household questionnaire.

(14) Assistance is balanced between short term measures (e.g. weatherproofing) and sustainable measures, e.g. rehabilitation.

(15) UNDP, UN-HABITAT and SDC, Profiling Deprivation: An Analysis of Rapid Needs Assessment in Palestine Gatherings Host Communities in Lebanon, May 2014.



also of unoccupied structures, such as unfinished houses, garages, worksites and other structures to enhance the availability of adequate and affordable housing. This will be carried out with a view to improving living conditions and fostering security of tenure for displaced Syrians at risk of eviction or breaking of lease agreements. The value of the rehabilitations will be exchanged for accommodations free of charge or for a reduced rent during a fixed period, guaranteed by agreements in compliance with Lebanese rental law. Local authorities (municipalities) will collaborate, as host communities will benefit from a more suitable housing offer.

The increasing number of displaced Syrians living in overcrowded shelters will be assisted through: a) Shelter Rehabilitation and Upgrading, whereby measures to improve privacy (including possible division of shelter units) will tackle these issues and enhance shelters to reach minimum standards, and b) Conditional Cash for Rent, whereby the most vulnerable families living in overcrowded apartments and/or under eviction threats will be assisted in financing an apartment that is adequate in size and standard<sup>16</sup>. A portion of the rent will be directly paid to the homeowner for a short and limited period of time, enabling the assisted occupant to bridge the financial gap until an affordable standard shelter is found.

Activities will be balanced between humanitarian assistance and stabilization efforts, between activities focused on the shelter itself and ones that improve the areas around the shelters, as well as balanced between different types of settlements (informal settlements, gatherings and densely populated neighbourhoods). Humanitarian assistance will cover shelter needs in all locations in a way appropriate to the shelter, while stabilization efforts aim to improve the conditions of the area of the shelters, taking into account the different types of settlement. In a holistic, multisectoral approach including mapping and collaboration of all stakeholders, the neighbourhood upgrades target – for all vulnerable groups in an area - improving the deteriorating physical living conditions, mainly regarding shelter and infrastructure<sup>17</sup>. The upgrading will have a positive impact on social stability as both host communities and displaced persons will benefit.

Interventions will take into account the impact not only on access to shelter, but also on access to essential services and infrastructure, as well as on the environment. While this applies to all interventions, it is most relevant when designing and implementing the holistic, multisectoral, inclusive interventions in densely populated urban neighbourhoods, which will be targeted on the basis of profiles of vulnerable

neighbourhoods, primarily in and around the four main cities in Lebanon. The shelter sector will launch these neighbourhood upgrades in coordination with other sectors: health, education, child protection, and in particular, social stability and energy and water.

The shelter sector also aims to foster the interaction between Lebanese institutions and international partners in shelter assistance as Lebanese institutions will play an increasingly important role in the response in the coming years (2017-20 plan). To this end, the dialogue with Lebanese institutions, especially at the local level (e.g. Union of Municipalities, local NGOs) will be increased in conjunction with increased capacity-building activities.

### 3. Sector outcomes, outputs and indicators

The overarching aim of the sector strategy is to assist all of the most vulnerable in Lebanon, without discrimination based on nationality, to be sheltered in an appropriate way that meets basic minimum standards, carrying this out in a prioritized and multi-pronged way.

While the shelter sector's main activities of 2015<sup>18</sup> will continue in 2016, the strategy has been mainstreamed and clarified, taking into account lessons learned from the LCRP 2015 plan. Activities for which implementation or reporting and coordination with other sectors proved difficult were excluded<sup>19</sup>. In line with the overall objectives of LCRP and in continuation of its current strategy, the LCRP 2016 shelter sector results framework is based on 16 activities that will deliver a single all-inclusive output for each of the three targeted outcomes.

Activities under the first outcome use cost-efficient measures to maintain and enlarge the quantity and quality of available and affordable shelters, mainly for people displaced from Syria. Activities under Outcome 2 focus on measures to indicate, elaborate and implement plans to improve conditions in the areas in which the living conditions of the displaced and others significantly affected by the Syrian Crisis are deteriorating. Activities under Outcome 3 aim at strengthening the capacity of local institutions in shelter assistance. As all activities are important contributions to ease the shelter condition of the indicated groups of vulnerable persons, the shelter sector seeks to gradually improve the balance of its activities between the three named outputs. Short-term activities, still required as some displaced Syrians continue to be forced to live in makeshift shelters in informal settlements, will be implemented in a way that will allow to increasingly replace them with sustainable forms of

(16) As access to affordable shelter is often limited by the decreasing revenues of the families – and to a lesser degree by the gap of available standard shelters in the local housing market – conditional cash for rent can be considered as an option.

(17) E.g. Neighbourhood upgrading by UNDP includes: rehabilitating and paving roads, building retaining walls, rehabilitating public domains such as community stairs and alleys, water channels for drainage, rehabilitating building structures, painting and cleaning, etcetera.

(18) Rehabilitation/upgrading/repair of substandard structures into adequate shelters, weatherproofing and minor repair of substandard structures (with or without water and sanitation facilities) and of existing substandard makeshift shelter units within informal settlements and scattered locations, and conditional cash for rent.

(19) For example, activities to raise awareness on tenure security together with the protection sector, and to elaborate a policy toward low-cost housing, have been excluded.



assistance like activities that stabilize the deterioration of the physical living conditions of the affected vulnerable groups cohabiting in sites and areas.

### **Outcome 1 - Displaced populations and other vulnerable groups have access to adequate shelter. (Core Shelter Approach)**

This will be achieved by improving, maintaining and ensuring the standard of shelters.

**Output:** Shelter at affordable conditions and adequate standards is made available for displaced population and vulnerable groups. Activities will include minor repairs and weatherproofing of makeshift shelters in informal settlements and substandard buildings, comprehensive rehabilitation of occupied and unoccupied substandard shelters or unfinished buildings, upgrading and management of collective shelters, and provision of conditional cash for rent. Efforts are being steered toward providing more durable shelter solutions, and boosting legal security of tenure through specific lease and other agreements. Achievements are measured by the number of persons that are assisted by each of the activities. All indicators will be disaggregated by governorate and cohort, and can be further disaggregated (by gender, age, youth and population with special needs) in case this information is relevant, e.g. for comprehensive rehabilitations or cash for rent.

### **Outcome 2 - Physical Living conditions are improved (Area Approach).**

Physical living conditions within temporary settlements and poor urban areas with high ratios of displaced population (Syrians, Palestinians and Lebanese returnees) and other vulnerable groups are improved.

**Output:** Site, shelter and infrastructure conditions are improved through site improvements of informal settlements, temporary settlements and of formal gatherings and areas adjacent to Palestinian camps, and upgrades in poor urban neighbourhoods. This multisectoral assistance includes, for example, small-scale interventions for the drainage of sites and upgrading paving roads, electricity networks, retaining walls, stairs and alleys, public and green spaces, etc. Taking into account that in 2016 these will be pilot projects, the upgrading of neighbourhoods, which are identified through city and neighbourhood profiles, will be approached holistically and will be coordinated and implemented in conjunction with other sectors. The activities will be measured by the number of vulnerable persons residing there and directly benefiting from these activities.

### **Outcome 3 - Lebanese public and private institutions are aware of and responded to the shelter situation of vulnerable groups. (Institutional)**

**Output:** Institutions assist in the response to the shelter needs of displaced Syrians and other vulnerable groups. In 2016, in preparation for the 2017-2020 strategy, the shelter sector seeks to evaluate the viability of an institutional approach, by involving public and private organizations (especially at the local level), in evaluating the design of the ongoing shelter assistance, and by strengthening the capacity of the named organizations, for example through training on following up on the provision of services by technical focal points at different levels (e.g. Unions of Municipalities). This output is measured by the number of Lebanese institutions (municipalities, local NGOs, etc.) that are integrated into the shelter response and capacitated to respond to shelter needs to achieve sector objectives and activities.

## **4. Identification of sector needs and targets at individual, institutional and geographical level**

### **a) Individual**

Mirroring the principles followed in 2015, shelter assistance will be applied to all vulnerable cohorts affected by the Syrian crisis, but in 2016 can realistically only implement a first step, prioritizing by vulnerability, need and within the constraints of available human and financial resources.

**Displaced Syrians:** the shelter sector aims to assist 45 percent of all displaced Syrians (approximately 519,567 individuals), focusing on those living in critically substandard shelter conditions, in overcrowded apartments and with fragile security of tenure conditions. This figure is calculated based on the 2015 shelter survey as follows:

1. Thirty-two percent (366,589 individuals) in critically substandard shelter conditions (more than three-quarters of the 41 percent of all displaced Syrians in substandard shelters)<sup>20</sup>.
2. Nine percent (105,672 individuals) in overcrowded apartments needing assistance to find shelter of adequate size<sup>21</sup>
3. Four percent (47,306 individuals) with tenure security threatened by eviction, either forced to leave their settlement or to leave their occupied shelter as they cannot afford the rent, and other issues<sup>22</sup>

The 32 percent of displaced Syrians living in substandard shelters will be assisted by different activities including relatively low-cost interventions, such as the distribution of different types of kits (e.g. for weatherproofing, thermal insulation or WASH upgrades for emergencies), and also more robust rehabilitation activities in exchange for rent-

(20) UNHCR, Shelter Phone Survey, March 2015

(21) 59 percent of all displaced Syrians live in apartments, of which 16 percent live in overcrowded ones, equal to 9.15 percent of all displaced Syrians.

(22) Eviction Working Group, 2015. Threats include: eviction by force due to inability to pay the rent, dispute with landlords, increasing social tensions.

free or rent-reduction periods. These rehabilitation activities, as well as cash for shelter and the upgrading of existing structures to be used as apartments or collective centers, mainly target the other two types of shelter needs sub-cohorts, adding up to 13 percent of the total of displaced persons. Priority households are identified at the field level, in coordination with local authorities and protection actors closely associated with the prioritization process.

**Palestine Refugees:** UNRWA indicates that their shelter assistance to the 42,325 PRS, suspended in July 2015 due to a lack of funding, will be re-appealed through multipurpose cash support under the Basic Assistance sector. However the shelter sector will assist approximately 20,000 PRS<sup>23</sup> and 75,000<sup>24</sup> affected PRL through shelter improvement and site/infrastructure upgrades of temporary settlements and informal gatherings.

**Vulnerable Lebanese:** Shelter assistance to the 19,350 Lebanese returnees will focus on cash for rent and weatherproofing of substandard shelters. In 2016, the shelter sector aims to assist 10 percent of the vulnerable Lebanese<sup>25</sup> residing in the most crisis-affected neighbourhoods through upgrading, utilizing a more inclusive, multisectoral and holistic approach, in particular in collaboration with the energy and water and social stability sectors. The first shelter neighbourhood activities in 2016 will form the basis from which to launch a stronger stabilization effort in the upcoming 2017-2020 support plans. This will mitigate the impact of the crisis on social stability in these poor urban areas.

## b) Institutional

The named outcomes will be achieved not only through activities directly targeting the cohorts in need, but also through national and local institutions (e.g. municipalities), and civil society. The shelter sector plans to search for partners in the public and private sector, to identify opportunities and to evaluate possibilities to strengthen the assistance of public, private and other institutions.

## c) Geographical

The shelter sector assists the targeted cohorts in a cost-effective manner in all governorates, with the degree of each type of assistance varying according to the shelter situation encountered in each. Institutions, especially at the local level, such as Unions of Municipalities, will be strengthened in all governorates, especially in the 251 cadastres identified as the most vulnerable<sup>26</sup>.

In Akkar, Baalbek-Hermel and Bekaa, assistance focuses on cost-effective measures (e.g. weatherproofing) for the high number of displaced living in informal settlements, whose

sites will be improved when necessary. The assistance will also extend towards those threatened by evictions or living in overcrowded apartments. In the governorates of Beirut, Mount Lebanon, North, South, and Nabatieh, minor assistance (e.g. weatherproofing) will continue to a smaller number of people in informal settlements, but the comprehensive rehabilitation of substandard shelters or upgrading of unfinished structures will be the main activity.

In and around the main four cities<sup>27</sup> along the coast, in the poor urban neighbourhoods identified as strongly affected by the Syrian crisis, the need to upgrade shelter structures and to improve the provision of basic services will be identified and tackled through multisectoral upgrades. This also applies, to a lesser extent, to upgrading the Palestinian gatherings and areas around their camps, principally in the urban areas.

In 2016, the shelter sector aims to raise awareness on the importance of these activities and will design, promote and test activities to assist and strengthen institutions, especially at the local and neighbourhood level. Guidance is provided jointly by agencies of the shelter sector and others, such as national and local institutions, and with different organizations in the urban and rural contexts. By strengthening capacities of local organizations and national NGOs, and by collaborating with civil society, the activities of the shelter sector will not only assist current, pressing shelter needs of the indicated cohorts, but will also strengthen the resilience of Lebanon, especially of the poor urban neighbourhoods. The shelter sector will use 2016 to promote the stabilization efforts that will be at the centre of the upcoming response plan for 2017 to 2020.

## 5. Mainstreaming of conflict sensitivity, gender, youth, people with special needs (PWSN) and environment

These cross-sectoral points are carefully considered in the shelter sector through the following mechanisms:

1. Partners in the shelter sector, who are principally well experienced international agencies with a wide range of activities, apply international standards, for example, from UNHCR or SPHERE, specific guidelines (such as those provided by Handicap International), shelter sector guidance and other related references that also include non-technical aspects to ensure humanitarian objectives. Environmental aspects are included in improvements of sites and upgrading of neighbourhoods, for example the mitigation of negative impacts (e.g. black water).

(23) Assistance to PRS is based on the capacity of the shelter sector members. This assistance will be coordinated with UNRWA.

(24) Based on surveys and assessments carried out by UNDP, of the 270,000 PRL living in Palestinian camps and gatherings, 75,000 are affected by the Syrian crisis.

(25) CAS, UNDP and MoSA, Living Conditions and Household Budget Survey, 2004.

(26) Inter-Agency-Coordination, Most Vulnerable Localities in Lebanon, March 2015

(27) UN-Habitat, Four City Program (Tripoli, Saida, Tyre and Beirut). Ongoing project, started in 2015.

2. In the elaboration of stabilization activities, such as site improvements and neighbourhood upgrading, shelter sector partners will include sectoral recommendations to ensure a holistic, multisectoral response.

3. The shelter sector will meet regularly with the other sectors to ensure that efforts to ensure trans-sectoral issues are noted and coordinated, particularly around multisectoral activities such as neighbourhood upgrades.

While activities will be measured by one focused indicator per activity (e.g. the number of individuals benefiting from...), some indicators can be disaggregated, if needed, in reference to gender, age, PWSN and host communities.

#### Conflict sensitivity:

The shelter sector accounts for the “Do no harm” approach by extending its balanced response not only to displaced Syrians, but also to host communities (e.g. homeowners), and aims to strengthen the capacity of the Lebanese institutions to respond - practically and technically - to conflicts arising from the cohabitation between the Lebanese and those displaced from Syria. The shelter sector will prioritize beneficiaries who are severely or highly vulnerable through an inclusive process encompassing all cohorts, and based on surveys such as the Household Survey<sup>28</sup> so that these efforts are harmonized with other sectors.

In addition, the shelter sector applies an inclusive approach to its activities, extending them not only to displaced Syrians, but also to other groups, in particular vulnerable Lebanese. With this inclusive approach, the shelter sector seeks to mitigate tensions between different vulnerable groups to avoid the perception of unbalanced assistance. In the target to address shelter needs of all cohorts, the activities will, especially in the case of limited funding, give priority to families whose socioeconomic situation is highly or severely vulnerable.

Not only the beneficiaries, but also the hosting communities benefit from sustainable shelter assistance. All shelter activities, in particular rehabilitations and small repairs in settlements, are conducted in close collaboration between targeted beneficiaries on one side and on the other side, homeowners, social groups (communities, religious or other humanitarian-oriented groups of Lebanese society), local authorities (municipalities) and the private sector in host communities. In the case of rehabilitation for example, security of tenure is ensured through lease agreements endorsed by local authorities. Cash for rent will be limited to short-term assistance focused on special cases, such as to mitigate or respond to eviction situations. Upgrades will have a positive impact on social stability as both host communities and displaced persons will benefit.

Regarding locations for shelter activities, sector partners will consider whether shelters have access to public

infrastructure and services, including water, sanitation, educational and health services. When necessary and possible, shelter assistance will be extended to rehabilitate such infrastructures in coordination with other sectors, e.g. to include the special needs of the youth, such as dedicated spaces for learning, for playing, and physical exercise.

#### The Elderly and the Young, and People with Specific Needs (PWSN):

All shelter activities explicitly take into account the needs of the elderly and the young. In particular, shelter activities will aim to ensure a barrier-free environment for people with special needs, and will include playgrounds and open spaces for youth in neighbourhood upgrades. Where shelter activities address clearly identified beneficiaries, for example, rehabilitations linked with lease agreements or in collective centres, the data of the indicated beneficiaries will be disaggregated to account for these different groups of persons: girls, boys, women and men, the elderly and people with special needs. By matching people with physical disabilities (whether due to injury, disease, old age, etc.) with accessible shelters, they can then access other necessary services and become more active members of their communities.

#### Gender:

The shelter sector tailors its activities with a view to decreasing the risk for women and girls of sexual and gender-based violence, due to issues such as lack of privacy or overcrowding. This also takes into consideration the fact that female-headed households are at a greater risk of sexual exploitation when they are unable to afford rental payments. The shelter sector will integrate activities of other sectors to empower women in relation to its shelter activities, for example, encouraging women to participate actively in the process of identifying needs and implementing solutions regarding their shelter and community.

#### Environment:

All shelter activities try to minimize their negative impacts on the environment by adapting the development and improvement of sites to the local topography, by considering the drainage of storm, grey or black waters, and the collection of solid waste. This is done in collaboration with other sectors, WASH in particular.

## 6. Inter-Sectoral Linkages

Coordination with the ministries of the Government of Lebanon is ensured through MoSA and the Inter-Agency Coordination forum.

In addition to the general Inter-Sectoral coordination, the Shelter sector ensures its links with other sectors by:

1. Regularly meeting with other sectors (e.g. energy and water, protection), especially at field level;

(28) Inter-Agency Household Questionnaire (ongoing)

2. Encouraging shelter partners to also attend the meetings of other sectors, such as energy and water, and facilitating attendance by organizing them on the same day in the same location;
3. Exchanging information, for example on achieved or planned activities, lessons learned and more, with the other sectors;
4. Including relevant sectors in the process of elaboration guidelines and clarifying how to report on shelter activities;
5. Including all sectors in the process of profiling neighbourhoods and articulating their needs for upgrades;
6. Coordinating the implementation of select portions of improvements of gatherings and neighbourhood upgrades (e.g. energy and water).

**•Energy and Water:** Linkages occur at various points, including access to water and sanitation, drainage, waste and water management, shelter rehabilitation, distribution of sealing off kits, and sanitation upgrading. The interlinkages between energy and water and shelter are regular, including joint work on standard operating procedures for the rehabilitation of houses and collective shelters, and site improvements for flood-prone informal settlements. Interlinkages will be enhanced under the framework of a holistic approach that aims at upgrading vulnerable neighborhoods. Shelter and energy and water sectors have agreed to intensify their practical collaboration, starting by clarifying indicators and their disaggregation, and sharing more detailed information (e.g. water/sanitation facilities, water storages, toilets achieved) and the respective reporting. The two sectors will review and bolster their current collaboration guidelines.

**•Protection:** Protection and shelter intersect over concerns of security of tenure and relocation, identification of vulnerability, and priority cases of shelter assistance. Protection mainstreaming is primarily ensured through the prioritization of vulnerable families for shelter assistance, including addressing the relocation of an increasing number of persons experiencing security of tenure difficulties and other protection concerns (with a particular focus on exploitation). Specific cases of eviction or tenure security are managed in conjunction with the Protection sector. While activities to raise awareness and disseminate knowledge regarding tenure security are a part of the activities of the Protection Working Group, it is part of the activities of the Shelter Working Group to apply such knowledge to ensure and eventually extend tenure security within the appropriate legal framework.

Protection issues related to children or sexual and gender-based violence will be addressed through different measures, such as well-lit public spaces, gender-adequate access to

sanitation, and measures to avoid or mitigate overcrowding, especially in reference to religious or gender-based traditions (for example through partition walls).

**•Health and Education:** Interlinkages occur in providing safe housing environments and secure spaces for learning, health assistance and social activities. When identifying locations for shelters to be upgraded or rehabilitated, the shelter sector looks for close and barrier-free access to health and education facilities. When necessary and possible, the shelter sector will extend assistance to the rehabilitation of health or education facilities in settlements, guided by and reporting to these sectors.

**•Basic Assistance:** Shelter security for specific cohorts (e.g. to PRS by UNRWA) will be provided under the unconditional multipurpose cash assistance of the basic assistance sector.

**•Livelihoods:** The shelter sector applies different modalities of implementation to include all parts of society in its activities (beneficiaries, homeowners, host communities, the public and private sector). All parts of the population – not only men, but also women, girls and boys will be allowed to participate in the elaboration of the assistance or even, where feasible, in the construction process. Possibilities to include displaced Syrians will be explored in coordination with the livelihoods sector.

**•Social Stability:** Shelter agencies will collaborate with CSMC, who manage collective sites, to ensure their maintenance. The exploration of options to provide income-generating opportunities for host communities and displaced persons in implementing shelter activities, especially when rehabilitating occupied shelters or upgrading neighbourhoods, is an activity which has linkages with both livelihoods and social stability. During the process of profiling and upgrading shelters, the shelter sector will also take into account existing community networks and their activities to bolster social stability, looking, for example, to the Urban Displacement & Out of Camp Desk Review<sup>29</sup> for guidance. The shelter sector will also work in coordination with the existing focal points of the humanitarian response in the municipalities to strengthen the technical shelter response capacity of members of local civil society.



Photo: Solidarites Intl

(29) CCCM, Urban Displacement & Out of Camp Desk Review, 2014. Available from <http://www.globalccmcluster.org/udoc>



**Total sector needs and targets:**

Category	Total population in need	Targeted		
		Total	Male	Female
Displaced Syrians	625,372	519,567	261,147	258,420
Palestine Refugees from Syria <sup>30</sup>	42,325	20,158	9,657	10,501
Palestine Refugees in Lebanon	75,000	75,000 <sup>31</sup>	37,125	37,875
Vulnerable Lebanese	1,399,350	203,221 <sup>32</sup>	102,144	101,077
<b>Total</b>	<b>2,142,047</b>	<b>817,946</b>	<b>403,493</b>	<b>414,453</b>

**Institutions**

Municipality	200
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**PARTNERS PER OUTPUT:**

**Shelter Sector Partners:** MoSA, UNHCR, GVC, DCA - Saida, DRC, UN-Habitat, IOCC, CHF, QRC, CLMC, CARE, URDA, CONCERN, IOM, UNDP, SCI, PU-AMI, UNOPS, TdH - It, Solidarités, ACTED, MEDAIR, SIF, IRW, ICRC, PCPM, NRC, Solidar Suisse

OUTCOME/OUTPUT	PARTNERS
<b>Outcome 1:</b> Displaced population and other vulnerable groups have access to adequate shelter as the standard of shelters is either ensured, maintained or improved	
Output-1.1: Shelter at affordable conditions and adequate standards is made available for displaced population and vulnerable groups	ACTED, CARE, CHF, CLMC, CONCERN, DCA - Saida, DRC, GVC, ICRC, IOCC, IOM, IRW, MEDAIR, NRC, PCPM, PU-AMI, QRC, SCI, SIF, Solidar Suisse, Solidarités, TdH - It, UNDP, UN-Habitat, UNHCR, URDA
<b>Outcome 2:</b> Living conditions within temporary settlements and poor urban areas with high ratio of displaced population and vulnerable groups are improved	
Output-2.1: Site and infrastructure conditions within temporary settlements and poor urban areas with high ratio of displaced population and vulnerable groups are improved	ACTED, CARE, CHF, CONCERN, DRC, GVC, ICRC, IOM, MEDAIR, NRC, PCPM, PU-AMI, QRC, SCI, SIF, Solidarités, UNDP, UN-Habitat, UNHCR, UNOPS, URDA
<b>Outcome 3:</b> Lebanese public & private institutions are aware and responsive to the shelter situation of displaced population and other vulnerable groups	
Output-3.1: Institutions assist in the response to the shelter needs of displaced population and other vulnerable groups	ACTED, CARE, CHF, CONCERN, DRC, GVC, IOM, MEDAIR, NRC, PU-AMI, UN-Habitat, URDA

30 Direct shelter support to PRS will be undertaken in the Basic Assistance sector. The above figures reflect the PRS population that will benefit, together with the affected PRL from different shelter activities, especially from the site/infrastructure upgrades of temporary settlements and gatherings.

31 Referring to the UNDP assessments and relevant surveys on Palestinian camps and gatherings, 75,000 PRL are the most affected by the crisis, and are in need for shelter support either through their shelter rehabilitation or through site/infrastructure improvement of their neighbourhoods. Totals: 20,000 persons in need in the PRL camps, 45,000 in need in the gatherings, and 10,000 in critical shelter situations.

32 Sum of (a) 10 percent of 1,380,000 vulnerable Lebanese living under US\$3.84/day, (b) 45,871 Lebanese benefiting from the rehabilitation of their accommodations and (c) 19,350 Lebanese returnees.







## SOCIAL STABILITY

**Lead Ministry:** Ministry of Social Affairs (MoSA)

**Coordinating Agencies:** UNDP and UNHCR

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### COMMUNITIES IN NEED



251



### # OF PARTNERS

29

### COMMUNITIES TARGETED



251

### GENDER MARKER

1

### REQUIREMENTS (US\$)



119.4 million



## SECTOR OUTCOMES

### OUTCOME:

Local communities and institutions ability to mitigate tensions and prevent conflict are strengthened, and the overall response on the evolution of tensions is informed.



\$119.4 m

### INDICATORS

# of municipalities benefitting from comprehensive support to promote social stability (participatory process; capacity building; project implementation)

# of priority municipal projects identified and implemented

# of law enforcement and security actors trained on code of conducts, guidelines

# of communities with functioning conflict prevention initiatives/mechanisms

% of LCRP partner who mainstream conflict sensitivity in their work and are informed on tension/stabilization trends



## PRIORITY INTERVENTIONS

- 1: Support municipalities to build social stability through participatory processes, capacity-building, and implementation of priority municipal service projects to alleviate resource pressure and reduce tensions.
- 2: Support the institutionalization of municipal police through the development of codes of conduct, standard operating procedures and provision of relevant trainings to security officials.
- 3: Establish community conflict mitigation mechanisms involving and training key community members in areas of high social tensions, including women and youth.
- 4: Implement youth initiatives (summer camp, artistic activities, peacebuilding clubs, community campaigns) to promote active involvement of youth in local communities.
- 5: Mainstream conflict sensitivity in the LCRP by providing regular trend analysis and training to LCRP partners.

## 1. Situational analysis and context

The demographic and socio-economic consequences of the Syria conflict in Lebanon have had a significant impact on the social fabric at the community level. In 56 cadastres, the population has more than doubled in the span of just a few years, resulting in the host community now representing a minority within their respective villages and municipalities. In another 84 cadastres, the population has increased by 50 to 100 percent. These rapid changes have had profound consequences on the dynamics of local communities, and for the management of authority, resources and tensions. As this has mostly occurred in areas that were already deprived before the crisis (251 cadastres are home to 67 percent of deprived Lebanese and 87 percent of displaced Syrians), local resources - which could barely provide for the host population pre-crisis - are now under even greater pressure<sup>i</sup>.

Although the impact of the crisis is felt throughout the country, there are wide differences and dynamics between, and often within, regions and districts, depending on local and contextual specificities, but also depending on the season as well as on the broader political and security context. This section therefore only highlights major trends, which can vary from village to village and over time. Moreover, the fact that Lebanon has not witnessed significant instances of inter-group violence shows the remarkable resilience of local communities, as well as of displaced and host populations, and the positive role of institutions in defusing existing tensions. The welcoming attitude of the Lebanese population has been key in peacefully managing the potential threats to social stability in Lebanon at the individual, community and village level. Strong, continued engagement is required by all stakeholders to support and build on existing capacities in order to strengthen social stability in Lebanon. This situation has subsequently created the necessary operational space for partners to deliver support.

Local public institutions are at the forefront of managing potential threats to social stability at the local level. With over 1,000 municipalities spread over its territory, 52 municipal unions<sup>1</sup>, 213 Social Development Centres and a vibrant local civil society, Lebanon has an established and tested network of institutions and systems in place maintaining social stability. Yet, many of these institutions were already faced with major challenges before the crisis. This is particularly the case for municipalities, which are endowed with many prerogatives and responsibilities, but face several constraints: 57 percent of municipalities do not have an administrative structure, and 40 percent have only one employee who is often either paid part-time or unpaid/voluntary<sup>ii</sup>. An incomplete decentralization process has long hampered municipalities' abilities to increase their revenue and deliver adequate public services to their residents<sup>iii</sup>,

with 70 percent of municipalities too small to provide any services, and only 8 percent of municipalities providing all core services<sup>2,iv</sup>.

More importantly, current municipal officials, leaders and representatives were not prepared to face and manage the impact of the crisis in their jurisdictions, and are not equipped with the skills and resources to identify and address key conflict issues. This is particularly the case when it comes to guaranteeing residents' security: municipal police/security services have expanded, but their roles, procedures and mandates need to be further defined, and their capacity developed. In addition to these formal institutions, the need for support also applies to more informal community fora or mechanisms which play a commendable role in solving and mediating disputes (50 percent of vulnerable villages report not having a mechanism to address tensions), and also need to adapt to new social dynamics<sup>v</sup>.

In vulnerable localities, the crisis has impacted jobs, water, electricity, waste removal, housing and access to medical services, which, although already strained before the crisis<sup>vi</sup>, which has in turn degraded inter-group relations at the local level. Reports and perception surveys consistently show that pressure on livelihoods and competition for low and semi-skilled job opportunities top the list of issues driving tensions<sup>vii</sup>, while other pressures vary regionally and seasonally (access to water causing more tension over the summer, access to shelter over the winter). All in all, in the most vulnerable villages, over half of host community members<sup>3</sup> report multiple causes of tension between communities<sup>viii</sup>.

The crisis is also impacting individuals' sense of well-being in their community: a majority of Lebanese feel less safe now than three years ago, and an overwhelming 91 percent of host communities consider that the presence of displaced Syrians poses a security threat<sup>ix</sup>. Perceptions and prejudices are also playing an important role in exacerbating tensions<sup>x</sup>, and feelings of insecurity are not correlated with actual incidences of crime<sup>xi</sup>. Displaced Syrians can also be perceived as posing a cultural concern in some areas, due to perceived differences in traditions and gender roles<sup>xii</sup>. These perceptions have slowly eroded initially positive community relations, with most Syrians reporting a degradation of their situation and not feeling welcome anymore (especially in Beirut, but also in the North and Bekaa)<sup>xiii</sup>. More generally, the context of Lebanon often aggravates divisions along identity lines, even more so with non-Lebanese, and there is a relative anxiety among the host community that the prolonged presence of displaced Syrians will reverberate on the Lebanese sectarian balance.

Youth across cohorts are particularly affected by these

(1) 700 of the 1,000 Lebanese municipalities belong to one of the 53 unions established in Lebanon. Unions have many prerogatives, which generally include executing public projects with common benefits for all or some member municipalities.

(2) Municipal Core Services include infrastructure, kindergartens, public schools, vocational training centres, playing fields, dispensaries, public hospitals and public housing.

(3) This raises to 70 percent for females, illustrating an important gender dimension of tensions.

threats to social stability, and thus in need specific support<sup>xiv</sup>. Lebanese youth are disproportionately affected by the lack of jobs and employment opportunities (pre-crisis unemployment reached 34 percent)<sup>xv</sup> and express prejudice against their Syrian counterparts and fear of them. This situation of mutual hostility and deprivation among youth could provide fertile ground to security incidents, and communities' concern over youth violence is common<sup>xvi</sup>. Nonetheless, despite negative attitudes, empathetic signs are also expressed, such as the willingness to alleviate humanitarian needs of displaced Syrian youth<sup>xvii</sup>. Moreover, youth from all population groups and both genders are eager to play a more active role in their communities, but need to be presented with the opportunity to do so<sup>xviii</sup>.

Social tensions<sup>4</sup> have not resulted in inter-community violence between host communities and the displaced Syrians, except in rare instances, highlighting the peaceful and positive attitude displayed by both populations in the interrelations between communities. There were limited serious incidents so far in 2015<sup>5</sup> such as the ones in Tripoli and Aarsal in 2014 that severely impacted community relations throughout the country. Yet, the potential for localized incidents/clashes, rumours or hate speech to quickly spill-over should not be underestimated<sup>xix</sup>, as reports consistently show that tensions remain high, with a risk associated with potential propensity for violence and physical confrontation between or within groups<sup>xx</sup>.

For the time being, the most direct consequences of these tensions and the distrust between host and displaced populations are increased separation between groups, and restrictions on displaced populations. Interactions between most Syrians and Lebanese are very limited, focused on work, rental payment, or seeing each other in the street<sup>xxi</sup>. Tensions with host communities and neighbours is the second cause of movement/relocation of displaced Syrians (after inability to pay rent), threatening generally good relations<sup>xxii</sup>. Local policy measures to regulate the presence of Syrians remain frequent and are generally supported by the host communities in the locations where they are in place<sup>xxiii</sup>.

The international response has gradually increased its support to local communities' and institutions' capacities over the past years. As this is typically done through multi-year programmes, results are not immediately evident, but the impact on social stability is gradually becoming apparent. Impact assessments show that support to municipalities and implementation of basic services projects addressing

key resource pressures have reduced the sense of conflict in targeted communities, increased the sense of cooperation between residents, and enhanced perceptions of the capability of municipalities. Yet working on softer elements such as capacity development, confidence-building or awareness-raising is also an important factor in addressing the need to mitigate tensions<sup>xxiv</sup>. Capacity-building on conflict resolution provided to staff of public institutions such as health centres, or mainstreamed in community-based initiatives, was also successful in changing the attitudes and behaviour of individuals, improving relationships between community members, developing institutional practices towards more tolerance, and fostering a better ability to deal with tensions<sup>xxv</sup>.

Unfortunately, this is probably an area that remains underdeveloped by the sector, which has otherwise recorded good progress in working with different groups (in particular youth) to mitigate tensions and to alleviate resource pressure (117 projects completed). Indeed, while 262 municipalities and unions are already receiving capacity support (notably in terms of staffing support, and technical assistance to improve service delivery and conflict management), actual capacity development and training of municipal officials remain limited. Work with security forces and municipal police has also been initiated but needs to be scaled up. These are areas where additional funding is necessary to ensure the sustainability of progress made in 2015.

## 2. Overall sector strategy

The social stability sector strategy is built on the premise that other sector contributions to social stability need to be supported and completed by a dedicated set of interventions aimed at directly tackling both the causes and the expressions of tensions. Considering the prolonged nature of the crisis and its impact on community relations, ensuring humanitarian assistance and protection, strengthening service delivery, and expanding livelihoods and economic opportunities will not suffice to guarantee stability in Lebanon. Local institutions, host communities and displaced populations need to receive additional support to address the new social reality in their respective areas, and to sustain the overall peaceful behaviour that has characterized interpersonal relations so far.

The sector therefore defines social stability as a state of inter-group relations at community level, where sources of tension between groups are addressed and managed through formal institutions or informal mechanisms, so as to prevent them from resulting in collective violence, human rights abuses, or lost opportunities for vulnerable groups. Social stability in Lebanon in the context of the Lebanon Crisis Response Plan means supporting positive behaviours and change agents within all communities, so as to prevent social tensions generated by the crisis from resulting in conflict between and among the displaced, and /or between the displaced and host communities.

(4) Social tensions are defined as social, economic and/or cultural issues causing divisions and creating potential sources of conflict or negative perceptions/attitudes between groups. As such, religious, sectarian and political issues are not included as social tensions.

(5) Lebanon Support Conflict Map recorded a marginal increase in the number of incidents between 2014 and 2015 (638 incidents recorded in July-December 2014 vs. 676 in Jan-July 2015), but none of the 2015 incidents involved important casualties as was the case in 2014. Available from - <http://cscm.daleel-madani.org/cma>

(6) OCHA-REACH-UNICEF, *Defining Community Vulnerability in Lebanon*, 2015, showing that while Syrians and Lebanese would see each other every day (for 85 percent of hosts respondents, 75 percent of displaced), interaction would be limited to ignorance or 'smiling' in 90 percent of the cases.

Effective and sustainable social stability outcomes can be reached by strengthening local resources and capacities such as municipalities, public spaces, associations, volunteers, youth and social groups, libraries and clubs, as key gateways to reaching the wider communities in the most affected areas, so as to engage individual skills, capacities and talents. Harnessing and sensitively supporting the resources that currently exist within the communities themselves is a key component of the strategy to preserve social stability. The strategy will include careful conflict-sensitivity mainstreaming in supporting programmes to mitigate risks of tension, and to increase respect for cultural diversity and non-violent communication.

Efforts of the social stability sector are in line with the Government of Lebanon Stabilization Roadmap, which emphasizes the need to support municipalities to help reduce communal tensions and foster peacebuilding mechanisms in order to mitigate tensions in conflict prone areas hosting displaced Syrians. The sector will also work to support decentralization efforts, and more specifically with the Ministry of Social Affairs (MoSA) and the Ministry of Interior and Municipalities (MoIM) in their work with municipalities. The sector is also directly guided by the Lebanese Government Policy paper on the Syrian displacement to Lebanon. Activities of the sector will concentrate on the mitigation of tensions and the support of municipalities, which will benefit both host communities and displaced Syrians.

The sector has traditionally not directly targeted Palestine refugees, taking into consideration the long-standing and well-established work of UNRWA on social stability and service delivery in Palestinian camps. Work in Palestinian gatherings has also been ongoing primarily through shelter and Energy & Water interventions. While some partners have expressed interest in working with Palestine refugees through social stability activities (primarily targeting youth), the sector will mostly support the monitoring and analysis of the situation in Palestinian camps and gatherings. The sector is already working with UNRWA to monitor the impact of the reduction of assistance to Palestine Refugees from Syria.

Social stability interventions will be guided by a conflict prevention agenda and come from the perspective of viewing the host community as the key entry point. The sector will support and complement interventions by other sectors to bring an added and coherent value to the overall response:

- The sector will support the response contribution to social stability by setting up the necessary local processes for other sectors to use, and by providing analysis and intellectual leadership on issues related to conflict analysis and municipal legitimacy, as well as on targeting, monitoring and evaluating of the stabilization dimension of the response.

- The sector will complement other sectors' interventions by adopting a flexible approach to addressing local priorities and needs through tangible projects at the local level.

The sector response plan for 2016 is very much aligned and built on the successful scaling up of the sector activities throughout 2015. The sector strategy will, however, develop and expand its activities related to supporting MoIM and the municipal police on one hand, and preventive activities targeting youth on the other.

The sector will remain focused on supporting municipalities as the institutions at the forefront of the crisis, and as the key gateways to maintaining social stability at the local level. This will involve implementing a mix of soft, process-oriented activities and hard, tangible interventions to deliver concrete services in host communities<sup>7</sup>. The sector will engage municipalities in conducting inclusive, conflict-sensitive participatory processes with host communities to identify key changes, risks, and sources of tensions at the local level. This builds on the successful implementation of 130 such processes in 2015 (at the time of writing), 96 of which were led by the Ministry of Social Affairs. Such processes are indispensable both to identifying actual community priority needs and to strengthening links between and among the municipalities and the population. While religious and traditional leaders are key interlocutors, involving youth and women in these processes will be essential to ensuring inclusive and successful processes, considering that these groups are traditionally underrepresented in formal structures.

In order to ensure the sustainability of the support provided, municipalities will benefit from capacity support in terms of both training and staffing (also at the union level) related to two key components of their competencies: community engagement and conflict prevention, and local planning and delivery of services. The sector will then develop and strengthen a wide range of community support and basic services projects, which will serve the dual purposes of alleviating pressure and competition of resources at the local level, and - more importantly - building the confidence of local populations in municipal capacity and responsiveness to their needs. These projects are by nature different from interventions of other sectors in basic services, as social stability projects are the result of a broad community engagement and participatory process to identify which investment is best suited to a particular locality to alleviate tensions. Stronger municipalities able to deliver better and more services will benefit all of the population living in these municipalities.

Support to local level institutions will be linked with increased support to key national level structures. This will include

(7) Early impact evidence mentioned above show that the combination of both approaches is key to maximizing impact on social tensions, municipal legitimacy, and a sense of trust and cooperation at the local level.



continuing support to MoSA and expanding work with MoIM so that the respective line ministries are able to effectively support and manage the work of municipalities to face the crisis. This will in turn include support to governors' offices as a key link between central and local levels, to increase vertical linkages between local governance entities and their ability to plan jointly (from villages to "Qaemaqam", Unions of Municipalities and Governors). In particular, the sector, together with protection partners, will aim at expanding its support to municipal police forces, which play a growing role but require further institutionalization through the development of standards, trainings and codes of conduct.

With the exception of capacity support, the support to municipalities focuses on relatively short-term processes to quickly respond to needs and multiple sources of tensions at community level. In parallel, the sector will also work on more in-depth approaches to engage directly with communities and key individuals on underlying causes of conflict to mitigate tensions, resolve disputes and prevent conflict. This will be done through different types of interventions. Partners with a longstanding presence in Lebanon and proven experience in conflict prevention programming will continue their work to establish dispute-resolution and conflict-prevention initiatives in the localities where social tensions are high. Such programmes will work with community members on participatory conflict analysis to identify the root causes of tensions and potential triggers of violence, and to set up appropriate mechanisms or dialogue spaces adapted to the specificities of the local context. These include 'Mechanisms for Social Stability', established in 33 municipalities this year, dedicated to dealing with identified causes of tensions to ensure that intra-community misperceptions are mitigated, and that isolated incidents and disputes are mediated and do not spill over into inter-group violence.

Other partners will work on identifying, supporting and structuring local civil society to enhance its role in building social stability at the local level. The sector will also continue implementing a dedicated set of activities (summer camps, art/cultural/sport activities promoting non-violent communication, local awareness campaigns, community services, etc.) targeting and led by youth. These will aim not only to prevent further marginalization and risk of violence by young people, but also to promote youth involvement and participation in the local community, and joint recreational activities bridging the gap between youth from different groups<sup>xxvi</sup>. This will be complemented by work at the national level, notably to engage media in defusing misperceptions and prejudices, as well as engagement with national civil society in building social stability.

### 3. Sector outcomes, outputs and indicators

The sector's overarching aim is to ensure that the impact of the crisis and the tensions generated at the local level do not result in violence. The sector is therefore working on preventing conflict, but also on ensuring that conditions are in place to respect human rights and rule of law.

The overall efforts of the sector should contribute to setting up the necessary conditions for local government and host communities to ensure social stability, but also to responding to the overall crisis in Lebanon. The sector therefore adopts a transformative approach, setting the basis for successful medium-term programmes of the overall response between 2017 and 2020 which will enable the management of the crisis to lead to tangible developmental gains.

The sector strategy remains broadly unchanged compared to 2015, with only subtle adjustments in the order and level of details at the output level of the sector. The sector's outcome remains **'to strengthen local communities' and institutions' ability to mitigate tensions and prevent conflict'**, and informs the overall response to the evolution of social stability. The overall impact of the sector will therefore be measured based on the level of social stability in targeted localities, including the role of local institutions and their capacity to address local needs, the attitudes and perceptions between groups, the sense of security of individuals in affected communities, and the possible causes of tensions. The sector is working on consolidating a monitoring and evaluation tool to measure the evolution of stability in a harmonized way.

**Output 1 - Municipalities are capacitated to strengthen social stability and alleviate resource pressure.** This reflects the importance of the investments and support granted to municipalities by the sector over the course of the last year; the output related to supporting municipalities to mitigate tensions and alleviate resource pressure will become the first one of the sector. It is expected that partners engaged in this output will implement the different projected activities, from participatory processes to community support, basic services project implementation and capacity-building, as the necessary conditions for the alleviation of tensions and the bolstering of the capacity and legitimacy of local institutions.

**Output 2 - National government institutions capacity to mitigate tensions is strengthened** - This outcome complements the first, reflecting the increased priority given to central government institutions engaged in social stability issues, notably MoSA and MoIM. This will also include work with municipal police, governors' offices and their units working on social stability issues, notably local security cells and disaster risk management units, which need to take into account the social reality of the crisis to perform adequately

in case of disasters.

**Output 3 - Local capacities for conflict prevention and dispute resolution strengthened.** This is aimed at strengthening local capacities for tension mitigation: regrouping activities to set up local community initiatives for conflict prevention and dispute resolution, and youth community participation.

**Output 4 - Civil society institutions capacity to contribute to social stability strengthened.** This will work both at the national level to structure and strengthen local civil society (through organization support and capacity building), and with media institutions to promote responsible and objective reporting.

**Output 5- Conflict-sensitivity mainstreamed.** This outcome reflects the work of social stability partners to support and inform the rest of the response on social stability issues. This is based on the inter-agency social stability mainstreaming survey in May 2015, and will be done through the provision of relevant information and analysis on conflict dynamics, local governance and stabilization monitoring, by sharing best practices on social stability, and through the delivery of training on conflict-sensitive programming.

## 4. Identification of sector needs and targets at the individual, institutional and geographical level

Social stability interventions typically target institutions and

communities in vulnerable areas, rather than individuals. The basis for targeting is therefore geographical, prioritizing the localities most impacted by the crisis and thereby most vulnerable to the risk of social tensions and conflict. The inter-agency vulnerability map is a key reference for the sector, having identified 251 cadastres where Syrians and vulnerable Lebanese are concentrated, and where the ratio of displaced to host population is the highest. The unit costs of each intervention and individual output targets are based on averages from the 2015 appeal.

The 244 municipalities and 33 main unions in these 251 cadastres will be the priority targets of the sector, while acknowledging that tensions and the potential for violence is high in other places, potentially necessitating interventions outside of the 251 cadastres. While tangible projects aiming at alleviating resource pressure and reducing tensions should be identified and implemented in all cadastres, capacity support to municipalities needs to be further prioritized, as engaging nearly 300 institutions in a local governance support programme within a year would not be feasible.

Thus, support to municipalities in terms of community outreach and conflict mitigation will be focused on the municipalities with the highest ratio of displaced to host population, while support in terms of service delivery and strategic planning will be carried out mostly at the Union of Municipalities level (for efficiency gains), both in high ratio areas (33 unions have 50 percent or more of their population in the vulnerable cadastres) through regional technical offices, and in poor urban areas through neighbourhood technical offices. The technical offices provide staffing and

### Total sector needs and targets:

Category	Total population in need	Targeted – population in 251 most vulnerable cadastres
Displaced Syrians	1,500,000	942,337
Palestine Refugees from Syria	42,189	40,965
Palestine Refugees in Lebanon	277,985	257,460
Vulnerable Lebanese	1,500,000	1,005,000
<b>Total</b>	<b>3,321,362</b>	<b>2,245,762</b>

### Communities

<b>Cadastres</b>	251 cadastres identified as most vulnerable
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### Institutions

<b>Municipalities</b>	244 Municipalities & 33 Unions in the most vulnerable cadastres
<b>Central Ministries</b>	MoSA, MoIM, PCM
<b>Governors' offices</b>	Support to Governors' 6 offices in Bekaa, Baalbek-Hermel, Akkar, North, South, Nabatieh

equipment to support strategic, planning, and implementing capacities of the Unions of Municipalities.

Work with youth community initiatives and civil society should ideally be conducted in all vulnerable localities, while dispute-resolution and conflict-prevention mechanisms will be prioritized in areas where social tensions are high. Local coordination structures estimate that 64 localities are in particular need for such initiatives (half of which could be targeted in 2015, based on the current capacity of partners to maintain existing mechanisms and expand to new ones).

However the sector is in drastic need of more qualitative elements to refine its targeting and measure its impact (particularly on a nation-wide scale), including regular perception surveys to be able to track changes in community relations. Lack of up-to-date analysis and data on host community vulnerability, municipal capacity, resource strain and tensions in Palestinian camps and gatherings also constitute important information gaps for the sector.

## 5. Mainstreaming of conflict sensitivity, gender, youth, people with disabilities and environment

### Conflict Sensitivity:

Conflict sensitivity is core to the sector strategy, which is based on participatory, conflict-sensitive processes to guide interventions tailored to the local context.

### Gender, Youth, People with Specific Needs:

Ensuring proper participation of women and youth, two groups traditionally marginalized from local decision making processes, is key to the success of work in the sector. Tension can also have an important gender dimension (especially in terms of perception of safety, relationships with security forces, inter-community contact, etc.) which needs to be part of any conflict and context analysis of social stability partners. Gender mainstreaming is also a standard element systematically integrated into partners' interventions such as participatory planning and conflict analysis, or human rights training for security forces. With regards to youth, the sector will dedicate a range of interventions specifically targeting and led by youth, in addition to involving youth representatives in other activities.

Representatives of persons with special needs should also be included in participatory planning mechanisms. In addition, accessibility should be given consideration in everything from the participatory planning mechanisms to the execution of such projects as public infrastructure and recreational/sports facilities.

### Environment

Environmental concerns will be increasingly integrated into the sector interventions. This is particularly the case for the capacity support provided to municipalities, who need to be able to take environmental safeguards into account when planning for service delivery. Tensions and pressure over natural resources such as land occupation and water are also common, and will need to be mediated and addressed. This needs to be addressed through the inclusion of environmental safeguards and guidelines as part of the capacity support provided to municipalities, and in the technical specification of basic services projects, in cooperation with line ministries and Energy & Water partners.

## 6. Inter-sector linkages

- **Protection:** Over the past year the social stability sector has established a strong, efficient link with the protection sector. This ensures the complementarity of community interventions and shares responsibility in the design, planning and implementation of activities. Protection partners' work with the displaced and host communities, including on community-based protection, provides easy entry points for social stability partners in need of facilitating cross-community contact, and vice-versa. In addition to ensuring that work to defuse misperception is conducted jointly, another point of linkage between the two sectors is around the analysis of community dynamics, where exchange of information and data is crucial for the benefit of both sectors. Both sectors will focus on adolescents and youth, who will be empowered as agents of change in the sector activities. The sector will also pay special attention to protection mainstreaming.
- **Education:** The social stability and education sectors have also established a link in the area of peace education. Activities related to peace education in the formal education system which were previously implemented in the social stability sector will now be hosted by the education sector to ensure coherence.
- **Shelter:** The social stability sector will develop and deepen its link with shelter partners over the next year, particularly as shelter partners develop their assessments and profiling of deprived urban neighborhoods to guide the comprehensive, multisectoral interventions that are needed to avoid spill-over of tensions. Social stability and shelter partners offer the right combination of technical and general skills to be effectively able to support local urban institutions.
- **Other sectors:** More generally, the sector will maintain close links with other sectors working on service delivery and infrastructure (education, health, livelihoods, food security and particularly Energy & Water) to ensure that social stability basic services projects fill critical gaps

not covered by other sectors. Projects implemented by the social stability sector will follow the technical criteria and national standards of relevant sectors. Social stability partners will continue to facilitate access to local institutions and municipalities for other sectors, as well as to inform other sectors on the outcome of participatory processes conducted at the municipal level to inform the prioritization of other sectors' interventions.

- In addition to providing general conflict analysis and conflict-sensitivity programming support to the overall response, the sector will also provide specific support to sectors/partners to monitor the impact of their programmes on social stability. This is already occurring in the food security sector, to assess the impact of reductions in food assistance on inter-group relations, and with UNRWA on reductions in assistance to Palestine Refugees from Syria, and could easily be extended to basic assistance partners.





## PARTNERS PER OUTPUT:

**Social Stability Sector Partners:** MoSA, UNFPA, UNHCR, AVSI, Forum ZFD, DRC, LOST, UN-Habitat, ActionAid, CHF, UNICEF, WVI, CLMC, SFCG, CARE, ACF, OXFAM, CONCERN, IOM, UNDP, ICU, PU-AMI, International Alert, UNRWA, UNOPS, RET, Mercy Corps, ACTED, NRC, Solidar Suisse

OUTCOME/OUTPUT	PARTNERS
<b>OUTCOME 1:</b> Strengthen local communities and institutions ability to mitigate tensions and prevent conflict, and inform the overall response on the evolution of tensions.	
Output-1.1: Municipalities are able to alleviate resource pressure through the implementation of municipal/local services projects based on participatory processes and capacity-building.	ACTED, AVSI, CARE, CHF, CONCERN, DRC, IOM, LOST, Mercy Corps, NRC, OXFAM, PU-AMI, Solidar Suisse, UNDP, UNFPA, UN-Habitat, UNHCR, UNOPS
Output-1.2: National government institutions capacity to mitigate tensions is strengthened	RET, UNDP, UNFPA, UNHCR, UNICEF
Output-1.3: Local capacities for conflict prevention and dispute resolution strengthened	ACTED, ActionAid, AVSI, CHF, CLMC, CONCERN, DRC, Forum ZFD, International Alert, IOM, LOST, Mercy Corps, PU-AMI, RET, SFCG, UNDP, UNFPA, UN-Habitat, UNHCR, World Vision
Output-1.4: Civil society institutions strengthened	ACF, ACTED, CARE, CHF, CONCERN, DRC, IOM, Mercy Corps, OXFAM, PU-AMI, RET, SFCG, UNDP, UNHCR, UNOPS, UNRWA, World Vision
Output-1.5: Conflict-sensitivity mainstreamed by providing conflict analysis, and capacity-building to the LCRP	ACTED, Forum ZFD, International Alert, Mercy Corps, OXFAM, PU-AMI, SFCG, UNDP, World Vision

## ENDNOTES

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Photo by: WFP/Sandy Maroun

# ANNEXES

# Annex 1: Lessons learned and best practices

1. **Maintaining the integrated stabilization and humanitarian approach** will ensure both dimensions of the response are supporting a wider reach of vulnerable individuals and institutions, while contributing to the overall stability of the country in a fragile context.
2. **Effective coordination and clarity on roles and responsibilities** will enhance the quality of results and services for beneficiaries, yielding more efficient use of resources and improved working relationships among partners.
3. **Joint and results-based planning** will ensure joint ownership of the response and avoid reshaping priorities and duplication of activities, emphasizing results achievement rather than mere adherence to planned activities and outputs.
4. **Joint communication and resource mobilization** as a shared responsibility, will support coherent advocacy and messaging consistently delivered by LCRP partners. This will ensure efficient and adequate communication on interventions, achievements and critical needs to fill funding gaps.
5. **Capacity development and involvement of stakeholders** will ensure that a group of informed, committed and engaged stakeholders contribute to the overall sustainability of the response.
6. **Mainstreaming** of gender, environment, youth, people with specific needs and social stability will promote inclusiveness throughout the response.
7. **Improved transparency and information-sharing** will ensure building accountability and trust among LCRP partners, and contribute to the improvement of decision-making as well as the collective efficiency and effectiveness of the response.
8. **Complementarity and convergence** will strengthen coherence and ensure the sum of partners' contributions helps to achieve the LCRP strategic results.

## Annex 2: Developing the LCRP

The LCRP formulation process started in early 2014 as part of the overarching 3RP planning process involving five affected nations.

The articulation of the strategy and formulation of the strategic priorities for Lebanon reflects a longstanding dialogue between the Government of Lebanon and the United Nations, international and national NGOs, the international donor community, and affected populations. Field-level consultations on the strategic priorities, planning assumptions and sectoral activities were held during the development and drafting process, and will continue throughout implementation.

Following endorsement of the LCRP Steering Committee in July 2015, and upon close consultation with key national and international partners, the planning for the 2016 LCRP was initiated in the third quarter of 2015.

A Joint Technical Task Force (JTF) was formed with the responsibility to lead, coordinate and oversee the 2016 planning exercise. Key responsibilities of the JTF also included technical decision making and validation of intermediary outputs. The JTF was composed of representatives from the Government of Lebanon, the United Nations, the donor community, and national and international NGOs.

Under the overall guidance of the JTF, a Core Planning Team comprised of representatives from GoL, UN and NGOs was established to draft the narrative section of the plan, provide guiding documents, and coordinate with the JTF and the sectoral steering committees/core groups in developing the sector response plans.

The 2016 planning exercise followed a periodic review and validation process by the JTF and final endorsement by the LCRP Steering Committee, allowing for participatory stakeholders' review and feedback at different milestones to ensure ownership of the plan by the different constituencies.

The Crisis Cell ministries and the Humanitarian Country Team provided strategic guidance on overarching policy issues and key planning outputs on a regular basis throughout the planning process.

# Annex 3: Commitments of the LCRP Response

**Equity in humanitarian action:** a fair distribution of assistance and financial resources based on identified needs. Ensuring equity in access to services, resources, and protection measures demonstrates the principle of humanitarian impartiality in practice. It is also essential for increasing the participation of women, men, boys and girls, and ensuring protection mechanisms that meet their needs.

**Do no harm:** understanding how assistance provided during a crisis situation impacts the wellbeing and safety of beneficiaries at the point of planning and also of delivery. The “Do No Harm” framework asks humanitarian actors to consider the interplay of aid programmes on the dynamics of fragile communities – for example: Who is receiving aid and who is not? Is the delivery programme perceived locally as equitable, impartial, and just? Does it reduce or increase the risk to beneficiaries, or others connected to them? It also provides a programming tool to mitigate potential harmful consequences of aid mechanisms on communities in fragile contexts.

**Peace and stability:** promoting the ability of individuals, households, communities, and institutions to withstand and recover from shocks and stresses while achieving transformational change. It focuses on strengthening the capacity of communities to cope with the crisis through immediate emergency interventions, by bolstering livelihoods, housing, infrastructure, and basic services; regaining productive assets; and sustaining this recovery through a functioning and peaceful socio-economic and political environment.

**Partnership:** Working in partnership increases the effectiveness of humanitarian response. Effective partnership requires attention to underlying issues of power, attitudes and styles of working, as well as identifying which partner is best placed to deliver on each of the desired outcomes. The partners would respect local laws and cultures of their areas of operations. The partners in the LCRP commit to uphold the Principles of Partnership as adopted by the Global Humanitarian Platform in 2007:

- *Equality:* mutual respect between partners irrespective of size and power
- *Transparency:* dialogue (on equal footing), with an emphasis on early consultations and early sharing of information
- *Results-oriented approach:* keep the response reality-based and action-oriented, based on effective capabilities and concrete operational capacities
- *Responsibility:* ethical obligation of partners to accomplish tasks responsibly, with integrity and in a relevant and appropriate way, and to prevent abuses
- *Complementarity:* build on our comparative advantages and complement each other's contributions; build on local capacity and seek to overcome language and cultural barriers

**Prevention and Response to Sexual Exploitation and Abuse:** Country responses must respect and implement commitments to prevent and respond to sexual exploitation and abuse by the humanitarian community, developed under Secretary General Bulletin 2003. i.e. to develop specific strategies to prevent and respond to sexual exploitation and abuse; to incorporate standards on sexual exploitation and abuse in induction materials and training courses for personnel; to ensure that complaint mechanisms for reporting sexual exploitation and abuse are accessible and that focal points for receiving complaints understand how to discharge their duties, and ; to regularly inform personnel and communities on measures taken to prevent and respond to sexual exploitation and abuse.



# Annex 4: Planning figures

Category		Cohorts	Projected Population 2016					
			Total	% Female	# Female	% Male	# Male	% Children
Total population cohorts	Lebanese population		4,035,042	%49.7	2,006,425	%50.3	2,028,113	%31.2
	Displaced Syrian		1,500,000	%52.1	781,368	%47.9	718,632	%53.1
	Palestine refugees from Syria (PRS)		42,189	%50.5	21,305	%49.5	20,884	%38.1
	Palestine Refugees in Lebanon (PRL)		277,985	%50.5	140,382	%49.5	137,603	%38.1
	Lebanese returnees		35,000	%49.7	17,404	%50.3	17,592	%31.2
	<b>Total population living in Lebanon</b>		<b>5,890,216</b>	<b>%50.4</b>	<b>2,966,885</b>	<b>%49.6</b>	<b>2,922,823</b>	<b>%37.1</b>
Total poor	Lebanese living under poverty line (\$3.84/day)		1,500,000	%49.7	745,875	%50.3	753,938	%31.2
	Displaced Syrians living under Minimum Expenditure Level (\$3.80/day) - %70		1,050,000	%52.1	546,958	%47.9	503,042	%53.1
	Palestine Refugees from Syria (PRS) (%89 of caseload – AUB data)		42,189	%50.5	21,305	%49.5	20,884	%38.1
	Palestine Refugees in Lebanon living under poverty line (%66 of caseload – AUB data)		183,470	%50.5	92,652	%49.5	90,818	%38.1
	<b>Total poor</b>		<b>2,775,659</b>	<b>%50.7</b>	<b>1,406,791</b>	<b>%49.3</b>	<b>1,368,681</b>	<b>%40.0</b>
Total People in Need: economically, socially and legally vulnerable	Vulnerable Lebanese		1,500,000	%49.7	745,875	%50.3	753,938	%31.2
	Displaced Syrians		1,500,000	%52.1	781,368	%47.9	718,632	%53.1
	Palestine Refugees from Syria (PRS)		42,189	%50.5	21,305	%49.5	20,884	%38.1
	Palestine Refugees in Lebanon (PRL)		277,985	%50.5	140,382	%49.5	137,603	%38.1
	<b>Total people in need</b>		<b>3,320,174</b>	<b>%50.9</b>	<b>1,688,931</b>	<b>%49.1</b>	<b>1,631,055</b>	<b>%42.0</b>
Targeted protection and direct assistance	Vulnerable Lebanese		300,000	%49.7	149,175	%50.3	150,788	%31.2
	Displaced Syrians		1,500,000	%52.1	781,368	%47.9	718,632	%53.1
	Palestine Refugees from Syria (PRS)		42,189	%50.5	21,305	%49.5	20,884	%38.1
	Palestine Refugees in Lebanon (PRL)		75,000	%50.5	37,875	%49.5	37,125	%38.1
	<b>Total target: protection and assistance</b>		<b>1,917,189</b>	<b>%51.6</b>	<b>989,724</b>	<b>%48.4</b>	<b>927,428</b>	<b>%62.2</b>
Targeted service delivery, economic recovery and social stability	Vulnerable Lebanese		1,200,000	%49.7	596,700	%50.3	603,150	%31.2
	Syrians displaced		840,000	%52.1	437,566	%47.9	402,434	%53.1
	Palestine refugees from Syria (PRS)		42,189	%50.5	21,305	%49.5	20,884	%38.1
	Palestine Refugees in Lebanon (PRL)		20,000	%50.5	10,100	%49.5	9,900	%38.1
	<b>Total target: service delivery, economic recovery and community services</b>		<b>2,102,189</b>	<b>%50.7</b>	<b>1,065,672</b>	<b>%49.3</b>	<b>1,036,367</b>	<b>%59.9</b>
Total targeted population	Vulnerable Lebanese		1,200,000	%49.7	596,700	%50.3	603,150	%31.2
	Syrians displaced		1,500,000	%52.1	781,368	%47.9	718,632	%53.1
	Palestine refugees from Syria (PRS)		42,189	%50.5	21,305	%49.5	20,884	%38.1
	Palestine Refugees in Lebanon (PRL)		75,000	%50.5	37,875	%49.5	37,125	%38.1
	<b>Total target</b>		<b>2,817,189</b>	<b>%51.0</b>	<b>1,437,249</b>	<b>%49.0</b>	<b>1,379,790</b>	<b>%43.1</b>

