



# LEBANON CRISIS **RESPONSE PLAN**



**2017- 2020** (2019 update)



# TABLE OF CONTENTS

Foreword .....	5
Reference map .....	6
<b>PART I: LEBANON CRISIS RESPONSE STRATEGY</b>	
Introduction.....	8
At a glance.....	10
Needs Overview.....	11
Population in Need and Targeted .....	17
Response Strategy.....	18
Response Monitoring and Evaluation .....	28
<b>PART II: OPERATIONAL RESPONSE PLANS</b>	
Basic Assistance .....	37
Education.....	55
Energy .....	69
Food Security & Agriculture.....	83
Health .....	101
Livelihoods.....	121
Protection.....	139
Shelter .....	169
Social Stability.....	187
Water .....	203
<b>PART III: ANNEXES</b>	
Annex 1: Best practices .....	222
Annex 2: Developing the LCRP.....	222
Annex 3: Commitments of the LCRP Response.....	223
Annex 4: Planning Figures.....	224
Annex 5: LCRP Sector Steering Committee (SSC) Terms of Reference .....	225
Annex 6: Environment Task Force Terms of Reference.....	227
Annex 7: Acronyms .....	229

## Terminology in the Lebanon Crisis Response Plan (LCRP)

The UN 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 Government of Lebanon considers that it is being subject to a situation of mass influx. It refers to individuals who fled from Syria into its territory after March 2011 as temporarily displaced individuals, and reserves its sovereign right to determine their status according to Lebanese laws and regulations.

The Lebanon Crisis Response Plan uses the following terminologies to refer to persons who have fled from and cannot return to their country of origin:

1. "persons displaced from Syria" (which can, depending on context, include Palestinian refugees from Syria as well as registered and unregistered Syrian nationals);
2. "displaced Syrians" (referring to Syrian nationals, including those born in Lebanon to displaced Syrian parents);
3. "persons registered as refugees by UNHCR" and;
4. Palestinian refugees from Lebanon, refer to 180,000 PRL living in 12 camps and 156 gatherings.
5. Palestinian refugees from Syria, refer to 28,800 PRS across Lebanon.

## CORE PRINCIPLES AND COMMITMENTS

Building on the lessons learned from previous LCRP frameworks, as well as a needs and results-based approach used for defining outputs, targets and related budgets, key priorities for improving delivery of the LCRP include:

- Strengthening current tracking, monitoring and evaluation mechanisms;
- Improving transparency, efficiency and accountability;
- Reinforcing Government institutions' leadership and partnership with UN organizations, the donor community, international and national non-governmental organizations and other civil society actors;
- Enhancing the programmatic design and implementation systems in view of the broadened focus on stabilization and targeting the most vulnerable; and
- Improving field level coordination in light of the multi-year programming envisioned for 2017-2020.

As a basis for addressing these priorities, several core principles and commitments have been agreed between GoL and its international partners: see section 4.6, 'Principles of partnership and accountability'.

4

## Partners involved in the LCRP

ABAAD, ACF, ACS, ACTED, ActionAid, ADRA, AFDC, Al Fayhaa, Al Majmouaa, Al Mithaq, Al-Fayhaa, ALLC, ALLC IH, Alpha, AMEL, Ana Aqra, AND, ANERA, Arcenciel, Arche Nova, ARCPA, ARCS, AVSI, Avsi-Cesvi, Basmeh & Zeitooneh, Bluemission, British Council, BZRD, CARE, Caritas Lebanon, CCP JAPAN, CDR, CESVI, CISP, CLDH, CONCERN, COOPI, COSPE, Cure Violence, CWW, DAF, Danish Red Cross/Lebanese Red Cross, Dar El Fatwa, Dorcas, DOT, DOT Lebanon, DPNA, DRC, DRC/LRC, EDA, EDF, Expertise France, Fair Trade Lebanon, FAO, Fondation Mérieux, FPSC - Lebanon, GAME, GVC, HabitatForHumanity, HCI Lebanon, HDA, Heartland, HEKS/EPER, HelpAge, HI, Hilfswerk Austria International, Himaya, Himaya Dae Aataa (HDA), HOOPS, House of Peace, Humedica, HWA, ICU, IDRAAC, IECD, IFE-EFI, ILO, IMC, INARA, Injaz, International Alert, Intersos, IOCC, IOCC Lebanon, IOM, IR, IR Lebanon, IRAP, IRC, Islamic Relief Lebanon, KAFA, Kayany-AUB, Leb Relief, Lebanese Developers, Lebanese Red Cross, Lebanese Relief Council, Lebanon Support, LebRelief, LECORVAW, LFPAD, LLWB, LOM, LOST, LRI, LSESD, LUPD, MAG, MAGNA, Magna Lebanon, Makassed, Makhzoumi, MAP, MAPS, MAP-UK, MCC, MDM, MDSF, MEDAIR, MEHE, Mentor Arabia, Mercy Corps, Mercy USA, MoA, MoE, MoET, MoEW, MoFA, MoIM, MoL, MoPH, MoSA, MoSDA, mosaic-mena, Mouvement Social, MSD, MSF, MTI, Muslim Aid, Nabaa, Nabad, Nawayya network, Near East Foundation, Ninurta, NRC, NRDC, ODAIb, Order of Malta, OWS, OXFAM, PCPM, PCRf, Plan International, PMO, PU-AMI, R&R, RDFL, Red Oak, RESTART, RET Liban, RI, Right to Play, RMF, RtP, Rural Entrepreneurs, Safadi Foundation, SAMS, SAWA, SAWA Group, SB Overseas, SCI, SDAid, SEED NATIONAL, SFCG, shareQ, SHIELD, SIDC, SIF, Solidar Suisse, Solidarites International, Sonbola, SPARK, TAAWON, Tabitha-Dorcas, Tahaddi Lebanon, TDH, TdH-Italy, TDH-Lausanne, Teach for Lebanon, The Civil East Assembly, UNDP, UNESCO, UNFPA, UN-Habitat, UNHCR, UNICEF, UNIDO, UN-OCHA, UNOPS, UNRWA, UNWOMEN, URDA, USJ, WCH, Welfare Association, Welthungerhilfe, WFP, WHO, WRF, WVI, YFORD, YNCA.

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: Hannah Maule-Ffinch; UNHCR 2018.

Produced by the Government of Lebanon and the United Nations, January 2019.

# FOREWORD

2019 will mark eight years since the conflict in Syria began, and serves as a reminder of Lebanon's unwavering support and generosity to Syria's displaced despite the wide-ranging impact of the Syrian conflict on its economy and society. With some 1.5 million Syrians in addition to a large community of Palestinian refugees, Lebanon continues to host the highest number of displaced per capita in the world, showing the tremendous commitment to displaced Syrians and vulnerable populations within its borders.

Since 2011, Lebanon has received more than US\$6.7 billion in support of its crisis response, with tangible results on the ground. In 2018, the response through the Lebanon Crisis Response Plan (LCRP) prevented a further deterioration in food insecurity and poverty levels for the most vulnerable communities, while supporting municipalities and infrastructure across the country. With increased investments in public services and local institutions, response partners are stepping up their support to Lebanon to help it cope with the crisis. These achievements are a testament to the strong partnerships that have evolved under the LCRP, led by the Government of Lebanon in collaboration with the UN and more than 150 international and national partners.

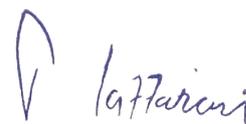
While we have achieved key successes over the past year, the situation of many vulnerable families remains extremely precarious, and it is more important than ever that we maintain our support. Amid economic uncertainty and an extremely protracted crisis, challenges continue to deepen for many displaced and vulnerable Lebanese who face long-term poverty and deteriorating dwelling conditions. Lack of legal residency remains a crucial issue for many displaced families, compounding their vulnerability. These areas will be further prioritized in 2019. While it is difficult to predict how the situation will evolve, it is critical that we maintain strong and predictable support to the most vulnerable families, to avoid tensions and maintain stability. While a number of returns are taking place, they will increase gradually once the main obstacles to return are addressed in Syria. Until such time, Lebanon will continue to require substantial support and attention to mitigate the impact of the crisis.

It is vital that we remain mobilized and redouble our efforts. The 2019 LCRP calls for \$2.62 billion for the provision of direct humanitarian assistance and protection to 1.7 million highly vulnerable people. The appeal will also ensure the provision of basic services to 2.16 million affected persons, while supporting public institutions and the country's overall stability. In line with the commitments made at the London and Brussels conferences, the LCRP seeks to expand investments and partnerships to ensure recovery while working towards long-term development strategies until durable solutions become available on a larger scale in Syria. This year will also provide partners with the unique opportunity to take stock of achievements so far through the mid-term review of the LCRP, and help us set course for the remainder of the 2017-2020 framework.

As we embark on the penultimate year of the LCRP, our collective solidarity with vulnerable Lebanese and displaced communities must continue. It is difficult to predict what the future holds, but we all share the same ambitions for what we can collectively achieve for Lebanon. 2019 offers an important opportunity for us to accelerate our progress towards stability and greater prospects for all, leaving no one behind.



Pierre Bou Assi  
Minister of Social Affairs



Philippe Lazzarini  
UN Resident and Humanitarian Coordinator

# REFERENCE MAP



LOCATION DIAGRAM



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

# PART I

## LEBANON CRISIS RESPONSE STRATEGY

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INTRODUCTION

LCRP AT A GLANCE

NEEDS OVERVIEW

RESPONSE STRATEGY

MONITORING AND EVALUATION

# INTRODUCTION

## Context and key challenges

Eight years into the Syria crisis, Lebanon remains at the forefront of one of the worst humanitarian crises of our time and has shown exceptional commitment and solidarity to people displaced by the conflict in Syria. As of October 2018, the Government of Lebanon (GoL) estimates that the country hosts 1.5 million Syrians who have fled the conflict in Syria (including 950,334<sup>1</sup> registered as refugees with UNHCR, of which 25.2% are women, 19.4% men, 27.1% are girls, 28.3% are boys with diverse backgrounds and specific needs), along with 28,800 Palestinian refugees from Syria (PRS) and a pre-existing population of an estimated 180,000 Palestinian refugees from Lebanon (PRL) living in 12 camps and 156 gatherings.<sup>2</sup> The vulnerabilities of each of these groups have different root causes, requiring the overall response strategy to include a multifaceted range of interventions, from emergency aid to development assistance. Nearly half of the Lebanese, Syrian and Palestinian populations affected by the crisis are children and adolescents.<sup>3</sup> Up to 1.4 million children under 18 years of age are currently growing up at risk, deprived, and with acute needs for basic services and protection.<sup>4</sup> Public services are overstretched, with demand exceeding the capacity of institutions and infrastructure to meet needs.

The conflict in Syria has significantly impacted Lebanon's social and economic growth, caused deepening poverty and humanitarian needs, and exacerbated pre-existing development constraints in the country. Moreover, at the end of 2015, the crisis had cost the Lebanese economy an estimated US\$18.15 billion due to the economic slowdown, loss in fiscal revenues and additional pressure on public services.<sup>5</sup>

Unemployment and high levels of informal labour were already a serious problem pre-crisis, with the World Bank suggesting that the Lebanese economy would need to create six times as many jobs just to absorb the regular market entrants.<sup>6</sup> Unemployment<sup>7</sup> is particularly

high in some of the country's poorest localities: in some areas, it is nearly double the national average, placing considerable strain on host communities.<sup>8</sup> Both Lebanese and displaced Syrians perceive that long-standing inequalities are deepening, and competition for jobs and access to resources and services remain drivers of tension at the local level. The economic downturn has had a disproportionate effect on young people entering the workforce: Lebanon's youth unemployment rate is 37 per cent, compared with a 25 per cent national average.<sup>9</sup>

Relations between displaced Syrians and host communities are relatively stable, with no major incidents of intercommunal violence. Municipal measures have been imposed in some municipalities, making host community-displaced community interactions more challenging.<sup>iv</sup> At the community level, displaced Syrians and Lebanese are also interacting less often – especially in social circles where daily and regular interactions are down 10 per cent from May 2017 to June 2018.<sup>v</sup>

The assistance made possible by donor contributions and implemented by humanitarian and development partners under the Lebanon Crisis Response Plan (LCRP), along with the exceptional hospitality of Lebanese communities, has brought substantial, vitally-needed support across all sectors and has prevented an even greater deterioration of living conditions for the poorest groups. Since 2013, a total of \$6.39 billion has been received in support of the crisis response, including \$4.5 billion under the LCRP since 2015.<sup>9</sup> Achievements under the LCRP and through the government include: support to Lebanese infrastructure such as roads, water and waste management; a wide range of initiatives helping local municipalities implement priority projects for their communities; extensive cash assistance bringing life-saving support to the poorest groups while boosting the local economy; support to health centres and hospitals around the country; a better understanding of affected populations' views and priorities to inform sector interventions; and substantial advances in helping the Government of Lebanon enrol greater numbers of children in public schools every year. However, despite these achievements, the needs are growing and continue to outstrip resources, and renewed support is essential. The prolonged crisis is having an ever-stronger impact on Syrian, Palestinian and vulnerable Lebanese households, as well as on Lebanese host populations and the country's institutions and infrastructure.

The LCRP, a joint plan between the Government of Lebanon and its international and national partners, aims to respond to these challenges in a holistic, comprehensive manner through longer-term, multi-year

(1) As at 30 November 2018.

(2) For further details on the Palestinian figures, see the official Census carried out by Central Administration of Statistics, the Palestinian Bureau of Statistics and the Lebanese Palestinian Dialogue Committee in July 2017.

(3) UNHCR and UNRWA statistics.

(4) The response within the LCRP will be in line with the Convention on the Rights of the Child.

(5) According to the World Bank, the cumulative cost to Lebanon since the start of the conflict, in terms of lowering the GDP growth rate, is US\$18.15 billion through 2015, and the fiscal impact, in terms of lower revenues, is estimated at \$4.2 billion during 2012-2015. See: World Bank (2017), Preliminary findings of the Economic and Social Impact Assessment of the Syrian Conflict on Lebanon. Public debt currently stands at \$83.69 billion (LBP 126,165 billion) for August 2018. Gross public debt reached 149 per cent of GDP in 2017. Source: Ministry of Finance. Please note that the current account deficit reached 20 per cent of GDP as a result of the economic situation and not solely due to the crisis.

(6) The informality rate was estimated at 50 per cent by the World Bank.

(7) The Government stated, in its Vision for Stabilisation and Development presented at the Brussels conference in April 2017: "The World Bank estimates that as a result of the Syria crisis some 200,000 Lebanese have been pushed into poverty (adding to the 1 million before the crisis) and that some 250,000-300,000 have become unemployed, in particular youth." Additionally, unemployment among Palestinian refugees stands at 52.2 per cent according to the AUB Survey on the Social Economic Status of Palestine refugees in Lebanon 2015.

(8) In Wadi Khaled, unemployment is estimated to be 58 per cent.

(9) Figures are calculated according to the LCRP Financial Tracking System as of 30 September 2018.

planning to achieve the following strategic objectives: ensure the protection of displaced Syrians, vulnerable Lebanese and Palestinian refugees; provide immediate assistance to vulnerable populations; support service provision through national systems; and reinforce Lebanon's economic, social and environmental stability.

To achieve these strategic objectives, the LCRP is committed to respond to the needs identified by the affected communities, government and its partners, and to strengthen communication and transparency by ensuring information from response actors is accessible and uses appropriate channels. It seeks to set out an integrated response centred on needs which recognizes the interrelatedness and beneficial impact of the activities undertaken in the various sectors on the individual's protection and dignity. It is critical that the response maintains a strong focus on ensuring access to humanitarian assistance to all vulnerable communities and continued protection in Lebanon. In line with the commitments made at the London, and Brussels conferences, the response strongly and continuously seeks to expand investments, partnerships and delivery models that ensure recovery, and social stability whilst working towards longer-term development strategies and durable solutions. In Lebanon, the main durable solution for displaced Syrians is their safe, dignified and non-coercive return to their country of origin, in accordance with international law and the principle of non-refoulement. Another durable solution is the resettlement of those displaced from Syria to a third country. The international partners recognize that the stay of displaced people in Lebanon is temporary, and commit to continue to provide support to both host community and the displaced Syrians.<sup>vi</sup>

The LCRP also aims to increase the focus on aid coordination under the general leadership, guidance and supervision of the Government of Lebanon, through the Ministry of Social Affairs (MoSA) which has the legal mandate to oversee the response to the crisis, in partnership with the donor community, UN agencies, civil society actors including NGOs, the private sector, and academic institutions. In addition, the LCRP strives to promote transparency, enhanced coordination, tracking, accountability, efficiency and learning, through reinforced and objective monitoring and evaluation. As a medium-term plan, the LCRP aims to address national objectives and priorities to respond to the impact of the Syria crisis in Lebanon through an overarching four-year strategic planning framework developed and implemented under the leadership of MoSA in collaboration with the UN, national and international NGOs, other civil society actors and the donor community.

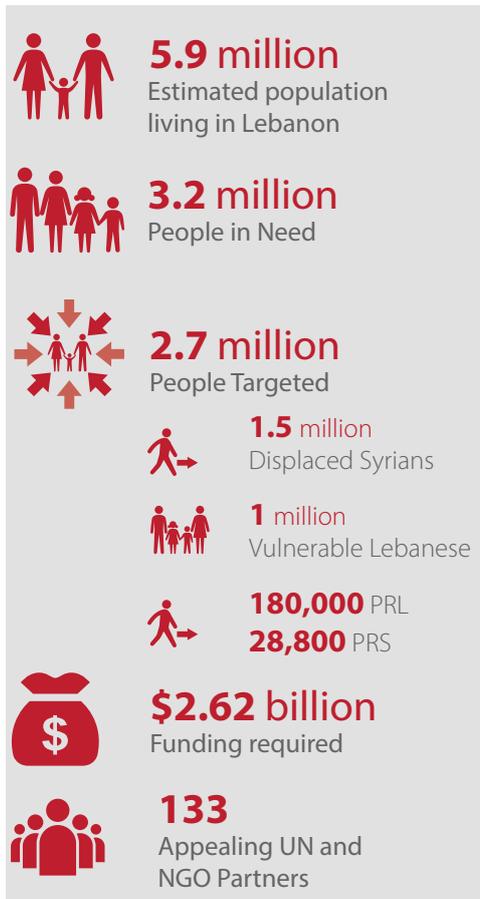
It is essential for the international community to strengthen its international cooperation with, and development support to, Lebanon to respond to the protracted displacement from Syria. This is in line with the shared responsibility of the international community to manage large movements of refugees that was acknowledged by all states in the 2016 New York Declaration for Refugees and Migrants of September 2016<sup>vii</sup> and its Comprehensive Refugee Response Framework (CRRF), as well as in Lebanon's Statement of Intent presented at the 2016 London Conference<sup>viii</sup> and "A Vision for Stabilization and Development in Lebanon"<sup>ix</sup> presented at the Brussels Conferences in 2017 and 2018 respectively. One of the LCRP partners' key priorities in Lebanon is helping to mobilize increased financial resources to support the country's national institutions and strengthen public service delivery systems, as a critical way to meet growing needs, mitigate a further deterioration of the situation, and preserve social stability

The LCRP is founded on needs-based, bottom-up and cross-sectoral approaches and, as such, requires adaptation as changes in experiences and context occur. Yearly appeals are developed based on an annual review of needs. Each document includes detailed targets and budgets for the current year, along with indicative figures for the following year where feasible. The current document therefore outlines the updated sector response plans for 2019, based on results achieved within the LCRP in 2017 and 2018, and an analysis of remaining gaps for 2019 and 2020.

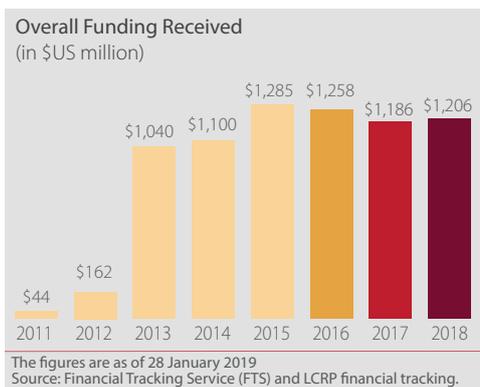


A girl in an informal settlement. Photo credit: WFP/Edward Johnson 2017

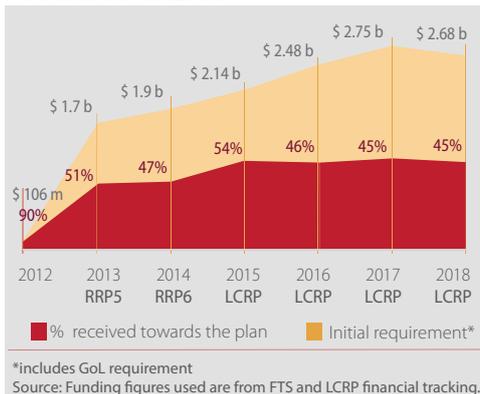
## 2019 PLANNING FIGURES



## DONOR CONTRIBUTION



## FUNDING TREND



## STRATEGIC OBJECTIVES



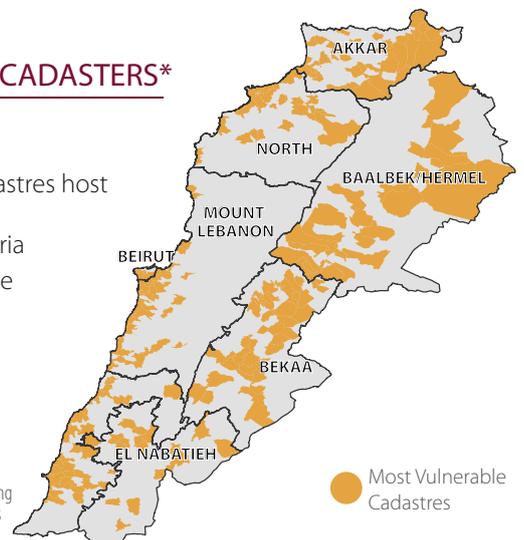
## 2019 TARGET & REQUIREMENT BY SECTOR

PEOPLE TARGETED	SECTORS	REQUIREMENTS (US\$)
2,156,137	Social Stability	125.4m
1,563,800	Health	267.5m
1,421,100	Water	214m
1,023,911	Basic Assistance	476.8m
1,017,821	Food Security & Agriculture	508.6m
694,480	Shelter	157m
694,480	Protection	174.1m
678,487	Energy	99.2m
497,171	Education	381m
49,662	Livelihoods	214.4m

## MOST VULNERABLE CADASTERS\*

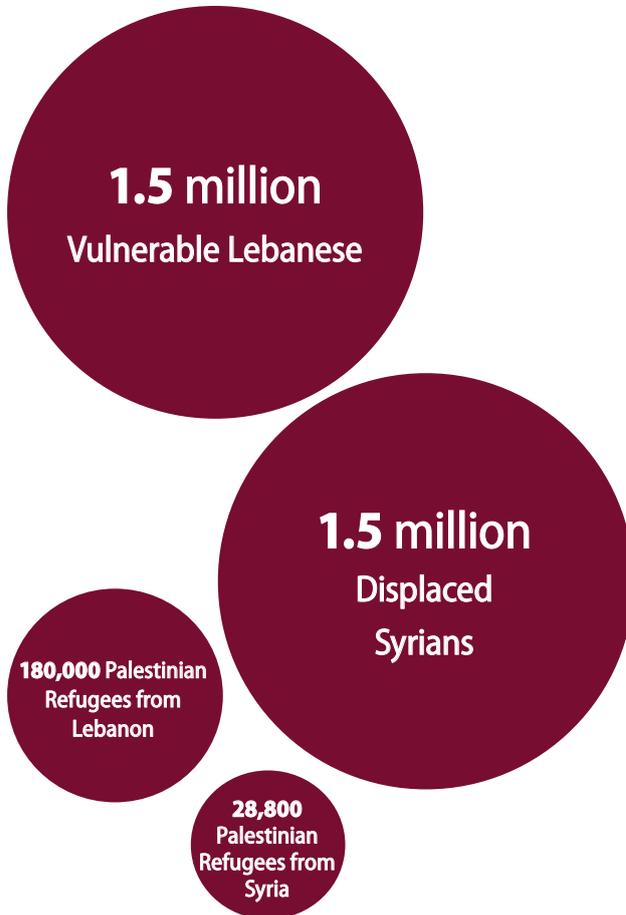
251 Most Vulnerable Cadastres host

87% Displaced from Syria  
67% Deprived Lebanese



\* The map will be reviewed and updated based on an agreed methodology for targeting as part of the LCRP Mid-Term Review process scheduled for the second quarter of 2019.

# NEEDS OVERVIEW



More than **1/2** of **displaced** from  
**Syria** are **women & children**

The concerted response by the Government, international partners and civil society has prevented a sharp decline in socio-economic vulnerability levels between 2015 and 2018, compared to the steep deterioration witnessed between 2014 and 2015.<sup>x</sup>

However, the situation in Lebanon continues to be precarious, with extensive humanitarian and development needs. The estimated 1.5 million displaced Syrians, more than half of whom are women and children, add to the 1.5 million Lebanese whose vulnerabilities have been exacerbated by the crisis. According to an official Census carried out by Central Administration of Statistics, the Palestinian Bureau of Statistics and the Lebanese Palestinian Dialogue Committee<sup>xi</sup> in July 2017, 174,422 Palestinian refugees from Lebanon (PRL) were enumerated residing in the 12 official refugee camps and in 156 gatherings across Lebanon. A national census in Lebanon would be required in order to accurately count the individual Palestinian households residing outside these areas. On the basis of the census results, for 2019 planning purposes the figure of 180,000 will be used as the estimate for Palestinian refugees from Lebanon, taking into account the population natural growth rates and migration factors. This figure also excludes Palestinian refugees from Syria, which are estimated at 28,800.<sup>xii</sup>

Many of the most vulnerable communities in Lebanon are concentrated in specific pockets of the country: the majority of deprived Lebanese (67%) and persons displaced from Syria (87%) live in the country's most vulnerable cadastres.<sup>1</sup> However, after eight years, Lebanon has suffered the impact of being a host country, on all levels and across all regions. Vulnerable Lebanese households face a decrease in income, which has left them increasingly unable to meet basic needs, including food and healthcare. Displaced Syrian households and Palestinian refugees from Syria are suffering the impact of protracted displacement, sinking deeper into

(1) The map of the most vulnerable cadastres will be reviewed and updated based on an agreed methodology for targeting as part of the LCRP Mid-Term Review process scheduled for the second quarter of 2019. The newly agreed criteria for prioritization of the most vulnerable cadastres will be presented to the LCRP Steering Committee for final endorsement and will provide the main guidance framework for geographic targeting within the LCRP.



**1/3** of displaced Syrians households are  
**moderately or severely**  
**food insecure**



**36%** of displaced Syrians live in  
**substandard** or  
**dangerous**  
shelter conditions



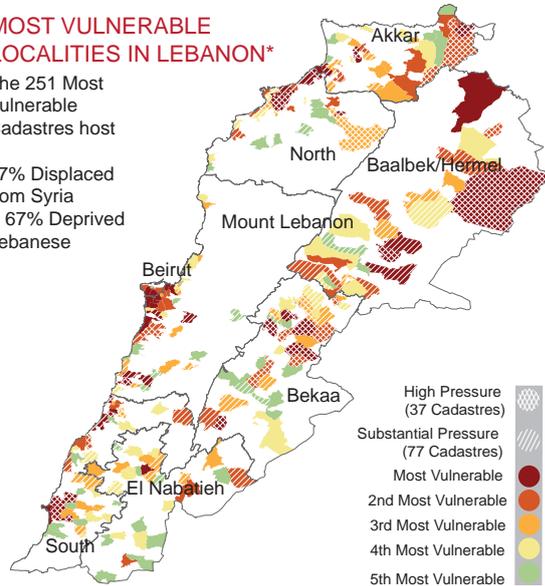
**54%** of  
displaced Syrian children  
between 3 and 18 years  
are **out of**  
**school**

debt<sup>2</sup> and resorting to negative coping mechanisms as they struggle to meet their families' needs. Palestinian refugees from Lebanon also face challenges, including multi-generational poverty and a lack of access to decent work opportunities. These conditions continue to fuel serious protection concerns and lead to high levels of marginalization and vulnerability.

### MOST VULNERABLE LOCALITIES IN LEBANON\*

The 251 Most Vulnerable Cadastres host

87% Displaced from Syria & 67% Deprived Lebanese



\* The map will be reviewed and updated based on an agreed methodology for targeting as part of the LCRP Mid-Term Review process scheduled for the second quarter of 2019.

12

Eight years into the conflict, poverty levels are high and the **long-term resilience** of the country's vulnerable communities is eroding as they run out of savings and struggle to access income. At present, an estimated 28.5 per cent of Lebanese live below the poverty line,<sup>xiii</sup> of which 470,000 are children.<sup>xiv</sup> More than 69 per cent of displaced Syrians are living below the poverty line,<sup>xv</sup> along with 65 per cent of Palestinian refugees from Lebanon and 89 per cent of Palestinian refugees from Syria, who are one of the most vulnerable groups in the region.<sup>xvi</sup>

Overall, 97 per cent of households resort to some type of livelihood coping strategy. In 2018, households reported a general tendency to adopt less severe coping strategies. In particular, the use of crisis strategies registered a decrease from 55 per cent (2017) to 51 per cent (2018). As a consequence, the share of households

(2) According to the VASyR 2018, average debt per capita is now at \$250, compared with \$211 in 2017.

resorting to stress coping increased, going from 30 per cent to 34 per cent. Despite the slightly positive trend, the protracted crisis situation severely affects refugee households' capacities to build a sustainable income in the medium to long term and 12 per cent of them still reported the use of emergency coping strategies, which severely impact on their well-being. At the same time, the share of households not adopting any coping strategy was extremely low (3%).<sup>3</sup>

As a result, households are also sinking deeper into debt: displaced Syrians have an average debt of \$1,016 per household, an increase from \$919 in 2017.<sup>xvii</sup> It is estimated that around 71 per cent of Palestinian refugees from Syria are in debt while the greatest portion of their debt (approximately 80%) is related to funds used for food.<sup>4</sup> Moreover, debt is also a concern for the Lebanese host community as evidenced by the 2015 Food Security and Livelihoods Assessment of Lebanese, which indicates that more than half of interviewed Lebanese households reported having incurred debt in the last 24 months.<sup>xviii</sup>

Socio-economic vulnerabilities, exacerbated by the protracted emergency, are worse amongst female-headed households, and even higher for those living in families with disabilities,<sup>xix</sup> who are also less food secure, have worse diets, adopt severe coping strategies more often, and have higher poverty levels.<sup>xx</sup> This situation has also translated, according to UN reports, into an increase in the levels of **violence against children and women**. There is continued reliance on harmful practices such as child marriage, with 22 per cent of displaced Syrian girls aged 15 to 19 being married.<sup>xxi</sup> Women and girls bear the brunt of incidents of gender-based violence (GBV), and whilst incidents of GBV are underreported, 93 per cent of survivors who reported and sought assistance were women and girls, 7 per cent men and boys.<sup>xxii</sup> Children in female headed household are twice as likely to work as children with a male headed household.<sup>xxiii</sup> In addition, there is a risk of engagement of children in the worst forms of child labour,<sup>5</sup> as there is an increased risk of

(3) Coping categories: Stress (spend savings, sell household goods, buy on credit, incur debt), Crisis (sell productive assets, withdraw children from school, reduce non-food expenses, marriage of children under 18), and Emergency (Involve school children in income activities, beg, accept high-risk jobs, sell house or land).

(4) UNRWA, September 2017.

(5) Trends of association of children with armed violence or conflict have been reported in the paragraphs on Lebanon of the UN Secretary-General's annual reports on children and armed conflict covering 2009 (A/64/742-S/2010/181, para. 85-87), 2010 (A/65/820-S/2011/250, para. 101-105), 2011 (A/66/782-S/2012/261, para. 50-52), 2012 (A/67/845-S/2013/245, para. 76-79), 2013 (A/68/878-S/2014/339, para. 86-91), 2014 (A/69/926-S/2015/409, para. 112-115), 2015 (A/70/836-S/2016/360, para. 80-85), 2016 (A/72/361-S/2017/821, para. 97-103), and 2017 (A/72/865-S/2018/465, para. 98-104).



**51%** of displaced Syrian households live **below** the Survival Minimum Expenditure Basket (<\$2.9/person/day)



**9** out of **10** displaced Syrians households are in **debt**



**73%** of displaced Syrians over 15 years old are **without legal residency**

traffickers preying on the heightened vulnerability of populations. Early marriage and child labour have a significant impact on children's health and psychological wellbeing. The Government of Lebanon constantly reaffirms its commitment to combat violence against children and women, in accordance with applicable international standards and national legislation. Joint efforts between partners and the Government are needed in order to remedy this situation.

Persons with **disabilities** are at high risk of violence, discrimination and exclusion. These risks are exacerbated in protracted emergency settings, and limited targeted interventions are in place aimed at reducing inequities. This is specifically the case for children living with disabilities and their families. A data gap on disability persists in Lebanon, limiting the targeting of interventions aimed at improving the situation for children and youth living with disabilities.

Simplification measures were adopted by the GoL in 2018 to facilitate displaced persons from Syria's access to birth registration and other civil documents. The Ministry of Interior and Municipalities will require continued international support to process increased numbers of cases in 2019 and beyond, including advocacy and awareness raising towards displaced persons from Syria to encourage them to obtain civil documentation. Remaining challenges, such as access, cost and administrative requirements related to obtaining civil documentation, continue to be addressed. To ease legal residency processes and increase access, in March 2017 the General Security Office (GSO) announced a waiver of legal residency renewal and overstay fees (\$200 per year, per person aged 15 years and above). The waiver applies to displaced Syrians registered with UNHCR before 1 January 2015 and who had not renewed their residency previously based on tourism, sponsorship, property ownership or tenancy in 2015 or 2016. While recent data indicates a slight increase, still only 27 per cent of displaced Syrians over 15 years of age have legal residency.<sup>xxiv</sup> Overall there are variations in the level to which displaced Syrians have obtained legal residence, with Akkar (14%) having the lowest level of legal residency nationally and the South of Lebanon (54%) having the highest. This is partially indicative of differing levels of implementation of the waiver by local GSO offices due to their absorption capacity and awareness of revised procedures. The obstacles that displaced Syrians

continue to face in obtaining legal residency, particularly for those who fall outside of the fee waiver categories, impact their mobility and access to essential services, and put them at risk of detention and exploitation. Addressing these obstacles remains a key priority for the Government of Lebanon (GoL) and its partners as reflected in the Brussels Partnership Paper.<sup>6</sup>

The large presence of displaced populations has also increased demand on **infrastructure and social services**, which lack the capacity to meet increased needs. The distribution of the displaced Syrian population in areas with a high concentration of vulnerable Lebanese has also compounded an already problematic economic situation, increasing poverty and social tensions between different communities while deepening the country's **socio-economic disparities**. Since the start of the crisis, the affected populations in Lebanon have experienced a gradual shrinking of space for **livelihoods and income-generation**, translating into the inability of poor and displaced families to secure their basic needs and access social services. Constraints related to residency and labour policies and their implementation, as well as challenging market conditions, have also compelled displaced Syrians and Palestinian refugees from Syria, including children, to resort to **informal and exploitative labour** in order to meet the basic needs of their families. Given the limited access to the labour market, the two main sources of income for displaced Syrians are informal credit<sup>7</sup> and debt (52%) and food assistance (32%). For Palestinian refugees from Syria, 80 per cent rely on cash assistance as their main source of income. Developing sustainable livelihood activities for people affected by the crisis is a key priority for the GoL and its national and international partners – as highlighted in the GoL's Statement of Intent for the London Conference<sup>xxv</sup> and "A Vision for Stabilization and Development in Lebanon" presented at the Brussels Conference in 2017 and 2018<sup>xxvi</sup> – as they reduce the dependence of vulnerable populations on assistance and, at the same time, increase the productivity and income of local communities.

(6) The Government of Lebanon with the assistance of its international partners commit to ensuring that all eligible refugees can renew their residency free of charge, by further upscaling the capacity of the offices of the General Security to process a higher number of applications, and by applying the waiver to all. Furthermore, international partners request the Government of Lebanon to consider measures to cover all categories of refugees in an inclusive manner through the expansion of the residency fee waiver to categories of refugees currently not covered.

(7) Informal credit debt, including from shops, friends and relatives.

69%



of displaced Syrian households  
live **below** the poverty line of  
(<\$3.84/person/day)

84%



of displaced Syrian women  
in working age remain  
**outside** the  
**labour force**

US\$ 157



is spent on  
**healthcare** per  
household per month

Prior to the crisis, the housing market did not supply sufficient accessible and adequate housing units for vulnerable Lebanese. The increased pressure on the housing market and continued decrease in available funds to the sector means that the most vulnerable Lebanese and Syrians have limited access to affordable and adequate shelter. A 2013 World Bank study linked the pre-crisis under-investment in affordable housing or rental housing to 'the development of marginalized pockets and informal areas...characterized by poor housing conditions and limited access to basic urban services and infrastructure'. Housing in Lebanon has only been available through the market, with very limited engagement in public housing initiatives or other measures to support low-income Lebanese. Low-income urban Lebanese households have typically accessed shelter in disadvantaged neighborhoods including those in and adjacent to Palestinian camps.

Post-crisis, the increased pressure on the housing market and continued decrease in available funds to the sector means that the most vulnerable among Lebanese and Syrians have limited access to affordable and adequate shelter.

Whilst there is no representative data on the shelter conditions of poor Lebanese, illustrative snapshots from neighborhood profiles of vulnerable urban areas show that the difficulties in accessing secure, adequate and affordable housing are shared by Lebanese and non-Lebanese low income groups. Significant proportions of Lebanese in deprived urban pockets live in buildings with structural or exterior conditions that are in substandard or critical condition, with precarious communal space standards. Whilst lower than amongst Syrian households, overcrowding is also a feature for many.

In 2018, there has been a **marked deterioration in shelter conditions** amongst displaced Syrian households: 34 per cent of households now live in non-residential or non-permanent structures as compared with 26 per cent in 2017. The lack of durability of shelter materials in informal settlements (ISs) means that people with specific needs (PwSN), elderly individuals, persons with disabilities, female-headed households and children can face particular risks. This includes difficulties in weatherproofing their shelters, which means an additional financial burden that could lead to decreased spending on other basic needs such as food and health. In parallel, there has been an increase

in the average monthly rent for these types of shelters. Displaced Syrians are now paying on average \$57 per month for non-permanent shelters, an increase of \$22 from 2017 and \$149 for non-residential shelters, with an increase of \$13. Three in ten refugees were living in substandard shelters, and another 5.5 per cent living in dangerous shelter conditions.<sup>xxvii</sup> This trend is particularly worrying in Baalbek-Hermel and the Bekaa where 53 per cent and 50 per cent of households live in substandard shelters. Additionally, the shelter conditions are declining in the densely populated low income inner-city neighbourhoods where adequate shelters are in short supply for the affected populations. Overcrowding among displaced Syrians has increased slightly in 2018, with 34 per cent living with less than 4.5m<sup>2</sup> per person. This is also high amongst Palestinian refugees from Syria, with 46 per cent living in overcrowded conditions.<sup>xxviii</sup>

Municipal measures such as eviction notices continue to present **multiple protection challenges** for displaced persons. Against the backdrop of growing frustrations in municipalities and host communities, acceptance by host communities and local authorities of displaced people relocating within Lebanon due to evictions is becoming increasingly challenging. VASyR recorded an average of 13,000 evictions, approximately affecting 100,000 people on a yearly basis.<sup>xxix</sup> Security of tenure is limited, with most refugees renting on informal verbal agreements, making them more susceptible to evictions. Intercommunal interaction is decreasing and displaced Syrians and host communities are living increasingly parallel lives. This, coupled with the rise of certain hostile discourses in social media against displaced Syrians, primarily around the issue of return, pose particular challenges for ensuring continued protection and reinforcing social stability in Lebanon.<sup>xxx</sup>

Vulnerable populations continue to live in **poor urban areas** where living conditions remain difficult. Rent has increased in large urban areas alongside pressure on the provision of basic services such as water, energy, sanitation and solid waste collection, in addition to social stability challenges. It is estimated that **poor urban neighbourhoods and Palestinian refugee camps** now host a larger proportion than ever before of displaced Syrians. An increased number of displaced Syrians living in urban areas makes it harder for organizations to assist, since people in need are more dispersed and difficult to identify and locate, as does the shortage of data and

34%



of Displaced Syrian households now living in **overcrowded shelter conditions** (less than 4.5 m<sup>2</sup> per person)

Only 21%



of Displaced Syrian **children** born in Lebanon had their birth **registered** at foreigner's registry

47%



of displaced Syrian men in working age **have access to work**

limited availability of partners with experience in urban responses. Displaced Syrians living in urban areas face challenges in obtaining information on access to services such as health and education, and to make informed decisions.

The **food security** situation remains critical, despite a slight improvement over the past year. 90 per cent of displaced Syrians continue to display some degree of food insecurity in 2018. Baalbek-Hermel, Akkar and North Lebanon continue to have the highest prevalence of food insecurity, joined by Mount Lebanon, with more than 35 per cent of households reporting moderate and severe food insecurity.<sup>xxxix</sup> The majority of Syrian households – 57 per cent – fall in the mild food insecurity category, whilst 31 per cent are moderately food insecure and 2.5 per cent are severely food insecure. The situation is even worse among Palestinian refugees from Syria, 63 per cent of whom are severely food insecure and 31 per cent moderately food insecure.<sup>xxxix</sup> In addition, 49 per cent of Lebanese have reported being worried about their ability to source enough food, while 31 per cent say they were unable to eat healthy and nutritious food over the course of a year.<sup>xxxix</sup> The food insecurity of vulnerable families also has a negative impact on the nutrition of their children and infants, particularly as exclusive breastfeeding rates are low among the Lebanese community (25%).<sup>xxxix</sup> Among displaced Syrians breastfeeding rates have increased significantly from 34 per cent in 2017 to 42 per cent in 2018.<sup>xxxix</sup> Lebanon currently does not have a national infant and young child feeding policy to guide optimal child nutrition during the first two years of life.

In terms of **education**, around 631,209 Syrian children aged 3-18 years old are located in Lebanon.<sup>8</sup> These children affected by the conflict, in addition to 447,409 vulnerable Lebanese children (3-18 years), are in need of education assistance. Despite the Ministry of Education and Higher Education (MEHE) and education partners' efforts, it is estimated that 40 per cent of the displaced Syrians (3-18) – more than 250,000 – remain out of certified education (formal and non-formal). The enrolment rates significantly drop in lower secondary, and the out-of-school rates are highest among 15-to-18-year-old Syrians, with around 6 per cent of 15-18-year-old registered Syrian refugees enrolled in formal education (secondary schools and Technical Vocational (TVET)

public schools).<sup>xxxix</sup> Social, economic and academic barriers have hindered enrolment of children and youth in the public education system. As desperate families are forced to rely on their children to earn money, child labour becomes a major barrier to school enrolment and attendance. For Palestinian refugees, 32,433 children of compulsory school age (6-14) are enrolled in UNRWA schools during the 2018/19 school year. With only one of 65 UNRWA schools running double shift, most of the PRS children attend class with their PRL peers. However, due to overcrowded classrooms and the lack of staff to cope with the additional caseload, the learning environment is impacted.

Since the onset of the crisis, Lebanon's **healthcare** facilities have been overstretched by an increase in utilization, 30 per cent of service recipients through Ministry of Public Health (MoPH) primary healthcare centres are displaced Syrian women, men, girls and boys. This challenges the absorption capacity of the centres as well as their financial sustainability. The overall health status of Palestinian refugees from Syria is poor, with 83 per cent reporting having at least one family member who suffers from a chronic illness.<sup>xxxix</sup> While both Palestinian refugees from Lebanon and Palestinian refugees from Syria receive free-of-charge primary healthcare services and support for hospitalization through UNRWA, many displaced Syrians<sup>xxxix</sup> and vulnerable Lebanese require financial subsidies to access **timely and adequate healthcare**. In 2018, 13 per cent of displaced Syrian households who required primary healthcare services were not able to access them, mainly for reasons related to treatment costs and doctors' fees. Financial support for hospitalization is limited to life-threatening and obstetric conditions, and only 75 per cent of the hospitalization fees is covered. Thus, there are large unmet needs, particularly for conditions which do not fall under current coverage, including catastrophic illnesses (such as cancer) and chronic conditions (such as dialysis for chronic renal failure) as well as advanced diagnostics. While maintaining a direct service delivery component to cover critical needs for vulnerable people, the priority of the health sector is increasingly shifting toward strengthening the health system and enhancing institutional resilience.

While Lebanon remains polio-free, overall **vaccination coverage** rates remain sub-optimal. As a result, health security is a rising concern, particularly as it relates to

(8) Total number of children known to UNHCR as of September 2018.

30%



of Displaced Syrian households report having experienced **verbal harassment**

Only 44%



of those living in **informal settlements** have access to **basic sanitation** services



**Public hospitals** have accumulated a deficit amounting to

**US\$ 15 million**

since the onset of the Syria crisis (MoPH records)

communicable diseases. Lebanon has experienced outbreaks of vaccine preventable diseases (measles and mumps) and water-borne diarrhoea, which could significantly affect mortality and morbidity levels among both the host and displaced populations. In 2018, 867 cases were classified as measles, requiring an emergency response. 81 per cent of these cases were Lebanese and 19 per cent were displaced Syrians, the high-risk age group being children under 5 years.<sup>xxxix</sup>

With regard to **water, sanitation and hygiene (WASH)**, already in 2014 it was estimated that the additional population pressure had led to an increase of 15 per cent of solid waste, 14 per cent of wastewater and 12 per cent in water demand aggravating an already fragile situation.<sup>xi</sup> 64 per cent of the population in Lebanon does not have access to safely managed drinking water services.<sup>9</sup> Water quality is severely compromised, with over half of all water supply networks past their useful life,<sup>10</sup> unchecked urban sprawl, unsafe solid waste management, thousands of informal settlements, and only 3 per cent of wastewater treated for bacteriological contamination prior to discharge into the ground or waterbodies.<sup>11</sup> In 2017, it was estimated that only 45 per cent of informal settlements, representing 69 per cent of people living in ISs, are benefitting from desludging services compounding the contamination of water sources and soil. Adding to the complexity of this situation is the proliferation of illegal private boreholes which lead to unaccounted-for-water losses from decrepit systems and intermittent power supply, and quantities which eventually reach the population are substandard and unreliable. In these living conditions, poor hygiene practices, particularly in relation to handling food and water, aggravate the risk of disease, as evidenced in food and water borne diseases accounting for up to 60 per cent of notifiable communicable diseases.<sup>12</sup> Women and girls report protection risks in accessing water and sanitation services at night. Furthermore, governance of Lebanon's water sector is undermined by lack of resources, both financial and human, delaying the water sector reform that would enable Water Authorities to fulfil their mandated role and to realize sustainable solutions for water and wastewater service provision.

The critical need of the **electricity** sector is recognized

(9) UNICEF/WHO Joint Monitoring Program, Lebanon Water Quality Survey, 2016.

(10) National Water Sector Strategy, 2012.

(11) WHO/UNICEF JMP conducted a Rapid Assessment for Large & Medium Scale Wastewater Treatment Plants across Lebanese Territories 2016.

(12) Ministry of Public Health (MoPH), Epidemiology Surveillance Unit.

through the adoption of the GoL Policy Paper for the Electricity Sector in June 2010, which outlines policies, investments and reforms aimed at ultimately improving service delivery and reducing the fiscal burden.<sup>13</sup> The Policy Paper also identifies a deficit in installed generating capacity, reaching only 61 per cent of the instantaneous peak demand in summer. A study undertaken by the Ministry of Energy and Water and UNDP in 2016, estimated the required increase in the production capacity in electricity as a result of the Syrian crisis at 486MW.<sup>xii</sup> This is equivalent to five hours of electricity supply per day, and is incurring losses to the Government of Lebanon and the Lebanese citizens estimated at around \$333 million per year. The study also showed that more than 45 per cent of displaced Syrian households are illegally connected to the national grid, thus leading to the Government incurring uncovered costs. Insufficient electricity supply forces Lebanese, as well as displaced Syrians, to further rely on private and environmentally-unfriendly generators, which is expensive and further increases their economic vulnerability.

(13) Ministry of Energy and Water (June 2010), Policy Paper for the Electricity Sector, <https://data2.unhcr.org/en/documents/details/64585>.



Market in Tripoli. Photo credit: UNDP, Rana Sweidan, 10/1/2019

91%



of Lebanese and Displaced Syrians believe that the Lebanese have been **good hosts** to **refugees** since 2011

Only 44%



of those living in **informal settlements** have access to **basic sanitation** services

88%

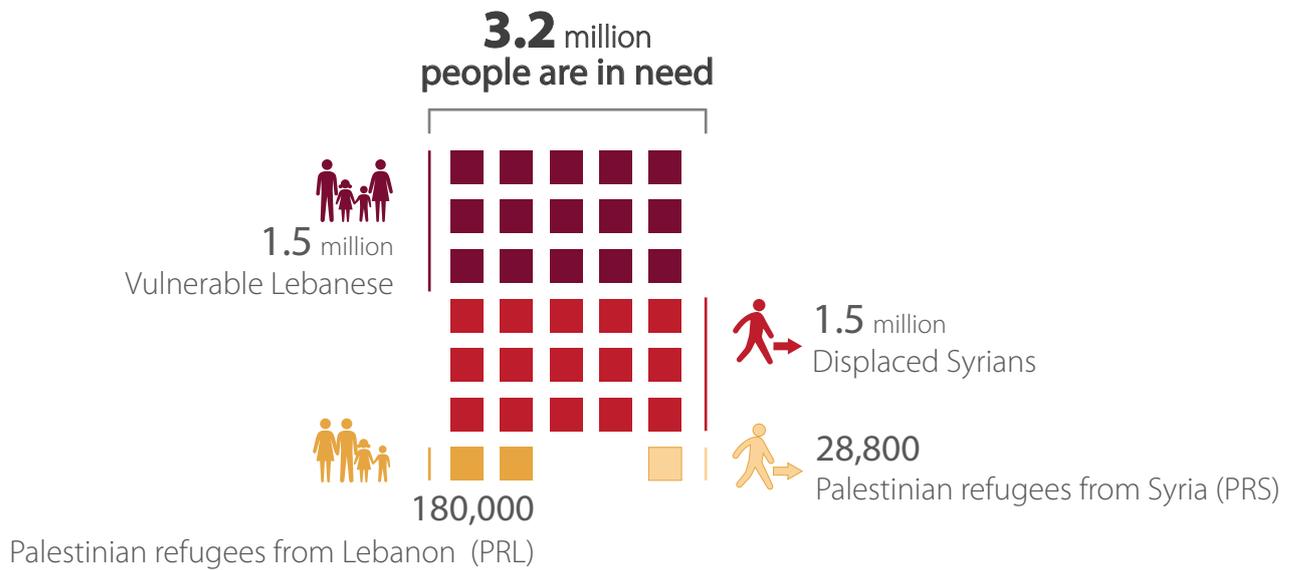


of displaced Syrian households are **indebted**, with an average amount of **\$1,016** (almost double of the value of the MEB)

# POPULATION IN NEED AND TARGETED



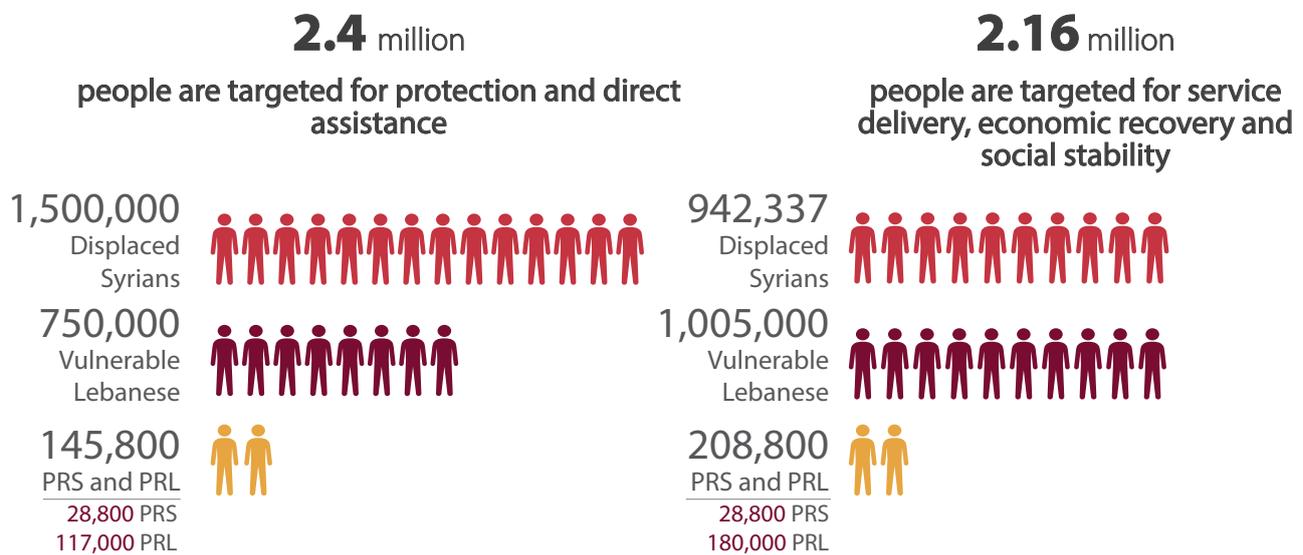
## PEOPLE IN NEED



Note: PRL, PRS figures pertain to the 12 camps and 56 gatherings as covered by the recent CAS/PCS/LPDC census.



## PEOPLE TARGETED



Note: PRL, PRS figures pertain to the 12 camps and 56 gatherings as covered by the recent CAS/PCS/LPDC census.



## APPEALING PARTNERS BY SECTOR

Total of **133** appealing UN and NGO partners



# RESPONSE STRATEGY

## Strategic Objectives

As in the previous years, the Government of Lebanon (GoL) and national and international partners work together to deliver integrated and mutually reinforcing humanitarian and stabilization interventions.

The LCRP promotes the strategic priorities identified by the GoL and partners, with interventions aligned to national policies and strategies, responding to evolving needs, and seeking to complement and build on other international assistance in the country.

The response plan focuses on humanitarian assistance to vulnerable communities, including persons displaced from Syria, vulnerable Lebanese and Palestinians, but it also strongly seeks to expand investments, partnerships and delivery models for stabilization as a transition towards longer-term development strategies.

18



### 1 Ensure protection of vulnerable populations



### 2 Provide immediate assistance to vulnerable populations



### 3 Support service provision through national systems



### 4 Reinforce Lebanon's economic, social and environmental stability

## 1 Ensure protection of vulnerable populations



Recognizing that the imperative of protecting people lies at the heart of humanitarian action, this response objective aims to strengthen protection services and interventions for displaced persons from Syria and other vulnerable populations, empower individuals and mainstream protection across all sectoral interventions. It promotes protection of, and access to, affected people in accordance with relevant principles and instruments of international refugee and human rights law ratified by Lebanon.

- Ensure that persons displaced from Syria have access to legal status in accordance with Lebanese laws and regulations, while anticipating their return in safety and dignity as the preferred durable solution,<sup>1</sup> and while abiding by the principle of non-refoulement;<sup>2</sup>
- Continue granting access to Lebanon for exceptional humanitarian cases through the approval of the Minister of Social Affairs, while upholding the principle of non-refoulement;
- Continue to provide durable solutions such as resettlement and other admissions to third countries;
- Continue facilitating access to civil documentation, including birth, death and marriage registration, for persons displaced from Syria as per Lebanese laws, regulations and policies;
- Ensure tailored provision of protection and other services for persons with specific needs, such as persons with disabilities and older persons as well as for women and children;
- Build the capacity of Lebanese, Palestinian and Syrian communities to identify protection concerns, provide feedback on programmatic interventions, and contribute to the referral of cases to specialized service providers; and
- Support the GoL to enforce laws to prevent and address child abuse, sexual and economic exploitation, and the worst forms of child labour.

(1) The position of the Government of Lebanon is that any form of local integration is unconstitutional and, therefore, not an option. The Government considers that the only durable solution being available for displaced Syrians in Lebanon is their safe return to Syria, in accordance with applicable norms of international law and taking into full consideration the vital interests of Lebanon as a host country. Resettlement to third countries is seen as an alternative durable solution.

(2) In any refugee situation, the ultimate goal for the United Nations is the realization of durable solutions to the plight of refugees. While local integration is not an option for displaced Syrians in Lebanon, the dignity and well-being of displaced Syrians must be preserved until they can attain durable solutions outside of Lebanon..

## 2 Provide immediate assistance to vulnerable populations



This response objective aims to address the immediate needs of the vulnerable populations (displaced Syrians, vulnerable Lebanese, Palestinian refugees from Syria and Palestinian refugees from Lebanon), prioritizing the most vulnerable through temporary solutions, with the aim to mitigate the rapid deterioration of social and economic conditions which exacerbate protection risks.

- Provide direct and targeted assistance to the most vulnerable populations to ensure their protection and meet their survival needs, including needs caused by displacement, while ensuring complementarity across sectors;
- Reduce exposure to hunger, homelessness, health complications and disease outbreaks, violence, abuse and exploitation as well as the worst effects of poverty, including resorting to negative coping mechanisms, with practices such as child labour, begging and early marriage;
- Continue immediate and temporary service delivery in informal settlements, collective shelters, sub-standard dwellings and gatherings; and
- Continue to respond to emergency humanitarian needs as they arise through immediate and temporary interventions.

## 3 Support service provision through national systems<sup>3</sup>



This response objective aims to strengthen national and local capacities to meet the increasingly overwhelming service-related needs and seeks to reinforce confidence in the equitable access to and quality of public services for vulnerable populations. It aims to establish or upgrade basic public service infrastructure, strengthening service delivery in the most vulnerable communities affected by the crisis through the support of the Ministry of Social Affairs' (MoSA) network of Social Development Centres as a key gateway.

- Ensure that all children, including children displaced from Syria, can access, learn and be retained in a quality learning environment (formal and non-formal<sup>4</sup>), widening the absorption capacity of education premises (rehabilitation, expansion and construction), in addition to strengthening the education system to be able to cater for all children;
- Ensure support to strengthening social safety nets;

(3) "National systems" is inclusive of national government and local institutions, NGOs/civil society and the private sector.

(4) Non-formal education is conceived as a means to bridge the gap with formal education.

- Ensure that the most vulnerable Lebanese and displaced populations can access disease prevention interventions and affordable healthcare, with a focus on accessibility and quality of services and controlling disease outbreaks;
- Protect the most vulnerable, especially children and women, older persons and persons with disabilities, and other minority groups at risk of violence (including abuse, exploitation and neglect), through:
  - increased outreach and responsiveness of community and institutional systems;
  - referrals and a full package of services, including appropriate support to survivors through a robust and coordinated national system; and
  - Extending safe water, sanitation, hygiene and energy for the most vulnerable Lebanese and persons displaced from Syria by reinforcing existing infrastructure.
- Scale up service delivery mechanisms that are cost-efficient, yet responsive to needs and offer clear benefits to all vulnerable communities; and
- Strengthen government ownership of investments made by supporting national planning and implementation, monitoring and management processes.

## 4 Reinforce Lebanon's economic, social and environmental stability



This response objective aims to strengthen productive sectors in expanding economic and livelihood opportunities, benefiting local development and the most vulnerable communities. It aims to invest in mitigating the environmental impact of the Syrian crisis, ensuring that actions are taken to maintain long-term sustainability of the natural eco-system and avoid its further degradation. Furthermore, it will invest in national and local capacities to promote dialogue that mitigates tensions and conflicts at municipal and local levels, with a particular focus on youth and adolescents.

- Promote job creation and support businesses to generate income for local economies in poor areas benefiting all vulnerable communities, in accordance with Lebanese laws and regulations,<sup>5</sup> and the outcomes of the Brussels conferences;
- Enhance the productive capacities of local micro- and small-to-medium enterprises (MSME) and cooperatives through improving local economic infrastructure and supporting their capability to respond to market demands;

(5) As per MoL annual decisions related to businesses, occupations and crafts, and jobs that must be limited to Lebanese only.

- Promote sustainable agriculture production by supporting vulnerable food producers and communities and improve agricultural livelihood activities;
- Reduce the impact of the crisis on Lebanon's environment, with a particular focus on integrated solid waste management, water and wastewater management, use of renewable energy sources and energy-efficient products, protection of air quality, conservation of land use and ecosystems by strengthening good management of natural resources and sustainable investments abiding by environmental regulations;
- Support government institutions and government partners to implement necessary economic, labour, social welfare, disaster risk management and environmental protection reforms;
- Address social and economic risks faced by Lebanese, displaced Syrians and Palestinian adolescents and youth with a particular focus on empowering young women and girls, including through TVET and decent work opportunities;<sup>6</sup>
- Prevent social tensions from further rising within stressed communities by strengthening the capacities of government, local systems and mechanisms, and individuals to address critical needs and promote intra- and inter-community dialogue, with full respect of the Lebanese laws and regulations; and
- Strengthen national emergency preparedness and response capacity.

begin to facilitate voluntary repatriation.

- Inter-community tensions and public pressure for returns are likely to increase if sufficient support is not provided to Lebanon to mitigate the impact of the crisis and reverse the economic crisis and rising unemployment.

Despite ongoing efforts, the majority of displaced populations continue to live below the poverty line and the pressure on Lebanese institutions to accommodate these increased needs, with many needing to be upgraded prior to the crisis, continues. A sense of fatigue is growing among the communities, as are concerns over increase in the use of negative coping mechanisms, impeding access to services and ability to cover basic needs.

Some 68 per cent of displaced Syrians<sup>xiii</sup> live under the minimum survival requirements, and 89 per cent of Palestinian refugees from Syria and 65 per cent of Palestinian refugees from Lebanon are living under the poverty line. As for the Lebanese, approximately 10 per cent live below the extreme poverty line, with between 27 and 30 per cent of people in Lebanon living beneath the national poverty line<sup>7</sup> before the crisis.<sup>xiii</sup>

- Vulnerable households will increasingly shift to living in non-residential and non-permanent structures as living in residential, urban settings becomes unaffordable.

The crisis in Syria continues to have a negative impact on the sustainable development of Lebanon and the pressures felt by public systems, such as:

- An improved relationship and trust between service providers and customers will increase cost recovery and result in better water service provision.
- Without additional resources, the education sector will be unable to absorb an increased number of children and youth in formal education.
- More standardized service provision across primary healthcare providers will increase quality of services across all regions.

At the end of 2015, the crisis had cost the Lebanese economy an estimated \$18.15 billion due to the economic slowdown, loss in trade and fiscal revenues as well as additional pressure on public services.<sup>8,xiv</sup>

- Unemployment levels and informal labour are on the rise, especially in some of the country's poorest localities: in some particularly vulnerable areas, unemployment is twice the national average. The economic downturn has had a disproportionate effect on young people, with youth unemployment three to four times higher than the overall

## Planning assumptions

The planning assumptions for the LCRP 2019 were developed through a participatory process with representatives from government institutions, UN agencies, and international and national NGOs. In addition to the below key assumptions, each sector strategy has incorporated an analysis of planning assumptions, risks and mitigating measures in their respective theories of change.

### Context:

- It is assumed that, pending a political solution in Syria, the crisis will continue. While important obstacles to large-scale returns in safety and dignity remain, some spontaneous returns of displaced Syrians from Lebanon to Syria are taking place, particularly since 2017. Group returns are also facilitated by the Directorate General of General Security since early 2018. Nevertheless, the number of Syrians in Lebanon is expected to remain relatively stable in 2019. The number of sustainable returns to Syria will substantially increase if obstacles to voluntary, safe and dignified returns are removed and the UN can

(6) As per MoL annual decisions related to businesses, occupations and crafts, and jobs that must be limited to Lebanese only

(7) The National Poverty Line is established at \$3.84 per person per day.

(8) World Bank (2017), *Preliminary findings of the Economic and Social Impact Assessment of the Syrian Conflict on Lebanon: the cumulative cost to Lebanon since the start of the conflict*, in terms of lowering the GDP growth rate, is \$18.15 billion through 2015, and the fiscal impact, in terms of lower revenues, is estimated at \$4.2 billion during 2012-2015.

unemployment rate.<sup>9,xlv</sup> Thus, investment in the strengthening of public systems and economic opportunities remains essential for Lebanon.

- Increased access to sustainable livelihoods, including through provision of work permits, will decrease the need for cash and food assistance. Having a work permit will be taken into consideration when identifying the most vulnerable in need of assistance.

In accordance with the principle of international solidarity and accountability,<sup>xlvi</sup> the response will be developed based on priorities, needs, and capacities, and partners will continuously seek feedback from the populations that they serve and address concerns about the response raised by the affected populations.

- The data available and targeting used allows for identification of particular profiles of vulnerability amongst the populations in need and takes into account geographical diversity in terms of capacity and pressure.

**Governance:** The LCRP underscores its national leadership by the Government of Lebanon through the Ministry of Social Affairs and reaffirms the international community's commitment to support and reinforce the response capacity of national/local institutions and national/local humanitarian actors.

- The response strategy allows for linkages and complementarity with longer-term development plans, enabling a shift towards more sustainable delivery of support and services.
- Partnerships with development actors and civil society actors are in place to allow for complementary approaches to the response, within a whole-of-society approach.
- The coordination framework is sufficient to allow integrated approaches that avoid overlap and ensure adequate coverage and prioritization.
- Support to public institutions builds sustainable capacities, and strengthens service delivery.

**Population planning figures:** The LCRP addresses the very diverse needs of four target groups: 1.5 million vulnerable Lebanese (49.7% are female; 50.3% male; 31.15% children); 1.5 million displaced Syrians (51.6% female; 48.4% male; 54.1% children); 28,800 Palestinian refugees from Syria (49.58% female; 50.42% male; 42.11% children) and 180,000 Palestinian refugees (49.58% female; 50.42% male; 34.78% children) from Lebanon living in 12 camps and 156 gatherings.

**Funding trends:** The calls for responsibility-sharing continue throughout the four-year plan that ask for investment in Lebanon and support to the population that Lebanon hosts. At the same time, increasing advocacy with donor countries will focus on putting in place mechanisms that provide persons displaced from Syria with humanitarian access to third countries, as well

(9) Arab Weekly Digest, Interview with Minister of Labor, Beirut, August 2017: Lebanese unemployment rate is around 25 per cent, with 37 per cent for youth under 35 years of age, and 18 per cent for women.

as mechanisms for economic development.

The international community should also bring essential support to Lebanon through other funding streams, including development assistance and other funding mechanisms, as it is assumed that the level of funding to the LCRP may not be sustained throughout the duration of the four-year plan.

Predictable and multi-year funding is required to implement more sustainable solutions.

## Alignment with other planning frameworks

The LCRP is aligned with the following key processes and frameworks:

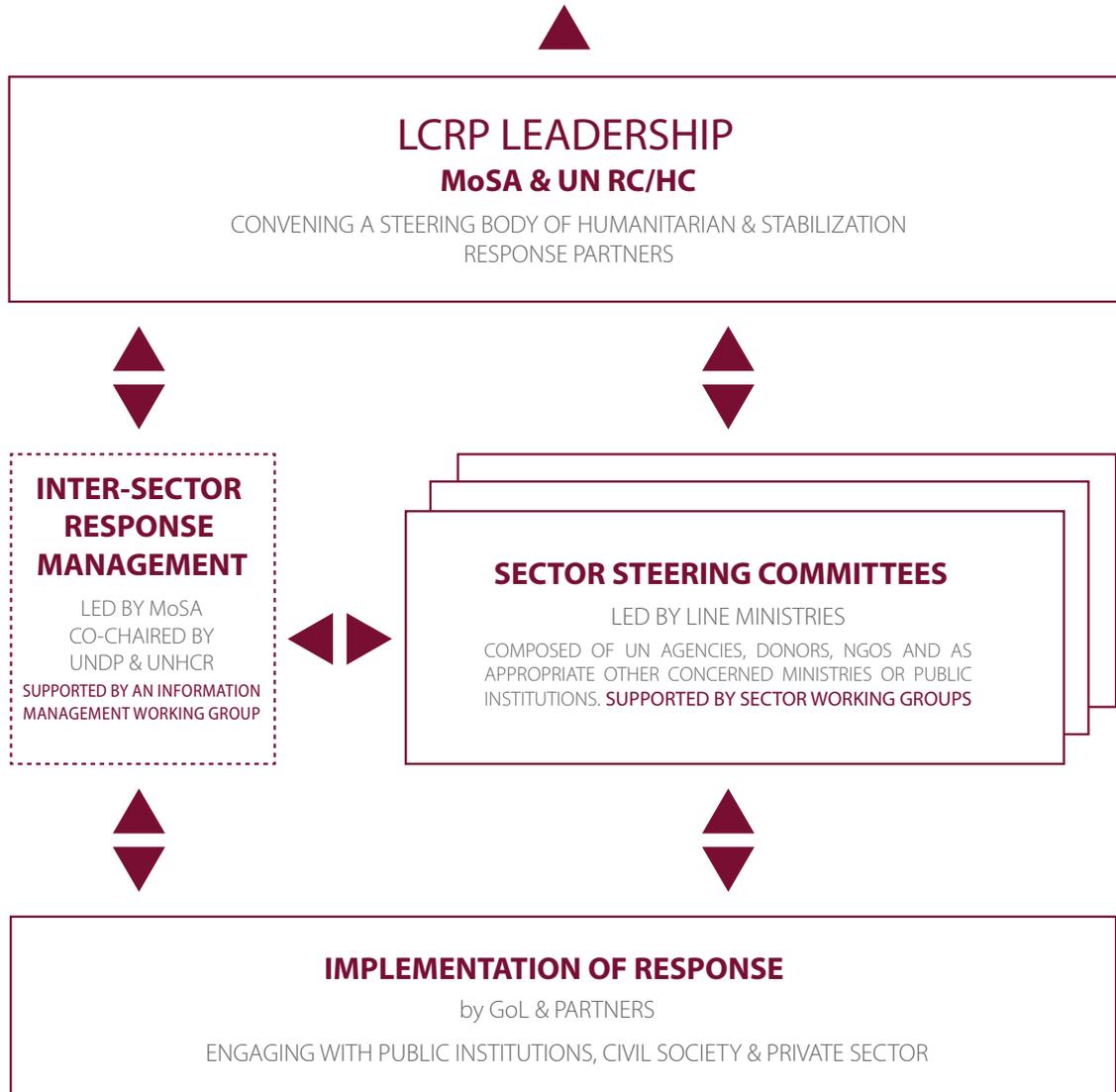
- As the second edition of the LCRP, **the 2017-2020 framework response is the successor of the 2015-2016 LCRP**. Within the four-year framework, this plan seeks to expand the stabilization and development focus and facilitate the transition of crisis response to national structures and systems, while maintaining a robust and integrated humanitarian and stabilization response to the protracted crisis. This medium-term strategic planning framework aims to address national objectives and priorities to respond to the impact of the Syrian crisis in Lebanon, and has been developed and implemented in collaboration with the Government of Lebanon, the UN, national and international NGOs, and donors. Yearly appeals, including multi-year programmes, are developed based on an annual review of needs.
- The 2017-2020 LCRP is the Lebanon chapter of the **Regional Refugee and Resilience Plan 2018-2019 (3RP)** led by UNHCR and UNDP. The 3RP is a regional plan that sets out the response to the humanitarian, protection and assistance needs of refugees from Syria and other impacted persons, communities and institutions in the five countries hosting displaced Syrians, i.e. Turkey, Lebanon, Jordan, Iraq and Egypt. As a nationally-owned chapter of the 3RP, the LCRP 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 emphasizes support to Lebanon's national capacities, including its aid and assistance management efforts.
- The LCRP incorporates priority measures articulated in the **GoL's 2013 Roadmap of Priority Interventions for Stabilization from the Syrian Conflict**<sup>xlvii</sup> 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 line ministries 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. Furthermore, the LCRP is fully aligned with the priority outcomes of **international donor conferences in London** (February 2016) and **Brussels** (April 2017 and April 2018).

- The shorter-term funding appealed for through the LCRP is complemented by the **Concessional Financing Facility** (CFF) currently benefitting Lebanon and Jordan. This facility is focused on providing concessional financing to middle income countries most affected by the presence of large numbers of refugees. With an initial focus on the Syrian crisis as it impacts Jordan and Lebanon, and with a primary focus on infrastructure, the CFF has been adapted to address the impacts of current and future refugee crises on a global scale. So far, \$ 330 million has been approved with an additional \$ 295 million pledged to the Concessional Financing Facility for Lebanon.
- The LCRP specifically focuses on the impact of the Syrian crisis in Lebanon and is complemented by a number of multi-lateral and bi-lateral cooperation agreements such as the **EU-Lebanon Partnership Priorities and Compact 2016-2020**,<sup>xlviii</sup> the **World Bank Country Partnership Framework for Lebanon**<sup>xlix</sup> and, most notably, the **United Nations Strategic Framework** (see point 6 below).
- The LCRP is fully aligned with and complementary to the 2017-2020 **United Nations Strategic Framework (UNSF)**,<sup>l</sup> the UN's cooperation framework with Lebanon, which provides the overall vision for UN-wide engagement in-country implemented through the country programmes of its specific UN agencies, funds and programmes. The UNSF articulates the UN's support to the Government of Lebanon towards achieving the following priorities: (i) all people in Lebanon have peace and security; (ii) Lebanon enjoys domestic stability and practices effective governance; and (iii) Lebanon reduces poverty and promotes sustainable development while addressing immediate needs in a human rights/gender sensitive manner. The UNSF reaffirms humanitarian principles in relation to the impact of the Syrian crisis, including the needs of 1.5 million displaced Syrians, and acknowledges the continued requirement for a Lebanon Crisis Response Plan (LCRP) that supports vulnerable populations affected by the crisis while also strengthening the resilience of local institutions and the host community to manage the current situation. UN support for the 2017-2020 LCRP is outlined in the UNSF.
- The LCRP aligns with GoL's strategies and contains interventions developed as part of the regional **No Lost Generation strategy (NLG)**, specifically through support to the RACE II 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) and the Ministry of Education and Higher Education National Child Protection Policy. The LCRP Education and Protection sectors contain the GoL-endorsed budget for RACE II and the MoSA NP implementation, captured through UN agencies, donors and participating NGOs, and the funding appeals by MEHE and MoSA, with a view to moving to full government implementation.
- The LCRP is coherent with the **Dead Sea Resilience Agenda**<sup>li</sup> 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.
- The LCRP strives to implement the commitments made by more than 30 of the largest humanitarian partners through the **Grand Bargain**<sup>lii</sup> at the **World Humanitarian Summit in 2016**. Ten key commitments were made to: ensure greater transparency; more support and funding tools for local and national responders; increase the use and coordination of cash-based programming; reduce duplication and management costs with periodic functional reviews; improve joint and impartial needs assessments; include people receiving aid in making the decisions which affect their lives; increase collaborative humanitarian multi-year planning and funding; reduce the earmarking of donor contributions; harmonize and simplify reporting requirements; and enhance engagement between humanitarian and development actors.
- Many LCRP projects also integrate the principles of the **UN Sustainable Development Goals**,<sup>liii</sup> a set of globally-agreed goals to end poverty, protect the planet and ensure prosperity for all as part of the 2030 Agenda for Sustainable Development.
- The LCRP strives to ensure the commitments in the New York Declaration for Refugees and Migrants, and the recommendations contained in the **Comprehensive Refugee Response Framework**<sup>liiv</sup> annexed to the Declaration.

Integrated response management<sup>10</sup>

**GOVERNMENT OF LEBANON  
INTER-MINISTERIAL COMMITTEE  
ON DISPLACED**



(10) This structure is subject to possible future amendments following the change of government in Lebanon.

## Governance mechanism

The 2017-2020 LCRP will continue to ensure that the coordination structure aligns with both the humanitarian and stabilization dimensions of the response, under the overall leadership of the Minister of Social Affairs and the UN Resident Coordinator/Humanitarian Coordinator:<sup>11</sup>

LCRP sectors are coordinated through the **Inter-Sector 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 Government ministries<sup>12</sup> as well as members of the Inter-Ministerial Committees 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. Sector working groups will report to the Sector Steering Committees, and will not duplicate the functions of the latter. Relevant terms of reference were revised in 2016 to reflect these roles, responsibilities and reporting lines (see the TORs in Annex 5).

**Aid coordination:** Efforts are ongoing to improve aid management under the leadership of MoSA in order to assist in coordinating GoL/donor/UN/World Bank priorities, and in tracking funding against those priorities.

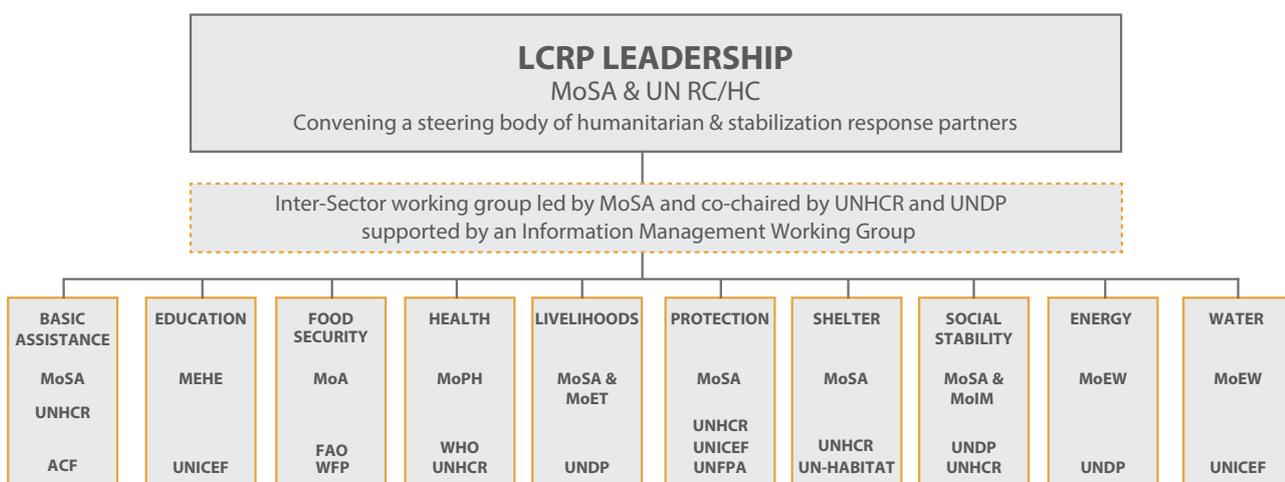
## Implementation Framework

**Authority & Accountability:** The GoL's Inter-Ministerial Committee on Displaced 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 Inter-Ministerial Committee on Displaced to lead and 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, and includes participation of members of the Inter-Ministerial Committee on Displaced and other public institutions, humanitarian and stabilization partners across the UN, national and international NGOs, and donors.

**Planning and Coordination:** LCRP activities are coordinated, under the direct guidance of MoSA, with line ministries through sector steering committees and sector working groups, with the support of sector-coordinating UN agencies, donors, the World Bank and NGO partners – also engaging Lebanon's civil society and private sector where necessary. LCRP progress and strategies will be steered by the Government of Lebanon through MoSA in collaboration with the UN, as represented by the UN Resident Coordinator/Humanitarian Coordinator, and will be supported by the Office for the Coordination of Humanitarian Affairs (OCHA) with the Inter-Ministerial Committee on Displaced and the lead UN agencies for refugee and stabilization responses (UNHCR and UNDP respectively).

The current structure and management of LCRP sectors is organized at the national level as below, with similar structures operating in five operational areas of Lebanon:



(11) The UN Resident Coordinator/Humanitarian Coordinator is accountable for oversight of humanitarian and development responses in countries through the Inter-Agency Standing Committee (IASC) 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.

(12) MoIM, MoSA, MoL, MoPH, MoFA, MEHE, MoET, MoF, MoA, MoEW, MoE, PMO, HRC, and CDR, to be cleared by the Minister.

## Financing the LCRP

The financing of the LCRP presents an opportunity to strengthen aid architecture and harmonization in Lebanon. Humanitarian and development needs set out in the LCRP will continue to be funded on an appeal basis, both bilaterally through a variety of donor mechanisms and trust funds, as well as pooled funds such as the Multi-Partner Trust Fund (MPTF) managed by the World Bank, the UN-managed Lebanon Humanitarian Fund (LHF) and the Lebanon Recovery Fund (LRF) chaired by GoL.

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 overall Lebanon Financial Aid Tracking System, building on existing systems, will also enable better planning of investment coordination between GoL and its international partners 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, members of the Gulf Cooperation Council, and other partners.

## Communicating the LCRP

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

### Principles for LCRP

#### Planning

The LCRP Steering Committee guides the allocation of unearmarked funding and other resources among the sectors following participatory consultations with the relevant stakeholders, and in a timely manner.

In line with LCRP Steering Committee guidance, sector steering committees ensure alignment of unearmarked funding to key priorities and underfunded needs of the LCRP.

For unearmarked funding, sectors present their recommendations to the MoSA and UN lead partners, which would coordinate with 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.

Planning of programmes should be coordinated through sectors, in close collaboration with line ministries under MoSA's leadership, through a bottom-up field-based approach that takes into consideration the national priorities and needs identified by each line ministry and in line with the Lebanese laws, rules and regulations.

#### Implementation

Sector steering committees provide relevant information and facilitate operation of partners for successful implementation of projects in the field, under the direct leadership of and in coordination with MoSA's LCRP team throughout Lebanon. To ensure efficiency and avoid duplication, the LCRP coordination structure remains the only system through which partners coordinate efforts to respond to the Syrian crisis in Lebanon.

#### 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 to the Government of Lebanon's Inter-Ministerial Committee on Displaced, through MoSA and the UN Resident Coordinator/Humanitarian Coordinator.

Funding and other resources received and/or committed should be reported to the LCRP Steering Committee led by MoSA and the UN Resident Coordinator/Humanitarian Coordinator.

LCRP implementing partners are responsible for reporting on a regular basis, through agreed systems, to the relevant sector steering committee on the progress/achievements of the activities that they are implementing.

Sector steering committees report on progress and achievements to the LCRP Steering Committee. The format, content and frequency of reports will be decided at the start of the implementation period.

## Principles of partnership and accountability

As a basis for addressing its key 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 in order to:

- Enhance the effectiveness, operationalization 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 by enabling line ministries to play a stronger role in leadership and coordination at the national and local levels under the guidance of MoSA, while benefiting from the support of the UN, donors and NGOs.
- Enhance the localization of the response with national actors involved in the design and coordination with adequate efforts to build Lebanon's capacity and systems for future crisis prevention and response.<sup>13,1vi</sup>
- Ensure accountability to affected populations. LCRP partners will continue to ensure that the response engages affected populations and local authorities in local programme design, under the guidance and coordination of MoSA and relevant UN coordinating agencies. This includes, where possible, regular visits aimed at obtaining feedback from vulnerable communities on needs, targets and effectiveness of LCRP interventions. Plans in 2017-2020 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.
- Enhance the multi-sectoral approach of the LCRP based on a comprehensive and a common understanding of risks, taking into account threats, vulnerabilities and coping capacities at the individual, community and institution level, in support of the Sustainable Development Goal Agenda of leaving no one behind.

(13) Within the Regional Refugee and Resilience Response Plan (3RP), principles for a localized response are as follows: (a) local actors influence the design of the response by feeding in the needs, priorities and social dynamics of populations affected by the Syrian crisis; (b) coordination mechanisms are led by government actors where possible, and all local actors are able to participate in and contribute to coordination processes at national and sub-national levels; (c) partnerships between international and local organizations/institutions ensure equity and joint responsibility, as well as visibility for local actors within the 3RP response; (d) initiatives jointly undertaken by international and local organizations include a strong element of capacity development in order to build local capacity and systems for future crisis prevention and response in the region; and (e) the maximum amount of direct, quality funding as possible is channeled to national and local actors in order to allow them to respond to the needs of crisis-affected populations while simultaneously investing in their own institutional capacities.

## Cross-cutting issues

The seven following cross-cutting issues are mainstreamed across sectors under the LCRP, as they have been designated as key priorities by all partners.

### Better understanding vulnerability and risk to strengthen multi-sectoral approaches

The term "most vulnerable" is currently defined within the sectors, mainly using socio-economic, geographic or categorical concepts of vulnerability. These concepts have informed sectors in targeting their response. Understanding vulnerability by focusing on risks will facilitate a more multi-disciplinary and integrated approach that incorporates different perspectives and promotes involvement of a wide-range of actors. It will allow for a tailoring of interventions to the specific context. Circumstances and factors at the individual, community and institutional level can increase a person's vulnerability and/or reduce their capacity to cope with a particular situation. The LCRP will move towards a multi-dimensional understanding of vulnerability – considering internal risk factors, likelihood to experience harm, capacity to recover and adapt to new situations, ability to resist and insurance against new shocks - to better harmonize the response. Programming decisions and targeting of displaced populations will be informed through a comprehensive analysis of risk, considering vulnerability in relation to threats and coping capacities.

Sectors will build on the thematic conversations developed over the course of 2018 to further strengthen the alignment of targeting approaches, systematize referral mechanisms and co-design mechanisms for redress when persons are left behind as particular types of assistance shift in scope and scale.

### Protection

The protracted nature of displacement in Lebanon has impacted different segments of the population differently, due to their particular vulnerabilities, coping capacities and susceptibility to threats. The LCRP is committed to a protection-centered response. All assistance promotes meaningful access, safety, dignity and basic rights of affected people. Protection is mainstreamed through the response, at the national and field levels. Through a common understanding of the protective environment, sectors ensure due consideration, and responses which take into account the respective needs and multi-dimensional vulnerabilities of individuals they serve, allowing for more integrated approaches to service provision. These efforts will be guided by a joint-protection analysis highlighting threats, vulnerabilities and coping capacities, which will be shared across sectors to inform targeting and tailor common multi-sector approaches.

### Gender and gender- based violence

Achieving gender equality and eliminating gender-based violence (GBV) is one of the Sustainable Development Goals (SDGs) of the 2030 Agenda for Sustainable

Development.<sup>14,lvii</sup> Mainstreaming gender efficiently requires assessing the implications of any planned action for women, girls, men and boys, as well as making their concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all spheres.<sup>15</sup>

Furthermore, recognizing that GBV represents a particular challenge in humanitarian contexts and that preventing and responding to GBV constitutes a collective accountability, the LCRP ensures risk mitigation across all sectors of intervention.<sup>lviii</sup>

## Youth

The 2017-2020 LCRP prioritizes mainstreaming youth programming as a clear and harmonized component within its different relevant sector plans. The main goal of the youth component is to foster economically, personally and socially active and resilient youth in order to increase education, entrepreneurship, TVET, empowerment, participation, and civic engagement of this cross-cohort.<sup>16</sup>

Partners continue to expand their focus on youth programming across all sectors to provide this vulnerable and marginalized group with a holistic and harmonized package of services. These initiatives aim to motivate the youth to positively influence their peers and communities. As such, youth programming has been expanded under the Livelihoods sector through job creation in accordance with the Ministry of Labour decisions and the Lebanese labour law, increased market-based skills training and employability, apprenticeships, income generation opportunities, and innovation and entrepreneurship programmes. The Education sector tackles youth challenges through increasing their access to formal education, vocational training and regulated non-formal education programmes. The Social Stability sector has defined a clear output for the active role of youth in stabilizing and building resilience in their communities and among their peers. Finally, the Protection sector has further detailed the focus on youth at risk of engagement in risky behaviours, ensures provision of psycho-social support, and addresses gender-based violence, building community referral and response mechanisms for at-risk girls and boys.

## Environment

The environment remains a priority and a key area for mainstreaming within the LCRP. Under the LCRP 2017-2020, the Ministry of Environment (MoE) leads an Environment Task Force (cf. the TORs in Annex 7) in close coordination with the Government, MoSA and the Inter-Sector Working Group with the aim of addressing priority environmental impacts and mainstreaming environmental considerations into activities and projects.

In order to do this, MoE will adopt a two-level approach:

(14) Social Development Goal 5 states: "Achieve gender equality and empower all women and girls".

(15) See for the full definition of gender mainstreaming: Economic and Social Council, *Mainstreaming the gender perspective into all policies and programmes in the United Nations system*, ECOSOC Agreed Conclusions 1997/2, in: A/52/3, p. 28.

(16) As per MoL annual decisions related to businesses, occupations and crafts, and jobs that must be limited to Lebanese only.

- i. Ensure the mainstreaming of environmental safeguards in emergency relief and stabilization activities and ensure that the institutional capacities of MoE are enabled to continue the assessment and monitoring of the environmental impacts of the Syrian conflict and the provision of relevant technical guidance for environmental interventions; and
- ii. Cooperate with all concerned LCRP sectors in the identification and implementation of environmental interventions, with a specific focus on priority sectors (Social Stability, Food Security, Water, Energy) and aim for a further roll-out to additional sectors as appropriate.

## Conflict sensitivity

Given the complex social fabric of Lebanon and the political impact of the Syrian conflict on the domestic scene, the response in Lebanon's most vulnerable localities both shapes conflict dynamics and is shaped by them. This must be taken into account in all interventions through a conflict-sensitive approach that includes 'do-no-harm' principles. This approach is generally defined as organizations: (a) understanding the context in which they operate, particularly the conflict dynamics, drivers of tensions and local capacities for stability; (b) understanding the interaction between the context and their intervention; and (c) acting on this understanding in order to minimize negative impacts of interventions and maximize positive impacts on conflict. The response as a whole will ensure that this approach is mainstreamed across the sectors in a coordinated effort to support the continued resilience of Lebanon through the crisis under the leadership of MoSA and MoIM.

Conflict sensitivity is fully incorporated into the LCRP: each sector strategy analyzes its potential adverse effects on local conflict dynamics and how to maximize its contribution to social stability, which in turn guides partners' respective programmes. In addition, regular information on tension trends and risks are provided to partners as well as research and evaluations on the impact of different types of LCRP programming on the level of tensions. These analyses are complemented by regular trainings and guidance on conflict-sensitivity and 'do-no-harm' approaches, which are provided both to front-line workers and programme management staff to ensure that they are able to adjust their programmes accordingly.

## Urban areas

Already strained by high levels of deprivation, inadequate access to basic services, housing and social stability challenges, poor urban areas have been particularly impacted by the Syrian crisis.

By expanding multi-sectoral needs analysis, such as the already ongoing Neighbourhood Profiles, partners will expand their coverage into urban areas based on a multi-dimensional vulnerability approach to provide immediate assistance and sustainable solutions in partnership with the local authorities.

# RESPONSE MONITORING AND EVALUATION

Reinforced and objective monitoring and evaluation (M&E) is critical to improving effectiveness and accountability. All sector logframes are technically reviewed on a yearly basis in consultation with sector working groups and stakeholders. Revisions have been made based on sector strategies to strengthen results chains of change, indicators and measurement methodologies at sector level. In parallel, an inter-sector M&E framework for 2017-2020 provides a multi-year framework for measuring progress against the LCRP's expected impacts, ensuring transparency and facilitating strategic and programmatic adjustments. Six impact statements aligned with the four strategic objectives of LCRP are as follows:

## **Strategic objective 1: Ensure protection of vulnerable populations**

- Impact 1: Displaced persons from Syria and vulnerable populations live in a safe, protective environment

## **Strategic objective 2: Provide immediate assistance to vulnerable populations**

- Impact 2: Immediate humanitarian needs of the most vulnerable populations are met

## **Strategic objective 3: Support service provision through national systems**

- Impact 3: Vulnerable populations have equitable access to basic services (health, education, water, energy, solid waste, shelter and social protection) through national (public and private) system

## **Strategic objective 4: Reinforce Lebanon's economic, social and environmental stability**

- Impact 4: Mitigated deterioration in the economic condition of vulnerable populations
- Impact 5: Social stability is strengthened in Lebanon
- Impact 6: Mitigated environmental impact of the Syrian crisis, to avoid further degradation of the natural eco-system and ensure its long-term sustainability

The inter-sector framework provides clarity on impact measurement and the causal linkages from sector outcomes to impact. These causal relationships are further detailed in each sector strategy and can guide subsequent independent evaluations of the overall response by partners.

In 2018, the response M&E system has been strengthened further, as follows:

- A list of research questions at inter-sector and sector levels have been identified to better shape data collection and prioritize learning needs across the

response. These research questions will feed into the upcoming mid-term review of the LCRP as well as the final evaluation of the response;

- New qualitative indicators have been incorporated in sector logframes to capture the response's accountability to affected populations. Reporting on these indicators will start in 2019 and help assess the level of engagement of beneficiaries in the response;
- A monitoring framework of the commitments made by the international community and the Government of Lebanon at the Brussels 2 conference, organized in April 2018 has been developed and incorporated into the LCRP M&E system for greater accountability. Progress will be reported to the LCRP Steering Committee on a yearly basis; and
- Finally, a mid-term review of the response was designed and is expected to be conducted in the first quarter of 2019 to: 1) take stock of progress since January 2017; 2) review the existing response coordination model, and; 3) identify possible evolutions of existing frameworks beyond 2020. The findings of the mid-term review are expected in April 2019 to support decision-making and strategic planning.

## **Coordination and management:**

M&E is coordinated and managed at all three levels of the LCRP institutional and coordination architecture:

- At the sector 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 Sector Steering Committees, which will be responsible for reviewing and preparing periodic monitoring and progress reports (see below).
- At the inter-sector level, the Inter-Sector working group is responsible for monitoring progress against LCRP's impact statements, 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.

## **Tracking and information management system:**

- At sector output and outcome level, the 2017-2020 Lebanon Crisis Response Plan continues to be monitored through ActivityInfo, which reports against a standard set of indicators agreed by sectors and helps inform progress against sector logframes.

- At impact level, macro-level data related to each strategic objective will be collected to inform progress. The LCRP M&E system links to ActivityInfo as well as a number of national surveys using mixed methods. In addition, a series of qualitative enquiry processes, including case studies, will be conducted to further explore causal relationships from sector outcomes to impact statements.

At the same time, LCRP's knowledge management function will be strengthened to better reflect on and disseminate lessons learned across sectors, key findings from surveys and policy recommendations. Similarly, GoL/MoSA 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 Resident Coordinator/Humanitarian Coordinator and in collaboration with members of the Inter-Ministerial Committee on Displaced, will report on funds received for the LCRP as part of its quarterly and annual reporting, 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 Lebanon's aid coordination

platform is being strengthened, the LCRP financial tracking will feed into an overall Lebanon Aid Tracking System currently being developed by MoSA and the Ministry of Finance with the support of the UN Resident Coordinator/Humanitarian Coordinator's Office, to improve management of multi-lateral and bilateral funding received in Lebanon or funding committed.

**Monitoring and evaluation products:** A series of M&E activities and events will take place during the LCRP programming cycle. The LCRP M&E calendar includes several M&E products that will be developed and disseminated during 2017-2020, including, but not limited to, quarterly sectoral dashboards, bi-yearly inter-sectoral dashboards, thematic dashboards (in-focus), reviews and an external evaluation.

**Review:** Every year, mid-year and final reports on the LCRP appeal will be presented by MoSA, supported by the Resident Coordinator/Humanitarian Coordinator, under the auspices of the Inter-Ministerial Committee on Displaced. As part of this process, the scope of the LCRP will be reviewed to ensure that the response continues to match evolving needs and the increasing level of development support outside the LCRP (if available). The Government of Lebanon and its partners will review the progress of the LCRP in a process supported by the inter-sector mechanism and coordinated under the leadership of MoSA and the UN Resident Coordinator/Humanitarian Coordinator, with support from the Inter-Ministerial Committee on Displaced, UNDP, UNHCR, and other key response partners. The mid-year consultation will set the direction for the second half of year and inform the next annual appeal.

## Monitoring & Evaluation Framework

### Strategic Objective 1: Ensure protection of vulnerable populations

#### Impact 1: Displaced persons from Syria and vulnerable populations live in a safe protective environment

Impact Indicator	Sector	Sector outcomes contributing to impact
1.1 Percentage of displaced persons with a protection risk reduced.	Protection	1: Persons Displaced from Syria have their basic rights (incl. access to territory, legal stay, civil documentation) respected and specific protection needs fulfilled.
	Protection	2: Support and actively engage community members in creating a safe protection environment.
1.2 Number of instances of assistance provided to displaced persons from Syria and vulnerable populations.	Protection	3: Reduce SGBV risks and improve access to quality services.
	Protection	4: Provide boys and girls at risk and survivors of violence, exploitation and abuse with access to an improved and equitable prevention and response.
	Livelihoods	2: Improve workforce employability.
	Livelihoods	3: Strengthen policy development and enabling environment for job creation.
	Food security & Agriculture	4: Improve food security stabilization.
	Education	2: Enhanced quality of education services and learning environment to ensure grade-appropriate learning outcomes for children and youth.

#### Assumptions:

1. Favourable policies and legal framework implemented enabling enjoyment of basic human. 2. National institutions are equipped and functioning (e.g.: schools, court systems, hospitals, etc.). 3. No unforeseen events that could lead to a major shift in the refugee crisis.

**Strategic Objective 2: Provide immediate assistance to vulnerable populations****Impact 2: Immediate humanitarian needs of the most vulnerable populations are met**

Impact Indicator	Sector	Sector outcomes contributing to impact
<b>2.1 Percentage of vulnerable population whose immediate basic humanitarian needs are met</b>	Basic assistance	1: Strengthen the ability of vulnerable households, including female-headed, to meet their basic survival needs
	Basic assistance	2: Strengthen the ability of populations affected by seasonal hazards and emergencies to secure additional basic survival needs
<b>2.2 Percentage reduction of the population who is severely economically vulnerable</b>	Shelter	1: Strengthen the ability of vulnerable displaced populations in temporary shelters to live in adequate conditions
	Food security & Agriculture	1: Improve food availability
	Food security & Agriculture	2: Improve food access
	Water	1: More vulnerable people in Lebanon are using safely managed drinking water and sanitation services whilst reducing health and environmental risks and improving water quality by increasing the proportion of wastewater that is safely treated.

## Assumptions:

1. Enabling environment for humanitarian operations. 2. Humanitarian assistance is sufficient to meet the needs of the most vulnerable population.

**Strategic Objective 3: Support service provision through national system****Impact 3: Vulnerable populations have equitable access to basic services through national systems**

Impact Indicator	Sector	Sector outcomes contributing to impact
<b>3.1. Percentage of population with access to quality public and private services</b>	Food security & Agriculture	2: Improve food access
	Food security & Agriculture	3: Improve food utilization
	Food security & Agriculture	4: Promote food security stabilization activities and supporting national institutions
	Basic assistance	3: Support the National Poverty Targeting Programme (NPTP)
	Health	1: Improve access to comprehensive primary healthcare (PHC)
	Health	2: Improve access to hospital (incl. ER care) and Advanced Referral Care (advanced diagnostic laboratory & radiology care)
	Health	3: Improve Outbreak Control & Infectious Diseases Control
	Health	4: Improve Adolescent & Youth Health
	Water	1: More vulnerable people in Lebanon are using safely managed drinking water and sanitation services whilst reducing health and environmental risks and improving water quality by increasing the proportion of wastewater that is safely treated.
	Energy	1: Increase energy production through implementation of renewable energy sources
	Energy	3: Improve access to electricity through Rehabilitation and Reinforcement works on the Transmission and Distribution networks
	Energy	4: Enhance capacity of MoEW to plan, budget and oversee energy sector initiatives
	Education	1: Enhanced access to, and demand from, children youth, and their caregivers, for equitable formal or regulated non-formal education
	Education	2: Enhanced quality of education services and learning environment to ensure grade-appropriate learning outcomes for children and youth

Education	3: Enhanced governance and managerial capacities of RACE 2 implementing institutions to plan, budget, deliver, monitor and evaluate education services
Livelihoods	1: Stimulate local economic development and market systems to create income generating opportunities and employment
Shelter	3: Enhance the contribution of national institutions and organizations to the housing situation in Lebanon
Social stability	1: Strengthen municipalities, national and local institutions' ability to alleviate resource pressure

## Assumptions:

1. National systems (public and private) have the capacity and political will to deliver quality services for all. 2. Vulnerable populations know/are aware of how to access services both public and private and the terms of use.

### Strategic Objective 4: Reinforce Lebanon's economic, social and environmental stability

#### Impact 4: Mitigated deterioration in the economic condition of vulnerable populations

Impact Indicator	Sector	Sector outcomes contributing to impact
<b>4.1 Percentage of the population living below the poverty line</b>	Food security & Agriculture	1: Improve food availability through in kind food assistance and sustainable food value chain
<b>4.2 Percentage of the active population who has access to decent employment opportunities</b>	Food security & Agriculture	2: Improve food access through cash-based food assistance and agricultural livelihoods
	Livelihoods	1: Stimulate local economic development and market systems to create income generating opportunities and employment
	Livelihoods	2: Improve workforce employability
	Livelihoods	3: Strengthen policy development and enabling environment for job creation
	Education	2: Enhanced quality of education services and learning environment to ensure grade-appropriate learning outcomes for children and youth
	Shelter	2: Contribute to multi-sectoral upgrading of disadvantaged areas for enhanced stability

## Assumptions:

1. Markets exist and offer economic opportunities. 2. Demand and supply in the job market meet.

#### Impact 5: Social stability is strengthened in Lebanon

Impact Indicator	Sector	Sector outcomes contributing to impact
<b>5.1. Percentage of municipalities enforcing restrictions</b>	Social stability	1: Strengthen municipalities, national and local institutions' ability to alleviate resource pressure
<b>5.2. Percentage decrease in population living in vulnerable areas reporting tensions in their community</b>	Social stability	2: Strengthen municipal and local community capacity to foster dialogue and address sources of tensions and conflicts
	Social stability	3: Enhance LCRP capacities on early warning and conflict sensitivity
<b>5.3. Percentage increase of population living in vulnerable areas reporting sense of solidarity in their community</b>	Shelter	2: Contribute to multi-sectoral upgrading of disadvantaged areas for enhanced stability

## Assumptions:

1. Institutions and communities effectively coordinate and engage in dialogue. 2. Youth have space and commitment to play a positive role in the community.

**Impact 6:** Mitigated environmental impact of the Syrian crisis, to avoid further degradation of the natural eco-system and ensure its long-term sustainability

Impact Indicator	Sector	Sector outcomes contributing to impact
<b>6.1. Percentage increase in emissions of particulate matter (PM) reduced</b>	Food security	1: Improve food availability through in kind food assistance and sustainable food value chain
<b>6.2 Level of adoption of Environmental Marker</b>	Food security	4: Improve food security stabilization
	Water	1: Improve access of more vulnerable people in Lebanon to sufficient, safe water for drinking and domestic use with reduced health and environmental impacts from unsafe wastewater management.
	Social stability	1: Strengthen municipalities, national and local institutions' ability to alleviate resource pressure
	Energy	4: Enhance capacity of MoEW to plan, budget and oversee energy sector initiatives

Assumptions:

1. The environmental impact of the crisis can be reduced.
2. No unforeseen events that could lead to a major shift in the refugee crisis occur.
3. Institutions and communities actively engage in responding to the environmental impact of the crisis.

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A general view of an Informal Settlement in Bekaa Valley.  
Photo Credit: WFP, Mikel Prieto, 26/11/2017

# PART II

## OPERATIONAL RESPONSE PLANS

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BASIC ASSISTANCE  
EDUCATION  
ENERGY  
FOOD SECURITY & AGRICULTURE  
HEALTH  
LIVELIHOODS  
PROTECTION  
SHELTER  
SOCIAL STABILITY  
WATER





## BASIC ASSISTANCE SECTOR

### PEOPLE IN NEED



### PEOPLE TARGETED



### REQUIREMENTS(US\$)



### PARTNERS



### GENDER MARKER



### CONTACTS

#### LEAD MINISTRY

Ministry of Social Affairs (MoSA)  
Hadi Haddad  
hadi\_haddad@live.com

#### COORDINATING AGENCIES

UNHCR and ACF  
Khalil Dagher  
dagherk@unhcr.org  
Justine Cherrier  
jcherrier@lb.acfspain.org

## SECTOR OUTCOMES

### Outcome #1 \$285 m

Strengthen the ability of vulnerable Households, including female-headed, to meet their basic survival needs.

#### Indicators

Percentage reduction in population that is severely vulnerable.

Percentage of assisted severely economically vulnerable households report being able to meet their basic survival needs.

### Outcome #2 \$190 m

Strengthen the ability of populations affected by seasonal hazards and emergencies to secure additional basic survival needs.

#### Indicators

Percentage of newly displaced households who are provided basic assistance.

Percentage of assisted households affected by seasonal shocks who are able to meet their additional basic survival needs.

### Outcome #3 \$0.8 m

Support the National Poverty Targeting Programme (NPTP).

#### Indicators

Capacity of NPTP to provide social assistance enhanced.

National Social Safety Net Strategy developed.

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	Gender	
			Female	Male
 Lebanese	227,546	227,546	116,959	110,587
 Displaced Syrians	1,020,000	765,000	394,740	370,260
 Palestinian Refugees from Syria	28,800	28,800	14,545	14,255
 Palestinian Refugees from Lebanon	180,000	2,565	1,295	1,270

## Situation analysis and context

### The context and the derivation of economic vulnerability

Limited growth of the Lebanese economy continued in 2018 at a rate nearing only one per cent, while medium-term prospects remain stagnant and coupled with high fiscal risks.<sup>1</sup> Moreover, inflation rates and consumer goods prices have hit almost seven per cent in the first half of the year compared to four per cent in the previous year.<sup>2,3</sup>

The increase in prices has affected, in varying degrees, the main components of the basic household expenditure basket, which include food and basic commodities, as well as housing and utilities (electricity, water, gas and other fuels). The purchasing power of households is shrinking, posing additional challenges to their coping capacity. Economic vulnerability is hence derived from the inability to access available goods and services in the markets and meet basic survival needs overtime and further deepened with cyclical economic fluctuations.

Economically vulnerable communities in Lebanon, including displaced Syrians, Palestinian refugees and vulnerable Lebanese, with already limited financial means, are exposed to further risks as their ability to access markets is increasingly restricted. These households continuously struggle to cover their basic needs, such as food, shelter and healthcare, which further exacerbates their exposure to protection risks and undermines their coping capacities.

The interventions of the Basic Assistance sector are meant as short term tools to better protect the most economically vulnerable women, men, boys and girls of diverse backgrounds and experiences, in the absence of more durable solutions. The monthly grants under the Basic Assistance sector are instruments used to elevate families closer to the minimum survival threshold. In this context, their impact will only be optimal if linked with other types of services, assistance and/or support schemes. While direct cash assistance transfers under the sector remained fairly stable, available funding remains limited compared to existing needs. More sustainable solutions are required to reduce dependency and ensure long-term positive outcomes.

### Displaced from Syria: High needs, limited means, and coping mechanisms

Economic vulnerability is measured by a household's expenditure level. The minimum expenditure basket (MEB – US\$571 per household per month) and the survival minimum expenditure basket (SMEB – \$435 per household per month) serve as thresholds to estimate and identify the proportion of the population in poverty. In recent years, the percentage of persons

displaced from Syria living in poverty has been high. In 2018, however, a slight decrease in the estimated percentage of households living in economically vulnerable situations was recorded.

Sixty-nine per cent of Syrians in Lebanon now live below the poverty line, a slight improvement compared to 76 per cent in 2017.<sup>4</sup> In addition, 51 per cent are deemed severely economically vulnerable, i.e. living in extreme poverty, compared to 58 per cent in 2017.<sup>5</sup> The reported slight improvement in poverty levels in 2018 may be partly attributed to the increased number of households receiving monthly multi-purpose cash (MPC) in 2017 (40 per cent increase, from 40,000 to more than 62,000 households). In addition, households might have secured additional credit sources and/or resorted to collective coping mechanisms such as sharing resources through informal networks.<sup>6</sup>

**69%** of displaced Syrian households  
  
**live below the poverty line**  
 (US\$3.84/capita/day)

Moreover, the adaptive capacities of displaced Syrians have changed over time. Despite the reduction in the percentage of households applying emergency coping strategies<sup>7</sup> (51 per cent in 2018 from 55 per cent in 2017), households have mainly resorted to accumulating debt as a coping mechanism, regardless of their economic vulnerability level, a notable trend in 2018. The average debt per person, among households with debt, has increased by \$23 (\$250 in 2018 from \$227 in 2017), while self-reliance opportunities and income from informal work have remained stable. More than half of displaced Syrians in Lebanon rely on informal credit and debts as a primary source of income, followed by humanitarian assistance and informal work.<sup>8</sup> Overall, 88 per cent of displaced Syrian households are indebted, with an average amount of \$1,016 – almost double the value of the minimum

(4) UNHCR (2018), *Vulnerability Assessment of Syrian Refugees in Lebanon*, (VASyR) 2018.

(5) VASyR 2018

(6) Extracted from the validation discussions of the 2018 *Vulnerability Assessment of Syrians Refugees in Lebanon (VASyR)* results that took place in different regional meetings and working groups.

(7) Coping strategies as per the VASyR can be classified into the below:

Stress	Crisis	Emergency
Spent savings	Sold productive assets	School-aged children involved in income generation
Sold goods	Withdrew children from school	Begged
Bought food on credit	Reduced non-food expenses	Accepted high risk jobs
Have debts	Married off children under 18	Sold house or land

(8) VASyR 2018.

(1) World Bank (2018), *Lebanon's Economic Outlook*.

(2) According to the Consumer Price Index (CPI), 2018.

(3) Blom Bank (2018), *Economic Digest, the Research Blog*; Retrieved from the Central Administration of Statistics (CAS).

expenditure basket which is needed to survive above the poverty line. The reported reasons for borrowing money follow the same trend observed in recent years: buying food, paying rent to avoid evictions, and covering health expenditures in emergency situations.

**88%** of displaced Syrian households



**have debt**

Other negative coping mechanisms reported by displaced Syrians, who are already considered economically vulnerable, highlight increased protection risks, especially among women. Their inability to work and limited economic opportunities have led them to resort to child labour, child and early marriage, and survival sex to meet basic needs.<sup>9</sup> For example, 22 per cent of Syrian adolescent girls between 15 and 19 were married before age 18, often to decrease the economic burden on the household. The most economically vulnerable among the displaced Syrians have large families, higher dependency ratio, female headed in some cases, with lower education levels compared to other parts of the population.

**98%** of the PRS population relies on assistance provided by UNRWA as a main source of income

The situation of the Palestinian refugee population is similar to the situation described above when it comes to general socio-economic vulnerability levels.<sup>i</sup> Two-thirds of the total population of Palestinian refugees from Lebanon live under the poverty line.<sup>10</sup> In addition, 28,000<sup>11</sup> Palestinian refugees from Syria now reside in overcrowded Palestinian camps and gatherings across the country (a 3.5 per cent increase compared to 2016). Compared to households of Palestinian refugees from Lebanon, extreme poverty levels among Palestinian refugees from Syria are three times higher.<sup>ii</sup> The overwhelming majority (98 per cent) of Palestinian refugees from Syria rely heavily on assistance provided by UNRWA as a main source of income. Palestinian refugees from Syria also rely on debt as their access to informal employment is limited.

The most vulnerable of the displaced Syrian and

(9) Findings from participatory assessments (PA) with working children, child spouses, female-households, women alone, detained persons, minorities and stateless persons, 2017-2018, UNHCR.

(10) The poverty calculation in this report is based on the national poverty line calculated in 2004 while accounting for the inflation rate of 2015: \$6/capita/day for the upper (poverty line) and \$2.50 for the lower border (extreme or absolute poverty line)

(11) UNRWA (2018), Based on the latest headcount conducted.

Palestinian populations also face seasonal shocks, during winter, which incur additional costs. During winter (from November to March), as average temperatures range from 10°C to -5°C at high altitudes, families are exposed to the cold and its associated risks, which creates seasonal needs. The most vulnerable live in poor quality and unprotected shelters<sup>12</sup> and are in dire need of weatherproofing kits, plastic sheeting, stoves and additional fuel for heating, winter clothes and blankets, as well as food to reach the required minimum caloric intake. The cost of covering these additional needs ranges between \$70 to \$150 per month.<sup>iii</sup>

**2 out of 3** Palestinian refugees in Lebanon live



under the **poverty line**

Winter assistance programmes represent a critical seasonal support for households with limited economic means. Financial and in-kind assistance provided help families address the additional winter-related expenditures and mitigate exposure to cold hazards.

### Vulnerable Lebanese: Historical poverty and increased needs

While there is no recent data on the poverty levels among the Lebanese population, available data prior to the start of the Syria crisis indicates that between 27 and 28.5<sup>vi</sup> per cent of Lebanese were poor, living below \$3.84 per person per day. Extremely poor Lebanese households were estimated to be around 10 per cent of the country's population as per the National Poverty Targeting Programme (NPTP) in 2015,<sup>13</sup> noting that the actual number of households enrolled in the programme is lower.<sup>14</sup> In addition, according to the National Poverty Targeting Programme, the incidence of poverty has risen by six per cent between 2011 and 2015, resulting in more households not being able to afford a minimum standard of living.<sup>vi</sup>

Towards the end of 2016 and throughout 2017, the National Poverty Targeting Programme launched a recertification exercise targeting enrolled beneficiaries (nearly 106,000 households), in addition to reaching out to others who may self-refer<sup>15</sup>. The primary objective of the exercise was to refine and update the existing database of beneficiaries, which resulted in the identification of 41,372 households living in extreme poverty. These

(12) Around 80 per cent of poor households live in substandard conditions as per the Interagency 2015, Households Profiling Questionnaire Data, and confirmed by the VASyR in 2016, 2017, and 2018.

(13) The National Social Safety Net programme emanates from the Ministry of Social Affairs (MoSA) and partially funded by the World Bank. NPTP has two operational units, under the Ministry of Social Affairs and under the Presidency of the Council of Ministers (PCM).

(14) The programme is based on self-referrals.

(15) See below in Section 1.4 on self-referrals.

results were officially launched in October 2018. The recertification was based on household visits conducted by social workers of the programme. The data collected included around 60 vulnerability indicators, including but not limited to: shelter and sanitation conditions, assets, and demographics. The poverty benchmark was set at \$5.7/capita/day (extreme poverty line) and \$8.6/capita/day (upper poverty line).<sup>16</sup> Households identified to be living in extreme poverty are eligible for National Poverty Targeting Programme services and receive health and education subsidies. Those identified as the most vulnerable (bottom of the rank) receive food assistance through e-vouchers.<sup>17</sup>

**41,732** Lebanese households are identified by NPTP as the poorest, living **below \$5.7/capita/day**

### Structural challenges: Localities, markets and public institutions

In some geographical areas, socio-economic vulnerability is more pronounced than in others. Various studies have indicated that the poorest of the affected vulnerable Lebanese, displaced Syrians and Palestinian refugees from Syria live in the more rural Northern and Eastern governorates of Lebanon. A large number of localities among these governorates is characterized by high demographic pressures, poor infrastructure, and social and economic deprivation.

For instance, more than half of all displaced Syrian households reside in the Bekaa area, while another quarter live in the North. According to vulnerability trends highlighted in the Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR 2014-2018), displaced Syrians living in these areas tend to have greater vulnerabilities to food insecurity, coupled with a higher inability to meet basic needs and lower expenditure levels, compared to households elsewhere in Lebanon. These households also have higher needs related to accessing adequate shelter, water and sanitation. Extremely poor Lebanese households, as registered with the National Poverty Targeting Programme, live mainly in the North (41 per cent),<sup>18</sup> Bekaa (29 per cent),<sup>19</sup> and Mount Lebanon (16 per cent). Reported needs by vulnerable Lebanese include basic elements such as food, health, rent, and special needs such as rehabilitation support and supplies to persons with disabilities and older persons. Around 14

per cent of these households also have members with disabilities.

Different segments of the affected Lebanese, Syrian and Palestinian populations suffer from poor access to and lack of employment opportunities given the current stagnant economy. Moreover, markets currently witness a surplus of labour supply, resulting in increased competition for low-skilled labour, deterioration of average wages, and increased risk of exploitative working conditions.

Persons displaced from Syria face additional challenges accessing the formal labour market. Even though they are allowed access to the agriculture, construction and environment sectors, this is limited in practice due to onerous legal and administrative frameworks. The lack of legal residency of displaced persons from Syria limits household members' freedom of movement, thereby exacerbating already existing challenges for their families. Conjointly, women and children often seek informal job opportunities, and tend to accept exploitative conditions that increase the overall vulnerability level of family members.

At the same time, public social institutions face constraints that limit their ability to respond. The High Relief Commission (HRC), although mandated to serve Lebanese communities in crisis, is unable to cover all humanitarian needs during emergencies. Other Government institutions such as the Ministry of Social Affairs (MoSA) and the National Poverty Targeting Programme, as well as local NGOs, have relief programmes; yet, these are insufficient to cover the entire vulnerable Lebanese population.

The National Poverty Targeting Programme aims to support vulnerable Lebanese households in meeting their most urgent needs. It is based on self-referrals and receives applications from Lebanese citizens who consider themselves poor. In practice, however, applicants may face a high percentage of exclusion after a round of verification is conducted, which may lead to hidden vulnerabilities. It is worth noting that the outreach activities of the National Poverty Targeting Programme are still limited. Therefore, there might be a higher number of vulnerable Lebanese living in extreme poverty and in dire need of assistance, who have not yet been identified, or remain unknown to the programme.

### Looking forward to 2019: Extension of existing programmes and further exploration of complementary interventions

As economic vulnerability remains high among the displaced (Syrian and Palestine) population, children, older persons, persons with specific needs, and females heading households are at heightened risk of being marginalized, exploited and exposed to adversities.

By the end of 2018, nearly 62,000 displaced Syrian households identified among the most economically

(16) Poverty lines estimations used for targeting by the NPTP are based on a poverty study published in 2016; see: Central Administration of Statistics (CAS), World Bank (25 May 2016), *Snapshot of Poverty and Labour Market Outcomes in Lebanon based on Household Budget Survey 2011/2012*.

(17) Around 10,000 households (or 57,533 extremely poor individuals) currently benefit from the food e-voucher programme (out of 41,372 households in need).

(18) With 23.8 per cent in Akkar and 17.8 per cent in the North governorates.

(19) With 9.7 per cent in the Bekaa and 19.2 per cent in Baalbek-Hermel governorates.

vulnerable<sup>20</sup> will be receiving regular cash grants through the Basic Assistance sector, which accounts for a mere 30 per cent of those in need. In addition, around 9,000 Palestinian refugee families from Syria are enrolled in similar programmes, and mainly rely on assistance as their monthly source of income. The funding challenges faced by UNRWA threaten the continuity of this programme.

Vulnerable Lebanese enrolled in the National Poverty Targeting Programme (nearly 41,000 extremely poor families) receive very little direct support, highlighting a significant gap in assistance distribution, as the Programme provides food vouchers to only 10,000 families and other transfer programmes appear to have limited impact.

The National Poverty Targeting Programme is expected to expand the food voucher assistance programme by 2022 to cover 45,000 households and expand an existing graduation pilot programme<sup>21</sup> (currently targeting nearly 675 households). In addition, UNICEF has led a series of consultative discussions on the possibility of introducing cash transfers for Lebanese, leading the Government to request a pilot be designed and evaluated in 2019 through the National Poverty Targeting Programme with the support of the World Bank, UNICEF, and WFP.

The sector has managed to maintain blanket coverage of poor displaced households from Syria during winter in recent years,<sup>22</sup> i.e. covering almost all displaced Syrians living in economically vulnerable conditions (nearly 195,000 families) and more than 9,000 Palestinian refugees from Syria. However, the 2017/2018 and 2018/2019 winter assistance campaigns indicate that funding for such activities will be challenging in the coming two years. For the first time since 2014/2015, the sector introduced prioritization and targeting for the 2018/2019 winter campaign, as limited funding precluded the coverage of all households identified as poor.

The 2019 sector strategy will seek to address the immediate needs of the most vulnerable in a more holistic and complementary manner. During 2018, the targeting approaches were enhanced, with the introduction of protection-sensitive indicators. Over the course of 2019, special attention will be given to strengthening protection mainstreaming components into ongoing programmes and interventions. The Basic Assistance sector will work to specifically strengthen its accountability to affected populations, to ensure that those persons served, participate and are empowered throughout each stage of the humanitarian programme cycle.

(20) Nearly 190,000 households were identified in 2018 as severely vulnerable, living in extreme poverty (below the Survival Minimum Expenditure Basket).

(21) With support from the World Bank, the National Poverty Targeting Programme is implementing a graduation from poverty programme based on the CGAP – Ford Foundation model adapted to the context of Lebanon. The pilot looks at a sample of households currently enrolled in the food assistance programme, who have able-bodied individuals who, whenever linked with trainings and income generating opportunities, have the ability to exit poverty condition. The programme includes a training and coaching component as well as financial literacy modules, which altogether equip enrolled households with skills and links with jobs and entrepreneurship opportunities over time.

(22) Winter seasons of 2015/2016 and 2016/2017.

Mainstreaming also necessitates a shift in the way the sector operates, and more evidence-based analysis around value chains and links with markets will be developed. In addition, approaches to social protection and safety nets will have to be further explored.

## Overall sector strategy

### The Basic Assistance sector model: Context-specific and needs-based approaches

Vulnerability evolves over time from a displacement shock, major life-changing events or natural disasters, to more protracted multi-dimensional deprivation that results in the development of acute persistent poverty over the years.<sup>vii</sup>

The provision of basic assistance aims to contribute to ensuring the survival of an individual by providing in-kind assistance or cash. This assistance is planned to take into account other complementary assistance available within different sectors. Strengthening these linkages and supporting referral of individual cases in and out of the Basic Assistance sector will be a priority for the upcoming year; an activity to be carried out under the umbrella of the inter-sector and in coordination with relevant sectors.

The sector is looking to prevent socio-economically vulnerable households from falling deeper into poverty. Without economic support to meet basic needs, affected populations, mainly persons displaced from Syria, including female-headed households, elderly, disabled and marginalized groups, would further resort to negative coping mechanisms, putting them at greater protection risks. These include, but not limited to: increased debt, reduced food consumption, withdrawal of children from school,<sup>23</sup> begging, work exploitation, child labour, early marriage and survival sex. Furthermore, a deterioration in the level of cash support will negatively affect local economies at the regional level that benefit from these injections on a monthly basis.

Persons displaced from Syria (both displaced Syrians and Palestinian refugees from Syria) and vulnerable Lebanese are the primary persons of concern for sector partners. Assistance is provided by the Government, the UN, and NGO partners.

Throughout the year, regular assistance is provided to the poorest populations to ensure their survival needs<sup>24</sup> are met in a manner that allows choice and promotes dignity. At certain times of the year, when the expenditure of households increases, particularly during winter and at the start of the school year, support is increased to compensate for potential additional costs.

In the context of Lebanon, an upper middle-income country with a vibrant banking sector, using cash as a

(23) Sixteen per cent of displaced Syrian households/registered with UNHCR as refugees (interviewed in the inter-agency profiling questionnaire) withdrew their children from schools to assist with income generation for the family between 2014 and 2016

(24) Access and provision of female sanitary items is managed through cash and in-kind modalities by the Water sector

modality to assist vulnerable households has proven to be successful. The financial sector infrastructure in the country helps large-scale implementation. Furthermore, recipients have expressed their preference, during community consultations, for the cash modality over in-kind assistance.<sup>25</sup>

In addition, cash-based programming under the Basic Assistance sector is based on data driven scientific targeting tools that are upgraded on a yearly basis. These targeting tools aim at identifying households who are vulnerable from the economic perspective. This approach places households at the centre of assistance design, finding complementarity with other sector responses (such as Food Security and Agriculture sector) to ensure convergence in assistance provided.

Ongoing measures to strengthen the protection outcomes of the sector's strategy and interventions are being undertaken to ensure that the delivery of basic assistance contributes to the beneficiary's attainment of relevant socio-economic rights. Based on a protection risk analysis conducted,<sup>26</sup> the sector strategy attempts to take into account age, gender and diversity considerations, specifically for female-headed households and/or households with family members who are disabled and particularly if they are of working age. These groups were identified as particularly in need of support.

These efforts are complemented by related interventions such as the protection cash assistance programme (PCAP), which responds to protection risks/shocks that are not based on socio-economic factors alone and that need to be complemented by individual case management.

In 2019, the sector will focus on scaling up cash assistance to an acceptable level.<sup>27</sup> This includes focusing on regular year-long programmes and ensuring the widest coverage of seasonal assistance for those living below minimum and survival expenditure levels.

In addition, the sector will continue to work closely with existing safety net structures (such as the National Poverty Targeting Programme) to reach the most vulnerable Lebanese and streamline assistance and programmes. To further develop the programmes and incorporate lessons learned, the sector will continue to invest in programmatic research to strengthen the collection of empirical evidence underpinning the response as well as monitor impact and explore transition to longer term interventions pathways. Moreover, the sector is planning to extend support to the National Poverty Targeting Programme, where applicable, to draw on existing technical know-how based on the

(25) When cash was introduced as a modality for assistance in 2014

(26) The protection risk analysis conducted in the context of the 2019 planning process, looked at potential protection-related risk factors across the different activities of the regular cash programme, while assessing the livelihood impact, and suggesting mitigation measures. This activity has shed light on key protection mainstreaming components to be further strengthened in the upcoming strategy

(27) Based on identified needs, capacities and available resources, cash actors under the Basic Assistance sector work together to increase efficiency of programmes, eliminate duplications, and solidify existing reporting mechanisms and targeting tools. The sector will further engage in discussions with other stakeholders and counterparts to discuss any potential shift to more integrated sustainable social assistance.

automated systems used for cash-based interventions (such as the common card platform referred to as LOUISE).<sup>28</sup>

### Regular Assistance: Multi-purpose cash<sup>29</sup>

Cash is chosen as the preferred modality for assistance, as it empowers and promotes the dignity of choice for recipients, stimulates local markets, and reduces operational costs of assistance delivery (compared to in-kind modalities). Cash can also mitigate the tendency of households to resort to negative coping mechanisms, by helping them to address their basic needs through facilitated access to basic goods and services available in the market. Cash support boosts the purchasing power of households in need.

Based on existing evidence generated by Basic Assistance sector partners,<sup>30</sup> cash assistance has demonstrated its potential to improve gender relations and reduce the risk of exposure to gender-based violence. Moreover, financial assistance alleviates pressures experienced by households due to lack of income in a context where self-reliance opportunities remain limited.<sup>viii</sup>

The multi-purpose cash assistance package of \$175 is based on a survival minimum expenditure model developed in 2014 that estimates the different levels of monthly expenditures on key items such as food, shelter, water, hygiene items, and access to services required to live in Lebanon. The cash package aims at bridging the gap between what households receive in forms of food assistance (\$27/person/month), in addition to the amount assumed to be generated from work or received through remittances (\$125) to reach a survival expenditure level (\$435/family/month).

While the total number of households in need exceeds 187,000, nearly 62,000 displaced Syrian households currently (fourth quarter of 2018) receive multi-purpose cash assistance (compared to 45,000 in the fourth quarter of 2017), of which 48 per cent are female-headed households (compared to 33 per cent in 2017).

Based on the post-distribution monitoring (PDM) exercises and outcome monitoring (OM) activities carried out by sector partners, assisted families recorded higher monthly expenditures on basic needs, compared to families not receiving multi-purpose cash assistance. Beneficiaries report that assistance received is mostly spent on rent, food and healthcare.

Families who do not receive cash assistance may be more inclined to seek work. A higher proportion of families enrolled in the cash programme had no working members, and these families had lower average income from work compared to families not enrolled (\$58 versus \$90). These families are among the poorest and most vulnerable and may, thus, have limited income-generating capacities.

Furthermore, assisted families have better quantity and quality of consumed food. Food consumption was scored

(28) "Lebanon One Unified Inter-Organizational System for E-cards", currently bringing together WFP, UNHCR, UNICEF and CLMC.

(29) A monthly \$175 multi-purpose cash assistance grant is provided to households assessed as socio-economically vulnerable, i.e. living below the poverty line (\$3.84/capita/day). Nearly 69 per cent of the displaced Syrians are eligible for assistance. Due to resource constraints, only less than 30 per cent of all the Syrian population receives assistance. These are the most serious cases among the severely vulnerable in the country.

(30) Information gathered through regular post-distribution monitoring.

as acceptable for 54 per cent of assisted families, compared to 46 per cent among non-assisted families. Similarly, there were less families recording a poor food consumption among assisted (5 per cent) compared to non-assisted families (8 per cent). Families enrolled have less incurred debt compared to others (\$634 compared to \$851).<sup>31</sup>

Post-distribution monitoring represents a key source of information on how vulnerable households use cash assistance, contributing to the implementation of more robust needs-based programmes. Existing literature on impact monitoring shows that displaced Syrian households who receive multi-purpose cash have an increased spending power of 21 per cent compared to non-recipients with similar vulnerability profiles. It also shows that household members have an improved sense of security and improved relationship with their surrounding host community, as they feel economically empowered.<sup>ix</sup>

To date, post-distribution monitoring focus group discussions with women have not pinpointed to harmful gender-related impacts of assistance. Rather, women often pick up the cash cards and play important roles in decisions about household expenditures. In 2018, and due to the enhancement of the targeting tools, 48 per cent of the 62,000 households benefiting from multi-purpose cash assistance were female-headed households, a significant increase from 33 per cent in 2017.

In collaboration with the Protection sector, current post-distribution tools will be updated to include more protection-related questions, in an attempt to track the protection dividends of monetized assistance. Furthermore, partner staff will be trained on safe identification and referrals to capitalize on monitoring visits conducted, to flag cases in need for specialized protection interventions.

At the macro level, the design of the assistance package aims to trigger an aggregate demand effect to stimulate local markets. By December 2018, nearly \$200 million had been distributed in 2018 through different modalities of cash assistance to more than 195,000 households, who have spent this in the local economy.

Additionally, a social assistance programme (using an unconditional cash transfer) called “Min Ila” was piloted in two governorates (Akkar and Mount Lebanon) during the 2016/2017 academic year, targeting non-Lebanese children aged 5 to 15 years enrolled in second shift schools. It was subsequently scaled up to reach 50,000 children in three governorates for the 2017/2018 school year.

Unusual for a social assistance programme in a humanitarian context, a rigorous impact evaluation of the programme that showed that children in programme areas attended school about 20 days more per school

year than those in the control group.<sup>32</sup> Other positive impacts were that children who benefited from increased health and education spending, were significantly less likely to skip a meal, and became a lot more optimistic. In addition, administrative enrolment data showed an important increase in enrolment (100 per cent for children aged 12 and above) in the governorates where the cash programme was introduced. Beneficiaries also described their improved ability to keep children in school and the reduced need to send them to work.

Due to decreases in available funds, the “Min Ila” programme has had to be reduced significantly for 2019 and beyond. Based on lessons learned, UNICEF will relaunch the programme to become increasingly integrated with additional services and targeted at more vulnerable children.

### Seasonal assistance: Winter cash

During winter, the sector will provide support through a variety of activities and transfer modalities, including cash-based interventions, vouchers<sup>33</sup> and in-kind distributions,<sup>34</sup> as appropriate to population groups<sup>35</sup> and based on available funding. Seasonal winter support focuses on blanket coverage of assistance for all the poor.<sup>36</sup> Therefore, the objective is to assist financially vulnerable Lebanese, Syrian and Palestinian refugee households, exposed to cold weather.

Monetized assistance during winter mitigates additional costs on households already considered vulnerable, i.e. unable to meet basic regular needs. Hardship is exacerbated as casual labour opportunities tend to decrease and, therefore, income generated by households with working members is reduced. Additional winter-related costs range from \$70 to \$150 per month.<sup>37</sup> Depending on funding available, the sector will compile guidelines for partners on who to prioritize and which package to use. Addressing seasonal needs requires a multi-sectoral approach to assistance provision. A gap in shelter weatherproofing or food assistance is compensated by monetized winter assistance.

Winter assistance forms an integral part of the Basic Assistance sector’s response. In the past two years, displaced Syrian households categorized as “highly vulnerable”, i.e. living between the survival and minimum expenditure levels, only received assistance during winter. This is mainly due to the fact that resources are too limited to enrol those households into regular programmes, despite their eligibility for year-long cash and food assistance. Based on assessments from previous winter campaigns, the majority of households

(32) The evaluation was finalized in 2018 but was not published yet.

(33) Fuel vouchers for heating.

(34) Where cash-based interventions are not possible due to a lack of ATM or due to differing needs identified at high altitudes in-kind distributions will take place.

(35) Households living under the minimum expenditure basket/poverty line (\$3.84/capita/day) require attention, whereas those living under the Survival Minimum Expenditure Basket /extreme poverty line (\$435/month for a household of five) require immediate action.

(36) Poor households are all those living below the minimum expenditure levels of \$571/month; this includes both the highly and the severely vulnerable population groups. Both groups comprise nearly 70% of the total displaced Syrian population.

(37) Retrieved from the expenditure data of the households profiling exercise done between 2014 and 2016.

(31) Extracted from the 2018 Q1 Outcome Monitoring Report by UNHCR, conducted on a representative sample of 942 households, of which 486 families were enrolled in UNHCR multi-purpose cash assistance programme. UNHCR assists nearly 33,000 households with regular multi-purpose cash assistance.

benefiting from assistance report that, in addition to meeting heating needs, the money is usually spent on food, winter clothing, shelter repairs, debt repayment and health expenses.

### Targeting and monitoring: Key programmatic prerequisites

Refined targeting, monitoring, evaluation and programmatic research represent key aspects of comprehensive and efficient implementation of the cash assistance programme. The Basic Assistance sector relies on targeting to prioritize allocation of resources and identify those most in need.

Based on lessons learned from the profiling exercise carried out between 2014 and 2016, several editions of the annual VASyR, and an opportunity to capitalize on existing data, in 2016 the sector developed and implemented an administrative targeting approach – based on a “desk formula” - that is both timely and far-reaching.

This “desk formula”, based on proxy means testing (PMT), is applied to predict expenditure and consequently identify and prioritize poor households eligible for assistance, without having to rely on large-scale data collected through home visits. Rather, the formula predicts economic vulnerability scores using variables in UNHCR’s database which were recorded upon registration. These variables include data, such as arrival date, household size and characteristics, gender of the head of the household, dependency ratio, presence of members with disabilities, and specific needs.

The targeting system is continuously refined, and the formula’s coefficients are re-estimated annually. This recalibration exercise serves to test the validity and robustness of the model from which the formula is derived, as well as to make use of the most up-to-date information and improve the quality of data, while attempting to minimize technical errors.

During the third recalibration exercise, which took place in 2018, and as part of the sector’s commitment to mainstream protection into Basic Assistance

programming, the formula was refined to be more protection-sensitive. Consequently, results obtained show a convergence between socio-economic and protection vulnerabilities. As such, it is a suitable tool to target socio-economically vulnerable families that are exposed to heightened protection risks.

The majority of families displaying certain protection sensitive profiles, such as older persons, persons with disabilities or chronic medical conditions, single parents, and children engaged in the worst forms of child labour were identified as severely vulnerable through the formula and were, therefore, eligible for assistance.

Monitoring and evaluation is another key area to be further enhanced. The sector currently relies on a range of monitoring tools, yet the ambition is to further develop the evaluation components of ongoing programmes. Tracking the impact of cash assistance at the community and individual levels and on the market, as well as providing answers to questions on the contribution of these programmes towards reducing economic vulnerability and towards the strategic objectives of the LCRP, are integral parts of the work planned for 2019.

Monitoring tools were harmonized across the sector and adopted by different actors implementing multi-purpose cash programmes. These include a post-distribution monitoring tool, used to assess any challenges that beneficiaries might face shortly after inclusion into the programme, and to monitor potential risks linked to assistance. The tools monitor access of households to distributions sites, satisfaction levels, use of money received, and impact of cash on their living conditions. There is also an outcome monitoring tool used to examine and track trends in key areas and outcomes. This tool tracks the ability of households to meet basic needs as a result of the assistance provided, and covers areas such as debt, food consumption and quality, wellbeing, and coping mechanisms.

Different actors and specialized agencies working under the umbrella of the sector adopt similar targeting approaches and methodologies based on proxy means testing to estimate the poverty levels of different targeted population groups. The National Poverty

### Total sector needs and targets 2019

Population Cohort	Total Population in Need	Targeted Population	No. of Females	No. of Males	No. of Children (0-17)	No. of Adolescents (10-17)	No. of Youth (18-24)
Lebanese	227,546	227,546	116,959	110,587	70,881	37,181	
Displaced Syrians	1,020,000	765,000	394,740	370,260	410,040	137,700	79,560
Palestinian Refugees from Syria	28,800	28,800	14,544	14,256	10,552	4,625	
Palestinian Refugees from Lebanon	180,000	2,565	1,295	1,270	978	472	
<b>GRAND TOTAL</b>	<b>1,456,346</b>	<b>1,023,911</b>	<b>527,538</b>	<b>496,373</b>	<b>492,451</b>	<b>179,978</b>	<b>79,560</b>

Targeting Programme, with support from the World Bank, developed its criteria for targeting poor Lebanese, whereas UNRWA is responsible for the Palestinian refugees.

### **Accountability to affected persons: Further mainstreaming**

In 2018, the sector placed additional efforts into mainstreaming accountability to affected populations components in ongoing cash-based programmes. Specific focus was placed on communications with affected communities, especially in the context of explaining targeting approaches and changes in eligibility. Further efforts to mainstream additional accountability components are planned for 2019 in areas concerning community participation and inclusion, organizational learning and adaptation, and beneficiary feedback and response. Protection mainstreaming, with a focus on sexual and gender-based violence (SGBV), will also be a priority.

Throughout 2018, the sector focused on consulting affected men and women, including older persons and persons with disabilities, to engage them in the design and content of communication material, suggested terminology and phrases to be placed in Q&As, SMSs and other communication materials to be used, as well as on other preferred dissemination methods (beyond SMS). The consultations also covered feedback from other community members on the design, content and method of dissemination of communication material.

In addition, agencies implementing cash programmes continued to use SMS to inform households about inclusion and discontinuation decisions affecting them, as well as to notify them when assistance was uploaded. Furthermore, households who were discontinued from the cash assistance programme have the opportunity to contact existing information gateways, such as the interagency call centre or specific agencies' hotlines, to inquire about such decisions and receive information on assistance.

These efforts will continue throughout 2019. Plans include strengthening complaint mechanisms to accommodate referrals through confidential complaint procedures, including for sexual exploitation/abuse and protection cases, and to feed into programme design. The sector will also focus on strengthening meaningful engagement with women, men, boys and girls of diverse backgrounds by incorporating their capacities and priorities in the design, implementation and monitoring and evaluation of the programme through information received from complaints mechanisms (hotlines, call centres, etc.), assessments, surveys, participatory assessments, and consultations with community groups.

Adaptations made to basic assistance programmes as a result, will be measured and recorded or reflected, to share with affected persons and others. Moreover, preferred communications methods to provide feedback on assessments results, surveys and other sources,

will be developed with the affected communities so that they are appropriate and accessible to all groups, including persons with specific needs. In order to assist this process, minimum standards on accountability for the Basic Assistance sector partners will be developed.

Increased engagement will serve to complement the VASyR survey when it comes to better capturing the needs of the affected households using various methods and channels. Furthermore, the sector plans to update existing post-distribution and outcome monitoring tools to include protection indicators/questions to capture not only the utility of cash but also whether risks to safety were reduced or exacerbated by cash assistance, and what its impact on gender is. The Protection and Sexual and gender-based violence sectors will support the revision of the post distribution monitoring, which have been harmonized across all Basic Assistance partners. It is expected that the increased income realized through cash transfers will mitigate the use of negative coping strategies by households, an area to be further researched and evaluated.

To complement the existing targeting approach, efforts are currently underway to establish a redress mechanism for the regular multi-purpose cash assistance programme. The redress mechanism aims particularly at opening a window for households whose profiles might not have been captured by the eligibility formula. The redress mechanism is a critical opportunity for households whose situations might have changed and would like to have a review of their eligibility. Based on the ongoing pilot, the sector plans to ensure complementarity with other sector interventions. Funding limitations constrain the ability of the redress mechanism being rolled out on a larger scale. However, the sector would like to capitalize on existing inter-agency efforts to strengthen a referral pathway that could potentially identify more eligible profiles with specific vulnerabilities to enable them to receive more regular support through the Basic Assistance sector.

To further strengthen the centrality of protection within the Basic Assistance sector, three protection-based trainings will be held during 2019 focusing on: protection mainstreaming, accountability, and child marriage. Basic Assistance sector coordinators at national and field levels, will also receive training on protection mainstreaming and accountability.

### **Looking beyond 2019: transition programming**

The sector looks forward to initiating discussions with different stakeholders next year, under the umbrella of the inter-sector to define a package of services and assistance streams that should be maintained in the longer term. The work of the sector will focus on defining basic assistance interventions in an overall framework that creates a positive long-lasting impact on the poorest members of both the host and displaced communities.

The sector will continue to explore how to ensure

better programming over the long term through a more in-depth understanding about the profile of the most vulnerable households living in extreme poverty and how interventions could be better targeted. Transition programming, for instance, is a one possible way of looking beyond regular interventions in 2019. It considers different population cohorts and combines several thematic areas like livelihoods, financial literacy and consumption, and provides training and coaching as well as other social assistance services.

This type of programming starts with a detailed understanding of how different sectors understand vulnerability, design targeting approaches, and implement activities across population cohorts. Alignment of programmes/interventions then becomes a key milestone to link with development actors already tackling similar issues from different perspectives.

### Aspired frameworks for action: Looking at social protection and safety net frameworks

Since 2015, the Basic Assistance sector has incorporated the National Poverty Targeting Programme into its programming, with most actors modelling their targeting criteria for Lebanese based on the Programme. This partnership is maintained through the active participation of the Programme in sector discussions, as well as technical support from sector partners in areas that are jointly identified.

Support to the National Poverty Targeting Programme will be maintained and further enhanced. Close collaboration with the Ministry of Social Affairs and key development actors is essential to harmonize approaches towards prioritization of assistance, targeting, implementation, delivery mechanisms, monitoring and a longer-term strategy for sharing responsibilities. The Basic Assistance sector will further explore investments in existing safety net platforms in transitional activities benefiting vulnerable Lebanese.

The sector will engage more thoroughly with local actors and enhance their roles in planning and service delivery. The role of social development centres (SDCs), National Poverty Targeting Programme offices and municipalities is also essential at the field level for coordination, implementation and planning for seasonal, regular and contingency assistance. The National Poverty Targeting Programme represents the sole channel through which vulnerable Lebanese are targeted and should therefore be enhanced and capacitated.

In relation, a national roadmap on social protection is currently being developed by the Ministry of Social Affairs, outlining key institutional and consultative steps to be undertaken in order to move Lebanon towards the development of a national social protection system.<sup>38</sup>

A key initial step in this roadmap is the completion of the social safety net assessment<sup>39</sup> undertaken by UNICEF and

the Overseas Development Group (ODI) in conjunction with the Ministry of Social Affairs, to examine how existing social assistance programmes can be improved. The Basic Assistance sector looks at direct cash transfers and targeting mechanisms as potential contributions to the humanitarian safety net approach.

### Linkages with the LCRP strategic objectives: Contributions of the Basic Assistance sector

The Basic Assistance sector aims to provide assistance to households identified as vulnerable by tackling the economic dimension of vulnerability while reducing protection related risks.

The interventions of the Basic Assistance sector contribute to the following strategic objectives of the LCRP Strategic Objective (2): Provide immediate assistance to vulnerable populations, to support them in meeting their basic needs. Cash-based interventions at scale on regular and seasonal basis represent a primary source of income for the most vulnerable households among different population groups, mainly the displaced Syrians. These cash transfers, and according to available post distribution and outcome monitoring data, are used to cover food, rent, and health expenditures given the limited income generating opportunities. More than 90 per cent of households receiving multi-purpose cash assistance report improved ability to meet basic needs.<sup>40</sup>

A decrease in the level of assistance would negatively affect their vulnerability levels, given the fact that recipient households are currently living with limited economic means to access basic goods and services critical to their survival.

Strategic Objective (3): support service provision through national systems, in an effort to strengthen service delivery and access to vulnerable groups. The Basic Assistance sector has established a partnership with the National Poverty Targeting Programme, the national social safety net targeting vulnerable Lebanese, which aims at transferring technical know-how on assistance modalities and systems through existing partners. A number of activities are planned with the NPTP, such as capacity-building and trainings. In addition, sector partners are engaging with the NPTP in broader discussions on social protection systems and frameworks.

In the medium to long term, failing to strengthen the NPTP will represent a missed opportunity to link with the only national safety net in the country. Furthermore, alignment with the working modalities of the programme represents a key milestone in the aspired integrated/transition programming beyond 2020. The interventions of the Basic Assistance sector are detailed below.

### Sector outcomes, outputs and indicators

#### Outcome 1 – Strengthen the ability of vulnerable households, including female-headed, to meet their basic survival needs

(38) UNICEF is leading the support to implementation of this initiative.

(39) The draft report was extensively circulated for comment in August and is now being completed.

(40) UNHCR's Outcome Monitoring, 2018.

### **Output 1.1 – Multi-purpose cash assistance grants to the most socio-economically vulnerable households provided**

Activities under this output include household-level socio-economic vulnerability profiling and monitoring; distribution of multi-purpose cash transfers; research and increased learning opportunities on multi-purpose cash programming, as well as updating the targeting desk formula. Additional activities for 2019 to enhance quality, accountability and the effectiveness of partner interventions will include; (a) the sector revision of protocols to strengthen community participation and consultation; (b) thematic trainings for partner staff (communications with communities, safe identification of protection risks and referrals, social safety nets and social protection); (c) on-going review of the Protection Risk Analysis Matrix through which a sector action plan for 2019 will be formed; (d) development of minimum standards for protection mainstreaming and accountability; and (e) capturing of measurability of accountability and protection mainstreaming actions through qualitative indicators within the sector log-frame.

### **Outcome 2 – Strengthen the ability of populations affected by seasonal hazards and emergencies to secure additional basic survival needs**

#### **Output 2.1 – Cash grants in support of populations affected by seasonal hazards and emergencies provided**

Cash grants and vouchers will be distributed to: (1) households affected by seasonal hazards, and (2) households affected by emergencies in alignment with the inter-agency contingency plan. The sector will conduct assessments, monitoring and an impact evaluation of seasonal needs and interventions.

#### **Output 2.2 – In-kind assistance in support of populations affected by seasonal hazards and emergencies provided**

Sector partners will distribute core relief items where cash modalities are not possible, and support households in need of specific core relief items in cases of emergencies.

### **Outcome 3 – Support the National Poverty Targeting Programme (NPTP)**

#### **Output 3.1 – Capacity of NPTP to provide social assistance enhanced**

Activities under this output will include institutional support to the NPTP through capacity-building of staff and social workers.

#### **Output 3.2 – National Social Protection Framework Developed**

Sector partners engage with Ministry of Social Affairs to support development of a national framework for social protection, as well as to assess, enhance and support existing safety net and assistance transfer mechanisms.

### **Identification of sector needs and targets at individual and geographical levels**

Using a prioritization approach, targeted assistance for multi-purpose cash will focus on severely socio-economically vulnerable households, while linking the interventions to other sector-specific activities to ensure complementarity and effectiveness.<sup>41</sup> Specific targeting of seasonal assistance is based on socio-economic vulnerability and exposure to seasonal hardship and shocks.<sup>42</sup> Sector partners will maintain the necessary resources to allow for timely responses to unforeseen circumstances. Humanitarian agencies will coordinate with the authorities at national and field levels, to assist the needs of different cohorts while mainstreaming gender, youth, disability and environmental issues. Basic Assistance sector partners' geographical coverage is complementary to other sectors interventions (mainly food assistance) and proportional to the concentration of needs and vulnerabilities, to make the best use of available resources.

#### **Displaced Syrians**

The percentage of severely socio-economically vulnerable Syrian households is estimated by the annual VASyR. Accordingly, as per the 2018 VASyR, 69 per cent of the displaced Syrian population is estimated to live below the poverty line, and therefore defined as a population in need, whereas the most vulnerable 51 per cent living in extreme poverty, are defined as the targeted population (prioritized). The Government of Lebanon estimate of a total of 1.5 million displaced Syrians in the country is used as a base to calculate the targets for multi-purpose and seasonal cash.

As of October 2018, around 62,000 vulnerable households are receiving multi-purpose cash assistance on a regular basis; this number is expected to be maintained until December 2019. This group will continue to be prioritized in line with the targeting approach. During the previous winter assistance cycle (2017/2018), around 176,000 households received seasonal cash. For the 2018/2019 winter assistance cycle, around 187,000 households are identified for assistance.

It is worth noting that the desk formula developed by the Inter-Agency and revised yearly, is the primary tool for determining eligibility, which results in the prioritization of households that are severely vulnerable. In 2019, further work is expected on referrals to allow for a more flexible approach to households falling in the cracks.

#### **Vulnerable Lebanese including returnees**

Eligibility criteria for the National Poverty Targeting Program, for the most vulnerable Lebanese, are defined

(41) The target for multi-purpose cash assistance in 2019 is: All displaced Syrian households living in extreme poverty (51 per cent of displaced Syrians, as per VASyR 2018), calculated based on the Government of Lebanon's estimation of 1.5 million displaced Syrians in the country plus all Palestinian refugees from Syria and most vulnerable Lebanese identified by the National Poverty Targeting Programme (41,372 households).

(42) The target for seasonal (winter) cash assistance in 2019 is: All displaced Syrian households living below the poverty line (69 per cent of displaced Syrians, as per VASyR 2018), calculated based on the Government of Lebanon's estimation of 1.5 million displaced Syrians in the country plus all Palestinian refugees from Syria plus the most vulnerable Lebanese identified by the National Poverty Targeting Programme (41,372 households).

by the programme's proxy means testing formula. As a consequence of the Syria crisis, the number of vulnerable Lebanese in poverty is estimated to have increased. Currently, 41,372 households are included in the National Poverty Targeting Programme database. The Basic Assistance sector will be including these households as potential beneficiaries for regular and seasonal assistance.

Between 2016 and 2017, LCRP partners targeted around 27,800 vulnerable Lebanese households with cash-based interventions.<sup>43</sup> In 2018, an additional 650 households were also reached with multi-purpose cash programmes. It is worth noting that these 650 households do not benefit from the food assistance programme which reaches 10,000 households.

Eight years into the crisis, Lebanese returnees from Syria are considered part of the vulnerable Lebanese population category. Around 10,000 individuals were identified in 2015; their socio-economic vulnerability profile is similar to that of displaced Syrians in terms of needs and living conditions.

### **Palestinian refugees from Syria**

At the second half of 2018, a total of 28,000 Palestinian refugees from Syria are registered with UNRWA.<sup>44</sup> Their living conditions were assessed in 2015/2016 by UNRWA through a household assessment, using a multi-sectoral methodology similar to the Vulnerability Assessment of Syrian Refugees in Lebanon but tailored to the specific needs and circumstances of Palestinian refugees.<sup>x</sup>

The Socio-economic Assessment of Palestinian Refugees from Syria in Lebanon provided a profile of this population, covering the following eight thematic areas: 1) Demographics; 2) Education; 3) Food Security; 4) Health; 5) Poverty; 6) Access to work; 7) Shelter; and 8) Water, sanitation and hygiene. Since then, no recent assessments were done.

However, similar to the displaced Syrian households, Palestinian refugees from Syria are experiencing rapidly deteriorating socio-economic conditions, exacerbating their pre-existing vulnerability levels. Currently, 100 per cent of the Palestinian refugees from Syria are targeted with basic assistance (on regular and seasonal basis) based on their high socio-economic vulnerability level. This population will be further supported in 2019. In 2018, around 8,800 Palestinian refugee families from Syria were targeted and reached with cash assistance on a regular basis, including winter.

## **Mainstreaming of conflict sensitivity, gender, age, youth, protection and environment**

### **Conflict sensitivity**

The implementation of humanitarian cash-based interventions at scale creates an aggregate demand and stimulates an economic multiplier effect, as cash assistance received is subsequently spent in local Lebanese shops. This has contributed to the mitigation of the negative perceptions surrounding struggling communities of vulnerable Lebanese and displaced Syrians.<sup>xi</sup> Exogenous resources such as additional cash injections are meant to alleviate social tensions by empowering the most vulnerable with better access local markets and in meeting their basic needs. Further monitoring and analysis on how cash is spent will be carried out, in coordination with the relevant stakeholders within the sector, to trace the social effect of cash assistance.

The Basic Assistance sector has designed its programmes by adopting a conflict-sensitive and needs-based approach. Work on joint communications on assistance, design, and targeting approaches will be further strengthened. The Basic Assistance sector will seek the recommendations of the Social Stability sector when communicating changes in the targeting eligibility to beneficiaries.

The fact that not all households that may be eligible ultimately will receive assistance, due to resource limitations, may increase tensions between recipients and non-recipients. However, the Basic Assistance sector operationalizes cash assistance using geographical quotas. These regional quotas are proportional to the concentration of displaced and vulnerabilities respectively. The main aim of such an approach, in light of the limited resources, is to mainstream conflict sensitivity into the targeting and thus reduce any push or pull factors.

### **Protection and gender mainstreaming**

All Basic Assistance sector partners apply an age, gender and diversity (AGD) approach in the design, implementation and monitoring of their activities. The choice of assistance modalities is also designed in consultation with beneficiaries and hence directed towards promoting their dignity and respecting their choices.

The econometric model used for identification and targeting of vulnerable households takes into consideration demographic characteristics such as age, gender and diversity, marital status, household size and dependency ratios. The model was recalibrated in 2018 to provide a greater space for programmatic alignment where the current scores of the most vulnerable represent a high degree of correlation between economic and

(43) A total of 26,000 Lebanese households was targeted during the 2016/2017 winter with a one-off winter cash payment (\$40/eligible child/household). In addition, other partners have targeted 1,800 households with multi-purpose cash transfers over a period of six months.

(44) Based on the latest available data of the second half of 2018.

protection related vulnerabilities.

Vulnerability studies suggest that households with many young dependents, female-headed households, and persons with specific needs such as those with disabilities and older persons, often face specific socio-economic hardships to cover all basic and special needs. In 2019, greater attention will be given to evaluations to understand the impact of monetized assistance. These needs are addressed by the provision of assistance that allows households, in the case of cash, to prioritize their spending based on their own specificities and the particular needs of the different family members.

The sector's activities take into account women's and men's ability to safely access cash assistance and mitigate the risks of exploitation and fraud at cash points. The sector 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, as well as pressure to work for boys. Cash assistance may contribute to decreases in the use of harmful coping mechanisms, including those specific to women, children and other persons with specific needs, when complemented with case management services and support schemes. Nevertheless, recognizing that cash is not the only solution, and as other types of vulnerabilities can be identified, sector partners will refer individual cases to specialized agencies in case management for closer follow-up.

## Environment

In Lebanon, fuel vouchers and (both monetized and in-kind) assistance aim to support households in meeting domestic energy needs, while at the same time addressing other concerns such as reducing deforestation and environmental degradation around informal settlements, alleviating associated conflict with host communities over the use of natural resources, and decreasing indoor air pollution through the introduction of good quality stoves and high-quality thermal clothing.

Furthermore, monetization of assistance reduces transaction costs and energy consumption related to in-kind distribution, transport, storage and distribution.

## Cross-sectoral linkages

### Identifying vulnerability and complementary targeting

Profiling, monitoring and targeting activities carried out by Basic Assistance sector partners constitute a major component of the sector strategy and represent a key source of information on trends and living conditions of the population of concern. These activities map various sector-specific vulnerabilities, and allow sectors to benefit from the wealth of information generated for their specific programmatic interventions and targeting. 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. In addition, and as highlighted above, the assistance package provided to vulnerable households by Basic Assistance sector partners is based on the expenditure basket, which is an inter-sectoral estimation of basic needs. The assistance provided contributes to the overall targeting of vulnerabilities and services implemented by other sectors. Lessons learned from other sectors – in terms of how they are targeting and defining vulnerabilities – is essential to understanding areas where synergies can be created and to identifying where sector approaches need to remain separate.

## Direct Assistance

**Food Security and Livelihoods sectors:** The impact of direct assistance is maximized when programmes are aligned and based on harmonized targeting approaches. The collaboration and coordination efforts between the Basic Assistance and Food Security and Agriculture sectors aim at refining and aligning targeting tools adopted by both sectors to ensure optimal complementarity of assistance.

Exchange of information on household profiles, referral of cases and harmonization of monitoring tools are key activities. It is worth noting that the main actors in both sectors are using a harmonized common assistance delivery mechanism ("common card") since 2016, as well as a common vulnerability and targeting mechanism.

The strategic objective of both sectors is to ensure that the most vulnerable households targeted receive the full assistance package, i.e. cash and food, as both efforts intersect in alleviating these households towards a survival minimum level. Further collaboration is expected in 2019 on the potential redress mechanism for cash assistance.

Whenever direct assistance is constrained by funding limitations, or when enrolled households are taken out of assistance due to the same reason, the Basic Assistance sector plans to collaborate closely with the Livelihoods sector to sustain a longer-term impact of the interventions.

Both sectors will engage further in strategic discussions on how to decrease reliance of households on direct assistance. Limited economic opportunities have only strengthened the reliance of vulnerable populations on direct assistance thereby making it the sole resort and the de-facto safety net solution.

Both sectors will continue discussions on the impact cash assistance has on local markets and gauge future linkages on the transition. To do so, further investments in profiling exercises will be made, to facilitate any potential work on joint identification targeting.

## Social assistance and services

**Shelter, Protection, and Health:** The desk formula that defines the eligibility of economically vulnerable households to receive assistance is one of the filters used in shelter assistance targeting. Furthermore, the Basic Assistance sector takes into account shelter, water and sanitation related expenditures (rent and hygiene items) in the multi-purpose cash package provided, which assists households in addressing those specific needs.

Collaboration between the **Basic Assistance, Shelter, Energy and Water** sectors is particularly important in the preparation and implementation of winter support assistance. Available vulnerability analysis and targeting information facilitates the identification and referral of cases with specific shelter and water and sanitation vulnerabilities through a recently added function on Refugee Assistance Information System used by different actors.

In addition, the Basic Assistance sector intends to work more closely with the **Protection sector** to enhance protection outcomes by further mainstreaming protection elements into its programming. This will be achieved by reinforcing the partners' capacity through the provision of specialized protection training on safe identification and referral (for legal assistance, sexual gender-based violence, child protection). The sector will also seek to establish a referral pathway to protection actors and engage regularly with the Protection sector on specific cross-cutting issues such as child marriage, child labour and persons with specific needs. Joint analysis on the protection profile of economically vulnerable households should help to better understand the needs and constraints of families at risk of resorting to negative coping mechanisms (i.e. families at risk of early marriage, etc.).

In addition, **health expenditures** are among the top three categories of costs incurred by displaced households on a regular basis. Households targeted with cash assistance, on both a regular and seasonal basis, report using the multi-purpose grants to cover additional health expenditures.

## Endnotes

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- ix. Lebanon Cash Consortium (2015), *Impact Evaluation of the LCC multi-purpose Cash Assistance on Physical and Material Wellbeing: Comparing LCC beneficiaries and non-beneficiaries on physical, material, and psychological factors*
- x. American University of Beirut, UNRWA (2016), *Survey on the Socioeconomic Status of Palestinian Refugees in Lebanon: 2015*.
- xi. International Rescue Committee (August 2014), *Emergency Economies: The Impact of Cash Assistance in Lebanon*; CaLP, IRC (April 2014), *Impact evaluation of Cross-Sector Cash Assistance*; WFP (June 2014), *Economic Impact of Food E-vouchers on the Local Economy*.



## Sector Logframe

**Outcome 1: Strengthen the ability of vulnerable HHs, including female-headed, to meet their basic survival needs**

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of reduction in population that is severely vulnerable	Economic vulnerability  population can meet their basic survival needs/spend above the minimum survival expenditure basket.	Economic vulnerability measured based on declared expenditure through a representative sample. i.e. if total expenditure is below the survival minimum expenditure basket then household is severely economically vulnerable. <b>Assessments</b> Syrians: VASYR Lebanese : Existing official poverty figures Palestinians: UNRWA vulnerability assessment Indicative figures taken from VASYR; actual impact is measured through Outcome Monitoring	Percentage of HH	Yearly

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
10%	10%	10%	10%	53%	51%	50%	50%	89%	89%	89%	89%	65%	65%	65%	65%

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of assisted severely economically vulnerable households report being able to meet their basic survival needs	Numerator: number of assisted reporting ability to meet their basic survival needs  Denominator: number of total assisted who have been sampled	Impact studies and PDMs for all population cohorts.  Rational behind Targets: Basic Assistance Sector contributes to 40% of the SMEB value through the \$175 cash grant. Food contributes to 31% of SMEB. Currently 98% of cash recipients also receive food.	Percentage	Yearly

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
N/A	N/A	N/A	N/A	90%	71%	90%	90%	90%	90%	90%	90%	N/A	N/A	N/A	N/A

Indicator 3	Description	Means of Verification	Unit	Frequency
Percentage of households identified as severely vulnerable and have specific needs receiving assistance	Numerator: number of assisted SV households with specific need  Denominator: number of total assisted SV households	This outcome indicator aims at tracking the overlapp of economic and protection vulnerabilities. In the 2018 DF, households with certain protection profiles were identified as SV, a major breakthrough compared to previous years. It is critical to track the percentage of these household who were prioritized for regular assistance. MOV: the sector tracks this indicator through cross checking assisted cases on RAIS vs the total list of eligible households	Percentage of HH	Quarterly

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Indicator 4				Description				Means of Verification				Unit		Frequency	
Percentage of assisted households reporting that they know how to access humanitarian assistance.				Numerator: number of assisted SV households with positive answer  Denominator: number of total assisted SV households				This outcome indicator aims at understanding if households have enough information on how to access humanitarian assistance provided. MOV: specific question to be added to the MPC PDM				Percentage of HH		Quarterly	
 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

## Outcome 2: Strengthen the ability of populations affected by seasonal hazards and emergencies to secure additional basic survival needs

Indicator 1				Description				Means of Verification				Unit		Frequency	
Percentage newly displaced households who are provided basic assistance				Numerator: number of newly displaced households assisted  Denominator: number of households newly displaced				RNA, field offices to estimate newly displaced. ActivityInfo, RAIS, Emergency response for assistance.				Percentage		Ad-hoc	
 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
N/A	N/A	100%	100%	N/A	N/A	100%	100%	N/A	N/A	100%	100%	N/A	N/A	100%	100%

Indicator 2				Description				Means of Verification				Unit		Frequency	
Percentage of assisted households affected by seasonal shocks who are able to meet their additional basic survival needs				Numerator: Number of households receiving seasonal and emergency assistance who were able to meet their additional needs denominator: # population found to be seasonally vulnerable and assisted				PDM, outcome monitoring				Percentage		seasonally	
 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
N/A	N/A	100%	100%	90%	92%	100%	100%	90%	N/A	100%	100%	N/A	N/A	100%	100%

**Outcome 3: Support the National Poverty Targeting Programme (NPTP)**

Indicator 1				Description				Means of Verification				Unit		Frequency	
Increased knowledge on vulnerability assessments and targeting among NPTP social workers				Trained social workers demonstrate increased knowledge				NPTP / pre-post assessments				Percentage		Yearly	
 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

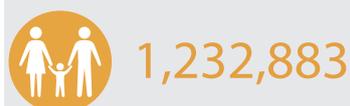
Indicator 2				Description				Means of Verification				Unit		Frequency	
National Social Safety Net Strategy endorsed				Strategy outlining the long-term vision of the social safety net system				MoSA / NPTP				Strategy		One Off	
 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A





## EDUCATION SECTOR

### PEOPLE IN NEED



### PEOPLE TARGETED



### REQUIREMENTS(US\$)



### PARTNERS



### GENDER MARKER



### CONTACTS

#### LEAD MINISTRY

Ministry of Education and Higher Education (MEHE)

Iman Assi

IAssi@MEHE.gov.lb

#### COORDINATING AGENCIES

##### UNICEF

Karim Rishani

krishani@unicef.org

## SECTOR OUTCOMES

### Outcome #1 \$358.2 m

Enhance access to, and demand from, children youth, and their caregivers, for equitable formal or regulated non-formal education.

#### Indicators

Number of students (age 3-18) enrolled in formal education.

### Outcome #2 \$20 m

Enhance quality of education services and learning environment to ensure grade-appropriate learning outcomes for children and youth.

#### Indicators

Completion rates by education cycle (% of children and youth of the corresponding graduation age who have completed a cycle).

Retention rates by cycle (% of students who were at school the last scholastic year who remain at school the next scholastic year/ passage rate by end of basic cycle).

Transition rates by cycle (% of students at the last grade of one cycle the last scholastic year who are at the first grade of the next cycle the next scholastic year).

Number of students in public schools successful in grade 3 and grade 6 learning assessment tests.

Percentage of children and youth attending regulated NFE who transitioned to formal education.

### Outcome #3 \$2.8 m

Enhance governance and managerial capacities of RACE II implementing institutions to plan, budget, deliver, monitor and evaluate education services.

#### Indicators

CERD Annual Statistics yearbook is published by 01 August every year for the last academic year inclusive of all refugee education data.

Annual RACE II operational and financial plan and report available.

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	51% Female  49% Male 	
 Lebanese	451,323	229,100	116,841	112,259
 Displaced Syrians	705,000	254,243	129,664	124,579
 Palestinian Refugees from Syria	14,041	5,901	3,010	2,891
 Palestinian Refugees from Lebanon	62,519	7,927	4,043	3,884

## Situation Analysis and Context

### Background

The protracted nature of the Syria crisis has overstretched the capacity of the education system to address critical education needs in Lebanon. Seven years into the crisis, thousands of vulnerable school-aged children are in need of education assistance.

As of July 2018, the total population of Lebanese children in both public and subsidized schools is almost 392,000, with some 265,000 in public schools and 126,000 in subsidized schools. The aggregate is as follows: Lebanese children in public schools are approximately 265,000 versus 126,000 in subsidized schools. In addition, there were about 218,000 non-Lebanese in public schools in the 2017-18 school year.

The Ministry of Education and Higher Education (MEHE) has responded by consistently scaling up access to formal education for all vulnerable children every school year since the onset of the Syria crisis. Following the implementation of the Reaching All Children with Education (RACE I) strategy (2014-2016), the Ministry of Education and Higher Education developed, in collaboration with the international community, a five-year plan entitled Reaching All Children with Education II (2017-2021). This plan aims to further the equitable right to a quality and relevant education for all children and youth between 3 to 18 years of age in Lebanon, by addressing policy, systems, quality service-delivery, and demand bottlenecks at the national, subnational, and community levels.

In addition to the 65 functioning UNRWA schools which cater to the educational needs of Palestinian children, Lebanese public schools register Palestinian children where no UNRWA schools are available.

### Achievements and strategies

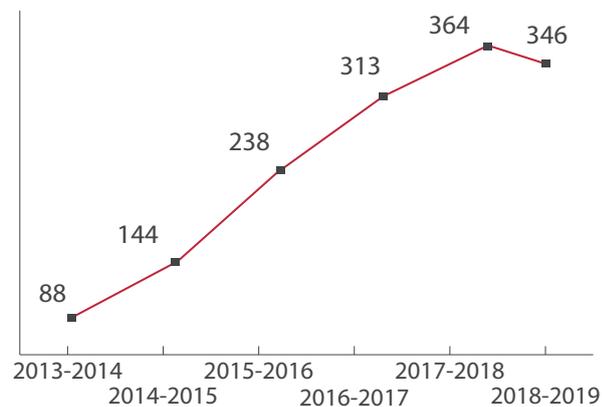
Results of interventions to date are significant. In terms of access, enrolment in basic public education has increased significantly. The cohort of non-Lebanese children enrolled in first shift public schools has doubled since the onset of the Syria crisis. This achievement is coupled with a 12 per cent increase of non-Lebanese in public schools and a 3 per cent increase of Lebanese in basic public schools. Approximately 45 per cent of registered students in basic public schools are non-Lebanese.

UNRWA schools<sup>1</sup> aim to promote the integration of Palestinian refugee children from Syria into regular classes through the provision of formal education in alignment with the Lebanese curriculum as well as through psychosocial activities. During the 2017/2018 school year, a total of 36,775 Palestinian refugee children were enrolled in UNRWA camp-based schools, out of which 5,482 were Palestinian refugee children from Syria. At the beginning of the scholastic year 2018/2019, 36,960

students were enrolled in UNRWA schools, out of which 5,254 were Palestinian refugee children from Syria.

Increased enrolment can partly be explained by consistent donor support and targeted outreach campaigns. Generous donor support to the Education sector has allowed the Ministry of Education and Higher Education to partially waive fees for all Lebanese and non-Lebanese children enrolled in basic education in public schools. It is worth noting that the government nevertheless still covers the large bulk of education costs. For instance, the average annual cost of public education is US\$2,000 per child. Education donors' contributions are so far limited to \$363 per child for the first shift and \$600 per child for the second shift including tuition fees, with the government bearing the rest of the costs.

### Second-shift schools in Lebanon from 2013 to 2019



Source: MEHE, PMU

Furthermore, the Ministry of Education and Higher Education joined efforts with donors for the launch of the Back to Learning campaign for the 2018-2019 school year. 14 donor countries and funds, four UN agencies, and more than 45 national and international NGOs have provided financial, operational, and logistical support to facilitate access to education.

Second, access to, and quality of, and a range of complementary educational services, including Non-Formal Education, have improved. The Ministry of Education and Higher Education/Project Management Unit - Reaching All Children with Education, through the Centre for Educational Research and Development (CERD) has developed and approved content for several regulated Non-Formal Education programmes that seek to help vulnerable children back into mainstream learning and training. This includes the Accelerated Learning Programme, Early Childhood Education programmes, Community Based Early Childhood Education and Literacy and Numeracy Packages for Youth.

Moreover, the Centre for Educational Research and Development has developed unified content for retention-support programmes enabling education

(1) UNRWA schools have approximately 35,000 non-Lebanese students (Palestinian refugees from Lebanon (PRL), and Palestinian refugees from Syria (PRS)).

partners to implement remedial homework support programmes to ensure retention of children enrolled in school, particularly those at risk of dropping out. In certain areas, and for a specific number of children, partners have also provided transportation support, distributed learning materials, conducted outreach, and mobilized communities to encourage families to send their children to school. In addition, partners have addressed barriers to education through language support and recreational activities to mitigate the psychosocial impact of violence and displacement. Partners have also piloted cash and school feeding programmes to retain children in schools.

Third, a strengthened education system is improving the equity, quality, and relevance of the education response. In collaboration with the Ministry of Social Affairs (MoSA) and the Ministry of Justice (MoJ), the Ministry of Education and Higher Education made considerable advances in 2017 on the development of a child protection policy that outlines the response and referral pathways for violent incidents taking place in schools, at home and in their communities.

In line with its framework “Ending Violence Against Children (EVAC)”, UNRWA launched several activities in 2018 to identify and address children’s protection concerns. The Ending Violence Against Children initiative will be further expanded in 2019.

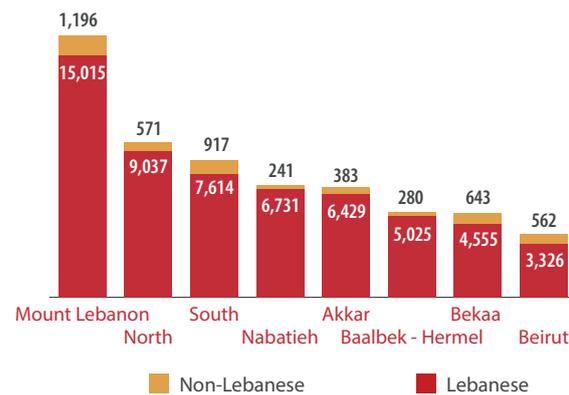
The Ministry of Education and Higher Education recognizes the importance of getting parents involved in a child’s education. A circular issued to encourage parents’ engagement with the public school directors represents a step towards improving students’ achievements and outcomes. Partners are also supporting community-led initiatives in public schools aimed at increasing the engagement of parents and caregivers. A community initiative on Education Community Liaisons (ECL) has been operating to bridge the communication between schools and refugee communities. Until December 2018, 272 public schools running second shifts benefited from the presence of 389 trusted community members. These liaisons follow up on absenteeism, identify and prevent cases of violence not only in school, but also out of school and in the community, and promote tolerance and peaceful coexistence. They have served as a reference for refugee children in public schools and played a positive role in mediating quarrels between children, calling parents of absent children, and increasing the engagement of parents in the education of their children.

### Challenges and opportunities for 2019

**Out of School children (OOSC):** Despite these successes, 36 per cent of compulsory school aged children (6 to 14-year-old refugee children) are out of official public schools and 23 per cent are out of any type of learning – all of whom are at an increased risk of exploitation, physical or sexual violence and discrimination, given the critical years of education they have missed and protection challenges they face during displacement. Given the alarming percentages of refugee children out of school, the sector has a joint responsibility to design

programmes aimed to address the unmet educational needs of out of school children – the hardest to reach. Sector qualitative data and detailed profiling for out of school children is still lacking to roll out similar programmes. There is also an increase in the number of Lebanese children between 6 to 14 who have dropped out of school since the start of the Syria crisis.

### Formal Secondary Education Enrolment Figures for 2018-2019



Source: MEHE, PMU (Nov. 5th, 2018)

### Back to Learning (BTL) for the academic year 2018-19:

Profiling at national level has been the core objective of the Back to Learning 2018-19 campaign, focused on out of school children and youth. Guided by a mapping exercise that identified 301 cadasters with the highest concentration of children out of school, partners conducted outreach focused on out of school children instead of mass outreach.

Despite these successes, there are still unmet needs and challenges to be tackled. Concerning access, there is still scope to increase enrolment, strengthen demand, and improve infrastructure in the Education sector. The 2018 Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) estimates that 54 per cent of school-aged children (3 to 18) are still out of school,<sup>1</sup> many of whom do not have prior education or have had their education interrupted for an extended period of time. The majority of these children live in hard-to-reach areas, making reintegration into formal education a challenge. Children and families in these areas face several educational challenges that require systemic interventions to improve absorption capacity, to accommodate refugees demands and overcome economic barriers and language difficulties. The Ministry of Education and Higher Education/Reaching All Children with Education-Project Management Unit have already rolled out several non-formal education programmes to bridge the access to formal education namely: Accelerated Learning Program (ALP), Preparatory Early Childhood Education (Prep ECE), Community Based Early Childhood Education (CB-ECE) and Basic Literacy and Numeracy (BLN Basic and Youth).

Refugee youth (15 to 18) constitute almost 16 per cent of refugees in Lebanon. Yet despite efforts by the Ministry

of Education and Higher Education and partners, most remain without access to education. Youth are provided few opportunities to complete their education; they are often forced to drop out of school and work to provide for their families.<sup>ii</sup> Out of the 60,000 refugee youth in Lebanon, 3,905 have been enrolled in secondary public schools for the 2017-2018 school year.<sup>iii</sup> As for Technical and Vocational Education (TVE), 2,123 Lebanese and non-Lebanese adolescents (313 Lebanese and 1,810 non-Lebanese) and youth have been enrolled in vocational education and public institutions.

Enrolment in post-basic education remains low, with only around 6 per cent of secondary-school age non-Lebanese youth enrolled in public secondary and technical and vocational education schools. Socio-economic issues, namely the need to work and academic barriers, together with insufficient funding, have also negatively impacted the provision of secondary education, which falls outside of compulsory education and thus receives less attention.<sup>iv</sup> Demand-side barriers and family priorities (supporting boys' education over girls') have driven many displaced Syrian adolescent girls into early marriage and prevented them from continuing their education, with the risk of early marriage, sexual and gender-based violence (SGBV), and other negative coping mechanism remaining high. Young men work to support their families at the expense of continued education. Finally, the pool of qualified candidates who are eligible for formal education is limited.

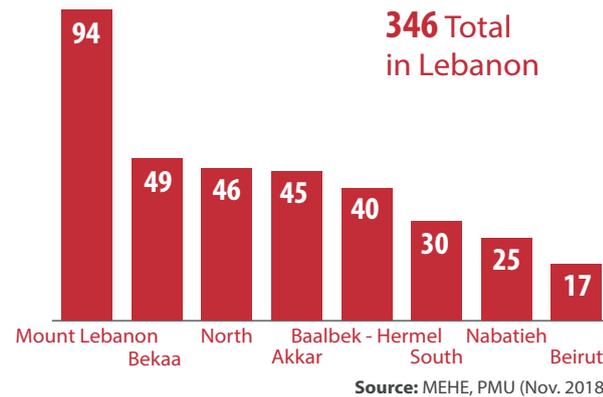
According to a Participatory Assessment conducted during 2017, children and youth are obliged to work to support their families. Working children, particularly those involved in the worst forms of child labour, are among the most vulnerable that are left behind.

More efforts are needed to revisit traditional outreach programmes and understand the causes contributing to a lack of demand for education. Poverty is known to incentivize the entry of children into the labour market at an age they would normally be attending school, hampering demand for education. Datasets indicate that almost 28 per cent of Lebanese households are categorized as poor, along with 76 per cent of Syrian households. Of these poor households, almost 58 per cent are living below the survival minimum expenditure basket. The negative perceptions of parents and children regarding the value of education in relation to income-earning potential also contribute to low demand. Finally, household-level education-related expenditures (including transportation, uniforms, and learning materials) and the potential opportunity cost of sacrificed income, are major deterrents to education access.

According to the Ministry of Education and Higher Education, one third of public schools' premises are in bad conditions and in need of major rehabilitation. School maintenance following rehabilitation also remains a major gap that requires resource mobilization and support from donors and partners. Public schools, due to their use for accommodating large number of

students and operating as one shift or double shifts, are depreciating in three to five years rather than the expected life span of five to seven years. Due to the constant movement of the displaced Syrian population, a detailed analysis of the absorption capacities of public schools in areas with high concentrations of displaced Syrians is also necessary.

### Second-shift schools in Lebanon per governorate for 2018 to 2019



Children with disabilities continue to face considerable barriers accessing educational opportunities. These barriers include prevailing social norms and attitudes towards disability, a lack of budgetary allocations supporting inclusion in the public education system, limited teacher capacity, a lack of effective teaching strategies to provide appropriate instruction, and limited access to schools with adequate facilities. Rehabilitated public schools, wherever possible, have been made wheelchair-accessible, but needs are much higher. A recent assessment on the physical condition of schools conducted by the Ministry of Education and Higher Education/Program Management Unit is expected to provide information on accessibility of all public schools.

Second, in terms of quality, partners need to focus on strengthening the determinants of learning. A series of in-service professional-development trainings on pedagogy and subject contents is ongoing, delivered by the Centre for Educational Research and Development staff to public school teachers to improve their capacities.

Second, in terms of quality, partners need to focus on strengthening the determinants of learning. With the introduction of the second shift, public schools have exponentially increased the number of contractual teachers in service, which has led to a significant number of new teachers with limited teaching experience managing multi-level classrooms. A series of in-service professional-development trainings on pedagogy and subject contents is ongoing, delivered by CERD staff to public school teachers in order to improve their capacities.

Finally, in an effort to strengthen the education system, more efforts must be directed toward collecting and analysing national education data, improving the

quality of teaching, and developing curricula. One of the major sector gaps is reliable national education data that can be meaningfully used for programming or policy interventions. A lack of timely information sharing and insufficiently detailed disaggregated figures on enrolment hamper evidence-based programming. MEHE is in the process of digitizing data-collection – both centrally and at the school level in the second-shift schools.

The public education system does not yet have national standards for the measurement of learning achievements beyond grade-to-grade transition and public examinations. The national education system applies an automatic promotion policy from grade one to three. The General Directorate of Education (GDE) and CERD are currently in the process of developing teacher-performance and monitoring standards for formal education, enabling teachers to continuously measure learning achievements, and to track students who are unable to perform at their grade-level or age-level.

Despite all the challenges, MEHE is progressing on policy formation and implementation to properly address barriers and to strengthen education delivery. Priority response areas for 2018 will build on an existing education programme to improve access and quality, and to strengthen national capacities and systems.

### Education documentation

It is important to ensure that students obtain their educational documentation<sup>2</sup> from formal basic, secondary, or vocational education they have attended and/or are attending in Lebanon. This will facilitate in obtaining equivalent educational documents and resume their education pathways upon safe return to Syria.

Finally, to strengthen the education system, more efforts must be directed toward collecting and analysing national education data, improving the quality of teaching, and developing curricula. One of the major sector gaps is timely national education data that can be used in a meaningful way for programming or policy interventions. A lack of dynamic information sharing and insufficiently detailed disaggregated figures on enrolment hamper evidence-based programming. The Ministry of Education and Higher Education/Reaching All Children with Education-Protection Management Unit already digitized data-collection – both centrally and at the school level in the second-shift schools.

The public education system does not yet have national standards for the measurement of learning achievements beyond grade-to-grade transition and public examinations. The national education system applies an automatic promotion policy from grades 1 to 3; unless the child's grade in major subjects is below 8/20 and above 8 and less than 10/20, the child sits for a makeup exam. The General Directorate of Education

(GDE) and the Centre for Educational Research and Development are currently in the process of developing teacher-performance and monitoring standards for formal education, enabling teachers to continuously measure learning achievements, and to track students who are unable to perform at their grade or age level.

Despite all the challenges, the Ministry of Education and Higher Education is progressing on policy formation and implementation to properly address barriers and strengthen education delivery. Priority response areas for 2019 will build on an existing educational programme to improve access and quality and strengthen national capacities and systems.



### Overall sector strategy

Education and learning support the long-term processes of rebuilding and peace-building. Opportunities for learning, education, and interaction also help mitigate the negative psychosocial impact that violence and displacement have on children. Education fosters inclusion, human rights awareness and conflict resolution. Education also empowers girls and women by increasing their chances of employment, staying healthy and fully participating in society.

The Education sector's strategy in response to the Syria crisis draws on the Ministry of Education and Higher Education's Reaching All Children with Education II strategy (2017-2020), which aims at sustaining increased and equitable access to quality education and learning for all children and youth aged 3 to 18 years in Lebanon.

The education plan for Palestinian refugee children is led by UNRWA and focuses on enrolment support for formal basic education, remedial, and recreational activities, and psychosocial support.

### 2.1 Sector Outcomes and Outputs

#### Outcome 1 - Improved Access to Education Opportunities

**Enhance access to, and demand for, equitable formal education or regulated non-formal education for children, youth, and their caregivers.** Substantial gains made in 2017 will allow partners to follow a multi-layered comprehensive response plan to address gaps between demand and supply that impede children

(2) Documentation for formal education can be obtained from public schools, validated at the regional or central Ministry of Education and Higher Education offices and afterwards recognized / attested by the Lebanese Ministry of Foreign Affairs.

and youth enrolment in formal education. The focus of interventions will remain on subsidizing registration and education-related costs, addressing cultural norms and barriers, and increasing the availability of safe, appropriate learning and education spaces in the country, as detailed below.

**Output 1.1 - Children, youth, and their caregivers, are provided with the necessary support to increase their demand for formal education or regulated Non-Formal Education (NFE).**

A national Back to Learning initiative in specific areas only serves as a multi-faceted engagement tool to improve the ability of children and families to make informed and positive choices about formal education or educational opportunities. The campaign, which takes place for a specific period, has the following components.

- Support to public school administrators through the Ministry of Education and Higher Education/Reaching All Children with Education-Project Management Unit-led meetings with school directors and regional directors before the start of each school year, to prepare and endorse contextualized Standard Operating Procedures (SOPs) for the registration of students.
- A three-dimensional link between school directors, communities, and education partners to improve coordination on clear messaging for the initiative focusing on the Accelerated Learning Programme (ALP).



Aley public School. Photo credit: UNICEF, Fouad Choufany; 26/6/ 2018

The financial burden of education for families will be mitigated through a range of subsidies, including a partial subsidy of enrolment fees for children and youth in formal education for primary and secondary grades, as well as formal vocational opportunities, and higher-education scholarships and regulated Non-Formal Education programmes for children and youth who have missed years of schooling and cannot catch up with the Lebanese education system.

Non-tuition-fee costs related to education for non-Lebanese in either formal education or Non-Formal Education will be partially or fully subsidized. While textbooks will be provided to all enrolled non-Lebanese students (only) in basic education, stationary will be provided for non-Lebanese in second shift schools only. Furthermore, transportation subsidies and special-needs

equipment will be reviewed case-by-case, based on vulnerability.

Lebanese public schools will continue to provide equitable, quality and inclusive education for Lebanese and non-Lebanese students. UNRWA schools will provide the same education services for Palestinian children encompassing elementary, preparatory, and secondary education services in 65 schools (of which 64 are hosting Palestinian refugees from Syria). Education services will be delivered in alignment with the Government of Lebanon curriculum, allowing Palestinian refugees, and all non-Lebanese students to sit for the official exam at the end of the preparatory cycle (Brevet) and secondary cycle (Baccalaureate).

A mapping of out-of-school children is underway to understand the profiles of out-of-school children and youth, and identify the barriers hindering access and retention in school. This will provide policy makers with information about the scale of the problem, access barriers, and gaps in data, and will improve resource allocation to bring children back to school. Partners are also engaged in the provision of recreational activities for boys and girls and the distribution of recreational kits to mitigate the psychosocial impact of violence and displacement, foster inclusion and human rights awareness, and maintain the well-being of children.

**Output 1.2 - Children and youth have improved access to appropriately equipped public schools, and learning centers especially in underserved areas.**

Rehabilitation and construction of schools will remain a priority, particularly in underserved areas and areas with a high concentration of displaced Syrians. The Ministry of Education and Higher Education will adopt a comprehensive approach to school rehabilitation, building on best practices and lessons learned through various donors, government, and partner-led interventions to increase educational access, with a particular focus on girls and children with specific needs. Selected schools will be equipped with gender-sensitive latrines and other facilities such as arts, music, sports, sciences and information technology laboratories, based on the Ministry of Education and Higher Education standards.

**Outcome 2 - Improved quality of education services**

**Enhance the quality of education services and learning environments to ensure grade-appropriate learning outcomes for children and youth.** Outcome two focuses on delivering quality education services and learning environments throughout the continuum of formal and non-formal schooling pathways, to ensure meaningful and grade-appropriate learning for children and youth. The key role of teachers and educators, the importance of school governance, and the potential of community engagement in learning are prioritized. CERD and the GDE/'Département d'Orientation Pédagogique et Scolaire' (DOPS) will continue to lead in design and

rollout of the many interventions under this Outcome. The RACE Project Management Unit (PMU) will ensure that standards set by these institutions are followed.

**Output 2.1 - Teachers, education personnel, and educators have enhanced capacities to provide learner-centered pedagogy in public schools or learning spaces**

All categories of personnel in the Education sector will be provided with support to enhance their capacities:

- a. Teachers (tenured and contracted teachers working in Lebanese public schools);
- b. Education personnel (school directors and supervisors working in Lebanese public schools); and
- c. Educators personnel (recruited to provide Non-Formal Education content in learning spaces).

The Centre for Educational Research and Development leads the development of training modules and teaching guides for these categories of education staff. The training content mainly focuses on learner-centered pedagogy, classroom management, positive discipline, psychosocial support, conflict-sensitive education, and the skills required to support children with different learning backgrounds and specific needs. The Teacher Training Curriculum Model (TTCM) is a training framework that targets capacity building of public school teachers from the Ministry of Education and Higher Education according to the standards in the Teacher Competency Framework (TCF) adopted by Ministry.

For education personnel, a combination of management and financial training packages are being developed to support the development of competencies required for the implementation of School Improvement Plans (SIPs). Educators in learning spaces will be recruited against specific profiles and competencies detailed by the Centre for Educational Research and Development, in close coordination with the Project Management Unit, and will benefit from standardized training packages developed by the Centre for Educational Research and Development.

The Sexual and Gender-based Violence task force has recommended the integration of human rights, gender diversity, equality, and safe referral mechanisms in teacher and educator trainings, in order to enhance the gender sensitivity of the school staff and environment.

To measure the quality of teaching and learning, the General Directorate of Education of the Ministry of Education and Higher Education will be in charge of monitoring visits to second-shift schools through Département d'Orientation Pédagogique et Scolaire counsellors, to ensure teaching staff adhere to national performance standards.

The capacity of the Palestinian teaching workforce will also be enhanced through trainings on Individual Education (IE) and Individual Education Plans (IEP) enabling the early identification and response process to

student's needs, whether these are related to learning, health, psychosocial well-being or to disability, and trainings on basic psychosocial support with a view to foster cohesion between Palestinian refugee children from Syria and students and to improve retention.

**Output 2.2 - Teachers and education personnel at the school level, and educators in learning spaces, are capacitated to contribute to inclusive, safe, healthy, and protective environments**

Accountability and governance at the school-level is an area that requires support from school personnel in the administration of schools and the involvement of communities in the education of their children. Activities with school directors, teachers, and parents will focus on greater engagement, meaningful classroom instruction, and inclusive leadership in schools, in order to be more child-friendly.

To provide inclusive, safe, healthy and protective environments in second shift schools, the following interventions will be implemented in close collaboration with the Département d'Orientation Pédagogique et Scolaire. In the case of any Ministry of Education and Higher Education premises used for regulated Non-Formal Education programmes, interventions will be supervised by the Project Management Unit; A minimum of two health checks per year will be guaranteed for each student enrolled in second-shift schools. DOPS health counsellors will follow students' medical files and monitor the quality of health checks performed by school doctors. The health counsellors will continue to follow up and conduct hygiene awareness sessions and observations to improve the health of students;

- A minimum of two health checks per year will be guaranteed for each student enrolled in second-shift schools. Health counsellors will follow students' medical files and monitor the quality of health checks performed by school doctors. The health counsellors will continue to follow up and conduct hygiene awareness sessions and observations to improve student health;
- In line with the Child Protection Policy developed by the Ministry of Education and Higher Education, the General Directorate of Education / Département d'Orientation Pédagogique et Scolaire Central will roll out the child protection policy to teachers, education personnel, psycho-social support counsellors, on national protocols for the identification and referral of any student impacted by violence at school, at home, or in their community. Cases that need specialized intervention or services will be referred to the General Directorate of Education / Département d'Orientation Pédagogique et Scolaire psychosocial support counsellors for appropriate action, and;
- School personnel will be trained to ensure active involvement in the appropriate referral of children and youth with specific needs (whether they be physical or cognitive).

Students identified as “at risk of dropping out” are assisted with retention support activities under the supervision of the Project Management Unit, such as homework- or language-support programmes. Remedial support is also provided during summer vacations. Homework-support programmes are implemented either inside the school or in community centres/tents and are implemented through NGO partners. Once granted authorization, NGOs have been utilizing public school premises to implement summer programmes recapping the previous school year and preparing children for the next year.

Links between schools and refugee communities continue to be strengthened by Community Liaison Volunteers, who will continue to take on the responsibility of providing personalized follow up to Syrian students and assist communities in addressing or finding solutions to issues, such as bullying, violence, or discrimination, that often lead to children dropping out. Furthermore, Community Liaison Volunteers will follow up with parents on school absenteeism and assist in bringing children back to school.

Palestinian refugee students will benefit from learning support through summer learning activities organized during summer vacations. UNRWA will also continue to support students with disabilities to access special education through subsidies to cover respective tuition fees, where mainstream schooling appears not to be the best development option for them. UNRWA's efforts to respond to children's special needs are complemented through the referral to therapeutic consultations where required.

### **Outcome 3 - Strengthened Capacity of the Education System**

**Enhance governance and managerial capacities of Reaching All Children with Education II implementing institutions to plan, budget, deliver, monitor and evaluate education services.** This outcome aims at supporting the Ministry of Education and Higher Education's ability to manage the national education system. This will be achieved by continuous investment in improving institutional technical capacity, strengthening the policy base, developing durable partnerships and creating a platform to coordinate the delivery of education programming. This will also ensure systematic shifts towards a stabilization and development agenda in the context of the protracted Syria crisis.

**Output 3.1 - The Center of Education Research and Development is capacitated to administer an effective education-management information system.**

The Center of Education Research and Development, as the statistical and research institution, will lead the design, training, and rollout of a national education-management information system that will enable the timely and accurate collection and analysis of education-related data. For enrolment data on Syrians, the Reaching

All Children with Education-Project Management Unit will ensure data credibility, within the same timelines for second shift public schools as well as regulated Non-Formal Education progress and ensure the timely analysis and dissemination of disaggregated education data with partners to identify gaps and inform programmatic decision-making.

**Output 3.2 - Revised curricula for schools and Non-Formal Education programmes are developed and endorsed to improve quality learning, life skills, and employability for children and youth.**

The curriculum revision process, led by a National Higher Committee and conducted by Center of Education Research and Development, will be guided by the conceptualization of a learner-centered pedagogy, and will include key competencies that cover the cognitive, individual, instrumental, and social dimensions of learning. The revised curriculum will address life skills, personal empowerment, employability, and social cohesion (such as analytical thinking, problem solving, creativity, teamwork, tolerance, respect for diversity, etc.). The Center of Education Research and Development envisions a consultative revision process and will be soliciting inputs from technical experts, education partners, teachers, and parents on an e-platform. On approval from the National Higher Committee, the curriculum will be piloted in selected schools. The feedback from this process will be incorporated into the final curriculum before national textbooks are designed.

In addition to the revision of the formal education curriculum, the Center for Education Research and Development, in close coordination with the Project Management Unit will review and develop content for regulated Non-Formal Education) programmes. Currently, the Center of Education Research and Development has completed a curriculum content-review for the Accelerated Learning Program, Community-Based Early Childhood Education (CBECE), Preparatory Early Childhood Education (PREP ECE), Youth Basic Literacy and Numeracy (YBLN), remedial support, whereas basic literacy and numeracy (BLN) is in the final stages before endorsement. The Center of Education Research and Development has started engaging with stakeholders to develop a Secondary Accelerated Learning Programme (SALP). Within the Ministry of Education and Higher Education's Non-Formal Education framework, and under the supervision of the Project Management Unit, e-learning, psycho-social support, and life-skills education will be mainstreamed into the content of all regulated Non-Formal Education programmes.

**Output 3.3 - Appropriate policy frameworks are endorsed and implemented to regulate education programmes and services, strengthen school management, and professionalize teaching services**

To better support the various systems interventions planned in Reaching All Children with Education II, the following frameworks, standards and strategies will be

## Total sector needs and targets 2019

Population Cohort	Total Population in Need	Targeted Population	No. of Females	No. of Males	No. of Children (0-17)	No. of Adolescents (10-17)	No. of Youth (18-24)
Lebanese	451,323	229,100					
Displaced Syrians	705,000	254,243					
Palestinian Refugees from Syria	14,041	5,901					
Palestinian Refugees from Lebanon	62,512	7,927					
<b>GRAND TOTAL</b>	<b>1,232,883</b>	<b>497,171</b>					

developed for operationalization:

- **A national learning assessment strategy** for measuring learning achievements is currently under review. The strategy will focus on Grade 3 (to detect early difficulties in basic reading, writing, and numeracy skills) and Grade 6 (to detect difficulties in math, science, and language subjects). These assessments will be derived from new curriculum, which will set out standards for age-appropriate learning outcomes. The strategy will also integrate measurements of learning related to life-skills education, including;

- **A national teacher-assessment framework and teacher observation tools** will be developed to set out the standards to assess teachers' competencies. The Center of Education Research and Development and the General Directorate of Education, through the Département d'Orientation Pédagogique et Scolaire, will jointly design teacher observation tools, which will be used by General Directorate of Education/ Département d'Orientation Pédagogique et Scolaire academic counsellors during their school monitoring visits. Evaluation notes from these monitoring visits will be aggregated into a performance report for each teacher.

- **Standard Operating Procedures for school-based management (SBM) in second-shift schools.** A national school-based management framework already exists in Lebanon, which aims to increase the involvement and accountability of school communities and personnel in the administration of their schools. Provided with small grants, each recipient school will provide a school improvement plan, drawn up collaboratively by school directors, teachers, parents, and students. The implementation of the school improvement plan will result in school administrators and the school community jointly analyzing, managing and monitoring improvements to school environments, with consequent impact on students' learning outcomes.

- **Policy and mechanisms to monitor violence against children in schools.** The development of the Child Protection Policy by the Ministry of Education and Higher Education, covering both public and private schools, has been completed. This policy includes main engagements and strategic objectives to prevent and protect students from institutional violence (inside schools) and family/community violence (outside schools). The internal and external referral mechanisms

for each pre-defined type of violence in the public education sector, and unified related tools to support the identification and management of different cases, were completed. The plan is to pilot the fully-fledged mechanisms in 20 schools, to provide feedback and make the necessary changes before operationalizing the mechanisms in all public education institutions. In the interim period, and until the child protection referral mechanisms are endorsed, the Ministry of Education and Higher Education have shared a referral template to be used by NGOs to share complaints of institutional violence.

In second shift public schools, psychosocial support counsellors will play a key role in ensuring the continuum of services for children, from detection and evaluation to referral.

- **Policy framework for specific needs education.** A national study, led by the Ministry of Social Affairs with support from the Ministry of Education and Higher Education, is currently assessing existing national safety nets and social discourse surrounding children with specific needs. The study will assess the extent to which rights (legal, welfare, and social) are afforded to children and youth in Lebanon with cognitive, physical, and sensory difficulties. The study aims to serve as a reference for relevant ministries and support them to better address existing policy gaps. The Ministry of Education and Higher Education will develop a comprehensive specific needs education framework to address barriers to relevant education and employment for these children and youth.

To promote inclusive education in Lebanon, the Ministry of Education and Higher Education, with the support of the UN, has initiated a pilot in 30 public schools that includes special educators, teacher training, specific needs supplies and mobile paraprofessional teams.

- **Standards for learning spaces and for educator profiles.** The Ministry of Education and Higher Education's Education in Emergencies Committee will, in collaboration with the Project Management Unit, define standards for the physical spaces proposed for the implementation of regulated Non-Formal Education programmes. Upon endorsement, such spaces will be formally referred to as "learning spaces." Likewise, minimum professional standards will be proposed for any personnel recruited for the implementation of Non-

Formal Education programmes in learning spaces, and;

• **Risk screening of public schools under the National School Safety Plan (NSSP) including roll-out of the Disaster Risk Management (DRM).** Under the National School Safety Programme, awareness was raised for selected schools on Disaster Risk Management concepts and Disaster Risk Reduction (DRR) principles were drafted for inclusion in the curriculum. In addition, a risk screening tool was developed to measure the vulnerability of school buildings (physical, seismic, and social). A risk assessment for the public schools in Lebanon was also carried out. Based on the available raw data, schools were categorized into high, medium and low risk categories. Future planned steps include refinement of the qualitative risk assessment and categorization of school buildings into different structural categories. The feasibility of the different retrofitting options for each structural type will then be assessed. The results will further strengthen the evidence-based approach of Disaster Risk Reduction policies for school construction and rehabilitation.

**Output 3.4 - The Project Management Unit, in collaboration with the Centre for Educational Research and Development and the General Directorate of Education, is capacitated to lead Reaching All Children with Education II with the Ministry of Education and Higher Education departments and relevant education stakeholders**

Reaching All Children with Education II coordination mechanisms are functional under the leadership of Director General of Education and the Project Management Unit. The Project Management Unit will continue to coordinate with several entities including UN agencies, donors, the NGO sub-committee, and academic institutions, in addition to the high-level engagement at the Reaching All Children with Education Executive Committee (REC) and the Education sector. The Project Management Unit will ensure inter-departmental coordination within the Ministry of Education and Higher Education so that the implementation of Reaching All Children with Education II is guided by coherent decisions from the relevant Ministry of Education and Higher Education institutions.

As the main institutional implementers of Reaching All Children with Education II, the Project Management Unit, the General Directorate of Education and the Centre for Educational Research and Development all require capacity support in the areas of project administration, procurement, monitoring, and financial management. Existing technical capacities and staffing structures will be assessed by an external consulting firm to better understand current functionality as compared to projected needs. A detailed technical assistance plan will be drawn up, proposing solutions for current capacity issues. Implementation of this plan will occur iteratively over the five years of implementation, with standards and performance milestones set for planning, human resource management, financial frameworks, and procurement processes. Assurance functions will be built-in in the form

of external and (eventually) internal audits.

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

Targeting is based on the overall number of children, the enrolment rate (based on previous years), and the capacities of the Ministry of Education and Higher Education and partners. The total number targeted is calculated based on available data sets, assessments and studies. Based on the available data, the most vulnerable areas have been identified, and the selection of second-shift schools was based on areas with a high concentration of displaced Syrians.

### **Mainstreaming of Conflict Sensitivity, gender, youth, people with specific needs (PwSN) and environment**

#### **Conflict sensitivity**

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 positively engage community members and pave the way to mitigating social tensions and enhancing conflict-sensitivity between displaced Syrians and host communities. Education builds bridges between children and parents from different groups, and can have a strong mitigating impact on potential conflicts and sources of tension. Peace Education Initiatives (PEI) and Prevention of Violence and Extremism (PVE) messages 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 and youth from different backgrounds in the same school, in order to strengthen social cohesion inside the classroom, school premises and beyond. Trainings on conflict-resolution, mediation skills, and intercultural dialogue will also be implemented to promote social cohesion among Lebanese youth and between Lebanese and non-Lebanese youth.

#### **Gender**

Gender parity is achieved at the 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 in favour of girls, due to the practice of boys starting work at an early age. While gender equity is slightly in favour of girls, disparities at the district level and socio-economic status are more pronounced. The number of girls and boys not enrolling in school or dropping out is similar, however it is triggered by different reasons. An alarming and growing number of girls are exposed to early marriage and are more prone to gender-based violence. On the other

hand, some of the most vulnerable boys and youth are being recruited as workers. Gender parity in outreach to children seeks to provide both girls and boys with equal opportunities for enrolment in public schools.

The Back to Learning campaign will be used as an entry point to identify and reduce risks associated with access to formal and Non-Formal Education for both boys and girls who are out of school, but also raise awareness on safe identification and referrals. Moreover, initiatives are planned by partners to enhance the gender sensitivity of the overall school environment, including training teachers on sexual and gender-based violence, human rights, and safe referral mechanisms, promoting gender diversity among teachers and school administrative staff, developing and advocating for policies that promote gender equality, rolling out child protection policies within the school environment, revising the curriculum and textbooks, and conducting training and awareness sessions for community workers, parents, and school principals on gender equality.

The Education sector is also looking into strengthening collaboration with other sectors, to jointly achieve goals on sexual and gender-based violence risk reduction, including training on child protection for school staff; training on safe identification and referrals for child survivors; advocacy on early marriage; protection interventions (safety monitoring of routes/transportation options to/from schools); and WASH and shelter interventions (safe school/latrines rehabilitation and maintenance; distribution of hygiene kits/menstrual hygiene management (MHM) materials to adolescent girl students).

## Youth

More focus on providing education for youth is needed, since many have not been able to access such opportunities. Programmes are needed to support school-readiness, retention, and transition to higher grades – specifically for youth. This includes language support programmes offered at secondary schools to ensure retention in education. Engaging youth in educational and meaningful activities will not only empower them, but also increase social stability. So far, most programmes for youth have focused on access to formal secondary and life-skills education. In 2018, stronger focus will be placed on enrolling adolescents and youth in technical education, NFE, and remedial and homework support.

## Cross-sectoral linkages

**Protection/Child Protection:** Education provides children with safe learning spaces, brings normalcy to their lives, provides psychosocial support, and helps identify children who are at risk or are victims of violence, abuse, and exploitation. Violence, abuse, and exploitation negatively affect children's educational achievements and consequently their short and long-term wellbeing and ability to achieve their full potential. To ensure complementarity, both sectors work strongly together and meet on a regular basis. Activities where the sectors collaborate include the back to school outreach campaign, 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. Département d'Orientation Pédagogique et Scolaire psychosocial support counsellors will play a key role in ensuring the continuum of services for children, from detection and evaluation to referral.

**Water and Environment:** The Education sector plan includes the renovation/construction of schools, including WASH facilities, while hygiene promotion activities and training in schools are included in the Water sector plan. Environmental education is part of the hygiene-promotion curriculum, and will be implemented through teacher training and the provision of teacher tools. Lack of access to gender-specific toilets for girls acutely affects menstruating adolescent girls — putting their health and education at risk. This is an area requiring strong collaboration between the two sectors and line ministries. Another potential area requiring operational collaboration and support is connecting selected schools to water sources and improving sewage systems.

**Health:** The Education sector strategy incorporates health as a key area of focus for an improved school environment. The priority activity will be to regularize health checks for second-shift schools, while building capacity of teachers to educate children on health. A Health Education programme is an important part of a public education system, motivating children to maintain their health, and preventing and reducing disease outbreak risks. The Education and Health sectors, in collaboration with the Ministry of Education and Higher Education, will explore ways to increase the role of health interventions in second-shift schools.

**Food security:** The School Feeding Programme (SFP) was rolled out as a possible measure to reduce drop-out rates in schools. The School Feeding Programme has two components: the "Reaching School" programme for children enrolled in second-shift schools and WFP's school snacks programme. These programmes provide both educational and health benefits to the most vulnerable children, thereby increasing enrolment rates, reducing absenteeism, and improving food security at the household level. Improved coordination and data

sharing will continue to take place between the two sectors to maximize impact and reduce the vulnerability of the school-aged population.

**Livelihoods:** The sector strategy maintains a strong focus on developing vocational training. Education programmes and the Livelihoods sectors are complimentary to each other: formal technical vocational education are planned, implemented, and reported under the Education sector; meanwhile competency-based vocational training and informal apprenticeships in non-formal settings will be additionally supported by the Livelihoods sector. The provision of life skills training, among other youth initiatives, that focus on developing skills for learning, employability, personal empowerment, and active citizenship, are being pursued.

**Energy:** The Education and the Energy sectors, under the guidance of the Ministry of Education and Higher Education will implement Renewable Energy projects mainly (distribution of solar photovoltaic systems) and installation of energy efficient (LED Lighting) projects in public schools. The installation of solar photovoltaic in schools can generate monetary savings throughout its lifespan (c.a. 20 years), The financial savings can be re-directed to core education activities such as school enrolment.

## Endnotes

- i. UNHCR, UNICEF, WFP (2017), *Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) 2017*.
- ii. UNHCR, UNICEF, WFP (2016), *VASYR 2016*.
- iii. Reaching All Children with Education II Quarterly Fact Sheet, September 2017.
- iv. Reaching All Children with Education II Quarterly Fact Sheet, September 2017.
- v. Lebanese Population Planning Figures, LCRP 2017.
- vi. UNHCR, UNICEF, WFP (2017), *VASYR Lebanon 2017*.
- vii. Lebanon, Ministry of Social Affairs, UNICEF (2016), *Baseline Survey*.





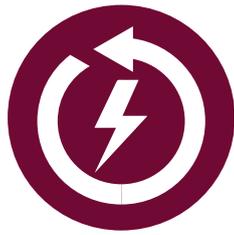
Indicator 3	Description	Means of Verification	Unit	Frequency
Transition rates by cycle	Percentage of students at the last grade of one cycle the last scholastic year who are at the first grade of the next cycle the next scholastic year	CERD/ MEHE registration database/SIMS, MEHE	Children	3 years
 Lebanese	 Displaced Syrians	 Palestinian Refugees from Syria (PRS)	 Palestinian Refugees from Lebanon (PRL)	
Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020
Cycle 1 - 2 100%	Cycle 1 - 2 96%			
Cycle 2 - 3 94%	Cycle 2 - 3 82%			
Cycle 3 - Secondary 91%	Cycle 3 - Secondary 82%			

Indicator 4	Description	Means of Verification	Unit	Frequency
Number of students in public schools successful in grade 3 and grade 6 learning assessment tests		CERD/ MEHE registration database/SIMS, MEHE	Children	
 Lebanese	 Displaced Syrians	 Palestinian Refugees from Syria (PRS)	 Palestinian Refugees from Lebanon (PRL)	
Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020

Indicator 5	Description	Means of Verification	Unit	Frequency
Percentage of children and youth attending regulated NFE who transitioned to formal education	Transition rates from NFE to Formal Education	Cross check of CLM with MEHE registration database/SIMS, Education Partners and MEHE	Children	Yearly
 Lebanese	 Displaced Syrians	 Palestinian Refugees from Syria (PRS)	 Palestinian Refugees from Lebanon (PRL)	
Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020
	ALP 35%	ALP 65%		

**Outcome 3:** Enhance governance and managerial capacities of RACE II implementing institutions to plan, budget, deliver, monitor and evaluate education services

Indicator 1	Description	Means of Verification	Unit	Frequency
CERD Annual Statistics yearbook is published by 01 August every year for the last academic year inclusive of all refugee education data				
Indicator 2	Description	Means of Verification	Unit	Frequency
Annual RACE II operational and financial plan and report available	RACE II operational and financial plan	Operational and financial plan and report MEHE		Yearly



# ENERGY SECTOR

## PEOPLE IN NEED



2,035,461

## PEOPLE TARGETED



678,487

## REQUIREMENTS(US\$)



2019 99.2 million

2020 171 million

## PARTNERS



14

## GENDER MARKER



2a

## CONTACTS

### LEAD MINISTRY

Ministry of Energy & Water (MoEW)

Suzy Hoayek  
Suzy.hoayek@gmail.com

### COORDINATING AGENCY

UNDP

Noritaka Hara  
noritaka.hara@undp.org

## SECTOR OUTCOMES

### Outcome #1



\$39.1 m

Increase energy production through implementation of renewable energy sources.

#### Indicators

Increase in MWh resulting from installed capacity through renewable energy sources.

### Outcome #2



\$7.5 m

Reduce energy demand due to implementation of energy efficient initiatives.

#### Indicators

Reduction resulting from installed capacity through energy efficient measures in MWh.

### Outcome #3



\$51.6 m

Improve access to electricity through Rehabilitation and Reinforcement works on the Transmission and Distribution networks.

#### Indicators

Number of people benefiting from rehabilitation and reinforcement works on the transmission and Distribution networks.

### Outcome #4



\$1 m

Enhance capacity of MoEW to plan, budget and oversee energy sector initiatives.

#### Indicators

Number of new energy initiatives and projects resulting from capacity development and support to MoEW.

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	Gender	
			Female	Male
Lebanese	1,219,094	406,365	207,246	199,119
Displaced Syrians	816,367	272,122	138,782	133,340

## Situation analysis and context

### Energy for vulnerable and public services

The increased electricity demand caused by the Syria crisis has created additional stress on Lebanon's already-weak electricity system and aggravated its lack of resilience, mostly affecting vulnerable Lebanese, displaced people and essential public service providers such as schools and hospitals. A study undertaken by the Ministry of Energy and Water (MoEW) in collaboration with UNDP revealed an additional 486 megawatts (MW) of power supply are needed to cover the increased demand of the 1.5 million displaced Syrians in Lebanon.<sup>i</sup> Since the Lebanese energy sector was weak, inefficient, and unable to meet the electricity demand already before the crisis, this massive and abrupt increase in demand caused more frequent power cuts and aggravated the quality of power, forcing people to rely on expensive and pollutive private diesel generators.

### Access to electricity

According to Ministry of Energy and Water and UNDP's study,<sup>ii</sup> even though most of the interviewed households have connections to the national electricity grid, the majority of them have non-metered power connections and subscribe to private generators,<sup>iii</sup> indicating the heavy reliance on expensive and pollutive source of electricity among displaced Syrian. Regarding the availability of grid electricity, there are significant geographical variations of electricity supply from the grid, where Beirut and Bekaa received approximately 20 hours with the rest of governorates receiving less than 13 hours. Since private generators are more expensive than grid electricity, these variations are disproportionately affecting the already-fragile economic situation of vulnerable Lebanese, displaced Syrians and public institutions by forcing them to spend more electricity costs.

### Impacts on public services

Because electricity is an essential service for all sectors, the exacerbated situation of electricity access and quality has negatively impacted the following vital public services causing social and security issues.

**Education:** Schools normally work six hours a day (first-shift), but schools hosting displaced Syrian students are working an additional four-hour shift (second-shift). As the number of public schools offering second-shift has increased since the crisis to ensure the equitable education for all children including displaced, both electricity and fuel oil bills of these schools have increased dramatically, putting more strain on the national budget. Moreover, due to the poor quality of power and high voltage drops in some areas due to overloaded medium voltage feeders or medium and low voltage substations, some schools operate on diesel generators even during power supply hours because office machines do not function when voltage levels are low. The UNDP and Ministry of Energy and Water's survey estimated a total increase of

around 10,895 kWh/day in energy consumption as an indirect impact of additional demand.<sup>i</sup> These utility costs are borne by the Government, further constraining their budgetary allocations for other educational costs.

**Health:** Although it was difficult to estimate the quantitative impact on the electricity bill of hospitals because most hospitals already operate 24 hours at full capacity, there was a qualitative impact resulting from the additional power consumption of the displaced Syrians in the areas close to the supply points of the respective hospitals. The impact is in the form of overloading the distribution network which results in poor power quality and voltage drop (180V - 190V) in many areas, forcing hospitals to run diesel generators even with a power supply hours as most medical equipment does not function with low voltage<sup>i</sup>, placing additional financial burdens on the hospitals already strained by the high healthcare needs of displaced Syrians.

**Water:** The expenses of the water establishments have increased due to water pumps having to operate for longer hours to cover increases in demand by displaced people. Furthermore, the frequent electricity cuts and poor power quality lead to insufficient treatment of wastewater, aggravating a threat to public health and the environment.

**Livelihoods and Social Stability:** Due to the inadequate electricity supply exacerbated by the crisis, Lebanese enterprises are facing increased costs, production disruptions, and reduction of profitability, causing major impediments to the business environment and loss of economic opportunities. The lack of electricity also results in dark roads and contributes to security-related problems. Hence, there is an opportunity where municipalities can prioritize renewable energy for street lights while also reducing security risks.

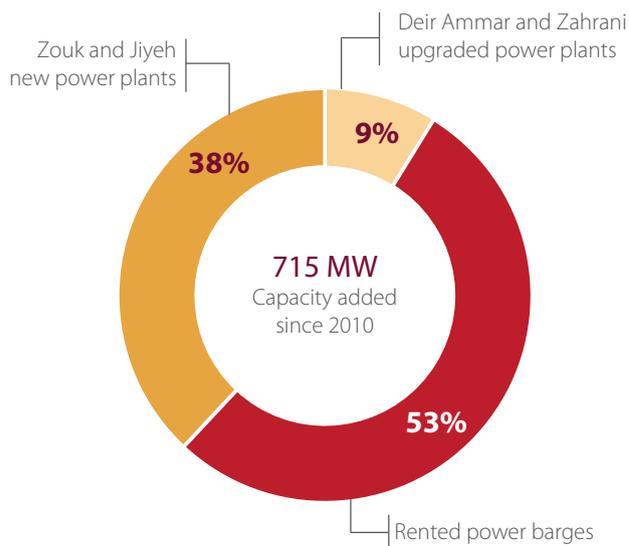
**Environment:** Since the onset of the Syria crisis, Lebanon has been unable to meet the additional demand for electricity created by displaced people. As a result, private generators are widely used to fill the electricity supply and demand gap, increasing the emissions of air pollutants. The deterioration of air quality and impacts on health were briefly examined in the Environmental Impact Assessment of the Syria Crisis in 2014, with incremental increases of air pollutants estimated to be 10 per cent for nitrous oxides and around 2 per cent for carbon monoxide, sulphur and finer particulate matter.<sup>iv</sup> More recent figures of electricity demand by displaced populations is estimated at 486 megawatts, and incremental quantities of air pollutant emissions may also be much higher. Given that private generators emit high concentrations of nitrous oxide and finer particulate matter hazardous to the human health, serious health risks are imposed on nearby communities, especially children. Intensive efforts are needed to start a transition in the energy sector in Lebanon which involves introducing renewable energy sources photovoltaic energy systems, in sectors such as education and health as well as in communities hosting displaced Syrians. In

addition to reducing carbon emissions, such systems generate financial savings that can be re-directed to core education and health activities and reduce reliance on polluting generators.

### Impact of the crisis on the Energy sector

In 2010, before the onset of the Syria Crisis, the Government of Lebanon (GoL) recognized the critical need to address energy-sector issues and endorsed a Policy Paper for the Energy Sector in June 2010.<sup>v</sup> The paper outlines policies, investments, and reforms aimed at increasing the level and quality of electricity supply, managing demand growth, decreasing the average cost of electricity production, increasing revenues, and improving sector governance. The paper outlines a set of strategic initiatives that aim to improve service delivery and reduce the fiscal burden that the sector places on public resources. Notably, the policy paper also commits to launching, supporting, and reinforcing all public, private, and individual initiatives to use renewable energies to reach 12 per cent of electric and thermal supply by 2020. To support this target, the National Energy Efficiency and Renewable Energy Action (NEERA) national financing mechanism was initiated in 2010, targeting initiatives led by the private sector in renewable energy and energy efficiency. Several projects increasing electricity supply have been initiated since 2010. By the end of 2017, the Ministry of Energy and Water and Electricité du Liban (EdL), the national utility company, had installed an additional 715 megawatts in energy supply capacity through the upgrading of the existing plants, establishment of the new power plants and addition of stand-by capacity.

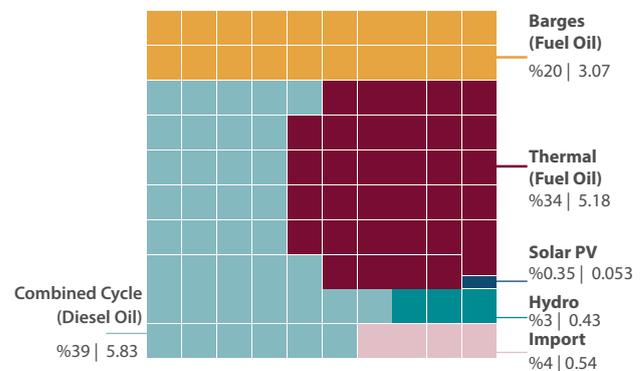
**Added Capacity since 2010 (MW)**



To date, Electricité du Liban has 2,100 MW<sup>1</sup> of generation capacity available at peak supply, which is almost 60

(1) Theoretically, 2,720 megawatts is the maximum capacity of all power plants; however, at no point is Electricité du Liban capable of supplying the available energy due to aging plants that require recurrent closing for maintenance, and to losses generated from operating other inefficient or costly processes.

per cent of the current peak demand of 3,400 MW.<sup>2</sup> The massive electricity supply and demand gap is mostly filled by pollutive private diesel generators at the expense of customers. Regarding renewable energy development, the cumulative installed decentralized small-scale solar photovoltaic capacity grew by the rate of 100 per cent per year from 2010 until the end of 2017 driven by private investment from Industrial and commercial sector, catalysed by the National Energy Efficiency and Renewable Energy Action soft-loan programme, amounting to 35.34 megawatt peak in total.<sup>vi</sup> In 2017, Electricité du Liban's share of the total electricity generation equalled 15.05 terawatt hours while the solar photovoltaic share equalled 0.053 TWh or 0.35 per cent of the total electricity generation (up from 0.26 per cent in 2016) (Figure 2). With solar photovoltaic added to hydro, the renewables' share of the total annual electricity generation in 2017 is equal to 3.35 per cent.



In addition to simply having insufficient 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 network. As recently as 2010, the electricity losses were estimated at 15 per cent by technical losses, 20 per cent by non-technical losses, and 5 per cent by uncollected bills.<sup>v</sup> With tariffs set below cost recovery, high system losses and low revenue collections, the sector is entirely reliant on public resources to subsidize the purchase of fuel for power generation. As a result, the sector is causing a massive drain on the Government of Lebanon, which subsidizes the cost of fuel used in Electricité du Liban's power plants. The energy sector cost the Government, as a transfer to EdL, US\$2.1 billion in 2014, \$1.1 billion in 2015, \$0.9 billion in 2016, \$1.3 billion in 2017 and \$0.75 billion as of June 2018.

Although the implementation of the Government's reform and investment programmes are underway, it has been severely hindered by financial and political obstructions. Until these programmes are fully implemented, Lebanon's electricity sector will continue to underperform, and therefore remain a significant burden on public resources. The sector will therefore continue to be highly vulnerable to the shock of increased demand caused by the Syria crisis.

(2) 3,400 megawatts include demand of all consumers on Lebanese territory.

### Increases in electricity demand after the crisis

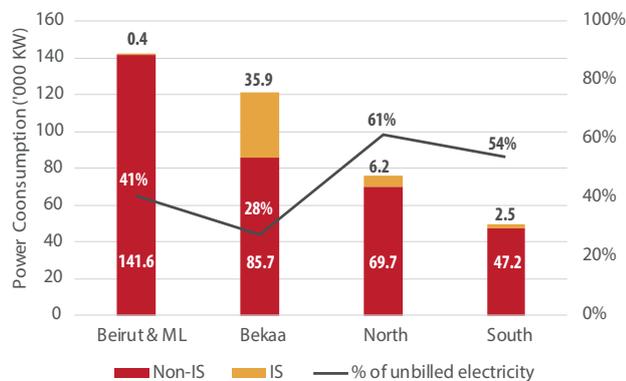
The most immediate impact of the influx of displaced Syrians is a significant increase in electricity demand. This demand in electricity is directly created by:

- The 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 accommodations; and
- Increased load from hotels and other rented accommodations, where occupancy is above normal rates.

The indirect impact of additional power consumption by schools hosting displaced Syrian students is caused by the additional four-hour shift. The longer working hours of water pumps to cover additional water consumption by displaced Syrians also represent the indirect impact on the power consumption by displaced Syrians. The increased demand causes overloads, poor power supply and voltage drops, forcing people and institutions to use diesel generators even with power supply, further increasing the demand of electricity at user-side. Non-metered connections to a large portion of Syrian shelters also damage the distribution network, increasing non-technical losses.

### Quantified impact of the crisis on the electricity sector

The study conducted by Ministry of Energy and Water, in collaboration with UNDP, calculates that the additional direct and indirect power generation needed to cater to the demand of displaced Syrians amounts to around 486 MW<sup>i</sup>. The distribution of the electricity consumption of displaced Syrians across the governorates is shown in the figure below.



As indicated, the power consumption inside informal settlement accounts for only 12 per cent of total power consumption of the displaced Syrians. Notably, the amount of unbilled electricity consumption by displaced Syrians is significant, aggravating the cost recovery

of Electricité du Liban, a tariff already set below the generation cost.

The burden of supplying this additional demand implies two service and financial requirements:

- **Need for the Government to cover the cost of supplying electricity to displaced Syrians:** The yearly consumption of Syrian households amounts to 2,013 gigawatt hours (GWh)/year<sup>3</sup> – an average power consumption of 428 megawatts, or an equivalent capacity that should be generated by Electricité du Liban's existing power plants of 486 megawatts.<sup>4</sup> Knowing that the average production cost is currently US\$13.5/kilowatt hour (US\$/kWh),<sup>5</sup> and that fees are collected at a subsidized rate of 8.97 ¢/kilowatt hour (equally from Lebanese and others), the cost of providing an additional 486 megawatts by the national utility is estimated at \$313 million in 2016, causing an estimated deficit<sup>6</sup> of \$222 million per year. These losses are covered by the Government of Lebanon, which already lacks the means to cover its subsidies to the sector and is therefore not in a position to afford additional expenses. According to the study conducted by the Ministry of Energy and Water and UNDP, approximately 45 per cent of the Electricité du Liban's electricity bills are not collected, which not only implies loss of revenue for the Government and Electricité du Liban, but also incurs technical losses and damages on the grid where illegally connected to the grid.

- **Cost to grid consumers of alternative electricity supply:** Since 2010, the Ministry of Energy and Water has made an effort to increase electricity production by 715 megawatts, in order to achieve an additional supply of four hours. Despite this effort, the available hours of power to Lebanese consumers has remained constant at an average of 14 hours per day between 2012 and 2016. Additional outage hours at peak times are more frequent and the quality of supplied electricity has decreased due to the overloaded transmission and distribution networks. Lebanese consumers are therefore forced to meet the lost supply through more expensive options, such as private generators, adding an additional burden on a population already suffering from an economic crisis. The economic cost of providing around 486 megawatts of additional power at US\$8.97 /kilowatt hour is borne by Lebanese, who pay for private generation at a unit rate of US\$14.5/kilowatt hour, or around US\$292 million in 2016, resulting in US\$111 million in losses incurred by Lebanese consumers.

Therefore, the overall losses on Lebanon's energy sector attributed to the Syria crisis is US\$333 million per year, or US\$1.33 billion between 2017 and the end of 2020.<sup>7</sup>

(3) This figure corresponds to 5,514,630 kilowatt hours consumed per day by the 1.5 million displaced Syrians.

(4) This figure is not constant, as it fluctuates with the cost of fuel worldwide. Before 2015, the cost of production was much higher.

(5) This figure is the capacity required at production level to supply energy at a consumption level equivalent to 428 megawatts plus 15 per cent to account for technical losses.

(6) This represents the difference between the fees collected from displaced Syrians and the cost of production for 486 megawatts.

(7) Assuming that the Syrian population in Lebanon will remain at 1.5 million, fees, rates of collection, and percentage of illegal connections will remain constant until 2020.

## Achievements and challenges under the LCRP 2017-2020 (2018)

### Achievements

The projects implemented by Energy LCRP partners focus on the installation of renewable energy equipment (Output 1.1: Increase in electricity production through implementation of renewable energy) and the rehabilitation of the electric distribution networks (Output 1.4: Improve access to electricity through implementation of reinforcement and rehabilitation works on the distribution network) as per the sector's priorities.

Regarding renewable energy, the installation of distributed solar photovoltaic systems in public institutions has succeeded in creating sustainable impacts on various institutions, which can be a transition solution for other LCRP sectors. While distributed solar photovoltaic systems are fast becoming a cost-effective energy solution in Lebanon and are being widely adopted in industrial and commercial sectors due to their decreasing price and soft loans, public-sector institutions and communities cannot often afford the high initial capital investment costs required for renewable energy technologies by themselves. To support the vulnerable public and non-governmental organisations in mitigating their financial burden regarding electricity bills, distributed solar photovoltaic systems have been installed under LCRP. The Energy sector so far installed hybrid solar photovoltaic systems in 12 public institutions such as schools and hospitals across Lebanon. In total 1,411 kilowatts of solar photovoltaic systems were installed. This will save around 2,080 megawatt hours of electricity consumption per year from the diesel generator and the grid and provide around \$375,000 a year in electricity bill reductions throughout its lifetime (c.a. 20 years). Since the cumulative financial savings from the solar photovoltaic systems are much larger than their investment cost, the project will have sustainable impacts on the public institutions, which can potentially shift energy savings to their service provision and its greater access. Interestingly, through the provision of the grant, some of the beneficiaries (e.g. private hospital and NGO) could even mobilize their capital from the financial savings it provided to re-invest in renewable energy or even in enhancing some of their services, hence multiplying the impacts of the grant element.

The reinforcement of the distribution network is one of the key interventions aiming to increase the capacity to deliver quality electricity to additional end-users, especially to the most vulnerable people and communities. Installation of the new transformers was done in the most vulnerable communities and around 10,000 households connected to the national grid are now benefiting from the improved quality of grid electricity. Through a project that aims at the prevention of illegal connections, a total of 345 legal electrical connections, along with net metering systems, have been installed in Bekaa, Akkar, Baalbek, and the North.

### Challenges

The main challenge of the sector remains to raise funds and to advocate for the importance of the sector. Electricity in Lebanon remains a controversial issue: the challenges that the sector faced before the Syria crisis have been severely exacerbated by the extra consumption of electricity, causing more losses to the Government and the Lebanese population.

Regarding the installation of renewable energy, given solar photovoltaic positive return on investment, and immediate and sustainable monetary saving, the possible solutions for this are to; 1) mainstream renewable energy and energy efficient projects in other sector's strategic interventions, especially support to public institutions, and; 2) leverage private investments through technical and financial support with grant.

The ministry estimated that the installation of approximately 700 new medium and low voltage transformers are needed to accommodate the demand increase while the partners have installed 122 transformers to date. Because upgrading of the distribution network is a capital-intensive activity, it is a difficult challenge to raise sufficient funds to reach the vulnerable communities most in need.

## Overall sector strategy

The overarching objective of the Energy sector in Lebanon is to improve access to electricity at agreed minimum standards to households affected by the Syria crisis, and across sectors providing vital services. It aspires to provide electrical services to Lebanese host communities and displaced Syrians equitably, while also reducing the negative impact of the crisis on the environment and limiting the financial impact on the Lebanese Government and consumers. This overall objective of the Energy sector is as follows: 'By the year 2020, all vulnerable populations in Lebanon will have improved and equitable, sustainable access to all form of the electricity'. By enhancing electrical services and capacity at the national and local level in a sustainable manner, the Energy sector contributes to the LCRP's third objective of supporting service provision through national systems, and the fourth objective of reinforcing Lebanon's economic, social, and environmental stability. Thus, the theory of change of the Energy sector toward these overall objectives is as follows:

If, a) the Energy sector increases the capacity of electricity generation through the installation of renewable energy systems (Outcome 1) or decreases the demand for electricity through the provision of energy efficient products (Outcome 2), b) rehabilitates and reinforced the electricity network (Outcome 3), and c) enhances the capacity of implementing partners, such as the Ministry of Electricity and Water and other actors (Outcome 4), then, the sector can partially and locally reduce the supply/demand gap created by the displaced population and increase the network's capacity to

deliver non-fluctuated/intermittent electricity access to the most vulnerable in an environmentally friendly manner, reducing the reliance on diesel generators and air pollution caused by it.

Before the outbreak of the Syrian crisis, the Ministry of Energy and Water had been improving Lebanon's electricity infrastructure, guided by the Policy Paper for the Electricity Sector (Ministry of Energy and Water, 2010)<sup>v</sup> and the other national action plans for renewable energy<sup>vii</sup> and energy efficiency.<sup>viii</sup> The strategy for the LCRP Energy sector is built on these national strategies, while also considering various vulnerability assessments to understand and identify where the most urgent and critical needs exist as described in the situation analysis.<sup>i</sup>

### Sector outcomes, outputs and indicators

The required interventions can be summarized as follows:

- Capital investment in decentralized energy generation capacity (Outcome 1), energy efficiency measures (Outcome 2) and associated transmission and distribution networks (Outcome 3) to partially meet the additional demand created by the displaced Syrians while also supporting vulnerable communities and public institutions by improving access, availability and affordability of electricity, and;
- Supporting the implementation of the Government's development plans for the Energy sector through increased institutional capacity and technical assistance (Outcome 4).

While the Ministry of Energy and Water continues to implement its Policy Paper for the Energy Sector, a number of short and medium-term projects will be selected and accelerated in order to directly target the impact of the Syria crisis on the sector. The sector's strategy entails four outcomes towards implementation, and an overall requested budget of \$443 million over the course of the LCRP 2017-2020. However, in view of the lack of funds disbursed into the Energy sector in previous years, the requested budget of 2019 is estimated at \$99 million. In the following section, outcomes, outputs and activities of the Energy sector under the LCRP are presented together with an implementation plan, target, and budget.

### Outcome 1: Increase energy production<sup>8</sup>

This outcome seeks to increase the capacity of electricity supply to reduce the expanded gaps due to the presence of displaced populations through the installation of distributed renewable energy systems in vulnerable host communities and public institutions that are under severe financial pressure to meet the increase in demand brought about by the Syria crisis. As demonstrated in the sector's achievements, the installation of renewable energy systems has sustainable and long-lasting direct impacts on vulnerable communities and public institutions through monetary savings. Also, given its

positive net-present-value, the renewable energy project can also catalyse private finance, multiplying the impact of the grant support.

For community-scale support, the innovative initiative called "Village 24 Initiative", developed by UNDP-CEDRO with the European Union fund based on the experience of the first community-led solar photovoltaic systems in Kabrikha, could be of great potential<sup>ix</sup>. Although it is still at pilot stage (as of October 2018), this community-scale hybrid microgrid (utility, diesel generator, renewable energy) can provide clean and affordable electricity to multiple households by utilising the digitisation of net-metering scheme while also promoting community cooperation. A community-scale solar photovoltaic system can lower the investment cost (economies of scale), potentially enabling the communities to tap into private finances such as soft-loans and microfinancing.

#### Output 1.1: Renewable energy systems implemented

Given these comparative advantages of renewable energy projects, Lebanon's current market and legal situation, and technical studies, the activities listed below are considered cost-effective interventions with long-lasting impact under Outcome 1. All proposed activities are sustainable measures that would remain as renewable energy sources for the country beyond the current crisis.

- Solar water heaters (SWH):** Solar water heaters are a highly cost-effective way (good turnover) to reduce electricity consumption from heating water. While most Lebanese households still use electricity to heat water and pay expensive bills, the capacity of local manufacturing and deployment of solar water heaters is already well-established. Thus, with the appropriate support, this activity could reach a large number of vulnerable households while also stimulating local industries. The sector estimates that there are a total number of 291,222 households in need, divided equally between vulnerable Lebanese and displaced Syrians. If they are fully targeted, it would save 750,000-megawatt hours per year and contribute to a yearly reduction of 500,000 tons of carbon dioxide emissions.
- Solar off-grid lighting:** The installation of solar off-grid lighting plays an important role in reducing crime and vandalism, making residents and pedestrians feel safer during the night, ensuring social stability and safer movement. The system can be installed in different outdoor areas such as around informal settlements and on main roads in vulnerable municipalities. The sector estimates that about 5,000 off-grid solar lighting poles should be installed to meet the needs of vulnerable communities.
- Solar pumping for public wells:** Water establishments have been suffering from additional expenses on private generators to supply additional volumes of water to localities with a high concentration of displaced Syrians. Providing solar panels to power

(8) Activities and corresponding figures under outputs 1 and 2 have been calculated by the Lebanese Center for Energy Conservation (the technical partner of MoEW for renewable energy, also known as LCEC) specifically to mitigate impact of displaced Syrians on energy in Lebanon.

Table 1: Required budget per Outcome 1:

Type of Activity under Output 1.1	Primary Target in Need	Required Budget	Amount of renewable energy generation (MWh/year)	Amount of CO2 emission reduced (tCO2/year)
A. Solar Water Heater	291,222 vulnerable households			
B. Solar Off-Grid Lighting	251 most vulnerable municipalities vulnerable households	\$ 221,587,500	659,081	516,503
C. Solar Water Pumping	27 public institutions/communities			
D. Distributed Renewable Power Generation	27 public institutions/communities			

pumps at public wells would reduce generator costs and serve as an environmentally friendly energy source that requires minimum maintenance. The maximum estimated installed capacity is seven megawatt-peak (MWp) across vulnerable localities according to the pumping requirements and land availability surrounding the public well.

- d. Distributed renewable energy power generation: The Energy sector strongly recommends the installation of renewable energy systems, such as solar photovoltaic systems, biomass energy and ground source heat pumps to serve communities and public institutions. This activity targets vulnerable localities and is intended to provide cheaper and cleaner electricity to vulnerable consumers in a sustainable manner. As Lebanon has numerous renewable energy resources including affluent solar irradiation, wind and biomass but it currently generates most of the electricity from imported oil with massive deficit, the promotion of renewable energy has multi-fold benefits such as cash fluidity within the community, multiplier effects on the national economy and job creation. With installation costs decreasing continuously, distributed renewable energy systems are increasingly more competitive and give positive returns on investment. For the installation of renewable systems, it would be possible to leverage private finance through the partial grant supports as demonstrated in 2018 achievements.

The National Renewable Energy Action Plan for Lebanon (NREAP 2016-2020) lays out the potential of these technologies and national implementation strategies in broader contexts. Furthermore, the technical guidelines for these technologies in the Lebanon context are available on UNDP's website<sup>9</sup> and the Lebanese Center for Energy Conservation (LCEC) will be able to provide sector partner with technical and coordination assistance to support effective and efficient project formulation.

### **Outcome 2: Reduce energy demand through the implementation of energy-efficient initiatives**

While Outcome 1 targets the upstream/supply side of electricity provision, Outcome 2 targets the downstream, demand-management side of the sector. Through the activities under this Outcome, energy efficiency measures will be deployed with the aim of reducing energy consumption in Lebanese communities, shelters for

displaced Syrians, schools, healthcare centres, hospitals and social development centres. In these locations, electricity is primarily used for heating, domestic-water heating, lighting, and cooking (mainly in residential facilities).

### **Output 2.1: Energy-efficient products provided to households and public institutions**

Based on the type of shelter/facility and the same population assumptions as in Outcome 1, the proposed energy efficiency activities are as follows:

- Light-emitting diode (LED) lighting and solar cookers in households: The required number of LED lamps is estimated to be eight for households not residing in informal settlements and two for households residing in informal settlements, equivalent to 2,415,000 lamps for the 333,869 displaced Syrian households targeted. Improved lighting would foster the protection of women and children and would ensure a higher degree of safety in buildings and households. These energy-efficient measures would reduce the electricity bills of consumers as well as alleviate the demand on the national grid.
- LED lighting and lighting control in public schools: This proposed measure aims at reducing additional lighting consumption due to the afternoon second shifts in public schools. Installing LED lighting and motion detectors will reduce the electricity bill for these schools.
- Energy audits in hospitals and implementation of measures: According to the Ministry of Public Health, there are 29 Government hospitals in Lebanon. Energy audits are required in hospitals to identify energy consumption profiles and implement recommended energy efficiency measures. The measures would be mostly related to efficient lighting, lighting control, and water heating. Reducing electricity demand in hospitals will improve the quality of supply, and as such, will their reliance on private generators and the consequent expenses.
- Walk-in energy audits in primary and secondary health centers, social development centres and implementation of measures: As per the Ministry of Social Affairs and the Inter-Agency Information Management Unit, there are 218 primary healthcare centres, 128 secondary healthcare centres, and 233 social development centres in Lebanon. In such

(9) [www.cedro-undp.org](http://www.cedro-undp.org)

Table 2: Required budget per Outcome 2:

Type of Activity under Output 1.1	Primary Target in Need	Required Budget	Amount of renewable energy generation (MWh/year)	Amount of CO2 emission reduced (tCO2/year)
A-1. Indoor LED lighting	291,222 vulnerable households	\$ 221,587,500	659,081	516,503
A-2. Solar cookers				
B-1. Schools – Indoor LED lighting	343 public schools			
B-2. Schools – Motion detectors				
C-1. Hospitals – Energy audits	29 public hospitals			
C-2. Hospitals – EE measures implementation				
D. PHC, SHC, SDC – walk-in energy audits and implementation	579 public institutions (PHC 218/SHC 128/SDC 233)			
E. VSD for pumps				

types of facilities, a walk-in energy audit is sufficient to replace conventional lighting with LED lighting. Reducing electricity demand in these facilities will improve the quality of supply and reduce their reliance on private generators and subsequent expenses.

- Energy saving measure in the Agriculture sector – Variable Speed Drives (VSD) for Water Pumps: Increasing water scarcity is threatening the agriculture sector in Lebanon. With a total of 841 public wells in Lebanon, the total discharge amounts to 248,775,097 m<sup>3</sup>/year.<sup>x</sup> Thus, it is critical to promote the rational and efficient use of water resources. By installing variable-speed drives on water pumps, energy consumption could be reduced by 50 per cent, resulting in major energy savings to water establishments and a reduction in electricity and fuel bills. This technology would also allow farmers to save energy and money when using irrigation pumps and will lead to rational use of water resources and reduced pressure on groundwater, benefiting the Energy, Agriculture, and Water sectors.

### **Outcome 3: Improve access to electricity through rehabilitation and reinforcement works on the transmission and distribution networks**

This outcome is divided into two Outputs, one related to work on the transmission network, and the other to work on the distribution network, as described hereafter.

#### **Output 3.1: Transmission network reinforced through the installation of high and medium voltage transformers**

The transmission network serves to transmit the energy produced by the generation sites to the distribution networks through Overhead Transmission Lines (OHTL), High Voltage Substations (SS), and Underground High Voltage Cables (UGC). Substations of the transmission network reduce the high voltage from power plants to medium voltage. The medium voltages used in Lebanon are 220,150 and 66 kilo volts (kV). In some areas 33 kilo volt voltage is still used.

Currently, the transmission network is being rehabilitated

and upgraded as per the National Electricity Policy Paper: A total of around 1100 mega volt amp (MVA) are currently being added to the capacity of the transmission network. Regions with large populations of displaced Syrians are fed by substations on the 66-kilo volt network. Most of these substations are overloaded and require rehabilitation and upgrading, as well as reinforcement of the corresponding 66 kilo volt overhead transmission lines.

As a result, the Syria crisis has had a direct impact on the transmission sector, because it has led to overloading the high voltage substations and transmission lines. This is forcing many large consumers, like hospitals and industries, to rely on private generators – not only because of power shedding, but also because of the significant drop in voltage due to additional loads carried substations.

In conclusion and based on the ongoing Ministry of Energy and Water's study on power consumption rates per Caza, it can be deduced that the following substations should be upgraded or completely reconstructed, depending on the available space. The table below shows work currently being undertaken or planned by the Ministry of Energy and Water / Electricité du Liban.

If implemented, these works would result in better voltage-quality of electricity supplied to consumers, a reduction in the losses of the transmission system, and, consequently, an increase of supply hours.

#### **Output 3.2: Distribution network reinforced through the installation of medium and low voltage transformers**

The distribution network is the final stage in the delivery of electric power. Its function is to reduce the medium voltage carried by the transmission substation to a low voltage. The medium voltage is carried by medium voltage feeders (cables) to the transformers, which reduce the current to a low voltage, usable by consumers. A distribution network consists of the following elements:

1. Primary distribution cables (MV feeders) carry the medium voltage to MV/LV transformers. These

Table 3: Work currently being undertaken or planned by the Ministry of Energy and Water/ Electricité du Liban

Governorate	66 kV outgoing Bay	66 kV incoming Bay	20 MVA transformer	40 MVA transformer	MV Switchgears	Current Works by MoEW/EDL
Hermel	2	1	1		1	upgrading the 66 kV Overhead Transmission Line (OHTL)
Laboueh	2	1	1		1	
Anjar	2	1	1		1	
JibJanine	2	1	1		1	
Marjeyoun	2	1	taken From Nabatieh SS		1	upgrading the 66 kV OHTL from Sultanieh to Marjeyoun S/S
Nabatieh				1	1	
Beiteddine	2	1	1		1	EDL is upgrading the 66 OHTL
Sibline					1	1
Kobayat	2	1	1		1	MoEW is upgrading the 66 kV OHTL linking Kobayat to Halba and Hermel S/S.
Halba	2	1	1		1	MoEW is upgrading the 66 kV OHTL linking Halba and Kobayat and Bared S/S.
Total (Units)	16	8	7	2	10	
Estimated Budget (\$/Unit)	250,000	250,000	300,000	450,000	500,000	
Total Budget 2019-2020 (\$)	14,000,000					

cables can be underground or overhead;

2. Transformers, supported with network-protection devices and accessories, reduce the medium voltage to low voltage ; and
3. Poles and cables, through which Low Voltage currents are carried to consumers.

In the context of implementing the Policy Paper, the majority of the distribution networks in Lebanon were rehabilitated in all Lebanese areas since 2010.

However, the sudden overloading of these networks, as a result of the presence of displaced Syrians in the country, is resulting in:

1. Failure or damage of distribution transformers;
2. Additional losses in the systems, especially with the increased number of illegal connections to the grid;
3. Poor quality of the electric current reaching consumers;
4. Decreased supply hours due to the incapacity of transformers to accommodate additional load; and
5. Deprivation of electricity to Lebanese host communities.

To account for the 486 megawatts generated and

Table 4: Required budget for Output 3.2:

Governorate	Required # of new trans-formers	# of installed new trans-formers un-der LCRP (Oct 2018)	Required # of Rehab. Trans-formers	Required # of MV Feeders / OH	Required # of MV Feeders / UG	Required Budget by 2020 (US\$)
Akkar	50	31	111	2	1	6,723,042
North	99	29	217	4	2	14,759,642
Bekaa	79	3	174	3	2	12,837,253
Baalbek-Hermel	57	18	124	2	1	8,374,351
Beirut	56	0	123	2	1	9,189,064
Mount Lebanon	242	28	531	10	5	38,310,475
South	74	10	161	3	2	11,568,642
El Nabatieh	43	1	95	2	1	7,067,280
Total	700	120	1,535	29	16	108,829,750

servicing additional populations, medium and low voltage transformers and their related poles, cables, network protection devices, and accessories require the provision of 2,250 fully operational transformers (their distribution depends on population consumption and density). In general, it is necessary to rehabilitate 1,535 of the existing 18,200 transformers and install 700 new transformers in highly vulnerable communities to improve services to both Lebanese and displaced Syrians. However, a more detailed assessment will be conducted to make sure that rehabilitation work is done on transformers that are damaged or underperforming due to the additional load. To have a significant impact by the end of 2019, the sector plans to rehabilitate 40 per cent, or 280 transformers, in the coming year and to add 614 new ones. The proposed work would cost around \$46 million out of a total budget of \$115 million over three years. For a baseline population of 1.5 million displaced Syrians, the cost/person/month, corresponding to the cost of rehabilitating a portion of the distribution network, does not exceed \$1.6/person/month or \$19/year. If this proposed work on the distribution network is implemented, Lebanese host communities and displaced Syrians would feel an improvement in the quality of the electric current supplied and an increase in the number of hours electricity is available. As such, their reliance on private generators and energy bills would

decrease. These works would also likely decrease illegal connections to the grid and the losses to the system. It is crucial that illegal connections are prevented as a means to reduce technical losses through the distribution system and appropriately recover the cost of electricity generation.

**Outcome 4: Ministry of Energy and Water staff specialized in different areas of the Energy sector provided**

The Energy Sector Policy Paper is being implemented by a group of specialized experts and consultants under the employment of the Ministry, who have become overburdened in responding to the impact of the Syria crisis. Therefore, to implement and manage the activities proposed in this strategy, a dedicated team of experts and consultants is required to provide necessary support, due diligence, and supervision. The international community is requested to provide immediate support to ensure sufficient institutional capacity to oversee implementation and completion of the above-mentioned projects and the short-term improvement interventions in electricity supply. The Ministry of Energy and Water estimates the budget for a team of senior and junior consultants for the implementation of the above plan to be \$3 million for a three-year period.

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

In Lebanon, displaced Syrians are mainly residing in two types of areas:

- a. Those living in informal settlements constitute 18 per cent of displaced Syrians and are typically located in agricultural areas. They require comprehensive assistance in basic services, especially electricity, to provide them with basic household lighting, cooking appliances, and hot water for bathing and other uses. Provision of street lighting in informal settlements is also a major benefit to the security of displaced Syrians, as well as Lebanese host communities, and reduces social tensions between both populations.
- b. Those settled within host communities constitute 82 per cent of displaced Syrian population. They typically concentrate in densely-populated urban centres, particularly in already impoverished neighbourhoods and in informally developed urban areas, where access to essential electricity is insufficient. Lebanese and displaced Syrians living in substandard shelters require improved electricity services, ensuring sufficient access for all.

As for the Palestinian refugees from Lebanon and Palestinian refugees from Syria living in camps in Lebanon, the Ministry of Energy and Education and Electricité du Liban have pending claims with UNRWA extending from 2003 until 2018. These claims are currently being handled by the Ministry of Foreign Affairs. As such, the Ministry of Energy and Water is in no position, thus far, to take into account the demand of these populations

within the LCRP. If solutions are reached within the 2018 and 2020 period, the Energy sector strategy under the LCRP will be revisited accordingly.

It should be noted that the above proposed plan does not target households in informal settlements for the following reasons:

- The policy of the Government of Lebanon is that no permanent infrastructure should be installed in informal settlements;
- There is a recurrent risk of evictions, which threatens the sustainability of implemented works; and
- The electricity demand of 239,000 Syrians living in informal settlements does not exceed 30 MW, less than 8 percent of the total demand.

Population assumptions under Outcomes 1 and 2, used in the Ministry of Energy and Water's study of the implications of the Syria crisis on electricity,<sup>iv</sup> are as follows:

- Number of displaced Syrian households: 333,869 (291,222 not residing in informal settlements and 42,647 residing in informal settlements)
- Number of displaced Syrians: 1,500,000 (1,260,357 not residing in informal settlements and 239,643 residing in informal settlements)

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

- Focus 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;
- Implement pre-planned priority projects that are part of the GoL's strategies and masterplans, which ensure vital service provision to the most vulnerable communities in a sustainable manner;
- Focus on the highest risks of environmental degradation in areas with the highest concentrations of displaced Syrians, impacting natural resources;
- Focus on areas presenting security challenges and social stability issues;
- Focus on vulnerable groups, households, and individuals (i.e. female/child-headed households, elderly or disabled persons and minors, children in schools or hospitals) for specific assistance;
- Focus on public institutions providing vital services to displaced Syrians and to vulnerable host communities affected by their presence.

By taking into account the mapping of the 251 vulnerable localities, the Mapping of Risks and Resources (MRR), the priority list of vulnerable municipality requests submitted to Ministry of Energy and Water and Electricité du Liban, and the Ministry of Energy and Water/UNDP's study, the energy strategy aims to improve electricity services to all vulnerable populations in Lebanon, be they Lebanese or Syrian, within the coming two years, if all the Outputs and activities are fully implemented.

Table 5: Target beneficiaries of the Energy sector.

Population Cohort	Total Population in Need	Targeted Population	No. of Females	No. of Male
Lebanese	1,500,000	626,707	745,500	753,938
Displaced Syrians	1,500,000	492,464	774,043	725,955
Palestinian Refugees from Syria	31,502	-	-	-
Palestinian Refugees from Lebanon	277,985	-	-	-
<b>GRAND TOTAL</b>	<b>3,309,487</b>	<b>1,119,171</b>	<b>1,519,543</b>	<b>1,479,893</b>

Type of Institutions	Total	Targeted
<b>Individuals</b>		
Municipalities	1005	All municipalities hosting refugees
Unions of Municipalities	46	TBD
Hospitals/healthcare institutions (PHC, etc)	608	29 Governmental hospitals, 218 PHC, 128 SHC, 233 SDC
Public Schools	364	364
Central Ministries	1	MoEW
Electricite du Liban	1	1
Water Establishments	4	4
<b>Communities</b>		
Governorates	8	8
<b>Sites</b>		
Informal Settlements	4,312	4,312
Palestinian Camps	12	TBD
Palestinian Gatherings	42	TBD

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

### Conflict Sensitivity

Electricity generation through renewable energy, provision of energy-efficient products, off-grid solar photovoltaic street lights, and reinforcement of the transmission and distribution network are all activities that improve the quality and quantity of electricity supply, thus reducing social tensions between Lebanese host communities and displaced Syrians.

### People with Specific Needs

Special attention would be given to prioritize service provision to persons with a disability, families with young children, and elderly persons.

### Environment

Renewable energy sources, use of energy-efficient products, and connections to the grid are the best examples on how the sector would help in reducing the impact of the Syria crisis on air quality in Lebanon through reducing the use of diesel generators.

## Cross-sectoral linkages

All vital services in Lebanon depend on the provision of electricity. Therefore, the overstretched condition of the Energy sector is negatively affecting most of the sectors. In addition, the Energy sector has close inter-sector linkages with other sectors in terms of interventions. For instance, the installation of renewable energy (solar water heaters) or energy efficiency products (LED lighting) will directly benefit vulnerable populations and communities by reducing electricity costs while mitigating the burden on national grid, which is perceived by many Lebanese as strained due to the Syria crisis. Specific cross-sector linkages are as follows.

**Education:** To host displaced Syrians, a large number of public schools are now providing second shifts, which strain the operational capacity of the schools. The implementation of energy efficiency and renewable energy measures are a cost-effective way to reduce the electricity bills of schools. The Education sector and the Energy sector, under the guidance of MEHE will implement Renewable Energy projects mainly distribution of Solar PV systems and installation of energy efficient (LED Lighting) projects in public schools. The installation of solar PV in schools can generate monetary savings throughout its lifespan (c.a. 20 years). The financial savings can be re-directed to core education activities such as school enrolment.

**Basic Assistance, Health and Water:** The Energy sector's interventions aim at enhancing public service

delivery by these sectors through the reduction of electricity costs and the provision of cleaner energy. The Energy sector will coordinate with these sectors when planning and implementing projects to ensure the selection of beneficiaries most in need, or prioritized facilities for support. For example, the Basic Assistance sector is providing vulnerable populations with multi-purpose cash assistance to help them address their basic needs, including utility costs. Thus, in order to reduce the economic vulnerability of vulnerable populations in a sustainable manner, it is very important to install renewable energy and energy-efficient applications in households, which will reduce the use of private generators and contribute to the reduction of electricity fees.

As for the Health sector, ensuring uninterrupted power supply is critical for all health institutions, which in most cases, is currently ensured by expensive and polluting diesel generators. The installation of renewable energy and energy efficiency measures will reduce healthcare institutions' electricity bills, thereby easing their financial burden and leading to a positive return on investment.

**Food Security:** The availability, access and affordability of electricity is a crucial factor in the agriculture value chain – from food production to conservation. The promotion of energy-efficient practices in agriculture is emphasized in both the Energy and Food Security and Agriculture sectors. For instance, the installation of energy-efficient water pumping systems will contribute not only to the Energy sector, but also the Food Security and Water sectors. The Energy sector will coordinate with the Food Security and Agriculture sector for agriculture-related activities to ensure the coherent targeting of beneficiaries and the selection of appropriate technologies on the ground.

**Livelihoods:** An unreliable electricity supply and high production costs have significantly hampered local economic development and job creation in Lebanon.<sup>vi</sup> To address these critical challenges, interventions in the Energy sector will improve the investment climate in Lebanon, which will have a positive impact on energy efficiency and employment opportunities. In parallel, the Energy sector will also make an effort to track the impact of interventions on job creation.

Even though the proposed activities in the Energy sector's response plan essentially target the public sector, the technical capacity in this sector, together with the increasing private investment in renewable energy and energy efficiency (including green building) projects stimulated by the green finance mechanisms, could provide cross-cutting opportunities for the Livelihoods sector. When the Livelihoods sector plans to work on the development of value chains related to renewable energy, energy efficiency, and green building, the Energy sector will provide the necessary information and technical advice, so that partners can efficiently capitalize on knowledge and resources in the Ministry of Energy and Water and other relevant institutions, and ensure strategic alignment with national plans and

policies. This coordination will also apply to activities related to vocational training programmes.

**Protection and Social Stability:** Solar street lighting around public spaces (e.g. municipal roads) will enhance security within the communities and contribute to the protection of vulnerable populations and social stability between host communities and displaced Syrians. Installation of solar street lighting or replacement with LED lighting would be considered for this purpose. To improve the quality of electricity supply at the municipality level, the installation of transformers could be an effective intervention. The Ministry of Energy and Water has been undertaking the reinforcement of the distribution network, operated and maintained by Electricité du Liban, by prioritizing the sites based on both local needs and technical assessments.

**Shelter:** The Shelter sector promotes the proper installation of electrical connections within targeted shelters, while the Energy sector is responsible for the provision of universal access to electricity for all vulnerable populations. Since illegal connections to the grid undermine the distribution network, it is very important to ensure proper electricity connections from shelters to the national grid. The Energy sector will provide Shelter partners with technical support as needed. In the case of the area-based approach pilots, the Shelter sector will work closely with the Energy sector on targeting needs and coordinating planned activities.

## Endnotes

- i. UNDP and the Ministry of Energy and Water (MoEW) (2017), *Impact of the Syrian Crisis on Power Sector*.
- ii. UNHCR, UNICEF, WFP (2018), *Vulnerability Assessment of Syrian Refugees (VASyR 2018)*.
- iii. UNHCR, UNICEF, WFP (2016), *VASyR 2016*.
- iv. UNDP and MoE (2014), *Environmental Assessment of the Syrian Conflict*.
- v. MoEW (2010), Policy Paper for the Electricity Sector.
- vi. UNDP (2018), *2017 Solar PV Status Report for Lebanon*.
- vii. MoEW and the Lebanese Center for Energy Conservation (2016), *The National Renewable Energy Action Plan for the Republic of Lebanon 2016-2020*.
- viii. MoEW and Lebanese Center for Energy Conservation (2016), *The Second National Energy Efficiency Action Plan for the Republic of Lebanon 2016-2020*.
- ix. UNDP (2018), *Sustainable Energy for Lebanese Villages and Communities: The Village 24 Initiative*. (Link: <http://www.cedro-undp.org/Publications/National%20Studies/153>)
- x. Lebanon, Ministry of Energy and Water and UNDP (2014), *Assessment of Groundwater Resources of Lebanon*.

## Sector Logframe

**Outcome 1: Increase energy production through implementation of renewable energy sources**

Indicator 1	Description	Means of Verification	Unit	Frequency
Increase in MWh resulting from installed capacity through renewable energy sources		Project reports from partners in Activity info.	MWh	yearly
<b>MWh/year</b>				
Baseline	Result 2018	Target 2019	Target 2020	
		116,300	280,375	

**Outcome 2: Reduce energy demand due to implementation of energy efficient initiatives**

Indicator 1	Description	Means of Verification	Unit	Frequency
Reduction resulting from installed capacity through energy efficient measures in MWh		Project reports from partners in Activity info	MWh	yearly
<b>MWh/year</b>				
Baseline	Result 2018	Target 2019	Target 2020	
		30,000	72,250	

**Outcome 3: Improve access to electricity through Rehabilitation and Reinforcement works on the Transmission and Distribution networks**

Indicator 1	Description	Means of Verification	Unit	Frequency												
Number of people benefiting from rehabilitation and reinforcement works on the transmission and Distribution networks		Partners report in activity info	Individuals	Monthly												
<table border="0" style="width: 100%;"> <tr> <td style="text-align: center;"> Lebanese</td> <td style="text-align: center;"> Displaced Syrians</td> <td style="text-align: center;"> Palestinian Refugees from Syria (PRS)</td> <td style="text-align: center;"> Palestinian Refugees from Lebanon (PRL)</td> </tr> </table>					 Lebanese	 Displaced Syrians	 Palestinian Refugees from Syria (PRS)	 Palestinian Refugees from Lebanon (PRL)								
 Lebanese	 Displaced Syrians	 Palestinian Refugees from Syria (PRS)	 Palestinian Refugees from Lebanon (PRL)													
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	
		263,912	263,912			107,828	107,828									

**Outcome 4: Enhance capacity of MoEW to plan, budget and oversee energy sector initiatives**

Indicator 1	Description	Means of Verification	Unit	Frequency
Number of new energy initiatives resulting from capacity development and support to MoEW	Number of projects identified and implemented by the recruited staff at MoEW	Activity Info and/or direct reporting to LCEC/MoEW	Number of projects	Yearly
<b>Projects</b>				
Baseline	Result 2018	Target 2019	Target 2020	
		66	115	





## FOOD SECURITY & AGRICULTURE SECTOR

### PEOPLE IN NEED



### PEOPLE TARGETED



### REQUIREMENTS(US\$)



### PARTNERS



### GENDER MARKER



### CONTACTS

#### LEAD MINISTRY

Ministry of Agriculture (MoA)

Ms. Majida Mcheik

Mmcheik@agriculture.gov.lb

Ms. Amal Salibi

asalibi@agriculture.gov.lb

#### COORDINATING AGENCIES

##### WFP and FAO

Etienne Careme

etienne.careme@fao.org

Kaori Ura

kaori.ura@wfp.org

### SECTOR OUTCOMES

#### Outcome #1

\$69.7 m

Improve food availability through in kind food assistance and sustainable food production value chain.

**Indicators** Percentage of targeted households with borderline or acceptable food consumption score.

Percentage of farmers with increased production, access to market, reduced produce waste and losses, and those benefitting as a result of Trans-boundary animal and plant disease control and prevention.

Percentage of main staples/cereals available for food after calculating the amounts for industrial use and exports.

#### Outcome #2

\$411.8 m

Improve food access through cash based food assistance and sustainable agricultural livelihoods.

**Indicators** Percentage of targeted households with borderline or acceptable food consumption score.

Percentage of households with increased agriculture livelihood opportunities.

#### Outcome #3

\$18.1 m

Improve food utilization: food safety and nutrition practices improved through the promotion of consumption of diversified and quality food.

**Indicators** Percentage of women with a minimum dietary diversity score.

Percentage of beneficiaries supported in improved food safety and quality, and dietary diversity practices.

#### Outcome #4

\$9 m

Promote food security while enhancing access and application of climate-smart practices, promoting resilience of livelihoods and conservation of natural resources and effectively in coordinating with other actors in FSS as well as other sectors, Environment Task Force Working Group and MoA departments during 2019 period.

**Indicators** Percentage of farmers applying climate - smart practices, measures for conserving natural resources in collaboration with other relevant actors.

Percentage of actors involved in the food security sector reported use/access to food security related data, information and technical support.

### POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	51% Female  49% Male	
Lebanese	500,000	91,644	46,738	44,906
Displaced Syrians	1,371,000	795,177	405,540	389,637
Palestinian Refugees from Syria	28,800	14,000	7,140	6,860
Palestinian Refugees from Lebanon	180,000	117,000	59,670	57,330

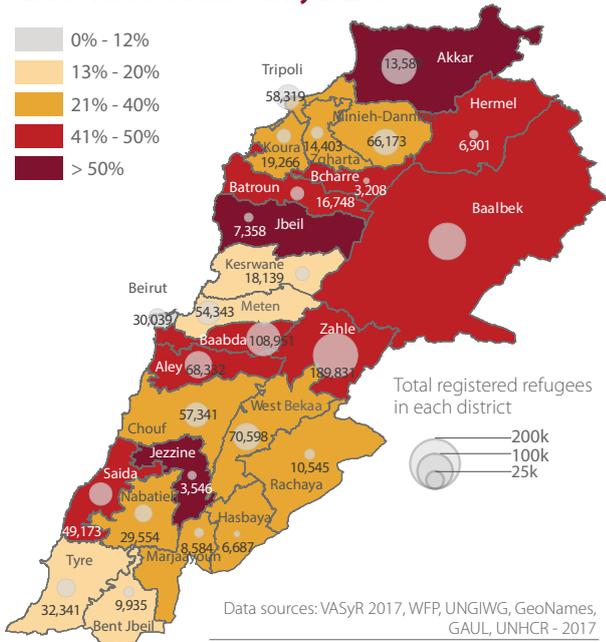
## Situation analysis and context

### Impact of the crisis on food security situation

Over the last eight years, the effects of the protracted Syria crisis have severely affected food security in Lebanon. The Food Security and Agriculture sector supports three population cohorts who have been affected differently since the beginning of crisis. Directly affected displaced Syrians and Palestinian refugees from Syria are considered the most vulnerable, respectively representing 1.5 million displaced Syrians and around 28,800 Palestinian refugees from Syria in need. The population of Palestinian refugees from Lebanon is estimated at 180,000 people in need. The Lebanese community has been affected at the micro and macro levels with about 10 per cent living under extreme poverty and more than 20 per cent under poverty (estimated about 1 million people).<sup>1</sup> Seventy-three per cent of small-scale Lebanese farmers also require agricultural support<sup>2</sup> to increase food production.

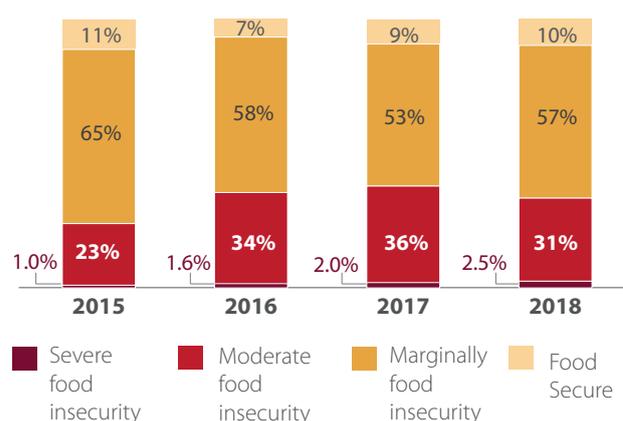
The 2018 Vulnerability Assessment of Syrian Refugees (VASyR) results demonstrated some improvements with an increasing trend in the proportion of food secure households, up to 10 per cent in 2018. The proportion of the marginally food insecure households increased by 4 per cent up to 57 per cent from 2017, while the proportion of moderate and severe food insecure households decreased by 4.5 per cent to reach 33.8 per cent in 2018 compared to 2017. The proportion of those moderately food insecure also improved despite the protracted nature of economic vulnerability due to increased debts, less income opportunities, lack of sufficient food and/ or resources to purchase food.

#### Percentage of households with moderate and severe food insecurity in 2017



prior to the survey) while 68 per cent reported having at least one member working.<sup>5</sup> The absence of working members is correlated with the food insecurity with 43 per cent of severely food insecure households reporting in 2018 having at least one household member compared to 86 per cent of food secure households reporting the same. Food secure households have relatively more reliable sources of income such as working in the agriculture, environment, construction and/or services sectors, whereas food insecure households lack remunerated activities, relying more heavily on debts, credit and food assistance. In terms of poverty analysis, even though 69 per cent of displaced Syrians remain below the poverty line, there was a 7 per cent decrease compared to 2017. In addition, restriction on access to labour, lack of income opportunities, constrained access to food, and their ability to pay rent remain. The proportion of households unable to cover their Survival Minimum Expenditure Basket (SMEB) decreased by 7 per cent in 2018 to reach 51 per cent of households.

### Percentage of household food insecurity by year



Meanwhile, as per 2018 VASyR results 85 per cent of severely food insecure households and 59 per cent of moderately food insecure households fell below the Survival Minimum Expenditure Basket due to limited resources and income opportunities. The percentage of households buying food on credit increased by 2 per cent to reach 79 per cent in 2018 (77 per cent in 2017).

The 2018 VASyR results showed that, on average, 90 per cent of displaced households use some form of coping strategy to meet immediate food needs compared to 96 per cent in 2017 while 67 per cent of the households have acceptable levels of food consumption. Food-related coping strategies such as reducing the number of meals, skipping and reducing food rations can decrease a household's long-term food security status. However, in 2018 households reported a general tendency to adopt less severe coping strategies, decreasing the percentage of households adopting crisis coping strategies from 55 per cent in 2017 to 51 per cent in 2018. This could be associated with regular food assistance and access to the multi-purpose cash assistance in 2018. The protracted nature of the crisis affects the capacity of displaced households from attaining a medium to long-term sustainable source of income with 12 per cent of households'

still using emergency coping strategies such as children working in economic activities and begging and engaging in high-risk jobs/activities that may severely affect their wellbeing in the long term.

A baseline study conducted in 2015<sup>6</sup> among Lebanese households showed that 10 per cent of the population was vulnerable to food insecurity. These tended to be households headed by widowed, divorced or separated individuals.<sup>1</sup> In order to cope with emerging shortfalls, 56 per cent of the Lebanese households reported employing food related coping strategies, of which 5 per cent were heavily reliant on severe food coping strategies. Over 50 per cent of households incurred debts mainly to purchase food and acquire agricultural inputs. In general, 49 per cent of Lebanese households interviewed reported worrying about not having enough food and some 38 per cent reported eating fewer kinds of food groups, while others reported being unable to access healthy and nutritious food.<sup>7</sup> To better inform decision making in 2019, food security among Lebanese should be further assessed and updated.

In 2018, the National Poverty Targeting Programme (NPTP) targeted 41,372 households (229,760 individuals) through different modalities including subsidised access to health and education services, with plans currently in place to increase the target to 45,000 households by 2020. In 2018, another 10,000 households (57,553 individuals) also received monthly food assistance. However, needs remain, including: increased funding, establishment of a Grievance Redress Mechanism (GRM), poverty mapping, updating the poverty survey, targeting of additional host community members, raising awareness of programmatic concepts, and developing the monitoring and evaluation process. The role of the sector and more-so, that of WFP, will involve facilitation and strengthening of the National Poverty Targeting Programme's systems and Social development centres (SDCs) to sustain the management of the Programme in future.

With regard to employment in the agriculture sector, Lebanon has historically been characterized by economic migration of foreign workers, particularly Syrians as seasonal labourers. The size of the labour force has continued to increase, including the use of child labour, due to food insecurity among other root causes including poverty, lack of income generating activities, limited access to adequate education and harmful social norms. According to the 2016 FAO Agriculture Labour study,<sup>8</sup> 26 per cent of farmers reported employing children under age of 18, while 16 per cent reported employing children under 15 years of age. During the past years, child labour in agriculture has been masked under family work support, where children may be exposed to serious risks to their health and safety. However, the current rate of child labour is 4.6 per cent compared to 4.8 per cent in 2017.<sup>9</sup>

**The Palestinian refugees from Syria (PRS):** The UNRWA-AUB socio-economic survey conducted in June 2015, showed

(6) Lebanon, Ministry of Agriculture, FAO, REACH (June 2015), *Food Security and Livelihoods Assessment of Lebanese communities: Assessment Report*.

(7) Lebanon, Ministry of Agriculture, FAO, REACH (June 2015), *Food Security and Livelihoods Assessment of Lebanese communities: Assessment Report* (2015), Lebanese Baseline Survey 2015.

(8) Lebanon, FAO and CREAL, 2017 (*Agriculture Labor in Lebanon*)

(9) Using the previous definition - child working at least one day in the previous 30 days- to determine rate of child labour.

(5) For more details on employment, see the Chapter on Livelihoods and Income.

that Palestinian refugees from Syria are increasingly relying on negative food-related coping strategies. The study, still considered valid by UNRWA, revealed that 94.5 per cent of Palestinian refugees from Syria were generally food insecure of which 63.2 per cent were severely food insecure.<sup>10</sup> Food insecure households tended to reduce consumption of foods such as meat, chicken, vegetables, fruit, milk and dairy.<sup>11</sup> Though UNRWA, through its cash based food assistance programme, sought to address these critical gaps by supporting some 32,000 Palestinians monthly, as of July 2018, it was forced to cease due to reduced funding commitments from donors, and likely lead to increases in food insecurity.

### Impact of the crisis on agricultural livelihoods

Low productivity and profitability still represent major challenges to Lebanese agriculture sector.<sup>11</sup> Prior to the crisis and subsequent influx of displaced Syrians, Lebanon was already suffering from high unemployment and poverty rates, and weak economic growth. The highest poverty rates are found in the agriculture sector with 40 per cent of those employed in the sector, considered poor.<sup>12</sup> With about 42 per cent of farmers above the age of 55 and 75 per cent not yet registered under the National Social Security Fund (NSSF), farmers are unlikely to cope with food insecurity during this crisis. The agriculture sector itself, which accounts for three per cent of GDP,<sup>12</sup> has equally been affected by the crisis due to disrupted production systems and subsequent impact on agricultural exports.<sup>13</sup> According to the Ministry of Agriculture's (MoA) 2010 census, about 170,000 agricultural holdings exist in Lebanon, of which 70 per cent were small farmers in need of assistance/support to sustain production. The current Ministry of Agriculture's budget is reportedly less than 1 per cent of the government's total budget and is inadequate to support the needs of national institutions, agricultural infrastructure and labour market, requiring additional resources to address these needs.<sup>14</sup>

Agricultural livelihoods support aims to improve food production and create labour and livelihood opportunities. During 2017/2018, the sector, through the Food for Assets (FFA) and Food for Training (FFT) modalities, targeted 12,000 households (60,000 beneficiaries) involved in the rehabilitation of agricultural infrastructure such as small-scale irrigation canals, roads linking farms and existing markets, as well as water conservation and water use efficiency. Under the Food for Assets and Food for Training programmes, the sector targeted Lebanese and displaced Syrian refugees equally to the extent possible, taking gender into consideration. To date, national institutions provided trainings on Integrated Pest Management and good agricultural practices, energy and water conservation technologies, and postharvest management practices to reduce waste and losses.

### Direct food assistance and agricultural livelihoods

(10) Based on the new UNRWA-AUB study, the number of PRS has dropped in 2016 to 31,502 representing 10 per cent of the Palestinian refugee communities in Lebanon.

(11) Lebanon Country programming Framework (2016-2019). FAO.

(12) Lebanon National Accounts 2017. Comments and Tables. Central Administration for Statistics.

support has complemented food availability and accessibility.<sup>13</sup> Since the beginning of 2018, the sector assisted up to 821,154 individuals on a monthly basis through food assistance and agricultural livelihoods support. The sector continued to strengthen local institutions and small-scale Lebanese farmers promoting sustainable food production, agro-industry (poultry and dairy production) and micro-gardening, including school-gardens, to improve nutritional intake within communities. Support is still required to rehabilitate agricultural infrastructure such as land reclamation, terracing, irrigation canals and water reservoirs, together with support to women in dairy, food processing and non-wood forest product cooperatives.

### Impact of the crisis on agricultural trade and natural resources

The Syria crisis has affected the agricultural economy and food production,<sup>14</sup> with farmers who traditionally relied on subsidized agricultural inputs now facing higher costs, low livestock values (terms of trade), and increased livestock feed costs, coupled with increased pest and diseases outbreaks risks.<sup>14</sup> Physical access constraints and risks remain in areas contaminated by mines or unexploded ordinances, such as in Aarsal, posing ongoing challenge in re-starting agricultural livelihood activities. The disruptions in the trade routes linking the region to the Gulf Cooperation Council countries and Iraq also affected agricultural exports, affecting the quantity of fresh produce, processing costs, storage and transportation.<sup>15</sup> The closure of the last border crossing between Syria and Jordan in April 2015 also forced Lebanese exporters to rely on the more expensive sea-shipments to Gulf and Iraqi markets, which the Government of Lebanon has since subsidized. Compensation by the government was also provided to apple and cherry farmers to offset some of the impact. The recent re-opening of the Nassib border crossing between Syria and Jordan on 15 October 2018, may also alleviate some of the burdens faced on agricultural exports.



Photo credit: UNDP, Rana Sweidan, 26/7/2018

(13) In accordance with Lebanese law and restrictions on sectors and ownership of assets if any.

(14) During April 2016, MoA declared the outbreak of H5N1 in villages in the Bekaa affecting backyard and commercial poultry farms.

In 2014, the Ministry of Environment (MoE) assessed the environmental impact of the Syria crisis which showed an increase in water and soil contamination directly affecting the quality of agricultural produce. In 2019, efforts will revolve around raising awareness on proper food production, preservation and composting techniques,<sup>viii</sup> consider sustainable agriculture and climate smart practices including waste, soil and water management as to avoid soil and surface water contamination. These efforts will also aim to cost the impact of the crisis and help inform strategic decision making. The sector will identify likely environmental concerns during planning period to identify mitigation measures in respective communities in line with Lebanese laws and regulations.

The LCRP 2019 will be implemented in line with the Ministry of Agriculture's Strategy 2015-2019. The Strategy has identified different courses of action in line with 10 main strategic themes of: 1) promoting food safety and quality food products; 2) agricultural productivity and production; 3) animal health and production; 4) irrigation and rural infrastructure; 5) post-production/harvest and marketing measures; 6) fishing practices and fisheries; 7) forests, rangelands and medicinal plants; 8) cooperatives and mutual funds; 9) extension services, education and research, and; 10) development of the Ministry's human and institutional capacities. It is planned that FAO will provide technical assistance to the MoA to update its strategy in 2019.

## Overall sector strategy

The overall aim of the Food Security and Agriculture sector is to reduce food insecurity by 2020 and to improve the resilience of the agriculture sector. This global approach of the Food Security and Agriculture sector is characterised by its coherent structure where food assistance is combined progressively with food production and/or rural livelihood opportunities as a model of the humanitarian and development nexus.

The Agriculture sector needs investment support to enable small and medium farmers to boost their productivity and profitability and ultimately foster temporary job creation in compliance with Lebanese laws and regulations. Investment initiatives for Lebanese farmers to increase their production capacities and agricultural labour opportunities are also being explored. These efforts are in line with the sector's assumptions that increasing financial resources for agriculture will improve food production and increase labour opportunities for displaced Syrians and vulnerable Lebanese.

### **The Food Security and Agriculture sector strategy links humanitarian and development interventions and contributes to all four Strategic Objectives of the LCRP 2017-2020**

- Safe protective environments for vulnerable populations to live in will be ensured (LCRP Strategic Objective 1) with food security need assessments (e.g. VASyR), the coordination of agriculture activities

and support to national institutions (Sector outcome 4).

- The most immediate needs of vulnerable populations (LCRP Strategic Objective 2) will be met by promoting food availability through in-kind food assistance and sustainable food production systems (value chain) (Sector outcome 1), enhancing food accessibility through cash-based food assistance and promotion of agricultural livelihoods (Sector outcome 2).
- The capacity of service provision through national systems (LCRP Strategic objective 3) will be enhanced under the promotion of food accessibility through food assistance (Sector Outcome 2), promotion of food utilization, improving food safety and nutrition practices (Sector outcome 3). In addition, support to national institutions through the promotion of social protection (Sector outcome 4) to strengthen existing national systems (e.g. National Poverty Targeting Programme).
- Lebanon's economic, social and environmental stability involves mitigating the environmental impact of the Syria crisis to further avoid degradation of the natural ecosystem and ensure its long-term sustainability (LCRP Strategic objective 4). This is supported through sustainable food production and development of relevant value chains (Sector outcome 1) and through climate smart and sustainable agricultural livelihoods investments (Sector outcome 2).

### Food Security Theory of Change

The Food Security and Agriculture sector faces two primary challenges in addressing the impacts of the Syria crisis. The first is to ensure that all vulnerable communities and households have access to sufficient and nutritious food. The second challenge is to ensure that agriculture production systems are managed in a sustainable and environmentally sound way to meet both present and future needs for food, fuel and fibre. These challenges lead to the following theory of change:

When food availability and accessibility are improved through in-kind and cash-based assistance, and support to sustainable agriculture livelihoods is ensured, food security and production increase among vulnerable households and communities.

When food use is improved through the production and consumption of more diversified and nutritious foods, especially from individual households and community gardens that apply sustainable and climate-smart practices, then the resilience and nutritional well-being of vulnerable communities is strengthened, and vulnerability related to food insecurity is reduced.

When the capacity of municipalities, communities and targeted households is reinforced with knowledge and information on issues such as sustainable agricultural practices, natural resource management (e.g. soil, water, land, biodiversity), and food market prices, then

agricultural productivity increases, and the condition of renewable natural resources improves.

**The sector strategy therefore follows a dual-track approach to respond to the current context through:**

- Continued provision of life-saving food assistance for the most vulnerable households;
- Enhanced efforts to develop durable solutions through human capital and agriculture livelihood support targeting displaced Syrians, host community members and others, with a special focus on women, children and youth.

In light of the current food security situation, the sector's first priority will remain its humanitarian role to ensure availability and access to food for the most vulnerable through the provision of cash-based or in-kind food assistance. The provision of humanitarian assistance to the most vulnerable displaced Syrians, Lebanese and other vulnerable groups, will remain the pre-requisite "sine qua non" as well as the enabler of stability in the country. By providing assistance to those families and removing the uncertainty of where the next meal will come from, sector activities instil a sense of hope and allow families to focus on their day-to-day life.

As mentioned below, a second priority will focus on transitional activities that ensure agricultural production systems – from the management of the agro-ecosystem to the reinforcement of the agricultural value-chain – are supported and strengthened to ensure environmentally sustainable and productive use of Lebanon's natural resources.

**Recalibration of the assistance:** UNHCR and WFP surveyed refugees to further understand their poverty levels in Lebanon and review the profiles and information provided by refugees at UNHCR Reception Centres. The process used, but was not limited to, a combination of different factors such as family size, age, gender and the ability to earn an income, with information gathered used to rank and prioritize families from the most to the least economically vulnerable. In October 2018, UNHCR and WFP further conducted recalibration based on economic vulnerability factors to target cash and food assistance. Current assistance will therefore involve \$173.5 per family for basic needs and \$27 per person for food assistance to the most economically vulnerable families. The rest of the economically vulnerable families will receive only \$27 per person to cover food needs through the E-cards that can be used to purchase food at WFP contracted shops throughout communities.

**Using the Common Card:** The Lebanon One Unified Inter-Organizational System for E-card (referred to as LOUISE) was launched in October 2016 by WFP, UNHCR, UNICEF and the Lebanon Cash Consortium (LCC), and used in the monthly provision of cash-based assistance to individuals, whereas the food e-card was introduced in September 2013. The sector will prioritize cash-based assistance to target the most vulnerable displaced

Syrians, Palestinians and Lebanese households using both restricted and non-restricted cash transfers redeemable at the WFP contracted shops. The sector will coordinate closely with other sectors to ensure comprehensive assistance in reaching those most in need to maximize food security outcomes. E-cards are used in any of the 500 WFP-contracted shops and at any ATM across the country depending on the type of assistance provided. Other humanitarian agencies could include "top-ups" on the same card to provide cash assistance for other sectoral responses to targeted households, while maximizing efficiencies in assistance delivery. The sector recognizes that food assistance is a pre-requisite and enabler to increase resilience in sustainable food production, and subsequently improve livelihoods and employment opportunities.

**Integrating Gender-Based Violence (GBV) Interventions in Humanitarian Action**

Using the IASC guidelines, with the support of Global Protection Cluster, the sector has been rolling out a series of national and field level workshops on the 2015 IASC guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action. As a result, a harmonized action plan was prepared and includes the following key actions for mainstreaming under the framework of the Food Security and Agriculture sector:

- Strengthening the capacities of Food Security partners on food security GBV related risks, focusing on cash-based assistance and by ensuring that gender-based violence risks and mitigation strategies are mainstreamed across the entire programme cycle;
- Strengthening the capacities of partners on core-concepts of gender-based violence, ethical and safe referral mechanisms for both cash-based assistance and agricultural livelihoods;
- Improving the safety, location security and access to food at distribution points for women, girls and other high-risk groups;
- Enhancing the use of age, sex and gender disaggregated data.
- concepts of gender-based violence, ethical and safe referral mechanisms for both cash-based assistance and agricultural livelihoods;
- Improving the safety, location security and access to food at distribution points for women, girls and other high-risk groups;
- Enhancing the use of age, sex and gender disaggregated data.

The four-year framework is also setting the stage for the Food Security and Agriculture sector to expand its role in contributing towards food stability in the country, by taking into consideration all food security aspects

according to the standard four pillars of availability, access, utilization and stabilization. The Food Security and Agriculture sector will focus on the following activities to strengthen stabilization and humanitarian actions in Lebanon:

- Income generating activities to enhance food access;
- Support the agricultural labour market;
- Support sustainable food production and marketing;
- Support to agriculture value chains;
- Promote agriculture investment;
- Enhance Lebanese social safety net systems and social protection;
- Support national institutions and capacity of other actors in the field of food security; and
- Mainstream gender equity in all the above.

The enhanced focus on agricultural livelihoods will provide an opportunity for creating a win-win situation for displaced Syrians and host communities with investments in the agriculture sector providing a means to enhance the productivity and competitiveness of relevant agriculture-based value chains. This will improve livelihoods for farming communities while, at the same time, creating temporary employment opportunities for women and men.

### Transition lens:

Working on a multiyear timeframe will allow the sector to incorporate elements of the Graduation out of Poverty Approach (GPA) to transition some of the most vulnerable Lebanese households living in extreme-poverty towards achieving self-reliance. The approach, which combines support both in terms of consumption and livelihoods (training, coaching and savings encouragement as well as other social services), has already demonstrated a proven track record in a variety of contexts and was adopted by Ministry of Social Affairs's National Poverty Targeting Programme with support from the World Bank. By working towards longer term interventions integrating different elements of the Food Security, Basic Assistance, and Livelihoods sector strategies, sector partners can make a significant and long-lasting impact on the poorest Lebanese.

*\*UNHCR, The Graduation Approach, available on <http://data.unhcr.org/syrianrefugees/download.php?id=11703>*

Small and medium entrepreneurs within the food and agriculture value chains will help stimulate the local economy by providing livelihood opportunities for the most vulnerable. The sector will therefore continue to promote seasonal and casual agricultural job opportunities in support of Lebanese private agriculture investment and enhance sector productivity and competitiveness towards sustainable growth. As in previous years, these activities will be carried out in accordance with Lebanese law, and in consideration of

demands by local agricultural businesses with a special focus on women and youth.

The sector aligns its strategy to the strategy developed by the Ministry of Agriculture for 2015-2019, with a particular focus on: building capacities of farmers, promoting agricultural livelihoods, and strengthening the capacities of national and local agricultural institutions such as the Lebanese Agricultural Research Institute-LARI, the Green Plan, technical agricultural schools, and the agricultural cooperatives etc.<sup>ix</sup> The key approach will be to increase productivity, promote food safety and food quality as well as to enhance competitiveness of the Lebanese agricultural products from either plant or animal origin. The sector strategy will seek to improve value chains and increase their added value by promoting quality, adopting innovative approaches, enhancing food processing and marketing, as well as by encouraging and promoting market linkages through public-private partnerships for improved agricultural livelihoods through profitability and ability to generate sustainable growth and employment.

Close collaboration between the Ministry of Agriculture and other line ministries such as the Ministry of Social Affairs, the Ministry of Energy and Water and the Ministry of Environment, etc. as well as with national and international partners is critical, and will continue towards achieving the overall objective of food security the sector. The sector will more deeply engage with local actors in planning and service delivery, including the private sector, to build on the results obtained by WFP-contracted shops and school feeding programmes. The sector will continue to organize monthly meetings with the national and international partners to plan and review progress made and share experiences.

In order to plan, implement and coordinate seasonal, regular and contingency interventions in an efficient manner, the involvement of the regional offices of the Ministry of Agriculture (including LARI stations and the Green Plan offices), the Ministry of Social Affairs (including the offices of the National Poverty Targeting Programme and the social development centres) and the municipalities is crucial. The 2019 Contingency plan was devolved at the regional level instead of sector level, where the concerned stakeholders, participated in planning. The planning scenarios consisted of armed clashes in Palestinian camps, renewed conflict with Israel and new refugee movements. Extension systems will be reinforced to deliver climate-smart agriculture information to small-scale producers on sustainable management of natural resources and agroecosystems.



Photo credit: WFP, Fidaa AlFaraj, 2/9/2017

### Enhancing social protection within the framework of the Food Security and Agriculture sector

A key priority of the sector remains the support to national and local food security systems, including integrated social protection schemes, safety nets, capacity building and promotion of stabilization. Starting from 2014, WFP has so far supported the National Poverty Targeting Programme in establishing the first national safety net providing food assistance for vulnerable Lebanese through a cash-based transfer system. Moving forward, WFP will continue to work with the National Poverty Targeting Programme to strengthen the provision of safety nets to better address the multiple needs of the most vulnerable Lebanese.

The Food Security and Agriculture sector will also advocate for an enhanced system aiming at supporting sustainable rural poverty reduction. Partners will receive policy advice, capacity development and advocate for improving the system to foster sustainable and equitable rural development, poverty reduction and food and nutrition security. The sector will contribute towards expanding social protection coverage to rural farmers and fishermen in Lebanon, and will ensure a better coherence in providing:

- Support to national dialogue on social protection: supporting multi-sector and integrated social policy for rural areas in collaboration with UN agencies involved in poverty reduction and livelihood improvement;
- Support to the development and implementation of coordination mechanisms between the Ministries of Agriculture, labour and Social Affairs and with UN agencies. The aim is to strengthen linkages between existing social protection programmes and the agriculture sector (e.g. using and matching the farmers' register and the NPTP list) for the identification of the most vulnerable farmers to be targeted by the NPTP to cover their food and basic needs;
- Institutionalization of the Farmers Register and supporting the Ministry of Agriculture in developing a legal and institutional framework required for the establishment of a register for farmers and fishermen;
- Costing the expansion of National Social Security Fund coverage to agriculture farmers, livestock keepers and fishers;
- Support to undertake a feasibility study for different types of insurance for the agriculture sector (crops and livestock insurance) with an institutional and legal review of the disaster contingent fund for rapid response to local emergencies;
- Cooperation between the Ministry of Agriculture and Ministry of Social Affairs and the production of Farmers' Register will strengthen the identification of the most vulnerable farmers for targeting by the National Poverty Targeting Programme for their basic and food needs.

### Food insecurity risks

Support for food assistance and sustainable food production remains crucial for the sector as to ensure food security. However, the current funding gap and high number of people in need of assistance remains a challenge for the sector. Almost 60 per cent of the annual appeal was received in 2018, noting that most Syrians continue to rely mainly on food assistance due to a lack of sources of income and restricted employment opportunities needed to access food. Only 10 per cent of displaced Syrians are food secure and almost 90 per cent depend on some form of coping strategy to meet their food needs. As such, food assistance is still critical to reduce high risks of food insecurity and use of negative coping strategies. Vulnerable Lebanese communities living below the poverty line require food assistance and support to sustain food production as well as create more seasonal labour opportunities. To achieve this goal, the sector will advocate for increased and timely funding to support food assistance and sustainable food production, and will continue, despite the large number of people in need, to prioritise needs as necessary. Key stakeholders including the Ministry of Social Affairs, Ministry of Agriculture, WFP, and FAO, with the support of RC/HC, will advocate for short term and multi-year funding at all levels.

### Child labour risks

In Lebanon, FAO has demonstrated over the past years to be a key player in the fight against child labour in agriculture and has been working closely with ILO and UNICEF to develop training and educational materials on hazardous child labour in agriculture. Building on this, together with ILO, UNICEF, the Ministry of Agriculture, the Ministry of Labour and the Ministry of Social Affairs, FAO will ensure strengthening the knowledge base for innovative solutions not only among actors but directly to rural children youth (development of an application game targeting children to raise awareness of child labour). In addition, a 15 minutes video documentary on child labour in Bekaa is currently being prepared and shall be launched during 2019.

These efforts are re-shaping the child protection component of the Lebanon Crisis Response Plan 2018-2020. This experience on child labour prevention and reduction is considered as a do-no-harm approach in resilience programming.

It is worth mentioning that the current rate of child labour is 4.6 per cent, out of which 82 per cent are employed in construction, manufacturing, agriculture and occasional work.<sup>15</sup> Children are vulnerable to child labour due to limited livelihood opportunities and food insecurity in their families. The sector will raise awareness and promote acceptable forms of work that are appropriate for children as defined by Lebanese laws; it will coordinate with Protection, Education and the Livelihood sectors in addressing child labour. In order to avoid the risks of involving children in any form of work before the right

(15) UNHCR, WFP, UNICEF, VASyR 2018.

age, the sector will also strengthen coordination efforts in identifying and improving agricultural value chains to involve many families, vocational skills in relevant fields and inter-sectoral linkages through regular consultative meetings to maximize impact.

### Environmental risks

Negative impacts of the Syria crisis include the degradation of natural resources such as land due to settlements, need for alternative sources of fuel, and water-contamination etc. The sector will engage and continue to be part of the Environment Task Force led by the Ministry of Environment. In addition, the sector will raise awareness of key environmental concerns and good agricultural practices through training events and consultative meetings (see details in environment section), together with building agricultural resilience through the promotion of climate-smart agriculture and investments in sustainable production systems. These efforts will improve agricultural opportunities for small-scale Lebanese farmers, stabilize their livelihood opportunities and enhance long-term competitiveness, while creating jobs and livelihood opportunities for both men and women.

### Sector outcomes, outputs and indicators

Support national and local food security systems, including social safety nets, capacity building and social protection to promote stabilization and while at the same time raising awareness on natural resource management practices. The sector's overarching aim continues to be: reduced food insecurity for all in Lebanon, and improved resilience of the agriculture sector.

### Outcome 1 - Improve FOOD AVAILABILITY, in-kind food assistance and sustainable food value chain.<sup>16</sup>

This outcome contributes to the overall LCRP Strategic Objective 2: Provide immediate assistance to vulnerable populations and Strategic Objective 4: Reinforce Lebanon's economic, social and environmental stability. This will be achieved through the following outputs:

#### Output 1.1 - In-kind food assistance to the most vulnerable provided

**Output 1.2** – Support (training and/or inputs) to **promote sustainable agriculture and livestock production and water-use conservation measures provided** to Lebanese small-scale farmers as part and parcel of the graduation programme.

**Output 1.3 - Technical support to small scale/family farmers to increase market linkages provided**, including promotion of food transformation and preservation, the creation and reinforcement of linkages between small-scale producers and local markets, the distribution of unsold/un-marketed quality food from producer/retailer to local markets and market-based diversification/contract farming.

**Output 1.4 - Technical support and advice to households to reduce food wastage and losses along the food chain from producer to consumers provided**, including improving post-harvest management and working on valorisation of organic waste and least valued products (e.g. composting, awareness).

(16) 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>.

### Sector needs and targets 2019

Population Cohort	Total Population in Need	Targeted Population	No. of Females	No. of Males	No. of Children (0-17)	No. of Adolescents (10-17)	No. of Youth (18-24)
Lebanese	500,000	91,644					
Displaced Syrians	1,371,000	795,177					
Palestinian Refugees from Syria	28,800	14,000					
Palestinian Refugees from Lebanon	180,000	117,000					
<b>GRAND TOTAL</b>	<b>2,079,800</b>	<b>1,017,821</b>					

Type of Institutions	Total	Targeted
Schools	330	20
Social Development Centres	115	80
Ministry of Agriculture offices	7	7
Ministry of Agriculture centers	30	30
Ministry of Agriculture technical vocational schools	7	7

**Output 1.5 - Prevention and control measures (DDR) for transboundary animal and plant diseases enhanced**, including support to the monitoring and early warning systems for plants and animal disease awareness, capacity building and interventions to control the spread of transboundary diseases during emergencies.

Outcome 1 is directly linked to MoA strategy Course of Actions 2: Increase productivity and competitiveness of the Lebanese agricultural products; 3: Improve the good governance and sustainable use of natural resources, and; 8: Responding to climate change impacts.<sup>x</sup>

**Outcome 2 - Improve FOOD ACCESS through cash-based food assistance and agricultural livelihoods.**

This outcome contributes to the overall LCRP Strategic Objective 2: Provide immediate assistance to vulnerable populations, Strategic Objective 3: Support service provision through national systems and Strategic Objective 4: Reinforce Lebanon's economic, social and environmental stability. This will be achieved through the following outputs:

**Output 2.1 – Direct access to food for vulnerable populations including displaced Syrians, Palestine Refugees from Syria and vulnerable Lebanese through cash-based food assistance improved.**<sup>17</sup>

**Output 2.2 - Agricultural associations and cooperatives supported to improve agriculture sector livelihoods**, including farmers' associations, agricultural cooperatives, markets and government institutions.

**Output 2.3 – Small-scale farmer private agriculture investment supported** through financial and technical support (e.g. land reclamation, irrigation/water management), and promotion of innovative credit schemes for Lebanese, and/or agricultural inputs such as seeds, livestock and equipment when more appropriate provided.

**Output 2.4 – Agriculture labour market strengthened by enhanced employability including improved agricultural technical education and vocational skills training targeting youth aged 15-25years.**

**Output 2.5 – Agricultural productive infrastructure and communal assets rehabilitated/built (agricultural roads, irrigation networks, forests, wind breaks, hill lakes, water reservoirs, other land management techniques such as terracing and land rehabilitation etc.) and access to labour market for seasonal and casual labour in agriculture enhanced** including opportunities for most vulnerable individuals in accessing temporary seasonal and casual labour

opportunities in agriculture and related sectors.<sup>18</sup>

Outcome 2 is directly linked to MoA Strategy Course of Actions 2: Increase productivity and competitiveness of the Lebanese agricultural products; Course of Actions 3: Improve the good governance and sustainable use of natural resources; 4: Strengthening agricultural extension and education; 6: Development of the cooperative sector and mutual funds, and; 7: Development of the Ministry of Agriculture's capacities.

**Outcome 3 - Improve FOOD UTILIZATION through food safety and nutrition practices including the promotion of consumption of diversified and quality food.**

This outcome contributes to the overall LCRP Strategic Objective 3: Support service provision through national systems. This will be achieved through the following outputs:

**Output 3.1 - Optimal nutrition practices amongst the targeted populations improved** for households vulnerable to food insecurity specifically targeting female-headed households and households with pregnant and lactating women and children under five<sup>19</sup>, through the promotion of small-scale production of diversified nutritious food for vulnerable households. Interventions include trainings, awareness and behaviour change activities, school, backyard and roof micro-gardens and promotion of food preservation/transformation technologies at the household level.

**Output 3.2 – Training on good practices in food safety and quality provided/promoted** by assisting the Government in improving the food inspection and safety measures, promoting Integrated Pest Management and Good Agriculture Practices and Standards, conducting value chains in consultation with the MoA in regard to food safety and promoting policies supporting the local production of high value nutritious foods.

Outcome 3 is directly linked to MoA Strategy Course of Actions 1: Improve food safety and quality of locally produced and imported products, and; 5: Strengthening agricultural research and laboratories.

**Outcome 4 - Promote sustainable food security through enhanced access and application of climate - smart practices, promotion of resilient livelihood and conservation of natural resources and in coordinating effectively with other actors and sectors, the Environment Task Force, the MoA departments, etc...**

The outcome contributes to the overall LCRP Strategic objective 1: Ensure protection of vulnerable populations, and Strategic objective 3: Support service provision through national systems. In addition, it is directly linked

(18) As in previous years, such projects will be implemented in compliance with Lebanese laws and regulations. They will therefore primarily be implemented using an indirect modality, channeling investments through local third parties, such as private sector contractors and municipalities that will be responsible for project delivery and workforce management. In addition, the sector will increase engagement of its partners with the Ministry of Labor to establish a mechanism to provide guidance and follow-up on these projects as per the legal framework.

(19) The targeting of the most vulnerable groups under this output is a recommendation from the sector to partners implementing these activities. The Micro-Garden Working Group of the sector will be coordinating these activities with the partners and reports back to the Food Security and Agriculture sector.

(17) Sector members are encouraged to provide direct food assistance through the "Common Card" platform, which is cost effective and allows for better coordination of assistance.

to MoA strategic course of actions 3: Improve the good governance and sustainable use of natural resources; 5: Strengthening the agricultural research and laboratories; 6: Development of the cooperatives and mutual funds; 7: Development of the Ministry of Agriculture's capacities, and; 8: Responding to climate change impacts.<sup>xiii</sup> The outputs to achieve this outcome will include the following:

**Output 4.1 - Food Security and Agriculture Sector actors and partners are supported in reporting data in the Activity Info System/3Ws on monthly basis, in accessing relevant information and sharing assessment results.** Information to monitor and report on the situation of food security in Lebanon disseminated for preparedness and long-term stabilization, including assessments with focus on vulnerable farmers, women, environmental and sustainability challenges and agricultural livelihoods. The satisfaction of partners established about the FSS coordination mechanism.

**Output 4.2 - National institutions and actors, community groups, agricultural cooperatives, extension services staff trained in relevant areas** (management of soil resources, pest management and efficient use of water resources, access to agro-climatic information and guidance on improved cropping practices...) including development national capacity in the areas of safety nets, integration of social protection systems for farmers, contribution to the development of disaster and crisis management, vulnerability analysis, etc.... Support national policies and strategies related to food security, coordination and technical support to all agriculture and food security actors and promotion of the involvement of the private sector.

#### **Identification of sector needs and targets at the individual and geographical levels**

The proposed sector target population is flexible in order to accommodate unexpected needs that may arise, and any supplementary needs identified by sector partners in the field.<sup>20</sup> For displaced Syrians, sector-planning figures are reported below, however the way in which food insecure households will be identified for assistance will be based on the recalibration formula described above. Ranking variables are mostly demographic with a strong statistical correlation with the latest VASyR results on food security, and relate to households' characteristics, including but not limited to: arrival date, household size, gender, education level, and presence of members with disabilities, and age as well as working family members. The ranking methodology is regularly updated. New inclusions will be based on the ranking in combination with a referral mechanism to minimize formula errors through the analysis of food security outcome indicators at the household level. However, for planning purposes, out of nearly 2,079,800 people in need, the sector will target about 1,017,821 people prioritized as the most in need with both humanitarian and stabilization support to improve food availability and accessibility Out of

(20) The sector will liaise with its partners to contribute and update the current regional contingency plans as a response preparedness to unforeseen shocks and funding shortfalls.

these, cash-based and in-kind assistance will target about 996,143 individuals monthly and 21,678 vulnerable Lebanese small scale farmers.

**Displaced Syrians:** For planning purposes, the sector will target 795,177 displaced Syrians classified as per the VASyR 2018 as severely and moderately food insecure and economically vulnerable to be assisted through improved availability (in-kind food) and access (cash-based transfers for food).<sup>21</sup> Of the 795,177 most vulnerable Syrians,<sup>22</sup> 40,000 will be targeted through food availability programmes (in-kind)<sup>23</sup> including school feeding for 7,500 children, whereas 755,000 will be targeted through food access programmes (cash-based transfers for food).<sup>24</sup> The Food Security and Agriculture sector will continue to advocate for cash-based interventions, however based on partners' recommendation and interventions to promote food availability to regions and individuals with limited access to food, in-kind food assistance will continue to these households. The sector will also aim at providing food assistance to unregistered Syrians with proven vulnerability. At governorate level, Akkar, Baalbek-Hermel and Bekaa have the highest proportion of food-insecure households. At the district level, the highest proportions of moderate and severe food insecure displaced Syrian households are found in Baalbek, El Batroun, El Meten, Marjaayoun, Tripoli, and Zghrata.

**Palestinian refugees from Syria:** A major challenge is the gap created with the July 2018 cessation of UNRWA's support to 32,000 Palestinian refugees from Syria who were receiving cash-based transfers to cover food needs. The current number of people in need is 28,800, however the LCRP 2019 will target about 14,000 people prioritized most in need.

**Palestinian refugees from Lebanon:** The sector strategy during 2018 did not target Palestinian refugees from Lebanon even though proven vulnerable. However due to UNRWA funding limitations, the sector will target Palestinian refugee from Lebanon under the LCRP framework. It is estimated that 180,000 Palestinians from Lebanon reside in the 12 official camps and in 156 gatherings across Lebanon.<sup>25</sup> However, the sector will target 117,000 PRL based on the number of people below the poverty line.

(21) This figure includes a portion of the most vulnerable, mildly food insecure below the Survival Minimum Expenditure Basket as resulting from the VASyR 2018. There has been a trend of slight improvement in the food security situation since the beginning of the crisis. The risk is that, without assistance, these mildly/marginally food insecure households would slip deeper into food insecurity.

(22) The identification of the households eligible for direct assistance will be done by applying the ranking of vulnerability that captures households who are vulnerable according to the VASyR 2018 food insecurity categories.

(23) Although the sector will target 40,000 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, and so forth). However, this is not reflected in the target for regular in-kind assistance.

(24) Based on the required food basket, WFP and partners provide \$27 per person per month.

(25) Lebanese Palestinian Dialogue Committee, Central Administration of statistics, Palestinian Central Bureau of Statistics (2018). *The Population and Housing Census in Palestinian Camps and Gatherings - 2017, Key Findings Report (Population, Buildings and Housing Units)*, Beirut, Lebanon [http://www.cas.gov.lb/images/PressRoom/census%20findings\\_2017\\_en.pdf](http://www.cas.gov.lb/images/PressRoom/census%20findings_2017_en.pdf) (LPDC & CAS 2017)

**Vulnerable Lebanese:** The plan is to scale up assistance to 45,000 households by 2020. In 2018, 10,000 households (57,553 individuals) received monthly food assistance. Using the World Bank's Proxy Means Testing formula to assess poverty, food assistance (cash-based transfers<sup>26</sup>) will be provided to only the poorest 15,000 households, meaning additional 5,000 vulnerable Lebanese will be targeted for in-kind food assistance through community kitchens.<sup>27</sup>

Targeting of Lebanese farmers was initially done based on the Ministry of Agriculture's 2010 census whereby vulnerable small-scale farmers were 70.2 per cent of the farming community. According to the Food Security and Livelihoods Assessment (FSLA) of Lebanese communities 2015, 73 per cent of farmers self-reported in need of assistance, representing a total number of 86,700 farmers across Lebanon. The targeting of farmers at the output level is likely to shift as farmers have multiple needs that implementing partners need to address.

**Institutions:** The sector will provide institutional support to those involved with food security, including but not limited to, Ministry of Agriculture offices and centres, the Lebanese Agricultural Research Institute (LARI), the Green Plan, the agricultural and technical schools and the Ministry of Social Affairs' Social Development Centres and the National Poverty Targeting Programme.

**Geography:** As reflected in the situation analysis, the sector is aware of the regional disparities, and will seek a balanced approach in responding to the needs throughout the regions following agreed geographical and population criteria based on the vulnerability assessments results of the VASyR 2018.

## Mainstreaming of Conflict Sensitivity, gender, youth, people with specific needs (PwSN) and environment

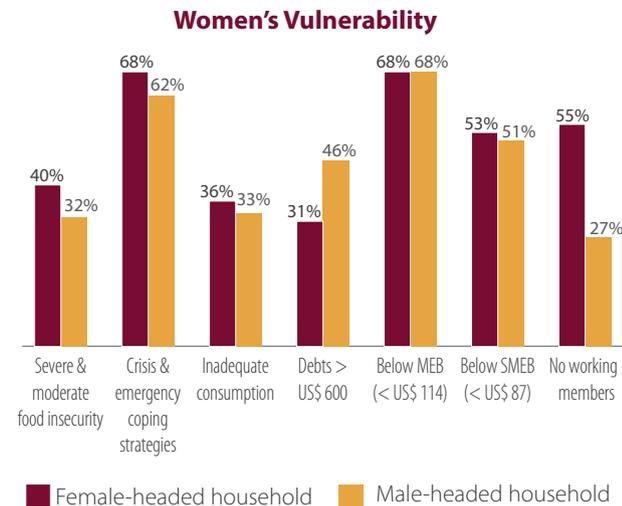
### Conflict Sensitivity

Overall sector activities will be designed in consideration of concerns expressed by the host community and authorities, especially those supporting the most vulnerable small farmers with a direct impact on job creation for both Lebanese and displaced Syrians. The sector strategy will promote targeting based on the identified needs of the VASyR 2018. The sector will explain the criteria in all regions to avoid tensions related to targeting. Moreover, the choice of food vouchers as a modality of food assistance is conflict-sensitive as it supports local Lebanese economy. As to respond to the needs of varying groups, it is crucial that the National Poverty Targeting Programme be strengthened

(26) The National Poverty Targeting Programme provides \$27 per person per month and this level of assistance is planned for 2019.

(27) 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, and so forth); however, this is not reflected in the target for regular in-kind assistance.

and provides food voucher assistance to vulnerable Lebanese (in addition to the support provided to Lebanese farmers), which will inevitably reduce tensions related to perceived unbalanced assistance. The sector will use conflict and tension-mapping techniques to represent potential conflicts graphically, placing the parties in relation to the problem and each other. In this context, it is to be noted that the Social Stability Sector team carried out in 2018 a training on Conflict Sensitivity to increase the organizational capacities of partners/actors in operationalizing and integrating this approach in the Organizations' policy and programmes. This will enable people with different viewpoints to map their situation together so that they may learn about each other's experiences and perceptions. It will be important to discuss and explain targeting criteria, encourage the use of feedback mechanisms, and identify concerns and mitigation measures during the planning and awareness raising sessions.



### Gender

As men and women are affected differently by crisis, the sector will promote targeting interventions focusing on the different needs of affected populations. Assessments and data collected will be disaggregated by gender to the extent possible, promoting gender analysis and participation of all groups in programme design. Similarly, both groups will be involved in programme implementation and provision of support, focusing on the most vulnerable groups such as female-headed households, women of reproductive age and pregnant and lactating women. Examples of similar gender-related sector interventions will include, inclusion of female-headed households as a variable in determining vulnerability households to target for assistance and targeting women farmers equally as men. According to the Ministry of Agriculture, women represent only 8.5 per cent of farmer holdings. Targeting women-led agri-food cooperatives will promote efforts in food processing. In addition, micro-gardens, food preservation and activities targeting women will promote dietary diversity as well as increase nutritional intake.

These efforts will help to mainstream gender throughout all stages of the humanitarian programming cycle. In order to integrate gender-based violence, the sector will further use the Global Food Security Cluster/sector guidelines on Protection and the Inter-Agency Standing Committee guidelines for integrating gender-based violence interventions in humanitarian action accordingly. The agricultural livelihoods projects aim to target women and men equally as much as possible. The national gender-working group identified the following priority areas of work for 2019: a) joint messaging and advocacy (events/campaigns developed and disseminated, advocacy messages, NAP 1325 endorsement and implementation); b) Knowledge sharing and support to country level gender task forces/theme groups (mapping gender programmes, knowledge-sharing on gender initiatives); c) Monitoring of International and Domestic Legal Frameworks and Indicators on Gender Equality; and d) Gender Mainstreaming and capacity building where different assessments are planned to be carried out among them a gender assessment on agro-food sector.

#### Youth and children

The majority of working youth are either employees or casual workers, with half of them having achieved no more than a primary education. More than half of young displaced Syrians in the workforce are employed, of which around 45 per cent work 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 target youth (ages 15-24) through; a) supporting the enrolment of vulnerable youth in one of the seven technical agricultural schools of the Ministry of Agriculture; b) providing youth with short-term and medium-term skills trainings linked to market demands and those in agricultural fields; c) providing youth workers with basic literacy and numeracy life-skills, and; d) providing technical support to agricultural technical schools. This is in line with the Ministry of Agriculture's 2015-2019 strategy, which clearly states that agricultural livelihoods should be promoted among youth and women.<sup>xiv</sup>

With an increase of child labour expected, the sector will continue its efforts in collecting information in collaboration with the Protection sector (Child Protection sub-sector in particular) to better understand the underlying reasons, the market dynamics and the legal frameworks with a special focus on Occupational Safety and Health (OSH) related issues in agriculture. The sector will continue addressing child labour in agriculture by raising awareness on the Decent Work Standards (including OSH) in the Ministry of Agriculture including to those non-governmental organizations working in agriculture.

#### Persons with specific needs

Food assistance distributions are currently, and should continue to be, organized to overcome potential barriers

to access, faced by persons with specific needs (whether due to particular protection concerns, disability, chronic disease, old age or other). Special attention will be given to ensure the inclusion of people with disabilities into agricultural livelihood activities. The sector moreover takes into consideration the increased vulnerability of people with specific needs, including female heads of household, when targeting for food assistance.

#### Environmental concerns

Given the negative impact of the Syria crisis on Lebanon's air, land and water resources and the close dependency between agriculture and the environment, there is urgent need to ensure key agro-ecosystems, especially those managed by small-scale producers, are provided with knowledge, materials and support to ensure that sustainable agriculture practices are applied as widely as possible and that general awareness of environmental challenges to agriculture are understood by local communities. The Food Security and Agriculture sector participates in the Environment Task Force led by the Ministry of Environment and will rely on the Task Force to guide the sector's work to mainstream environmental concerns in agriculture. Farmers, community groups and members of agricultural cooperatives will be targeted to ensure management of soil and water resources, application of integrated pest management, protection of agro-biodiversity, and agro-ecosystems are made more resilient. This will be done through the provision of extension services, agro-climatic information, and climate-smart agriculture practices that are widely applied in affected regions and communities.

#### Cross-sectoral linkages

The sectors shared experiences during joint workshops organized by the Inter-Agency coordination team which addressed such issues such as situational analysis, conflict/tensions sensitivity and sharing of referral systems via interactions with line ministries, the environmental technical working group and the National Poverty Targeting Programme. This provided sectors with the opportunity to identify interlinkages with the other sectors and update the situational analysis/workshop outcomes using the most recent data from the VASyR 2018. The effort of the VASyR to integrate/use qualitative information led to the understanding of some of the factors contributing to the current, or lack of, in food security.

**Basic Assistance:** The sector collaborated with the Basic Assistance sector to refine the harmonization process of targeting exercises by October 2018. Under the targeting sub-working group, sectors developed referral systems and will continue to exchange information on household profiles and collaborate towards the harmonization of impact monitoring tools (for example, to ensure food consumption scores are accurately captured). The sectors will coordinate overlapping or complementary activities. This will include Ramadan and winterization food parcel distributions that ideally should include

vulnerable Lebanese. In line with the Basic Assistance sector, to identify eligible households for cash-based assistance, the sectors will rank vulnerabilities to capture the most vulnerable based on the VASyR food insecurity categories. The lessons learnt from the National Poverty Targeting Programme piloting on the Graduation programming approach for 675 Lebanese households in Bekaa and North governorates, will inform future programming while working jointly with the Basic Assistance and Livelihood sectors.

**Education sector:** Food security activities such as school gardening to increase nutrition awareness and knowledge of gardening and agriculture practices, will be conducted in direct collaboration with the Education sector. School feeding activities, aimed at enhancing school attendance and retention rates, addressing short-term hunger and nutritional intake and social protection of children enrolled in schools, will be reported under the Food Security and Agriculture sector. The activity constitutes a shift towards resilience-focused assistance due to the complex nature of the crisis and will be implemented in close collaboration with the Ministry of Education and Higher Education (MEHE). Targeting will include displaced Syrian children as well as Lebanese enrolled in formal primary schools with double-shift systems located in the most vulnerable communities across the country. The Ministry of Education and Higher Education will play a key role in facilitating liaisons with teachers and school authorities at both central and local levels. All information related to school feeding will be shared with the Education sector and the Ministry of Education and Higher Education. Furthermore, vulnerable Lebanese will be identified for relevant vocational skills training based on National Poverty Targeting Programme criteria. Displaced youth will be supported in enrolling in vocational skill training and training schools at the Ministries of Education and Higher Education, Agriculture and Labour to increase their vocational opportunities. Technicien Supérieur-level vocational students will organize, through Solidarity Initiatives, community events for Lebanese and displaced Syrians enrolled in vocational programmes.

**Health sector:** The Food Security and Agriculture sector will advocate for food utilization through promotion of good nutritional practices and improved dietary diversity for the most vulnerable population groups including female-headed households, pregnant and lactating women, women at reproductive age and children under five in complementary with the Health sector activities to promote infant and young child feeding (IYCF) practices. The objective of these activities is to improve food utilization and nutritional wellbeing of all population groups, with the intention to eliminate cases of both chronic and acute malnutrition. 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 of agricultural produce. The “one health” approach<sup>28</sup>

which looks at the interconnection between the health of animals, humans and ecosystems, especially zoonotic diseases and food safety, will also be implemented in collaboration with the Health sector.

**Livelihoods sector:** Agriculture is the dominant livelihood activity for those groups affected by the Syria crisis. The sector will maintain close ties with the Livelihoods sector to minimize duplication and/or underreporting. Lebanese involved in agricultural livelihoods will be supported to increase production, with the expectation that these opportunities will eventually provide seasonal and casual jobs for displaced Syrians and Palestinian refugees in production value chains, and vocational trainings and labour-intensive programmes including agricultural cooperatives. The common understanding is that partners will appeal for funding under the sector that is representing the most relevant objective of the activity they plan to implement under the LCRP 2017-2020. The Food Security and Agriculture sector will coordinate agriculture related activities, however, some employment and economic development initiatives related to the Agriculture sector will also be reported under the Livelihoods sector. In parallel, it is important to ensure information on common results is shared quarterly by both sectors. The co-leads of the two sectors will meet quarterly to harmonize the information gathered on agricultural livelihoods. Lessons on ongoing National Poverty Targeting Programme pilot projects in Bekaa and North governorates on the graduation out of poverty approach will provide opportunities to review the National Poverty Targeting Programme to make it more effective in addressing the needs of the most vulnerable Lebanese.

**Social Stability:** Food security activities have elements of conflict sensitivity, focusing on either alleviating the pressure on host communities, or directly assisting vulnerable Lebanese. Moreover, the sector works with the Social Stability sector in tracking social tensions through the Food Security Outcome Monitoring tool. This will help capture any changes in social tensions related to variations in the assistance provided. The recently held conflict and tensions sensitivity workshop provided tools and resources. These will be useful during interactions with partners and communities as to identify potential causes of tensions and set out mitigation measures.

**Protection sector:** Although the Lebanese legal framework clearly bans child labour, it is a growing concern especially among the displaced Syrian population mainly in the agriculture sector.<sup>xy</sup> Therefore, the sector will continue its efforts in gathering information by carrying out studies targeting children working in agriculture in coordination with the Protection sector, specifically the Child Protection sub-sector. The purpose of these studies is to understand the prevalence of child labour, its nature, underlying causes, and the implications on the future of the children including in health and education. This will support the Ministry of Labor’s National Action Plan and the Ministry of Agriculture to combat child labour in agriculture. The sector will support partners

(28) Promoted in particular by WHO, OIE, FAO and others.

in the Protection sector on all technical aspects related to child protection in agriculture and Decent Work Standards including Occupational Safety and Health standards in agriculture will be shared with relevant sectors and partners. Referrals between the two sectors will continue at both field and national levels using the interagency mechanism.

**Water sector:** As primary and secondary irrigation canal networks fall under the purview of the Ministry of Energy and Water (MoEW) and affiliated regional water authorities, all activities will be implemented and reported under the Water sector, led by the Ministry. As irrigation canals fall under the responsibility of the Ministry of Agriculture, related irrigation activities will be coordinated, and reported under the Food Security and Agriculture sector. As necessary, an ad hoc joint technical irrigation group with the Water sector can be formed to look at the national irrigation plan. In addition, the Food Security and Agriculture sector will coordinate any referrals for access to safe drinking water with the objective of access to safe, cooked foods at community and municipality level. The safe use of wastewater in agriculture is a growing concern which will receive attention in 2019 in collaboration between the Food Security and Water sectors.

**Energy sector:** Coordination will be enhanced with the Energy sector on information sharing for projects aiming at rehabilitation or building pumping systems benefiting agricultural land. As far as energy, water saving techniques are at farm/plot levels, and for irrigation purposes. The sector will promote agriculture energy related activities such as briquette making out of organic materials based on ongoing experiences in the field, as such activities will enhance livelihoods of farmers and create job opportunities. The Food Security and Agriculture sector will therefore harness interlinkages and coordination with the Water and the Livelihood sectors.

## Endnotes

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- v. Lebanon, Ministry of Agriculture, FAO (2012), *Résultats Globaux du Module de Base du Recensement de l'Agriculture 2010*.
- vi. ILO (2015), *Towards Decent Work in Lebanon: Issues and Challenges in Light of the Syrian Refugee Crisis*.
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- viii. Lebanon, Ministry of Environment, European Union, UNDP (2014), *Lebanon Environmental Assessment of the Syrian Conflict and Priority Interventions*.
- ix. Lebanon, Ministry of Agriculture (2014), *Ministry of Agriculture Strategy: 2015 – 2019*.
- x. Ibid.
- xi. Ibid.
- xii. Ibid.
- xiii. Ibid.
- xiv. Save the Children, UNESCO, UNFPA, UNHCR, UNICEF (April 2014), *Situation Analysis of Youth in Lebanon Affected by the Syrian Crisis*.
- xv. Ibid.



## Sector Logframe

## Outcome 1: Improve FOOD AVAILABILITY through in kind food assistance and sustainable food value chain

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of targeted HH with borderline or acceptable food consumption score based on the food groups consumed over a recall period of 7 days.	The Food Consumption Score (FCS) is a composite indicator that considers diet diversity, frequency of consumption and nutrient value of the food groups consumed over a recall period of seven days. According to this score, households are classified into three categories: poor, borderline and acceptable food consumption.	FSOM	Percentage	Yearly

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
A: 63%	N/A	A: 90%	A: 90%	A: 49%	A: 66%	A: 70%	A: 70%	A: 59%	N/A	A: 65%	A: 65%	N/A	N/A	N/A	N/A
B: 25%		B: 10%	B: 10%	B: 33%	B: N/A	B: 25%	B: 25%	B: 29%		B: 20%	B: 20%				

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of farmers with increased production, access to market, reduce produce waste and losses, and those benefitting as a result of Trans-boundary animal and plant disease control and prevention.	Estimation of the level of production and the application of sustainable farming practices. In order to inform the level of food availability and the adoption/practices of the good farming practices: under output 1.2, output 1.3, output 1.4 and output #1.5 of assisted farmers. (UN, INGOs, NGOs, MOA- responsible for collecting data)	ActivityInfo	Percentage	Quarterly

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
2379	N/A	21000	21000	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Indicator 3	Description	Means of Verification	Unit	Frequency
Percentage of main staples/cereals available for food after calculating the amounts for industrial use and exports.	The food availability is based on production and supply chains for the main staples. The UN, NNGOs, INGOs will collaborate with the MoA and Mo Trade to collect data; calculate the actual amount of food currently available (Cereal Balance Sheet (CBS) from the total quantity of foodstuffs produced, total amount imported and current stock within a particular period (UN, INGOs, NNGOs - responsible for collecting data)	National or Regional Cereal Balance Sheet / Food Balance Sheet	Percentage	Quarterly

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

**Outcome 2: Improve FOOD ACCESS through cash based food assistance and sustainable agricultural livelihoods**

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of targeted HHs with borderline or acceptable Food Consumption Score	The Food Consumption Score (FCS) is a composite indicator that considers diet diversity, frequency of consumption and nutrient value of the food groups consumed over a recall period of seven days. According to this score, households are classified into three categories: poor, borderline and acceptable food consumption.	FSOM	Percentage	Yearly

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
A: 63%	N/A	A: 90%	A: 90%	A: 49%	A: 66%	A: 70%	A: 70%	A: %59	N/A	A: 65%	A: 65%	N/A	N/A	N/A	N/A
B: 25%		B: 10%	B: 10%	B: 33%	B: N/A	B: 25%	B: 25%	B: %29		B: 20%	B: 20%				

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of households with increased agricultural livelihoods disaggregated by gender - (female & male) and by cohorts.	The proportion of the HHs with improved livelihood opportunities is calculated as resulting from activities 2.5 2.4 2.3 2.2. It also involves assessing the perception of the households/farmers targeted to understand changes in their livelihoods.	Partners' reporting	Percentage	Yearly

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
855	N/A	1,085	1,085	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

**Outcome 3: Improve FOOD UTILIZATION: improve food safety, quality and dietary diversity**

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of women with a minimum dietary diversity score based on the Household Diet Diversity Scale (HDDS) by cohort	The dietary diversity is a qualitative measure of the level of food consumption. It reflects the level of access to a variety of foods, and is also a proxy for nutrient adequacy of the diet of individuals or households. The Household Dietary Diversity Scale (HDDS) is based on 5 out of 10 food groups to calculate the proportion of women or individuals with adequate dietary diversity.	PDM	Percentage	Yearly

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
		90%	90%	N/A		90%	90%								

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of beneficiaries supported who improved their food safety, quality and dietary diversity practices.	The aim is to evaluate the adoption levels of beneficiaries on improved food safety and quality measures. The IPs will conduct a sample survey to evaluate the level of the practices involving the entire food chain- production, storage, preparation/cooking including hygiene etc.: as resulting from output 3.1 and 3.2	Partners' reports, Activity Info	Individuals (male /female)	Yearly

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
		5420													

**Outcome 4:** Promote food security while enhancing access and application of climate - smart practices, promoting resilience of livelihoods and conservation of natural resources and effectively in coordinating with other actors in FSS as well as other sectors, ETWG and MoA departments

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of farmers applying climate - smart practices, measures for conserving natural resources in collaboration with other relevant actors.	The extent to which the target farmers apply good practices /measures to control and conserve the environmental resources in ensuring sustainable production and future resilience.	Sample survey	Percentage	Yearly

 Total			
Baseline	Result 2018	Target 2019	Target 2020
72%	N/A	100%	N/A

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of partners /actors involved in Food Security Sector reporting in Activity info/3Ws monthly and satisfactorily sharing information/assessment results with others.	<p>The proportion FSS partners/ actors reporting in Activity info/3Ws monthly.</p> <p>The sector partners conduct self-evaluation to establish the extent of the collaboration and effectiveness in sharing and accessing information in the sector.</p>	On-line survey	Percentage	Yearly

100

Partners			
Baseline	Result 2018	Target 2019	Target 2020
N/A	N/A	N/A	N/A



Photo credit: WFP; 26/11/ 2018



## HEALTH SECTOR

### PEOPLE IN NEED



### PEOPLE TARGETED



### REQUIREMENTS(US\$)



### PARTNERS



### GENDER MARKER



### CONTACTS

#### LEAD MINISTRY

Ministry of Public Health (MoPH)  
Dr. Rasha Hamra  
rashahamra@yahoo.com

#### COORDINATING AGENCIES

WHO and UNHCR  
Dr. Alissar Rady  
radya@who.int  
Stephanie Laba  
labas@unhcr.org

## SECTOR OUTCOMES

### Outcome #1

\$97.05 m

Improve access to comprehensive primary healthcare (PHC).

#### Indicators

Percentage of displaced Syrians, vulnerable Lebanese, Palestinian Refugees from Syria (PRS) and Palestinian Refugees from Lebanon (PRL) accessing primary healthcare services.

Percentage of vaccination coverage among children under 5 residing in Lebanon.

### Outcome #2

\$169.5 m

Improve access to hospital (incl. ER care) and advanced referral care (advanced diagnostic laboratory & radiology care).

#### Indicators

Percentage of displaced Syrians, Lebanese, Palestinian Refugees from Syria (PRS) and Palestinian Refugees from Lebanon (PRL) admitted for hospitalization per year.

### Outcome #3

\$0.8 m

Improve outbreak and infectious diseases control.

#### Indicators

Number of functional Early Warning, Alert and Response System (EWARS) centres.

### Outcome #4

\$0.1 m

Improve adolescent & youth health.

#### Indicators

Prevalence of behavioural risk factors and protective factors in 10 key areas among young people aged 13 to 17 years.

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	Gender	
			51% Female	49% Male
Lebanese	1,500,000	750,000	382,500	367,500
Displaced Syrians	765,000	765,000	390,150	374,850
Palestinian Refugees from Syria	28,800	28,800	14,688	14,112
Palestinian Refugees from Lebanon	180,000	20,000	10,200	9,800

## Situation analysis

The Health sector situation analysis and needs are presented in alignment with the two strategic objectives of the Health Response Strategy of the 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.

While maintaining a direct service delivery component to cover critical needs for vulnerable people, the priority of the Health sector is increasingly shifting towards continued investments in health system strengthening and enhancement of institutional resilience to sustain service provision and quality of services, and achieve a positive and sustainable impact on health indicators for the long term.

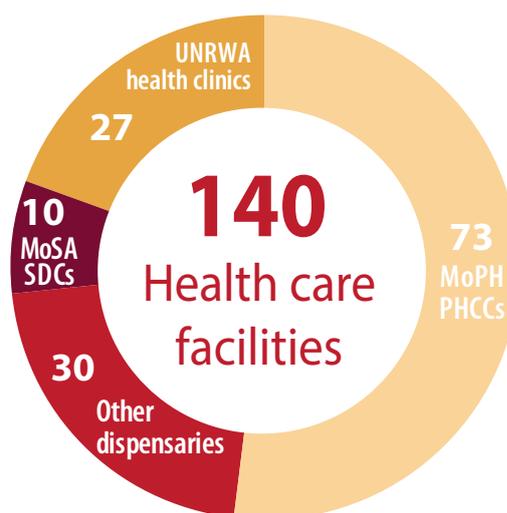
### Availability of primary healthcare services

In Lebanon, Primary Healthcare (PHC)<sup>1</sup> is available to vulnerable Lebanese as well as displaced Syrians, whether registered or unregistered with UNHCR, through a variety of healthcare facilities. These include the Ministry of Public Health's network of 218 Primary Healthcare Centres (PHCCs), and an estimated 1,011 other primary healthcare facilities, referred to as dispensaries, most of which are NGO clinics. Primary healthcare centres offer a relatively comprehensive package of primary healthcare services, while the dispensaries, including the Ministry of Social Affairs' (MoSA) 220 Social Development Centres (SDCs), typically provide more limited support.

In the identified facilities, basic health services such as general medical consultations for acute and chronic diseases, mother and child, mental health and reproductive health services including antenatal, postnatal and contraception / family planning care are offered for a nominal fee, compared to private clinics. In a large number of these facilities, routine vaccinations, medications for acute and chronic diseases as well as reproductive health commodities are available free of charge. These are supplied through the Ministry of Public Health with the support of partners to address increased needs. Services are offered on an equitable basis to women, men, girls, boys and persons with disabilities.

as refugees or not by UNHCR, at around 113 primary healthcare facilities (including 73 Ministry of Public Health's primary healthcare centres, and 30 dispensaries including 10 Ministry of Social Affairs-Social development centres)<sup>2</sup> distributed across the country with the support of international and local partners, which aims at reducing out of pocket expenditures in light of the high economic vulnerability levels of displaced Syrians.

Facilities where subsidized primary health care is available in Lebanon



Similarly, subsidized care is available to vulnerable Lebanese as a way of addressing critical health needs and mitigating potential sources of tension in almost 94 per cent of these facilities. From January to September 2018, approximately 940,179 subsidized consultations were provided at the public healthcare level by LCRP partners, out of which 18 per cent were consultations for vulnerable Lebanese.<sup>3</sup>

In parallel to the provision of public healthcare services through the Ministry of Public Health's primary healthcare centres and dispensaries, specific primary healthcare services are made available to displaced Syrians through approximately 25 Mobile Medical Units (MMUs) operated by NGOs, which provide free consultations and medication and often refer patients back to primary healthcare centres for services which are not available through mobile medical units. Though fewer in number than at the onset of the crisis, mobile

Availability of vaccines, medication and reproductive health (RH) commodities supplied by MoPH

Facilities	Vaccines	Acute Medication	Chronic Medication	RH commodities
MoPH-PHCCs (208)	All 218	All 218	202	All 218
Dispensaries (Approx. 1,011 including 220 MoSA-SDCs)	633	220 (all MoSA SDCs)	218	58

In alignment with the Lebanon Crisis Response Plan (LCRP) Health sector strategy, subsidized healthcare is available to displaced Syrians, whether registered

medical units continue to be operational primarily in areas with high distributions of informal settlements and/

(1) Primary healthcare includes services such as: vaccination, medication for acute and chronic conditions, non-communicable diseases care, sexual and reproductive healthcare, malnutrition screening and management, mental healthcare, dental care, basic laboratory and diagnostics as well as health promotion.

(2) Based on Activity Info, September 2017 data.

(3) Organizations which are not LCRP partners such as Médecins Sans Frontières (MSF) Switzerland and MSF-Belgium are providing an important number of primary healthcare services free of charge for displaced Syrians, vulnerable Lebanese as well as other population groups.

or in distant rural areas where primary healthcare centres are hard to reach. Mobile medical units serve to mitigate access constraints to healthcare because of a lack of and/or expensive transportation and freedom of movement restrictions particularly for those with no legal status. From January to September 2018, approximately 152,000 free consultations were provided through mobile medical units by LCRP partners representing 14 per cent of the total consultations supported by partners.<sup>4</sup>

Meanwhile, primary healthcare services are also widely available to displaced Syrians through private doctor clinics, pharmacies or even hospitals. According to the 2018 Vulnerability Assessment of Syrian Refugees,<sup>i</sup> the percentage of households consulting private doctors/clinics increased from 16 to 23 per cent in 2017, indicating a higher cost in terms of out-of-pocket expenditures. Medical services are also available to displaced populations through a number of informal practices run by Syrian doctors or midwives in informal settlements. The latter exacerbates protection risks since uncertified midwives are unable to provide new-borns with birth certificates, limiting their chances of birth registrations.

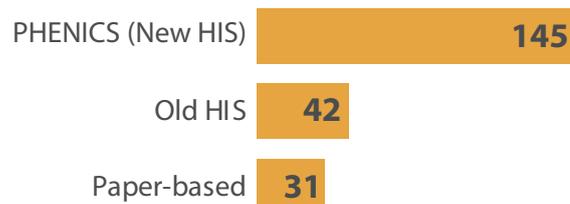
Similarly, to Palestinian refugees from Lebanon (PRL), primary healthcare is available to Palestinian refugees from Syria (PRS)<sup>5</sup> primarily through the 27 UNRWA health clinics which offer free of charge healthcare services. From January to September 2018, approximately 101,851 free consultations were provided to Palestinian refugees from Syria through UNRWA clinics.

### Health Information System in primary healthcare

The Ministry of Public Health's primary healthcare Health Information System (HIS) has come a long way since it was established due to crucial investments that have and continue to be made in improvements and expansion. The objective of the health information system is to provide individual, facility, population, and age and gender-segregated data on health outcomes, necessary for health planners and decision makers.

A total of 218 facilities in the Ministry of Public Health's primary healthcare centres network currently provide monthly reporting to the Ministry. Reporting is conducted through three different channels: 145 facilities report to the Ministry of Public Health through PHENICS, the most elaborate version of the Ministry's public healthcare centres health information system software, 42 facilities report through an older version of the health information system software and 31 facilities through paper-based reports. Facilities that are still using a paper-based reporting system have either recently joined the Ministry of Public Health's primary healthcare centres network, face a shortage in human resources for reporting, or have their own private health information systems in place.

218 Health facilities Reporting to MoPH through:



That said, an important number of primary healthcare facilities (mostly dispensaries) do not report to the Ministry of Public Health limiting the extent to which the available data is nationally representative of the vulnerable population at large.

### Access to primary healthcare services

Multiple sources of information point to varying levels of access to primary healthcare services among displaced Syrians. Data from the Ministry of Public Health's primary healthcare centres, shows that 30 per cent of service recipients through the Ministry's primary healthcare centres are displaced Syrian women, men, boys and girls. These include both beneficiaries receiving subsidized or nonsubsidized services through the Ministry's primary healthcare centres.

The UNHCR 2018 Health Access and Utilization Survey (HAUS) confirms that, for both acute and chronic conditions, respondents seek services through a variety of facilities. For acute conditions, 45 per cent of interviewed persons sought care at primary healthcare outlets/private clinics, 47 per cent at pharmacy level and 7 per cent went straight to the hospital. While for chronic conditions, 59 per cent of interviewed persons sought care at primary healthcare outlets/private clinics and 35 per cent at pharmacy level.

According to data from the 2018 Vulnerability Assessment of Syrian Refugees in Lebanon, 54 per cent of households reported the need to access primary healthcare services in the last six months. Of those, 87 per cent reported being able to access the required care. This is a slight decrease from 2017, where 89 per cent of households could access required care. For the 13 per cent of households who are not able to access care, barriers are mainly related to cost of medications or treatment, doctors' consultations fees, staff attitude, distance to the healthcare facility, transportation costs and lack of knowledge about available services.

Gender based accessibility challenges such as social stigma and lack of gynaecologic health seeking behaviours for adolescent and unmarried girls were also reported. Focus group discussions with persons of concern revolved around the above-mentioned challenges, especially for people with specific needs such as child spouses and socially marginalized groups, as well as those living in remote areas.<sup>6</sup>

Interestingly, based on the Vulnerability Assessment of Syrian Refugees in Lebanon results, while knowing

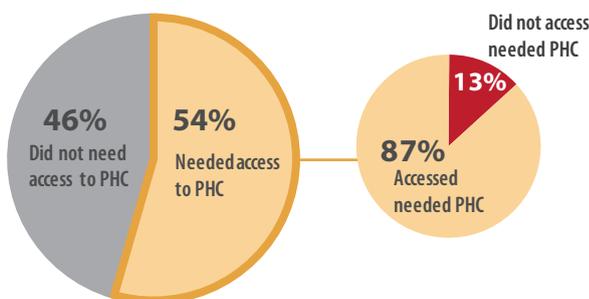
(4) Currently, LCRP and non-LCRP partners operate an equal number of mobile medical units.

(5) According to UNRWA 2018 data, there are approximately 18,000 Palestinian refugees from Syria in Lebanon.

(6) Findings from participatory assessments with working children, child spouses, female-headed households, women alone, detained persons minorities and stateless persons in Lebanon, 2017-2018, UNHCR.

that they not only reflect on services provided by the Ministry of Public Health network, households in the governorates of Mount-Lebanon and Beirut followed by Al Nabatieh, were less able to access required care. This is quite different compared to results of the 2017 Vulnerability Assessment of Syrian Refugees in Lebanon which showed that households in the governorates of Mount-Lebanon and Beirut followed by Akkar were less able to access required care. The very high percentage of reported accessibility to primary healthcare services in Akkar (98 per cent) could be explained by the high number of charity-based organizations and politically-supported NGOs providing primary healthcare in the area. In addition, low access rates in Nabatieh governorate compared to those in the South is likely due to fewer public services providers and partners in Nabatieh, as opposed to the South which has several mobile medical clinics and good coverage of primary healthcare centres.

#### Access to Primary Healthcare (PHC) (VASyR 2018) in 6 months period



Based on the findings from participatory assessments involving children, child spouses, female-headed households, women living alone, detained persons, minorities and stateless persons in Lebanon (UNHCR, 2018),<sup>ii</sup> persons of concern reported being frustrated with the health referral pathways due to lack of clarity around types of services covered, non-coverage of certain cases, moving between service providers without treatment, expensive medical fees, advanced payment requests from hospitals and the perceived inability or unwillingness of the Third Party Administrator, managing hospital admission for displaced Syrians, in providing guidance.

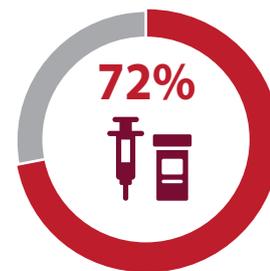
#### Access to specific primary healthcare services

**Vaccination:** Routine vaccinations are widely available across the country and accessible to both displaced Syrians and vulnerable Lebanese through all 218 Ministry of Public Health's primary healthcare centres as well as approximately 600 dispensaries. Results of the 2016 WHO Expanded Programme on Immunization (EPI)<sup>7</sup> coverage survey showed that 47 per cent of Lebanese and 72.7 per cent of displaced Syrians received vaccinations at primary healthcare centres.<sup>iii</sup> Alternatively, and specific to localized vaccination campaigns, vaccinations are also accessible through mobile medical units. Moreover,

(7) 2016 WHO Expanded Programme on Immunization (EPI) survey was conducted by the Connecting Research to Development Centre, contracted by and under the guidance of WHO, with the overall supervision of the Ministry of Public Health team.

measles, mumps, rubella and polio vaccinations are provided at UNHCR reception centres and at the four Syria border crossings for all children under 18 entering officially to Lebanon. Oral polio vaccinations are also provided at the same border crossings for all children under 18 officially returning to Syria.

#### Percentage of **displaced Syrians** who **received vaccination at Primary Health Care Centres** (EPI Survey 2016)



While great strides have been made in the overall vaccination coverage, considered to be high in Lebanon, the expanded programme on immunization survey, together with localized field assessments, point to lower coverage in certain districts.<sup>8</sup> In addition, a measles outbreak was declared by the Ministry of Public Health on 15 March 2018 with 867 confirmed cases between January 2017 and mid-October 2018. With 81 per cent of the cases affecting vulnerable Lebanese (19 per cent Syrians), the situation reflects a vaccination coverage gap for the country and children from all nationalities. This will require strengthened efforts to support the Ministry of Public Health in delivering free vaccinations in all areas of Lebanon to all at-risk populations.

Various barriers to optimal vaccination coverage have been identified. In many Ministry of Public Health primary healthcare centres, a consultation fee is often charged for vaccination despite an official Ministry of Public Health Circular instructing facilities to provide vaccinations free of charge. The Circular is therefore perceived by partners to be poorly implemented and enforced. Noncompliance with the Ministry of Public Health's Circular on providing free vaccinations is an issue in all the Lebanese governorates. Indeed, 39 per cent of interviewed households reported having paid for vaccination (UNHCR Health Access and Utilization Survey, 2018)<sup>9,iv</sup>. Access challenges to vaccinations voiced by displaced Syrians are vaccination costs followed by transportation costs to the facility. Poor knowledge about available services seem to play a role in low vaccination coverage as only 59 per cent of households were aware that vaccination for children under 12 years is free at the Ministry of Public Health's primary healthcare centres. Furthermore, UNICEF's 2017 Knowledge, Attitudes and Practices (KAP)<sup>v</sup> survey indicates that 45 per cent of Syrian

(8) The WHO Expanded Programme on Immunization (EPI) Cluster survey shows that, at a national level, completed vaccination (three doses at least) for polio is 90.1 per cent, DTP 87.3 per cent, Hib 88.7 per cent and Hepatitis B 89.9 per cent. More specifically, a polio coverage of less than 85 per cent is reported in the districts of Jbeil, Metn, Akkar, Minieh-Dennieh, Bcharreh and Jezzine.

(9) Health Access and Utilization Survey among Syrian refugees from Lebanon was conducted in 2018 among persons of concern living in Lebanon, to monitor their access to and utilization of available healthcare services.

caregivers reported a lack of knowledge as a reason for not vaccinating their children compared to 39.1 per cent in the 2016 Knowledge, Attitudes and Practices survey. Although not a barrier, the lack of vaccination documentation/records (vaccination booklets are often lost), remains an issue as healthcare providers are unable to properly assess a child's vaccination status and as such, would have to assume that the child was never vaccinated.

The surveillance system in Lebanon detected 69 acute flaccid paralysis up to mid-October 2018, none being polio-related, with sporadic cases of vaccine-preventable diseases still being observed/reported.<sup>10</sup> From January to mid-October 2018, 867 cases of measles, 99 of mumps, and 53 cases of pertussis were confirmed. The highest numbers of cases of vaccine-preventable diseases were reported in Bekaa, Beirut/Mount-Lebanon and South governorates. Although reporting has improved, the actual number of cases is believed to be higher. Considering population movement across borders, crowded living and poor sanitation conditions, as well as direct disposal of untreated waste water, heightened risks of vaccine-preventable diseases exist, together with the risk of introduction of new diseases into the country. Surveillance and accelerated immunization activities are therefore critical.

**Malnutrition:** The prevalence of Global Acute Malnutrition (GAM) among displaced Syrian children aged 6-59 months in Lebanon is stable at around 2 per cent, with a similar trend of boys being slightly more wasted (low weight for height) than girls (Vulnerability Assessment of Syrian Refugees in Lebanon 2016). Accordingly, the prevalence of Global Acute Malnutrition in Lebanon falls under the "acceptable" severity category on the WHO Crisis Classification. Screening for and management of both moderate and severe acute malnutrition (without complications) among children under five and Pregnant and Lactating Women (PLW), along with the provision of micro-nutrient supplements has been integrated at the level of the Ministry of Public Health's primary healthcare centres.<sup>11</sup> At this level, systematic screening for acute malnutrition of all children under five is often hampered by overstretched staff. There is also a missed opportunity for screening for both children under five as well as pregnant and lactating women outside of those facilities and possibly within communities as the Ministry of Public Health figures do not reflect estimates of children with acute malnutrition based on prevalence rates and population figures.

**Infant and Young Child Feeding (IYCF):** Based on data from the Vulnerability Assessment of Syrian Refugees in Lebanon 2018, less than half (44 per cent) of infants under

6 months were exclusively breastfed and 17 per cent of children between 6 and 23 months had the minimum diet diversity and the figures decrease as the households become poorer. The rate of exclusive breastfeeding is higher among displaced Syrians than it is among Lebanese, and Palestinian refugees from Lebanon and Syria. Furthermore, 54 per cent of displaced Syrian children (age 6-23 months) received solid, semi-solid or soft foods the minimum number of times, compared to 64 per cent of Lebanese children<sup>vi</sup> indicating sub-optimal complementary feeding. Moreover, 43 per cent of displaced Syrian children (age 6-9 months) have received breastmilk and a solid or semi-solid food the previous day, and 58 per cent of displaced Syrian children (aged 12-15 months) were fed breastmilk the previous day providing some indication of continued breastfeeding of children beyond six months.

At facility level, barriers to raising awareness and counselling are related to overwhelmed or lack of available relevant staff. Moreover, most significant self-reported barriers to exclusive breastfeeding of children (0-6 months) among displaced Syrians relate to poor maternal health and nutritional status, the baby being sick or hospitalized followed by stress and/or crowding. As per UNICEF's Knowledge, Attitudes and Practices 2017<sup>vii</sup>, the top three reasons among Syrians for not breastfeeding are: not having enough breastmilk (63 per cent), time to stop breastfeeding (37 per cent), and baby being still hungry and needing more food (29 per cent). Barriers to complementary and diversified feeding for children aged 9 to 23 months include; baby gastrointestinal issues, access to food variety, remembering to give the child 4+ food groups.<sup>12</sup>

As part of health system strengthening and for the Government of Lebanon, at national and regional levels, to have the evidence and management capacity to improve child feeding practices, the Ministry of Public Health with the support of health partners, developed a three to five-year national infant and young child feeding policy that was launched mid December 2018. Furthermore, building on previous efforts with the Ministry of Public Health on reviving the Baby Friendly Hospital Initiative, and with the aim to protect, support, and promote exclusive breastfeeding in health facilities, health actors will continue supporting the reinvigoration of Baby Friendly Hospital Initiative in multiple Lebanese governorates.

Other than the above-mentioned initiatives, there are relatively limited efforts by partners to promote, protect and support infant and young child feeding at the community, primary healthcare and hospital level for optimal growth despite findings indicating those interventions are much needed. Likewise, addressing some specific barriers warrants cross-sectoral interventions.

**Acute and chronic conditions:** Syrians primarily seek care to treat infections and communicable diseases, followed by chronic conditions and Non-Communicable

(10) According to Ministry of Public Health's Epidemiologic Surveillance Unit (ESU), from January to September 2017, nationally, 198 cases of mumps (36 among displaced Syrians), 238 cases of Hepatitis B (38 cases among displaced Syrians), 63 cases of acute flaccid paralysis (13 cases among displaced Syrians), 76 cases of pertussis (17 cases among displaced Syrians) and 89 cases of measles (29 cases among displaced Syrians) were reported.

(11) According to Ministry of Public Health's Health Information System (HIS), from January to July 2017, 127,814 children under five were screened for malnutrition in all Ministry of Public Health primary healthcare centres, and 424 children received treatment for moderate or severe acute malnutrition (without complications) in the 52 healthcare centres that are malnutrition management centres. Also, 12,422 children under five and pregnant and lactating women were receiving micro-nutrients.

(12) International Mercy Corps, 2016.

Diseases (NCD).<sup>viii</sup> Preliminary data from WHO's non-communicable disease stepwise survey<sup>13</sup>, a national non-communicable disease prevalence survey targeting Lebanese and displaced Syrians in Lebanon, shows almost similar prevalence of impaired fasting glycaemia, diabetes, obesity, and hypertension. However, the study reveals that smoking and cholesterol levels are higher among Lebanese. Moreover, the study showed that more Syrians had more than three risk factors (59.8 per cent) for non-communicable disease compared to Lebanese (51.4 per cent). This warrants special attention to ensure continued access to non-communicable disease medication and good quality of care including early detection and outreach on health behaviours.

Currently, approximately 180,000 Lebanese and displaced Syrians access non-communicable disease medication through the joint Ministry of Public Health Young Men's Christian Association (YMCA) chronic medications programme. It is estimated that around 10,000 displaced Syrians are also accessing non-communicable disease medications procured separately through partners.

Findings from the 2018 UNHCR Health Access and Utilization Survey<sup>14</sup> indicate that 30 per cent of interviewed persons reported having an acute condition during the preceding month out of which 36 per cent did not seek healthcare either because they could not afford clinic fees (66 per cent) or because they did not think it was necessary (27 per cent). Moreover, the study indicates that 11 per cent of interviewed individuals reported a chronic condition. Of those, only 66 per cent had been able to access medical care and/or medicines during the last 3 months. Of those who could not access care, the main reasons were not being able to afford the clinic fees (66 per cent), not being able to afford transportation (16 per cent) and not thinking it was necessary to go (14 per cent). The study also points to poor knowledge related to available services as a barrier to primary healthcare access; results showed that only 60 per cent of interviewed households knew that they could obtain primary healthcare consultations for between 3000 and 5000 LL and only 34 per cent knew that drugs for acute conditions could be obtained for minimal fee at primary healthcare facilities.

Another access barrier to acute and chronic disease medication is doctors prescribing brand name medications that fall outside the generic list of the Ministry of Public Health/WHO for essential medication and the Young Men's Christian Association's list of medication for chronic diseases, rendering them ineligible for subsidized fees at the primary healthcare level. Another barrier is the lack of proper forecasting of medication needs/consumption which often results in both shortages and stocks of expired medication. Even though medications are provided at subsidized fees,

(13) WHO Non-Communicable Disease stepwise survey is a national non-communicable disease prevalence survey targeting Lebanese and displaced Syrians in Lebanon with the objective of monitoring disease trends, predict future public health project caseloads, estimating the burden of non-communicable diseases leading to the planning of evidence-based interventions.

(14) The Health Access and Utilization Survey among Syrian refugees from Lebanon was conducted in 2018 among persons of concern living in Lebanon, to monitor their access to and utilization of available healthcare services.

challenges persist in relation to hidden consultation costs and the inconsistency of the costing system across the Ministry of Public Health's primary healthcare centres network.

**Sexual and Reproductive Health:** According to UNHCR's registration data,<sup>ix</sup> displaced Syrian women of childbearing age (15-49) constitute 25 per cent of the total registered population of displaced Syrians.<sup>15</sup>

As a reflection of the existing needs in pregnancy care, Ante-Natal Care (ANC) and Post-Natal Care (PNC) constitute an important proportion of services currently provided to displaced Syrian women at the primary healthcare level. Results of the UNHCR 2018 Health Access and Utilization Survey shows that 72 per cent of women who had delivered in the past two years reported going for ante-natal care. The survey also shows that 30 per cent of women who were pregnant in the last two years had received ante-natal care in more than one facility. The results of the survey indicate that an alarming 28 per cent of women did not receive ante-natal care during their pregnancy. Among this percentage of pregnant women, the majority (38 per cent) reported being unable to afford doctor's fees and 26 per cent thought ante-natal care was not necessary. Among women who accessed ante-natal care, 72 per cent reported four or more visits, a significant increase compared to 55 per cent in 2017. Yet, with the high percentage of women not accessing ante-natal care at all, the overall uptake of ante-natal care is considered low.

Moreover, the survey shows that the most common barriers to ante-natal care are financial or knowledge/attitude related. Significant barriers to ante-natal care during the first trimester include: not being able to afford the fees, lack of time/or having to care for other children, not remembering to attend an ante-natal care visit, or not being aware of the importance of seeking care during first trimester.<sup>x</sup> Moreover, only 26 per cent of women who delivered reported receiving post-natal care. Of those women who did not attend post-natal care, 56 per cent indicated that they did not think it was necessary and 35 per cent said that they could not afford clinic fees. These findings demonstrate the need to increase the uptake of ante and post-natal care and address the most common barriers through financial support and increased outreach.

The uptake of family planning by displaced Syrians is also low. Based on the UNHCR 2018 Health Access and Utilization Survey, among those couples who report using a family planning method, contraceptive pills are most commonly used (38 per cent) followed by intrauterine devices (31 per cent), traditional methods (25 per cent), and condoms (13 per cent). The most common reported reason for the lack of family planning are planned pregnancies. Another recent study on the barriers to contraceptive use points to cost as the main barrier to contraception use.<sup>xi</sup>

(15) Results of the UNHCR 2017 Health Access and Utilization Survey indicate that 43 per cent of women of reproductive age were pregnant during the last two years.

**Mental Health:** Around 2.5 per cent of displaced Syrians reported needing access to mental healthcare in the last six months, out of which 62 per cent were not able to receive the care they needed (Vulnerability Assessment of Syrian Refugees in Lebanon, 2017).<sup>xii</sup> One of the main reasons for not accessing care is that mental health is still stigmatized in Syrian and Lebanese communities. In many cases, these conditions are often ignored or trivialized, sometimes resulting in serious long-term consequences. In addition, other accessibility barriers vary from cost, to transportation issues, as well as lack of knowledge on where to seek help. Despite a significant number of non-governmental organizations providing mental health and psychosocial support, access is not equally distributed and areas like Baalbak- Hermel remain without any support (Vulnerability Assessment of Syrian Refugees in Lebanon, 2017).

In 2014, the Ministry of Public Health launched the National Mental Health Programme (NMHP), with the mission of reforming the mental health system in the country. To achieve this mission and guide system reforms, in 2015 the National Mental Health Programme launched the first national strategy for mental health, covering the period of 2015-2020.

Services provided by local and international NGOs range from case management (including for survivors of sexual and gender-based violence) to more specialized care (psychotherapy and psychiatry). These are provided free of charge however, remain insufficient to respond to existing needs. From January to September 2018, partners provided a total of 39,149 specialized mental health consultations to vulnerable Lebanese, displaced Syrians, and Palestinian refugees from Lebanon and Syria. Mental health service needs are most acute in Akkar, Hermel, Dnneieh and South of Lebanon. Due to the lack of psychiatric hospitalization facilities outside of Beirut, proper management of psychiatric emergencies at the hospital level as well as transportation support are required.

In conjunction, both displaced Syrians and vulnerable Lebanese alike, can access essential psychotropic medications via the Young Men's Christian Association network and some specialized medications via the humanitarian list provided by the Ministry of Public Health. The ongoing efforts of the Ministry's National Mental Health Programme and its partners seek to expand mental health services through their integration into primary healthcare. To date, due to accelerated initial training on mental healthcare, more than 800 health workers in around 300 primary healthcare centres and dispensaries were introduced to the WHO Mental Health Gap Action Programme (mhGAP). Of these, around 75 received advanced training, whereby at least one nurse and one general practitioner are well trained on the Programme. In addition, a community mental health centre in the Bekaa has been piloted over the past three years. Over the next four years (2018-2020), the delivery of mental health packages will gradually be piloted in 40 selected primary healthcare centres, of which, 12 were

identified to provide more specialized mental health services via a multi-disciplinary team. This links to various case management services offered by protection, child protection and gender-based violence teams who work at lower tier to follow up, in action planning, and provide group psychosocial session structures and basics to address mental health concerns.

**Tuberculosis (TB) and Human Immunodeficiency Virus (HIV):** In Lebanon, tuberculosis and HIV care is not integrated within primary healthcare and have separate vertical programmes within the Ministry of Public Health.

All tuberculosis services are provided for the Lebanese host population and displaced Syrians (hospitalizations, diagnostics, treatment, follow up tests and sanatorium hospitalizations) through the National Tuberculosis Programme (NTP). The Programme's nationwide screening campaign detects active tuberculosis in informal settlements and collective shelters in the North, South and Bekaa and Mount Lebanon. In addition, the National Tuberculosis Programme provides screening for active cases of tuberculosis in five Palestinian camps, including; Rachidieh in the South, Burj El Barajneh in Mount Lebanon, Mar Elias and Shatila in Beirut and Naher El Bared in the North. From January to September 2018, 527 tuberculosis cases were registered with the National Tuberculosis Programme, of which 80 were displaced Syrians. With funds available from the Global Fund, active Directly Observed Therapy Strategy (DOTS), free of charge treatment of patients with tuberculosis was expanded, with special focus on areas with the highest vulnerability levels of displaced Syrians and host communities. The free of charge care of latent tuberculosis cases (screening and management) was decentralized within 15 public hospitals through an information technology system guided by a clear management protocol based on the updated 2016 Clinical Treatment Protocols of tuberculosis.

The main activities and achievements of the National Acquired Immune Deficiency Syndrome (AIDS) Programme (NAP), focus around prevention, testing, diagnosis, care, and treatment. Anti-Retroviral Therapy (ART) is available free of charge through the Programme to HIV positive Syrian and Lebanese patients, and treatment is provided according to the updated 2016 HIV antiretroviral protocols. From January to September 2018, a total of 1,295 persons with HIV were receiving treatment through the programme out of which 1,188 are Lebanese, 57 displaced Syrians, 42 Palestinian refugees and 8 from other nationalities.

With regards to Palestinian refugees from Syria, data from UNRWA's Health Information System points to each refugee visiting UNRWA clinics five times per year on average. In general, Palestinian refugees from Syria are worse-off compared to Palestinian refugees from Lebanon on all health-related indicators.<sup>xiii</sup> Respectively, 10 per cent, 75 per cent and 83 per cent of households report at least one family member who has suffered from a disability, acute illness in the past six months, together with longer term chronic illnesses. The four most prevalent chronic conditions are diabetes, high blood pressure, heart disease, and bone and muscle complications.<sup>xiv</sup>

Although in theory, displaced Syrians and Palestinian Refugees from Syria can access primary healthcare services from a variety of health outlets, the main barrier is cost. Data from the 2018 Vulnerability Assessment of Syrian Refugees in Lebanon indicates that displaced Syrians' health expenditure is relatively high and represents 12 per cent (compared to 13 per cent in 2017) of the total expenditures of a household (average total expenditure is US\$ 403 per household per month, a decrease of \$56 from 2016).<sup>xv</sup> The UNHCR 2018 Health Access and Utilization Survey<sup>16</sup> also points to an average monthly household expenditure of \$157 on health with the median monthly household expenditure on health being \$87. Compared to 2017, the monthly household expenditure and the median monthly household expenditure have both slightly increased from \$154 and \$75 respectively. Considering the increasing economic vulnerability of both displaced Syrians and Palestinian refugees from Syria, further financial support for access to primary healthcare is critical.

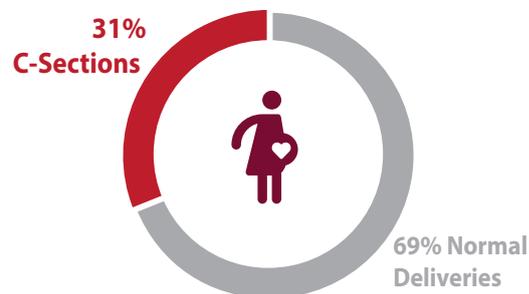
### Secondary and tertiary healthcare (hospital care)

Access to hospital care for displaced Syrians, whether registered or unregistered with UNHCR, is primarily through a network of 40 public and private hospitals across Lebanon. Subsidized care is limited to obstetric and life-threatening conditions, which were prioritized in light of available funding, and currently covers 75 per cent of hospitalization fees. Coverage not only increased to 90 per cent for severely vulnerable households, but also for patients with acute burns and psychiatric conditions, as well as infants in need of neonatal and paediatric intensive care. The remaining 10 to 25 per cent of fees are covered by displaced Syrians. Survivors of gender-based violence, particularly survivors of rape are fully covered. As of July 2018, changes were implemented in relation to the Referral Secondary Healthcare Programme to reduce the overall cost of the referral care program, to increase protection for beneficiaries whose patient shares are substantially high and to simplify and improve the efficiency of the process. The new cost-sharing mechanism requires displaced Syrians to first contribute \$100 with the remaining 75 per cent of the cost being

covered. Nevertheless, beneficiaries never pay more than \$800. The impact of this change is being monitored through a number of admissions before and after implementation of the new mechanism. There were no noted decreases in admissions rates up to September 2018, however careful analysis of trends to evaluate the impact of the change in system on displaced Syrians is ongoing.

From January to September 2018, a total of 60,926 displaced Syrians (average of 6,769 admissions per month) were admitted for hospital care representing a 10.4 per cent increase from 2017 admissions.<sup>xvi</sup> Based on data from previous years, it is estimated, that 59 to 57 per cent of total admissions are pregnancy-related. Though hospital-based deliveries are covered, assessments indicate that an increasing number of women are delivering at home, assisted by either a skilled or traditional birth attendant. It is also estimated that 31 per cent of deliveries were through C-section, which is considered high.<sup>17</sup> Though it is lower than the C-section rate amongst Lebanese, estimated at around 44 per cent,<sup>18</sup> it is higher than the rate reported in Syria (23 per cent),<sup>xvii</sup> and confirms findings of a 2007 study by the American University of Beirut pointing to a policy environment encouraging C-sections in Lebanon<sup>xviii</sup>. As the practice carries risks, with concerns that unnecessary C-sections are taking place, the rate should be further monitored and addressed. Another estimate is that 14 per cent of all new-borns are admitted or kept in hospitals for special care<sup>xix</sup>. The rate of admission to Neonatal Intensive Care Unit (NICU) is also considered high and requires further monitoring. Specific to maternal and child outcomes, Ministry of Public Health reports in the first quarter of 2018 indicate that non-Lebanese<sup>19</sup> (displaced Syrians included) are likely to be worse off compared to Lebanese on maternal and neonatal mortality indicators.

### Percentage of normal deliveries vs. C-sections for displaced Syrians in Lebanon



Reported challenges linked to hospital admissions are: financial constraints,<sup>20</sup> delays in hospital admissions of persons with psychiatric conditions, limited spaces (hospital beds), and the retention of dead bodies or personal identification documents thereby pushing the

(17) According to WHO, the ideal rate for caesarean sections is between 10-15 per cent.

(18) The Ministry of Public Health's 2013 Public Health bulletin showed that the rate of C-sections reached 44-45 per cent of total deliveries covered by the Ministry.

(19) The Ministry of Public Health started disaggregating maternal and child data by nationality in mid-2017. Prior to that, two categories were used: Lebanese and non-Lebanese.

(20) UNHCR Participatory Assessment, 2017-2018.

(16) UNHCR's Health Access and Utilization Survey in Lebanon was conducted in 2018 among persons of concern living in Lebanon, to monitor their access to and utilization of available healthcare services.

patient to pay his share. Presently, a limited number of health actors provide support to cover the patient's share and this is done on a case by case basis with the financial ceiling for support varying amongst supporting NGOs. In some hospitals, admissions are subject to a cash deposit and retention of identification or UNHCR registration documents of displaced Syrians until the hospital bill is settled. Whilst this has a clear psychological and traumatic impact on patient's personal well-being, it also breaks down trust with health service providers. In addition, confiscation of personal identification documents can lead to prominent protection risks for patients particularly those without legal status who can face risk of arrest and/or detention when crossing checkpoints and is a barrier to accessing other services.

A limited number of LCRP health partners provide access to hospital care support. Conditions which are covered include but are not limited to: surgeries for congenital malformations including cleft lip and palate and orthopaedic surgeries including club feet, hip displacement, reconstructive surgery for burns, dialysis for patients with chronic renal failure, blood transfusions for thalassemia patients, treatment for haemophilia patients, and chemotherapy for breast cancer patients. Yet, this support is limited and more often than not, a significant number of patients eligible for support are turned down. Although not LCRP partners, other organizations<sup>21</sup> also provide additional support to displaced Syrians as well as other population groups for access to hospital care.

Overall, the hospitalization rate for obstetric and life-saving conditions for displaced Syrians is 8 per cent per year.<sup>22</sup> Even with the support provided by partners, the hospitalization rate for displaced Syrians remains lower than that of Lebanese (12 per cent per year) due to restrictive criteria applied due to limited funding. It is therefore estimated that a significant number of displaced Syrians are not able to access needed hospital care, with the results of the 2018 Vulnerability Assessment of Syrian Refugees in Lebanon confirming that 23 per cent of displaced Syrian households in need of hospital care were not able to obtain it. The main reason cited was their inability to cover the cost of treatment.

Palestinian refugees from Syria and Palestinian refugees from Lebanon, benefit from hospital care through UNRWA with 100 per cent coverage in Palestinian Red Crescent Society (PRCS) hospitals and 90 per cent in public and private hospitals respectively and 60 per cent coverage for tertiary services (with a ceiling of \$5,000 per intervention).<sup>xx</sup> Many families face access to healthcare challenges since 99 per cent of the population has no health insurance coverage and rely solely on UNRWA services. Despite different barriers (legal status, movement restrictions, limited resources), access to UNRWA hospitalization services is high.<sup>xxi</sup> The hospitalization rate of Palestinian refugees from Syria

similarly to that of Lebanese is 12 per cent. However, funding is required to maintain the current subsidies provided by UNRWA.

To maintain current subsidies, address the large number of unmet needs and the underlying financial barrier to hospital care access, increased financial support is needed, particularly for cases which do not fall under current coverage, especially catastrophic illnesses (cancer) and chronic conditions (dialysis, multiple sclerosis, etc)<sup>23</sup> as well as advanced diagnostics.

Overall, limited funding is available to ensure equitable provision of quality health services to meet essential health needs at the primary, secondary and tertiary healthcare levels. Consequently, access to healthcare in the eighth year of the crisis remains a serious concern.

### Impact on healthcare institutions

Despite the institutional support provided, including staffing support, trainings, on the job coaching, equipment support and rehabilitation, health facilities at primary healthcare and hospital levels across Lebanon are heavily strained with an increased demand on services due to the crisis. Akkar and Bekaa, traditionally underserved areas, are hosting around 10 per cent and 25 per cent of the displaced Syrians respectively, and are in need of further institutional support.

Public hospitals are impacted by the inability of displaced Syrians to cover the totality of their hospital bills, and by the unfulfilled Ministry of Public Health commitments to public hospitals to cover, on an exceptional basis, the hospitalization fees of displaced Syrians and Palestinian refugees from Syria for conditions which are not subsidized by partners. These conditions include dialysis, cancer, catastrophic illnesses treatment and acute hospitalization. According to Ministry of Public Health records for 2016, public hospitals accumulated a deficit amounting to \$15 million since the onset of the Syria crisis, threatening the financial viability of the public hospital system as a whole and consequently, the future provision of hospital services.

If the above needs are not fully met, mortality and morbidity will increase due to inadequate access to healthcare. The risk of outbreaks of communicable and vaccine-preventable diseases will increase. Early detection and control of outbreaks will also be suboptimal.

### Adolescent and youth health

It is estimated that 35 per cent of the Lebanese population are children (0-19), 20.6 per cent adolescents (10-19) and 19.8 per cent are youth (15-24)<sup>xxii</sup>. Based on data from UNHCR Lebanon' registration database, 57 per cent of displaced Syrians registered with UNHCR as refugees are children (0-18), 23 per cent are adolescents (10-19) and 17 per cent are youth, indicating that both populations are relatively young.

(21) International Committee of the Red Cross (ICRC) mainly provides support to weapon wounded individuals, both Médecins Sans Frontières (MSF) Switzerland and MSF-Belgium support deliveries and MSF-France acute paediatric conditions.

(22) UNHCR Referral Care Report 2018.

(23) It is estimated that around 800 cases of cancer among displaced Syrians need to be treated every year, and an estimated 200 patients need on-going renal dialysis.

The Global School-based Student Health Survey (GSHS), a collaborative surveillance project designed to help countries measure and assess the behavioural risk factors and protective factors among young people aged 13 to 17 years, was conducted in Lebanon by WHO in 2016 in close collaboration with the Ministries of Education and Higher Education and Public Health.<sup>24</sup> Displaced Syrian children enrolled in public schools were included in the survey. For the first time, the Global School-based Student Health Survey addressed risky health behaviours following the impact of the Syria crisis on both the Lebanese and displaced Syrian school aged children. A total of 5,708 students participated in the Lebanon Global School-based Student Health Survey. While results of the study will further be disaggregated by population groups, key prevalence estimates from the survey indicate serious issues in relation to mental health, bullying, cigarette and alcohol use, activity level, and malnutrition among adolescents and youth.

Indicator	Prevalence
Percentage of students who seriously considered attempting suicide during the 12 months before the survey	14.2
Percentage of students who were bullied on one or more days during the 30 days before the survey	16.6
Percentage of students who currently used any tobacco products (used any tobacco products on at least 1 day during the 30 days before the survey)	36.6
Percentage of students who spent three or more hours per day sitting and watching television, playing computer games, or talking with friends, when not in school or doing homework during a typical or usual day	47.6
Percentage of students who currently drank alcohol (at least one drink of alcohol on at least one day during the 30 days before the survey)	18.9
Percentage of students who were underweight (<-2SD from median for BMI by age and sex)	4.0
Percentage of students who were overweight (>+1SD from median for BMI by age and sex)	24.6

Through collaborative efforts with the Government of Lebanon, the sector is committed to supporting adolescent and youth health in Lebanon through the National School Health Programme focusing on three main areas; medical screening, health awareness and education, and healthy school environments.

## Overall sector strategy

The Ministry of Public Health Response Strategy, drafted in 2015 and updated in 2016, serves as the guiding document for the LCRP Health sector.<sup>xxiii</sup> Activities in the LCRP fall within the scope of this strategy starting from community outreach, awareness and preventive activities to curative and referral services. By 2020, the strategy aims for the progressive integration of services in the existing national healthcare system.

The Ministry of Public Health Response Strategy serves

four strategic objectives:

1. Increase access to healthcare services to reach as many displaced persons and host communities as possible, prioritizing the most vulnerable;
2. Strengthen healthcare institutions and enable them to withstand the pressure caused by the increased demand on services and the scarcity of resources;
3. Ensure health security including a strengthened surveillance system for the control of infectious diseases and outbreaks;
4. Improve child survival rates.

In 2019, additional attention will be placed on strengthening the Health sector's commitment to mainstreaming protection within its activities to reduce the above-mentioned access barriers to services and improve Accountability to Affected People (AAP). This will be especially in relation to communication and transparency, participation and inclusion, organizational learning and adaptation, and feedback and response which will serve to complement the Vulnerability Assessment of Syrian Refugees in Lebanon and other surveys and strengthen protection outcomes of the Health sector programme and activities, especially for women, girls and other at-risk groups. Health sector partners will uphold the principles of transparency and accountability to ensure an effective and efficient humanitarian response within the Health sector. To that end, should the Government of Lebanon require information that is not captured by interagency mechanisms, bilateral requests can be made from the Government to the Health sector partners.

To strengthen good governance practices within the health system in achieving improved health outcomes and document best practices for Lebanon, the Ministry of Public Health established the Health Policy Support Observatory in April 2018.<sup>25</sup> The Observatory has three lines of work, including: providing direct analytical and informational support to the Ministry's policy-making; establishing communities of practice whose prime focus is to facilitate interaction between key stakeholders and; organizing a National Health Forum where civil society can engage in balancing needs, resources and expectations, in an evidence-based conversation with health authorities. Such initiatives will not only harness the contribution of the various networks and enhance the resilience of the health system, but also impact the wide spectrum of healthcare activities while helping meet the objectives of the LCRP.

## Sector outcomes, outputs and indicators

The Health sector's overarching aim is to respond to the health needs (primary, secondary and tertiary healthcare) of displaced Syrians (whether non-registered or registered as refugees by UNHCR) and Palestinian refugees from Syria as well as the most vulnerable within

(24) The Global School-Based Student Health Survey (GSHS) was conducted in Lebanon in 2005 and 2011.

(25) The Policy Support Observatory is a tripartite partnership agreement with the American University of Beirut and the World Health Organization, hosted by the Ministry of Public Health.

the Palestinian refugees from Lebanon as well as the Lebanese host communities, and strengthen national institutions and capacities to respond to those needs while simultaneously enhancing the resilience of the health system as a whole.

The Health sector's strategy aims to provide equitable and quality primary, secondary and tertiary healthcare to displaced persons from Syria and to vulnerable Lebanese population through direct service delivery and national health systems (LCRP impact 3). All activities, outputs and outcomes will serve in achieving positive health impacts for populations in need and ensure immediate humanitarian needs are being met (LCRP impact 2). In addition, inter-sectoral linkages efforts will be geared towards providing a safe protective environment (LCRP impact 1) for vulnerable groups and will make sure programmes are implemented in an integrated manner to fulfil the different rights of people in need.

### **Outcome 1 – Improve access to comprehensive primary healthcare (PHC)**

Assuming that LCRP health actors will continue providing support to the Ministry of Public Health's Primary Healthcare network in providing quality affordable access to health and nutrition services, including free immunization services to people in need, the first outcome will be achieved through the following outputs.

#### **Output 1.1 – Financial subsidies and health promotion provided to targeted population for improved access to a comprehensive primary healthcare package**

The sector aims to ensure access to comprehensive<sup>26</sup> quality primary healthcare to displaced Syrians (whether non-registered or registered as refugees by UNHCR) as well as vulnerable Lebanese, primarily through the Ministry of Public Health network of primary healthcare centres and dispensaries (including the Ministry of Social Affairs' social development centres in instances where there is uneven geographical coverage, or where the caseload is too heavy for the network to bear).<sup>27</sup>

In the face of increasing economic vulnerability, new complementarity models that offer more coverage to displaced Syrians and vulnerable Lebanese patients seeking primary healthcare services are being implemented to ensure meaningful access, further addressing cost-related barriers such as doctors' fees, treatment or transportation costs.

One such model is implemented throughout 2018-2019<sup>28</sup> and consists of supporting an equal ratio of vulnerable Lebanese and displaced Syrians patients in accessing primary healthcare (including mental health) through

an initial 45 primary healthcare centres. Beneficiaries' contribution is of 3,000LBP (equivalent to \$2) as a consultation fee, while medication and diagnostics are fully covered for all population groups. Palestinian refugees from Syria and Lebanon will continue receiving free primary healthcare services through UNRWA clinics.

Though external to the LCRP, it is important to mention the ongoing Ministry of Public Health's pilot<sup>29</sup> "Emergency Primary Healthcare Restoration Project (EPHRP) - towards Universal Health Coverage". The pilot targets 150,000 vulnerable Lebanese registered with the Ministry of Social Affairs' National Poverty Targeting Programme (NPTP) with an essential preventive healthcare package through 75 Ministry of Public Health's primary healthcare centres. Six evidence-based packages are provided under this project: three age specific and gender wellness packages (ages 0-18, females and males 19 years and above), two care packages for the two most common non-communicable diseases in Lebanon; Diabetes Mellitus (DM) and Hypertension (HTN), and a safe motherhood package. So far, the project has contracted all 75 targeted primary healthcare centres. The number of beneficiaries enrolled to date is 103,752 and, 68,649 users benefitted from project services. The project enrolled 13 per cent of adults in diabetes mellitus package, 20 per cent of adult users in hypertension package and 4 per cent of females of reproductive age in the antenatal package. The project vaccinated 3,445 children under 5 thus far with the percentage of children fully immunized at 86 per cent. Eighty-seven per cent of adults above 40 were screened for diabetes mellitus and hypertension. 522 women benefitted from antenatal services under the project. Throughout 2019, the Ministry of Public Health plans to scale up and expand the project to all primary healthcare centres, targeting all 300,000 vulnerable Lebanese enrolled in the National Poverty Targeting Programme with packages for both preventive and curative services.

In parallel to the provision of subsidies, the Health sector will strengthen facility-based health promotion and community outreach efforts addressing knowledge and attitudes related to various health topics (i.e. vaccination, pregnancy care, family planning, infant and young child feeding, communicable and non-communicable diseases, mental health, etc.). Efforts will also aim at increasing awareness on the availability of services (including gender-based violence services) thereby contributing to increased demand for primary healthcare and decreased social stigma. This will be conducted through increased coordination of partner activities, harmonization of health messages as well as targeting of both women and men within communities to influence decision-making and ensure an environment that is supportive of positive health seeking behaviours. It will also be done by developing and designing information packages and employing various dissemination methods, in consultation with affected communities to ensure that they are appropriate and accessible to all groups, including people with specific needs. Where

(26) Comprehensive primary healthcare is inclusive of vaccination, medication for acute and chronic conditions, non-communicable disease care, sexual and reproductive health, malnutrition screening and management, mental health, dental care as well as health promotion.

(27) Palestinian refugees from Syria and Lebanon are an exception as their access to primary healthcare is through UNRWA clinics.

(28) The model is implemented throughout 2018-2019 by International Medical Corps (IMC), Première Urgence-Aide Médicale Internationale (PU-AMI) and Fundación Promoción Social de la Cultura (FPSC) through funding from European Union (EU)-Madad in complementarity with the Emergency Primary Healthcare Restoration Project

(29) The Ministry of Public Health pilot project is funded by the World Bank

possible, inter-sector linkages will be made to maximize health-education dissemination channels including through education facilities and after-school accelerated learning programmes for children who work.

With the crisis entering its eighth year, activities of mobile medical units such as vaccination campaigns, outbreak investigation and response, and the provision of primary healthcare services will be limited to exceptional security-related and emergency situations. Provision of primary healthcare services through mobile medical units will be particularly deprioritized as mobile medical units have proven to be costly, providing limited services, often relying on referrals to primary healthcare centres and are generally counter-productive to instilling health seeking behaviours and promoting health facility utilization.

The target for 2019 is a total of 2,150,000 subsidized or free consultations to be provided to displaced Syrians, vulnerable Lebanese, Palestinian refugees from Syria and Lebanon at the primary healthcare level. This output will be measured by an indicator on the "number of subsidized or free primary healthcare consultations provided" which will be disaggregated by age and sex to allow for gender analysis of potential barriers for access to primary healthcare to be addressed.

Within the next two years, the sector will explore in detail further optimizing the package of services offered and models of delivery including financing mechanisms to ensure an effective, cost-efficient and sustainable response. Special attention will be paid to interventions that meet the specific health needs of girls, boys, women, and men, including children under five years of age, pregnant and lactating women, adolescents including adolescent girls married before the age of 18, youth, persons with disabilities, older persons, survivors of gender-based violence, persons living with HIV/AIDS, persons facing gender-based discrimination, and other vulnerable groups. To assess challenges around access to health services, girls, boys, women and men will be equally consulted. Access of such groups to information on services and primary healthcare in general will be regularly monitored through consultations, assessments and other forms of engagement, as well as through existing complaints systems. 70 out of 218 Ministry of Public Health's primary healthcare centres do have active complaints and feedback mechanisms to ensure patients can report any challenges faced. In addition, the Ministry's 24/7 hotline is circulated on regular basis to displaced Syrians which they can call to provide feedback and complain. The feedback received from all levels will be used to adjust and enhance programmes and activities, as relevant. Even though the Ministry of Public Health, uses all possible resources to respond to all queries after prioritizing them, support from the Health sector is still needed to strengthen and expand the current feedback mechanism.

### **Output 1.2 - Free of charge chronic disease medication provided at primary healthcare centre level**

As the displaced Syrian population will continue to benefit from the same entry points to healthcare as the Lebanese population, it is essential that the current mechanisms of national drug procurement for chronic disease medication be aligned with the existing needs of vulnerable Lebanese, displaced Syrians as well as other population groups, as to avoid any duplication for parallel procurement mechanisms by health partners. To that end, it is expected that over the span of the next two years the Ministry of Public Health's procurement system, management and distribution of chronic disease medication, will specifically be able to progressively absorb vulnerable Lebanese as well as referred Syrian beneficiaries.<sup>30</sup>

Reflections were made on the political situation and postponement on forming the cabinet that delayed fund transfers from Ministry of Finance to the Ministry of Public Health leading to severe shortages of chronic medications. Contingency funds are unavailable and it is challenging to secure funds to fill the gaps in a timely manner. Institutional support and health system strengthening initiatives such as training on medications and stock management are key in improving the existent network.

The target for 2019 is 180,000 individuals (147,000 Lebanese and 27,000 displaced Syrians) receiving chronic disease medication through the Ministry of Public Health/ Young Men's Christian Association channels of procurement and distribution system, as well as 5,400 individuals (3,600 Palestinian refugees from Syria and 1,800 Palestinian refugees from Lebanon) receiving chronic medication free of charge through UNRWA clinics. This output will be measured by an indicator on the "number of persons receiving chronic medication" which will be disaggregated by sex.

### **Output 1.3 - Free of charge acute disease medication, medical supplies and reproductive health (RH) commodities provided at primary healthcare centre level**

As in the procurement of chronic disease medication, it is essential that the current mechanisms of national drug procurement for acute disease medication, medical supplies and reproductive health commodities (including family planning commodities and Post-Exposure Prophylaxis (PEP) kits) be aligned with the existing needs of vulnerable Lebanese, displaced Syrians as well as other population groups, and any duplication for parallel procurement mechanisms by health partners be avoided. Discussions reflected on the importance of updating the list of medications for acute diseases provided by the Ministry of Public Health.

The targeting for 2019 remains around 1.5 million displaced Syrians and vulnerable Lebanese within the

(30) This is partly due to a sizeable number (10,000-15,000) currently benefiting from parallel projects that are currently phasing out or expected to phase out in the coming years.

existing primary healthcare channels, as well as around 50,000 Palestinian refugees from Syria and Palestinian refugees from Lebanon through UNRWA clinics.

**Output 1.4 - Free of charge routine vaccination provided for all children under five at the primary healthcare centre level and through vaccination campaigns**

The sector aims to achieve 100 per cent vaccination coverage of displaced Syrian children, Palestinian refugee children from Syria and Lebanon, and vulnerable Lebanese children<sup>31</sup>. This requires the enforcement of the Ministry of Public Health's policy relating to free vaccinations at the primary healthcare level as well as the expansion/ acceleration of routine vaccination activities with a focus on low vaccination coverage areas, as per the results of the annual WHO Expanded Programme on Immunization coverage cluster survey. In addition, a more systematic vaccination process needs to be developed and endorsed for official return activities. This output will be measured through an indicator on the "number of children under five receiving routine vaccinations" which will be disaggregated by population cohort and sex.

**Output 1.5 - Primary healthcare institutions' service delivery supported**

In order to strengthen the capacities of the Ministry of Public Health at central and local levels to respond to primary healthcare needs, the expansion of the Ministry's primary healthcare centres network to up to 250 centres is prioritized to ensure greater geographical coverage and accessibility of vulnerable populations, including people with disabilities, to quality primary healthcare services at an affordable cost.<sup>32</sup> Moreover, support is required in terms of human resources at the central and local levels of the Ministry of Public Health as well as primary healthcare centres which are understaffed and overloaded. This includes staffing for the Ministry of Public Health's National Mental Health Programme as well as staff for polio surveillance. The provision of equipment is also needed, to not only respond to current needs, but also to replace old and deteriorating equipment. Additionally, staff capacity building is needed through ongoing training, follow-up and supervision according to identified gaps. These trainings will include modules on soft skills<sup>33</sup>, safe identification and referral of survivors of sexual and gender-based violence and survivor-centred approaches with a focus on privacy and confidentiality. Other trainings aim to build the capacity of health providers on mental health, family planning, maternal and child health, vaccine management, etc. The sector will encourage an equal ratio of female/male staff trained<sup>34</sup>. The sector will focus

on capacity building trainings as well as monitoring of key quality indicators for improved quality of care through increased coordination between partners and the use of common tools. Complaints or feedback mechanisms will be strengthened to enhance primary healthcare centres, including those received from call centres, participatory assessments and surveys.

Furthermore, in 2008, the Ministry of Public Health initiated work on an accreditation mechanism for primary healthcare centres aiming to include all network centres to increase monitoring and ensure quality services in primary healthcare centres. The accreditation programme is fully funded by Ministry of Public Health and implemented by the primary healthcare department where the Ministry provides all the training, logistic and administrative support, and expert consultation visits to ensure the quality of the process. Since the beginning of the accreditation programme and with limited resources, the Ministry of Public Health has trained 132 primary healthcare centres on accreditation standards, and 52 healthcare centres have been fully accredited to date.

As an additional mitigation measure, the Ministry of Public Health would benefit from the Health sector's support to strengthen its accreditation programme and internal monitoring and evaluation measures at the primary healthcare level focusing on the compliance of the healthcare with Ministry of Public Health's national health strategy and memos especially in relation to a unified costing system, including the provision of free immunization services.

Additionally, the Health sector prioritized, along with the Ministry of Public Health, exploring ways to support the expansion of the existing health information system. Through supported projects<sup>35</sup> at the Ministry's primary healthcare centre level, electronic medical files for beneficiaries under the project were established, along with an electronic monitoring system, known as PHENICs. Further expansion of the health information system is envisioned in both the number of health facilities reporting in a harmonized way within the Ministry's health information system (i.e. tools and indicators) as well as the quality (relevance, accuracy, completeness, timeliness, etc.) of the data reported and generated. This will ensure that regular access to data is available to support proactive management of future healthcare priorities. Another indicator to be used is "number of facilities reporting on the Ministry of Public Health's Health Information System".

Risks associated with the above-mentioned outputs include the non-compliance of primary healthcare centres with the Ministry of Public Health's memos including hidden costs (Ex. Immunization) which results in decreased access to primary healthcare services. Efforts from LCRP health actors is needed to support the Ministry in strengthening its internal monitoring and evaluation measures at the primary healthcare level in compliance with the Ministry's national health strategy including the provision of free immunization

(31) It is estimated that 50 per cent of vulnerable Lebanese children receive vaccination through the public health system while the remaining 50 per cent receiving vaccination through private health system

(32) The Ministry of Public Health plans on adding 50 additional primary healthcare centres to the Ministry's primary healthcare network per year.

(33) As an example, the Clinical Management of Rape Training targeting health staff includes a module on soft skills

(34) It is observed that more female health staff attend trainings compared to male health staff – this is reflective of the general health workforce.

(35) World Bank Project

services. With time, and as the Ministry of Public Health's capacities are strengthened, the institutional support is expected to progressively decrease.

### **Outcome 2 – Improve access to hospital (incl. ER Care) and advanced referral care (advanced diagnostic laboratory and radiology care)**

Taking into consideration that LCRP health actors will continue providing support to secondary and tertiary healthcare access, outcome 2 will be achieved through the following outputs:

#### **Output 2.1 – Financial support provided to targeted population for improved access to hospital and advanced referral care**

The sector aims to ensure access to hospital and specialized referral care for all displaced Syrians (whether registered or non-registered as refugees by UNHCR) and Palestinian refugees from Syria in need of hospital care.<sup>36</sup> Considering the high cost of hospital care services in Lebanon and the increasing economic vulnerabilities amongst displaced Syrians and Palestinian refugees from Syria, Health sector partners need financial resources to maintain current levels of financial support provided. Additional resources are also needed to expand the support to medical conditions which do not fall under the current schemes.

It is crucial to explore further efficiencies to expand coverage in terms of both hospital services and financial support. The main indicator used to measure this outcome is “per cent of displaced Syrians, Lebanese, Palestinian refugees from Syria and Palestinian refugees from Lebanon admitted for hospitalization per year”.

In 2019, the sector will target 114,307 displaced Syrians<sup>37</sup>, 4,700 Palestinian refugees from Syria and 2,400 Palestinian refugees from Lebanon receiving hospital services. The targets are calculated based on a 12 per cent hospitalization rate for all population cohorts.<sup>38</sup> The main activity under this output is the provision of financial support to access hospital services. This is currently done primarily through the UNHCR Referral Care programme which covers 75-90 per cent of the hospital bill and targets displaced Syrians and through UNRWA's hospitalization policy for Palestinian refugees from Syria. Health actors also provide financial support to cover 10 to 25 per cent of the patient's share, and those conditions which fall outside of UNHCR or UNRWA hospitalization schemes.<sup>39</sup>

#### **Output 2.2 - Public and private hospital service delivery supported**

The sector aims to provide support to 27 public hospitals

(36) This includes advanced diagnostics, laboratory tests and radiology (on an outpatient basis) and admission to hospital, including emergency room care.

(37) This figure is based on the number of displaced Syrians registered by UNHCR as refugees, equivalent to 952,559 (as of end of September 2018). It is important to note however that all displaced Syrians (Government of Lebanon estimates are of 1,500,000 displaced Syrians in Lebanon), whether registered or non-registered with UNHCR as refugees, are eligible for hospital coverage according to UNHCR Standard Operating Procedures for Referral Care.

(38) The hospitalization rate does not include health interventions done on an outpatient basis such as dialysis.

(39) In 2018 UNHCR, initiated expert consultations for possible health insurance schemes for refugees in country. Although not yet final in terms of actual implementation, packages and estimated cost per individual, discussions about piloting one proposed scheme are currently ongoing.

by providing equipment to hospitals to fill shortages, replacing old and deteriorated equipment and establishing psychiatric wards in public hospitals in the North, South and Bekaa governorates. Interventions will also include supporting the staffing capacity of hospitals as well as building the capacity of hospital staff through trainings and supervision (including management of psychiatric emergencies). The sector will encourage training on an equal ratio of female to male staff.

The risks associated with the above-mentioned outputs are decreased funding and the lack of interest in the support of unsustainable services such as dialysis, cancer, thalassemia and others which implicates decreased access and therefore, may contribute to an increase morbidity and mortality. Efforts from LCRP health actors are required to mitigate the associated risks where strengthened coordination is needed between health partners in addition to innovative funding models with the least negative effects. An additional mitigation measure would be to increase and strengthen the preventive primary care such as vaccinations, antenatal, postnatal care, family planning, early detection and non-communicable diseases programmes.

### **Outcome 3 – Improve outbreak and infectious diseases control**

While assuming LCRP health actors will continue providing support to the health security system through surveillance systems and outbreak preparedness and response, outcome 3 will be achieved through the following outputs:

#### **Output 3.1 The national Early Warning, Alert and Response System (EWARS) expanded and reinforced**

The sector aims to contribute to strengthening outbreak control through building the capacity of the Ministry of Public Health in surveillance and response. The focus will be on public health Early Warning, Alert and Response System (EWARS)'s strengthening and expansion. In 2017, support was provided for the development of an Information Technology (IT) platform (DHIS2) established in a selected number of health facilities. The national Early Warning, Alert and Response System provides critical data in a timely manner for all concerned authorities at the Ministry for an appropriate response to ensure monitoring, planning and decision-making within the Health sector for any outbreak containment and response. In addition, in 2017 a detailed situation assessment was completed and a Strategic Framework and Plan of Action with priority interventions was recommended. These focused mainly on the harmonization of the health reporting system, the expansion of the National Early Warning and Response System to multidisciplinary stakeholders (such as the Ministry of Agriculture), information flow improvements within the Ministry of Public Health departments on one side and between the Ministry and the concerned stakeholders on the other side.

The expansion of the national Early Warning, Alert and Response System and its decentralization are initiated

by targeting all primary healthcare centres within the Ministry of Public Health's network, laboratories and hospitals, as well as the Ministry's Epidemiologic Unit at the central level. Activities for 2018 include the reinforcement of 50 existing surveillance sites, the expansion of the system through the establishment of 100 new surveillance sites, staffing support, logistical support, IT system development, equipment provision and technical support missions, joint trainings for surveillance and response teams, as well as monitoring accuracy, timeliness and completeness of reporting. The outcome will be measured by the "number of functional/operational Early Warning, Alert and Response System centres".

### **Output 3.2 - Availability of selected contingency supplies ensured**

The sector will ensure that a one-year stock of selected contingency vaccines, emergency medications, laboratory reagents, response kits and Personal Protective Equipment (PPE) for quick and effective response to outbreaks is available and maintained.

### **Output 3.3 – The National Tuberculosis and AIDS Programmes strengthened**

The sector aims to improve tuberculosis prevention, diagnosis and treatment outcomes particularly among the Syrian population. The National Tuberculosis Programme includes: staffing, capacity building, procurement of necessary material, centres renovation and the procurement of anti-tuberculosis drugs, ancillary medicines and other consumables. These activities will be mainly measured by the following indicator: "Number of beneficiaries receiving tuberculosis medication through the National Tuberculosis Programme".

As for the National AIDS programme, the sector aims at supporting the development of a protocol for testing including screening for HIV and sexually transmitted infections in key population groups, doing confirmatory testing for positive cases and starting Antiretroviral Therapy (ART) for all HIV diagnosed cases as soon as diagnosis is established. The related activities will be mainly measured using the following indicator: Number of beneficiaries receiving Antiretroviral (ARV) medication through the National AIDS Programme.

A major risk associated with the above-mentioned outputs is the jeopardized ability to respond to outbreaks which could lead to increased outbreaks and subsequent morbidity and mortality. Hence, the need to maintain the level of support provided to the national surveillance system, to increase trust towards public services, strengthen the preventive care and increase outbreak preparedness.

### **Outcome 4 – Improve adolescent and youth health**

Investments in adolescent and youth health, in parallel with building the capacity of local institutions including community centres and schools, is considered an added value to the community that will have lifelong positive effects on both the individuals and the local institutions.

Consequently, outcome 4 will be achieved through the following outputs:

#### **Output 4.1 – School health programme (MoPH/WHO/MEHE) maintained**

The Health sector will continue supporting the Ministry of Education and Higher Education/Ministry of Public Health/WHO's School Health Programme which will expand to 1,250 public schools in 2019. Activities within this programme contribute to a healthy environment and comprise of school health education, opportunities for physical education and recreation, and programmes for counselling, social support and mental health promotion. Other activities include the provision of support for the school E-health medical records (procurement of information technology equipment and capacity building) as well as support for the healthy school environmental project. The related output indicator is the "number of public schools adhering to at least one component of the school health program".

Whereas, the increased turnover may be a risk factor associated with the above-mentioned output, building the capacity of the locally active institutions is a key mitigation measure required to sustain the available services at different levels. In line with these assumptions, associated risks and mitigation measures, needs prioritization remains a key issue allowing the Health sector to respond in a timely manner to any funding gaps. The prioritization will be based off the most essential life-saving interventions and critical public health and system functions. In line with LCRP Steering Committee guidance, the Health sector Steering Committee will ensure the alignment of unearmarked funds to key priorities and underfunded needs of the LCRP.

In addition, supplementary research is still needed for increased evidence-based programming and decision making. This is particularly applicable in the case of developing cost-effective strategies for the provision of subsidized packages of care that are harmonized and complemented to strengthen the national health system.

#### **Identification of sector needs and targets at the individual/household, institutional and geographic level**

The Health sector calculates the number of displaced Syrians in need based on economic vulnerability, whereby data from the 2018 Vulnerability Assessment of Syrian Refugees in Lebanon indicates that 69 per cent of displaced Syrians are living below the poverty line compared to 76 per cent in 2017. As such, the number of displaced Syrians in need and targeted by the sector is 765,000.

Although a recent economic vulnerability study led by UNRWA points to 89 per cent of Palestinian refugees from Syria living in poverty, all 28,800 Palestinian refugees from Syria are considered in need and targeted by the Health sector. The number of Palestinian refugees from Lebanon considered in need is based on

economic vulnerability data indicating that 65 per cent of Palestinian refugees from Lebanon (equal to 180,000) are living below the poverty line. Although 180,000 Palestinian refugees from Lebanon are considered in need, 20,000 are targeted under the LCRP, with the remaining eligible for support through UNRWA.

The number of vulnerable Lebanese in need is estimated 1,500,000. This is the Government of Lebanon's estimate of Lebanese who are economically vulnerable. The Health sector however is targeting 50 per cent of the population in need which is equivalent to 750,000 individuals for general health services (vaccination, medication, etc.) and not specifically for subsidies, especially since there are other instruments which target vulnerable Lebanese external to the LCRP.

It is important to note that there is a wide array of health services provided by actors outside of the LCRP who therefore do not report against the LCRP targets. Solid coordination, consolidation, and exchange of health information is to be strengthened under the LCRP 2019.



Informal settlement, Haouch Mandara, West Bekaa. 26/11/2017

## Mainstreaming of Conflict Sensitivity, gender, youth, people with specific needs (PwSN) and environment

### Conflict sensitivity

The Health sector strategy recognizes that the pressure on healthcare institutions caused by the increased demand for services is a potential source of conflict. In addition, the differences in out-of-pocket expenses for primary healthcare between vulnerable Lebanese and displaced Syrians remains a source of tension. To address this, efforts are geared towards strengthening the Ministry of Public Health's centrally and peripherally as well as the primary healthcare system overall, including the Ministry of Social Affairs' social development centres, to deal with the increased burden on the system and to ensure continued access for vulnerable Lebanese.

### Protection, gender, gender-based violence and accountability for affected populations

In 2019, the Health sector will strengthen the mainstreaming of the core protection principles of: 'meaningful access without discrimination', 'safety, dignity and do-no-harm', 'accountability' and 'participation and empowerment' within its sector, through the development of a Protection risk analysis (inclusive of risks due to age, gender, diversity, do-no-harm and accountability). The Health sector will work closely with the Protection working group and cross-cutting representatives of mainstreaming initiatives to receive technical support. Thus, both Health and Protection sectors, specifically the gender-based

### Sector needs and targets 2019

Population Cohort	Total Population in Need	Targeted Population	No. of Females	No. of Males	No. of Children (0-17)	No. of Adolescents (10-17)	No. of Youth (18-24)
Lebanese	750,000	750,000	382,500	367,500	234,000	122,250	
Displaced Syrians	765,000	765,000	390,150	374,850	393,314	140,155	75,581
Palestinian Refugees from Syria	28,800	28,800	14,688	14,112	11,530	5,072	
Palestinian Refugees from Lebanon	180,000	20,000	10,200	9,800	7,620	3,680	
<b>GRAND TOTAL</b>	<b>2,777,193</b>	<b>1,535,297</b>	<b>780,332</b>	<b>754,965</b>	<b>646,464</b>	<b>271,157</b>	

Type of Institutions	Total	Targeted
Municipalities		0
Hospitals	27	17
Schools	1,279	1,250
Water Establishments		0
Social Development Centres	233	12
Central Ministries		1
Ministry of Public Health - Primary Health Care Centers	218	218

violence sub-sector will coordinate capacity-building of healthcare providers on gender-based violence referral pathways and will work to eliminate gender-specific barriers to access such as protection risks on the road, including harassment of women or freedom of movement associated with check-points for men. Acceptability barriers will also be tackled, including social stigma, mainly gynaecologic health seeking behaviours for adolescent girls.

## Youth

The 2017-2020 Health sector strategy aims to contribute to improvements in youth health (14-25 years) recognizing that the population in the 20-24 age brackets has a considerable higher percentage of women.<sup>xxiv</sup> The sector will target youth by promoting healthy practices through outreach activities from primary healthcare centres. Alcohol or tobacco use, lack of physical activity, unprotected sex and/or exposure to violence can jeopardize youth health and result in long-term impacts. The 2016 Global Health School Survey, reported high rates of substance use (tobacco and alcohol) and mental health conditions (bullying, suicide ideation) among youth.<sup>xxv</sup> The sector will also target youth through public schools and community centres adhering to the School Health Programme.

## People with specific needs

Many of the Ministry of Public Health's primary healthcare centres and dispensaries are currently not accessible to persons with physical disabilities. This is gradually being addressed by the accreditation process. Moreover, in several healthcare centres, financial support/subsidies to cover the cost of laboratory and diagnostics tests is provided to people with disabilities. Specialized NGOs also provide physical therapy to people with disability in addition to rehabilitative support, prosthetic and orthotic devices, hearing aids and eye glasses.

## Environment

Lack of safe water, poor waste water management, solid and medical waste management, hygiene and living conditions, and unsafe food all influence the incidence and spread of communicable and non-communicable diseases. Lebanon has been struggling with a national waste management crisis since 2015. This is dealt with by the multidisciplinary national committee for waste management in coordination mostly with the WASH sector. The Health sector strategy focuses on providing technical advice to the WASH sector, supporting the Ministry of Public Health to manage medical waste and strengthening disease surveillance systems to contribute to improved outbreak control.

## Cross-sectoral linkages

Overall, the Health sector aims to improve Lebanon's health security through multi-sectoral coordination in line with the 2005 International Health Regulations.<sup>xxvi</sup> The efforts

of health actors are geared towards strengthening the integration of the response aiming for a strategic and sustainable outcome. Therefore, health actors are increasingly interested in strengthening the health system while keeping the necessary direct service delivery interventions ongoing.

### Direct service delivery

Direct inter-sectoral health service delivery is provided through integrating Health with Water, Food Security, Protection, Education, Shelter and Basic Assistance sectors as follows:

**Water:** The Water sector works to improve access to water sources, sanitation facilities and hygiene promotion which directly contributes to decreased morbidity and mortality from water borne diseases.

**Food Security:** The Food Security and Agriculture sector, along with the integration of malnutrition services into the Ministry of Public Health's primary healthcare network and awareness activities on infant and young child feeding, promotes food utilization through good nutritional practices and improvements to the dietary diversity of the most vulnerable population groups.

**Protection:** Healthcare facilities often constitute the first entry point for the identification and referral of girls, boys, women and men survivors of gender-based violence. Although the focus is on women and girls, reproductive health and sexual and gender-based violence services are also available to men and boys. Nonetheless, exposure to sexual and gender-based violence still remains an underreported issue.

**Education:** As part of the integration between Health and Education sectors, school settings can be used to address and improve the health of children, youth, school personnel, families and other members of the community.

**Shelter:** The Shelter sector aims at improving shelter conditions through weatherproofing/insulation kits, as well as by improving water and sanitation facilities. The Shelter sector refers health cases to the Health sector linked to poor housing conditions and contributes to spreading messages related to fire and burn injury prevention.

**Basic Assistance:** Households targeted with cash assistance provided by the Basic Assistance sector benefit from the multi-purpose grants to cover additional health expenditures their families might have. Thus, support is needed from Basic Assistance and Health sectors to raise awareness on the availability of free or subsidized health services, so that families can reprioritize their expenditures.

### Health system strengthening

In addition to the institutional support provided by health actors to the Ministry of Public Health, inter-sectoral initiatives are being reinforced for a more sustainable impact on the Lebanese health system. Inter-sectoral system strengthening linkages are mainly

represented by the joint efforts between the Health, Water, Protection, Education and Social Stability sectors.

The Health and Water sectors have a joint Acute Watery Diarrhoea/Cholera Response Plan for preparedness and response in case of an outbreak. The sectors work closely together for health and water related referrals as well as disease surveillance and prioritization of response interventions. In addition, Health and Protection sectors prioritize capacity building for Ministry of Public Health staff on protection cases including sexual and gender-based violence and Clinical Management of Rape (CMR). With the aim of building a peaceful environment, the Health and Social Stability sectors will work with municipalities and primary healthcare centres to enhance their inter-personal skills and strengthen their role in addressing social tensions. Focus will also be placed on building inter-sectoral linkages to promote mental health and trauma healing with a peacebuilding objective in mind.

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Immunization programme, Lebanon. Photo credit: UNICEF, Fouad Choufany; 8/9/2018

## Sector Logframe

## Outcome 1: Improve access to comprehensive primary healthcare (PHC)

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of displaced Syrians, vulnerable Lebanese, Palestinian Refugees from Syria (PRS) and Palestinian Refugees from Lebanon (PRL) accessing primary healthcare services.	Number of displaced Syrians, vulnerable Lebanese, Palestinian Refugees from Syria (PRS) and Palestinian Refugees from Lebanon (PRL) accessing primary healthcare services out of those who report needing primary healthcare services	Vulnerability Assessment of Syrian Refugees (VASyR) UNHCR Health Access and Utilization Survey (HAUS) Ministry of Public Health (MoPH) Health Information System (HIS) UNRWA Assessments UNRWA Health Information System	Percentage	Yearly

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
		100%	100%			100%	100%			100%	100%			100%	100%

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of vaccination coverage among children under 5 residing in Lebanon		MoPH/WHO Expanded Programme on Immunization (EPI) Cluster survey	Percentage	Yearly

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
		100%	100%			100%	100%			100%	100%			100%	100%

## Outcome 2: Improve access to hospital (incl. ER care) and advanced referral care (advanced diagnostic laboratory &amp; radiology care)

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of displaced Syrians, Lebanese, PRS and PRL admitted for hospitalization per year	Number of displaced Syrians, Lebanese, PRS and PRL admitted for hospitalization per year over total population	Measurements/tools: MoPH Hospital data, UNHCR Annual Referral Care Report, UNRWA Hospitalisation data Responsibility: MoPH, UNHCR, UNRWA	Percentage	Yearly

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
12%	12%	N/A	N/A	7%	6%	12%	12%	12%		12%	12%	12%		12%	12%

### Outcome 3: Improve outbreak and infectious diseases control

Indicator 1	Description	Means of Verification	Unit	Frequency
Number of functional EWARS centers	Functional EWARS centers are those that report through the EWARS system Baseline: 50 Target: 396 (i.e.100 new + 50 existing)	MoV: - MoPH periodical bulletins and alerts on website - MoPH list of EWARS functional centers every 6 months Responsibility: MoPH, WHO	Functional EWARS centers	Yearly

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020

 Institutions			
Baseline	Result 2018	Target 2019	Target 2020
50	296	396	

### Outcome 4: Improve adolescent & youth health

Indicator 1	Description	Means of Verification	Unit	Frequency
Prevalence of behavioural risk factors and protective factors in 10 key areas among young people aged 13 to 17 years.	The 10 key areas are: Alcohol use, Dietary behaviours, Drug use, Hygiene, Mental health, Physical activity, Protective factors, Sexual behaviours, Tobacco use and Violence and unintentional injury.	WHO Global school-based student health survey (GSHS)	Percent	Every 5 years

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020

 Institutions			
Baseline	Result 2018	Target 2019	Target 2020
78%	94%	95%	



## LIVELIHOODS SECTOR

### PEOPLE IN NEED



171,183

### PEOPLE TARGETED



49,662

### REQUIREMENTS (US\$)



2019 214.4  
million

2020 189.2  
million

### PARTNERS



68

### GENDER MARKER



2a

### CONTACTS

#### LEAD MINISTRY

Ministry of Social Affairs  
(MoSA) and Ministry of  
Economy and Trade (MoET)

Hiba Douaihy  
hibadou.mosa@gmail.com

Rafif Berro  
rberro@economy.gov.lb

#### COORDINATING AGENCY UNDP

Gloria De Marchi  
gloria.de-marchi@undp.org

## SECTOR OUTCOMES

### Outcome #1

\$ \$189.9 m

Stimulate local economic development and market systems to create income generating opportunities and employment.

#### Indicators

Total number of decent jobs created/maintained (30 % created and 70% maintained).

Number of targeted Lebanese MSMEs and cooperatives that report increased performance and expanded market access as a result of programme activities.

### Outcome #2

\$ \$17.5 m

Improve workforce employability.

#### Indicators

Number of job seekers placed into jobs (at least 50% women).

Number of targeted vulnerable persons engaged in home-based income generation (at least 50% women).

### Outcome #3

\$ \$7 m

Strengthen policy development and enabling environment for job creation.

#### Indicators

Number of policies, regulations and strategies amended and/or proposed approved by the Government.

Doing Business (World Bank) index ranking.

121

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	51% Female	49% Male
Lebanese	98,910	28,315	14,441	13,874
Displaced Syrians	64,019	18,974	9,677	9,297
Palestinian Refugees from Syria	2,473	712	363	349
Palestinian Refugees from Lebanon	5,781	1,661	847	814

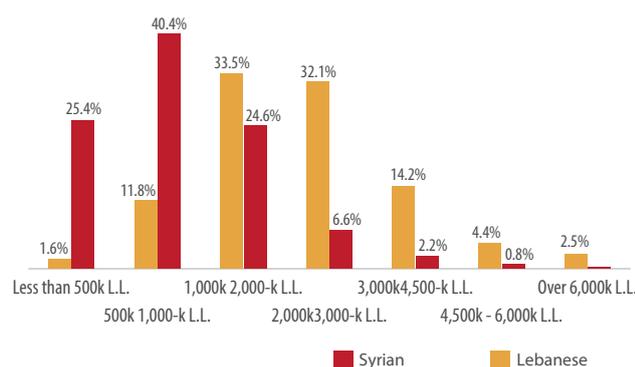
## Situation analysis and context

Livelihoods in Lebanon were severely affected by the demographic and economic shocks brought by the Syria crisis, which impacted key drivers of growth in such sectors as construction, real estate, industry, services and tourism.<sup>i</sup> Consequently, Lebanon's real Gross Domestic Product (GDP) growth fell from an average of 8 per cent during the period 2007-2010 to an average of 1.5 per cent during the period 2012-2018.<sup>1,ii</sup> At the end of 2015, the crisis had cost the Lebanese economy an estimated US\$18.15 billion due to the economic slowdown, loss in fiscal revenues and additional pressures on public services and the already depleted infrastructure.<sup>2,iii</sup> While imports continue to rise significantly, exports have decreased in the past years<sup>3</sup> due to the loss of overland transport routes which all passed through Syria, and the closure of the Jordan-Syria border in 2014. Alternative options by air or sea remain expensive.<sup>iv</sup> The price of importing raw materials also rose, driving an increase in industrial production costs and a reduction in the competitiveness of Lebanese firms.<sup>4,v</sup> Finally, farmers are often unable to reap the full benefits of their harvests, with income, labour and markets all adversely affected by the border closures.<sup>5,vi</sup> The economic recovery and development of Lebanon are also fundamentally hindered by structural problems such as the high fiscal deficit (around 7 per cent of GDP) and high level of public debt (149 per cent).<sup>6</sup>

This downturn exacerbated an already challenging economic situation for the most vulnerable within host communities and displaced persons from Syria, particularly affecting people with specific needs such as the disabled, female heads of households and the elderly. Despite high levels of human development and tertiary education, between 27 and 30 per cent of people in Lebanon were living below the national poverty line before the crisis.<sup>7,vii</sup> Unemployment and high levels of informal labour were also a serious issue pre-crisis, with the World Bank calculating that the Lebanese economy would need to create six times as many jobs to simply absorb regular market entrants.<sup>8</sup> The macroeconomic ramifications of the crisis were projected as severe, having pushed at least an additional 170,000 Lebanese into poverty and deepening poverty where it already

existed.<sup>9,viii</sup> According to recent analysis, poverty levels for displaced Syrians are now highest in the Bekaa, Baalbek Hermel and Akkar,<sup>10,ix</sup> areas that have also registered the highest level of tensions and competition over jobs with the Lebanese community. Indeed, the increase of the workforce due to the presence of displaced Syrians has increased competition for low-skilled jobs, identified as a key driver of inter-community tensions,<sup>11</sup> although 2018 registered a slight increase in percentage of individuals reporting 'positive' or 'very positive' quality of interactions between refugees and host communities.<sup>12</sup> However, it is worth mentioning that quality of relations depends on frequency of intercommunal contacts, with Syrians usually reporting better relations than members of the host community. According to the Vision for Stabilization and Development in Lebanon, 90 per cent of Lebanese youth perceived an economic or symbolic threat from the Syrian displaced population present in Lebanon.<sup>x</sup> Reducing tensions and violence between host and displaced communities should be prioritized to create a better environment for businesses and services, including livelihoods services, to thrive.

### Average monthly household income



For the poorest Lebanese, access to employment remains extremely difficult. The renewed database<sup>13</sup> of the National Poverty Targeting Programme (NPTP) will enhance identification of those in primary need of support. In addition to the social programmes provided by the National Poverty Targeting Programme, livelihood support remains crucial to help these households access income opportunities to lift vulnerable Lebanese out of poverty. Until this happens, the major consequence will be job shortages which are consistently and clearly mentioned, not only as the primary need of all groups, but also as the main source of tension between

(1) In 2015 GDP was at 1.3 per cent. In 2017 real GDP growth was estimated at 2 per cent, unchanged from 2016 (1.8 per cent). In 2018 projections of annual growth continue to be around 2 per cent over the medium term.

(2) Government of Lebanon (2017), A Vision for Stabilization and Development in Lebanon, the cumulative cost to Lebanon for the period 2011-2015 in terms of lowering the GDP growth rate, is US\$18.15 billion, and the fiscal impact, in terms of lower revenues, is estimated at US\$4.2 billion during 2012-2015.

(3) For the period January-August 2018, the trade balance recorded a US\$11.7 billion deficit. This constitutes a 4.8 per cent increase relative to the same period last year where the trade balance recorded a deficit of \$11.2 billion (Source: Customs and the Ministry of Finance).

(4) In 2011 (pre-crisis), Lebanon ranked 93 out of 139 (66.9 per cent) against 105 out of 137 in 2017-2018.

(5) Agriculture accounts for 10 per cent of Lebanon's workforce, with a high concentration in rural, poorer areas.

(6) Source: Ministry of Finance.

(7) The National Poverty Line is \$3.84/person/day.

(8) The informality rate was estimated at 50 per cent by the World Bank 2010 MILES report, p.19.

(9) According to UNDP multipurpose household survey (2008), 28.5 per cent of the Lebanese population lived below the poverty line pre-crisis, representing over one million individuals.

(10) El Hermel and Baalbek showed the highest prevalence, with nearly the totality of the population living with less than \$3.84 per day (97 per cent and 94 per cent respectively), followed by West Bekaa (89 per cent), Rachaya (88 per cent), Zahle and Akkar (82 per cent).

(11) The key findings of the ARK Perception Survey- Wave 4 show that 61 per cent of those interviewed, both Lebanese (62 per cent) and Syrians (48 per cent) consider competition for low-skilled jobs as the main source of inter-community tensions.

(12) ARK Perception Survey-Wave 4, (2018), 32 per cent of individuals have reported positive or 'very positive' quality of interactions between refugee and host community compared to 30 per cent of May 2017.

(13) The National Poverty Targeting Programme list has almost been finalized by the Ministry of Social Affairs, September 2018.

communities, regardless of gender or age group.<sup>14,xi</sup> New livelihoods opportunities are needed to prevent the escalation of economic grievances, which are a powerful driver of conflict and instability. This is particularly true for young people given the link between underemployment, the sense of despair they report and propensity to violence.<sup>xii</sup> For vulnerable Lebanese and displaced Syrians, the economic situation remains desperate.

Recent estimates report that the national unemployment rate is around 25 per cent, with 37 per cent for youth under 35 years of age, and 18 per cent for women.<sup>15</sup> Moreover, according to UNDP's 2008 multipurpose household survey, around 28.5 per cent of the population (around 1 million individuals) were living below the poverty line of \$4/day. Furthermore, surveys conducted in Lebanon between 2010 and 2013,<sup>16</sup> have seen almost 30 per cent of Lebanese labelling themselves as poor. Poverty levels are higher in households with children with poverty at around 24 per cent in households with no children, as opposed to 88 per cent in households with more than four children. The World Bank estimates that due to the Syria crisis, some 200,000 Lebanese have been pushed into poverty (adding to the 1 million before the crisis) and that some 250,000-300,000 have become unemployed.<sup>17</sup>

Overall, 69 per cent of displaced Syrians live beneath the national poverty line with 51 per cent of displaced Syrians unable to afford the survival minimum expenditure basket.<sup>xiii</sup> Although these figures show a slight improvement compared to previous years,<sup>18</sup> there has been an increase in the debt per capita (\$250 compared to \$211) since 2017. It should be noted that the high level of direct humanitarian assistance in the form of cash transfers over the last few years<sup>19</sup> helped stabilize the situation of displaced Syrians but has been insufficient in reversing the deterioration in their overall livelihood situation. This is confirmed by the fact that nearly all (90 per cent) of displaced households have adopted food related negative coping strategies.<sup>xiv</sup> The situation of displaced Syrians is particularly acute in Akkar, Baalbek and Bekaa governorates, where four out of five are unable to meet their survival needs.<sup>xv</sup>

Recent estimates suggest that the Syrian labour force in Lebanon constitutes an estimated 334,919 people,<sup>20</sup> of which about 60 per cent are employed.<sup>xvi</sup> However, two thirds of those considered employed<sup>21</sup> worked less than 15 days per month, suggesting high rates of underemployment. Furthermore, the labour force

participation rate of Syrian females is very low at about 16 per cent. Overall, 68 per cent of households have at least one working member in charge of providing for their entire family. The situation remains critical for female headed households, 55 per cent of which do not have a working member, contributing toward further reliance on negative coping strategies.<sup>22</sup> Displaced Syrians who have found work congregate primarily in sectors that have traditionally used Syrian labour, such as agriculture (24 per cent) and construction (27 per cent). In addition, a minimum of 70 per cent of small and medium enterprises (SMEs) in Bekaa, North and Mount Lebanon, have reported employing non-Lebanese nationals in seven different sectors extending beyond the three sectors that displaced Syrians are allowed to work as per the annual decision by the Ministry of Labor.<sup>23</sup> Livelihoods data shows that displaced Syrians are primarily engaged in temporary work (70 per cent) and that the average monthly earning is below \$200 for an average of 14 days of work per household, less than half of the minimum survival needs (SMEB) for a household of five.<sup>24,xvii</sup>

Among Palestinian refugees from Lebanon unemployment also rose sharply to 23 per cent in 2015, while unemployment in this community<sup>xviii</sup> was comparable to the Lebanese rate of eight per cent at the start of the Syria crisis. The challenges facing young people are even higher: 74 per cent of adolescents among the Palestinian refugees from Lebanon live in poverty, and five per cent in extreme poverty. Unemployment among Palestinian refugees from Syria stands at a staggering 52.5 per cent (rising to 68.1 per cent for female members of the community). As a result, 89 per cent of Palestinian refugees from Syria are living in poverty, nine per cent in extreme poverty, and are unable to meet essential food requirements.<sup>xix</sup>

Bearing in mind the different types of vulnerabilities registered across the country, it has become a priority for the sector to start filling existing gaps by tailoring and readapting livelihoods interventions. Lack of legal documentation for example, while reducing freedom of movement, hampers Syrians' participation in livelihoods interventions. In addition, informality and the lack of legal residency for displaced Syrians<sup>25</sup> have increased risks of exploitation in the workplace (lower pay, longer hours, exploitation by sponsors and more hazardous conditions),<sup>xx</sup> and reduced the possibility of legal recourse, which in turn creates a downward spiral impacting decent work. This is particularly the case for displaced Syrian women and youth equally, who are

(14) The Impact Evaluation Report of the Lebanon Host Communities Support Programmes (2016) clearly shows that negative stories from host communities related to displaced Syrians are now clearly concentrated around livelihoods and employment, particularly for youth, which was not the case in previous years.

(15) Arab Weekly Digest, Interview with Minister of Labor, Beirut (2017).

(16) World Values Survey, The Arab Barometer, and the Survey on Financial Capability.

(17) Total number of unemployed.

(18) 76 per cent of Syrians living below the national poverty line and 58 per cent unable to afford the survival minimum expenditure basket, Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) 2017.

(19) Overall, 61,000 Syrian households have been receiving multi-purpose cash assistance on a monthly basis since the beginning of 2018.

(20) This estimate includes Syrians registered with UNHCR as well as those not registered with UNHCR.

(21) The International Labour Organization's definition of employment is; number of working-age individuals (15+ years old) who have worked during the past seven days for at least one hour.

(22) The Livelihoods sector is coordinating closely with the Protection sector to address inequalities and/or protection threats and prioritize people with specific needs, sexual gender-based violence victims, as well as female head of households and youth in Livelihoods interventions. For more details refer to the cross-sectorial linkages section.

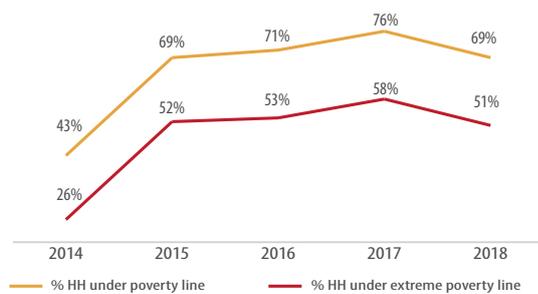
(23) Skills Gap Analysis for Improved Livelihood Sustainability in Lebanon, Leaders Consortium, 2017.

(24) Minimum survival needs estimated to be \$435 for a household of five members

(25) The effect of regulations on residency renewals has not showed tangible and concrete results yet. Percentage of individuals with legal residency remained steady (27 per cent) compared to 2017 (26 per cent), following the waiver of \$200 residency renewal fees announced by the General Security Office in March 2017. Moreover, only 18 per cent of displaced Syrian households have legal residency for all their members according to VASyR 2018, against 58 per cent in 2014.

often new to the labour market and therefore even more vulnerable to exploitation as they try to provide for their families: for example, income from work for women is typically half of that earned by men for the same number of days.<sup>xxi</sup> In addition to the pre-existing informality in the labour market prior to the crisis and its negative impact on Lebanese, high informality of displaced Syrians in the workplace has also created unfair competition to the legal Lebanese workforce, leading to increased poverty amongst vulnerable Lebanese and social tensions. A key illustration of this overall degradation in working conditions is the increase in child labour: nearly 17 per cent of Syrians below 16 are working, while child labour for Lebanese children has increased from two per cent pre-crisis to over six per cent.<sup>xxii</sup> In this respect, female headed households are more vulnerable as they are 62 per cent more likely to engage their children in work.<sup>xxiii</sup>

### Economic vulnerability of Syrian households (VASyR)



Furthermore, persons with disabilities are often excluded from programmes while women still have limited access to non-traditional forms of employment. These factors have negatively impacted an already challenging situation, requiring the Livelihoods sector to address these issues while pursuing efforts to generate new employment opportunities.

To make progress in job creation, support for Lebanese micro, small and medium enterprises (MSMEs) that suffered from the wider economic downturn underlined above, is paramount. Micro, small and medium enterprises constitute 95 per cent of firms in Lebanon<sup>26</sup> and employ over 50 per cent of the workforce, in particular with 30 per cent of the employed population being self-employed.<sup>27,xxiv</sup> Nevertheless, micro, small and medium enterprises continue to be hampered by a range of factors including access to start-up or expansion capital, inadequate labour market information or skill gaps, and limited opportunities for added value and vertical integration.<sup>xxv,xxvi</sup> In addition, technical and managerial gaps (notably among middle managers) negatively impact business planning, customer service, branding/marketing and financial management.<sup>xxvii</sup> Weak regulations and enforcement limit micro, small

and medium enterprises' productivity, as do factors such as the size of the domestic market, limited access to financial services (especially for informal and women-led businesses), stringent foreign market access conditions and high rates of migration among young professionals.<sup>28</sup> This degradation in the general enabling environment is also illustrated by Lebanon's decrease in ranking, from 126 to 133 (out of 190 countries) in the World Bank Doing Business indicators over the last year.<sup>xxviii</sup> As a consequence, job creation by new firms is less than would be expected when compared to other regions.<sup>xxix</sup> Informality remains an overarching challenge for micro, small and medium enterprises' productivity and performance,<sup>29</sup> as it limits access to financial and non-financial services from the banking system. The highest levels of informal employment are found in the agriculture sector (92.4 per cent in 2009 according to Central Administration of Statistics estimates) followed by construction and transport (80.7 per cent and 71.7 per cent respectively) and finally trade (58.1 per cent).<sup>30</sup>

Nonetheless, there are a number of promising trends. Lebanon ranks 80th in the Human Development Index<sup>31</sup> and ranks high in the Global Entrepreneurship Monitor with regards to social and cultural attitudes to entrepreneurship (5th) and entrepreneurship education (6th), but falls behind on physical infrastructure (66th) and government policies supporting the entrepreneurial ecosystem (47th).<sup>xxx</sup> Tourism is starting to recover: the number of visitors rose by 10 per cent in 2017 and hotel occupancies registered the highest rate since 2010.<sup>xxxi</sup> Furthermore, analysis conducted independently by both the World Bank and UNDP, documented the potential for micro, small and medium enterprises to develop further in information and communities technology, where there have been successful start-ups, as well as in the agro-food, construction, industry and manufacturing sectors which have all been identified as catalysts for job creation.<sup>xxxii</sup> Pharmaceutical capacities and exports have also increased significantly since 2010.<sup>xxxiii</sup> Agro-industry value-chains, the cornerstone of the country's industrial economy, represent 18.2 per cent of the total economic activities in Lebanon. Increasing the capability of the industrial sector to respond to market

(28) Five challenges are considered cross-cutting across the micro, small and medium enterprises ecosystem in the Ministry of Economy and Trade Lebanon Small-to-medium enterprises strategy: (1) the growth barrier, especially for small-to-medium enterprises 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. The World Bank in its Human capital project stated that 44 per cent of Lebanese graduates emigrate in search of job opportunities; <http://www.worldbank.org/en/publication/human-capital>

(29) Almost half of the micro, small and medium enterprises surveyed are not commercially registered (this figure excludes those which are not legally required to register). However, micro, small and medium enterprises tend to legalize their status and register commercially as they become older and grow. In addition, female-run micro, small and medium enterprises indicate a higher level of non-requirement for registration. Enterprises have different registration levels according to the sector of activity as well, where higher registration levels are observed in the industrial sector. The degree of commercial registration is also linked to the size of micro, small and medium enterprises, where there is a higher tendency for registration as the size of the enterprise becomes bigger" – source: <http://erf.org.eg/publications/micro-and-small-enterprises-in-lebanon/>

(30) ILO (2015), *Towards decent work in Lebanon: Issues and challenges in light of the Syrian refugee crisis*.

(31) UNDP (2017), *Humanitarian Development Index 2017*, the index ranks human development based on three criteria: (A) Living a long and healthy life (B) Having access to knowledge, and; (C) Having a decent life.

(26) Lebanon's Small-to-medium enterprises Strategy by the Ministry of Economy and Trade.

(27) Micro, small and medium enterprises represent more than 90 per cent of registered firms.

demand through technical support, quality production, and innovation will therefore play a critical role in creating jobs, especially in rural areas.

Construction, environment and agriculture (agriculture contributes to 4.7 per cent of total GDP and represents roughly 10 per cent of the workforce)<sup>xxxiv</sup> are the only economic sectors in which displaced Syrians are legally allowed to work in Lebanon. The environment sector encompasses promising industries such as waste recycling and green and renewable energies, which, according to the Ministry of Energy and Water, could create 45,000 jobs in the Renewable Energy Industry up until 2020.<sup>xxxv</sup> Agriculture is also generally considered to be amongst the promising economic sectors for Lebanon.<sup>32</sup> An economic review of agricultural labour<sup>xxxvi</sup> shows that with additional investments in agriculture, and in the limiting case in which all fallow lands and ten per cent of abandoned lands are used for cultivation, approximately 14,000 additional full time positions could be created for family members (mainly Lebanese) and about 4,200 full time positions for non-family labourers (largely Syrian). This assumes that market demand for agricultural products would be addressed simultaneously.

On the supply side, a major challenge to economic growth and job creation stems from a 'skills gap' in the Lebanese marketplace.<sup>xxxvii</sup> Despite high levels of tertiary education, Lebanese companies continue to highlight the lack of skilled labour in country. Information collected through information management tools,<sup>33</sup> along with feedback from implementing agencies, confirm a significant mismatch between demand and supply. Soft skills play an equally important role in positive employment outcomes and should also be included in training programmes (especially for the most vulnerable).<sup>xxxviii</sup> Indeed, often beneficiaries lack the technical and soft skills to join a workplace, making it essential to provide job-readiness training for youth to be competitive on the labour market: in particular, greater emphasis has to be placed on training initiatives aiming to develop a more elaborate set of skills, increasing the likelihood of job placement. It is also necessary to tweak or redesign<sup>34</sup> training curricula adapting them to market needs as well as to the different beneficiaries' capacities to avoid exclusion of the most vulnerable and build bridges with the private sector,<sup>35</sup> all in coordination with the Higher Council for Technical and Vocational

Educational Trainings (TVET).<sup>36</sup> A national labour market assessment would be useful in identifying major gaps, adjusting programmes together with local monitoring of employers' needs (possibly at the municipal level) for better responsiveness either through supplying labour or capital. Finally, the sector needs to focus more on comprehensive initiatives that link vocational trainings to micro, small and medium enterprise support to value chain development. Though enhancing these linkages is essential to foster job creation, these initiatives must be done with a decent work lens: in particular, the sector will ensure the enforcement of recommendations on decent working conditions currently being developed.

While the overall response to the Syria crisis has had some positive impact on the Lebanese economy, it has not balanced the economic nor investment losses.<sup>xxxix</sup> In this context, the Livelihoods sector has been unable to significantly mitigate the situation described above, and more needs to be done on job creation, both temporary and long term. Strengthening the capacity of the sector to efficiently respond to market needs has become a priority for the sector. Partners must scale up support to micro, small and medium enterprises, enabling them to produce competitive goods and services, allowing them to become suppliers for bigger companies. This would provide the opportunity to leverage local market by replacing current imports<sup>37</sup> with local production, while ensuring quality and competitiveness of products.

### Sector employment



Since these interventions require time to show results and, as outlined above, the daily situation remains critical for both vulnerable Lebanese and displaced Syrians, it is important to continue providing funds to implement labour intensive projects that create temporary jobs for vulnerable people but are also of value for the long-term recovery and development of affected municipalities.<sup>38</sup>

Over 142,000 direct beneficiaries and 2,682 small businesses were reached since 2015. Nevertheless, the limited number of jobs created and people able

(32) Lebanon Economic Vision by McKinsey & Co.

(33) Based on ActivityInfo Reporting 2017-2018 and surveys launched during 2018.

(34) In some cases, redesign of vocational trainings is needed. Particularly, when speaking of public vocational training centres where curricula are outdated and need to readapt to the new technologies and demand in the market. Lots of work needs to be done in this area, especially on skills that were not required in the past/for innovative technologies.

(35) Seven curricula have been updated with the support of the Leaders Consortium in sewing and tailoring, steel fixing, air conditioning, medical secretary, concrete carpentry, industrial electrical machine and agro-food processing.

(36) The Higher Council for technical and vocational educational trainings was newly reactivated and met on 8 October 2018. It involves a number of ministries and Governmental bodies with its supreme council constituting of: The Minister of Education, the Director-General for Technical and Vocational Education, the President of the Centre of Educational for Research and Development, the Director General of the National Employment Office, the Director General of the Ministry of Industry, the Director General of the Ministry of Public Health, the President of the Industrialists Association, the President of Chamber of Commerce and Industry: Beirut and Mount Lebanon, the President of the Private Hospitals Syndicate, the President of the Hotel Owners Syndicate, the Director of Technical Industrial Institute, and the Director of the Global Professional Foundation "Decree No. 2271- Lebanese University- Legal Informatics Centre: Appointment of members of the Higher Council for Vocational and Technical Education in the Ministry of Higher Education".

(37) Import is around \$12 billion while exports are at around \$2 billion per year.

(38) Labour intensive projects are designed based on municipalities' needs.

to access the market (nearly 4,625 jobs generated/maintained from 2015, over 25,000 beneficiaries of temporary employment programmes from 2015 and 4,974 beneficiaries of skills training accessing work/income opportunities from 2017) prove the urgency to link vocational trainings to job opportunities, while focusing on market demand. Yet, despite the attention given to economic opportunities and jobs at the London Conference in 2016, Brussels conferences in 2017 and 2018, and steps taken by the Government of Lebanon in line with its Vision for Stabilization and Development, notably through the amendment of the 'pledge-not-to-work' into a 'pledge to abide by Lebanese laws and regulation' as of September 2018, Livelihoods remains one of the most underfunded sectors of the LCRP.<sup>xi</sup>

The promising commitments of the Government of Lebanon presented at the Economic Conference for Development through Reforms with the Private sector<sup>39</sup> as well as the Capital Investment Plan,<sup>40</sup> which resulted in a positive response while supporting the Government in the implementation of the reforms<sup>41</sup> should have an impact on Lebanon's macroeconomic stability, and consequently contribute in enabling the environment for job creation.<sup>xii</sup>

## Overall sector strategy

126

The overall objective of the Livelihoods strategy is to shift from the alleviation of the socio-economic shock of the Syria crisis on the most vulnerable, especially youth and women, towards long term recovery and stabilization by improving access to income and employment. The sector aims to support the creation and preservation of 5,777 long term jobs (70 per cent of which will be maintained and 30 per cent created) and around 7,530 short-term employment opportunities in 2019 while upholding decent work conditions. These results would almost double the number of employment opportunities generated annually by the Lebanese economy pre-crisis,<sup>42</sup> and contribute to the overall number of jobs created indirectly by international

response investments in other sectors.<sup>43</sup> To achieve the above, multiyear funding is needed to facilitate the transition from pure humanitarian aid into stabilization and recovery programmes. These investments would also be linked to the overall macro-economic drivers of the economic and employment situation in the country, such as Economic Conference for Development through Reforms with the Private Sector, World Bank investments, USAID programmes and others.

The theory of change underpinning the overall livelihoods strategy is that if the sector simultaneously provides balanced support to the supply and demand side of labour, as well as the general enabling environment for job creation while providing shorter term economic opportunities and working on improving decent work conditions, then livelihoods of vulnerable groups, especially youth and women, will be improved. The sector's theory of change primarily contributes to Strategic Objective 4 of the LCRP "Reinforce Lebanon's economic, social and environmental stability" by supporting job creation and income generating opportunities, workforce employability and enabling environment to transition vulnerable individuals towards self-reliance, which in turn is expected to increase the country's stability and resilience to social and economic shocks. By improving municipal infrastructure through labour-intensive work, the sector contributes in supporting economic development through longer-term benefits.<sup>44</sup> Furthermore, the sector's theory of change also contributes to Strategic Objective 3 of the LCRP which supports service provision through national systems and finally, it serves Strategic Objective 1 of the LCRP, "Ensure protection of vulnerable population" by raising awareness and providing policy development support on decent work.

The Livelihoods sector also contributes to the economic opportunities and jobs component of the Capital Investment Plan (CIP) Vision for Stabilization and Development that the Government of Lebanon presented during the Economic Conference for Development through Reforms with the Private Sector in Brussels in 2018. In this vision, the Government of Lebanon emphasized the need to: "(i) meet the need of an expanded population and economy; (ii) generate meaningful employment opportunities for a large and growing youth population and for displaced persons; and (iii) stimulate long-term and sustainable economic growth."<sup>45</sup> The Livelihoods strategy will contribute to creating or maintaining temporary, seasonal and full-time employment opportunities through support to municipalities and local economic development, the industrial sector, productive infrastructure, and micro, small and medium enterprises. This will be complemented by other job creation efforts to promote

(39) At the Economic Conference for Development through Reforms with the Private Sector, in April 2018, the Government of Lebanon presented its "Vision for stabilization, growth and employment". The vision is based on four pillars: (1) increasing the level of public and private investment; (2) ensuring economic and financial stability through fiscal adjustment; (3) undertaking essential sectoral reforms and cross-sectoral reforms, including fighting corruption, modernization of the public sector and public finance management; (4) developing a strategy for the reinforcement and diversification of Lebanon's productive sectors and the realization of its export potential. Moreover, participants emphasised the need to increase investment and expenditure in social sectors, including health and education, to improve resilience.

(40) The Capital Investment Plan is mainly focused on infrastructure development and rehabilitation.

(41) Regarding structural reforms, the Government of Lebanon stressed that fighting corruption, strengthening governance and accountability, including public finance management, modernising procurement rules, reforming customs and improving public investment management are of utmost importance. Lebanese authorities will continue to strengthen their anti-money laundering efforts and to take steps to counter the financing of terrorism in line with international standards. Regarding sectoral reforms, the Government of Lebanon commits to tariff reform alongside increased power generation in the electricity sector; in the water management field, to implementing the new Water Code; and in the field of waste management to implementing the new strategy, based on decentralization.

(42) The World Bank estimated that the economy was creating 3,400 jobs pre-crisis – see the 2015 Systematic Country Diagnostic.

(43) The Livelihoods sector conducted an exercise looking at jobs indirectly created by the overall LCRP response (jobs generated through infrastructure projects contractors, teachers of second-shift schools, staff directly hired by partners, employees of WFP-contracted shops, etc.) and found that the response is creating or supporting around 22,500 jobs in 2016.

(44) E.g. by developing irrigation canals the sector contributes for higher yields and incomes.

(45) The Government of Lebanon's Capital Investment Programme, Economic Conference for Development through Reforms with the Private Sector, April 6, 2018.

large infrastructure investments through concessional loan sources, technology and innovation which all critically contribute to economic growth and inclusive sustainable development.

In order to achieve the above, the sector interventions will support the strategies and frameworks of key ministries, in particular the Government of Lebanon Stabilization Roadmap, the upcoming Inter Ministerial Livelihoods Plan, the strategy of the Ministry of Social Affairs,<sup>46</sup> the vision of the Ministry of Industry, the Ministry of Economy and Trade Lebanon Small and Medium Enterprise Strategy,<sup>47</sup> the Ministry of Agriculture 2015-19 Roadmap, the Ministry of Labor's Decent Work Country Programme 2017-2020 and the National Action Plan to Eliminate the Worst Forms of Child Labour In Lebanon by 2016.<sup>48</sup> The sector will also support the Ministry of 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's policy paper on Syrian Displacement to Lebanon.



Market in Tabbaneh, Tripoli. Photo Credit: UN-HABITAT, 28/9/2017

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 the past few years. Vulnerable groups face several market constraints in their capacity as employees, employers or consumers, including lack of information, skills, or quality products and services. The "Making Markets Work for the Poor" approach aims to change the way market systems work so they become more effective and sustainable for vulnerable Lebanese to improve their livelihoods, and ultimately benefit displaced Syrians as well, within the legal framework. The "Making Markets Work for the Poor" approach is founded on enhancing the capacity of local service providers, as well as micro, small and medium enterprises, to increase employment opportunities and ensure inclusive and sustainable economic development. It 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>49</sup>

Working on a multiyear timeframe will allow the sector to incorporate elements of the transition approach to enable some of the most vulnerable Lebanese households living in extreme-poverty to have the basic tools and enabling environment to transition towards self-reliance.<sup>xiii</sup> The approach, which combines support both in terms of consumption and livelihoods, training, coaching and savings encouragement as well as other social services, has already developed a track record of significant impact in a variety of contexts and has been adopted by Ministry of Social Affairs' National Poverty Targeting Programme with support from the World Bank. By working towards implementing longer term interventions integrating different elements of the livelihoods strategy, livelihoods partners can make a significant and long-lasting impact on the poorest members of the host communities.

In terms of work on the demand side of the labour market, the Livelihoods sector will aim at supporting the private sector in creating/maintaining jobs, both through value chain development and micro, small and medium enterprise support, while creating linkages between the two interventions. While recognizing that sustained job creation can only be achieved by the private sector,<sup>50</sup> rather than by international partners, the Livelihoods strategy is built on the premise that businesses need support to boost their development and their employment generation capacity, especially in the most vulnerable areas. The Livelihoods sector organized a Roundtable on "How to build linkages with the Private Sector within the scope of the LCRP" in 2018 to take stock of partners' current engagement with the business community in Lebanon and come up with recommendations on how to enhance linkages with the private sector. One of the main recommendations formulated during this event was the need to identify selection criteria of small and medium enterprises. Furthermore, the possibility to set up a dedicated platform, composed of the private sector, development partners as well as other relevant stakeholders to provide a more structured and permanent framework for collaboration between all involved stakeholders and improve job matching, was discussed. The sector will capitalize on this important work to provide guidance to partners on private sector engagement, possibly through the development of a set of technical guidelines to promote businesses' involvement throughout the programme cycle.

With regards to the general enabling and policy environment related to job creation, the sector remains committed to ensuring that it creates decent work opportunities.<sup>51,xliii</sup> The sector is developing concrete recommendations on decent work conditions (DWC) to

(49) For more information on the "Making Markets Work for the Poor" approach see: <http://beamexchange.org/en/>

(50) Therefore, the increasing need to create a policy-friendly environment for businesses development.

(51) 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.'

(46) It includes the national social protection policy, the National Poverty Targeting Programme (NPTP) and the Lebanon Host Communities Support Programme (LHSP).

(47) <https://www.economy.gov.lb/media/10312/lebanon-sme-strategy-english-web.pdf>

(48) [https://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms\\_229103.pdf](https://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms_229103.pdf)

guide partners on how to mainstream and implement decent work conditions across all interventions. Recent findings on work conditions of displaced Syrians and increases of child labour are testament of increasingly exploitative conditions in an already largely informal economy.<sup>xiv</sup> In addition to mainstreaming decent work aspects in its interventions, this will require close collaboration with the Ministry of Labor and its national and regional employment offices (NEO). The Ministry, the key administrative authority in the field of labour responsible for employment conditions, labour relations, and shaping employment policy, will be supported in developing and implementing labour policies within its mandate. This will notably require support to labour inspection capacity and systems as to ensure enforcement of labour regulations.

As the sector continues to implement increasingly larger programmes, it will also gradually aim at addressing other challenges of the wider enabling environment underlined above. Policy advice will be provided to various ministries to tackle legal and factual barriers to private sector development and increase coordination and collaboration between government, private sector and donors. While legislative reforms are expected to happen, following commitments made at the Economic Conference for Development through Reforms with the Private Sector, there are many technical issues that the sector can contribute to addressing such as the lack of an Action Plan for Vocational Trainings. The sector will continue to provide guidance on vocational trainings, consulting the relevant ministries, until the National Action Plan can be developed. In addition, the sector will continue to collect data to evaluate impact on small and medium enterprise support. Furthermore, along with the objective of supporting vulnerable Lebanese in opening businesses, the sector will further explore areas related to access to capital and inclusive loans.

The LCRP 2019 will also place a specific focus on supporting the development of industrial zones that will provide industrial businesses with reliable service conditions and tackle industrial land access and zoning and allow for a high geographical concentration of economic activities. Increased opportunities for multi-stakeholder dialogue on economic opportunities and jobs, and formation of the sector Steering Committee, is also helping to build stronger ties between the sector and various ministries involved in livelihoods at the national level. This includes efforts with the chambers of industry, commerce, agriculture, and local economic development agencies and private sector to engage in constructive policy discussions on the current regulatory environment and the development of a national livelihoods plan.

The Livelihood sector analysed risks which could arise during the implementation of its 2019 sector response plan and undermine the quality and accountability of its interventions. Through a collective effort, the sector will address these risks through mitigation measures. A selection of key risks and mitigating measures are

detailed below;

Risk 1 - To increase investment in market demand and generate long term employment opportunities multiyear funding is needed. As multiyear funding is linked to donors' commitments, those are often not available. To mitigate the risk, the sector will work on implementing short term opportunities that could benefit both host communities, including municipalities, as well as displaced Syrians. Furthermore, limited timeframe funds will be used to cover the top priority needs as well as sections of the targeted value chains

Risk 2 - The Government of Lebanon will proceed in implementing reforms that lead to additional funding. Amongst the major risks associated with this assumption is a vacuum of consensus and capacity to apply such reforms. Efforts will continue to be made to sustain the Government in its human resource development capacity and modernize the system while advocating for more active involvement of ministries.

Risk 3 - When trying to stimulate local economic development and market systems to create income generating opportunities and employment, there is a risk that employers will lack the adequate knowledge and awareness needed to respect the basic working rights of adults and adolescents, including limited knowledge of child labour laws and decent working conditions and regulations for safe working standards. In turn, there is also a risk that employees lack knowledge of their basic working rights which can lead to continued poor conditions and hindered improvement of employee practices with harmful consequences for beneficiaries. The Livelihood sector will work to improve employer's technical knowledge and practices of basic working rights, including of child labour laws, and to uphold minimum safety standards for adults and adolescents in the work place.

Risk 4 - Job creation initiatives in vulnerable areas and lack of adequate coordination risk exacerbating inter or intra-community tension due to service delivery locations or types of services offered which benefit one village or community over another resulting in perceived discrimination or favouritism. In addition, projects may be delivered within a municipality which is complicit in rights-based abuses and exploitative practices.

The Livelihood sector, working in close coordination with Social Stability and Protection sectors, will try to conduct conflict analysis and coordinate at the local level with organizations before entering an area to ensure a conflict sensitive, coordinated and complementary approach. The use of tension hotspot maps (developed by Social Stability sector) in combination with 251 vulnerability maps will support prioritization of municipalities.

Risk 5 - Beneficiaries may experience exploitation and abuse as a result of their participation in livelihood interventions. Therefore, the Livelihood sector will establish guidance for sector members to outline minimum standards for ensuring confidential and

anonymous complaints and redress mechanism are in place and that protection from sexual exploitation and abuse channels are activated to support women and girls continued safe access to the work place. Establishing links with legal service providers and counselling for beneficiaries participating in work-based-learning opportunities will also be explored.

The Livelihoods sector framework is structured around three outcomes reflecting priorities in terms of employment/income generating opportunities, workforce employability and institutional support.

### 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, in line with Government rules and regulations. The impact of sector interventions will be measured according to the number of jobs created or maintained as a result of sectoral interventions. All activities of the sector are grouped under three main outcomes which are aimed at the creation of employment/income generating opportunities and at enhancing workforce employability as well as policy development/institutional support.

#### Outcome 1- Stimulate local economic development and market systems to create income generating opportunities and employment

Under the first outcome, the work of the sector will be structured into three outputs, all aimed at stimulating local economic development and market systems to create short and longer-term employment opportunities to protect vulnerable individuals, particularly youth and women, against risks and shocks.

##### Output 1.1- Series of technical and financial support to MSMEs, start-ups and cooperatives to enable growth and decent job creation provided

Interventions aim to directly support 3,670 Lebanese nano, micro, small and medium enterprises, start-ups and cooperatives, which in turn will contribute to the creation/maintenance of 5,777 jobs in 2019.

This will be achieved through fostering local economic development in the most vulnerable areas, where poverty and unemployment are concentrated, and where private sector actors, Lebanese nano and micro, small and medium enterprises and entrepreneurs, require support to develop new commercial linkages, expand productivity and foster job creation and innovation through technology transfer and capacity building. The sector will do so by providing packages (including business management training, access to finance, grants and technology transfers) to support the creation of new Lebanese businesses, as well as social enterprises and the expansion of existing ones. Considering the high share of micro and small enterprises that operate in survival mode, micro, small and medium enterprise support would need to ensure that both financial and non-financial support mechanisms, such as access to inclusive loan products coupled with business development services, are accessible to these types of Lebanese entrepreneurs and not only for those who have a strong potential even without support. The sector will support partners in the identification and selection of businesses that will be able to sustain the effect of the support provided beyond the timeframe of partners' programmes. In line with findings of the Lebanon small and medium enterprises strategy, as well as the recent business climate assessment, partners will support micro, small and medium enterprises with business planning, customer service, sales and marketing and financial management.<sup>xlvi</sup>

##### Output 1.2 – Competitive integrated value chains strengthened and upgraded.

This aims to create/maintain an average of 1,437 jobs each year until 2020, by strengthening and upgrading 16 local and 4 national value chains. This output will be measured by the number of integrated value chain interventions completed at local and national level. Value chains interventions will require the implementation of integrated interventions targeting not only the core function of specific value chains (supply/demand, product quality, production technique), but also rules,

### Total sector needs and targets 2019

Population Cohort	Total Population in Need	Targeted Population	No. of Females	No. of Males	No. of Children (0-17)*	No. of Adolescents (10-17)*	No. of Youth (18-24)
Lebanese	98,910	28,315	14,554	13,761	8,820	4,627	n/a
Displaced Syrians	64,019	18,974	9,791	9,183	10,170	3,415	1,973
Palestinian Refugees from Syria	2,473	712	352	261	260	114	n/a
Palestinian Refugees from Lebanon	5,781	1,661	822	633	633	306	n/a
<b>GRAND TOTAL</b>	<b>171,183</b>	<b>49,662</b>	<b>25,519</b>	<b>23,838</b>	<b>19,883</b>	<b>8,462</b>	<b>1,973</b>

\*As per Lebanese labour law, the legal working age is 15 and above.

Type of Institutions	Total	Targeted
Municipalities	Over 1,000	251
Central Ministries		6 Ministries (MoSA, MoET, MoL, MoInd, MoAg, MEHE)
Micro, Small and Medium Enterprises		3,670

regulations and support functions (skills and capacity, information, research and development). Interventions will start by assessing the sector and value chains to identify gaps or constraints. Such assessments include mapping and analysing needs in relation to both vertical and horizontal linkages and identifying other possible weaknesses and opportunities in the targeted value chains, as well as regional or national level constraints. Value chain interventions will include working both on improving the supply (quality, standards, production technique) and demand (access to new markets, linkages with traders) of the value chain as well as its support function (certification, export support services, skills training curricula, creation/support to cooperatives etc.). 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 in close collaboration with supported businesses and cooperatives. Emphasis will be placed on enhancing foreign market access (particularly the European Union, Gulf Cooperation Council, Eastern European countries, the Southern Common Market, Iran and Russia) and on building institutional capacity at various levels.

Based on the priority sectors identified by the Government of Lebanon,<sup>52</sup> the following value chains and economic sectors would be the most promising in terms of job creation: agriculture and agro-food (in particular dairy products and packaged meat),<sup>53</sup> manufacturing, textile, pharmaceutical, construction, carpentry, cultural tourism, hospitality, nursing, healthcare, information communication technology, media and telecom, crafts, trade, logistics, fashion, jewelry, handicrafts, green industries/renewable energies, and waste recycling.<sup>54,xlvii</sup> Support to agriculture and agro-food, construction and waste recycling value chains will result in job opportunities for those sectors in which displaced Syrians are allowed to work.<sup>55</sup> Finally, the Livelihoods Assessment Map, updated two times per year, will be a useful tool to look at different sectors' priorities.

### Output 1.3 – Job creation in vulnerable areas fostered through labour-intensive investments in productive public infrastructure and environmental assets

All 251 cadastres identified as vulnerable are targeted with the aim of creating 7,530 short-term opportunities, 50 per cent of whom should benefit displaced Syrians

(52) See Investment Law #360 from 2011 which established the Investment and Development Authority of Lebanon (IDAL) – these sectors remain the IDAL's focus to date.

(53) Proactive information sharing and coordination with Food Security partners will be maintained to ensure complementarity of interventions in agriculture.

(54) As listed and analyzed in GIZ Employment and Labour Market Analysis (ELMA), February 2016 and OXFAM Skills Gap Analysis, 2017.

(55) Mercy Corps/INTAJ Evidence papers (2017) - Evidence suggests that the potential return on investment of such interventions is high, especially in the waste management sector, with sizeable job creation opportunities.

and Palestinian refugees,<sup>56</sup> and generate around 1 million working days in 2019.<sup>57</sup> In total, 33,885 beneficiaries (both direct and indirect) will benefit from labour intensive interventions.<sup>58</sup> Interventions will include small to medium-scale infrastructure upgrades in municipalities and villages (road rehabilitation, cleaning services), the agriculture sector (irrigation canals, agricultural roads, rainwater harvesting), and environmental work and Disaster Risk Reduction (DRR) (such as solid waste sorting initiation projects, forest management, reforestation, cleaning of drainage canals and rivers for flood prevention, construction of contour walls, checking of dams, and plantation of green areas reduce flood risks). Such projects will be implemented in compliance with Lebanese laws and regulations and primarily be used as an indirect modality, channelling investments through local third parties, such as private sector contractors and municipalities responsible for project delivery and workforce management.<sup>59</sup> In addition, the sector will increase engagements with the Ministry of Labor to establish a mechanism to provide guidance and follow up on these projects as per the legal framework. These will provide temporary opportunities for the most vulnerable, including women and person with disabilities, reduce tensions by addressing the priorities of local municipalities<sup>60</sup> by delivering tangible benefits to local host communities, and stimulate economic activity by rehabilitating productive assets (such as roads, irrigation canals, water catchments and land reclamation). Furthermore, using local resource-based technologies, such infrastructure investments, has the potential to generate considerable indirect and induced job creation.

Although the sector prioritizes a labour-intensive approach in public works, labour-intensive interventions involving investment in non-public works can also be considered as part of the Livelihoods sector, as to create a comprehensive approach and link vocational training to value chains to support to macro, small and medium enterprises.

### Outcome 2- Improve workforce employability

Under the second outcome, the support of the sector will focus on bridging the gap in the labour market through

(56) As for support to businesses, these beneficiaries will need to be integrated in the tracking system of the sector and cross-referenced with other forms of humanitarian assistance as to optimize complementarity and efficiency.

(57) a) SOP on Labour Intensive, International Labour Organization. Direct beneficiaries are working for at least 40 worker days-which may consist of several shorter placements. b) The estimated one million workman day generated is based on direct job creation (251 project X 30 jobs of at least X 40 day) and indirect job creation in the direct supply chain production in Lebanon. c) The total number of beneficiaries is the number of persons benefiting from direct job creation X 4.5 size of the household.

(58) Total number of direct beneficiaries multiplied by size of households (4.5).

(59) Procurement needs to make sure it does not feed into political or sectarian clientelist structures that empower/disempower certain groups.

(60) Notably the ones identified through the Map of Risks and Resources Process conducted by Ministry of Social Affairs and UNDP in all 251 vulnerable cadastres over the past four years.

two main outputs aimed at expanding beneficiaries' workforce employability on the labour market and at providing job seekers with career guidance, job matching and work-based learning opportunities.

### **Output 2.1- Technical support to vulnerable people in marketable skills provided**

On the supply-side of the labour market, Lebanon is facing an important skills gap: despite high levels of tertiary education, Lebanese companies complain about not finding the skilled labours they need.<sup>xlviii</sup> This mismatch is partly caused by the insufficient responsiveness of educational programmes to the needs of the labour market.<sup>xlix</sup> To address this issue, the Livelihoods sector will undertake programmes that will target 10,000 people in 2019, with 2,000 of them being placed into jobs within a year.

The Livelihoods sector will deliver short-term, accelerated courses aimed at quickly addressing gaps in the labour market and increasing the employability of the most vulnerable (i.e. illiterates via referral to Basic Literacy and Numeracy courses) which are typically not able to join the formal system. This will be done in conjunction with supporting the capacity of the formal technical and vocational education and training system and schools in collaboration with Education sector partners,<sup>61</sup> as well as line ministries (Labour, Education and Higher Education, Social Affairs and Agriculture). Livelihood partners will complement these efforts by addressing gaps in market demand not covered by existing education programmes. The sector is working with the Ministry of Education and Higher Education, the Technical and Vocational Education Training Directorate and the Ministry of Labor to support ongoing efforts on reforming vocational education in Lebanon through the higher council of technical and vocational education and training at the Ministry of Education and Higher Education, in partnership with the ministries of Labor and Social Affairs.<sup>62</sup> In alignment with the do-no-harm principle, LCRP livelihood partners will provide trainings based on market demands and on topics offering beneficiaries legal work opportunities.<sup>63</sup>

Beneficiaries will be periodically tracked, monitored and have their acquired skills adequately profiled. Furthermore, vocational training should be linked to work-based learning opportunities that enable them to be competitive in the labour market upon completion.

(61) In partnership with the Prime Minister's Office, relevant Government ministries (Education and Higher Education, Labor, Agriculture, Social Affairs and ), key NGOs and private sector, UNICEF and ILO finalized the "National Strategic Framework on Technical and Vocational Education and Training in Lebanon" which identifies the strategic directions for the improvement of technical and vocational education and training systems; including enhancing managerial and educational capabilities and linkages with labour demand market requirements.

(62) Notably UNICEF and the International Labour Organization established a joint initiative "Support of Technical and Vocational Education in Lebanon and enhancing enrolment in it". The sector will establish a platform bringing together the different ministries agencies and partners working on short-term skills training to standardize their interventions, increase linkages with private sector and market needs, and provide guidance to partners.

(63) Vocational Trainings for Syrians must be in the specified sectors, as per the Ministry of Labor Decisions.

Any other type of trainings not linked to income generation does not fall under the Livelihoods sector but other sectors such as Education and/or Protection and must be appealed for and reported on outside the Livelihoods sector.

### **Output 2.2- Career guidance, awareness raising sessions, job matching, and work-based learning opportunities offered to job seekers**

The aim is that 20 per cent of the aforementioned caseload have access to employment in 2019. Partners are encouraged to link market-based skills trainings as well as work-based learning opportunities to support to macro, small and medium enterprises to increase the likelihoods of beneficiaries' employability.

Lessons learnt from several years of experience in providing market-based skills trainings<sup>64</sup> highlight the need to implement, as much as possible, integrated programmes, including strong life-skills support as well as work-based learning opportunities under a dual system to transition to the labour market, or at least, employment services in the form of career guidance and job-matching. These programmes will prioritize targeting new entrants to the labour market, i.e. youth, but also women (including gender-based violence survivors and heads of households), whose ability to generate income will be crucial to lift themselves and their families out of poverty. Moreover, shared learning experiences, particularly for youth, could contribute in reducing tensions and improve relations between displaced Syrians and host communities. Particularly for Syrians, such programmes will prioritize skills relevant to sectors where they can work. This will be done alongside skills leading to home-based opportunities (within the sectors specified by Ministry of Labor for Syrians) with a conflict-sensitive approach ensuring that competition with host community is not exacerbated through such programmes.

It is crucial that the activities of the Livelihoods sector are balanced between stimulating the demand and supply side of the labour market, while expanding room for demand-centred interventions. (i.e. the number of beneficiaries accessing the job market is matched by the number of jobs created or maintained, either through integrated programmes or through a balance of interventions). To harmonize the content and modalities of non-formal skills trainings, the Livelihoods sector has started to work on Recommendations and Guidelines to guide partners in the implementation of such trainings and ensure they are more market-orientated.<sup>65</sup>

### **Outcome 3- Strengthen policy development and enabling environment for job creation**

Under the third outcome, the sector will strengthen policy development and the enabling environment for job creation through two complementary outputs.

#### **Output 3.1- Decrees/regulations/awareness-raising material on decent work conditions developed and or/approved**

This output will be addressed by working with the

(64) See the report of the Livelihoods Sector's Lessons Learnt Workshop on Market Based Skills Training, June 2016.

(65) The sector has developed National Recommendations on Financial Incentives for Vocational Training with the collaboration of the Ministry of Social Affairs and the Ministry of Economy and Trade. In addition, the sector is working on Guidelines for Work Based Learning (WBL) that will be discussed with relevant ministries (Social Affairs, Labour and others)

Ministry of Labor both at the policy and enforcement levels, with a focus on eliminating the worst forms of child labour, implementing the Decent Work Country Programme signed in 2018,<sup>66</sup> and increasing labour inspection capacity. In addition, the Livelihoods sector will work with enterprises and cooperatives to improve decent work conditions (and support the formalization of businesses which should also contribute to this objective), while engaging in advocacy and awareness-raising activities focusing on minimum labour standards and regulations. Overall seven decent work regulations and awareness-raising/advocacy materials will be developed, three will focus on decent work (out of which at least one shall be approved) and four on advocacy/awareness-raising material on labour laws, regulations and minimum standards.

### **Output 3.2- Policies, strategies and plans supporting job creation, MSMEs and livelihoods developed to improve the business eco-system**

This output will bolster policy and strategy level development and institutional level support by the sector to improve the enabling environment for job creation. Overall, the sector aims at developing six policies and have strategies and plans amended, formulated and/or proposed to the Government. As such, the Ministry of Economy and Trade and its network of local Chambers of Commerce will be supported in the implementation of the Lebanon Small and Medium Enterprise Strategy and the Ministry of Industry with the development of industrial zones, paving the way for long term development. This also includes conducting the necessary assessments and studies to address key sectoral data gaps while promoting harmonization of efforts. In doing so, the sector will make sure that it uses and builds the capacity of national systems such as the Central Administration of Statistics to avoid fragmentation of assessments and enable national systems to conduct major surveys regularly such as labour force surveys.

### **Identification of sector needs and targets at the individual/household, 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 of those falling under the poverty line of \$3.84 per person per day, and particularly the ones living in extreme poverty (\$2.40 per person per day). The sector assumes that at least one member in each poor household requires livelihood assistance to raise the household over the poverty line. Activities related to job creation are expected to result in increased employment opportunities for vulnerable individuals close to accessing the labour market. For individuals dependent on direct humanitarian assistance, the sector aims to provide support through labour-intensive programmes, as well as empowerment

activities such as a combination of market-based and life skills, with work-based learning initiatives that enable them to be competitive in the labour market. These activities can be integrated with psychosocial support sessions, particularly when beneficiaries are highly vulnerable individuals suffering from post-trauma and/or high levels of distress. While the sector generally adopts an area-based approach where individual beneficiaries will join programme through self-targeting, this will need to be complemented by specific programmes prioritizing the most vulnerable such as female-headed households, households with people with specific needs, and other severely vulnerable groups such as survivors of gender-based violence, persons with disabilities but also families at risk/engaging in child labour. National systems such as the updated National Poverty Targeting Programme database, the referral system, local information provided by social development centres, municipalities, and local associations will be crucial in this regard. To maximize its impact on stabilization and protection, the sector will prioritize youth (to keep them engaged in their communities and prevent marginalization) and women, who are marginalized and more affected by poverty, unemployment, and for whom additional income is crucial, to counteract child labour.

Moreover, the Livelihoods sector is developing guidelines on identification and criteria for livelihoods beneficiary targeting. The guidelines analyse the different livelihoods services/interventions and for each of them, provide recommendations on the best modalities and criteria to be used to identify potential beneficiaries.

Livelihoods interventions are targeted using an area-based approach. The sector will use available data on poverty and deprivation as a basis for area targeting and analyse the situation to identify which institution/private sector, entity/value chain to target. The regional offices of national employment will also play a critical role in matching vulnerable individuals with opportunities generated by these programmes and will be supported through the third outcome of the sector strategy.

The mapping of the most vulnerable cadastres (to be updated with new and updated data sources) provides a good basis 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. In addition, the sector will incorporate results from ongoing assessments highlighting the areas where unemployment is a priority need or listed as a primary source of tension. Furthermore, the sector will work with Child Protection partners to identify areas with higher prevalence of child labour, which should then be

(66) Signed between International Labour Organization, Ministry of Labor, Association of Lebanese Industrialists (ALI), and General Confederation of Lebanese Workers (GGTL), 2 May 2018.

prioritized by livelihoods programming.

It should be highlighted that the Livelihoods sector is suffering from severe data limitations that hamper targeting and require partners utilize local assessments to inform programming. Other data gaps for the sector include detailed local market assessments to identify intervention types, and a national labour market assessment. Finally, other challenges for the sector generally revolve around selection criteria for small and medium enterprises, access to finance, skill/know-how, access to markets, infrastructure and legal framework, as well as illegal competition.

## Mainstreaming of Conflict Sensitivity, gender, youth, people with specific needs (PwSN) and environment

Livelihoods primarily contributes to social stability by alleviating competition for jobs as a source of tension between groups. However, every livelihood intervention needs to be carefully crafted to be conflict sensitive. Livelihood programmes will particularly aim at filling gaps in the labour market, with aim of avoiding the strengthening of local clientelist networks, competition and tensions between groups. This will require partners to undertake careful situational and market analysis before developing programmes, and ensure that selection criteria are fair and transparent, and strive towards balancing skills training and job creation programmes as to avoid raising the expectations of trainees.

The Livelihoods sector's support to protection is manifested by its output on improving decent work conditions. With specific attention to vulnerable groups to improve their meaningful access to livelihoods support, the sector will also try to strengthen protection safeguards, notably by developing a harmonized complaint and feedback mechanism. Youth and women remain specific priority target groups for the sector across all activities, taking into consideration their particular vulnerability and higher unemployment rates. While the sector successfully ensured that youth and women are the primary groups benefitting from skills training, further emphasis is needed to increase their access to income/employment, notably through specific business start-up and development schemes and work-based learning programmes. The sector will therefore carefully review the type of job-creation investments it promotes as to ensure that they benefit both youth and women. For women, a particular focus will be made in providing targeted support to female headed households and gender-based violence survivors. This will mean emphasizing activities compatible with childcare, either through providing child friendly spaces in livelihoods centres, working on home-based income generation or developing mobile outreach of beneficiaries.

For people with specific needs, the sector will adopt a twin-track approach. First, partners will identify key

economic sectors in which people with disabilities could work based on previous market assessments and lessons learned. Specialized livelihood programmes tailored to their needs will be developed and expanded to ensure meaningful access to the labour market (notably through specialized trainings, equipment and devices to allow their full integration in the workforce). Such programmes currently exist but are very limited and will need to be scaled up by involving specialized agencies in the work of the sector. In parallel, the specific needs of persons with disabilities will be integrated into the work of partners promoting decent work. Finally, households with a person with specific needs will be prioritized in targeting, reflecting their higher dependency ratio and care-taking duties, through the existing vulnerability assessments. To ensure that protection is mainstreamed across livelihood programmes, partners would need to tailor their interventions ensuring that they are inclusive and secure access to everyone, particularly the vulnerable.

The Livelihoods sector will continue to support environmental protection through the implementation of labor-intensive interventions, such as reforestation projects, soil conservation activities (e.g. restoration of terraces), water conservation (e.g. shallow ponds for conserving soil moisture, re-building of stone weirs), and litter cleaning campaigns (along waterways and roadsides). These intersectoral activities are aimed at preserving and maintaining vulnerable assets to foster job creation and maintain the economic viability of rural and municipal livelihoods.

## Cross-sectoral linkages

**Protection:** Deteriorating working conditions and increasing informality are major concerns that require collaboration between the Livelihoods and Protection sectors. In recent years, the Livelihoods sector has developed strong linkages with the child protection task force to work jointly on addressing the issue of child labour. In 2019, this will mean raising the awareness of Livelihoods partners and supported businesses/cooperatives to promote decent work and prevent the risk of child labour (through trainings on minimum child protection standards) while sharing best practices and lessons learned on child labour sensitive programming. Joint advocacy with employers, worker organizations, landowners, and community leaders may also be developed to ensure that children are not used as labourers. This can also be achieved by engaging jointly with the Child Labour Unit of the Ministry of Labor. Moreover, complementary efforts will be made to prevent gender-based violence within livelihoods programming by providing information and guidance to partners, notably through the dissemination of the gender-based violence guidelines.

The sector will monitor the roll-out of the referral mechanism, strengthening its linkages with protection, child protection and gender-based violence partners to ensure that people with specific needs, women

identified as particularly at-risk or households with children engaged in child labour (with focus on children engaged in the worst form of child labour) can benefit from livelihoods support. The Livelihoods sector will encourage livelihood actors to secure access for referred beneficiaries to livelihoods interventions while keeping track of the percentage of protection cases with access to Livelihoods projects. To facilitate these inter-sectoral referrals, a referral glossary of the Livelihoods sector was shared with protection partners to familiarize them with the different services offered by the Livelihoods sector. Guidelines on identification of beneficiaries are currently being drafted by the Livelihoods sector to facilitate implementing agencies in their targeting process.

The Protection and Livelihoods sectors will also increase coordination on soft and life skill trainings delivered to livelihoods beneficiaries. Overall, cross-sectoral linkages will be strengthened to more systematically combine the provision of technical trainings with life skills and psycho-social services to better support vulnerable members of the host and displaced communities and reduce drop-out rates. Furthermore, to build capacity of the livelihoods actors and enable them to familiarize and be active on protection related issues, the Protection sector will provide trainings to livelihoods practitioners, such as training on safe identification and referral of beneficiaries, according to their needs. Lastly, the Livelihoods and Protection sectors will work closely to ensure that livelihood beneficiaries faced with municipal measures on movement, due to the lack of civil documentations, are informed about renewal procedures for civil documentation.

**Food Security:** The sector will maintain close ties with the Food Security and Agriculture sector as the programming for both increasingly converges around agricultural livelihoods. Complementary approaches exist between the sectors regarding vocational training, the food value chain, labour intensive programmes, as well as support to cooperatives and businesses. Although food assistance and agricultural activities are centered in the Food Security and Agriculture sector, some employment and economic development initiatives in the agriculture sector are part of the Livelihoods sector. Coordination will be strengthened to ensure information on results of common programmes is adequately and proactively shared with implementing partners. As such, the sectors shall conduct quarterly information reconciliation to ensure comprehensive reporting of different activities. The sectors' co-leads (as well as any other partner, as relevant) will meet regularly to harmonize the information collected. In parallel, the sector will ensure that the Ministry of Agriculture is informed of any agricultural activity. Finally, some components of the transition approach will be piloted with a small caseload of Lebanese beneficiaries (with the support of the Basic Assistance sector) and the Refugee Assistance Information System Database will be used by the Livelihoods sector to target severely vulnerable individuals who are not receiving the food assistance.

**Basic Assistance:** The transition approach will be piloted in the LCRP 2019 to support a small caseload of vulnerable Lebanese beneficiaries with the Basic Assistance sector.<sup>67</sup> The objective will be to enable highly vulnerable individuals to transition towards economic self-reliance through the provision of humanitarian assistance and livelihoods services (including consumption support, cash transfers, capacity building and income opportunities), building on the work conducted by the National Poverty Targeting Programme and the World Bank on introducing the transition approach for vulnerable Lebanese beneficiaries. Moreover, information provided by the Basic Assistance sector on their targeted beneficiaries will help the Livelihoods sector refine its target and reach severely vulnerable people who are not receiving cash assistance using the Refugee Assistance Information System Database.

**Social Stability:** The sector is working closely with the Social Stability sector, and in some regions, organizes joint field working groups. Following the numerous labour protests that spread across Lebanon in 2017 and the findings from the recent perception surveys, which confirmed that competition over jobs remains the key driver of tensions between host and refugee communities, focus will be made on ensuring conflict sensitive programming. This entails redefining the targeting criteria of livelihoods beneficiaries, providing space through livelihood interventions for promoting positive intercommunity relations, and media promotion of successful interventions with micro, small and medium enterprises. Social stability data and analysis will be used to guide livelihoods programming to reduce tensions in areas where job competition over low skilled job is already prevalent, with a focus on critical periods when seasonal labour is limited and/or at times of national economic slowdown. Cooperation will also prioritize at-risk youth, to ensure that youth community engagement initiatives and livelihoods programmes are complementary, and mitigate risks of unmet expectations and frustration in the face of minimal livelihood opportunities. 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:** The sector strategy will maintain a strong focus on developing tailored short-term non-formal accelerated technical vocational training in line with the sectors defined by the Ministry of Labor. Education programmes that need to be closely coordinated with the Livelihoods sector are the programmes that lead to job opportunities following education/training activities. In addition, the competency-based technical vocational trainings and work-based learning opportunities will be also regulated by the ministries of Labor, Education and Higher Education, Social Affairs and other relevant ministries with support from the Livelihoods sector. To strengthen cross-sectoral linkages, the Livelihoods sector will encourage the Ministry of Education and Higher Education's increased engagement in the Livelihood

<sup>(67)</sup> Terms and conditions apply to the non-Lebanese as per the decision by the Ministry of Labor on jobs and on skills trainings linked to jobs. (when it is in coordination with the Livelihoods sector)

Core Group, regarding strategic programming decisions to harmonize the content and modalities of non-formal accelerated skills training in Lebanon in line with the Ministry of Labor decisions.

**Shelter, Water and Energy:** The work of the sector related to infrastructure upgrading will be closely coordinated with the Shelter, Water and Energy sectors through proactive information sharing on planned interventions. Livelihoods partners will contribute to the rehabilitation work identified by the planning process of Shelter partners and Shelter partners will inform the Livelihoods sector of urban areas where livelihoods have been identified as crucial under the scope of the neighborhood approach. This work should contribute to improving the living conditions of the population residing in highly vulnerable urban areas facing steep densification. To maximize the impact of our respective interventions, the possibility of providing livelihoods trainees with employment opportunities through shelter contractors will be further explored.

Livelihoods partners will ensure that such projects do not overlap with plans from the Water and Energy sectors related to infrastructure improvements, by proactively sharing information at field level through existing coordination channels. Efforts will be also made to increase businesses' energy efficiency through

technology transfer and the provision of financial and non-financial incentives in close coordination with the Energy sector to effectively reduce production costs and tap into the existing/planned low-interest loan financing<sup>68</sup> for private investment in renewable energy and energy efficient projects. Support will be provided to expand access to these incentives and the adoption of green technology for small and medium enterprises (and other potential lenders) to boost technology transfers and job creation by promoting increased investments in the energy sector. In parallel, the sector will explore the possibility of further adapting its skills training offer, such as solar photovoltaic technologies, to labour market needs in close coordination with the Ministry of Environment and Water and other relevant institutions to build on the ongoing training programmes.

More generally, efforts will be made in all sectors to track the impact of investments in infrastructure rehabilitation and construction on job creation/retention. Dedicated support and guidance will be provided on the methodology and timeframe of this exercise to ensure the quality and consistency of the information collected across sectors.

(68) Such as the "National Energy Efficiency and Renewable Energy Action" (NEEREA) which is a national financing mechanism initiated by the Central Bank of Lebanon (Banque du Liban-BDL) dedicated to the financing of green energy projects in Lebanon.



Informal settlement, Bekaa. Photo credit: UNDP, Rana Sweidan, 12/1/2019

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## Sector Logframe

**Outcome 1: Stimulate local economic development and market systems to create income generating opportunities and employment**

Indicator 1	Description	Means of Verification	Unit	Frequency
Total number of job created / maintained	New jobs created in supported Lebanese nano, MSMEs - Businesses and cooperatives who have hired new employees since the support was provided. Jobs maintained in supported Lebanese MSMEs - For nano and micro-businesses, it can be considered that any support provided helps the nano and micro-business to maintain the jobs in this business = the #employees of the micro-businesses they support as well as self-employed individuals (for micro-finance support). For SMEs this should be asked as part of the follow up underlined above.	Project reports from partners based on follow up individually (by phone or through visit) with all supported businesses after the support (grant, training) has been provided , 3 to 6 months after the support to the business ended.	Number	Quarterly

**Jobs**

Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
494		5,777	8,207												
 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
N/A		4,372	6,011	N/A		1,225	1,877	N/A		55	94	N/A		125	225

Indicator 2	Description	Means of Verification	Unit	Frequency
Number of supported Lebanese MSMEs and cooperatives that report increased performance and expanded market access (new clients, contracts, market access) as a result of programme activities	Supported Lebanese MSMEs and cooperatives who report increasing profitability / production / expanded market access (new contracts, clients, market) 6 months after receiving support	Project reports from partners based on follow up monitoring to supported Lebanese MSMEs, activity info	Number	Bi-yearly

**Lebanese Businesses**

Baseline	Result 2018	Target 2019	Target 2020
N/A		2,899	2,564

**Outcome 2: Improve workforce employability**

Indicator 1	Description	Means of Verification	Unit	Frequency											
Number of job seekers placed into jobs (at least 50% women)	Job seekers placed into jobs (at least 50% women)	partners report in activity info	Number of people	Monthly											
 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
N/A	N/A	1,400	2,100	N/A	N/A	500	750	N/A	N/A	30	45	N/A	N/A	70	105

Indicator 2	Description	Means of Verification	Unit	Frequency
Number of targeted vulnerable persons engaged in home-based income generation (at least 50% women)	Individuals using the skills gained in trainings for activities at home	partners report in activity info	Number of people	Monthly
 Lebanese	 Displaced Syrians	 Palestinian Refugees from Syria (PRS)	 Palestinian Refugees from Lebanon (PRL)	
Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020
N/A	1,400 2,100	N/A 500 750	N/A 30 45	N/A 70 105

### Outcome 3: Strengthen policy development and enabling environment for job creation

Indicator 1	Description	Means of Verification	Unit	Frequency
Number of policies, regulations and strategies amended and/or proposed approved by the Government	Decree, regulation, policy and strategy in place to support livelihoods, job creation, MSMEs or business eco-system	Official Gazettes & Official document from GoL and partners report	Decrees, policies, strategies, plans	Quarterly

Baseline:	Result 2018	Baseline:	Target 2019	Baseline:	Target 2020
7		N/A	13 policies / regulations / strategies / advocacy/awareness raising materials (including 3 related to decent work, 4 to awareness raising/advocacy, and 6 related to the enabling environment)	N/A	13 policies / regulations / strategies / advocacy/awareness raising materials (including 3 related to decent work, 4 to awareness raising/advocacy, and 6 related to the enabling environment)

Indicator 2	Description	Means of Verification	Unit	Frequency
Increase in ranking of Doing Business (World Bank)	Doing Business provides objective measures of business regulations (and their enforcement) and enables investors and entrepreneurs to assess the quality of a country's business environment	World Bank Doing business ranking	Score / ranking	Annually

Baseline:	Result 2018	Baseline:	Target 2019	Baseline:	Target 2020
rank 126		N/A	Gradual increase in ranking to pre-crisis level (122th)	N/A	Gradual increase in ranking to pre-crisis level (120th)



# PROTECTION SECTOR

<b>PEOPLE IN NEED</b>	3,208,800						
<b>PEOPLE TARGETED</b>	1,884,800						
<b>REQUIREMENTS(US\$)</b>	<table border="0"> <tr> <td></td> <td>2019</td> <td>174.1 million</td> </tr> <tr> <td></td> <td>2020</td> <td>TBD</td> </tr> </table>		2019	174.1 million		2020	TBD
	2019	174.1 million					
	2020	TBD					
<b>PARTNERS</b>	79						
<b>GENDER MARKER</b>	2a						
<b>CONTACTS</b>							
<b>LEAD MINISTRY</b>	Ministry of Social Affairs (MoSA) Natacha Sarkis natachasarkis.mosa@gmail.com						
<b>COORDINATING AGENCIES</b>							
<b>UNHCR</b>	Fanette Blanc, blancf@unhcr.org Elsa Bousquet, bousquet@unhcr.org Jackie Atwi, jatwi@unicef.org Petronille Geara, geara@unfpa.org						

## SECTOR OUTCOMES

**Outcome #1** \$77.5 m

Persons Displaced from Syria have their basic rights (incl. access to territory, legal stay, civil documentation) respected and specific protection needs fulfilled.

- Indicators**
- Percentage of persons with legal stay.
  - Percentage of persons referred provided with services.
  - Percentage of children born in Lebanon whose birth is registered at the Noufous level.
  - Percentage of children born in Lebanon whose birth is registered at the Foreign Registry level.
  - Number of persons benefiting from resettlement or other humanitarian pathways.
  - Percentage of households who have moved accommodation in the last 6 months due to eviction.

**Outcome #2** \$26.5 m

Support and actively engage community members in creating a safe protection environment.

- Indicators**
- Percentage of persons reporting that information received has helped them accessing services.
  - Percentage of persons reporting that they feel involved in the assessment, design, monitoring and evaluation of programmes and activities.

**Outcome #3** \$30.5 m

Reduce SGBV risks and improve access to quality services.

- Indicators**
- Percentage of women (20-24) married before 18.
  - Percentage of women and girls age 15-49 who state that a husband is justified in hitting or beating his wife.

**Outcome #4** \$39.6 m

Provide boys and girls at risk and survivors of violence, exploitation and abuse with access to an improved and equitable prevention and response.

- Indicators**
- Percentage of children 2-14 years who experience violent disciplinary practices.
  - Percentage of children aged 5-17 yrs who engage in child labour.
  - Percentage of children (boys and girls) who reported an improvement in their psychosocial wellbeing as measured through the SDQ.

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	52% Female  48% Male	
Lebanese	1,500,000	336,000	174,720	161,280
Displaced Syrians	1,500,000	1,500,000	780,000	720,000
Palestinian Refugees from Syria	28,800	28,800	14,976	13,824
Palestinian Refugees from Lebanon	180,000	20,000	10,400	9,600

## Situational Analysis and Context

This situational analysis was drawn from a combination of qualitative and quantitative data collection process through the course of 2018. Special efforts were made to account for feedback from Syrian, Palestinian and vulnerable Lebanese women, girls, boys and men related to their exposure to threats, protection vulnerabilities and coping capacities.

### Overall protection environment

#### Access to territory and registration

Under the border regulations introduced by the Government of Lebanon (GoL) in 2015, admission for Syrian nationals is provided under clearly identified visa categories including, among others, sponsorship, tourism, business and transit, provided that supporting documentation and other requirements are met. Syrians fleeing persecution, conflict and violence in Syria must fall within the exceptional humanitarian criteria<sup>1</sup> developed by the Ministry of Social Affairs (MoSA) to enter Lebanon. However, since its implementation in 2015, and as of September 2018, only 62 persons have been granted access to territory based on these humanitarian admission grounds. Since 2014, admission for Palestinian refugees from Syria is limited to the visa categories of embassy appointments, transit to a third country and an exceptional pre-approved entry supported by a sponsor in Lebanon, each requiring pre-approval. The introduction of more restrictive border measures in January 2015 led persons from Syria to take critical risks (smuggling, mountain pathways, landmines etc.) to enter Lebanon irregularly. The Government of Lebanon has consistently affirmed its commitment to the principle of *non-refoulement*, which is essential so that no person is returned, expelled or extradited to the frontiers of territories where his/her life or freedom would be threatened or where he/she would be in danger of being subjected to torture.

The registration of displaced Syrians by UNHCR was suspended by the Government of Lebanon in 2015.<sup>i</sup> Since then, displaced Syrians who approach UNHCR for registration, are counselled on the Government's suspension and their needs are assessed in view of assisting the most vulnerable. As a result of the suspension, the exact number of displaced Syrians in Lebanon is unknown, hampering the planning for and facilitation of, durable solutions outside of Lebanon. International partners have highlighted that the resumption of registrations by UNHCR would also generate updated statistics and facilitate solutions in the form of resettlement to third countries and the safe, dignified, non-coercive returns of refugees when conditions permit.<sup>ii</sup> Displaced Syrians who are not

registered with UNHCR face serious difficulties in being considered for resettlement to third countries, as only a few resettlement countries will consider unregistered persons. Thus, to better manage needs and responses, and prepare for durable solutions, UNHCR is advocating with the Government of Lebanon for the resumption of registration.

#### Legal Residency

In March 2017, the Government of Lebanon, building on its earlier commitment during the London Conference in February 2016,<sup>iii</sup> issued a circular of the General Directorate of the General Security Office (GSO) to announce the waiver of residency renewal and overstay fees (US\$200 per year per person aged 15 years and above, which many refugees were unable to pay) for certain categories of refugees.<sup>2</sup> This waiver is applicable to Syrian refugees registered with UNHCR prior to 1 January 2015, and for those who renewed their legal residency through UNHCR-registration pathways. Refugees who renewed their legal residency based on non-refugee related reasons such as tourism, sponsorship, property ownership, or tenancy in 2015 or 2016<sup>3</sup> are not eligible. Based on estimates, potentially 312,000 Syrian refugees registered with UNHCR (61.5 per cent of the registered population<sup>4</sup>) may be eligible for this residency fee waiver.

The percentage of displaced Syrians aged 15<sup>5</sup> years and above without valid legal residency remains at 73 per cent,<sup>iv</sup> in line with the previous year (74 per cent). Of the 27 per cent who managed to obtain legal residency, 57 per cent renewed based on the UNHCR certificate while 43 per cent registered through sponsorship. Twenty per cent of these individuals live in non-UNHCR registered households. North Lebanon is hosting the highest percentage of displaced Syrians without legal stay, followed by Bekaa. In Bekaa, women and adolescents (including those turning 15 years of age) are regularizing their residency using the UNHCR certificate and therefore can benefit from the March 2017 waiver, while previously

(2) Before March 2017, there were two primary avenues for Syrian nationals to obtain residency since 2015: reliance on UNHCR registration certificate or sponsorship by a Lebanese citizen. Since June 2016, those notarized must pledge to not seek employment, previous required for residency renewal based on the UNHCR certificate, and subsequently replaced by a pledge to abide by Lebanese laws, which is signed free of charge at General Security Office centres during the renewal process. The requirement for a housing commitment was replaced by a housing attestation issued by UNHCR free of charge. See: Inter-Agency Coordination Lebanon, *Protection – January – August 2016 Dashboard*, <https://data2.unhcr.org/en/documents/details/51721>.

(3) In line with the GSO's practice, and under the February/March 2017 fee waiver, displaced persons who have previously obtained their residency through sponsorship are unable to renew their residency permits free of charge on the basis of their UNHCR registration certificate. However, the waiver makes it clear that their family members should benefit from the waiver, and that others registered with UNHCR who have not previously renewed on sponsorship should be eligible for the free waiver. Displaced Syrians who do not fall under the February/March 2017 waiver must continue to pay \$200 for each person 15 years of age and above to renew their residency permit. Additional costs related to the residency permit process amount to approximately \$30, including transportation costs to reach the local GSO. These costs, applicable to all displaced Syrians wanting to renew residency, are difficult for them to meet, due to their poor economic situation.

Following a GSO decision issued in September 2017, Syrian nationals who had a sponsor can apply, until the end of 2017, for a residency permit based on a new sponsor without leaving the country. Also, Syrians who entered Lebanon legally after 1 January 2015 (e.g. tourism, shopping), and not on the sponsorship category and overstayed their residency, can approach the GSO border office to regularize their stay and exit the country, without facing a re-entry ban.

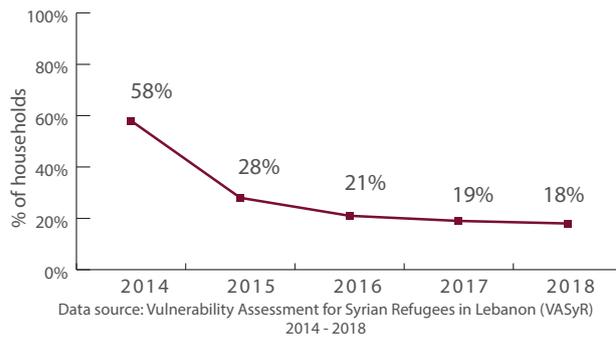
(4) Of those registered with UNHCR and aged 15 and above (507,521 persons), 29 per cent had legal residency. Of these, 29 per cent, 61.5 per cent benefited from the waiver. Similarly, it is estimated that 61.5 per cent of the 71 per cent registered with UNHCR with no legal residency could also benefit from the waiver.

(5) The overall population of displaced persons from Syria is estimated at 1.5 million.

(1) Persons falling within the category of humanitarian exceptions include: (i) unaccompanied and separated children (under 16 years of age) whose parents and legal guardians are confirmed to be displaced in Lebanon; (ii) persons with disabilities dependent on family and relatives confirmed to be displaced in Lebanon; (iii) persons in need of life-saving medical treatment not usually available in Syria, or not available in a timely manner; and (iv) individuals pursuing resettlement or transitioning through Lebanon to a third country, with proof of onward travel outside Lebanon.

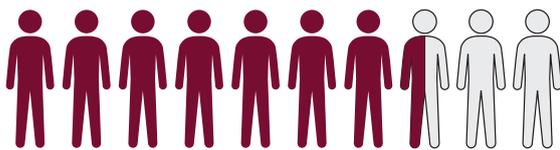
men typically renewed based on sponsorship so are ineligible to benefit from the fee waiver.<sup>v</sup> South Lebanon has the highest level of legal residency nationally as the South is hosting less displaced Syrians than other regions which could lead to less pressure on the GSO. The 18 per cent of Syrian households, in which all members held a valid residency permit, continued on a downward trend in 2018, from 19 per cent in 2017 and 21 per cent in 2016.

#### Percentage of displaced Syrian households with all members having valid legal residency



There are multiple reasons for the low level of legal residency numbers of persons displaced from Syria. In particular, they continue to report facing difficulties<sup>6</sup> submitting applications for legal residency renewal at GSO offices, because these offices have limited capacity to process large numbers of requests and limited practice in implementing the March 2017 fee waiver. Limited capacity to produce statistic on number of persons benefiting from the fee waiver. This means that many who should benefit from it, are either rejected or asked to submit additional documentation to the ones required based on the circular. Other displaced Syrians report being requested to renew their legal residency through a sponsor as they are perceived by the GSO to be working. Consultations with groups at risk such as child spouses, street and working children, survivors of torture and woman at risk highlighted significant obstacles due to the strict application of circulars by the GSO, poor treatment by authorities, as well as unclear and lengthy procedures. They also faced difficulties to find sponsors.<sup>vi</sup>

**73%** of displaced Syrians aged 15 and above are without valid residency permit.



Data source: Vulnerability Assessment for Syrian Refugees in Lebanon (VASyR) 2018

At the same time, the procedure and eligibility for obtaining legal residency seems to be not well understood by displaced Syrians and in addition there are different practices between GSO offices, which

makes it difficult to comply with announced circular requirements. The Government of Lebanon has committed to ensuring, with assistance of international partners, that all eligible displaced Syrians can renew their residency free of charge, by further upscaling the capacity of the GSO to process a higher number of applications and by applying the waiver to all.<sup>vii</sup> UNHCR has provided financial and technical support to GSO offices to address these obstacles; however, substantive challenges remain, making it difficult for displaced Syrians to seek renewal of their residency permits.

To complement the 2017 waiver, the GSO issued a new circular in April 2018 facilitating the process of obtaining legal residency for Syrian minors who turned 15 years of age in Lebanon and are below 18 years of age. For these children, it is no longer necessary to provide a Syrian national ID or passport to obtain legal residency. Rather, it is sufficient for an eligible adolescent to present a Syrian individual civil extract that is less than two years old. This is welcomed, because these children were unable to obtain these ID documents from Syria due to their exile in Lebanon, and the civil extract is easier to obtain (noting that many of them do not have a valid civil extract as they left Syria more than two years ago). Despite this positive development, some displaced youth continue to face difficulties as they either are unable to obtain civil extracts or due to the varying practices in applying the regulation issued by the GSO. More than 50,000 Syrian refugee children registered with UNHCR in Lebanon turned 15 in 2018 and lack a national ID or passport. The new GSO decision will provide alternatives to overcome the lack of legal residency and reduce associated protection risks (risk of being arrested, vulnerability to exploitation, access to services, etc.). It is estimated that in the next two years, an additional 75,000 Syrian refugee children without a national ID or passport will turn 15 years of age.

In a positive new development, in late 2017, renewals of temporary residency permits were allowed for Palestinian refugee children from Syria without a passport or national identity card, who had turned 15 years of age in Lebanon and possessed an individual status record issued in the last two years. However, these new procedures were not well communicated to the public by Lebanese authorities, with application procedures varying across the country, impacting the free of charge residency permit renewal process by Palestinian refugees from Syria. According to UNRWA, during the first six months of 2018, more than 40 per cent of Palestinian refugees from Syria did not hold valid residency documents. The main reasons were: i) previously asked to pay fees; ii) irregular entrance and; iii) lack of response from the GSO. From July 2017, Palestinian refugees from Syria continued to be granted free residency permits for six months (renewable multiple times). However, according to the conditions of the July 2017 memorandum, only Palestinian refugees from Syria, who entered Lebanon regularly before September 2016, are entitled to apply for the residency renewal.

(6) Costs remained the main reason for lack of legal residency (76 per cent) (this decreased from 88 per cent in 2017), followed by "I am registered with UNHCR but GSO asked me to obtain a Lebanese sponsor" (27 per cent) and "I entered through unofficial border crossing and GSO refused to allow me to regularize" (6 per cent).

The lack of legal residency can have vast consequences, and direct implications to protection risks on family members, including vulnerability to exploitation. Thirty-one per cent of displaced Syrians who obtained legal status were male, while 24 per cent were women. While freedom of movement restrictions impact men, women and children, men are more likely to face arrest and detention at checkpoints hampering family access to livelihoods. This can lead to the heightened risk of family reliance on children for income generation as they are less likely to be stopped at checkpoints, that can have irremediable consequences on children not enrolled in school. This has also led to men being prioritized for legal residency over other household members, including women, children, persons with disabilities and older persons.<sup>7</sup> Adults comprise 28 per cent of those who obtained legal residency, with those 15-18 years of age accounting for only 16 per cent.<sup>8</sup>

The lack of residency also increases associated protection and SGBV risks for both boys and girls and women and men, as they are more likely to engage in high-risk income-generating activities or fall prey to human traffickers and as women often go alone to collect humanitarian aid, because men are more at risk of being arrested at checkpoint. Moreover, trying to obtain legal residency based on sponsorship or tenancy creates additional challenges for displaced Syrians, including difficulties in identifying sponsors and inability to pay the informal 'fees' often requested by potential sponsors. Sponsorship may also create a power differential increasing the risk of exploitation and abuse, especially for women, boys and girls, and female heads of household.<sup>viii</sup> For example, female-headed households in the South and Mt. Lebanon reported their lack of legal residency was due to an unclear sponsorship process and qualification criteria, together with high costs. They viewed the sponsorship system as amounting to "slavery" with employers, forcing them to work for long hours or without being paid their salaries (which were already very low).<sup>ix</sup> Lack of legal status also impacts the acquisition of civil status documentation, hampering parents' ability to register the birth of their child, as they are unable to cross checkpoints to reach the third step of the birth registration process, the Personal Status Department (PSD) offices. Legal status is also required by at least one parent to register a marriage indirectly impacting access to both marriages and birth registrations.

Immigration-related offences remain the most common reason for the arrest and detention of persons displaced from Syria, with the majority normally being released within 24 to 48 hours. This results in the issuance of departure orders that, to date, have not been enforced, in line with the Government of Lebanon's commitment to the principle of non-refoulement. Persons displaced

from Syria without legal residency are not resorting to the justice system because of fear of arrest,<sup>x</sup> and are reportedly less likely to approach authorities to report and seek redress when they are victims of crimes, exploitation and abuse.

The Government of Lebanon committed, during the Brussels Conference in April 2017, to implement and gradually expand the waiver to cover other categories of registered refugees.<sup>9</sup> This has not been implemented yet, but the international community continues to emphasize the need to do so, for example in the context of the 2018 Brussels II Conference.

### Sexual and gender-based violence

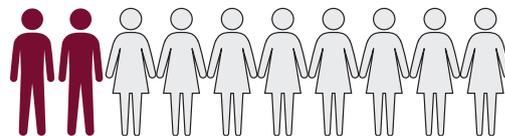
Sexual and gender-based violence (SGBV) remains one of the main protection concerns affecting both host and refugee populations. Since 2015, an average of 90 per cent of sexual and gender-based violence incidents reported to specialized service providers involved women and girls, indicating that they continue to be disproportionately affected, with grave consequences to health, security, psychosocial and socio-economic well-being. Men and boys are also affected, with male survivors constituting almost ten per cent of all cases reported (one third of which are under 18 years of age). As of August 2018, 19 per cent of reported sexual and gender-based violence incidents involved children and one per cent of reported incidents affected persons with disabilities.

**90%** of SGBV individuals reported to specialized service providers has involved women and girls.



Data source: Gender-Based Violence Information Management System (GBVIMS), 2014-2018  
Note: Please refer to the narrative for more information of the SGBV related data.

**17%** of the rape cases were reported by male survivors.



Data collected through the Gender-Based Violence Information Management System (GBVIMS),<sup>xi</sup> agency assessments, focus group discussions and protection monitoring highlights that displacement increases the risk of sexual and gender-based violence, with 96 per cent of reported incidents occurring in Lebanon.<sup>xii</sup> Married girls including child mothers, adolescent girls, unaccompanied and separated boys and girls,

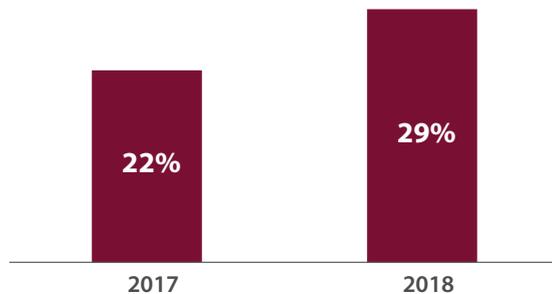
(7) Twenty-five per cent of persons with a disability and 31.4 per cent of older persons could renew their residency.

(8) This 15-18 age group is one of the categories with the lowest rate of legal residence renewal due to the cumbersome administrative procedures require in submitting documents that were difficult to obtain. However, since April 2018, the procedure has been alleviated making the procedure more accessible to children turning 15 years.

(9) The Government of Lebanon committed "to improve the regulatory framework pertaining to refugees, including ensuring that procedures for renewal of residence permits for refugees are predictable and evenly applied. See: Supporting the Future of Syria and the Region Conference (Brussels, 5 April 2017), Co-chairs declaration, Annex: Supporting resilience and development effort of host countries and refugees in the context of the Syrian crisis – Lebanon, <http://www.consilium.europa.eu/media/24070/annex-lebanon.pdf>.

women and girls with disabilities, older women, female heads of household and socially marginalized groups continue to be the most at risk. The most commonly reported types of violence,<sup>xiii</sup> involve physical violence (38 per cent), mainly within the family or home, sexual violence including rape and sexual assault (16 per cent), emotional violence, as well as forced and child marriage. Despite recent positive steps, such as the repeal by the Parliament of Lebanon of Article 522 of the Penal Code which allowed rapists to avoid prosecution if they married their victims, only limited protection against sexual and gender-based violence is guaranteed in the application of the national legal framework. Moreover, family law, including marriage, is governed in Lebanon by personal status codes<sup>10</sup>, established in line with the various confessions which permit marriage before the age of 18.

#### % Married girls between the ages of 15-19



Data source: Source: VASyR (2018).

#### Child protection

Concerns relating to child protection continue to rise as a result of the deterioration of socio-economic conditions.<sup>xiv</sup> In a humanitarian context, children are among the most vulnerable, in particular unaccompanied children for lacking the primary circle of family support and protection, as well as adolescents and youth, especially young females. Among the main child protection concerns are the high incidents of violence against children at household level and schools, high numbers of non-registered births, child labour and marriage, and those in contact with justice system. Children directly affected by armed violence also remains a critical issue.

At policy and governance level, major achievements were made in 2018, including the launch of the "Roadmap to Strengthen Child Protection Practices in Healthcare Institutions",<sup>11</sup> the launch and roll-out of the "Policy for the Protection of Students in the School Environment",<sup>12</sup> and an overall stronger engagement of the relevant

(10) Lebanon's most challenging issue remains the personal status code which is bound to article 9 of the constitution and therefore under the authority of the different religious courts. This leads to discrimination between Lebanese women from different religions and impacts on many aspects of their legal, social and economic life. Work towards amending the nationality law has seen some progress. The NCLW is preparing a revised draft of its previous law proposal submitted in 2010. Under the current law Lebanese women cannot pass on their nationality to their children, or husbands if they marry a foreign national.

(11) This roadmap is expected to provide a framework for health professionals managing cases of child abuse, while at the same time working to prevent neglect and violence of children through the primary healthcare channels available to the Ministry.

(12) The policy introduced a clear, unified and specific mechanism to address cases of violence identified within school settings and set roles and responsibilities on child protection prevention and response.

Security and Justice actors on child protection including justice for children. However, to complement these initiatives, substantial multi-sectoral efforts still need to be invested for their proper roll-out and implementation.

The current justice system does not guarantee the rights of children in contact with the law. While significant legislative and institutional progress has been made to advance and fulfil children's rights in Lebanon, further efforts are still needed to ensure that relevant legislations and policies such as Law 422/2002, Decree 8987/2012, Law 293/2014, and the National Action Plan to Eliminate the Worst Forms of Child Labour, are in line with international principles and standards, and that adequate measures are in place to ensure full compliance.

Children in conflict with the law and those at risk (including child victims and witnesses) are of concern from a child protection perspective, as access, quality and timeliness of an adequate response to their individual cases is questionable. Children involved in formal justice proceedings are often subjected to harmful and discriminatory practices, because child-friendly and gender-sensitive justice is almost non-existent in Lebanon. The pre-sentencing stage often involves arbitrary detention and/or lengthy instances of pre-trial detention of children, sometimes with adults, while detention of children at the sentencing stage remains a common practice. Diversion, as a pre-sentencing disposition, helps children in conflict with the law avoid the harmful and complicated judicial proceedings and provides a solution in dealing with the potential harm children may face due to their involvement in judicial proceedings. However, this practice is not provided for under existing laws in Lebanon. Alternatives to detention in the form of non-custodial measures are provided for under Law 422/2002, but only as a sentencing disposition and often preceded by pre-trial detention.<sup>13</sup> As such, the current practices and limitations of the justice system expose children to double victimization and further exacerbate the harm associated with their involvement in justice proceedings.

#### Civil documentation

The lack of registration of other civil status events in Lebanon, certifying marriage, divorce or death, can have implications on legal guardianship over children and inheritance rights, including in Syria upon return.

**Marriage/Divorce registration** is often not completed, due to costly fees, lack of documentation awareness of procedures in some circumstances. Limited legal remedies are available for women and girls in such cases, since without official documentation of the marriage, annulment of the marriage or divorce or contesting the custody and support of children becomes impossible. This is particularly problematic in cases of child or forced marriage, an increasing harmful practice as described later in which the minor spouse may be especially vulnerable to mistreatment and abuse, and in mixed marriages between a Lebanese and a displaced person

(13) Preceding a non-custodial sentence with detention nullifies any positive impact sought by such non-custodial measures.

from Syria, as a Lebanese mother does not have the right to pass on the Lebanese nationality to her child. The lack of marriage registration also has an impact on parents' capacity to register births, as birth registration is intrinsically linked to marriage registration.

**Birth registration** remains a major challenge for many children born in Lebanon to a non-Lebanese father, particularly those born to a Syrian father. From the beginning of the crisis in 2011 to September 2018, 167,000 Syrian children were added to the files of Syrian refugees registered with UNHCR. Approximately only 21 per cent of children between 0-5 years of age have had their birth registered with the Foreigners' Registry, which still represents an improvement of four percentage points over last year.<sup>xv</sup> Almost 2,900 newborns of Palestinian refugees from Syria were recorded by UNRWA in Lebanon since 2011.<sup>xvi</sup> Main challenges experienced by displaced persons from Syria in birth registrations include; a lack of awareness of the multi-step birth registration procedures (which are costly and cumbersome); the one year deadline to register a child up to the *Nofous* level;<sup>14</sup> lack of documentation<sup>15</sup> (including proof of marriage to obtain a birth certificate); the inability to approach civil registry offices due to limited freedom of movement or high transport costs; inconsistent implementation of procedures for registering the birth of children born with the help of uncertified midwives<sup>16</sup> who are not allowed to issue birth notifications; and the retention of the birth notification by hospitals due to the inability to pay hospital fees for the delivery.

card to register their marriage.<sup>17</sup> In addition, in March 2018, a memorandum was issued by the Personal Status Department allowing for birth registrations of displaced Syrian children and Palestinian refugee children from Syria born in Lebanon between 1 January 2011 and 8 February 2018, through administrative procedures.<sup>xvii,18</sup> Despite this positive policy change, displaced Syrian and PRS children born after 8 February 2018, as well as all other children born in Lebanon, continue to be subject to the one-year deadline for the registration of their birth.

Palestinian refugees from Lebanon and the vulnerable Lebanese community may also face challenges in registering births because they lack awareness of procedures or necessary documents. The March 2018 memorandum on late birth registration is not applicable to Palestinian refugee children from Lebanon and Lebanese children, so these children continue to be subject to the normal birth registration procedures, including a one-year deadline for registration after which, court procedures would be required to finalize birth registration. If the birth is not registered, a Lebanese father may not be able to pass his nationality to the child, resulting in a risk of statelessness for the child.

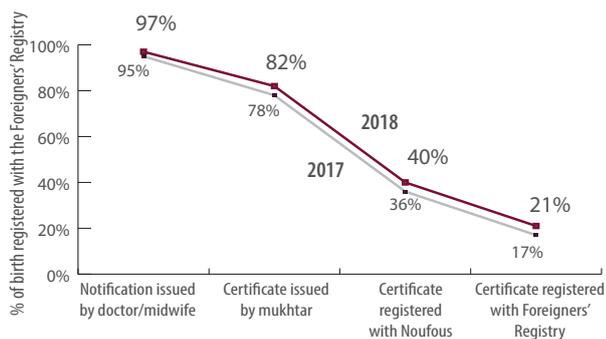
The lack of birth certificate jeopardizes children's right to an identity under international law and could create heightened risks of statelessness. Stateless persons would, as a result, have serious limitations with regard to exercising their rights to legal identity, access to justice, higher education degrees, freedom of movement, healthcare, and ability to work in the formal labour market. In addition, lack of registration could restrict children's access to services now and in the future, and reduce the chances of those who are displaced to access to durable solutions. Certain groups, including child spouses and those lacking legal proof of marriage, were observed to be the least likely to have marriage and birth certificates.<sup>xviii</sup>

**Death registration** for Syrians deceased in Lebanon remains very low, overall negatively impacting family members wishing to access inheritance rights for example. The main reasons reported by displaced Syrians are lack of awareness on the importance of registering deaths in Lebanon and procedures, complexity and cost associated with late death registrations.

#### Access to services

Barriers to access essential services remain a key protection concern for all population groups, and particularly impact the most at risk and vulnerable individuals. Difficulties in securing legal residency or civil documents constitute one of the major access barriers to services as they lead to restrictions in mobility and inability to meet strict documentation requirements. Other critical barriers encompass the lack of specialized and non-specialized services, high-costs as well as

#### Cumulative percentage of highest level of birth registration document for displaced Syrian children born in Lebanon



Data source: Vulnerability Assessment for Syrian Refugees in Lebanon (VASyR) 2017/2018

An important step toward addressing these obstacles was taken when the Personal Status Department announced a simplification to birth and marriage registration procedures in September 2017 (also applicable to Palestinian refugees from Syria), in which valid legal residency for both parents would no longer be required to register births, and only one spouse (instead of two) would require valid legal residency or entry

(14) Births that are not registered at the *Nofous* level within one year require costly and time-consuming civil court procedures to finalize birth registration

(15) There was a change - proof of marriage required to obtain a birth certificate.

(16) Uncertified midwives are not allowed to issue birth notifications.

(17) Legal residency will not be required in case of marriage between a Syrian man and a Lebanese woman.

(18) The 2018 Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) showed limited improvement (of four per cent compared to 2017) in the birth registration rate of Syrian children, given that data collection took place within a short timeframe following the issuance of the waiver.

disruption of services due to humanitarian funding gaps, an issue that affects particularly sexual and gender-based violence survivors and children with multiple vulnerabilities (such as children with complex mental health and/or physical disabilities). Accessibility to vital services, such as safe shelter for all sexual and gender-based violence survivors, is also restricted due to lack of resources and strict eligibility criteria, with the majority of residential shelters preventing access to high-risk persons such as boy survivors and survivors with mental health conditions. Major gaps also continue to exist in timely preventive and response measures for children that are adequate and equitable, including strengthened coverage of best interest determination processes for displaced children.

Specialized services are particularly inaccessible and limited for Palestinian refugee children due to cost and poor availability of such services in Palestinian camps, resulting in further marginalization from society and exposure to protection risks. It is worth highlighting that other populations residing in the camps suffer from similar limitations. The reduction in UNRWA's funding and possible impact on essential education, health and protection services could further exacerbate exposure to protection risks for Palestinian refugee children from Lebanon and Syria.

Moreover, formal family-based care options are unavailable, or services tailored to individual children's needs, and the most vulnerable in urgent/immediate need of emergency shelter, are left behind due to the absence of appropriate care in temporary shelters. Residential care is the only form of alternative care available in Lebanon, and is exclusively reserved for Lebanese children. Lebanon has witnessed an increase of approximately nine per cent over the past five years in the number of children in residential care.<sup>19</sup> This has been coupled with an increase in the number of residential care institutions that were contracted by the Ministry of Social Affairs. Some 30,000 boys and girls are living in public or private facilities (including boarding schools), often because this is perceived as the sole means to bypass generic socio-economic vulnerabilities and access education, health or other services. The majority of these children are in fact economically vulnerable Lebanese children who have both parents and no immediate protection concerns.

Other factors preventing persons exposed to violence (especially sexual and gender-based violence survivors) from seeking help in a timely manner, include fear of stigma and retaliation, widespread acceptance of violence, religious beliefs, and lack of trust that they will be adequately supported. Moreover, a continued increase has been noted in sexual and gender-based violence survivors declining referrals to specific services, such as safe accommodation, protection services and legal assistance<sup>20</sup>, with only 17 per cent of respondents in

a 2017 Knowledge, Attitudes and Practices Survey (KAPS) study, stating that a woman would report a case of gender-based violence to a formal authority.<sup>xix,xx</sup> Barriers to access legal remedies remain generally critical for all survivors of violence, with only 10 per cent of persons displaced from Syria indicating a willingness to notify the authorities if they are victims of assault or harassment, compared to 27 per cent of Lebanese.<sup>xxi</sup> This affects displaced persons' access to justice, basic rights and services, and sense of safety. In the case of Palestinian refugees from Syria, 68 per cent felt concerned about the safety of their family, 57 per cent of these individuals reported feeling insecure due to their physical and social environment, and 61 per cent reported fear of deportation causing some to limit movement.<sup>xxii</sup>

Provision of sufficient quality psychosocial services remains essential to identify and address barriers to access services. Psychosocial activities continue to be the main entry point for disclosing sexual and gender-based violence incidents, while child protection actors have been highly engaged in prevention activities through psychosocial support for both children affected by conflict and caregivers, by detecting and responding to at risk children through individual case management.

### Mine contamination and physical safety

Lebanese and displaced communities are impacted by the presence of landmines, cluster munitions and other explosive remnants of war (ERW) in the Baalbek-Hermel, Bekaa and South governorates, and other as Akkar, Batroun, Bcharre, and Jbeil districts. With population increases due to the Syria crisis and competition over limited resources, contamination continues to hinder development programmes<sup>21</sup>. With a large number of displaced Syrians residing or working in informal settlements and other areas in proximity to minefields, unexploded ordnances, improvised explosive devices and residual contamination pose an immediate threat to physical safety. More than 600 mine victims were reported since 2006, affecting children and adults equally, with seven cases having been reported in 2016, 28 cases in 2017 and 20 cases to date in 2018. A survey conducted in 2018 found that there was knowledge about the danger of mines among those surveyed, including Syrian families moving between Syria and Lebanon, but an alarming lack of compliance with safety messages.<sup>xxiii</sup>

### Protection risks at community-level

#### Precarious economic situation and social tensions

Negative sentiments between host communities and refugees, competition over jobs and services, deteriorating economic and living conditions as well

(21) Contamination is a barrier for population and economic development. Mine action is not just about demining. It is also about people and societies, and how they are affected by landmine and explosive remnants of war contamination. The objective of mine action is to prevent and reduce the risk from landmine and ERW contamination to a level where people can live safely; in which economic, social and health development can occur free from the constraints imposed by landmine and explosive remnants of war contamination. This is also why mine risk education is needed: it keeps the population safer from arms-related risks by changing their behaviour and, thus, contributes to a wider goal of building resilience and socio-economic development.

(19) This percentage excludes children in need of protection and children with disabilities.

(20) Concluding observations (2018) CCPR/C/LBN/CO/3 - p3 and 4 on violence against women and legal status (<https://www.ohchr.org/en/countries/menaregion/pages/lbindex.aspx>)

as arbitrary measures in some municipalities (curfews, evictions, arrest and detention), coupled with difficulties obtaining legal residency, and restricted access to livelihoods, have undermined the protection of persons displaced from Syria. In addition, this has resulted in limited interaction among communities, perceptions of discrimination and tension, often amounting to violence, including against children.<sup>xxiv</sup>

The high unemployment rate among both displaced Syrians and Lebanese citizens drives tensions,<sup>xxv</sup> resulting in calls in some municipalities to close shops owned by Syrians and a general increase in negative sentiments against displaced persons. The presence of large numbers of Palestinian refugees from Syria, but also displaced Syrians and persons of other nationalities, in Palestinian camps deepens their already precarious conditions, placing additional pressures on limited resources, infrastructure and services. In addition, a dynamic of movement from an urban setting and accommodation type to informal settlements as well as decreasing interactions impacts the service structure. Negative trends in community dynamics also place strains on social stability, leading to increased social tensions.

The aggravation of the economic situation is reflected in the estimated 37 per cent of vulnerable Lebanese; 71 per cent of displaced Syrians and 65 per cent of Palestinian refugees in Lebanon who are living below the poverty line.<sup>xxvi,xxvii</sup> Extreme poverty is three times higher for Palestinian refugees from Syria than for Palestinian refugees from Lebanon.<sup>xxviii</sup> UNRWA provides financial support to more than 61,000 Palestinian refugees living below the poverty line. Further reductions to UNRWA's protection, educational and healthcare services in Lebanon due to drastic funding cuts could exacerbate tensions in already volatile refugee camps and impact the overall protection context.

### Evictions

Six per cent of displaced Syrians have been evicted at some point during their time in Lebanon.<sup>xxix</sup> While the number of refugees affected by large-scale, collective evictions is lower in 2018 than during the second half of 2017, individual evictions remain highly prevalent, mainly because of inability to afford rent payments. Displaced persons reported that the constant threat of eviction has increased their sense of insecurity and lack of safety.<sup>xxx, xxxi</sup> At the same time, displaced Syrians living in informal settlements raised concerns about raids to their shelters by the authorities, leading men and boys to find temporary residence elsewhere. These evictions raise the following protection risks, including; risk of homelessness, secondary displacement, exploitative housing arrangements, risk of trafficking, school drop-outs, and child labour. This is particularly concerning for the most vulnerable, such as persons with specific needs, female heads of household and children. Women with young children or children with disabilities reported

facing additional difficulties to pay rent as they are unable to leave the house to generate income. Female heads of household who work reported that their salaries barely covered their rent fees, exposing to them to an increased risk of eviction. A number of women also reported having been repeatedly evicted within a short period of time or having to change their home over the past year following a protection incident/threat against them or their children. Women reported hearing incidents of sexual and gender-based violence in which landlords requested sexual favours in exchange for rent, while others noted refusing to engage in survival sex.<sup>xxxii</sup>

Against the backdrop of issues relating to social stability in municipalities and Lebanese host communities, it is increasingly challenging for evictees to be accepted in potential areas of relocation. When arbitrary and not in line with the rule of law, municipal measures affecting displaced Syrians, such as increased curfews, taxes, fines and business closures, are hampering the ability of displaced persons to enjoy their basic rights (freedom of movement, livelihoods, etc.). Increased needs for legal services related to housing, land and property have also been observed, particularly among the displaced community in Bekaa and North Lebanon.

### Harassment, exploitation and abuse

Besides protection risks associated with evictions, women and children are increasingly reporting a general fear of harassment, exploitation and abuse associated with greater dependency on sponsors, landlords and aid providers.<sup>xxxiii</sup> Consultations indicate continued psychological distress, frustration and isolation within their community. Another form of exploitation increasingly reported by women and children is cyber-violence and online exploitation, with rising concerns about photo misappropriation, blackmailing and obscene content.<sup>22</sup> Women and children have heightened responsibilities to secure income and other basic needs, as they are less likely to be stopped at checkpoints, resulting in their exposure to risks of exploitation and harassment from employers and landlords. Women and girls also report specific protection risks in accessing water and sanitation services at night.

### Violence at school

Other reported manifestations of violence include bullying of children resulting from social tensions, as well as increased substance and drug abuse. Violence in schools, physical, psychological or sexual, remains a reality for children in Lebanon. A 2016 study indicated that 45.6 per cent of students between 10 and 18 years of age have experienced violence.<sup>23</sup> Challenges also persist with levels of school enrolment with an average of 55 per cent of non-Lebanese children aged 3-18 (close to 200,000),<sup>24</sup> identifying violence, bullying and child labour

(22) Thirty-seven focus group discussions were conducted with women and girls covering Akkar, Tripoli, Bekaa, Beirut, Mount Lebanon and the South in 2018.

(23) Fifty-four per cent of the schools in the study were public. UN Secretary-General annual reports on children in armed conflict (2006-2017) paragraph on Lebanon.

(24) Refugee data: UNHCR population, December 2017. Formal education enrolment data: MEHE/PMU records, February 2018. NFE data: Partner reporting on ActivityInfo as of December 2017.

as key reasons for school drop-out among Palestinian refugee children from Syria.<sup>25</sup> Out-of-school children are also at further risk of child protection concerns such as child labour and marriage.

At the community level, the overall awareness and grass-root mobilization for children's rights and protection remain sporadic, temporary, issue-based and mostly NGO-led. This demonstrates the need for large-scale and diversified approaches to ensure community participation and engagement in those social and behavioural changes that can foster a protective environment for all children in Lebanon.

## Violence and harmful practices within the family

### Domestic violence

Violence in the private sphere remains a major protection concern and particularly affects women and children.

Intimate partner violence continues to be pervasive among all nationalities and constitutes the majority of reported sexual and gender-based violence cases, with 70 per cent of reported incidents perpetrated by family members among displaced Syrians, and 80 per cent among Palestinian refugees from Syria and Lebanon.<sup>xxxiv, xxxv</sup> Women and girls remain unsafe at home,<sup>26</sup> while economic vulnerability and a change in gender roles has increased interpersonal tensions and domestic violence. Vulnerable Lebanese are also affected, with an average of one in two persons reporting knowing someone who has been subjected to domestic violence.<sup>xxxvi</sup>

Moreover, socio-economic vulnerabilities<sup>27</sup> are likely to increase the use of violence against children within the family which represents the most widespread form of violence experienced by children in Lebanon.<sup>28</sup> A total of 82 per cent of Palestinian refugees from Lebanon, 77 per cent of Palestinian refugees from Syria, 65 per cent of displaced Syrians and 57 per cent of Lebanese children aged 1-14 years have been subjected to at least one form of psychological or physical punishment by household members during the past month.<sup>xxxvii</sup> Reports revealed the severe impact of domestic violence against children, especially of the early childhood age group (0-5 years).<sup>xxxviii</sup> Boys and girls with disabilities are also at a higher risk of violence, abuse, exploitation neglect and exclusion, both within the home and in the wider community.<sup>xxxix, xl</sup>

### Harmful coping mechanisms

The combination of lack of legal residency and limited

self-support opportunities, compounded by depletion of resources, including savings and assets, contributes to a greater risk for families and their children of falling into multi-dimensional poverty. This has led to households resorting to harmful or negative coping strategies, including begging,<sup>xii</sup> protracted debt,<sup>29</sup> engagement of children in (the worst forms of) child labour, child marriage and withdrawing children from school.

**Child marriage** is a deeply rooted form of sexual and gender-based violence that affects both host and displaced communities. It was already reported as a cultural practice within some groups of the Lebanese community prior to the arrival of displaced Syrians, and was a persisting harmful practice in Syria and among Palestinian refugees before the crisis. However, there are indications that the prevalence of child marriage among the younger generation of displaced women from Syria is rising due to the crisis<sup>30</sup> and that the marriage of displaced girls is increasingly being used by their families as a harmful coping mechanism in an attempt to protect them and/or to alleviate financial burden.<sup>31</sup> The 2018 Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) found that 29 per cent of Syrian girls and young women between 15 and 19 are currently married. A previous study in the Bekaa region had shown that in some vulnerable areas of the region, over 47 per cent of surveyed displaced Syrian women between 20 and 24 years were married before the age of 18.<sup>xlii</sup> The same study also reported an early pregnancy rate among 15 to 17-year-old married girls of more than 61 per cent, another worrying trend with severe implications on the protection and health of adolescent girls. The situation of the host community is also concerning, with four per cent of Lebanese women between the ages of 15 to 19 currently married, compared to 2.6 per cent in 2009, while 13 per cent of female Palestinian refugees from Syria of the same age group and four per cent of female Palestinian refugees from Lebanon are married.<sup>xliii</sup> Adolescent girls are one of the most at-risk groups among the affected population, since child marriage, in addition to violating the fundamental rights of girls to health, education and opportunity, exposes them to increased difficulties in obtaining civil documentation (including marriage and birth registration) and legal residency, and enhances their exposure to vulnerability, violence and exploitation.

**Child labour** remains among the most prevalent child protection violations faced by children who are often forced into worst forms of labour such as street work, sexual exploitation and working in hazardous and exploitative conditions including work in agriculture, construction and mechanics or in association with non-state armed groups. Lack of legal status, formal and informal barriers to livelihood opportunities and

(25) UNRWA's enrolment campaign, July - September 2017.

(26) Women and girls continue to feel unsafe in their homes with 77 per cent of incidents taking place at the survivor's and perpetrator's house, according to data collected in the GBVIMS.

(27) It is estimated that around 1.4 million children (0-18 years) in Lebanon are considered children in need and living in poverty. This estimate includes 32 per cent of Lebanese children (467,000) and all refugee children (804,000 Syrians, 105,000 Palestinian refugees from Lebanon, and 12,215 Palestinian refugees from Syria). Data combined from UNICEF 2016 Baseline Survey, VASyR 2018 and LCRP 2017-2020 population data.

(28) A study on UNICEF-IRC parenting programme highlighted that because of "economic hardship and difficulties of adaptation, caregivers are unable to meet children's basic survival needs and are adopting various hardship adaptation strategies, some potentially harmful..." See: Oxford University, Centre for evidence-based intervention (May 2017), *Improving parenting and mental health outcomes of Syrian refugees in Lebanon: A mixed methods study*.

(29) Average household debt increased by 10 per cent from \$919 in 2017 to \$1,016 in 2018. Among those below the Survival Minimum Expenditure Basket (SMEB), debt increased by 3 per cent, compared to 13 per cent for those above the SMEB.

(30) While 32 per cent of displaced Syrian women aged 20-49 years were married before their 18th birthday, this increases to 41 per cent among the younger generation (aged 20-24 years).

(31) Based on focus group discussions and participatory assessments that were conducted with girls and caregivers in 2018.

other protection risks such as eviction<sup>32</sup> are reported as key trigger for child labour. According to the UNICEF 2016 Baseline Survey, around six per cent of children, boys and girls are engaged in child labour. The data average, however, masks high concentration in some geographical areas – such as the informal settlements which have as many as 50 to 80 per cent of children working. A recent study on the situation of working children in the informal settlements of the Bekaa and Baalbek-Hermel areas showed that around 72 per cent of the surveyed children were engaged in agriculture, the majority (63 per cent) in the age bracket of 13-18 years, more than half being adolescent girls for whom child labour can lead to additional gender related-risks. Only 18 per cent of children surveyed were enrolled in some form of learning.<sup>33</sup> In regards the exploitation of children for armed violence or conflict, UN reports and empirical evidence from programmes continue to point to ongoing recruitment towards the conflict in Syria but also to the involvement of children in acts of armed violence in Lebanon.<sup>34</sup> Besides depriving the child from enjoying their basic human rights, child labour also poses a long term and detrimental impact on children's emotional, physical and psychological development.

### Vulnerable persons

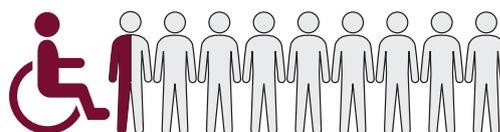
Persons with specific needs (PwSNs) and their caregivers faced several challenges, in addition to the protection risks faced by the population at large. Persons with specific needs include older persons (60 years and above), children and adults suffering from trauma and/or other complex mental health conditions, marginalized persons, survivors of torture, stateless persons and persons with disabilities. These individuals constitute the most vulnerable population groups among both the displaced and the Lebanese host community, as they are more likely to face violence, coercion, deprivation, abuse or neglect, due to their isolation, their inability to access information or their limited access to specialized services because of reduced mobility and high cost of transportation when services are available. These individuals, as well their caregivers, continue to face challenges in accessing their basic rights and services including information, legal services (birth registration, legal residency, etc.), education, healthcare, livelihood, WASH and shelter.<sup>xliv</sup>

Based on findings from the 2018 VASyR,<sup>xlv</sup> it is estimated that approximately 12 per cent of displaced Syrian households include persons with physical or intellectual disabilities. The National Poverty Targeting Programme (NPTP) assessments of 41,372 Lebanese households (227,546 persons) indicate that nine per cent have a

physical or intellectual disability.<sup>xlvi</sup> During consultations with persons with disabilities, they reported facing limited access to services and information across Lebanon and reported gaps in healthcare services and inaccessibility to services, such as schools and community centres. They also reported, that the humanitarian response was not investing enough in their skills and sometimes excluded them from programmes and activities.<sup>xlvii</sup>

#### Persons with physical or mental disabilities

**12%** of displaced Syrian households,  
**9%** of Lebanese households



Data source: Vulnerability Assessment for Syrian Refugees in Lebanon (VASyR) 2018, National Poverty Targeting Program (NPTP).

In Lebanon, one in ten Palestinian households contain at least one family member with a disability. Five per cent of Palestinian refugees from Syria between 15-24 years of age, have a disability. Around 32 per cent of Palestinian refugee children from Syria and 30 per cent of Palestinian refugee children from Lebanon with a disability are not enrolled in schools and are possibly being excluded from the educational system.<sup>xlviii</sup> In addition to addressing the needs of those with visible physical disabilities, including those wounded by the war, recent assessments have highlighted less visible physical disabilities (e.g. children with cerebral palsy, polio, congenital malformation, and hearing or visual impairments), along with persons with intellectual disabilities. Among these, persons with intellectual disabilities who are at risk of abuse, gender-based violence and exploitation, remain a priority. Women, girls and boys with disabilities are among the most vulnerable to neglect, abuse, and exploitation. Needs continue to exceed the rehabilitation services, assistive devices and mental health and psychosocial care that service providers are able to address.<sup>xlix</sup>

### Durable solutions

The Partnership Paper following the 2018 Brussels II Conference reiterated that the main durable solution for displaced Syrians in Lebanon is their safe, dignified and non-coercive return to their country of origin, in accordance with international law and the principle of *non-refoulement*.<sup>1</sup> During 2017, more than 11,000 displaced Syrians returned spontaneously to Syria. Since April 2018, group return movements have also started to be organized by the GSO on a regular basis. Between January and October 2018, some 4,400 individuals returned spontaneously on their own to Syria according to data available to UNHCR, and another 7,000 Syrians have returned in group movements facilitated by the GSO. In addition, the GSO reported a higher number of returns by Syrians who benefited from exit stamps and

(32) Parents, including those among vulnerable groups, reported that the fear of eviction due to an inability to pay rent often led them to send their children to work. On the correlation between coping mechanisms and eviction: 20 per cent of the families who moved accommodation in the last six months due to eviction resorted to emergency coping mechanism, vs. 12 per cent of families who moved accommodation for reasons other than eviction during the same period. Of those families who moved because of eviction, 34 per cent resorted to stress coping mechanisms such as increase of debts, vs. 24 per cent of families who moved for other reasons. See: UNHCR/WFP/UNICEF (pending publication), VASyR 2018.

(33) MoL, AUB, UNICEF, ILO & FAO (2018), *Study on child labour in agriculture: The supply side*.

(34) UN Secretary-General's UN reports on Children and Armed Conflict (2006/2017).

measures published by the GSO in July, waiving exit fees and re-entry bans for certain categories. The pace of future return movements will depend on the gradual removal of obstacles to return within their country of origin and the sustainability of returns currently taking place. Although the return to Syria for Palestinian refugees from Syria cannot be considered a durable solution, they have the right to return to their habitual residence in Syria, taking into consideration safety, dignity and voluntariness. In 2017, several initiatives were launched by the Palestinian Embassy and other Lebanese actors supporting the return of Palestinian refugees from Syria, but have yet to materialize. However, some self-organized spontaneous returns of Palestinian refugees from Syria have taken place without assistance (more than 1,000 from 2017 until mid-2018).<sup>ii</sup>

Pending the possibility for all displaced Syrians in Lebanon to voluntarily repatriate in safety and dignity, resettlement to third countries remains the main solution available to them, together with humanitarian and other admission programmes. Since the beginning of the conflict, and as at December 2018, more than 74,600 displaced Syrians had been submitted by UNHCR for consideration for resettlement and other humanitarian admission programmes to 27 countries. However, and despite the commitments expressed at the 2018 Brussels II Conference, the quotas allocated to Lebanon in 2018 amounted to 8,400 places, from the approximately 25,000 places available in 2016. Approximately 52,000 Syrians have departed Lebanon for resettlement by December 2018.

## Overall Sector Strategy

The overall protection strategy in Lebanon is aimed at obtaining full respect for the rights, well-being and dignity of individuals concerned in accordance with national and international law, regardless of age, gender, social, ethnic, national, religious or other background. Using a rights-based approach, this strategy is designed to ensure that: a) persons displaced from Syria have their basic rights respected, including protection against *non-refoulement* and access to safety, legal residency, justice, civil status documentation and security of tenure; b) displaced populations and host community are involved in addressing the challenges they face in accordance with Lebanese laws; c) national institutions are supported to enhance access to protection and services, especially for the most vulnerable women, girls, boys and men; d) potential for resettlement to a third country and other complementary pathways (such as scholarships or labour mobility) is realized; e) vulnerabilities, risks and consequences of sexual and gender-based violence are reduced and access to quality services is improved; f) vulnerable girls and boys are protected from violence, exploitation, abuse and neglect through equitable access to quality child protection services, and; g) persons with specific needs, including older persons, persons with disabilities, socially marginalized groups and others at

risk have access to specialized services.

The Protection sector will place emphasis on enhancing accessibility, quality and responsiveness of protection services, to address the impact of the crisis on the protection and vulnerabilities of persons displaced from Syria, as well as vulnerable Lebanese and host community. This approach is aimed at improving the lives of persons who face the most difficulties and will, in turn, contribute positively to social stability and feelings of security.

### Strengthening national protection, child protection and SGBV systems and the overall protection environment

In coordination with the Government of Lebanon, as per the LCRP 2017-2020 strategy, protection activities will strengthen existing national systems through adherence to protection mainstreaming minimum standards and fostering a favourable protection environment where rights of boys, girls, men and women are respected and fulfilled. All activities will be aligned with national plans, such as the National Social Development Strategy, National Ten-Year Strategy for Women in Lebanon, the new Ministry of Social Affairs Strategic Plan on Child Protection and Gender-Based Violence, and the Ministry of Education and Higher Education's child protection policy in school, with the coordination and support of the relevant national committees, to ensure greater sustainability. The Protection sector will also work with key line ministries to maintain a protective environment for those displaced from Syria together with national institutions and other sectors to ensure a multi-sectoral response strategy for addressing child marriage and exploitation including child labour, as well as the needs of persons with disabilities.

The Protection sector will work closely with Ministry of Social Affairs on protection interventions for all displaced individuals, concerning access to territory,<sup>35</sup> justice, civil status documentation (especially for children born in Lebanon and early married adolescent girls), and legal residency.

The renewal and regularization of legal residency for displaced Syrians, following the issuance of the March 2017 residency fee waiver, is a key priority for the Protection sector. The Lebanon partnership paper<sup>iii</sup> will serve as strategic orientation in terms of advocacy, strengthening capacity, services provisions and analysis. First, advocacy will aim towards ensuring that the implementation of the 2017 waiver is consistent and evenly applied across regions, and towards expanding the application of the waiver to all categories of refugees. Technical support will continue to be provided to strengthen the capacities of relevant governmental offices that are processing legal residency applications, and emphasis will be placed on providing information and outreach to persons of concern on the criteria and procedures for obtaining legal residency. To complement

<sup>(35)</sup> This will include those with extreme vulnerabilities and those requiring support for entry to Lebanon as part of Ministry of Social Affairs humanitarian exceptions scheme.

these activities, the provision of legal assistance will be at the core of the response to support and facilitate access to legal residency. Finally, analysis of the ability of persons of concern to obtain legal residency, as well as possible barriers, will be carried out regularly by the Protection sector for advocacy or to guide legal activities.

In addition, ongoing emphasis will be placed on ensuring access to legal services for displaced persons and vulnerable Lebanese including stateless persons, survivors of sexual and gender-based violence, persons with disabilities for finding appropriate solutions to cases of abuse and exploitation, and supporting completion of civil registration processes. The Protection sector, in close coordination with Ministry of Social Affairs, will work with specialized legal actors in 2019 to address identified access bottlenecks to legal protection and expand capacities to provide age and gender sensitive legal services to all sexual and gender-based violence survivors in need. The Ministry of Social Affairs will also lead the development of bylaws and the constitution of a special fund for gender-based violence survivors in accordance with law 293 on the Protection of Women and Family Members from Domestic Violence ratified in 2014 and with the support of the sector. With regard to civil documentation, particular focus will be placed on disseminating information about the late birth registration waiver<sup>36</sup> and in advocating to expand to other nationalities including Lebanese children. To support the implementation of these measures, support will be provided to the Personal Status Department to increase capacity to register civil events through the provision of equipment and staffing. Furthermore, legal partners will continue to deliver comprehensive activities to raise awareness and provide support to parents in birth registrations, provision of general information and legal assistance in documenting all civil events that occurred while living in Lebanon (such as birth, death, marriage and divorce registration).

The Protection sector will assist, to the extent possible, through current programming, all persons displaced from Syria who have decided to return to Syria based on an individual, free and well-informed decision making, by providing them with gender-sensitive information and/or assisting them in obtaining key documents (such as birth, marriage, divorce or death certificates, or school records) to re-establish themselves and access basic services such as hospitals and schools in their country of origin. Vaccinations will also be provided to children before departure.

In order to uphold the general rule of law, the Protection sector will continue to track collective evictions, including at the municipal level, and will work together with national authorities and partners to prevent evictions. In some instances, and as a last resort, the Protection sector will assist in finding alternative solutions with authorities, taking into account aggravated risks for persons with specific needs (including persons with disabilities and older persons), vulnerable women and children, to

ensure that affected persons are relocated in a safe and dignified manner as per the inter-agency guidance note on evictions.<sup>liii</sup> By strengthening the coordination mechanism at the field level, the Protection sector will ensure an early warning system to better respond to protection risks associated with displacement. In addition, individual cases facing eviction due to their incapacity to pay rent will be monitored and assisted as possible on a case-by-case basis. As recalled in the Lebanon partnership paper, the Government of Lebanon and international partners will work closely to preserve a dignified stay for the persons displaced from Syria.<sup>liv</sup> To reinforce social stability, efforts will focus on promoting preventive measures together with monitoring restrictive measures issued at the municipal level.

Sustained and focused institutional support will continue to be provided to line ministries<sup>37</sup> and their representatives at national and local levels through social development centres in close coordination with Ministry of Social Affairs at the central level. This will be in line with concerted intra-sectoral efforts among Protection, Child Protection and Sexual and Gender-Based Violence sectors and through protection mainstreaming. The Ministry of Social Affairs and local service providers will carry out psychological, medical, legal, safe accommodation, life skills and social empowerment interventions for sexual and gender-based violence survivors, at risk children, vulnerable women and other persons at risk. Institutional capacity building and overall support will be provided to social development centres, and when relevant, to municipalities to deliver quality child, adolescent-friendly, gender-sensitive and survivor-centered services and provide accessible and inclusive safe spaces for persons at risk, including persons with disabilities, older persons, socially marginalized groups, youth, women, boys and girls, and all SGBV survivors. Institutional support will also continue to be provided to the GSO on residency renewals, the Personal Status Department related to civil status documentation, in particular birth registration for the prevention of statelessness. At the level of access to justice for affected populations and treatment in accordance with human rights standards, efforts will continue to be invested with the Ministry of Social Affairs, the Ministry of Justice, Internal Security Forces, municipal police, and bar associations.

Investment and support will continue in the next two years towards the strengthening of the political commitments made at the Brussels II Conference in April 2018, including accountability and national capacity of social, justice, education and health sectors in Lebanon, legislation, plan and budget to prevent and respond at national scale to violence, abuse, exploitation and neglect. Institutions will be further strengthened to implement and operationalize strategies, policies and road maps through continuous capacity-building and support to social workers, legal service providers, law enforcement

(37) Ministry of Interior and Municipalities (MoIM, including municipal police, GSO, Internal Security Forces and Personal Status Department), Ministry of Justice (MoJ), Ministry of Education and Higher Education (MEHE), Ministry of Public Health (MoPH), and Ministry of Labour (MoL).

(36) Legal actors will continue to inform parents about the one-year deadline for children born after 8 February 2018.

## Total sector needs and targets 2019

Population Cohort	Total Population in Need	Targeted Population	No. of Females	No. of Males	No. of Children (0-17)	No. of Adolescents (10-17)	No. of Youth (18-24)
Lebanese	1,500,000	336,000	174,720	161,280	104,664	54,902	n/a
Displaced Syrians	1,500,000	1,500,000	780,000	720,000	804,000	286,500	154,500
Palestinian Refugees from Syria	28,800	28,800	14,976	13,824	11,542	5,059	n/a
Palestinian Refugees from Lebanon	180,000	20,000	10,400	9,600	7,624	3,680	n/a
<b>GRAND TOTAL</b>	<b>3,214,690</b>	<b>1,884,500</b>	<b>973,001</b>	<b>914,501</b>	<b>927,830</b>	<b>350,142</b>	<b>154,500</b>

Type of Institutions	Total	Targeted
Municipalities	1005	249
Primary Health Centers	102	35
Secondary Healthcare Centers/Hospitals	153	25
Schools	n/a	n/a
Water establishments	n/a	n/a
Social Development Centres	233	57
Central Ministries	23	6

officials, municipal police, healthcare workers. Support will also be provided to Ministry of Education and Higher Education for the operationalization of the 2018 "Policy for the Protection of Students in the School Environment" through capacity building of education personnel.

The Protection sector will continue to provide technical support to legal and law enforcement actors to better respond to the specific needs of sexual and gender-based violence survivors and children in contact with the law, to improve the implementation of the relevant provisions of Lebanese laws and ensure a coordinated response with other service providers. Building on previous coordinated initiatives, the Protection sector has developed a technical support work plan to support various sectors in mainstreaming protection, child protection and sexual gender-based-violence concepts as per international standards,<sup>38</sup> and this includes non-protection partners, LCRP sectors and Ministry of Social Affairs social workers and relevant sectors.

Continued support will be provided towards the establishment of a national inter-sectoral referral system for child protection and gender-based violence, to standardize practices and referral pathways within relevant ministries (Ministry of Social Affairs, Ministry of Education and Higher Education, Ministry of Justice, Ministry of Public Health) following the issuance of national SOPs on case management alongside with the gradual roll-out of the new Child Protection Information Management System (CPIMS). This will lead to more

effective resolutions and a higher level of positive outcomes for children and families' survivors of violence, abuse and exploitation.

Continued efforts will ensure that programming and advocacy remain evidence-based. This includes systematic monitoring of the protection context through cross-analysis of monthly protection monitoring and tension reports; analysis of Protection Sector Referral Tracking System; dedicated mechanisms to document and track identified child rights violations, the Child Protection Information Management System and through the collection and analysis of sexual and gender-based violence incidents via the Gender-Based Violence Information Management System. The resulting data and analysis of trends will consistently be used to inform and adapt programming to support the provision of timely responses to protection challenges, quality case management, effective targeting of resources, as well as prioritization of services and need based assistance.

### Community-based interventions

The 2017-2020 LCRP strategy recognizes the importance of host and displaced communities in effectively identifying and referring protection needs, including child protection and sexual and gender-based violence needs, to receive an adequate response. It also considers the community's capacities, views and priorities, which can contribute to and inform planning processes. This will be achieved through: ensuring on-going dialogue with displaced populations and host communities with different age, gender and backgrounds, strengthening

(38) Such as the 2015 IASC Gender-Based Violence Guidelines for Integrating Gender-Based Violence in humanitarian interventions and safe identification and referrals of sexual and gender-based violence survivors

complaints and feedback systems, building the rights-holders capacity to pass on information, safely identifying and referring protection needs to appropriate partners and/or to governmental (i.e. Social Affairs' social development centres protection services division, or to psychosocial and other mental health activities support) or municipal structures, as well as engaging communities in implementing solutions, including in prevention activities that also aim at social and behavioural change processes, linked to child protection, sexual and gender-based violence, and persons with specific needs. The approach also envisages greater engagement with various stakeholders within the community, including informal networks, within a "whole of society" approach, to further promote protection.

The Ministry of Social Affairs' Social Development Centres and NGO-run Community Development Centres, including municipalities will be further strengthened and connected to the national social protection system in order to effectively serve as spaces where persons displaced from Syria or from other countries, and the Lebanese community, especially those having specific needs, can come together to participate in learning activities, acquire new skills, receive relevant information on tailor-made services and engage in community groups. In these structures and with the support of social workers, participants will discuss issues of common concern and identify possible solutions, thus, rebuilding social and community networks while combating social isolation and enhancing resilience. Among others, recreational activities, protection services, and psychosocial and individual counselling support sessions will be delivered by partners in these centres. These centres will also serve as information hubs on existing services and provide awareness sessions to communities, including targeted groups. Moreover, through the centres persons with specific needs at risk are identified for referral to specialized services. To mitigate child protection risks and further deterioration of the situation of vulnerable families, it is important to link child protection programming to existing and new national social protection systems and schemes.

To address the root causes of various protection, child protection and sexual gender-based-violence risks, and prevent gender inequality, the Protection sector will actively engage with boys and girls, caregivers, all relevant community members and key stakeholders (municipalities, religious leaders, shawish, other community focal points, community committees, outreach volunteers, employers, and SDC social workers) to contribute to a strong and sustainable protective environment. The sector will seek to engage them throughout the programme cycle, including by consulting with the different groups on their views, capacities, priorities and suggested solutions, to feed into programmes and activities. In close coordination with service providers, community-based protection structures, including outreach volunteers and committees as well as gatekeepers, the community will be further capacitated to safely identify and refer

persons with protection concerns, including children. In coordination with other sectors, efforts will be made to ensure that community groups (i.e. women, youth, older persons, and persons with disabilities), and especially those linked with local institutions, are inclusive and complementary in their approaches.<sup>39</sup>

This approach also promotes non-violent approaches to manage relationships within the family and the community, enhancing positive parenting skills and building resilience to manage the stressful consequences linked to the protracted nature of displacement. This includes enhanced engagement of men and boys on gender issues and specifically against violence against women and children, including through active outreach to gatekeepers, male peer educators, and caregivers etc. This will allow the sector to capitalize on community allies to promote gender equality and women's empowerment and challenge harmful social norms and practices. Both the Lebanese host community and displaced communities will be engaged to promote social and behavioural changes that reduce negative coping mechanisms and mitigate critical child protection and sexual and gender-based violence risks, such as child labour, child marriage, intimate partner violence, the use of violent discipline and sexual exploitation. Behavioural change requires shifting social norms and addressing other underlying factors contributing to the protection from violations. Assessments and evaluations suggest it will be important to increasingly involve men and boys in becoming agents of social change within their own communities to mitigate and prevent risks and vulnerabilities from escalating into child protection and gender-based violence violations. It will also be important to apply a more holistic approach and include the wider family and community including key duty bearers and influences in prevention and awareness raising interventions. Targeted community based initiatives will be supported to further engage and empower communities in identifying their own Child Protection/Gender-based violence issues and solutions, along with mapping and relying on their own "champions" and role models within their society. This also includes building on adolescent and youth attitudes and skills, through various activities including life skills sessions on gender equality and prevention of early marriage, among others.

The Protection sector will expand on activities for persons with physical and intellectual disabilities, older persons, and socially marginalized groups, including those discriminated against based on their gender. Persons with specific needs, as well as their caregivers, will also be consulted and involved in responding to their identified needs and concerns to inform better programming. This approach will complement the existing support provided by public institutions tasked with law enforcement, justice and social services, and will better equip the community to resort to them when needed, resulting in strengthened protection for boys,

<sup>(39)</sup> Community-based child protection activities, community-based psychosocial support and associated activities will continue to be delivered to promote positive change within community.

girls, men and women and those with specific needs. Through these community groups, vulnerable Lebanese, Palestinians, and displaced persons from Syria and other countries will be able to provide feedback and insight into protection priorities, risks and assistance gaps. They will also help develop solutions to prevent and address risks such as child labour, child marriage, domestic violence and social exclusion. Active community members will be trained to assist in identifying and referring persons with specific needs to service providers to address their specific protection needs. In an aim to increase community engagement in the programme cycle, communities will also be trained on monitoring and evaluating protection and other interventions. The Protection sector will ensure that women, youth and persons with disabilities, especially those at risk, are included in all interventions.

The Protection sector will also ensure that two-way communication channels, including effective dissemination, outreach and complaints, are in place and functioning. Ensuring that critical and accurate information reaches all women, girls, boys, men, including those with specific needs, displaced and Lebanese is key. Efforts will be placed to ensure that information is appropriate and accessible to all groups in the population. As part of strengthening accountability, the Protection sector will ensure that complaints mechanisms also inform programmes and activities. Feedback will be provided through channels such as outreach and social media, including WhatsApp communication trees. Moreover, partners will continue conducting awareness-raising and information sessions for community members on: rights and available services; including protection referrals, child protection and sexual and gender-based violence services; civil documentation; residency; education, and healthcare. Messaging on content, design and delivery will be developed in consultation with affected persons such as Community Reference Groups (CRGs), as part of increasing community engagement.

### Protecting the most vulnerable

The Protection sector has considered vulnerable groups and individuals, persons with specific needs throughout the sector strategy as those persons who have specific vulnerabilities as a result of age, gender, diversity, ethnicity, and sexual orientation which exacerbate their exposure to contextualized-threats and have reduced coping capacities. Whilst vulnerability is temporal and should be understood on a case by case basis, the Protection sector, based on an analysis of data found within the participatory assessment, VASyR and Protection Monitoring reports, considers the following groups at particular risks: older persons (60 years above), children and adults suffering from complex mental health conditions including trauma, stateless persons, survivors of torture, marginalized groups and persons with disabilities (PwDs). As such, the Protection sector will make efforts to address the needs of these groups through protection programming in 2019, and will work

closely with non-protection sectors to mainstream the specific needs of these groups and ensure the safe identification and referral of persons with specific needs. Sector activities will continue to focus on both prevention and response through direct delivery of protection services by relevant public institutions (mainly through social development centres, diverse services and skilled staff) through its on-going protection work across non-protection sectors and other actors to address the needs of the most vulnerable.

Through protection monitoring activities or through the safe identification and referrals from community groups, individuals with specific needs will receive assistance to mitigate their protection risks. Such interventions may include individual and group counselling, case management, psychosocial support, health and legal support services, specialized support for complex psychosocial and mental health difficulties as well as physical disabilities, and emergency support with respect to shelter and financial assistance for the most vulnerable. In 2019, emphasis will be put on how to better provide mental health assistance to persons in need by liaising closely with the Mental Health and Psychosocial Support (MHPSS) task force to enhance referral pathway to specialized services. For persons with specific needs, a number of challenges aggravate their marginalization in society, including limited access to and availability of specialized rehabilitation services. Access and availability will be enhanced through direct support for public institutions complemented by national and international civil society partners.

Provision of cash assistance to respond to specific protection concerns will be harmonized at the Protection sector level. Cash assistance is one modality of response, among complementary interventions such as psychological support, legal assistance or finding an alternative shelter. Therefore, through case management, a holistic approach is recommended when providing protection cash assistance to ensure that those concerned receive all services to address their particular protection situation. Cash assistance may be provided either to prevent or to address a specific protection incident or to respond to a chronic harmful situation. The tailored cash assistance programmes provided by Protection partners are complementary to the multi-purpose cash assistance and allow for inclusions throughout the year to ensure that the most vulnerable persons who face or are at risk of facing a serious protection situation, including due to their inability to meet their basic needs, receive the necessary financial support.

Referrals and activities for the prevention and protection from sexual abuse and exploitation (PSEA) will continued to be strengthened, as part of increased accountability and through the Inter-Agency referral mechanism introduced in 2017. This will support timely and effective management of individual needs through the provision, where necessary, of specialized services complementing, community-based interventions

referred above. In this dynamic, the Protection sector will focus on enhancing capacities of frontline workers across all sectors (including involved NGOs, associations and social development centres/Ministry of Social Affairs field staff) to safely identify and refer survivors of sexual and gender-based violence to response services and integrate gender-based violence risk mitigation activities into their existing services.<sup>40</sup>

The Protection sector promotes a complementary approach by reinforcing capacities of the national system, ensuring accessibility to quality services, supporting Lebanese community and displaced communities to contribute to protective practices, and improving the knowledge base to inform sexual and gender-based violence programming and advocacy. Local structures benefit from continuous support to provide psychosocial, medical and legal services to sexual and gender-based violence survivors and others at risk throughout Lebanon, including social development centres, health centres (providing life-saving medical care), health facilities and women centres in Palestinian camps. In parallel, the Protection sector has established complementary mobile interventions targeting hard-to-reach areas and populations with limited mobility, such as women and adolescent girls, persons with disabilities and older persons. To ensure sustainability, the Protection sector will strengthen national civil society actors, notably for the legal sector where legal aid services require national NGO and civil society involvement.

154

Access to quality and survivor-centred<sup>41</sup> services will continue to be improved for all those at risk or who have survived violence, and in particular for sexual and gender-based violence survivors and girls and boys at risk in safe spaces (social development centres, community centres, local NGO centres, emergency safe houses, healthcare facilities, collective sites and other privately-owned facilities). The focus will be on preventive activities for those at risk of child marriage, domestic violence and sex trafficking. There is also a strong need for the development and implementation of a national framework on alternative care for children at risk and deprived of parental care. To ensure quality of services, a full package of age- and gender-sensitive holistic care services is offered to survivors and individuals at risk through both mobile services and centre-based activities. In the past year, 85 per cent of women and girls who accessed safe spaces reported feeling empowered.<sup>lv</sup> Demonstrating the need to maintain service provision through safe spaces as well as to continue to provide quality multi-sectoral services that include counselling; referrals or direct provision of healthcare; psychosocial and mental health services, including recreational activities and emotional support groups; legal services to access justice; and the provision of material, financial assistance, and shelter support. This includes the dissemination of relevant information on available services, such as sexual and reproductive health and mental health services. As

(40) In line with the roll-out of the IASC Gender-Based Violence Guidelines.

(41) A survivor-centred approach to violence against women seeks to empower the survivor by prioritizing her rights, needs and wishes. It means ensuring that survivors have access to appropriate, accessible and good quality services.

a result, there is a need to build on the existing capacity, so that minimum standards are met and further efforts are made to ensure availability and access to shelter for all those in need, regardless of nationality, age or gender. Moreover, services for survivors with specific needs, including persons with disabilities and socially marginalized individuals, will be scaled up through targeted initiatives.

Feedback from partners has revealed that, while the complexity of cases has increased (involving, e.g., persons with disabilities, older persons, female survivors of domestic violence, suicide survivors), the availability of specialized professionals throughout the country remains limited. Interventions require support from multiple sectors (medical, social and legal) through a holistic and coordinated approach. To respond to the immediate risks facing survivors of violence, including survivors of intimate partner violence, the Protection sector will continue to support survivor-centered legal services, 24/7 hotlines, safe shelters and other emergency accommodation arrangements, and will ultimately seek durable solutions for them, in particular through resettlement to a third country. Survivor-centered medical services, such as clinical management of rape services and forensic services, will continue to be made increasingly available in various health facilities, as will legal expertise to support access to justice under the Personal Status Law and the Law to Protect Women and all Members of the Family from Family Violence (Law 293/2014). Rehabilitation and reintegration, where safe and with consent of survivors, will remain priorities alongside resettlement. Access to self-reliance opportunities, socio-economic empowerment activities and education (including technical and vocational education and training) remains a key priority to ensure sustainable and long-term assistance to survivors of sexual and gender-based violence, their families, and others at risk.

Emphasis will be placed on delivering a holistic multi-sectoral child protection prevention and response package prioritizing high-risk children and child survivors of violence exploitation and abuse. This includes ensuring timely and quality case management, continuum of care and access to specialized services (legal, medical, mental health and psychosocial support, safe accommodation, and family and caregiver support). The provision of psychosocial support and other group interventions will remain a focus for the most vulnerable children. Coupled with services provided by other sectors (Livelihoods, Education, Basic Assistance), psychosocial support thus becomes more of a 'complementary' intervention, which ensures peer support, to case management and other programmes, rather than a 'stand-alone' intervention. Within the Education sector, the roll-out process of the child protection policy was launched, and includes capacity-building of second shift public school counsellors and DOPS coaches, and sensitization of school directors, supervisors and other relevant staff in 20 pilot schools. To better support the psychosocial wellbeing of children in public schools, psychosocial

support programmes are being integrated to contribute to building their resilience.

### Strengthen coordination on thematic key protection issues

The Protection sector will reinforce internal coordination between Sexual and Gender-based Violence, Child Protection and legal actors as well as inter-sector coordination, especially with the Basic Assistance, Livelihoods and Education sectors to better address: i) child marriage, ii) lack of civil documentation (in particular birth registrations), iii) child labour, and iv) the needs of persons with disabilities.

**Child marriage:** The sectors will work jointly to cover in a holistic manner the prevention, mitigation and response aspects of child marriage to better address the root causes and contributing factors of child marriage as well as consequences for married girls. Specific guidance on child marriage will also be reviewed to maximize legal support as needed, referral to the legal actors. Whilst Sexual and Gender-Based Violence task force partners efforts made to sensitize communities on child marriage contributed to a shift in knowledge, protection partners will now increase their focus on community mobilization to change practices and behaviours that reinforce gender inequality and the perpetuation of child marriage. In addition, referrals with the Basic Assistance and Livelihoods sectors will be enhanced to tackle the socio-economic conditions that appear to be one of the main triggers for child marriage.

**Civil documentation/legal residency:** The Protection sector will put its strength to mainstream across sectors the information line for new late birth registration procedure, marriage, divorce and death registration developed by the Protection sector; reinforce the referral pathways among the legal partners, child protection and sexual and gender-based violence actors and other sectors; the legal actors will train targeted sectors partners to raise awareness on civil documentation and legal residency. The Protection sector will launch a joint initiative across three sectors to expand birth registration and legal residency coverage awareness campaign which will be mapping existing challenges. Finally, to evaluate the impact of sectors in increasing civil event registrations, the Protection sector will compile partners' post-campaign awareness monitoring.

**Child labour:** A multi-sectoral and holistic approach will be developed to address child labour, specifically the worst forms of child labour, and ensure that children and families are supported with adequate programming that is tailored to their needs, such as flexible education and learning opportunities, including vocational training and life skills opportunities. Families of children engaged in child labour will be prioritized to benefit from services such as legal assistance for obtaining civil documentation, basic assistance and livelihood opportunities, as well cash assistance to replace the income of the child. Child protection actors, through case management, will be able to identify specific

needs, particularly of children engaged in "hidden work" (such as girls engaged in household chores), and refer them to appropriate services provided by relevant sectors. Moreover, relevant sectors will work together to raise advocacy with the government at the level of law enforcement and labour inspection. Advocacy will also be carried out with other sectors to improve the identification and referral of children engaged in labour and their families to the Child Protection sector, as well as the prioritization of these groups to access services that are designed and implemented in an inclusive and equitable manner.

**Persons with disabilities:** The Protection sector will work on a guidance note to promote the prioritization of inclusive actions, to articulate obstacles and barriers faced by persons with disabilities to access services, and to harmonize the definition of various disability situations. Special attention will be placed on ensuring the systematic disaggregation of data to better capture protection risks, needs and the impact of programming on persons with disabilities. Finally, the Protection sector will continue to identify and address barriers to promote more inclusive programming, including communication challenges and outreach.

### Sector outcomes, outputs and indicators

The Protection sector has defined four outcomes, which primarily contribute to the LCRP's Impact 1, "Displaced persons from Syria and vulnerable populations live in a safe protective environment." In addition to its contribution towards Impact 1, the Protection sector will ensure that protection is mainstreamed across the response by contributing to Impact 2, "Immediate humanitarian needs of the most vulnerable populations are met." For 2017-2020, the Protection sector aims to achieve the following outcomes:

#### Outcome 1 – Persons displaced from Syria have their basic rights (including access to territory, legal stay, civil documentation) respected and specific protection needs fulfilled

The Government of Lebanon continues to be committed and engaged in safeguarding the overall protection environment in the country, with the continuous support of the international community, to ensure that immediate protection needs of persons displaced from Syria are addressed.

In 2019, the Protection sector will continue to work with relevant line ministries and partners to preserve a dignified stay for displaced persons and reinforce social stability; ensure inclusive and consistent application of the criteria and procedures for legal residency and civil status documentation for persons displaced from Syria; advocate for increasing resettlement opportunities and create complementary pathways, and; continue providing targeted support services to persons with specific needs.

The Protection sector will target 150,000 persons displaced from Syria, including Palestinian refugees from

Syria, for the provision of legal assistance for legal stay or civil documentation (including registration of birth, marriage, death, and divorce). To ensure that specific protection needs are fulfilled, the sector is targeting 50,000 persons with specific needs, including older and persons with disabilities, to benefit, through case management, from the provision of services, such as individual counselling, psychosocial support, healthcare, legal support to access justice, shelter material, and cash-based assistance. In addition, the 12,000 cases of most vulnerable persons displaced from Syria and those with serious protection concerns will be submitted to resettlement or humanitarian admission programmes.

The vulnerability of displaced persons from Syria living near landmine contamination has created an urgent need to provide mine risk education sessions to raise awareness and promote safe behaviour practices to prevent accidents or deaths. Continued support through the LCRP will play a crucial role in delivering risk education to raise awareness within the Lebanese community and among displaced persons from Syria, and conduct clearance activities to remove and destroy cluster munitions from prioritized areas, thus increasing the physical safety of the most vulnerable communities. In contaminated areas, clearance activities support and promote socio-economic development. Continued support will also enable the sustained deployment of an experienced and qualified clearance capacity, addressing the urgent protection needs throughout contaminated areas.

Assumptions to contribute further to a more favourable protection environment depend on the Government of Lebanon, with the assistance of its international partners, to continue to provide legal residency free of charge to all displaced Syrians eligible under the March 2017 waiver and to consider expanding the residency fee waiver to cover categories of displaced currently not covered. It will also be key to ensure that displaced children born in Lebanon receive appropriate documentation and are not at heightened risk of statelessness and that the number of persons with civil documentation increases. This also depends on whether public institutions will continue to be supported, including infrastructural rehabilitation of institutions (i.e. supply of furniture and/or equipment to social development centres as per needs assessment) as well as local actors (i.e. relevant social development centres and Ministry of Social Affairs central and field staff). Such support should be provided to the authorities to strengthen protection-sensitive responses for the displaced population, and to increase access to justice as well as respect for the rule of law. In coordination with the Ministry of Social Affairs, civil society actors will also receive targeted training on legal aid, safe identification, and case management to strengthen capacity in responding to the needs of vulnerable Lebanese and displaced persons from Syria. To ensure that individual protection vulnerabilities are addressed, relevant national institutions or case management agencies will continue with safe identification and referral to adequate assistance and that the regulatory framework pertaining

to displaced persons is predictable and evenly applied. Finally, it is assumed that international partners will commit to continue their efforts to increase resettlement opportunities and to create complementary pathways.

There are risks which might hinder the ability of the Protection sector to achieve its outcomes, including: 1) insufficient commitment of the Government of Lebanon and line ministries; 2) insufficient commitment of international partners to increase resettlement opportunities or complementary pathways; 3) reduction of funding which will impact the support to the Government of Lebanon in increasing the number of persons with civil documentation, and ; 4) dignified stay for the refugees will continue to deteriorate due to the lack of rule of law. To mitigate these risks, the Protection sector will continue to work closely with the government to monitor the impact of the response, to identify possible bottlenecks, and address them at different levels of authority. In addition, studies and research reports will provide adequate monitoring and analysis on protection issues further informing and guiding partner interventions in the sector.

### **Outcome 2 – Community members are actively engaged in creating a safe protection environment**

The involvement of community members is of crucial importance in identifying the protection risks they face and in contributing to solutions, when appropriate. Through this outcome, persons displaced from Syria, Palestinian refugees from Lebanon and vulnerable host communities will be increasingly engaged in awareness-raising sessions on, among others, available services in their community, life skills, parenting and non-violent resolution of conflicts, and safe referral of survivors of violence to specialized service providers. Particular attention will be paid to persons with disabilities, older persons and/or their caregivers, and socially marginalized groups. To maintain a safe protection environment at the level of the community, it is expected that the willingness of community members from persons displaced from Syria, Palestinian refugees from Lebanon and vulnerable host communities is continued, and that national institutions and international partners continue to actively engage community members in creating a safe protective environment and take into account their voices. To maximize the use of community-dialogue mechanisms and community groups, close coordination and dialogue will take place between them.

### **Outcome 3 – SGBV risks are reduced and access to quality services is improved**

The risk of sexual and gender-based violence will be reduced and access to quality services improved with the continuous commitment and engagement of the Government of Lebanon to prioritize sexual and gender-based violence prevention and response, with the willingness and ability of persons at risk and survivors (especially women and girls) to seek help and access services, with the capacity of organizations to deliver quality services maintained. In 2019, sexual and gender-

based violence actors will actively engage 300,000 community members in helping to address sexual and gender-based violence through awareness-raising and community-based initiatives. The sexual and gender-based violence- actors will target 140,000 women, men, boys and girls from Syria and vulnerable Lebanese at risk or survivors of sexual and gender-based violence to benefit from safe, survivor-centred and multi-sectoral SGBV response services. At level of implementation individual counselling; referrals or direct provision of healthcare, psychosocial and mental health services, legal services, and shelter support; information on available services, including sexual and reproductive health, positive coping strategies, hygiene promotion and women's rights; skills development and recreational activities; and emotional support groups. In addition, sexual and gender-based violence results are more likely to be achieved through a cross-sectoral approach where SGBV concerns are integrated and addressed through other sectors. All these services will continue to be provided by local and international organizations, national and international NGOs, UN agencies, the government and line ministries, more specifically the Ministry of Social Affairs.

The following assumptions are made to ensure that risks of gender-based violence are reduced and that survivors of sexual and gender-based violence have access to quality services. Service delivery is assumed to continue through continuous coordination with Ministry of Social Affairs, national/international organizations and UN agencies. In addition, laws, policies, strategies and political commitment are assumed to be strengthened; gender-based-violence services for women and girls more accessible and tailored to meet the needs of the different vulnerabilities; and women, girls and other persons at risk have increased capacity to protect themselves.

Several risks might, however, prevent the Sexual and Gender-Based Violence task force from achieving expected results, despite its efforts. These mainly concern: a) if access to communities is limited and survivors are not able to approach service providers in a safe and confidential manner, b) the lack of resources and adequate funding, c) increased tensions, d) lack of an integrated and holistic approach, and e) reduced support from the government. To address these risks, sector partners and government agencies will still be able to operate in a politically fluctuating environment. In addition, continuous investments through institutionalization of capacity-building programmes, including for law enforcement officers, will remain a key approach to system strengthening over the 2019-2020 period. Support to Ministry of Social Affairs' social development centres, local organizations and community-based protection structures will be provided along with capacity building for 5,000 service providers and frontline workers to enhance national systems, prioritizing specialized governmental protection sector service providers to ensure sustainability of results and follow-up.

At the level of monitoring, reporting on ActivityInfo will remain key. Data collected by actors will be supported by the Gender Based Violence Information Management System to enhance monitoring and accountability and to ensure better outcomes for women and girls.

#### **Outcome 4 – Boys and girls at risk and survivors of violence, exploitation and abuse are provided with access to an improved and equitable prevention and response**

In partnership with the GoL, the CP working group will continue to support strengthening national, regional and local community systems to protect the most at-risk children from violence, exploitation, abuse and neglect. For 2019, the Child Protection sub-sector will aim to target around 80,000 children through community based child protection activities, 15,000 children at higher risk through focused psychosocial support activities (FPSS) and around 7,000 children through individual case management. Around 25,000 caregivers will be engaged in positive parenting programmes and around 100 communities will benefit from community led initiatives that aim at engaging communities and their key stakeholders for addressing key child protection issues identified. At level of implementation, a holistic approach for engaging different stakeholders and partnerships will continue to be applied mainly through civil society organizations; national and international and UN agencies along with stronger engagement with the government and line ministries, namely the Ministry of Social Affairs, Ministry of Justice (MoJ) but also the 'informal' and community-based structures and local governments and social development centres.

At the core of the sector's theory of change lie several key assumptions to ensure that boys and girls will be more likely protected from harm. It is assumed that services will continue to be delivered through close coordination among local and international organizations, while liaising closely with relevant ministries, especially MoSA; laws, policies, strategies and political commitment are strengthened; protection services for children become more accessible and tailored to meet the different needs of the most vulnerable; and children, families and communities have increased capacity to protect themselves. In addition, child protection results are more likely to be achieved if a cross-sectoral approach is set in place and if child protection concerns are integrated and addressed through other sectors.

At level of monitoring, referral mechanisms will be strengthened for stronger referrals and to ensure that the most vulnerable are reached and provided with relevant cross-sectoral services in a comprehensive and integrated approach. The standardization of practices following the national SOPs on case management will be supported along with the gradual roll-out of the new Child Protection Information Management System to enhance monitoring and accountability and ensure better outcomes for boys and girls and survivors of violence, abuse and exploitation. To complement the ongoing quantitative monitoring results captured

by ActivityInfo, the sub-sector, through its case management and psychosocial support (PSS) task forces, will be continuously engaged in monitoring results and documenting different trends especially at level of juvenile justice. Later, the sector will continue to advocate for data knowledge, assessment and researches and specially under “new” initiative that are cross-sectoral such as the effect of cash on child labour, violence at school, etc.

Nevertheless, several risks might prevent the Child Protection sub-sector achieving its expected results, mainly related to; a) insufficient commitment by the Government of Lebanon and line ministries; b) the lack of an integrated and holistic approach for targeting child protection issues that require multi-sector approach, and; c) the lack of necessary funding to cover the sector’s needs.

To address some of the risks mentioned above, it is expected that the sector will be able to continue operating in a politically fluctuating environment and scale up when necessary for addressing any emergency outbreaks. In addition, continuous investments will be placed towards systems strengthening and building the capacity of local actors. At the current level of funding and noting its predictable reduction, more focus shall be invested in prevention activities and in leveraging resources through more integrated programming financed through multi-year funding for easing planning and programme prioritization.

158

### Identification of sector needs and targets at the individual, institutional and geographical levels

Services and activities supported by protection partners and institutions, at individual and community levels, will benefit vulnerable Lebanese, persons displaced from Syria, and host communities. Direct protection interventions will focus on persons with immediate legal or physical protection needs; women, men, girls and boys, as well as persons with disabilities and older persons at risk of violence, abuse and exploitation. Through awareness-raising sessions, protection monitoring visits, reception facilities, hotlines, outreach and capacity-building activities, individuals in need have access to information on where to get help or referred to support services as needed.

Three types of institutions will be targeted for support (i.e. renovation/rehabilitation, supply of furniture and equipment) and capacity-building initiatives/programmes, namely: government institutions that manage the border or are responsible for civil documentation (e.g. birth, marriage, divorce, death) and legal residency permits, such as GSO, Internal Security Forces, Lebanese Armed Forces and the Personal Status Department, local civil society actors, and the Ministry of Social Affairs.

The Protection sector will work closely with the Ministry of Social Affairs, Interior and Municipalities, Justice,

Education and Higher Education, Public Health, and Labour, and with selected social development centres. Health facilities that will receive capacity-building and training on clinical management of rape will be selected in 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 unemployed and often reside in substandard shelters. In a recent survey, 40 per cent of returnees said they intend to eventually move back to Syria. Recording, profiling and providing adequate assistance to Lebanese returnees will remain a priority.

## Mainstreaming of conflict sensitivity, gender, youth and persons with specific needs

### Conflict sensitivity

Protection partners will ensure conflict sensitivity mainstreaming in their programmes to mitigate threats to social stability and increase respect for cultural diversity and non-violent communication. Partners will also invest in conflict sensitivity trainings for frontline workers, service providers, and gatekeepers (i.e.: religious leaders, community leaders, and employers) that will build both understanding and the capacity to implement conflict-sensitive programming. This will consider both positive and negative impacts of interventions, and includes risk analysis and participatory approaches.

### Gender and persons with specific needs (PwSNs)

Programming will continue to be gender-sensitive to address and meet the needs of different groups equitably, i.e. women and girls, men and boys considering the different risks that they face and their different opportunities. This entails interventions for specific persons at risk, such as those socially marginalized and discriminated based on their gender, and older persons who are at heightened risk of being excluded or marginalized. Gender analyses and separate consultations with all demographic groups will be part of the methodology used to conduct assessments, along with monitoring visits and structured consultations with the community.

Sex, age and disability disaggregated data will be collected for protection, child protection and sexual and gender-based violence prevention and response activities. Training on key protection principles, including safe identification and referral of individuals at risk, will be conducted for frontline workers, including Ministry of Social Affairs social development centres social workers, as well as those who work in the Health, Shelter and Food Security and Agriculture sectors. The roll-out of the 2015 IASC Guidelines for Integrating Gender-Based

Violence Interventions in Humanitarian Action was initiated in 2017 across seven key sectors of the Lebanon response, to support them in the implementation of effective risk mitigation measures in their programming. Following the development of specific action plans and capacity building of partners, including governmental institutions, health, the Ministry of Social Affairs and the community, safe identification and referrals of sexual and gender-based violence- survivors, the Protection sector will coordinate with the relevant technical sectors to enhance ownership and implementation of work plans. The Protection sector will support technical sectors to ensure that sector assessments and analysis of protection risks consider gender, age and diversity considerations, risks of sexual and gender-based violence, and accessibility to services for categories at risk. Special efforts will be made to support the active participation of women in community groups.

### Persons with disabilities

As indicated in the strategy above, the Protection sector will continue to enhance inclusivity and non-discrimination of programmes and ensure all barriers – physical and those linked to capacities of service providers, including civil society actors – are removed through capacity-building and programme adjustment. Persons with disabilities and caregivers will be consulted including through participatory assessments and their contributions reflected in programme design, implementation and monitoring. Social workers and other specialized service providers will be capacitated to ensure that attitudinal and communication barriers are addressed, and already existing specialized services are identified, strengthened and include in referral pathways. The Protection sector will monitor accessibility to services for persons with disabilities in community-based activities through specialized sector partners.

### Youth

Through consultations, protection activities and programmes will be adapted to ensure that the distinctive needs, concerns and expectations of youth, including those with disabilities, are considered, and their active participation in tailored community-based interventions are promoted. Where possible, programmes will include youth in community groups. Child protection and sexual and gender-based violence programmes will ensure that high-risk adolescents and youth are engaged in activities to prevent and respond to risks and protection concerns.

## Cross-sectoral linkages

**Shelter:** The Protection sector will continue supporting the Shelter sector with the prioritization of beneficiaries guided by protection criteria, and ensure referrals by protection partners of cases with protection concerns, including persons affected by evictions, children heads of households, women at risk, sexual and gender-based violence survivors, individuals at risk in their current

housing, and persons with specific needs. The sectors will strengthen coordination to address issues related to security of tenure and eviction response. Protection partners will advise on lease agreements that pay due consideration to housing, land and property rights. The Protection sector will provide protection mainstreaming, including gender-mainstreaming guidance, to the Shelter sector to ensure active and meaningful participation of females and males in consultation on appropriateness of the shelter assistance (e.g. shelter kits distributed in informal settlements), and consider the needs of persons with specific needs. The Protection sector will continue to ensure that shelter front liners are trained on safe identification and referrals of protection cases. Area profiling exercises audits will mainstream protection concerns and will take into consideration child- and women-friendly communal safe spaces, including recreational spaces. Relevant information collected for protection will be shared with the Shelter sector for adequate interventions, such as rehabilitation of substandard buildings and upgrading of common building areas. In addition, community groups will be trained in fire safety and receive equipment to improve their capacity to respond to fire outbreaks.

**Health:** The Protection sector will continue to work closely with the Health sector to support health facilities in providing appropriate medical treatment to persons with specific needs, including clinical management of rape (CMR) for sexual and gender-based violence survivors, and strengthen the safe identification and referral of survivors of violence to adequate care and protection through the development and circulation of adapted information material and the capacity building of frontline health workers to safely identify and refer cases. Medical personnel will be trained on clinical management of rape, and all medical and non-medical personnel to guarantee the confidentiality, safety and respect of survivors receiving treatment, as well as safe identification and referrals. Coordination between the Protection and Health sectors also aims at improving knowledge of and disseminating information on referral pathways to improve access to healthcare, including sexual and reproductive health and mental health services, as well as vaccination to children. In addition, the Protection sector will work closely with the Mental Health Psychosocial Support task force to improve identification, referral and provision of qualitative service for persons in need of mental health support.

**Basic Assistance:** The Protection sectors will continue to work closely with the Basic Assistance sector to ensure that assistance provided is protection-centred and that protection-related trends, analysis and information on family profile are captured through the design and application of the desk formula for the multi-purpose cash assistance programme. Coordination will be ensured with the Protection sector to consider alternative pathways to include identified new cases with chronic protection issues in need of cash assistance to achieve the overall goal of reducing vulnerabilities to exploitation, negative coping strategies and other

protection risks. The Protection and Basic Assistance sectors will work on ensuring that monitoring exercises carried out by the Basic Assistance sector take into consideration indicators related to child marriage or child labour, as well as the capacity of persons with disabilities to access basic assistance. Concerted collaboration efforts will be made between the two sectors to gather information and engage in efforts that will reduce the increasing negative trend of families withdrawing their children from school for economic reasons, and resorting to other negative coping mechanisms, such as child marriage or child labour. The two sectors will work to establish a mechanism to further facilitate safe identification and referrals of persons with protection needs (including legal assistance) by protection partners. Finally, the sectors will work to ensure complementarity on the provision protection cash programmes (PCAP) and MPCA programs by analyzing the profile of persons assisted through protection cash programmes but also in working closely on the preparation of the desk formula.

**Social Stability:** There is a direct linkage between inter-community tensions, fueling social instability, and the protection environment for the displaced, requiring close coordination and identification of synergies between the Protection and Social Stability sectors. The two sectors will continue to work closely to respond to issues related to social stability, ensure access to services for both the Lebanese host community and displaced Syrians, coordinate with local authorities to ensure the protection of vulnerable persons, and identify needs occurring from incidents through more systematic data-sharing and joint mapping of conflict mitigation. The two sectors will work together to map and coordinate community dialogue and community-based protection mechanisms established to avoid duplication, and promote synergies among groups aiming at protection outcomes. The two sectors have established strong links to enhance the complementarity of community interventions through attending each other's meeting. The work of protection partners with the displaced provides good entry points for social stability partners and host populations to facilitate cross-community contacts, including youth. Community-based interventions, such as protection committees, could support the social stability committees in dispute resolution and conflict mitigation. Opportunities within existing structures, such as social development centers and municipalities, will be explored to further collaborate between the two on social stability issues. The two sectors will strengthen coordination to ensure collaboration and timely exchange of tension monitoring and other relevant analysis, results of incident monitoring, and information of mutual concern to maximize complementarity between programmes, particularly in all areas necessitating the prevention of conflict and mitigation of social stability issues, in order not to negatively affect the protection environment for displaced persons. As cross-cutting issues, solid waste management and water related issues can potentially impact upon social stability and protection.

**Education:** Collaboration will continue between the

Protection and Education sectors, given the importance of preventing children and adolescents from dropping out of school and curbing violence inside and outside schools. The Ministry of Education and Higher Education's institutional capacity to promote a safe, child-friendly and protective environment in schools will be strengthened through the implementation of the child protection policy; referral mechanisms within the ministry to properly detect and refer both children at risk, including those with disabilities, and survivors of physical, psychological or sexual violence, abuse and exploitation; and the development and roll-out of a psychosocial package for school counsellors, teachers and volunteers deployed inside second shift schools who are tasked to create a protective environment through their interaction with children. Continued collaboration for school referrals will detail the education pathways available to school-aged children, encourage out-of-school children and their parents to enroll children into school, and emphasize the importance of school retention and ensuring quality of education, in particular for boys and girls who are at risk of eviction, child labour or marriage. Further advocacy with education partners will take place to ensure that programmes, such as the Basic Literacy and Numeracy programme, are modified and tailored to meet the specific needs of children engaged in child labour. Increased access to technical and vocational training and education could also be a measure to reduce risks faced by youth. Children at risk identified by education partners, education community liaisons and outreach volunteers during their outreach and community-based activities, will be referred to Child protection or sexual and gender-based violence partners for case management, with special emphasis on urgent and life-threatening cases.

**Livelihoods:** Protection partners will assist in identifying persons with specific needs and other vulnerable persons including men, women, adolescents and youth to be referred for referral to the Livelihoods sector for support based on jointly developed referral pathways and criteria. This will enhance access to livelihood programmes for persons exposed to protection risks which could increase their chances for job opportunities. The Protection sector will continue to support the Livelihoods sector in the safe identification and referral of persons facing protection risks, including training for field staff in sexual and gender-based violence sensitivity. In addition, strong collaboration between the Protection and Livelihoods sectors will be pursued to identify, mitigate and combat risks of violence, exploitation and abuse in the workplace, through initiatives such as: a) the identification and referral to livelihood opportunities of caregivers of children facing protection concerns (mainly of children engaged in the worst forms of child labour) and youth, b) the development of an information package on child labour standards, and c) coordination of existing psychosocial activities. Furthermore, the Protection and Livelihoods sectors will increase coordination on soft and life skills training sessions delivered to livelihoods beneficiaries.

Overall, cross-sectoral linkages will be strengthened to more systematically combine the provision of technical training sessions with life skills and psychosocial services to better support vulnerable members of the host and displaced communities and reduce drop-out rates. Lastly, the Protection and Livelihoods sectors will work together to ensure that livelihoods beneficiaries who face restriction of movements due to lack of civil documentation are informed about renewal procedures for civil documentation.

**Food Security:** Given the magnitude of child labour in Lebanon, the Protection, Livelihoods and Food Security and Agriculture sectors will continue working together on: generating knowledge for better programming and advocacy against child labour in the agriculture sector; investing in capacity-building and training of trainers on child labour and occupational health and safety in the agriculture sector; and providing specific training on safe identification and referral pathways to protection service providers and line ministries. Increased collaboration between the Protection and Food Security and Agriculture sector will help to ensure safe access to women and girls to in-kind and card distributions, considering the specific risks related to distributions, and develop mitigation measures to address risks of sexual abuse and exploitation. Referrals between the Food Security and Protection sectors will continue at both field and national levels, using the inter-agency mechanism to ensure appropriate follow-up. Furthermore, building upon the momentum gained among the three sectors, concerted efforts will be made to support the National Steering Committee to operationalize the National Action Plan to Eliminate the Worst Forms of Child Labour addressing child labour in agriculture.

**Water:** Protection-specific concerns related to water and sanitation facilities captured through protection safety audits and assessments will be referred to the Water sector to ensure that gender- and child-sensitive water and sanitation facilities are included in programming. The Protection and Water sectors will work closely together to address the concerns of women, girls, boys and men in a participatory manner that pay due attention to gender, age and disability. Water, sanitation and hygiene promotion messages will be mainstreamed for women, youth and community-based groups supported by the Protection sector. The Protection and Water sectors will work on mainstreaming risks related to gender-based violence into Water sector assessments, questionnaires and focus group discussions, and field staff engaged in relevant outreaching activities will be trained on risks identification and referrals. Coordination of community-based approaches, including community groups, will strengthen linkages and collaboration between both sectors to improve community awareness, engagement, and more responsible practices in relation to water, sanitation and hygiene.

**Energy:** The Protection and Energy sectors will explore ways of collaboration through community-based interventions such as installation of street lighting in

areas which are deemed unsafe for women and children, and through energy-saving measures such as solar water heaters for women and solar panels to be placed on community centres.

## Endnotes

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## Sector Logframe

**Outcome 1: Persons Displaced from Syria Have their Basic Rights (incl. access to territory, legal stay, civil documentation) Respected and Specific Protection Needs Fulfilled**

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of persons with legal stay	The percentage of persons who have legal residency out of the general displaced Syrian population.	VASyR	Percentage of persons	Yearly

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
N/A	N/A	N/A	N/A	26%	27%	40%	45%	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of persons referred provided with services	Percentage of persons referred, provided with services under the categories of the Inter-Agency Referral Database, e.g. , Legal, Persons with Specific Needs, etc.), and whose cases were successfully closed.	Inter-Agency Tracking System	Number of referrals	Bi-Yearly

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
N/A	N/A	N/A	N/A	N/A	28%	40%	50%	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Indicator 3	Description	Means of Verification	Unit	Frequency
Percentage of children born in Lebanon whose birth is registered at the Noufos level	The percentage of children (5-0 years old) born in Lebanon whose birth is registered at the level of the Nofous.	VASyR	Percentage	Bi-Yearly

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
N/A	N/A	N/A	N/A	36%	40%	47%	50%	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Indicator 4	Description	Means of Verification	Unit	Frequency
Percentage of children born in Lebanon whose birth is registered at the Foreign Registry level	The percentage of children (5-0 years old) born in Lebanon whose birth is registered at both the level of the Foreigners' Registry (Personal Status Department)"	VASyR	Percentage	Bi-yearly

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
N/A	N/A	N/A	N/A	17%	21%	40%	50%	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Indicator 5				Description				Means of Verification				Unit		Frequency	
Number of persons benefitting from resettlement or other humanitarian pathways				Number of persons who have benefitted from resettlement or other humanitarian admission programmes procedures who have departed.				proGres				Persons		Quarterly	
 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
N/A	N/A	N/A	N/A	7,771	5,331	12,000	12,000	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Indicator 6				Description				Means of Verification				Unit		Frequency	
Percentage of households who have moved accommodation in the last 6 months due to eviction.				VASyR				Percentage				Yearly			
 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

## 166 Outcome 2: Support and Actively Engage Community Members in Creating a Safe Protection Environment

Indicator 1				Description				Means of Verification				Unit		Frequency	
Percentage of persons reporting that information received has helped them accessing services.				TBD This percentage is likely to be measured every six months, for example through monitoring and evaluating of activities or through incorporation in assessments such as VASyR and KAP.				Tracking of projects and initiatives; Focus group discussions; Random sampling; Follow-up calls; Participatory self-evaluation (new methodology); VASyR 2019 (?)				Percentage		Bi-Yearly	
 Institutions															
Baseline	Result 2018	Target 2019	Target 2020												
N/A	N/A	TBD	TBD												

Indicator 2				Description				Means of Verification				Unit		Frequency	
Percentage of persons reporting that they feel involved in the assessment, design, monitoring and evaluation of programmes and activities.				TBD This percentage is likely to be measured every six months, for example through monitoring and evaluating of activities or through incorporation in assessments such as VASyR and KAP.				Tracking of projects and initiatives; Focus group discussions; Random sampling; Follow-up calls; Participatory self-evaluation (new methodology); VASyR 2019 (?)				Percentage		Bi-Yearly	
 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
N/A	N/A	N/A	N/A	N/A	N/A	TBD	TBD	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

**Outcome 3: Reduce SGBV risks and improve access to quality services**

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of women (24-20) married before 18	Standard MICS indicator on Child Marriage targeting women 24-20 of age married before age 18. The indicator will be measured every two years. By 2018, a reduction of %12 of the baseline in targeted communities is expected. By 2020, a reduction of %20 in targeted communities is expected.	MICS 2020 ,2018	Percentage	Every 2 years
 Lebanese	 Displaced Syrians	 Palestinian Refugees from Syria (PRS)	 Palestinian Refugees from Lebanon (PRL)	
Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020
6	4.8	41	32.8	25
				20
				12
				9.6

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of women and girls age 49-15 who state that a husband is justified in hitting or beating his wife	Standard MICS indicator used to assess the attitudes of women age 49-15 towards wife beating by asking the respondents whether husbands are justified to hit or beat their wives in a variety of situations, including (i) goes out without telling him, (ii) neglects the children, (iii) argues with him, (iv) refuses sex with him, and (v) burns the food. The purpose of these questions are to capture the social justification of violence (in contexts where women have a lower status in society) as a disciplinary action when a woman does not comply with certain expected gender roles. By 2018, a reduction of %12 of the baseline in targeted communities is expected. By 2020, a reduction of %20 in targeted communities is expected.	MICS 2018 & 2020	Percentage	Every 2 years
 Lebanese	 Displaced Syrians	 Palestinian Refugees from Syria (PRS)	 Palestinian Refugees from Lebanon (PRL)	
Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020
5.9	4.7	10	8	5
				4
				11
				8.8

**Outcome 4: Provide boys and girls at risk and survivors of violence, exploitation and abuse with access to an improved and equitable prevention and response**

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of children 2-14 years who experience violent disciplinary practices	UNICEF Multi-Indicator Cluster Survey Indicator 8.3 Numerator = Number of children age 14-2 years who experienced psychological aggression or physical punishment during the last one month Denominator = Total number of children age 14-1 years	MICS 2018 & 2020	Percentage of children	Bi-annually
 Lebanese	 Displaced Syrians	 Palestinian Refugees from Syria (PRS)	 Palestinian Refugees from Lebanon (PRL)	
Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020
57%	65%	45%	77%	45%
				82%
				45%

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of children aged 5-17 yrs engaged in child labour	UNICEF Multi-Indicator Cluster Survey Indicator 8.2 Numerator = Number of children age 17-5 years who are involved in child labour Denominator = Total number of children age 17-5 years	MICS 2018 & 2020	Percentage of children	Bi-annually

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
6%				7%			4.5%	4%			3.5%	5%			4.5%

Indicator 3	Description	Means of Verification	Unit	Frequency
Percentage of children (boys and girls) who reported an improvement in their psychosocial wellbeing as measured through the SDQ	children (who are enrolled in PSS programmes) who report and increase in their wellbeing based on SDQ carried out in PSS activities	SDQ administered in PSS programmes	Percentage of children	Semi-annual

 Lebanese				 Displaced Syrians				 Palestinian Refugees from Syria (PRS)				 Palestinian Refugees from Lebanon (PRL)			
Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020	Baseline	Result 2018	Target 2019	Target 2020
45%		80%	80%	45%		80%	80%	45%		80%	80%	45%		80%	80%



## SHELTER SECTOR

### PEOPLE IN NEED



1,362,300

### PEOPLE TARGETED



694,480

### REQUIREMENTS(US\$)



2019 157  
million  
2020 TBD  
million

### PARTNERS



28

### GENDER MARKER



2a

### CONTACTS

#### LEAD MINISTRY

Ministry of Social Affairs (MoSA)  
Mazen Riachi  
riachimazen@outlook.com

#### COORDINATING AGENCIES

UNHCR and UN-Habitat  
Abdulrahman Abdelghani  
abdelgab@unhcr.org  
Suzanne Maguire  
suzanne.maguire@un.org

## SECTOR OUTCOMES

### Outcome #1



\$73.8 m

Reduce immediate protection-related shelter needs of most vulnerable households.

#### Indicators

Percentage of most vulnerable households whose shelters in informal settlements or in substandard residential and non-residential buildings have improved privacy, safety and security.

### Outcome #2



\$81.8 m

Contribute to multi-sectoral upgrading of disadvantaged areas for enhanced stability.

#### Indicators

Percentage of households living in disadvantaged areas benefitting from shelter upgrades to minimum standards.

Percentage of households living in disadvantaged areas benefitting from shelter upgrades to mainstream standards.

Percentage of all cadastres that contain a multi-sectorally assessed or profiled area.

### Outcome #3



\$1.4 m

Enhance the contribution of national institutions and organizations to the housing situation in Lebanon.

#### Indicators

Percentage of institutions and organizations participating in the shelter response that are Lebanese.

Number of institutions and organisations participating in the shelter sector that contribute to housing policy discussions for Lebanon.

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	51% Female 49% Male	
Lebanese	336,000	77,280	39,413	37,867
Displaced Syrians	817,500	581,200	296,412	284,788
Palestinian Refugees from Syria	28,800	18,000	9,180	8,820
Palestinian Refugees from Lebanon	180,000	18,000	9,180	8,820

## Situation analysis and context

### Overview

Rapid urban expansion since 1990 means that 88.4 percent of the overall population in Lebanon now lives in urban areas.<sup>i</sup> Access to basic services and affordable housing has been limited and poverty rates, already high before the Syria crisis, have worsened.

Sixty-six per cent of displaced Syrians live in residential buildings,<sup>1,2</sup> while 15 per cent reside in non-residential buildings, many in and around the main cities of Tyre, Saida, Tripoli<sup>3</sup> and Beirut. The remaining 19 per cent of the displaced Syrian population reside in ad-hoc nonpermanent structures<sup>4</sup> within informal settlements, largely in governorates bordering Syria. Amongst Palestinian refugees from Syria, 46 per cent are hosted in the 12 official Palestinian refugee camps, which also accommodate 45 per cent of Palestinian refugees from Lebanon. The remaining Palestinian refugees from Lebanon and Syria live in areas adjacent to camps or in other locations.

In major cities across the country, vulnerable host and displaced communities live together in dense urban neighbourhoods. Information on the housing situation of vulnerable Lebanese remains a gap. Data from the National Poverty Targeting Programme (NPTP) is one of the few statistical sources that can be used to assess their living conditions. Neighbourhood profiles that are conducted by UN-Habitat and United Nations Children's Fund (UNICEF) also help flag the nature and extent of shelter issues in poor and dense areas.

Rising economic vulnerability including debt accumulation has forced 55 per cent of the displaced Syrian population to reside in inadequate<sup>5</sup> shelter conditions. In 2018, the percentage of displaced Syrians residing in overcrowded shelters with less than 4.5 square metres<sup>6</sup> per person was 34 per cent.<sup>ii</sup> In the Palestinian camps, the majority of shelters are unplanned, at risk of collapse and offer unhygienic conditions due to factors including leaks and inappropriate materials for construction.<sup>iii</sup>

In the Lebanese residential property market, there is a shortage of adequate housing supply that is within the budget of the population, is of acceptable physical standards (including structural soundness) and provides security of tenure. The suspension of the Government's

Public Housing Corporation's<sup>7</sup> activities in February 2018, which provided housing loans to some lower-income Lebanese, has likely exacerbated the supply-demand mismatch.

### Displaced from Syria: Inadequate living conditions and high rents

Evidence of continued debt accumulation and the increasing proportion of households living in substandard shelter indicates that the struggle of displaced Syrians to access affordable and adequate shelter persists. The 2018 Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) shows that over the last two years Syrians have been progressively downgrading their shelter types, moving from residential buildings to non-residential and non-permanent structures in informal settlements. The percentage of households living in residential buildings has fallen (to 66 per cent in 2018, down from 73 per cent in 2017), while the percentage of households living in non-residential structures has increased (15 per cent in 2018 up from 9 per cent in 2017), as has the percentage living in informal settlements (19 per cent in 2018 up from 17 per cent in 2017).<sup>iv, v, vi</sup>

Shelter type	2017			2018			% change	
	Households		Rent	Households		Rent	Households	Rent
	Number	%	US\$*	Number	%	US\$*	Number	US\$*
Residential	222,000	74	219	198,000	66	221	-11	1
Non-residential	27,000	9	136	45,000	15	149	67	10
Non-permanent	51,000	17	35	57,000	19	58	12	66
All	300,00	10	18	300,00	10	18	0	-1

\*Rent across all shelter types is calculated as a weighted average reflecting the count of households in each shelter type.

The table above is based on findings from the VASyR 2018 extrapolated over an estimated 300,000 displaced Syrian households in Lebanon.

The average monthly rent across these three shelter types differs substantially: US\$221 in residential buildings, \$149 in non-residential buildings and \$58 in informal settlements. The downgrading into less adequate shelter types is taking place in a context of significant household debt: 82 per cent of Syrian households reported borrowing money in the last three months.<sup>vii</sup> Significantly, the majority (58 per cent) borrowed money for shelter-related reasons. Economic vulnerability and increased debt accumulation has forced 55 per cent of the displaced population to reside in inadequate shelter conditions.<sup>8</sup> Additionally, the percentage of displaced Syrians residing in overcrowded shelters has increased in recent years, from 27 per cent in 2016 to 33 per cent in 2017 and rising to 34 per cent in 2018.<sup>viii, ix, x</sup>

Debt accumulation, often linked to rent payment, puts displaced Syrians at risk of eviction. Almost three per cent of households were evicted by landlords due to inability to pay rent in the last six months. If extrapolated

(1) Buildings that were built for residential purposes, e.g. apartments and houses.

(2) Structures that were built for non-residential purposes, e.g. garage, warehouse, shop, farm, school.

(3) Tripoli City Profile (UN-Habitat, 2016, revised 2017). Tyre City Profile 2017 has also been published (UN-Habitat, 2017). Further profiles are pending publication for the cities of Saida and Beirut.

(4) Mainly makeshift structures and prefabricated units.

(5) One or more of the following: structure in dangerous condition, physical quality of shelter below shelter standard, overcrowding (<4.5sqm per person).

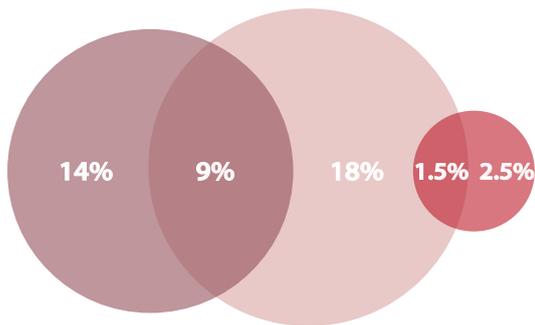
(6) This is the Shelter sector standards in Lebanon, minimal living space shall not be below 4.5sqm per person

(7) The Public Corporation for Housing is a state agency funded by the Government of Lebanon to provide subsidized low interest housing loans through a central bank financing mechanism to low and middle-income Lebanese citizens, accessed through commercial banks. The majority of loans are made to homebuyers, though loans are also made for renovations and other works. The loan system has been halted from February 2018 to present.

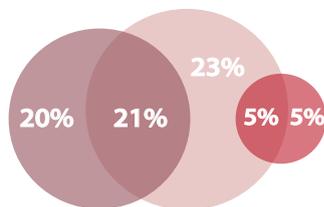
(8) This is based on direct observations by VASyR 2018 enumerators when visiting the shelter and could be one or multiple of the following: structure in dangerous condition, quality of shelter much below shelter standard, overcrowding (<4.5sqm per person).

over the entire displaced Syrian population, this equates to 8,260 evicted households. Of the seven per cent of all Syrian households reporting that they expect to change their accommodation in the next six months, 36 per cent expect to do so due to eviction by their landlord, and only three per cent due to eviction by authorities or linked to security concerns.<sup>xi, xii</sup> The remaining majority – 61 per cent - anticipate moving non-forcibly.

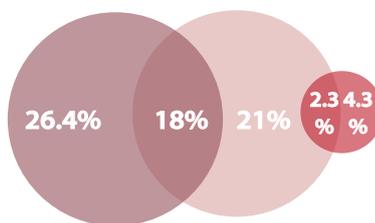
**Of the 985,500 displaced Syrians in residential shelters, 45% live in inadequate shelter conditions**



**Of the 225,000 displaced Syrians in non-residential shelters, 74% live in inadequate shelter conditions**



**Of the 289,500 displaced Syrians in non-permanent shelters, 72% live in inadequate shelter conditions\***



■ Much below standard    ■ Overcrowded    ■ In dangerous condition

\* The proportion of individuals in informal settlements who live in inadequate shelter conditions in this diagram (72 per cent) is derived from an empirical snapshot captured in VASyR (2018) field data collection. This figure is susceptible to variation throughout the year, depending on factors like seasonal climate fluctuations and time lapse since last weatherproofing. The forward-looking planning figure for the purpose of the current LCRP is 80 per cent, aiming to offer an annual average that also takes into account the need to respond to emergency weatherproofing needs.

**Residential Buildings**

As a shelter type, buildings constructed specifically for residential use are most likely to ensure a dignified and safe living environment. The majority (66 per cent) of the displaced population live in residential buildings.<sup>xiii</sup> This has decreased by seven per cent since 2017, likely due to high rental costs, landlord evictions or unacceptable shelter conditions, noting that rent for residential buildings is on average \$221 per month, which constitutes 38 per cent of the Minimum Expenditure Basket (MEB) for a five-member household.<sup>xiv</sup> Also, inter-community tensions can be a factor that contributes to the decrease in the number of displaced Syrians living in residential buildings: 67 per cent of displaced Syrians living in such buildings report having experienced a security/safety-related incident in the past year.<sup>xv</sup>

Forty-five per cent of residential shelters are deemed below minimum humanitarian standards.<sup>xvi, 9</sup> Of these, 16 per cent accommodate female-headed households. The main two shelter concerns are unsealed windows/doors and rot in roofs/walls linked to recurrent water leakages, both of which can constitute health risks, as well as protection risks related to privacy, safety and security. For female-headed households, marginalized groups and PWSN, access to adequate residential buildings is limited not only by ability to pay, but also by landlords' reluctance to rent to these groups, with preference being given to traditionally composed households and other tenants perceived as more likely to cover their rent.

Programmes targeting displaced Syrians living in residential buildings face several challenges. Most displaced Syrians live in urban or semi-urban areas of the main cities and coastal areas where rental costs and demand for housing are high. Therefore landlords, particularly those owning low-quality shelter units, have little interest in reducing rental fees in exchange for upgrades offered by the shelter rehabilitation programme. In these locations, completed upgrades are unlikely to leverage more than a formalized rental agreement with the cost fixed at the pre-upgrade price for a set period.



(9) This is based on direct observations by VASyR 2018 enumerators when visiting the shelter and could be one or multiple of the following: structure in dangerous condition, quality of shelter much below shelter standard, overcrowding (<4.5sqm per person).

## Informal Settlements

The number of individuals living in informal settlements increased from 17 per cent in 2017 to 19 per cent in 2018. In absolute terms, this small proportional increase accounts for a significant 22,800 individuals.<sup>xvii, xviii,1</sup> At the same time, the absolute number of informal settlements<sup>2</sup> increased almost 8 per cent from 2,369 sites in March 2017 to 2,547 sites in March 2018.<sup>xix, xx</sup>

In informal settlements, 80 per cent of households are in debt to a level of more than \$200, and 89 per cent of displaced Syrians are living below the Minimum Expenditure Basket.<sup>xxi, xxii</sup> In this context, families struggle to buy shelter materials. Mitigating the deterioration of physical conditions of non-permanent structures within informal settlements is a critical activity for addressing protection-related needs. The Government of Lebanon's (GoL) official no-camp policy and associated restrictions on the durability of shelter materials allowed in informal settlements has meant that weatherproofing activities aimed at ensuring basic liveability need to be repeated regularly, generally on an annual basis.

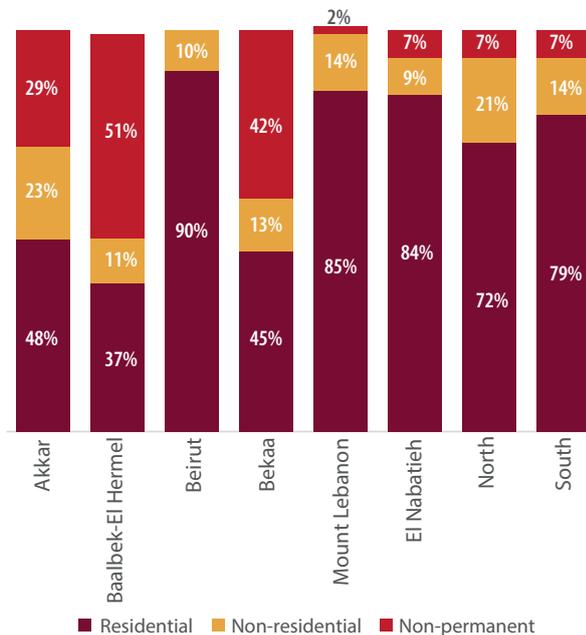
The effectiveness of shelter weatherproofing is dependent on the proper installation of materials. People with specific needs, the elderly and female-headed households can face particular difficulties in weatherproofing their shelters for a range of different reasons. Female-headed households report difficulties in weatherproofing their shelters mostly due to lack of technical skills and abilities given the differences in culturally-grounded gender roles. Having to rely on external support to install the material can also lead to other risks including exploitation for women and girls. The improper use of shelter material can increase the chances of households having to purchase materials multiple times during the year, constituting an additional financial burden that may lead to decreased spending on other basic needs such as food and healthcare.

Access to shelter materials is also restricted by cost of travel and protection concerns related to mobility. Seventy per cent of households living in informal settlements do not have legal residency permits.<sup>xxiii</sup> This prevents people from accessing markets freely to buy shelter materials. Risk of exploitation by market vendors is a further deterrent, considered to disproportionately affect female heads of household, who comprise 30 per cent of all heads of households in informal settlements.<sup>xxiv</sup>

The ad-hoc nature of informal settlements, materials used and their often-remote location leaves them particularly exposed to fire and flood risks. Without proper fire-fighting equipment coupled with training and awareness-raising on fire risks and hazards, residents are under-equipped to avert or respond to such emergencies.

Mass evictions in informal settlements are a major challenge as the response necessitates the use of the

Distribution of **displaced Syrian households** across **shelter types** by governorate



Shelter sector's limited stock of shelter kits designated as key support for regular winterization programming. Four per cent of households reported being evicted in the past six months, equating to 12,244 households nationally, with a district high of 26 per cent in Bint Jbeil.<sup>xxv, xxvi</sup>

Environmental and health hazards have arisen due to the burning of shelter materials discarded when materials are replaced due to wear and tear or when informal settlements are dismantled. There are also grounds for concern regarding pollution of land and water resources linked to provisional wastewater management practices. There are implications for the current and future suitability of the agricultural lands surrounding the sites, as well as the quality of water in areas served by sources hydrologically linked to informal settlements.

Funding for immediate emergency shelter assistance is in decline, a trend which presents challenges particularly for informal settlements. This puts families living in informal settlements at heightened protection and health risks linked to their privacy and dignity, as well as to safety and security in the face of climatic events and fire. This decrease of funding also has potential to exacerbate harm to the most vulnerable women, men and children as increasing numbers shift to low-cost settlement options, with such shelters needing regular repair to maintain a minimum standard of dignified shelter. With the decrease in humanitarian funding resulting in stricter targeting, those not included in shelter assistance in the short term are likely to require heavier interventions in the longer term, partly due to the inevitable deterioration of temporary shelter materials.

(1) This is calculated through comparing population figures living in informal settlements between March 2017 and March 2018 using the Inter-Agency Mapping Platform (IAMP) v37 and (IAMP) v49.

(2) This refers to informal settlements with 4 tents and above.



Bar Elias, an informal settlement during adverse climate conditions.  
Photo credit: Abdulrahman Abdughani (2018)

### Non-Residential Structures

Not originally designed for residential use, non-residential structures (garages, factories, workshops, etc.) are by default considered unsuitable for living. However, they are severely underserved by the response, due both to low visibility and barriers to intervention linked to the non-residential nature of the building's original construction permit.

Out of the 15 per cent of displaced Syrians living in non-residential buildings (an increase from nine per cent in 2017), 73 per cent are living in conditions considered below humanitarian standards.<sup>xxvii</sup> However, unlike residential buildings, these shelters are deemed unsuitable for upgrading. Out of the displaced Syrians living in inadequate conditions, 70 per cent are also living below the Minimum Expenditure Basket.<sup>xxviii</sup> 82 per cent reported having borrowed money in the last three months, out of which 46 per cent borrowed to pay rent and eight per cent borrowed to buy shelter materials.<sup>xxix</sup> Female-headed households and people with specific needs constitute 26 per cent of the total population living in non-residential structures;<sup>xxx</sup> these groups require specific attention and assistance as assessments show that the majority lack the means and technical expertise such as the ability to utilise construction material to seal their shelter from external elements. Female-headed households or single women can feel at risk without security or safety measures taken to secure their shelters. Basic but effective shelter and WASH interventions can improve living conditions especially in areas characterized by extreme weather conditions.

WASH needs are also high in non-residential structures.

At the unit level, facilities tend to be basic. At the site level, non-residential buildings like garages and farms are unlikely to have WASH infrastructure such as water and sewage connections to public networks.



Anjar, a non-residential building originally designed for agricultural use.  
Photo credit: Abdulrahman Abdughani (2018)

### Vulnerable Lebanese: Limited data on housing situation

Whilst there is no representative data on the shelter conditions of poor Lebanese, illustrative snapshots from neighbourhood profiles<sup>3</sup> of vulnerable urban areas show that the difficulties in accessing secure, adequate and affordable housing are shared by Lebanese and non-Lebanese low income groups. Significant proportions of Lebanese in deprived urban pockets live in buildings with structural<sup>4</sup> or exterior<sup>5</sup> conditions that are in substandard or critical condition, with precarious communal space standards. Whilst lower than amongst Syrian households, overcrowding<sup>6</sup> is also a prevalent feature.<sup>xxxi</sup> For triangulating these reliable but geographically limited neighbourhood data, further statistics on the shelter conditions of poor Lebanese is anticipated from the National Poverty Targeting Programme, which recognizes shelter vulnerability as a dimension of deprivation.

### Palestinian refugees from Syria and Lebanon: Camps and gatherings

In terms of general socio-economic vulnerability, 65 per cent<sup>7</sup> of Palestinian refugees from Lebanon and a striking 89 per cent of Palestinian refugees from Syria live under the poverty line. Extreme poverty among Palestinian refugees from Syria is proportionally three times higher than among Palestinian refugees from Lebanon.<sup>xxxii</sup> The overwhelming majority (98 per cent) of Palestinian refugees from Syria rely heavily on assistance provided by UNRWA as a main source of income.<sup>xxxiii</sup> Palestinian refugees from Syria households also rely on debt, partly as their access to livelihoods is limited.

(3) UN-Habitat and UNICEF Lebanon (2018) Tabbaneh Neighbourhood Profile 2018, Beirut: UN-Habitat Lebanon. UN-Habitat and UNICEF Lebanon (2018) El-Qobbeh Neighbourhood Profile 2018, Beirut: UN-Habitat Lebanon. Evidence is drawn from other neighbourhood profile datasets not yet published.

(4) Structural supporting elements, beams, columns.

(5) Exterior walls, roofs, windows, balconies or other fixed architectural features.

(6) Overcrowding describes three or more persons sleeping in the same room. This definition is not currently consistent with that used in VASyR. The definition is adopted from UNICEF (2016) Household Baseline Survey, Beirut.

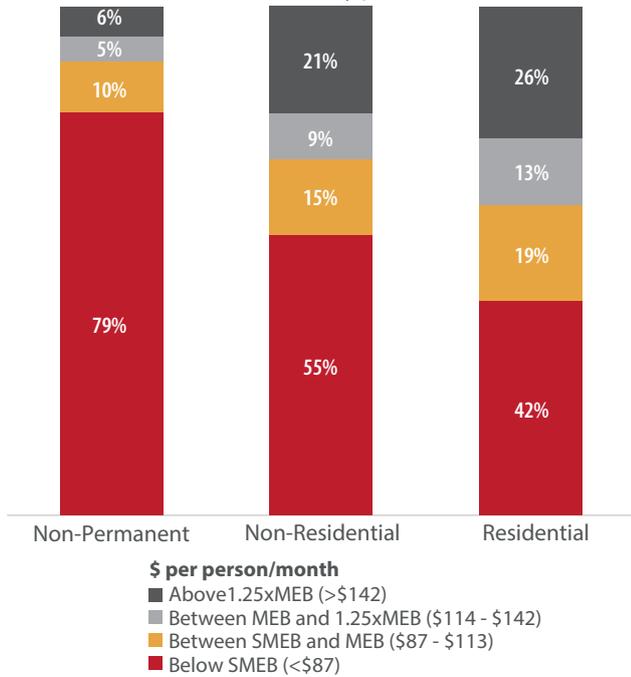
(7) Percentage from Survey on the Economic Status of Palestinian refugees in Lebanon (American University of Beirut, 2015) calculated against the figures from the 'Population and Housing Census in Palestinian Camps and Gatherings' (American University of Beirut, 2017).

Of the 180,000<sup>8</sup> Palestinian refugees from Lebanon (86 per cent of all Palestinians in the country), a minority of 45 per cent reside in the 12 official Palestinian camps, with the remaining majority of 55 per cent mainly concentrated in ‘gatherings’ surrounding the official camps.

Of the 28,800 Palestinian refugees from Syria, a minority – 46 per cent - live in pre-existing overcrowded Palestinian camps across the country.

The total Palestinian population in camps is 94,729, though the camps also are occupied by other nationalities. With a total area of only 2.79 square kilometres for the 12 camps, population density calculations that factor in only the Palestinian residents give an average figure of 33,953 persons/square kilometre.

**Expenditure levels of displaced Syrian households compared proportionally by shelter type**



**Progress in 2018**

Noting that the Shelter sector was funded at 17 per cent as of October 2018, Shelter sector partners assisted over 202,000 individuals, of which 96 per cent are displaced Syrians, three per cent vulnerable Lebanese and one per cent Palestinian refugees. This was achieved through utilizing technical assessments and eligibility criteria that helped sector partners target the most vulnerable households.

As of September 2018, almost 108,095 displaced Syrians benefitted from humanitarian-focused assistance to maintain their temporary shelters at habitable conditions. This included households residing in both informal settlements and non-residential structures. The Shelter sector reached 95,766 individuals for the purpose of distribution of weatherproofing kits in informal settlements. Technical guidance was provided to ensure proper sealing of shelters from harsh climatic conditions. Weatherproofing assistance is considered crucial to ensure the effectiveness of winterization interventions by the Basic Assistance sector. In addition to regular weatherproofing activities, sector partners responded to the needs of 6,485 individuals in informal settlements following emergency events such as fire, flooding or eviction. Standard operating procedures are put in place by the sector to ensure a timely response to such emergency events.

Another 24,990 vulnerable people – both displaced and hosting communities – benefitted from upgrading of their residential structures to minimum standards. This amounted to nine per cent of the year’s target by September 2018. Progress was mainly in the governorates of the North, Akkar and Bekaa, where apartments can be upgraded to a minimum standard at relatively low cost and landlords are willing to agree to extend lease agreements under favorable terms and conditions. In urbanized areas of Beirut and surrounding Mount Lebanon, where the financial and technical challenges to upgrading of substandard<sup>9</sup> residential buildings are greater, only eight per cent of the 2018 target has been met. Other than providing beneficiaries with adequate privacy, safety and security, the value of this activity is also in mitigating inter-community tension. This is due to the tangible outcome of improved living conditions for an area inhabited by both host and displaced communities. At least 430 elderly individuals and people with physical disabilities have benefitted from tailored shelter assistance under the residential shelter upgrading programme. This includes adapting shelters to allow better circulation and mobility within and around shelters.

Around 16,000 people benefitted from activities that improve site conditions in informal settlements. Such activities can help mitigate heavy water inundation and mudding in the winter season, both of which can hinder safe access to shelters or can damage personal belongings. Site improvement activities can also reduce

According to UNRWA’s ‘Inventory and Needs Assessment on Environmental Infrastructure and Environmental Health in the 12 Palestinian refugee camps in Lebanon’, ‘Many shelters are at risk of collapse or are uninhabitable due to leaks and unhygienic conditions. The vast majority of the 14,000 buildings and 40,000 shelters were unplanned and were not built using safe engineering or construction practices. Most lack a foundation and were created with cheap and inappropriate construction materials, leading to cracks, leakages and in many instances structural failure’ UNRWA, 2017.<sup>xxiv</sup> Systematic information on shelter conditions in areas adjacent to camps is not available.

(8) UNRWA-Lebanese Palestinian Dialogue Committee: Population and Housing Census in Palestinian Camps and Gatherings 2017, Central Administration of Statistics (CAS) and Palestinian Bureau of Statistics (PCBS) x 3.1974 (used as growth rate from July 2017 to present).

(9) Refer to technical guidelines on ‘upgrading of substandard buildings’ for elaboration on what is considered as substandard.

health risks resulting from the contamination of drinking water and storm water with grey and/or black water. Some 47,000 people, mostly but not limited to displaced Syrians residing in informal settlements, have been sensitized to the risks of fire, how to reduce such risks and how to fight fire with materials distributed to them. This has been achieved in accordance with the technical guidelines on "Fire Preparedness, Awareness and Response" produced by the sector in 2018. The Shelter sector is leading the integration of fire programming for the different shelters types given its importance in reducing the risk of loss of life, especially in informal settlements.

The 'Cash for Rent' programme, a smaller-scale intervention which targets highly and severely socio-economically vulnerable families living in adequate shelters and not benefitting from the Multi-Purpose Cash Assistance programme (MCAP), has reached 5,550 individuals in 2018.

All the above-mentioned forms of assistance were delivered in all eight governorates.

Progress has been made on multi-sectoral area-based profiling and implementation. The first batch of a series of profiles of poor urban neighbourhoods were produced for three locations<sup>10</sup> and are being used for geographical coordination and evidence-based programming of interventions by partners. Further, an area-based neighbourhood task force set up in Tripoli under the Shelter sector linked into the union of municipalities<sup>11</sup> is actively using neighbourhood data to organize multi-partner, multi-sector interventions in an evidence-led way. Similarly in 2018, UNHCR developed and adopted an integrated shelter and WASH response initiative with a strong protection focus to target specific geographic areas<sup>12</sup> demonstrating high levels of need, vulnerability, protection concerns and social tension.

Progress has also been made on thematic research aimed at capacitating national institutions to respond to immediate and longer-term shelter and housing challenges. Studies have been published by UN-Habitat and the Norwegian Refugee Council, whilst Save the Children has mobilized an advisory panel to inform research into aspects of rent conditions including tenure security.

## Overall sector strategy

The overarching aim of the Shelter sector is to ensure the protection of vulnerable populations; to contribute to social stability through mitigating the decline of shelter and economic conditions; and to improve access of displaced and vulnerable host communities to safe and physically adequate shelters with security of tenure. This is accomplished through the provision

of protection-focused shelter assistance that addresses shelter concerns linked to the privacy, security and safety of vulnerable populations. Interventions will also be concentrated in areas deemed highly vulnerable.<sup>13</sup> Interventions should benefit both host community and displaced populations in a given area, promoting social stability and peaceful coexistence.

In order to define the most impactful as well as the most sustainable strategy, the Shelter sector has to take into account the following:

- The vulnerable population with acute shelter needs remains large and includes economically vulnerable Lebanese, Syrian and Palestinian refugees in all parts of the country.
- Continued government restrictions on the durability of permitted shelter materials necessitate regular intervention in informal settlements.
- Some shelters, particularly in non-residential buildings but also in structurally unsound residential buildings, offer such inadequate living conditions that the cost of upgrading them to minimum residential standards is unfeasibly high.
- The impact on vulnerability of improving physical shelter conditions is optimized when integrated with measures which increase security of tenure.
- The multi-dimensional nature of shelter vulnerabilities means that coordination of shelter activities with those of other sectors, organized within a holistic area-based framework, has potential to achieve more impact relative to single-sector approaches.
- It is imperative for the Shelter sector to partner with the public, private and academic sectors and to support national and local institutions to improve the housing situation in Lebanon in the long term.

The Shelter sector will, in the framework of the LCRP and according to established standards,<sup>14</sup> continue to apply and strengthen the following principles in the implementation of its strategy:

**Inclusion:** The sector shall primarily target the shelter needs of the displaced population while ensuring the inclusion of the different age, gender and diversity groups, including people with specific needs, with particular attention to those with physical disabilities. Equitable access to available shelter will be achieved through a protection mainstreaming approach incorporating the principles of meaningful access without discrimination, safety, dignity and do-no-harm, participation and empowerment and accountability within each stage of the sector's humanitarian cycle. The sector will also assist, within its capacity, the most shelter-vulnerable and socio-economically vulnerable host communities. Data will be disaggregated by age,

(10) UN-Habitat & UNICEF, Tabbaneh, El-Qobbeh, Jabal Mohsen.

(11) The taskforce is linked into the Al Fayhaa Union of Municipalities through the Union's regional technical office.

(12) Areas included are Syr and Fawar in the North; Bebnine in Akkar; Mansourah, Temnin el Fawka and Majdal Anjar in the Bekaa; Haret Hreik, Mrayjeh and Borj el Brajneh in Mount Lebanon; as well as Nabatieh, Kfarrouman and Habbouch in the South.

(13) Vulnerability viewed from a multi-sectoral understanding of needs that variably includes shelter, protection, WASH and social stability indicators.

(14) Reference is made to technical documents of each of the shelter activities drafted by Temporary Technical Committees (TTC).

gender and diversity in 2019.

**Accountability:** The Shelter sector promotes the active participation of men, women, girls and boys in age and gender disaggregated consultations regarding the appropriateness of shelter assistance, such as the distribution of shelter kits in informal settlements. Needs assessments and post-monitoring forms will include the collection of information on qualitative indicators on how current shelter arrangements are impacting beneficiary feelings of privacy, safety and security. Reporting mechanisms will also be put in place for households/ individuals at risk of exploitation and/or abuse to be able to report complaints and grievances.

**Targeted and tailored assistance** is provided through harmonized assessments that determine eligibility and take into account the specific shelter needs of the vulnerable including female-headed households, people with specific needs and other marginalized groups. Complementary targeting that may increase the sustainability of shelter assistance and reduce impact of, for example a household coming off cash assistance, will be integrated, specifically with Basic Assistance and Livelihoods sectors.

**Coordination:** Understanding the holistic needs of affected communities requires inter-sectoral collaboration. Shelter assistance will be coordinated with other sectors for improved coverage and complementarity of interventions where applicable. Assistance shall also be coordinated primarily with local authorities, communities and landlords.

**Gender marker:** Specific needs of women, girls, boys and men will be accounted for in the sector's guidelines on two levels: 1) ensuring spatial separation between living and sleeping spaces for privacy and the mitigation of gender-based violence risks, and 2) providing -where needed- labour assistance for the implementation of shelter interventions to ensure effectiveness of provided assistance.

**Monitoring:** Activities will be regularly monitored to ensure impact in accordance with sector standards. Activities will also be evaluated to ensure they contribute towards achieving the sector's objectives.

## Main Sector Objectives

The Shelter sector recognizes the pivotal role shelter programming can play in:

- Alleviating protection concerns linked to privacy, safety and security as well as mitigating health risks, both physical and psychological;
- Mitigating social tensions through visible and tangible interventions that benefit and are viewed positively by co-locating host and non-host communities and/or local authorities;
- Capacitating Lebanese institutions and organizations to respond to the shelter and housing needs of the most vulnerable, such as by collaborating with local

stakeholders and involving them in discussions and assessments.

The Shelter sector strategy is based on three main objectives:

1. **The Shelter sector aims to deliver humanitarian assistance to ensure the protection of the most vulnerable households.**

This objective links to LCRP Strategic Objective 2: provide immediate assistance to vulnerable populations.

Shelter offers more than just physical protection; it also affects the psycho-social state and overall wellbeing of households. Almost one third of displaced Syrians are forced to reside in non-residential buildings and informal settlements, where often hazardous conditions can only be mitigated temporarily. Safeguarding the health, privacy, safety, security and dignity of the most vulnerable households implies the need for regular shelter assistance. Insufficient shelter assistance is likely to incur knock-on effects onto other sectors, increasing the burden particularly on Protection and Health. Conversely, adequate shelter assistance provision can reduce the burden on other sectors. For instance, the sealing of shelters (weatherproofing) can enhance the effectiveness of the winter support activities of the Basic Assistance sector, such as cash for fuel or provision of stoves.

The Shelter sector utilizes several modalities in responding to shelter needs in informal settlements and non-residential structures. These include the provision of shelter material through in-kind assistance, vouchers or labour assistance coupled with the sharing of technical guidance and manuals on recommended practices in shelter maintenance. The sector takes into consideration people with specific needs as well as women- and girls-at-risk through tailored shelter assistance. Such assistance includes partitioning of internal spaces for enhanced privacy, and improvement of accessibility and circulation within and around shelters.

For female-headed households, women-at-risk and other marginalized groups who are particularly susceptible to exploitation by landlords, direct cash assistance does not reliably ensure access to adequate shelter. These groups are more likely to benefit from interventions involving a combined package of physical upgrading with tenure security enhancement. In parallel with upgrading works, pertaining generally to residential buildings, shelter agencies will sign lease agreements with landlords on behalf of beneficiaries that enhance security of tenure after shelter improvements have been executed. Close collaboration with the Protection sector is necessary to appropriately prioritize case management for the abovementioned marginalized groups.

2. **The Shelter sector aims to support sustainable**

**living conditions through contributing to multi-sectoral approaches in disadvantaged areas.<sup>15</sup>**

This objective links to LCRP Strategic Objective 4: reinforce Lebanon's economic, social and environmental stability, under Impact 4 'Mitigated deterioration in the economic condition of vulnerable populations and Impact 5 'Social Stability is strengthened in Lebanon'.

At individual or household level, shelter vulnerability is part of a constellation of interplaying vulnerabilities, with particular interdependencies with the Protection, Health and WASH sectors. This places importance on intersectoral coordination to mitigate risks that arise from living in inadequate shelters.

At the level of defined areas containing many households, there is value in considering how shelter vulnerabilities are affected by features common to that area, like demographic pressure on basic services, housing stock quality, housing market prices and inter-community tensions. Multi-sectoral understandings of areas can be used to programme for sectorally integrated interventions within an area-based framework, with partners maximizing impact through efficient geographical coordination. This information can also form evidence bases not only for humanitarian interventions but also for longer-term planning.

There is an especially strong imperative for sectoral and geographical coordination in vulnerable, dense, urban areas where target beneficiary visibility can be poor; communities are mixed and inter-community tensions may exist; basic services and social services are shared; and there is a need to build the capacities of existing urban systems and associated institutions with mandates over the area. Area-based coordination mechanisms can provide a useful framework for improved coordination between the humanitarian community and national institutions and organizations. Interventions that improve living conditions for all cohorts in a given area can also mitigate inter-community social tensions.

In 2019 the sector will continue to broaden its focus to include more development-oriented interventions alongside relief-related ones. This will be done through promoting and implementing multi-sectoral, area-based shelter upgrading that augments the stock of sustainable low-income housing in coordination with other sectors, mainly Protection, WASH and Social Stability. Integrating context-sensitive interventions around the needs of specific places has potentially higher sustainability gains relative to interventions targeting specific cohorts or single-sector concerns, in coordination with local authorities. This is particularly clear in vulnerable pockets of complex urban settings experiencing high population pressure where basic services do not meet local needs. By targeting vulnerable areas, the Shelter sector will be tackling the needs of both host community and refugees

<sup>(15)</sup> The identification of such areas will be based on integrating the findings of existing tools to provide valuable secondary data such as: neighbourhood profiling (UN-Habitat), Maps of Risks and Resources (Ministry of Social Affairs/UNDP) and social tension mapping (Social Stability sector) with the consideration of the vulnerable localities framework agreed by the Government of Lebanon and the UN.

and supporting the municipalities in responding to the shelter-related challenges, therefore contributing to mitigating and preventing inter-communal discord.

In 2019, the sector will continue its multi-sector situational analysis of vulnerable areas (e.g. neighbourhoods, villages) that serve as a basis for coordinating area-based approaches to implementation. Through this area-based approach, the sector aims to continue upgrading shelters for the most disadvantaged to minimum humanitarian standards, while exploring, through desk and field-based research that may lead to pilots, the complexities of implementing an upgrading programme to mainstream standards<sup>16</sup> with a goal of fostering shelter units and residential areas that are part of an increasingly sustainable national housing stock.

**3. The Shelter sector aims to strengthen the contribution of national institutions and organizations to the shelter and housing situation in Lebanon.**

This objective links to LCRP Strategic Objective 3: support service provision through national systems.

Localizing a humanitarian response is a process of recognizing, respecting and strengthening the capacity of national institutions and organizations to address the needs of affected populations. Such a contextualized response should underpin in due course a successful phasing out and handover to the Government of Lebanon. In light of the above, the Shelter sector promotes the provision of shelter assistance through national systems by coordinating and collaborating with national institutions and organizations on conducting assessments and provision of assistance. The sector also recognizes the importance of involving national institutions and organizations in the shift to a more development-oriented response aimed at providing adequate housing on a sustainable basis for vulnerable populations.

International NGOs and UN agencies are encouraged to strengthen the participation of national organizations by building their capacity to take active part in projects. The capacity of Lebanese NGOs, national organizations and institutions can be strengthened through their participation in shelter activities first-hand alongside international NGOs which can share their experience. By the end of 2019, the sector aims for more national organizations to be actively engaged in the shelter response.

In collaboration with national organizations and institutions, the sector promotes knowledge generation through national studies and reports relevant to shelter and housing. This will contribute to a better understanding of Lebanon's housing sector, which will be needed by the Government of Lebanon and partners to inform approaches to national housing policy discussions.

The sector aims to establish a platform with Government,

<sup>(16)</sup> A higher level than the minimum humanitarian standards.

relevant UN agencies, NGOs, donors, the private sector, national institutions and the academic sector to share expertise and data on the housing property and rental market, built stock and planning for housing. Two broad areas to be discussed in the forthcoming year are:

- **Develop a housing evidence base**

Descriptive data and statistics of the housing market are required in order to reach a common understanding of the baseline situation. This is a prerequisite for any potential transition towards locally resonant policies, including formulating supply and demand forecasts/projections that are geographically linked to other major policy sectors.

- **Map housing-related institutions**

The housing sector is currently influenced directly or indirectly by a range of Government and private entities, which vary across different parts of the country. A mapping of institutional actors and respective mandates will be undertaken to offer a common starting point for:

1) constructive debate on capacity-building needs of existing entities at national and local level; and

2) to assist the Government in considering organizational/administrative enhancements/adaptations in the future, to improve the understanding of executive and administrative links between national and sub-national tiers of government.

This aims to support the eventual development of nationally coherent, inter-scalar policy implementation frameworks.

## Shelter sector outcomes and outputs

### **Outcome 1: Reduce immediate protection-related shelter needs of most vulnerable households.**

This outcome shall be achieved by one output relating to mitigating the deterioration of conditions in shelters with acute shelter needs through the provision of protection-focused assistance. For the outcome to achieve its intended impact, it is assumed that assisted households will properly utilize shelter materials provided in accordance with the sector's guidance in relation to their particular need – taking into account this intervention will prioritize women, girls and people with specific needs. Activities can all be measured by the same type of indicator: the number of individuals benefiting from each of the specific activities.

#### **Output 1.1: Shelters hosting vulnerable households have improved liveability and safety.**

Activities under this output include: 1) weatherproofing and repair of substandard residential and non-residential structures; 2) upgrading of substandard residential shelters to meet minimum humanitarian standards for the benefit of protection cases, female-headed households, people with specific needs and other marginalized groups; 3) weatherproofing and

maintenance of make-shift shelters within informal settlements; 4) providing cash for rent for vulnerable households living in adequate shelters; 5) conducting site improvements in informal settlements; and 6) providing fire risk mitigation in informal settlements and in buildings including awareness sessions, firefighting trainings and distribution of firefighting kits.

### **Outcome 2: Contribute to multi-sectoral upgrading of disadvantaged areas for enhanced stability.**

The outcome shall be achieved by two outputs, the first relating to improving access to adequate shelters of least minimum standard and affordable to vulnerable populations. The second output relates to multi-sectoral assessments<sup>17</sup> and upgrading of vulnerable areas. For this outcome to achieve its intended impact, it is assumed that involved sectors will coordinate successfully towards implementing a multi-sectoral programme. It is also assumed that landlords will approve of the upgrading of their property in exchange for favourable tenure conditions benefitting the targeted population.

#### **Output 2.1: Access to adequate shelter stock in disadvantaged areas increased.**

Activities under this output include: 1) upgrading of substandard residential shelters to minimum standards; 2) upgrading of substandard residential shelters to mainstream standards, and; 3) upgrading of common areas within substandard residential and non-residential buildings.

#### **Output 2.2: Areas of vulnerable populations promoted to be upgraded in a coordinated, cross-sectorial approach.**

There is only one activity under this output which is the multi-sectoral assessment/profiling of areas (e.g. neighbourhoods) hosting vulnerable populations.

### **Outcome 3: Enhance the contribution of national institutions and organizations to the housing situation in Lebanon.**

In 2019, increased weight will be given to this 'transition' outcome aimed at shifting the focus away from short term humanitarian activities and towards building the capacity of national systems to provide adequate housing for vulnerable populations on a sustainable basis. For the outcome to achieve its intended impact, it is assumed that national institutions and organization will actively participate in capacity-building initiatives such as training sessions and workshops held by the Shelter sector. Continued interest from the Government of Lebanon in exploring steps towards establishing a national housing policy is also assumed.

The outcome is measured by the number of national organizations, academic entities, local authorities and Lebanese NGOs that contribute to the Shelter response.<sup>18</sup>

(17) E.g. the profiling of vulnerable neighbourhoods currently being conducted by UN-Habitat and UNICEF.

(18) Measured by the degree of involvement, contribution and participation, e.g. national NGOs co-implementing shelter activities in neighbourhoods, networks with local shelter stakeholders, contributions in Temporary Technical Committees (TCC), number of witnessed lease agreements by municipalities.

It will also be measured by the contribution of the Shelter sector in conducting research on the housing sector in Lebanon. This will inform the contributions of local authorities, national and international organizations.

**Output 3.1: National institutions and organizations' capacity to support the shelter response, strengthened.**

Activities under this output include: 1) strengthening the shelter-related capacity of local and national organizations through training, coordination and collaboration; 2) conducting and disseminating studies to better understand the housing context, and; 3) inviting the private sector, national academic and local organizations to share their expertise by creating an engagement platform on the housing sector at national and field levels.

**Identification of sector needs and targets at the individual/household institutional and geographical level**

In 2019, the Shelter sector is targeting 694,480 individuals,<sup>19</sup> including Syrians, Lebanese and Palestinians. The total figure of individuals targeted has increased by 16 per cent, up from 596,144 individuals targeted in 2018. The Shelter sector seeks to better target people with specific needs (PwSN) and those with specific vulnerabilities, such as female-headed households, with tailored shelter assistance. In order to track this effort, Shelter sector partners will provide, where possible, disaggregated data on beneficiaries.<sup>20</sup>

**Baseline figure:** The shelter needs of Syrians registered with UNHCR are identified through the Vulnerability Assessment of Syrian Refugees 2018 and extrapolated over the entire displaced Syrian population of 1.5 million.

In practice, shelter agencies assist socio-economically vulnerable displaced Syrians that live in inadequate shelter conditions regardless of their registration status. The Shelter sector's scope of work, however, excludes the following:

- a) Shelters located in geographical settings that are unfavourable for residential uses.<sup>21</sup>
- b) Shelters that only fall under the overcrowding category, especially when families are forced to share an apartment in order to reduce rental costs. As this does not require building upgrading but financial assistance, e.g. unconditional cash grants, it is beyond the sector's scope of intervention.
- c) Buildings in dangerous condition<sup>22</sup> that require extensive technical evaluation and substantial investments exceeding the financial capacities of the Shelter sector. In such cases the Shelter sector will flag these concerns with the residents as well as advocate for

(19) This excludes the 60,000 individuals that are due to be assisted in the case of security-related evictions as this is considered as a backup plan.

(20) Reporting of achievements on Activity Info disaggregated by cohort, gender, age (children, elderly) and needs (people with specific needs).

(21) Areas with proximity to physical danger; remote areas located far from services.

(22) Shelters that have structural or other physical damage that might pose a threat to residents. This applies only to residential and non-residential buildings.

the relocation of the families with local authorities and landlords.

**Target Figures by Nationality**

Based on the figures from the 2018 Vulnerability Assessment of Syrian Refugees, targets estimated by shelter type on a country level add up as follows:

**Target figures for displaced Syrians in Lebanon**

- 246,000 individuals<sup>23</sup> (16 per cent of displaced Syrians) with shelter needs living in informal settlements (2018: 208,800 individuals).
- 225,300 individuals<sup>24</sup> (15 per cent of displaced Syrians) living in substandard physical conditions in residential buildings (2018: 182,998 individuals).
- 87,400 individuals<sup>25</sup> (six per cent of displaced Syrians) living in substandard conditions in non-residential buildings (2018: 67,680 individuals).
- 22,500 individuals assisted with Cash for Rent (1.5 per cent of displaced Syrians)
- 60,000 individuals (four per cent of displaced Syrians) indicating that they are threatened by security-related evictions (2018: 75,000 individuals).

Overall, there are 581,200<sup>26</sup> displaced Syrians targeted with shelter needs (2018).

**Target figures for Palestinian refugees from Syria and Palestinian refugees from Lebanon**

- 18,000 of the most vulnerable Palestinian refugees from Syria in substandard shelter conditions (63 per cent of the 28,800 Palestinian refugees from Syria.)
- 18,000 of the most vulnerable Palestinian refugees from Lebanon living in substandard shelter conditions (10 per cent of the 180,000 Palestinian refugees from Lebanon.)

**Vulnerable Lebanese**

There are 336,000 vulnerable Lebanese under the extreme poverty line.<sup>27</sup> The shelter situation of the most vulnerable remains poorly understood.<sup>28</sup> However, the sector will target the shelter needs of the extremely poor, guided by an assumption that the proportion of this group living in substandard conditions in residential buildings is similar to that of displaced Syrians. It is assumed then that 23 per cent<sup>29</sup> of the extremely poor Lebanese are living in substandard shelter conditions in residential buildings.

- 77,280 individuals living in substandard physical conditions in residential buildings (2017: 77,298 individuals, 2018: 74,166).

(23) Eighty per cent of the 307,500 displaced Syrians residing in informal settlements are assumed to require shelter assistance.

(24) Twenty-three per cent deemed to be below physical humanitarian standards of the 979,500 displaced Syrians residing in residential buildings (VASyR 2018).

(25) Forty-one per cent deemed to be below physical humanitarian standards of the 213,000 displaced Syrians residing in non-residential structures (VASyR 2018).

(26) This excludes the 60,000 individuals that are due to be assisted in the case of security related evictions as this is considered a backup plan.

(27) Further data on the general shelter situation of vulnerable Lebanese gathered as part of the National Poverty Targeting Programme is expected from the Government of Lebanon.

(28) E.g.: Through field assessments and possibly through the profiling of some of the poorest urban neighbourhoods affected by the context.

(29) Using the same percentage of displaced Syrians living in substandard residential buildings as indicated by VASyR 2018.

## Geographical

In all governorates and districts, the sector primarily targets the shelter needs of displaced populations and, to the extent possible, those of host communities most affected by the Syria crisis.

### Displaced Syrians

Updated and detailed information allows the identification and location of displaced Syrians in need.<sup>30</sup>

**Governorates of Akkar, Baalbek-Hermel and Bekaa:** 43 per cent<sup>31</sup> (around 646,520 people) of all displaced Syrians reside in governorates bordering the Syrian territories. Here, 42 per cent (268,582 individuals) live in informal settlements<sup>32</sup> spread in rural areas, 15 per cent (94,564 individuals) live in non-residential buildings and almost 44 per cent (283,354 individuals) of displaced Syrians reside in apartments in semi-urban areas and cities.<sup>33</sup> The Shelter sector will provide assistance in the three governorates to around 341,200 displaced Syrians, split between temporary assistance to 218,800 individuals in informal settlements and 38,300 individuals in non-residential buildings. Upgrading, rehabilitation and conditional cash for rent will support the shelter needs of 84,100 displaced Syrians.

**Governorates of North, South and Nabatiye:** 26 per cent<sup>34</sup> (around 395,655 people) of all displaced Syrians reside in these three governorates. Here, seven per cent (26,487 individuals) live in informal settlements, 17 per cent (68,297 individuals) live in non-residential buildings and the majority of 76 per cent (300,916 individuals) live in residential buildings. The Shelter sector will provide assistance to around 110,800 displaced Syrians. The target includes covering the acute humanitarian needs

of 48,300 displaced Syrians, split between emergency assistance for 21,600 individuals in informal settlements and 26,700 individuals in substandard non-residential buildings. Upgrading, rehabilitation and conditional cash for rent will support the shelter needs of 62,500 displaced Syrians.

**Governorates of Beirut and Mount Lebanon:** Thirty-one per cent (around 457,825 people) of all displaced Syrians reside in Mount Lebanon and Beirut. With only few informal settlements with a small number of residents (6,906 persons amounting to one per cent), not much attention has been given to vulnerable population living in less visible but nonetheless hazardous shelter conditions. Currently 389,778 individuals reside in residential buildings and 61,119 individuals in non-residential structures. In 2019, the Shelter sector aims to assist around 129,200 displaced Syrians. The target includes covering the acute shelter needs of around 28,000 displaced Syrians living in informal settlements and substandard non-residential buildings. Upgrading, rehabilitation, and conditional cash for rent will support the shelter needs of 101,200 displaced Syrians.

### Palestinian refugees from Lebanon and Syria

Assistance to Palestinian refugees from Syria and Lebanon will focus on Palestinian camps and their adjacent areas, with the population located mainly in the South (48 per cent of all Palestinian refugees) as well as in Mount Lebanon (18.3 per cent) and the North (10 per cent).

### Lebanese

In reference to economically vulnerable Lebanese, a better understanding of the spatial distribution of their shelter needs shall be pursued. This will partly depend on published and planned multi-sectoral profiling of disadvantaged areas. The potential for using shelter-related information gathered to inform targeting within the Government of Lebanon's National Poverty Targeting Programme will be explored.<sup>35</sup>

(35) UN-Habitat has profiled two main cities in Lebanon: Tripoli (2016, revised 2017) and Tyre (2017). City profiles for Saida and Beirut are forthcoming.

(30) RAIS or figures for persons registered as refugees by UNHCR extrapolated on the preliminary results of the VASyR (WFP, UNHCR, UNDP, 2018).

(31) Applying the same localization percentage of persons registered as refugees applied to the 1.5 million displaced Syrian population figure.

(32) Of the total persons registered as refugees by UNHCR living in informal settlements, 42 per cent live in Bekaa, 51 per cent in Baalbek-Hermel and 29 per cent in Akkar.

(33) A significant number of displaced Syrians reside in and around Zahle and Baalbek (VASyR 2018).

(34) Applying same localization percentage of persons registered as refugees applied to the 1.5 million displaced Syrian population figure.

## Total sector needs and targets 2019

Population Cohort	Total Population in Need	Targeted Population	No. of Females	No. of Males	No. of Children (0-17)	No. of Adolescents (10-17)	No. of Youth (18-24)
Lebanese	336,000	77,280					
Displaced Syrians	817,500	581,200					
Palestinian Refugees from Syria	28,800	18,000					
Palestinian Refugees from Lebanon	180,000	18,000					
<b>GRAND TOTAL</b>	<b>1,362,300</b>	<b>694,480</b>					

### Targeted Institutions

**Syndicates:** Developers' Syndicates (Real Estate Development Association of Lebanon - REDAL); Architects' and Engineers' Syndicate (Order of Engineers and Architects - OEA).

**Ministries and municipalities:** MoIM, municipalities, unions/federations of municipalities; MoSA.

**Public institutions and directorates:** Public Corporation for Housing (part of MoSA); Directorate General of Urban Planning (part of Ministry of Public Works and Transport).

## Mainstreaming of conflict sensitivity, gender, age, youth, protection and environment

Cross-sectoral points are taken into account by the Shelter sector through the following mechanisms:

**Conflict Sensitivity:** The Shelter sector will prioritize beneficiaries who are severely or highly vulnerable through an inclusive process, encompassing Syrians, Palestinian refugees and Lebanese populations. Their identified shelter needs are addressed taking into account their regional and local context, regardless of nationality. The Shelter sector interventions have the potential to mitigate tensions between refugees and host communities by reducing frictions particularly related to security of tenure and evictions that result from the incapacity to pay rent. In addition, the rehabilitation of substandard shelter units as well as continuously conducting maintenance activities in informal settlements, increase the supply of affordable housing which in turn contributes to the stagnation of rent prices thus reducing tension between tenants and landlords. In coordination with the Social Stability sector, the Shelter sector aims to strengthen the shelter-related capacity of local authorities and national organizations to become aware of aspects of conflict sensitivity in the Shelter response and how to mitigate – practically and technically – conflicts arising from the cohabitation between Lebanese and displaced persons.

**Gender** dimensions are considered during the assessment of needs and in the design of shelter activities. The Shelter sector has participated in the rollout of the gender-based violence guidelines that were launched by the Inter-Agency Standing Committee (IASC). It has since worked on incorporating gender-based violence guidelines in its programming, giving special consideration to gender dimensions in the revision of existing technical guidelines. Mechanisms to enhance safety and privacy in shelters were applied in order to reduce the risk of gender-based violence and promote a safe living environment.<sup>36</sup> The Shelter sector has also suggested that field staff receive training on gender-based violence issues related to shelter as well as on referral pathways for gender-based violence victims. Gender mainstreaming in shelter activities will foster a more effective response leading to safer environments for women, girls, boys and men alike.

**Protection:** In 2019, the Shelter sector will strengthen the mainstreaming of the core protection principles of: 'meaningful access without discrimination', 'safety, dignity and do-no-harm', 'accountability' and 'participation and empowerment' within its activities.

**People with specific needs** shall be respected and accounted for in all relevant shelter programmes using

technical guidelines<sup>37</sup> that respond to the specific shelter needs of vulnerable groups, particularly: elderly and people specifically with physical disability or mobility impairments. Interventions may include improving accessibility and circulation within shelters.

**Environment:** In collaboration with other sectors –namely Social Stability and Water- the Shelter sector contributes to minimizing the negative impacts on the environment through the following:

- In informal settlements, the planning and implementation of activities will take into account, to the extent of the Shelter sector's scope, the facilitation of proper wastewater and solid waste management systems to minimize negative effects on the water supply and noting the agricultural land siting of informal settlements on the environment. This will be through site improvements<sup>38</sup> and maintenance as well as awareness-raising initiatives. The sector will advocate for and work to minimize the burning of weatherproofing materials discarded during the refurbishment or evacuation of shelters.
- In residential and non-residential buildings, the sector will advocate for energy-efficient solutions, in terms of both materials and techniques, within given resource constraints. This will be at the levels of minor and major repairs.
- In its contribution to fostering government-led discussions about national housing, the sector will refer to the Energy sector for advice on opportunities for improving the energy efficiency of both existing stock through retro-fitting as well as that of new builds.

**Fire Risk Mitigation:** The risk of fire outbreak is especially high in informal settlements, where the ad-hoc planning and absence of breaks between tents can facilitate the spread of fire. Fire risks are also high in substandard residential and non-residential buildings where poor quality and/or damaged doors do not provide a good barrier to the quick spread of fire from one apartment to the next. The Shelter sector, in collaboration with the Lebanese Civil Defence (LCD) and the Lebanese Red Cross (LRC), has elaborated technical guidelines and IEC (Information, Education and Communication) material to raise awareness on fire risks. It also trains at-risk populations on how to fight fires and make good use of the fire-fighting kits that are installed in informal settlements and in substandard residential and non-residential buildings. The Shelter sector plans to inform and sensitize other sectors and authorities and to promote joint training activities.

(36) IASC: Shelter, Settlement and Recovery: Guidelines for integrating gender-based violence interventions in humanitarian action, 2015.

(37) These technical guidelines are taken from the Global Shelter Cluster handbook on technical guidelines for people with specific needs.

(38) E.g. keeping distance to rivers and creeks, avoiding uncontrolled drainage to environmental sensitive areas, promote proper solid waste collection.

## Cross-sectoral linkages

Coordination between the Shelter sector and other sectors occurs through joint meetings at the national and field levels, the sharing of information and guidelines, joint ad-hoc working groups to target specific issues and referral systems. The Shelter sector seeks to further strengthen inter-sectoral collaboration on the national level to find solutions for complex issues through pragmatic, response-oriented coordination.

The Shelter sector gives special attention to coordinate its activities within the following thematic areas:

### **Identifying vulnerability and complementary targeting: linkages to Basic Assistance, Social Stability and Protection.**

**Household vulnerability:** In addition to physical shelter condition vulnerability, the Shelter sector utilizes protection and socio-economic vulnerability filters at the level of households and individuals to ensure targeting of those in most need. The identification of most vulnerable households is achieved through technical assessments, formulated in collaboration with the Protection sector, that incorporate selected sector-defined protection vulnerabilities. Similarly, the socio-economic vulnerability score (Desk Formula) developed by the Basic Assistance sector is incorporated into the shelter vulnerability scoring. The Shelter sector will explore complementarity of winterization activities in informal settlements and the targeting mechanism for Shelter activities, e.g. Cash for Rent and the upgrading of residential shelters to ensure that families are able to cover their rental costs upon the expiry of rental agreements.

**Area vulnerability:** In the context of the cadastre-level national geographical targeting guide offered by the IACL (251 most vulnerable localities), there is scope for targeting sub-cadastral areas where place-based, multi-sectoral responses are particularly appropriate. Areas of high population density, especially urban settings, with vulnerabilities across multiple sectors, and inter-community social cohesion stand to benefit from integrated, area-based interventions and will be prioritised by the sector. Area vulnerability will be estimated through cross-referencing existing data collection tools such as: Basic Assistance sector's Desk Formula; National Poverty Targeting Programme to determine where most socio-economically vulnerable Lebanese reside, Neighbourhood Profiling (UN-Habitat and UNICEF), Maps of Risks and Resources (Ministry of Social Affairs and UNDP), Social Tension Mapping (Social Stability sector).

### **Social Assistance and Services: Linkages with Water, Energy, Social Stability and Livelihoods.**

The Shelter sector aims to collaborate with the above sectors on coordinated activities in disadvantaged areas integrated within an area-based framework. Regular meetings at field level foster efficient joint coordination and programming:

- Coordinated efforts to upgrade the condition not only of shelter, but also of water and sanitation, in poor areas with overburdened basic services, particularly those exacerbated by an influx of displaced households leading to inter-community tensions.
- Advocating with landlords for the instalment of legal electrical connections to the national grid. The sector also promotes the installation of proper electrical connections within shelters. As part of the sector's residential shelter upgrading activity, including its upgrading of common building areas activity, the sector assists in improving the wiring to improve the safety of the connection and to mitigate shelter safety risks including fire.
- By addressing shelter needs through an area-based approach, the sector can contribute to the mitigation of tensions between the displaced and their host communities, particularly for those living in dense urban settings. This is because competition for access to resources, from basic services, housing and jobs to humanitarian aid, is a key source of tension. Improvement in access to services for all thus mitigates inter-community tensions.
- Coordinated response on household health and sanitation issues contributes to minimizing the impact on Lebanon's environment and contributes to social stability.
- Shelter activities are also an opportunity to generate income in areas with high unemployment. The Shelter sector will actively inform the Livelihoods sector of urban areas where livelihoods have emerged as a crucial need as identified through area-based approaches to assessments and interventions. To maximize the impact of the sectors' respective interventions, the possibility of providing trainees/beneficiaries of Livelihoods sector activities, with employment opportunities through shelter contractors, will be explored.
- Collaborative efforts to establish guidelines and recommendations on the dismantlement of vacant tents and decommissioning of latrines in informal settlements. This includes working with the Social Stability sector on solid waste management—mainly construction material—as well as with the Livelihoods sector to identify skilled workers that can be employed to implement the required work as defined in the guidelines.

### **Strengthening Referrals: linkages with Protection, Basic Assistance and Water.**

For the Shelter sector to achieve its strategic outcomes for 'protection of vulnerable populations', clear referral mechanisms to the Protection, Basic Assistance and Water sectors should be outlined. The main areas of focus in 2019 will be:

- Referral pathways between Shelter and Protection sectors, in particular for cases of forced/security-

based evictions, and for people with specific needs, including older persons at risk and persons with disabilities. These cases as well as other protection-sensitive cases will be referred. The Protection sector will continue ensuring that Shelter frontliners are trained on safe identification and referrals of protection cases. This includes for people with specific needs, gender-based violence victims and child protection cases, including awareness of hub-specific service mapping.

- Housing Land and Property (HLP) rights will be mainstreamed throughout Shelter sector interventions. Whilst advice from the Protection sector will be sought in relation to housing land and property rights to foster security of tenure, Shelter partners will be encouraged-and receive training on how-to conduct information and awareness sessions on housing land and property rights in the course of their jobs.
- Site improvements in informal settlements and mitigation of flooding risks through separate, but coordinated, activities. The Shelter sector will take into account ongoing assessments of Water sector needs in informal settlements in order to coordinate its assistance and to accordingly prioritize its informal settlement-related activities, e.g. weatherproofing, site improvement and fire risk mitigation.
- The upgrading of common areas within buildings, a Shelter sector activity involving repairing and improving the infrastructure at building level and within its plot boundary e.g. water and sewage pipes, stairwells, lockable doors/gates. The Shelter sector will refer buildings that are not connected to public water/sewage networks to the Water sector.

An area-based profile that can support multi-sectoral programming & coordination.  
Photo credit: UN-Habitat & UNICEF (2018)

**TABBANEH**  
**NEIGHBOURHOOD PROFILE**  
Tripoli, Lebanon  
August 2018



## Endnotes

- i. World Bank, 2018.
- ii. UNHCR, UNICEF, WFP (2018), *Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) 2018*.
- iii. UNRWA (2017), *Environmental Health Response Plan in the 12 Palestine Refugee Camps in Lebanon (2018-2021) with Inventory and Needs Assessment*.
- iv. UNHCR, UNICEF, WFP (2018), *Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) 2018*.
- v. Ibid.
- vi. Ibid.
- vii. Ibid.
- viii. UNHCR, UNICEF, WFP (2016), *Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) 2016*.
- ix. UNHCR, UNICEF, WFP (2018), *Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) 2017*.
- x. UNHCR, UNICEF, WFP (2018), *Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) 2018*.
- xi. Ibid.
- xii. Ibid.
- xiii. Ibid.
- xiv. Refer to Basic Assistance Minimum expenditure basket.
- xv. UNHCR, UNICEF, WFP (2018), *Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) 2017*.
- xvi. Ibid.
- xvii. UNHCR, UNICEF, WFP (2017), *Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) 2018*.
- xviii. UNHCR, UNICEF, WFP (2018), *Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) 2018*.
- xix. The Inter-Agency Mapping Platform, sweep number 37 (IAMP)
- xx. The Inter-Agency Mapping Platform, sweep number 49 (IAMP)
- xxi. UNHCR, UNICEF, WFP (2018), *Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) 2018*.
- xxii. Ibid.
- xxiii. Ibid.
- xxiv. Ibid.
- xxv. Ibid.
- xxvi. Ibid.
- xxvii. Ibid.
- xxviii. Ibid.
- xxix. Ibid.
- xxx. Ibid.
- xxxi. UNICEF/MoSA (2016), *Baseline Survey*
- xxxii. American University of Beirut (AUB)/ United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) (2015), *Survey on the Socioeconomic Status of Palestine Refugees in Lebanon*.
- xxxiii. AUB/UNRWA (2015), *Survey on the Socioeconomic Status of Palestine Refugees in Lebanon*.
- xxxiv. UNRWA (2017), *Inventory and Needs Assessment on Environmental Infrastructure and Environmental Health in the 12 Palestine Refugee Camps in Lebanon, Response Plan 2018 – 2021 by Field Infrastructure and Camp Improvement Programme*.

## Sector Logframe

### Outcome 1: Reduce immediate protection-related shelter needs of most vulnerable households

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of most vulnerable households whose shelters in informal settlements or in substandard residential and non-residential buildings have improved privacy, safety and security.	Shelter assistance that addresses climate and fire risks, eviction risk and partitioning for a private, safe and secure living conditions.  = HHs reached / SUM ([targeted HHs in IS] + [targeted HHs in non-residential buildings] + [targeted FHHs and PwSN HHs in residential buildings])	Activity Info-Responsibility of the Shelter Sector	Percentage of households	Quarterly
 Lebanese	 Displaced Syrians	 Palestinian Refugees from Syria (PRS)	 Palestinian Refugees from Lebanon (PRL)	
Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020
N/A N/A N/A N/A	40% N/A 71% 90%	N/A N/A N/A N/A	N/A N/A N/A N/A	N/A N/A N/A N/A

### Outcome 2: Contribute to multi-sectoral upgrading of disadvantaged areas for enhanced stability

Indicator 1	Description	Means of Verification	Unit	Frequency		
Percentage of households living in disadvantaged areas benefitting from shelter upgrades to minimum standards.	The upgrading of residential shelters to minimum standards in accordance with the Shelter sector guidelines in disadvantaged areas.  = [total HHs reached] / SUM [total targeted HHs in substandard residential buildings in disadvantaged areas]	Activity Info-Responsibility of the Shelter Sector	Percentage of households	Monthly		
 Lebanese	 Displaced Syrians	 Palestinian Refugees from Syria (PRS)	 Palestinian Refugees from Lebanon (PRL)			
Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020		
			8%	15%	63%	10%
Indicator 2	Description	Means of Verification	Unit	Frequency		
Percentage of households living in disadvantaged areas benefitting from shelter upgrades to mainstream standards.	The upgrading of residential shelters to mainstream standards in accordance with the Shelter sector guidelines in disadvantaged areas.  = [total HHs reached] / SUM [total targeted HHs in substandard residential buildings in disadvantaged areas]	Activity Info-Responsibility of the Shelter Sector	Percentage of households	Monthly		
 Lebanese	 Displaced Syrians	 Palestinian Refugees from Syria (PRS)	 Palestinian Refugees from Lebanon (PRL)			
Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020	Baseline: Result 2018 Target 2019 Target 2020		

Indicator 3	Description	Means of Verification	Unit	Frequency
Percentage of of all cadastres that contain a multi-sectorally assessed or profiled area.	Areas with a high percentage of vulnerable populations are assessed in a multi-sectoral manner.  = [number of cadastres containing an assessed area] / [number of cadastres]	Activity Info-Responsibility of the Shelter Sector	cadastre	Quarterly

## Institutions/Areas

Baseline:	Result 2018	Target 2019	Target 2020
2%	6%	6%	

**Outcome 3:** Enhance contribution of national institutions and organizations to the housing situation in Lebanon

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of of institutions and organisations participating in the Shelter sector response that are Lebanese.	Lebanese institutions and organisations include national and sub-national state entities as well as Lebanese NGOs that are engaged in coordination, implementation and capacity building.  = [number of Lebanese institutions and organizations participating in the Shelter sector] / [number of institutions and organizations participating in the Shelter sector]	Shelter Sector membership	Number of institutions and organisations	Quarterly

## Institutions/Areas

Baseline:	Result 2018	Target 2019	Target 2020
		40%	80%

Indicator 2	Description	Means of Verification	Unit	Frequency
Number of institutions and organisations participating in the shelter sector that contribute to housing policy discussions for Lebanon.	Number of institutions and organisations that are members of multi-stakeholder housing engagement platform that convenes to discuss studies and reports on housing and shelter challenges in Lebanon. = [number of institutions and organisations that are members of a housing engagement platform] / [number of institutions and organizations participating in the Shelter sector]	Membership of housing engagement platform	Number of institutions and organisations	Quarterly

## Institutions/Areas

Baseline:	Result 2018	Target 2019	Target 2020
		20	40





# SOCIAL STABILITY SECTOR

## PEOPLE IN NEED



## PEOPLE TARGETED



## REQUIREMENTS(US\$)



## PARTNERS



## GENDER MARKER



## CONTACTS

**LEAD MINISTRY**  
 Ministry of Social Affairs (MoSA) and Ministry of Interior and Municipalities (MoIM)  
 Hiba Douaihy  
 hibadou.mosa@gmail.com,  
 Randa Hobeiche  
 randahobeiche@yahoo.com

**COORDINATING AGENCY**  
 UNDP and UNHCR  
 Tom Lambert  
 tom.lambert@undp.org  
 Rasha Akil  
 akil@unhcr.org

## SECTOR OUTCOMES

### Outcome #1 \$99.7 m

Strengthen municipalities, national and local institutions' ability to alleviate resource pressure.

**Indicators**

- Percentage of people reporting positive impact of municipalities on their lives.
- Percentage of people reporting competition for services and utilities as source of tension.
- Percentage of people who feel that they can voice concern with authorities in case of dissatisfaction.
- Waste diversion rate.

### Outcome #2 \$23.75 m

Strengthen municipal and local community capacity to foster dialogue and address sources of tensions and conflicts.

**Indicators**

- Percentage of people able to identify conflict resolution mechanisms/actors in their community they would turn to.
- Percentage of people identifying factors that could improve inter-community relationships.
- Percentage of people displaying propensity for violence.

### Outcome #3 \$1.9 m

Enhance LCRP capacities on tension monitoring and conflict sensitivity.

**Indicators**

- Proportion of LCRP partners reporting that they have their own mechanisms to ensure conflict sensitivity.
- Number of LCRP sectors taking steps to ensure conflict sensitivity in their strategy and delivery of work plans.

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	51% Female	49% Male
Lebanese	1,500,000	1,005,000	490,015	452,322
Displaced Syrians	1,500,000	942,337	480,591	461,746
Palestinian Refugees from Syria	28,800	28,800	14,280	14,520
Palestinian Refugees from Lebanon	180,000	180,000	89,252	90,748

**Defining Social Stability:**

'A state of intergroup relations at the community level, where sources of tension between groups are addressed and managed through formal institutions or systems, so as to prevent them from resulting in collective violence, human rights abuses, or further loss of opportunities for vulnerable groups.'

**Situation analysis and context**

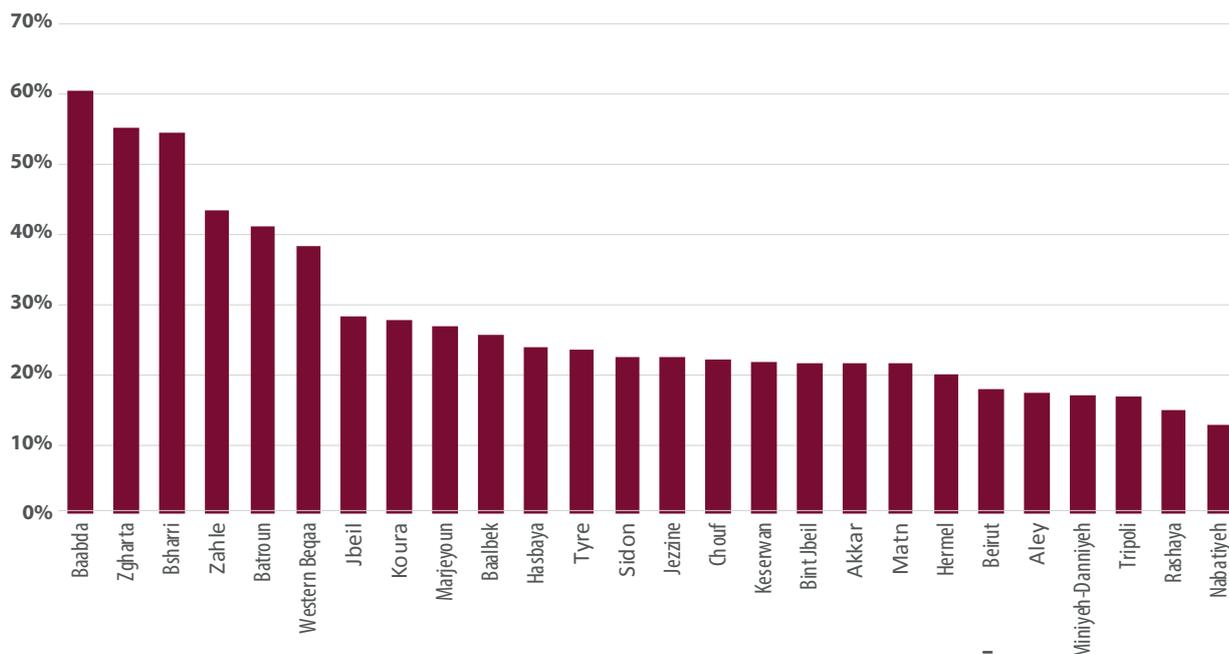
Lebanon's remarkable resilience to the Syria crisis remained evident through 2018. Overall, the host community sustained its hospitality, the Government led initiatives towards stabilization, national civil society implemented programmes effectively to prevent violent conflict, and the international community's support to promote peaceful coexistence and ensure social stability prevailed. The fact that major incidents of intercommunal violence did not materialise once again in 2018 – particularly given landmark parliamentary elections in May – is testament to the full range of these efforts in maintaining social stability.

However, this resilience cannot be taken for granted as multiple compounding sources of tension persist that continue to drive negative perceptions and increase the potential of violence between persons displaced from Syria and the host community. These range from perceived competition over lower skilled work, to strained resources, services and utilities, to historical and cultural grievances that date back decades. These social tensions exist on an already complex landscape of sectarian and political differences within Lebanese communities in addition to an overarching economic anxiety that affects all groups. Given the reality that

Lebanese society remains at least somewhat divided along identity lines, there are broad-based concerns that the prolonged presence of persons displaced from Syria will alter the sectarian balance of the country and cause wider political instability.<sup>1,1</sup>

In response, Social Stability partners have led on activities to reduce these tensions, taking into careful account the necessary conflict sensitivity measures required to operate in such a context. Through a comprehensive 2018 strategy, activities reinforced one another to mitigate underlying tensions between groups and help foster an environment of solidarity and stability. In this context, dedicated social stability interventions which foster dialogue and points of social and economic contact for intercommunal engagement have been vital in keeping channels for engagement and communication open.<sup>2</sup>

Despite these activities, certain hostile discourses against refugees, propagated by some elements within the media, have also re-emerged after the parliamentary elections, particularly centred on the issue of returns, meaning that expectations of imminent returns to Syria have been raised amongst the hosting community. Notably, there has been a correlated uptick across various indicators that point to growing frustrations within the host community. For instance, 30 per cent of Syrians reported having experienced verbal harassment

**"Very negative" and "negative" relations, across all four waves, as reported by the Lebanese and Syrians**

(1) Across Lebanon, 30 percent of people believe that the presence of displaced Syrians threatens the sectarian balance in their area. However, in some areas such as Zahle and Saida this figure reached 80 percent of those surveyed – International Alert (2015), *Citizen's Perception of Security Threats Stemming from the Syrian Refugee Presence in Lebanon*.

(2) Indeed, 63 per cent of Lebanese and Syrians report that they have interacted with a member of another nationality at an NGO or UN organised event - ARK & UNDP (2018).

in July 2018, which is 10 percentage points higher than was the case in the middle of 2017.<sup>ii</sup> Overall, the effect has been that displaced Syrians and host communities are interacting less frequently than they did even just a year ago, particularly in social circles. Importantly, women (37.4 per cent) are less likely than men (43.7 per cent) to interact socially on a daily or regular basis with a member of another nationality. In addition, 18-24 year olds (35.2 per cent) are the least likely of any group to have this regular social interaction with a member of another nationality, meaning that particular attention should be given to engaging women and youth in activities that foster positive interactions.<sup>iii</sup> Economic interactions are also becoming more limited as closed loops of interactions amongst members of the same nationality are increasing.<sup>3</sup> This decrease in interactions appears to be affecting all cohorts of displaced populations and, more broadly, the hardening of attitudes is confirmed by interviews with displaced Syrians themselves, many of whom, especially women, feel isolated or scapegoated.<sup>iv, v, vi</sup>

In parallel, the ongoing precarity of the situation in Syria continues to drive concerns amongst persons displaced from Syria in Lebanon. While the narrative of returns in Lebanon grows, concerns around the application of Law 10 and the obligatory military conscription in Syria looms large in the minds of persons displaced from Syria as key factors that drive anxiety amongst communities regarding returns. For Palestinian refugees from Syria (PRS), the much-rumoured financial offer for return adds to the confusing calculation on whether to return at this stage or not. For this group, uncertainties around the funding of the UNRWA compound anxieties.

It is vital, too, to underline ongoing anxieties of the host community, particularly youth. A 2016 study found that young and poor men were most concerned about economic competition with displaced Syrians. More than 500,000 youth in Lebanon are estimated to be 'at risk', most of whom live in already vulnerable areas where livelihoods opportunities are limited. This is having an impact on mental health, with over 50 per cent of Lebanese youth suffering from anxiety (SCARED rating > 30) and around 12 per cent of whom have suffered from depression.<sup>vii</sup> This issue exists across demographic groups and contributes to social instability in Lebanon, as it leads to rising healthcare demands and costs, loss of economic productivity, and experimentation with negative coping behaviours that affect community stability.<sup>viii</sup>

Recent studies also highlight this erosion of the social fabric in the most affected communities, where different demographic groups feel somewhat powerless to enact change in their communities, and are increasingly displaying competitive and adversarial attitudes in interpersonal relations – such as young Lebanese women in deprived areas such as Bekaa.<sup>ix</sup> While in some cases anxieties are focused on cultural differences such as different gender roles between communities,

tensions also revolve around the general divide between locals and foreigners, even when members of both communities share similar cultural and religious identities. Indeed, partners have also reported emerging intra-Syrian disputes and contestations over controls of market spaces, particularly in Baalbek-Hermel. Taken in sum, these findings point to a situation where, despite stability on the surface, underlying frustrations are growing in Lebanon with the protracted nature of the crisis.

Nevertheless, a resilient Lebanese society prevailed and withstood largely isolated attempts to foment intercommunal discord. Solidarity within communities – that is, intracommunal solidarity – and perceptions of safety overall remains high. 96 per cent of individuals, Syrian and Lebanese, feel safe in their communities during the day time, which constitutes an increase of eight percentage points when compared to May 2017.<sup>x</sup> Most importantly, this heightened sense of safety is evident amongst all demographic cohorts. Moreover, solidarity remains high with 94 per cent of people in Lebanon expressing that 'people in this area can be trusted', and 91 per cent of Syrians and Lebanese agreeing that Lebanese have been good hosts to displaced Syrians since 2011.<sup>xi</sup>

However, multiple challenges persist as the crisis protracts, starting with the impact of population pressure on the host community.<sup>xii</sup> In 56 cadastres the population has doubled in size, leaving the host population as a minority presence within their own administrative units. In a further 84 cadastres, the population has increased between 50 and 100 per cent.<sup>xiii</sup> A similar situation prevails in Palestinian camps and gatherings, where four out of five residents complain about the consequences of overcrowding in already dire living conditions.<sup>4</sup> Overcrowded living conditions, which is now experienced by 34 per cent of displaced Syrian households,<sup>xiv</sup> tend to affect women, girls and youth differently as privacy concerns are prevalent while for youth communal areas for recreational activities are vital for children and adolescents to remain active and interact with one another.

Associated with this risk is the already limited ability of municipalities to provide basic services to host and displaced populations and manage intercommunal relations, exacerbating pre-existing issues of service delivery faced by Lebanon before the Syria crisis.<sup>xv</sup> With more than 1,000 municipalities, 50 municipal unions, and 200 social development centres (SDCs) in Lebanon, local public institutions – working closely with civil society – are at the forefront of providing services and responding to the needs of all groups within their administrative units. In general, these institutions continue to command high levels of trust among Lebanese – and indeed among displaced Syrians, 74 per cent of whom believe that municipal authorities improve their lives: an increase of 8 percentage points on last year.<sup>5</sup>

(3) A recent assessment finds, 'municipal representatives mentioned the emergence of parallel markets, Lebanese and Syrians buy and sell to their own people'- Aktis (2018).

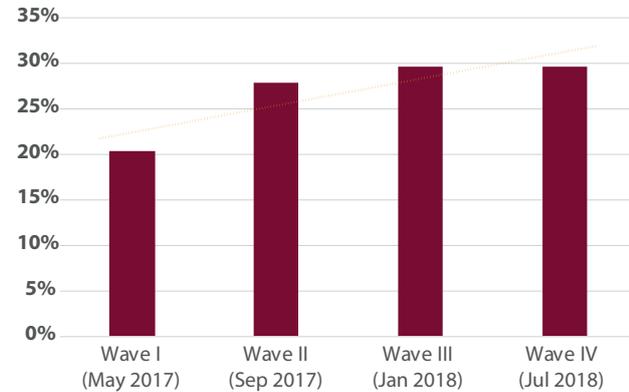
(4) UNRWA (2015), Survey on the Socio-Economic Status of Palestine refugees from Lebanon, and presentation of findings to LCRP workshop, 2016.

(5) A recent evaluation found that 'trust in the municipality as the main service provider has increased in all regions.' (Aktis Strategy (2018), *Endline Report, Lebanon Host Communities Support Project*).

However, this trust in municipalities is tried by the increased strain resulting from the crisis considering that municipalities were already under considerable pressure even before persons displaced from Syria arrived. Seventy per cent of municipalities were too small to provide basic services pre-crisis, 57 per cent lacked an administrative structure, and 40 per cent had only a single employee (often working on a part-time or voluntary basis).<sup>6, xvi</sup> While these structural issues remain, the protracted nature of the displacement of persons displaced from Syria is increasing the pressure on municipalities to deliver services, even compared to 2017. The trend that competition over services and utilities has grown by 13 percentage points from 23 in May 2017 to 36 per cent in July 2018, is reflective of qualitative reporting by Social Stability partners who have increasingly identified issues related to pollution and solid waste management as drivers of social discord. The lack of administrative capacity restricts local authorities' ability to address the profound demands of the crisis, with no sign that the responsibility of handling the massive influx of the displaced will shift away from their hands. Despite a doubling of infrastructure and security, municipalities' revenues have declined.<sup>xvii</sup> Social Stability support to deliver basic services and infrastructure projects have sought to fill this gap, though delivery on this outcome area has been plagued with delays, in part due to the bigger and more ambitious size of the projects.

Another pressing challenge is the need to address the security concerns of residents, particularly of women from both communities.<sup>xxii</sup> For Syrian women, harassment and physical assault is the primary cause of insecurity (Syrian men who experience insecurity primarily face harassment, arrest and community violence).<sup>7</sup>

### Verbal harassment reported by Syrians



Municipal police forces do exist and are in many cases effective first responders to incidents. In others, they require capacity building trainings to improve their professionalism so that communities trust them to defuse tensions. As the first responders, many municipal leaders prefer to introduce local police forces as a more effective way to address a perceived increase in security incidents, mediate disputes, and often request support to do so.<sup>xxiii</sup> Indeed, these responders need to be properly selected, trained, and integrated as part of a wider effort to maintain order, collaboration between different security institutions, and community policing.

While these efforts are vital, the number of measures imposed on displaced persons, including curfews, eviction notices, confiscations of IDs, and instances of irregular taxation, did not decrease.<sup>xxiv</sup> Evictions led by security forces have taken place, though the primary concern has been that municipal-led evictions have often not followed due process. These eviction notices handed out by municipalities - some without consultation with community members, nor with neighbouring municipalities where the site of secondary or tertiary displacement may occur - have proliferated. Positively, many of these notices have not materialised into the actual evictions being carried out and some violations have been dealt with responsibly by authorities.

The impact of these measures on social stability constitutes a risk. While municipalities may be seen as taking a strong proactive stance to contain displaced populations, the longer-term negative consequences of these measures need to be highlighted, alongside the evident infringement on rights that they present. Indeed, displaced Syrians are now less likely to engage local authorities than they were a year ago.<sup>xxv</sup> Instead

(7) See respectively Aktis Strategy (2016), *Impact Evaluation Report, Lebanon Host Communities Support Project*, VASyR 2018 preliminary findings on insecurity as well as UNDP (2016), *Between Local and Regional Entanglements, the Social Stability Context in Sahel Akkar*, on the consequences of harassment of females on social relations.

Public dissatisfaction with solid waste management is acute, with only around one third of Lebanese stating that waste removal services in their area are good.<sup>xviii</sup> Despite a 40 percent increase in expenditures for garbage collection by municipalities from 2011-2014, there is a widespread perception that the solid waste management situation is deteriorating.<sup>xix</sup> Even with the promising passage of a new Integrated Solid Waste Management (ISWM) Policy in January 2018 and a new solid waste management law in September 2018, local authorities are still facing several constraints to implement this policy. Notwithstanding the many efforts by SWM partners, structural issues remain as waste accumulation exceeds the national capacity to address it. Indeed, Lebanon continues to lack sufficient solid waste management facilities which has led to an increase in open unsanitary dumping of waste throughout the country, creating a public health and environmental crisis. Estimates indicate that there are nearly 900 open dumpsites scattered throughout the country.<sup>xx</sup> Solid waste is a major issue faced by displaced Syrians living in informal settlements: 27 per cent of those living in informal settlements do not benefit from municipal waste collection, generating a high risk to their and the host community's health as well as pollution of waterways.<sup>xxi</sup> This massive impact on already weak basic services, natural resources, and the general environment remains a priority concern for local residents, and can in turn generate intercommunal issues, such as in the case of the pollution of the Litani River, which is increasingly being reported by municipalities as generating tensions.

(6) Due to serious budgetary constraints, it was estimated that only 8 per cent of municipalities could provide all the core services.

of reporting violent incidents to the relevant bodies, displaced Syrians will tend more to self-censor their engagement with both Lebanese host communities and local authorities. Overall, this has resulted in a decrease in the frequency of intercommunal contact between displaced Syrians and Lebanese host community members as increasingly parallel, but separate lives co-exist even in the same localities. In the short term, this may result in greater senses of safety and security, and indeed lower rates of violent incidents, while being popular with host communities. Indeed, 94 per cent of Lebanese believe that some measures on foreigners' movements help to keep their areas safe.<sup>xxvi</sup> However, in the long-run, this trend poses a threat to trust building as negative misconceptions of the other community can proliferate if not countered by regular positive interactions. This likely trajectory is well evidenced by empirical evidence from other countries where prolonged segregation has led to deteriorating relations.<sup>xxvii</sup> The measures in Lebanon, therefore, point to a central concern for the Social Stability sector around how significant technical and capacity support to municipalities can also be translated to a more rights-based approach being adopted by these institutions to displaced populations and host communities.

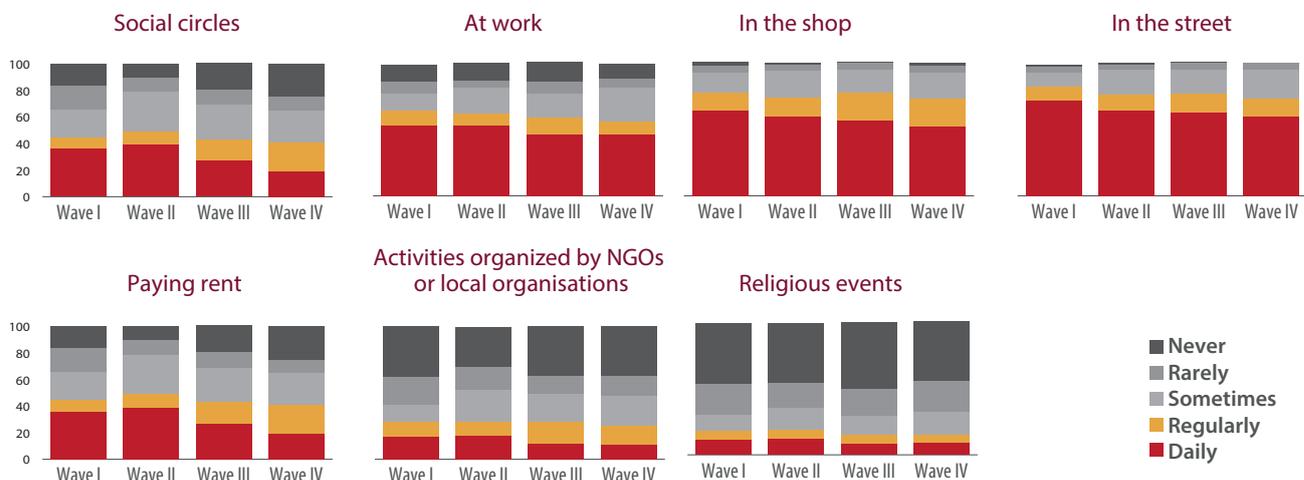
Finally, LCRP partners must also consider that their interventions are both shaping social dynamics and are being shaped by them. On the one hand, response partners are seen as a stabilizing force, as they provide humanitarian assistance to persons displaced from Syria, who are often spending the cash that they receive in Lebanese shops and are therefore seen as providing economic injections into an otherwise stagnant economy. Indeed, in a recent study, the impact of assistance was observed to be strongly linked with a reduction in three tension-related outcomes: refugee population pressure on services, propensity for negative collective action, and the quality of relations. Moreover, it was found that certain Social Stability interventions – namely, conflict dialogue mechanisms – coupled with other types of humanitarian assistance proved most effective in terms of reducing propensities for violence.<sup>xxviii</sup>

In other studies too, coupling softer components with support that addresses material drivers of tensions – such as infrastructure support – is needed if tensions are to be reduced sustainably.<sup>xxix</sup>

Municipal leaders are frustrated by the lack of consultation, understanding of local contexts and drivers of conflict by response partners, while many groups that are vulnerable to the threat of intercommunal violence, remain outside the scope of most targeting schemes. While studies have highlighted a correlation between vulnerability - as measured in the 251 most vulnerable cadastres - and the level of tension, the correlation is weak. This means that there are plenty of high-tension areas that fall outside of current targeting schemes where refugees and vulnerable host communities reside. This constitutes a conflict risk, demonstrated by the fact that the majority of respondents expressed that vulnerable Lebanese have been neglected in the international response, driving feelings of resentment towards providers of the assistance, as well as to the displaced communities themselves. These trends underline the importance of more sensitive programming by response partners to ensure that no harm – or at least less harm – is done through the response.<sup>xxx</sup>

Overall the sustained stability of the country is evidenced by the commitment and delivery of the multitude of stakeholders involved in the LCRP, particularly within the Social Stability sector, in addition to the communities themselves. Despite the underfunding that the sector continues to experience, the awareness of the pivotal role that social stability plays within the LCRP is becoming increasingly evident, with a near doubling of partners implementing dedicated social stability programmes compared to 2014.

Reinforcing municipal capacity to mitigate tensions has proven effective, with all municipalities identified as most vulnerable receiving support to identify their priority needs, and 262 projects worth more than US\$8 million implemented to address these. In parallel, 114 municipalities now have self-functioning dialogue and



conflict prevention mechanisms<sup>8</sup> to promote dialogue in areas most prone to social tensions. In addition, the sector will support municipalities by providing training, coaching and various resources to local police forces. Given that they are the first responders to community issues, it is imperative that officers act in a way that is sensitive to the needs of all communities, age and gender groups, while ensuring protection principles are practiced when engaging with vulnerable groups. As part of this initiative, the Ministry of Interior and Municipalities (MoIM) has issued new standard operating procedures and a code of conduct to ensure compliance of municipal police agents with the mission of serving and protecting the population. Sector partners will ensure that new standards are being implemented across all municipalities in Lebanon and will support the Internal Security Forces Academy to shape the municipal police training in line with these new imperatives.

At the same time, the sector has taken significant strides in ensuring a more conflict sensitive response overall. The Tensions Monitoring System, which brings Social Stability and Protection partners together to monitor and analyse risks of conflict is now generating useful and accessible data for the LCRP response. In addition, joint efforts with the Government through a tension task force are bearing fruit with key joint interventions that have resulted in tensions being quelled. Partners across all sectors of the response have also undergone conflict sensitivity and do no harm trainings, detailing their knowledge and capacity to implement programmes that are more contextually informed. Further trainings and other mainstreaming modalities will be explored in 2019 as a core activity of the Social Stability sector. All of this constitutes a sound basis of capacity and evidence for all partners to implement a successful strategy to minimize harm, prevent violent conflict and foster peaceful co-existence to preserve Lebanon's social stability in volatile times.

## Overall sector strategy

The overall objective of the Social Stability sector is to mitigate intercommunal tensions so that by 2020, peaceful co-existence will have prevailed and mechanisms are in place to prevent violent conflict. By establishing and supporting local and national mechanisms to address and mitigate existing or emerging drivers of tensions, the sector contributes to resilience building within the host community as well as bolstering governance and longer-term development.

The sector's strategy is built on the premise that other sectors' contributions to social stability need to be complemented by a dedicated set of interventions aimed at directly tackling both the causes and the manifestations of social tensions; projects that the delivery of humanitarian assistance or basic services

alone will not be enough to maintain social stability. Local institutions, the host community and displaced populations need to receive additional support to sustain the stability that has characterized host-displaced community relations thus far.<sup>9</sup> In particular, municipalities and other local service providers need to be empowered to provide services in a participatory, multi-stakeholder approach that promotes real gains towards development and stabilization, while ensuring that those actors conduct their activities in a rights-based manner that does not infringe on the rights of host communities and displaced persons, nor do harm to intercommunal relations between them.

As such, the Social Stability sector strategy primarily feeds into the fourth objective of the LCRP 2017-2020 by reinforcing Lebanon's economic, social and environmental stability. Given the sector's strong focus on support to municipalities, it is also contributing directly to the LCRP's third objective of supporting service provision through national systems, and indirectly to the first objective, by creating a favourable environment for the protection of vulnerable groups. In this way, the Social Stability strategy also serves Lebanon's longer-term development goals by contributing to Sustainable Development Goal 16.<sup>10</sup>

Building upon the preceding analysis, the sector strategy's **theory of change** is as follows:

4. If public service delivery, such as infrastructure and solid waste management, is improved in a participatory manner, then the legitimacy of public institutions - particularly municipalities - is strengthened and trust is built, then pressures on resources and services as key points of tensions are alleviated while social contracts between communities and the state are strengthened.
5. If local communities, municipalities and national institutions have the capacities to address sources of tensions through dialogue, then connectors can be strengthened, and dividers can be reduced to find common solutions to grievances and reduce propensities for violence.
6. If LCRP partners mainstream conflict sensitivity and do-no-harm approaches, and are provided with regular analysis on tensions, then LCRP partners can design and implement interventions that are sensitive to local contexts, minimizing harm and maximizing peacebuilding opportunities throughout the response.

To achieve these outcomes, the sector will be guided by a conflict prevention agenda. Effective and sustainable social stability outcomes will be achieved by strengthening municipalities in particular, alongside other local mechanisms and capacities such as social development centres, public spaces, associations,

(8) These conflict mitigation mechanisms are structures meeting on a regular basis to specifically address potential causes of conflict and tensions. They typically tend to be local committees linked to the municipality but can take different forms and be run or managed by local civil society groups.

(9) Local institutions primarily include municipalities, social development centres, as well as governors' offices where relevant.

(10) SDG 16: "Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels".

volunteers, youth, libraries and clubs, as key gateways to reaching the wider community in the most affected areas, as well as their link with the ministries - in particular the Ministry of Interior and Municipalities and the Ministry of Social Affairs.

The sector response plan for 2019 builds on the successful initiatives in supporting municipal services and delivering spaces for dialogue through 2016-17, while seeking to scale up its engagement in mainstreaming social stability and conflict sensitivity with other sectors of the LCRP. Working on a four-year timeframe has allowed the sector to emphasize the longer-term transformative element of its strategy, moving beyond quick impact interventions to address more structural governance issues at the local level and underlying drivers of tensions. Within the two remaining years of the strategy, the sector will aim at significantly improving municipal governance by strengthening central-local linkages, developing municipal-level capacities, investing in environmentally-friendly basic services, supporting the institutionalization of community policing, strengthening civil society capacity to build social stability, fostering positive dialogue spaces for communities, working with media to improve objective reporting on refugee issues, and empowering youth as positive change agents.

The sector will do so by increasingly ensuring that its efforts to support local authorities are coupled with institution-building efforts to promote decentralization and embed principles of conflict prevention in national systems, bolstering the sustainability of its local impact. This will mean, in particular, engaging with the Ministry of Social Affairs, Ministry of Interior and Municipalities and the Ministry of Education in their work with municipalities and other local governance structures. Efforts of the Social Stability sector are thus in line with key reference governmental documents related to the crisis, including the Government of Lebanon Stabilization Roadmap, the Lebanon Statement of Intent at the London conference and the Vision for Stabilization and Development in Lebanon of the 2018 Brussels conference, which all emphasize the need to support municipalities as the first responders to the crisis.

Looking ahead to 2019, the sector is considering several contextual risks that may negatively affect the state of social tensions. The first is the potential that the rate of return of displaced persons from Syria does not match the number of returns that are expected by some hosting communities and by segments of the media. If this occurs, there is a significant risk that host community frustration will rise further with the protracting of the displacement in Lebanon. Equally, if the rate of return does accelerate, momentum behind the returns process may grow, leading to inflated expectations of returns and further scepticism around the presence of displaced populations that have yet to return.

Finally, a major risk also lies in Lebanon's macroeconomic outlook. Given the significant proportion of the LCRP now being based on cash, a disruption to the value of the currency or a severe downturn in economic conditions

could put even more pressure on the perception of competition for jobs. Under all circumstances explained above, Social Stability support – both to address the material drivers of tensions and to tackle misperceptions and false narratives on the crisis in Lebanon – will be prepared to react substantively and promptly to any changes that may cause such disruptions.

There will be three key pillars of the sector's work in 2019. **The first is its work on supporting municipality level service delivery, as well as national and local Government institutions** to strengthen their capacity to maintain social stability in their respective communities in three ways. First, it will help local governments to conduct mapping and dialogue exercises to identify key changes, risks, and sources of tensions at the local level, ensuring participation of different vulnerable groups as categorised by age and gender as well as inclusion of persons with specific needs (PwSN) and lesbian, gay, bisexual, transgender and intersex (LGBTI) members of the community. In cases where the inclusion of these groups directly with local authorities or host communities is deemed unfeasible, alternative channels for their grievances will be established to ensure their participation in an ethical and dignified manner.

The Mechanisms for Stability and Resilience (MSR) and other similar participatory processes will be implemented that actively involve community stakeholders and Ministry of Social Affairs social development centre staff. These processes are indispensable both for identifying community priorities and for strengthening the links between municipalities, social development centre, and the people they serve to build trust. Special efforts will continue to be made to involve women and youth in these types of consultations given that they tend to be underrepresented in the institutions themselves. To mitigate this risk, 'safe spaces' where communities feel safe to share their feedback, will be considered by sector partners, as well as the potential for closed complaint and feedback mechanisms to feed into the inter-sector. At the same time, a new emphasis on at-risk men<sup>11</sup> will be made given their deepening precarity and their lower likelihood of possessing legal residency.<sup>xxxi</sup>

Second, social development centres will be strengthened through trainings and staff support to deliver important social and medical services to the local community. This will empower them to play a crucial role in reducing competition for resources, absorbing local tensions and, critically, providing assistance towards vulnerable Lebanese. Supporting long term capacity building within these institutions is essential to ensure the sustainable impact of the Social Stability sector as research has demonstrated that residents' trust in their local authorities is a key component of social stability.<sup>12</sup> Given the risk that staff members may have biases that marginalize certain groups, a commitment to a rights-

(11) This group refers to men, particularly young men, that are economically and socially marginalized, less likely to have legal residency, and are more vulnerable to risky or violent behaviors.

(12) The 2016 AKTIS report found that 'improving awareness and communication around service delivery is key to changing people's perceptions about the legitimacy of the municipality and [about] social stability' (AKTIS 2016, 9).

based approach to their work will be considered by sector partners to ensure inclusive participation.

Third, Social Stability partners will boost service delivery at the municipal level to alleviate resource pressure while also building public confidence that local officials are able to respond to their needs, thus contributing to supporting local social contracts. This will require enhancing meaningful access to services and ensuring that the diversity of needs – including along the lines of gender – is reflected in the selection of priority project interventions. In this way, the sector will directly feed into the LCRP's fourth impact, ensuring that vulnerable populations have equitable access to basic services (health, education, water, energy, solid waste, shelter and moving towards social safety nets) through national (public and private) systems as well as other service providers. Given the large number of municipalities in Lebanon and their limited resources, such activities will also target as a priority the level of clusters and Unions of Municipalities to facilitate economies of scale and planning of larger interventions. To mitigate against the risk of inter- or intra-communal tension as a result of service delivery support locations, sector partners will ensure that thorough context analyses and risk mitigation strategies are developed prior and during implementation.

The sector will also focus on improving integrated solid waste management practices including cleaning, collection, storage, treatment and disposal. Open, unsanitary and/or illegal dumpsites will be tackled either by transporting waste to environmentally sound waste management facilities or to an alternative safe site. The support will also include the training of municipalities and Unions of Municipalities based on the training programme to enhance environmental management developed by the Ministry of Environment and partners in 2018. This training targets municipal police, council members and municipal staff and covers key environmental responsibilities of local authorities in Lebanon. In urban areas as well as in Palestinian gatherings, Social Stability partners will join efforts of other sectors to focus on specific neighbourhoods in which the highest degrees of deprivation are concentrated. This support to local level institutions will be linked with increased support to key ministries' local crisis response capacities.<sup>13</sup> In this vein, ministries will be

supported to strengthen their information collection and analysis capacity, develop adequate guidelines and policies to guide and support the work of local institutions and initiate, in pilot locations, field level implementation.

In addition, the sector will support municipalities by providing training and resources to local police forces. Given that they are often the first responders to community issues, it is imperative that officers act in a way that is sensitive to the needs of all communities, age and gender groups, while ensuring protection principles are practiced when engaging with vulnerable groups. As part of this initiative, Ministry of Interior and Municipalities has undertaken extensive consultations to develop new standards and codes of conduct that have the support of mayors, civil society, community representatives and municipal police themselves. Partners will also support the Ministry of Social Affairs collaboration with local institutions and social development centres important role in furnishing community solidarity through the provision of social services including childcare and activities for the elderly.

The second pillar of the social stability strategy focuses on **strengthening local and municipal dialogue mechanisms and initiatives** to mediate disputes, build trust and thus improve intercommunal relations. To address the tensions described above, recent assessments show that residents themselves are keen to have better communication channels, not only between citizens and municipalities, but also between communities.<sup>xxxii, xxxiii</sup> This willingness to reach out to others is encouraging and should be strengthened. If no initiatives to improve community relations are put in place, the potential for tensions to escalate are significant, particularly as rumours are easily spread by media channels and proliferate through social media such as Facebook and Twitter. For this reason, training journalists and media students and engaging national, local and social media in defusing tensions through objective and balanced reporting is a key element of the sector's strategy.<sup>14</sup> Particularly focusing on localities where social tensions are high, partners with a longstanding presence in Lebanon and proven experience in conflict prevention programming will therefore continue to support local dialogue committees. These committees bring together community members, local authorities and civil society with different community, gender and age groups, to resolve disputes and share their concerns.<sup>15</sup> This will include provisions made to be inclusive of persons with specific needs and lesbian, gay, bisexual, transgender and intersex communities to ensure that their grievances are included and responded to, given that these groups face greater challenges in being accounted for in decision-making forums. In addition, staff will require

(14) In 2013, 34 Lebanese media outlets (newspaper, radio and TV stations) signed the Journalist Pact for Civil Peace in Lebanon. Social stability partners are monitoring the implementation of the pact by these outlets and organizing regular sessions between them.  
(15) The 2013 Lebanon Roadmap states that 'special attention will go to the establishment of local level peace building mechanisms to mitigate tensions developed in conflict-prone areas hosting Syrian refugees.'



East Zahr; Photo credit: UNDP, Rana Sweidan, 12/1/19

(13) This specifically includes the Ministries of Social Affairs, Interior and Municipalities, Environment, and the Presidency of the Council of Ministers.

further training on identifying sensitive protection cases in need of referral. Given the grievances of the host community, and the growing isolation of persons displaced from Syria, these mechanisms are an effective way of containing and ideally resolving tensions.

By meeting regularly and promoting dialogue, these committees foster local trust and solidarity, increase the outreach of municipalities, analyse drivers of tensions between and within local communities, identify risks of violence, discuss shared concerns, propose solutions, and alert authorities when needed. As 114 municipalities are now targeted by such community dialogue programmes, the focus of the sector for the next phase of the LCRP will be to ensure that these structures and initiatives are increasingly linked to existing institutions and systems such as municipalities, social development centres and local civil society organizations, so as to complement rather than duplicate formal structures and arrangements. In this way, the sector will build the capacities of local systems to address structural causes of conflict beyond the crisis timeframe thereby sustainably strengthening social stability in Lebanon.

These efforts will include specific programmes targeting youth, who are particularly vulnerable to social marginalization and violence, but also show the most interest in dialogue. Building on their capacities for peace and positive community change, the sector will create opportunities for participation and empowerment of Lebanese and non-Lebanese youth encouraging healthy lifestyles and active engagement in their communities. By participating in sports clubs, media activities, community service initiatives and cultural programmes amongst others, young women and men will build important social networks and friendships while also contributing positively to their communities. Social Stability partners will also provide diverse training initiatives to enable vulnerable youth to enhance their life and leadership skills. Importantly, these trainings should demonstrate clear pathways to mental health and psychosocial support initiatives for participants if identified by case workers of the Ministry of Social Affairs and other response partners. The sector will focus on implementing structured youth initiatives<sup>16</sup> in the most vulnerable localities and areas of high tension over the next two years to harvest the positive potential of youth to contribute to the development of their communities and become partners in bridging community divisions. While Lebanese youth will be the primary beneficiary of activities aimed at fostering civic engagement, in line with the National Youth Policy, but also the Ministry of Social Affairs' National Volunteer Service Programme, many of these initiatives will involve male and female youth volunteers from all communities to promote dialogue and address misperceptions.<sup>17</sup>

Finally, the third pillar of work is the sector's support to LCRP's contribution to social stability as a whole to

(16) Youth Initiatives are understood here as a set of activities (trainings, recreational/sport activities, or community campaign) implemented over time with the same group of youth to sustain their local engagement rather than isolated, one-off initiatives.

(17) Understood here strictly as unpaid volunteers, and not involved for political mobilization aims.

maximize their positive impact on social stability and minimize the adverse consequences of their interventions. It will achieve by continuing to provide guidance, analysis, and monitoring of qualitative and quantitative changes in social stability dynamics and intercommunal tensions, offering tailored recommendations at key entry points within the LCRP architecture. The sector is currently upgrading its Tensions Monitoring System, examining tensions through quantitative and qualitative data from both offline and online sources of information. In addition, analysing what types of programming results in the most positive changes in terms of reducing tensions will also be conducted in 2019, while further knowledge gaps exist on the inter-play between gender dynamics and social tensions, the impact of exogenous factors on tensions such as regional geopolitics, and the consequences of potential under-funding of humanitarian activities on the level of tensions. Analyses produced will ensure that protection concerns are accounted through all stages from data collection, analysis, to dissemination.

In addition, the sector will scale up the provision of conflict sensitivity and do-no-harm trainings to response partners so that they are able to incorporate findings into their strategy development, design and programming. 161 individuals from 72 organizations were trained in 2018 with 73 per cent of partners stating that they were 'very satisfied' with the trainings, while zero per cent reporting that they were unsatisfied. At the same time, most partners stated that their main recommendation for 2019 was 'more trainings'. Indeed, as the crisis protracts further, and difficult strategic decisions must be made with funding and targeting, adopting a conflict sensitive approach will become increasingly important. The plan for 2019 is to ensure that such an approach, equipped with robust do-no-harm tools and informed by detailed tension monitoring analysis, will be implemented in full by LCRP partners.

### Sector outcomes, outputs and indicators

The sector's overarching aim is to ensure that the impact of the crisis at the local level does not result in instability by strengthening municipalities, communities, systems, and institutions' ability to address potential sources of tensions, and prevent violent conflict within the response. The overall impact of the sector will therefore be measured by the level of tensions and the occurrence of incidents in targeted localities, as well as the extent to which disputes have been addressed in targeted municipalities.

#### **Outcome 1: Strengthen municipalities, national and local institutions' ability to alleviate resource pressure**

This contributes to the third (access to basic services) and fifth (social stability strengthened) impacts of the LCRP. This outcome represents the bulk of the appeal of the sector given its strong focus on investments in municipal and local services.

## Total sector needs and targets 2019

Population Cohort	Total Population in Need	Targeted Population	No. of Females	No. of Males	No. of Children (0-17)	No. of Adolescents (10-17)	No. of Youth (18-24)
Lebanese	1,500,000	1,005,000					
Displaced Syrians	1,500,000	942,337					
Palestinian Refugees from Syria	28,800	28,800					
Palestinian Refugees from Lebanon	180,000	180,000					
<b>GRAND TOTAL</b>	<b>3,208,800</b>	<b>2,156,137</b>					

Type of Institutions	Total	Targeted
Municipalities	over 1000	244 municipalities and 46 Unions
Hospitals		
Schools		
Water Establishments		
Social Development Centres	220	66
Central Ministries		6- MoSA, MoIM, PCM, MoE, CDR, OMSAR
Governor's Offices	7	7
District/Qaemaqam Offices	26	26
Security Forces		ISF and LAF

### Output 1.1. – Increased services based on participatory processes delivered at municipal level.

Partners will implement community support and basic services projects (e.g. water, rehabilitation of public spaces, public facilities, roads) with the municipality based on participatory processes to alleviate resource pressure.<sup>18</sup>

### Output 1.2. - Integrated solid waste management services provided

This output area will address the widespread concerns over solid waste management as a source of tensions. The full cycle of waste management will be taken into consideration based on an environmental and social approach when assistance is provided to municipalities, to ensure that sustainable and feasible solutions are designed and implemented. This also means that assistance should not be limited to sorting of waste or the provision of equipment but also involve the following: ensuring the availability and linkage to industries that would take the recycled material, building regional level facilities incorporating unions of municipalities, operationalizing capacity support for municipalities to run facilities as well as raising awareness and undertaking environmental impact assessments when needed.

### Output 1.3. - National Government institutions' capacity to support local crisis response strengthened

This output reflects the much-needed push towards decentralization and institution building, building on the progress achieved by central Government institutions at

the local level. This will mean supporting the ministries of Interior and Municipalities, Social Affairs and Education to support relevant institutions' responses at the local level: municipal planning and service provision (including solid waste and environmental protection), governors' offices and their units working on social stability.

### Output 1.4. – Municipal police capacity to ensure community security strengthened.

Training municipal police forces and ensuring that they have the necessary resources to perform their functions is key to ensuring local security. Scaling up community policing schemes in key municipalities in line with Ministry of Interior and Municipalities' codes of conduct and establishing the related management systems will not only prevent alternative security arrangements from taking hold, but also support the institutionalization of a new approach in Lebanon.

**Outcome 2: Strengthen municipal and local community capacity to foster dialogue and address sources of tensions** contributes to the fifth impact statement of the LCRP (social stability strengthened).

**Output 2.1. – Capacity development support provided to municipalities and local actors for dialogue and conflict prevention.** This output aims at strengthening local capacities for tension prevention, supporting activities to set up local community initiatives coordinated with the local authorities and focused on conflict prevention and dispute resolution. It will also enable national organisations to substantively contribute to local dialogue initiatives.

<sup>(18)</sup> Partners solely engaged in project implementation are supporting service delivery rather than social stability and should therefore do so directly under the relevant sectors.

**Output 2.2. - Youth enabled to positively engage and participate in their communities.** This output reflects the dedicated focus of the sector on youth, both to harvest their positive contribution to social stability but also to prevent their marginalization in the community. By engaging youth in activities which benefit the community while enhancing their skills, their communal belonging and role will be strengthened. While the focus on 'youth at risk' will tend to target primarily young men, other peacebuilding initiatives will ensure meaningful participation of all gender groups.

**Output 2.3. - National, local, and social media engaged in defusing tensions.** The sector will emphasise its media engagement given the media's influence on public perceptions of the impact of the Syrian crisis. Work to promote objective reporting, to counter fake news, and ensure that positive narratives are offered in the national discourse will serve to counter more hostile messaging often found in the media.

**Outcome 3: Enhance the LCRP's capacities on tensions monitoring and conflict sensitivity** contributes to the fifth impact statement of the LCRP (social stability strengthened).

**Output 3.1 - LCRP partners trained and provided with tensions monitoring analysis to enhance conflict sensitivity.** This output reflects the sector's efforts to inform the response with tensions monitoring analysis as well as dedicated training to ensure conflict sensitivity and do-no-harm. The sector has enhanced its analysis capacities in 2018 by triangulating multiple qualitative and quantitative data sources including quarterly perception surveys on social tensions and local tension mapping through the Social Stability Working Group and in other sectors. This analysis will link with further trainings on conflict sensitivity and do-no-harm to ensure that tools are provided for partners to make the best use of analysis in informing their programmes.

An emphasis will also be placed on sector partners to use the tools and the analysis themselves to conduct their own risk analyses so that their programmes are equipped with the necessary mitigation mechanisms if tensions escalate. Finally, the sector will also work to ensure more reactive and agile response to the data on tensions that it collects so that tensions can be alleviated early to prevent violent conflict.

### Identification of sector needs and targets at the individual/household, institutional and geographical level

There are three key dimensions to targeting that Social Stability partners will consider in 2019. First, Social stability interventions have typically targeted institutions and communities in vulnerable areas. However, new analysis has found that social tensions are only weakly correlated with vulnerability as defined in the 'Inter-Agency Vulnerability Map', which identifies the 251 most vulnerable cadastres. This means that, while in general the cadastres within the 251 – as measured by a

composite of socioeconomic, demographic and service access indicators - are generally more tense, there are many areas with high tensions that outside of the 251. In this sense, while the Inter-Agency Vulnerability Map will remain a key reference for the sector to identify cadastres where persons displaced from Syria and vulnerable Lebanese are concentrated, and where the ratio of displaced to host population is the highest, an additional layer of analysis that measures social tensions will be needed to ensure that high tension areas are addressed. This additional layer of analysis will be provided to partners in 2019 in the form of a detailed and frequently updated tension map, to support the targeting not just of the Social Stability sector, but of the broader response.

Second, to ensure that the sector delivers impact at scale and equivalent treatment of geographically and socially interconnected places, targeting will also increasingly apply a 'cluster approach'. The rationale of a cluster approach is that geographically linked areas which share common problems and a willingness to address them jointly should be targeted through shared projects by social stability partners. In fact, to develop sustainable solutions to their problems and ensure economies of scale, a cluster approach which engages surrounding municipalities is often indispensable. This is also confirmed by the stabilization survey, which demonstrated that the positive effects of intervention are in the aggregate, and that geographic targeting of assistance to the most-vulnerable areas is critical to maximize the impact of social stability programming.<sup>xxxv</sup>

Third, and in line with the sector's efforts to ensure protection concerns are accounted for, Social Stability partners will ensure that efforts are made to target marginalized individuals and individuals that are at a particularly high risk of violence. This will mean paying particular attention to representation of women and girls, PwSN and LGBTI, as well as youth and at-risk men. Active efforts will be undertaken for instance by partners holding separate sessions to account for the fact that barriers for their substantive engagement may exist in existing conflict dialogue initiatives, to ensure the views of these cohorts are accounted for.

### Mainstreaming of conflict sensitivity, gender, age, youth, protection and environment

**Conflict sensitivity:** Conflict sensitivity is core to the sector strategy. Interventions will be based on a thorough understanding of the context with a combination of rigorous tensions monitoring analysis and do no harm tools being applied by partners throughout their programme cycles. The sector partners will provide thought and skills leadership in this area by leading the implementation of a do no harm approach in the response. Conflict sensitive measures – including, but not limited to substantial support to vulnerable Lebanese populations – will characterize all interventions within

the sector, while partners will promote these practices with other sectors too.

**Protection & Accountability:** As articulated in the strategy, protection concerns will be fully mainstreamed into the sector's work. First, persons with specific needs and lesbian, gay, bisexual, transgender and intersex community members will continue to be included in all data collection and participatory planning mechanisms. In 2019, the sector will aim to reach a 10 per cent target across its different activities implemented, while accounting for specific protection threats that those populations face, such as cases of exploitation or neglect, that adversely affect the individual and potentially broader intercommunal relations. Specifically, for instance, accessibility issues for participants in participatory planning processes, as well as in the execution of public infrastructure and recreational/sports facilities, will be considered by sector partners.

The sector will ensure that emerging risks, particularly for vulnerable groups, are accounted for as part of the sector's ongoing work through constant analysis that will help to mitigate negative impacts on programming that may arise. Sustained efforts to revisit the risks, outlined in the sector's protection risk analysis throughout the year will be made. Reaching out to another vulnerable group – those with mental health and trauma issues – will be explored in 2019.

In addition, feedback and complaints will be fed back to sector coordination for action to ensure accountability. In 2018 the sector piloted the use of a WhatsApp survey tool, enabling direct engagement with beneficiaries of projects. In 2019 this modality will be explored as a potential channel for ongoing feedback, particularly from groups with specific needs, such as the illiterate, to understand their grievances, while additional measures to ensure participation of women – given their lower access to ICT – will also be made. Actions in response will ensure the beneficiary's safety and dignity at all stages.

**Gender:** Social Stability is striving to ensure inclusion and meaningful participation of different groups in the different forum and dialogue spaces it establishes. Ensuring active participation of at-risk young men, who have limited opportunities to express themselves and build social networks, particularly if they are displaced men from Syria who are less likely to be registered with UNHCR than compared to women and are more exposed to security controls that limit their interactions, will be vital.

Engaging women, too, in dialogue mechanisms will be key. So far, partners have managed to ensure that at least 30 per cent of participants to the various dialogue fora it establishes are women (reaching over 60 per cent for youth initiatives) and will build on these efforts to strive towards a 50 per cent target in the time-span of the current plan. Tensions can also have an important gender dimension (especially in terms of perception of safety, relationships with security forces, intercommunal

contact, etc.) which needs to be part of any analysis of social stability partners. Gender mainstreaming is systematically integrated into partners' interventions such as participatory planning and conflict analysis, or human rights training for security forces.

**Environment:** The primary environmental focus of the sector will be through solid waste management activities that seek to improve environmental conditions in localities to alleviate social tensions. The sector will increasingly benefit from the engagement of the Environmental Task Force on this matter, and to mainstream environmental considerations in other programmatic areas. This is particularly the case for the capacity support provided to municipalities, which need to be able to take environmental safeguards into account when planning for service delivery. Training, guidelines and capacity support will be provided to ensure that municipalities are able to implement these safeguards themselves.

Finally, tensions and pressure over natural resources such as land occupation and water are also common and will need to be mediated and addressed through the sector activities. Monitoring these issues will be a key component in the overall tensions monitoring analysis conducted to keep other partners working on these issues updated with analysis and guidance.

## Inter-sector linkages

**Protection:** Over the past several years, the Social Stability sector has established a strong, efficient link with the Protection sector. Recognizing the multiple areas of convergence between the two sectors, Social Stability will work even more closely with the Protection sector in 2019. Key areas of collaboration have already been identified, including; enhancing data and analysis sharing at local and national levels; examining the complementarity of conflict dialogue mechanisms (Social Stability) and community-based protection initiatives (Protection); exploring the alignment of mainstreaming initiatives; seeking partnerships in delivering on strengthening administrative institutions and access to justice programming; and jointly working on advocacy. Coordination particularly on support to local institutions including municipalities and social development centres in particular will be prioritised.



East Zahle; Photo credit: UNDP, Rana Swedan, 3/12/18

In 2018, the Social Stability and Protection sectors further deepened their collaboration through more systematic data sharing and analysis on tensions monitoring at the regional level as well as joint mapping of conflict mitigation and protection committees to create more synergies between these two mechanisms to promote the objectives of both sectors. This work is ongoing through regular joint meetings between representatives of both Core Groups.

Finally, links with mental health and psychosocial support, described below, will also include Protection actors given their expertise in the area.

**Education:** The Social Stability and Education sectors will seek to establish a link in peace education. Activities related to peace education in the formal education system which were previously implemented in the Social Stability sector will be hosted by the Education sector to ensure coherence.

**Shelter, Livelihoods & Water:** In 2019, the Social Stability sector will seek to engage in partnerships with Shelter, Livelihoods and Water, to test the feasibility of area-based approaches. This approach will be particularly suited to urban interventions in areas facing 'densification'. The objective will be to implement comprehensive, multi-sectoral interventions that address the reality that issues stemming from shelter, livelihoods and water tend to have spill-over effects in neighbouring localities. Social Stability, Livelihoods, Water, and Shelter partners offer the right combination of technical and general skills to effectively pilot this approach with a view to scaling up the approach if synergies are apparent.

**Water:** The sectors will continue maintaining close links on targeting. Regular meetings will be held to coordinate efforts with the Solid Waste Management Task Force, especially when coordinating solid waste activities in informal settlements. For other relevant service-related projects implemented by social stability partners, the Water sector will be proactively consulted to ensure that social stability interventions are complementing and filling the gaps of Water sector interventions. In addition, the Social Stability sector will support Water partners in incorporating criteria related to Social Stability in the prioritization of their interventions.

**Health & Protection:** Support to municipalities and the health centres to enhance inter-personal and dispute resolution skills will continue in 2019. This work will contribute towards strengthening local institutions' role in addressing social and health needs of communities, laying the foundation to support decentralization. As part of this support, a focus will be put on building linkages with the Health sector to promote mental health and trauma healing work with a peacebuilding objective in mind. For this, an emphasis will be placed on youth in this regard. Psycho-social support, alongside other forms of support such as cognitive behavioural therapy, to improve the mental wellbeing of those vulnerable will be explored to reduce vulnerability to risky or violent behaviours. Sector partners will work to strengthen

the communication between the respective ministries and social institutions in this regard, in turn enhancing service delivery and bolstering social stability.

**Other sectors:** More generally, the sector will maintain close links with other sectors working on employment, service delivery and infrastructure (Education, Health, Livelihoods, Food Security and particularly Energy and Water) to ensure that Social Stability basic services projects fill critical gaps not covered by other sectors. Close coordination with the Livelihoods sector is planned given the persistence of competition for lower skilled work being identified as the primary source of tension. Social Stability partners will continue to facilitate access to local institutions and municipalities for other sectors, as well as provide other sectors with the outcomes of participatory processes conducted at the municipal level to inform their targeting of interventions.

Finally, analysing the impact of assistance on the level of tensions will be a key analytical focus for Social Stability, offering useful lessons learnt for other sectors that seek to promote social stability.

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Children playing, Bekaa. Photo credit: UNDP, Rana Swedan, 10/1/2019

## Sector Logframe

**Outcome 1: Strengthen municipalities, national and local institutions' ability to alleviate resource pressure**

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of people reporting positive impact of municipalities on their lives	This indicator measures the legitimacy and effectiveness of municipal institutions through the perceptions of affected communities	Stabilization Survey	Percentage	Quarterly

Baseline Sep 2017	Result 2018	Target 2019	Target 2020
71%	Leb 81% Syr 74%	85%	85%

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of people living in vulnerable areas reporting competition for MUNICIPAL AND SOCIAL services and utilities as source of tension	This indicator measures how prominently 'competition for municipal and social services and utilities' feature as a source of tensions	Stabilization Survey	Percentage	Quarterly

Baseline Sep 2017	Result 2018	Target 2019	Target 2020
34%	Leb 39% Syr 24%	30%	25%

Indicator 3	Description	Means of Verification	Unit	Frequency
Percentage of people who feel that they can voice concern with authorities in case of dissatisfaction	the indicator measures accountability of local authorities	Stabilization survey	Percentage	Quarterly

Baseline Sep 2017	Result 2018	Target 2019	Target 2020
59%	Leb 37% Syr 46%	70%	70%

Indicator 4	Description	Means of Verification	Unit	Frequency
Percentage of Waste Diversion rate		Partners reporting and estimation of total solid waste generation in areas of interventions	Percentage	Quarterly

Baseline Sep 2017	Result 2018	Target 2019	Target 2020
		10-25%	10-25%

## Outcome 2: Strengthen municipal and local community capacity to foster dialogue and address sources of tensions and conflicts

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of people able to identify conflict resolution mechanisms/actors in their community they would turn to	The indicator measures whether a conflict resolution infrastructure exists at the local level through formal and informal institutions that local communities feel comfortable to turn to for dispute resolution as per the perceptions of affected communities	Stabilization Survey. Baseline: People identify at least one community institution/actor they would turn to in case of dispute. Baseline (religious authorities + municipal authorities + municipal police + community elders)	Percentage	Quarterly

Baseline Sep 2017	Result 2018	Target 2019	Target 2020
89%	Leb 82% Syr 75%	95%	95%

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of people identifying factors that could improve inter-community relationships	The indicator measures the percentage of people who identify 'factors of peace' that could help to improve relationships between Syrians and Lebanese thereby evincing a mindset geared towards cooperation and dialogue	Stabilization Survey. Baseline: 54.2% (i.e. the percentage of people who did not say 'nothing helps to improve relations')	Percentage	Quarterly

Baseline Sep 2017	Result 2018	Target 2019	Target 2020
54%	Leb 69% Syr 82%	45%	40%

Indicator 3	Description	Means of Verification	Unit	Frequency
of people displaying propensity for violence	The indicators measure propensity for violence	Stabilization survey	Percentage	Quarterly

Baseline Sep 2017	Result 2018	Target 2019	Target 2020
50%	Leb 78% Syr 49%		

## Outcome 3: Enhance LCRP capacities on early warning and conflict sensitivity

Indicator 1	Description	Means of Verification	Unit	Frequency
Proportion of LCRP partners reporting that they have their own mechanisms to ensure conflict sensitivity	Percentage of partners reporting reading and using conflict analysis material	Survey of Social Stability Partners <a href="https://docs.google.com/forms/d/1xCS5JaSlpJ8WICQw7IoYADwdvv-IQxP_rhiLQKTNnx0/edit#responses">https://docs.google.com/forms/d/1xCS5JaSlpJ8WICQw7IoYADwdvv-IQxP_rhiLQKTNnx0/edit#responses</a> (Q5 part 3)	Percentage	Yearly

Baseline Sep 2017	Result 2018	Target 2019	Target 2020
75%	46%	60%	65%

Indicator 2	Description	Means of Verification	Unit	Frequency
Number of LCRP sectors taking steps to ensure conflict sensitivity in their strategy and delivery of work plans	LCRP sectors (10 in total) that take steps/initiative to integrate social stability consideration in their work - i.e. by including specific activities related to tensions in their strategy or in the approach (targetting, training, SoPs, M&E framework etc...).	Sectors strategies and documents published on the interagency portal	Number	Yearly

Baseline Sep 2017	Result 2018	Target 2019	Target 2020
	5	6	9



## WATER SECTOR

### PEOPLE IN NEED



### PEOPLE TARGETED



### REQUIREMENTS(US\$)



### PARTNERS



### GENDER MARKER



### CONTACTS

**LEAD MINISTRY**  
Ministry of Energy & Water  
(MoEW)

Randa Nemer  
rnemer@cyberia.net.lb

**COORDINATING AGENCY**  
UNICEF

Olivier Thonet  
othonet@unicef.org

## SECTOR OUTCOMES

### Outcome #1 \$214 m

More vulnerable people in Lebanon are using safely managed drinking water and sanitation services whilst reducing health and environmental risks and improving water quality by increasing the proportion of wastewater that is safely treated.

#### Indicators

Percentage increase in proportion of population using safely managed drinking water services.

Percentage increase of boys, girls, women and men with appropriate hygiene knowledge, attitudes and practices.

Percentage increase in proportion of wastewater safely treated.

203

## POPULATION BREAKDOWN

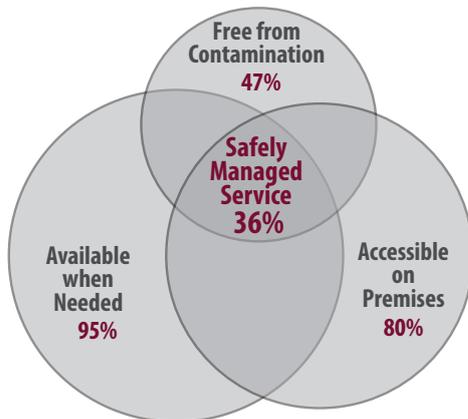
POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	51% Female	49% Male
 Lebanese	1,500,000	696,400	355,164	341,236
 Displaced Syrians	990,000	544,300	277,593	266,707
 Palestinian Refugees from Syria	20,161	17,300	8,823	8,477
 Palestinian Refugees from Lebanon	177,910	130,450	66,530	63,921

## Situation analysis and context

### Overview

The Water sector is unable to meet all the needs of the Lebanese and Palestinian populations in addition to the 1,500,000 displaced persons from Syria.<sup>1</sup> After seven years of bearing the unparalleled impact of the Syria crisis, preceded by decades of under-investment and civil war, the water and wastewater service systems are in a state of severe disrepair.

The pre-crisis level of service for wastewater management was dismal; only 8 per cent of all water consumed was treated before reaching the environment, well below the Middle East and North Africa (MENA) regional average of 32 per cent.<sup>2</sup> A more recent study highlighted that only three per cent of all Lebanon's sewage receives secondary (biological) treatment before finding its way into the local environment, including groundwater, streams and the coastline.<sup>3</sup>



Percentage of population in Lebanon using safely managed water with disaggregation by criteria (baseline for SDG 6.1 at a national level for Lebanon). The results clearly demonstrate that although supply is generally accessible (80 per cent) and available (95 per cent), the high faecal contamination levels (47 per cent free from contamination) make the water unsafe to drink and therefore compromise accessibility to safely managed drinking water supply. - WHO/UNICEF (2016), Joint Monitoring Programme Lebanon water quality survey.

Before the Syria crisis surface water resources were already largely exploited, groundwater resources were stressed mainly through private wells and over 50 per cent of networks were past their useful life leading to unaccounted-for water levels 13 per cent higher than world average.<sup>4</sup> The agriculture sector is a particularly important stressor, as it accounts for 61 per cent of total demand and is marked by outdated practices and inefficient systems.<sup>1</sup> Efforts to improve this situation by

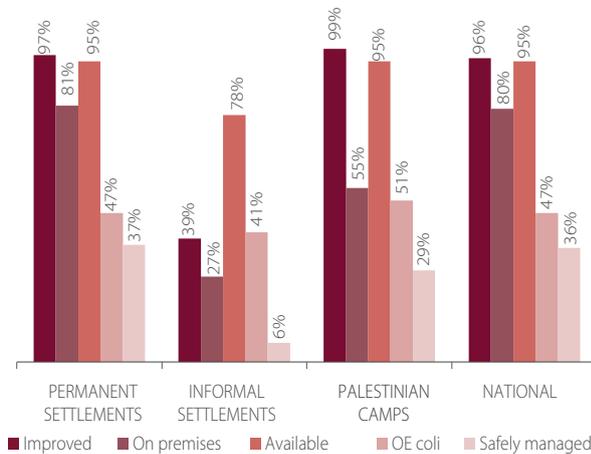
(1) Lebanon's 2011 population growth was assessed by the World Bank at a 1 per cent annual rate. From 2011 to 2016 Lebanon has experienced the equivalent of an annual population growth rate of 6 per cent, <http://data.un.org/CountryProfile.aspx?crName=LEBANON>. The Government of Lebanon estimates that between 2011 and 2015, the number of people inside Lebanon grew by 30 per cent.

(2) Ministry of Energy and Water (MoEW), National Water Sector Strategy (NWSS), (2010), Resolution No.2, date 09/03/2012

(3) UNICEF (2016), *Rapid Assessment for Large & Medium Scale Waste Water Treatment Plants across the Lebanese Territory*

(4) Unaccounted-for water (UFW) represents the difference between "net production" (the volume of water delivered into a network) and "consumption" (the volume of water that can be accounted for by legitimate consumption, whether metered or not). Lebanon's national average was 48 per cent against world average of 35 per cent. Ministry of Energy and Water (MoEW), National Water Sector Strategy (NWSS), (2010), Resolution No.2, date 09/03/2012

reducing system losses, to more efficiently meet the demands of the Lebanese population, have certainly been overshadowed by an almost 30 per cent increase in the total population due to the crisis. Only 36 per cent of this population, irrespective of nationality, is using safely managed drinking water services.<sup>ii</sup>



Percentage of population in Lebanon using safely managed water disaggregated by settlement (baseline for SDG 6.1 at a national level for Lebanon). The results clearly demonstrate that although Lebanon has a high proportion (96 per cent) of households accessing an improved water supply (except in informal settlements), and that supply is generally accessible (80 per cent) and available (95 per cent), the high faecal contamination levels (47 per cent free from contamination) make the water unsafe to drink and therefore compromise accessibility to safely managed drinking water supply. - WHO/UNICEF (2016), Joint Monitoring Programme Lebanon water quality survey.

This alarming water and sanitation situation is especially dangerous when compounded by poor hygiene knowledge, attitudes and practices (KAP) and vulnerable population groups are particularly at risk. A recently published national knowledge, attitudes and practices survey highlighted a mixed understanding of the most important ways to prevent disease transmissions and the most important times to wash hands during the day. Handwashing before eating is considered the most important whilst other practices, such as washing hands after going to the bathroom or after cleaning children disposal of diapers were not considered as important.<sup>5</sup> Hygiene promotion projects have been implemented since the beginning of the response but there is clearly still more work to do.

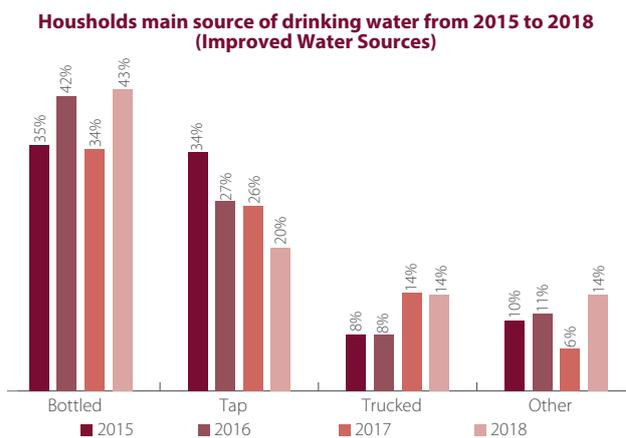
In 2010, the Government developed a national water sector strategy including an investment plan and strategic roadmap that set out necessary initiatives to improve the management of the sector, enhance the enabling environment and bring services to acceptable levels for a growing Lebanese population. Unfortunately, in the wake of the crisis, the focus necessarily switched from systems upgrading to addressing the emergency needs of the displaced persons and host communities.

Since 2013, after a large influx of refugees, successive Water sector response plans have aimed to avert

(5) UNICEF (2017), *Cross Sectoral Formative Research Knowledge, Attitude and Practice (KAP) Study*. Hand washing before eating was the most stated response to prevent disease transmissions at 69 per cent and the most important time to wash hands during the day at 73 per cent. Other practices received lower scores such as washing hands after going to the bathroom at 48 per cent and hand-washing after cleaning children/disposal of diapers to prevent disease transmission at 42 per cent.

WASH related disease outbreak, relieve degrading living conditions, mitigate the negative impact on the environment, alleviate social tensions, and support livelihoods of the affected population.

Supporting the most vulnerable who have no, or limited, access to basic water supply and sanitation continues to be a daily and costly challenge. An unintended side effect is the encouragement of more expensive parallel markets as opposed to supporting the cheaper public service systems. More critically, 63 per cent of the 291,163 people residing in informal settlements still rely on trucked water that is unregulated and often from illegal sources, while the rest meet needs from mostly unsafe wells or illegal network tapping.<sup>6</sup> The high cost of transporting water in trucks continues to consume a significant portion of diminishing funds such that in the last 12 months, approximately US\$12.1 million was spent.<sup>7</sup> This is less than the previous year resulting in minimum standards of water quantities for an individuals' basic needs not being met as partners have had to stretch their resources to ensure drinking and cooking needs and to shore up the increasing number of service gaps leaving households to use unsafe sources for domestic purposes.



There is a notable decrease in the reliance of public tap water by Syrian refugee households according to the VASyR data of the last four years. Use of bottled water, trucked water and boreholes (majority of 'Other') as main sources of drinking water is unfortunately increasing.

Wastewater is collected in informal settlements primarily in pits, holding tanks and septic tanks which require frequent desludging and trucking to the very limited number of wastewater treatment plants that can process it.<sup>8</sup> 69 per cent of people in informal settlements benefit from regular desludging services which, in the last 12 months, has cost approximately \$6.9 million.<sup>9</sup> Due to

funding constraints, approximately 13 per cent of the population in informal settlements is not benefiting from any desludging services which is leading to the contamination of lands and water bodies close to these settlements, creating major health risks for those living in informal settlements and host communities.<sup>10</sup> It should also be noted that a significant proportion of the collection facilities are pits which are either perforated and/or bottomless and therefore the wastewater infiltrates into the soil and can potentially contaminate the groundwater.<sup>11</sup>

As a consequence of dwindling family resources, the demand for humanitarian services continues to grow each year.<sup>12</sup> The poorest families that can no longer afford rent are moving into informal settlements which in turn increases the demand and the number of locations requiring support. The number of individuals residing in informal settlements has increased by 7 per cent since the same time last year and now consists of 19 per cent of all Syrian refugees.<sup>13</sup> The number of sites has increased by 13 per cent and the ongoing growth of informal settlements is significantly affecting ecosystems as well as agricultural and other non-residential land uses.<sup>14</sup>

Poor families are also moving out of residential buildings into non-residential shelters where 15 per cent of Syrian refugees now live, an increase of six per cent since the same time last year.<sup>15</sup> These shelters are often overcrowded and lack basic water and sanitation services. Only 63 per cent of Syrian refugees living in non-residential shelters have access to basic sanitation services, compared to 77 per cent in residential and 44 per cent in non-permanent shelters.<sup>16</sup>

The majority of the population live in residential buildings where many vulnerable households live in poor urban settlements, a high proportion being affected by intermittent and poor water and wastewater services, which has consequences for Lebanon's environmental health, economic wellbeing and stability.<sup>17</sup>

The ongoing presence of Syrian refugees and Palestinian refugees from Syria in the Palestine refugee camps and

(6) 53 per cent of individuals rely on trucked water provided by NGOs and 10 per cent purchase trucked water directly as a first source. Furthermore, only 7 per cent of all individuals, residing in 10 per cent of all informal settlements, benefit from safe on-site boreholes, wells, springs or networks. To be considered 'safe' requires that water meets the minimum drinking water standards of the water sector: <1cfu/100mL FC, <5 NTU Turbidity, <45mg/L Nitrate (WASH Assessment Platform (WAP) baseline, 2017). There are 291,163 individuals living in informal settlements (IAMP 55, September 2018).

(7) \$17 million was spent in 2017 on water trucking. The reduced amount is mainly attributed to lower levels of service provision but also increased cost efficiencies.

(8) Covered pits, cesspits, septic tanks and holding tanks make up 87 per cent of the facilities for discharging black water from 36,921 latrines (WAP Baseline).

(9) Desludging occurs at various frequencies in 45 per cent of all sites, accounting for 69 per cent of all individuals. The most common desludging frequency is monthly (WAP Baseline). \$8.6 million was spent in 2017 on desludging. The reduced amount can be attributed to lower desludging coverage as well as increased on-site treatment requiring less desludging.

(10) 13.3 per cent do not benefit from any desludging services and 12.9 per cent don't require desludging services, whilst for 4.9 per cent it is unknown (WAP Baseline).

(11) 29 per cent of latrines in informal settlements are connected to covered pits, 23 per cent to cesspits and 4 per cent to uncovered pits (WAP Baseline). Wastewater leaches into the soil from such pits even if they are regularly dislodged.

(12) 51 per cent of refugee households are below SMEB, a decrease of 7 per cent from last year. But debt per capita has increased to \$250 from \$227 last year (VASyR 2018); Incidence of poverty has risen by 6 per cent between 2011 and 2015, resulting in an additional number of households not being able to afford the minimum standards of living per month (Lebanon, Ministry of Social Affairs, NPTP, World Bank 2015).

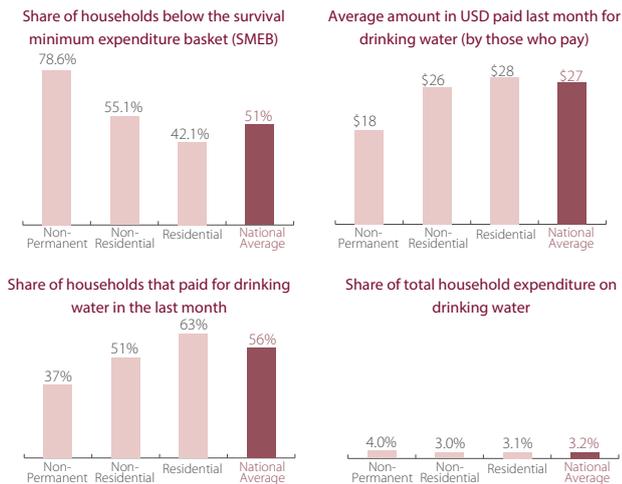
(13) 19 per cent of refugees living in non-permanent structures compared to 17 per cent last year (VASyR 2018).

(14) In September 2017, there were 272,000 individuals in 4,881 sites (IAMP43). In September 2018, there are now 291,163 individuals in 5,531 sites (IAMP55). A 13 per cent increase in the number of sites and a 7 per cent increase in the number of individuals.

(15) The non-residential shelter categories that house 15 per cent of Syrian refugees are: Factory, Workshop, Farm, Active construction site, Shop, Agricultural/engine/pump room, Warehouse, Hotel room, School (VASyR 2018).

(16) Basic sanitation service is considered as: an improved sanitation facility (flush toilets or improved pit latrines with cement slabs) not shared with another household. Non-permanent structures are tents and pre-fab units (VASyR 2018).

(17) A national exercise in 2015 correlating poverty data and UNHCR registration data identified 251 cadastres as particularly vulnerable – home to 87 per cent of displaced Syrians and Palestinian refugees, and 67 per cent of deprived Lebanese.



Syrian refugee households in Non-Permanent shelters spend the highest proportion of their income on drinking water at 4 per cent, whilst the average is 3.2 per cent (global norms are 2-4 per cent). 79 per cent of these households are living below SMEB (<\$2.9/p/d) and 37 per cent reported paying an average of \$18/month for drinking water. A similar trend is observed for hygiene items; Syrian refugee households in non-permanent shelters spend the highest proportion of their income on hygiene items at 5.6 per cent, whilst the average is 3.3 per cent (VASyR 2018).

Palestinian gatherings has drastically increased the stress on the water supply and wastewater systems.<sup>18</sup> Although several functioning water sources exist in the camps, the quantity of water provided is insufficient to meet the daily domestic requirements and, in some, is not potable due to high salinity, forcing residents to purchase water from private water suppliers within or near the camps. Wells are progressively drying up as seawater intrusion increases in coastal aquifers.<sup>19</sup> In gatherings access to water networks has improved during the past years but quality and continuity of water supply remain a challenge whilst 64 per cent of households are still reliant on bottled water.<sup>20</sup>

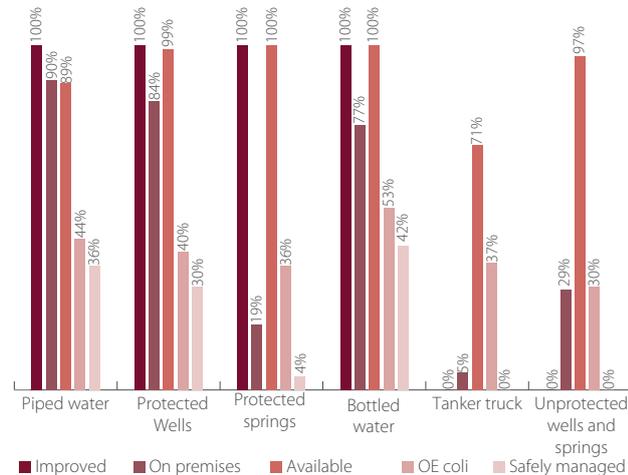
**Challenges and opportunities**

**Enabling environment:** The Government of Lebanon’s (GoL) water sector is undermined by a lack of resources, both financial and human. Regulatory, legislative and management initiatives set in the 2010 National Water Sector Strategy have not been realized, hampering the effectiveness of service delivery. Roles are unable to be assumed in accordance with the intended water sector reform with the consequence that investment planning, capital spending and service provision responsibilities are scattered among various Government authorities, notably the Ministry of Energy and Water and Water Establishments.<sup>iii</sup> In many cases unions of municipalities continue to invest in and manage water and wastewater systems as the water sector reform has not been fully realised.

(18) Eight per cent of the total population of Palestine refugee camps and Palestinian gatherings is Palestinian refugees from Syria and 13 per cent are Syrian according to the Lebanese-Palestinian Dialogue Committee (2017), Census in Palestinian Camps and Gatherings.  
 (19) UNRWA has had to increase the pumping hours of the water wells inside camps, and as a consequence some wells having dried up in Beddawi, and Burj Shemali. Salinity has increased in Naher El Bared and Beirut camps, for instance, the R.O. system in Mar Elias camp is no longer providing the designed quantity and quality of water.  
 (20) 25 per cent of households use tap water for drinking and 64 per cent of households periodically purchase potable water according to the results of a household survey carried out by UNDP in Palestinian Gatherings in 2017.

The lack of comprehensive quantifiable data on water and wastewater service deficiencies, as well as environmental health impact data, make it hard to prioritize and target, in line with the masterplans, the limited funds to ensure those who are most in need are benefiting. Finally, ensuring the interests are met of all stakeholders in the water sector requires that users assume their responsibility, such as paying for and not wasting water, which will not happen without good governance and systems to incentivize sustainable water resource management by all.

**Service delivery:** The water sector value chain is deficient in every stage: from water production (including protection and treatment) - where 70 per cent of Lebanon’s natural water sources are bacteriologically contaminated (up to 90 per cent in urban areas),<sup>21</sup> to transmission, storage and distribution – where even pre-crisis on average for two-thirds of a day water did not flow to households in summer time and tank storage was half what is considered standard;<sup>22</sup> to collection, treatment and safe disposal of the wastewater, – where many existing wastewater treatment plants lie dormant due to lack of connection to sewer networks, in addition to the lack of Water Establishment capacity to maintain and operate wastewater systems.



Percentage of Population in Lebanon using safely managed water disaggregated by supply mode (baseline for SDG 6.1 at a national level for Lebanon). High faecal contamination levels, across all supply modes, makes water unsafe to drink and therefore compromising accessibility to safely managed drinking water supply. The results clearly demonstrate the need to improve water quality for all supply modes. WHO/UNICEF (2016), Joint Monitoring Programme Lebanon Water Quality Survey.

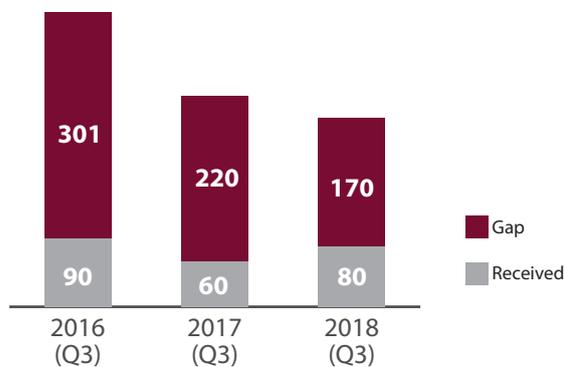
Making improvements to services that benefit the end user in a meaningful and sustainable way requires a holistic approach to the implementation of new projects, ensuring strengthened governance alongside investment in water infrastructure, incorporating improved monitoring of water quality and quantity, and acknowledging interactions between surface and groundwater resources. It should be noted that the level of (secondary) treatment capacity in Lebanon could be increased from 3 per cent up to 75 per cent, if

(21) 2010 NWSS  
 (22) Continuity of Water Supply Service, in 2009, was 7.6 hrs/day in high season and 13 hrs/day in low season. Average national tank storage time, in 2010, was 9.33 hrs, whilst standard practice is 12-24 hrs. 2010 NWSS

all existing wastewater treatment plants are upgraded, connected, powered and Water Establishment operation and maintenance capacity are provided.<sup>23</sup> However, connecting to treatment plants and ensuring their operation and maintenance requires significant financial resources.

By the end of September, the sector received \$80 million, only 32 per cent of the 2018 appeal, most of it coming in the third quarter. For the majority of the year, the sector has been severely underfunded and projects providing sustainable solutions and addressing stabilisation requirements have been deprioritised in favour of ensuring humanitarian needs are met which currently involves wasteful trucking operations.

#### Water sector funding (in million US\$)



Source: Inter-Agency Financial Tracking

Funding trend for the water sector from 2016-2018. 2016 appeal includes energy and environment. Data as at end of September (3rd quarter) for each year.

**Hygiene, awareness and responsible use of water services:** Promoting ownership and stewardship in water management is essential alongside principles of user-pays to encourage better behaviours and practices. This assumes and requires a reciprocal level of service delivery from the responsible authorities to provide access to safely managed water and sanitation, mitigating WASH related diseases whilst protecting the environment and safeguarding resources. A practical application of this principle is the promotion of water demand management measures through the installation of water meters and application of a volumetric water tariff, which the relevant authorities have begun to implement, often with support from Water sector partners.

However, with long-standing and severe shortcomings in public service provision, particularly in coverage and reliability of service, much of Lebanon's population (and humanitarian agencies) have adopted coping mechanisms which are unsustainable and damaging. The Ministry of Energy and Water estimates that at least 55,000 - 60,000 unlicensed wells have been dug over the past few decades. Furthermore, with urban sprawl unchecked, up to 40 per cent of untreated wastewater is disposed of through makeshift, unregulated cesspits or perforated tanks, while piped sewage is predominately

(23) UNICEF (2016), *Rapid Assessment for Large & Medium Scale Waste Water Treatment Plants across the Lebanese Territory*.

disposed of in waterbodies. Similarly, displaced persons from Syria as well as vulnerable Lebanese living in informal settlements, both tented and (peri-) urban, have become dependent on relatively expensive bottled water, water trucking and desludging services.<sup>24</sup>

Due to a lack of access to safe sanitation and means for personal hygiene, women and adolescent girls face risks to health, protection and dignity, especially when living in informal settlements or substandard shelters. Increasing access to appropriate hygiene items remains important but more critical is elevating the knowledge on appropriate hygiene practices, particularly around menstrual hygiene management.<sup>25</sup>

**Vicious cycle:** Humanitarian agencies have largely subsidized unsustainable services, especially in informal settlements, in hope of mitigating the likely impacts of unsafe water and wastewater management. While this may help mitigate risks in public health, social tension, and economic security, it has had the unintended consequence of further expanding (both in size and cost of service) parallel markets, as well as creating dependencies which strain aid budgets, limiting, in turn, the realization of investments in stabilization. Efforts to introduce more sustainable solutions to water and wastewater management in informal settlements have so far been limited, curtailed by chronic underfunding. As a result, the sector is far behind schedule on transitioning from emergency humanitarian response to stabilization and recovery, leaving a visible gap in achievement of intended outcomes for the wider vulnerable population, both refugee and host.

#### Progress in 2018:

**Governance:** Through a collaborative effort between the Ministries of Education and Higher Education, Public Health, Social Affairs, the World Health Organization (WHO), the United Nations Children's Fund (UNICEF) and the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), a national water quality and WASH census was completed for 2,035 public institutions. This involved measuring the level of WASH services against the 2030 Sustainable Development Goals for Public schools, Primary Healthcare Centres (PHCs), Social Development Centres (SDCs), Childcare centres and UNRWA schools and clinics. The resulting data allows prioritisation and targeting of WASH rehabilitation works in these institutions as well as the integration of WASH parameters in national accreditation and standards and the development of monitoring tools and cost estimates per cohort.<sup>iv</sup>

Furthermore, in cooperation with the Ministry of Education and Higher Education a national health education package for schools was developed. This

(24) The reliance on bottled mineral water as a drinking water source increased 9 per cent since 2017 to 43 per cent of all Syrian refugees, whilst there was a 6 per cent decrease to 21 per cent of all household members who are accessing water from the public network (VASyR 2018).

(25) In all domains, female respondents report that they abstain from showering and bathing during the first days of menstruation. Some even refrain from showering and bathing for the entire period. The recommendation is to conduct an awareness campaign that demystifies what menstruation is and debunks myths surrounding the period (UNICEF KAP Study, 2017).

will sensitize future generations on adequate WASH practices, contributing to the sustainability of today's interventions and adoption of responsible behaviour, while asserting the role of education in improving social norms and practices.

The Ministry of Energy and Water launched the "National Guideline for Rainwater Harvesting Systems" which is a part of the 2010 National Water Sector Strategy. The guideline aims to improve water governance in Lebanon as a means of preserving the country's water resources and contributing to the UN 2030 agenda of the Sustainable Development Goals, mainly Goal number 6 which commits the world to ensuring that everyone has access to safe water by 2030.

Parliament has finally ratified Law 77, the new Water Code, that allows the private sector to build and run public water utilities. Public utilities for potable water, wastewater, and irrigation can now be run through Build-Operate-Transfer or Design-Build-Operate-Transfer contracts that have a maximum period of 30 years. Law 77 also establishes a 'water registry' (an inventory of all water input and output), calls for the development of a national water authority (to play a consultative role in establishing national policy for water projects, guidelines, and reports about work progress) and sets out guidelines for the establishment of a 'water police' that monitors violations, protects resources, and keeps factories and companies in check.

Other key initiatives have been delayed due to limited capacity, including; reviewing and updating the National Water Sector Strategy (NWSS),<sup>26</sup> designing and implementing a comprehensive surface and groundwater quality monitoring plan, and developing action plans for implementation of immediate priority needs of each of the four Water Establishments based on the various water and wastewater masterplans and in accordance with the updated National Water Sector Strategy.

**Service delivery:** Thus far in 2018, over 23 organizations have collectively contributed and undertaken projects benefiting 456,627 people, 29 per cent of the overall target, of which 39 per cent were Lebanese, with some improvements in water and sanitation services.<sup>27</sup> The outcome for the end user of these improvements to service delivery has been an increase to their daily water quantity or improvement to the quality of water or a more continuous and reliable flow of water to their premises. However, these same people still lack, in most cases, access to safely managed water since this requires the water to not only be accessible, but also safe and available when needed. Furthermore, the stabilization interventions that predominately focused on improving water supply systems, from production to storage and distribution, as well as supporting resource and service management have been, in 2018, partly through funds carried over from previous years. The capacity to scale-up

stabilization efforts has been limited by the prioritization of critical humanitarian activities, particularly due to the challenges in securing funds over the last year.

With regards to Palestinian refugee camps, several major infrastructure projects improving and rehabilitating water supply (water wells, tanks, extension of networks) and wastewater networks were completed to improve access to key services. A comprehensive Response Plan was also developed to implement UNRWA's Environmental Health Strategy and consists of the recommended technical interventions, new construction projects, rehabilitation of initiatives and all required resources to improve the environmental infrastructure and environmental health of the Palestinian refugees and others living inside the camps.<sup>28</sup>

Partners provided some level of WASH support to 79 per cent<sup>29</sup> of people residing in informal settlements; this includes the provision of water storage containers and water points, delivery of trucked potable water, installation of latrines, implementation and desludging of wastewater systems, and hygiene promotion.

With respect to reducing the overall water trucking costs in informal settlements, a feasibility study was completed targeting 20 municipalities where the most amount of funds are spent to deliver trucked water. Analysis was conducted to determine whether ground water resources could and should be further exploited to provide for the additional demands of Syrian refugees. As a consequence, four projects were initiated to augment the water supply systems for a number of municipalities. It is anticipated that public water points would then be established that could be used by both Lebanese and Syrian refugees in informal settlements without compromising the host community needs now and in the future. Further to this, partners have, through collective bargaining, lowered trucking rates in certain areas,<sup>30</sup> trialled water treatment units for water sources that are on or adjacent to highly populated sites, and piloted the provision of unconditional cash assistance in other areas. Each of these initiatives have reduced overall costs of water service provision in informal settlements with the potential for application in other suitable sites.

Slow progress has been made to increase the number of latrines so that households do not have to share, which is essential to achieving a basic sanitation service level and improving refugees' health and dignity.<sup>31</sup> To mitigate environmental health concerns of those inside informal settlements and surrounding host communities, a few temporary multi-stage onsite wastewater treatment systems have been piloted in specific suitable sites so far, and several partners have completed the planning and design phases to be able to implement such systems in

(28) UNRWA's Response Plan for 2018-2021 is based on a detailed inventory and needs assessment covering the sectors of land, habitat, water, sanitation, energy and air. It follows on from the five-year Environmental Health Strategy for Palestinian camps (2016-2021).

(29) 229,681 out of 291,163 are benefiting from regular WASH activities in Informal Settlements (WAP 3W October 2018).

(30) The average unit water trucking rate has been reduced from \$4.66/m3 in 2016 to \$3.98/m3 in 2018.

(31) Total average of individuals per latrine = 7.7 individuals/latrine (WAP Baseline and IAMP data), the sector minimum standard has been maximum of 15 individuals/latrine.

(26) The National Water Sector Strategy is intended to be reviewed and updated to reflect any progress in accordance with its strategic roadmap whilst accounting for the additional load on systems from a 30 per cent increase in population due to the Syria crisis.

(27) Activity Info reporting against Water sector results framework as at 30 September 2018.

many more sites. These initiatives follow the approval, in the first quarter of 2017, by the Ministry of Energy and Water, to implement such temporary and removable systems in suitable informal settlements in accordance with findings of the strategic study conducted in December 2016 for providing wastewater services.<sup>32</sup> These advances are also critical in reducing tensions with hosting communities, however their implementation requires significant capital investment, financial visibility, and time to plan, design and construct. One pilot project benefiting 700 people is on track to return the initial investment in less than two years.<sup>33</sup> Unfortunately, with the serious lack of funding and visibility over the last year, most on-site treatment initiatives remain on paper. Partners instead have had to direct the limited available funds to essential desludging services to mitigate environmental health risks. Gaps have been inevitable and numerous complaints have been raised to the Ministry of Environment by municipalities.<sup>v</sup>

At the end of 2017, an intensive assessment exercise was completed by sector partners through the WASH Assessment Platform (WAP) providing a detailed baseline of WASH data of all Informal Settlements.<sup>34</sup> During the last year, this WASH Assessment Platform tool has been further refined and an end-line WASH Assessment Platform assessment will be completed before the end of 2018 providing even more accurate data of 5,500 sites for all partners. The WASH Assessment Platform tool enables sector partners to ensure that the most critical and urgent WASH needs are met, reducing the risk of WASH related disease and negative environmental impact, by prioritising the most vulnerable sites and tailoring their WASH response in any site in a more systematic and harmonised manner.

**Hygiene, awareness and responsible use of water services:** Hygiene and awareness promotion programmes aimed to incentivize health protection and environmentally-friendly resource management have reached about a quarter of the sector targets: at the end of September 2018, 44 per cent of targeted individuals had benefited from WASH behaviour change sessions and 66 per cent of those targeted had adopted three key safe WASH practices.<sup>35</sup> A key part of this programme targeted Lebanese citizens as well, to boost acceptance of water metering, promote water conservation and encourage them to engage more actively with service providers. However, so far only 150 additional households were connected and paying for their subscriptions to Water Establishments (WEs) service by the end of August but

(32) Gert de Bruijne, Ghada Zeidan and Jan Spit Haastrecht and Delft, December 2016, *Provision of wastewater services at Informal Settlements in Lebanon*.

(33) To avoid further risk of groundwater contamination an on-site treatment system was implemented in a large informal settlement in Marj El Koch. Similar systems have been piloted in a few other large sites.

(34) In 2017 the sector developed a prioritisation and targeting approach built around an online, interactive live GIS database called the WASH Assessment Platform (WAP). Using an agreed set of criteria, across five priority domains; water, sanitation, solid waste, social and environment and including cross-cutting protection, economic and social stability proxy indicators, the system determines, through a weighted scoring system, which informal settlements are the most WASH vulnerable and what specific factors contribute to this vulnerability, enabling sector partners to meet the most critical and urgent WASH needs. Data is collected through 100+ questions and observations, as well as water quality testing of sources on all sites.

(35) Three key safe WASH practices: 1) using hygienic latrine, 2) drinking safe water, and 3) knowing 3 out of 5 critical times for hand washing.

this number is expected to increase significantly at end of year.

The recently published national Knowledge, Attitudes and Practices study has increased the attention on the software side of WASH programming and should facilitate better targeting of investments to promote responsible practices and behaviours whilst providing a baseline for monitoring change over the next few years. Of particular note, is the focus on awareness campaigns that demystify what menstruation is and promote menstrual hygiene management.<sup>vi</sup>

The communications strategy is in its second year of implementation to help transform the water establishments of Bekaa, South and North into 'customer-centric' public establishments.<sup>36</sup> Developed with and for them, it is fostering trust between the customers and the service provider, supporting and strengthening the participation of local communities in improving water and sanitation management and building permanent, efficient and well-functioning communications and customer relations systems within each establishment.

Sector partners are also increasing their engagement in social or community related initiatives, including: Knowledge, Attitudes and Practices surveys on public service usage, expenditure and willingness to pay, supporting water establishment updating and geo-reference of their customers, undertaking subscription campaigns to promote renewal or new subscriptions, and conducting awareness campaigns on water conservation, water meters, right to service and duty to pay.<sup>37</sup>

#### **Contribution to LCRP objectives:**

The Water sector contributes to **protection of vulnerable populations** through tailored WASH services for people with specific needs, such as persons with disabilities, elderly persons and women and children.

The Water sector has provided **immediate assistance to vulnerable populations** through humanitarian WASH activities during evictions, influxes and other emergencies of displaced persons from Syria. Its activities mitigate WASH related disease outbreaks and ensure immediate and temporary service delivery in informal settlements, collective shelters, substandard dwellings, and Palestinian camps and gatherings.

The Water sector **supports service provision through national improvements** to water and wastewater systems that are primarily managed by the water establishments. It also supports the Ministry of Energy and Water's planning and implementation, monitoring and management processes.

(36) Commenced in 2017 this initiative is supporting the development of customer-centric public water authorities by building permanent, efficient and well-functioning communications and customer relations systems within these sub-national establishments. Through applying industry standards and best practices this initiative aims to transform water establishments from being conservative, silent and reactive to become pro-active, open, and transparent in dealing with their stakeholders, whilst at the same time, increasing the level of stakeholders' knowledge about their rights and duties.

(37) Customer geo-reference, subscriptions and payments remain major challenges for water establishments in the North, Bekaa and South due to lack of capacity, thus support of sector partners has been welcomed.

The Water sector is **reinforcing Lebanon's economic, social and environmental stability** through projects that: 1) support livelihoods by generating construction related jobs for displaced Syrians as well as the host community, benefiting the most affected communities and boosting their economy by engaging the private sector; 2) increase service levels for all in underserved communities where conflict has flared over scarce resources, thus alleviating social tensions, and 3) mitigating negative environmental consequences through improvements to the management of wastewater, protection of water sources, and treatment of water supply.

## Overall sector strategy

Lebanon's pre-crisis National Water Sector Strategy is seven years behind schedule. Instead of making measurable progress on reforms to management and infrastructure, or rolling out nationwide incentives for responsible use, this sector has had to run merely to keep pace with growing needs.

### A four-year vision

This is an opportunity to balance and reconfigure a sector so vital to Lebanon's social wellbeing and economic stability. By 2020, vulnerable people in Lebanon - irrespective of their shelter type - should be able to access safe water for drinking that is sufficiently and sustainably supplied. At the same time, the health and economic costs of environmental degradation from unsafe wastewater management should also be significantly reduced.

This goal can only be reached through three complementary and equally critical measures:

1. Implementing approved national solutions for cost-effective servicing of informal settlements;
2. Enhancing Lebanon's capacities to deliver reliable water quality as well as quantity, nationwide and in areas of greatest vulnerability; and
3. Investing heavily in wastewater management, to mitigate health and environmental risks.

To achieve this, the sector response aims to drive measurable changes on three key levels.

At the institutional and policy level, the sector will aim to fill policy and legislative gaps, empowering the water establishments and enabling the Ministry of Energy and Water to launch a long-delayed strategy to monitor water quality. This is the first step to helping the Government and communities make better use of resources. The sector will continue to develop a stronger evidence base for water investments, to be able to address more effectively WASH-related vulnerabilities of displaced Syrians, host communities and Palestinian refugees, whilst accounting for related social, economic and environmental health vulnerabilities and aligning

with developments of an LCRP vulnerability framework.

At the service delivery level, the response will increase the efficiency in supporting humanitarian water and sanitation needs of displaced persons from Syria without access to public systems and rehabilitate and extend the outdated water infrastructure that serves host communities. As part of the support programme for host communities, the response will aim to build the capacity of water establishments to recover costs through appropriate tariff systems and deliver a higher standard of service that ensures better quality, quantity and improved operation and maintenance.

At the community level, the response will aim to empower displaced Syrians and vulnerable host communities to change behaviours that damage their health, their environment and undermine water security, and participate more actively in planning to identify solutions for their water and wastewater needs.

### Overarching objective

The main objective of the Water sector is to increase the proportion of people in Lebanon using safely managed drinking water and sanitation services, targeting the most vulnerable irrespective of age, gender or nationality at the same time reducing health and environmental risks and improving water quality by increasing the proportion of wastewater that is safely treated.

Through this objective the sector will continue to contribute to the:

- **Protection of vulnerable populations** by ensuring these services are accessible universally and equitably, and by reducing these risks for the benefit of everyone regardless of income, sex, age, race, ethnicity, migratory status, disability and geographic location. (LCRP Objective 1)
- **Immediate assistance to vulnerable populations** by ensuring that all men and women, in particular the poor and the vulnerable, have equitable access to drinking water, sanitation and hygiene at a basic level of service. (Sustainable Development Goal (SDG) 1.4 and LCRP Objective 2)
- **Strengthening of national systems** to deliver services that ensure universal and equitable access to safe and affordable drinking water for all and access to adequate and equitable sanitation and hygiene for all by building capacities of Ministry of Energy and Water and water establishments to fulfil their respective responsibilities and promoting private sector, NGO and civil society participation and partnerships (Sustainable Development Goals 6.1 and 6.2 and LCRP Objective 3)
- **Reinforcing of Lebanon's economic, social and environmental stability** by improving cost recovery for water supply systems and generating construction related jobs easing economic stresses; by ensuring equitable access to services and reducing inefficiencies and losses to optimise use of

water resources alleviating social tensions; and by mitigating negative environmental consequences through improvements to management and treatment of wastewater and protection of water resources. (LCRP Objective 4)

### Determinants of results

Achieving the overarching objective requires affecting positive change in three inter-related domains each consisting of several determinants (the desired outcome can be either impeded or supported by these determinants):

#### Enabling environment (the social, political, budgetary, and institutional determinants necessary to achieve results)

- Adequacy of relevant laws and policies, with attention to sustainability and cost recovery;
- Securing, allocation and disbursing of required resources;
- Reinforcing and strengthening of roles and accountabilities and mechanisms for coordination and partnerships;<sup>38</sup> and
- Appropriateness of widely followed social rules of behaviour.<sup>39</sup>

#### Supply and quality of services (actual operational capacity of the relevant institutions, actors and systems accountable for the provision of services, promotion of practices and behaviours in compliance with minimum standards)

- Ensuring availability of adequate and essential materials required to deliver services or adopt practices;<sup>40</sup>
- Physical access of targeted population to adequately staffed services, facilities and information; and
- Adherence to required quality standards (national or international norms).

#### Demand (the geographic, financial, social and cultural factors that facilitate the target population from benefiting from the services, facilities, systems or desired practices)

- Aptness of individual/community beliefs, awareness, behaviours, practices, attitudes;<sup>41</sup>
- Affordability of direct and indirect costs for service/practices; and

(38) This includes reinforcing and strengthening of roles and accountabilities of the Ministry of Energy and Water compared to those of the water establishments in accordance with the water sector reform outlined in the National Water Sector Strategy. It also covers mechanisms for coordination between stakeholders including authorities, other ministries, donors, UN, NGOs, etc.; and mechanisms for partnerships with private sector, donors, UN, etc. which are strengthened for example through human and material resources.

(39) This means social rules of behavior which are mainly driven by social pressure such as individuals sourcing their own water through private wells or bottled water, or individuals using water wastefully or not paying for public water.

(40) Materials include network assets such as pipes, valves, pumps, reservoirs, treatment plants as well as equipment and tools for operation and management.

(41) This includes individual beliefs and practices of both providers and populations. For example, women, regardless of nationality, not bathing during first few days of menstruation as revealed by the recently undertaken UNICEF 2017 Knowledge, Attitudes and Practices Study.

- Full, adequate and continued use of public services and adoption of practices.<sup>42</sup>

The Water sector strategy is guided by the broader strategies and plans of the Government of Lebanon, primarily through the National Water Sector Strategy (Ministry of Energy and Water, 2010) and the Wastewater Strategy (Ministry of Energy and Water, 2010). It should be noted that the National Water Sector Strategy is planned to be reviewed to account for any progress since 2010, whilst the sector has had to cope with the unexpected additional demand and load of 1.5 million people or 30 per cent increase in population.

The strategy aligns with Lebanon's efforts to meet obligations under Sustainable Development Goals 1, 2, 3, 4, 6 and 11 of the 2030 Agenda for Sustainable Development, in particular Sustainable Development Goal 6 which is to ensure availability and sustainable management of water and sanitation for all. It should be noted that Lebanon is one of the first countries in the world, through the WHO/UNICEF Joint Monitoring Programme for Water Supply, Sanitation and Hygiene (JMP), to establish a clear baseline from which to measure progress on achieving universal and equitable access to safe and affordable drinking water for all (Sustainable Development Goal 6.1). A baseline has also been established to measure progress on the proportion of wastewater safely treated (household component to wastewater treatment plants of Sustainable Development Goal 6.3.1) and the national Knowledge, Attitudes and Practices study provides a baseline for measuring progress on appropriate hygiene knowledge, attitudes and practices. Finally, the most recent national study of WASH in Institutions provides a baseline of Sustainable Development Goal progress for public schools, health centres, social development centres, nurseries and UNRWA clinics and schools.

The strategy also builds on the achievements of previous response plans, which created a range of sectoral initiatives and partnerships for supply gap-filling, information management, capacity-building, infrastructure rehabilitation and construction and community mobilisation.

### Sector outcomes and outputs

The sector response for 2017-2020 has one overarching objective and three outputs each with priority interventions outlined for 2018:

**Outcome statement - More vulnerable people in Lebanon are using safely managed drinking water and sanitation services whilst reducing health and environmental risks and improving water quality by increasing the proportion of wastewater that is safely treated.**

**Output 1.1- National institutions, frameworks and partnerships to manage resources and services strengthened.**

(42) This includes maintaining water conservation practices or behavior and continuing to pay for public water supply rather than doing this on a part time or once off basis.

This output aims to strengthen national systems, policy and strategic frameworks, and partnerships to manage resources and services with a particular focus on quality, equity and accountability.

### Priority interventions for 2019

At the national level, the response will support the Ministry of Energy and Water to deliver reforms it has identified as sector-critical.

- Update of the 2010 **National Water Sector Strategy** by the Ministry of Energy and Water, factoring in progress towards the strategic roadmap and the added burden of the Syria crisis;<sup>43</sup>
- Improvement of **water quality and protection of groundwater** through:
  - Protecting against contamination of drinking water and its sources by improving wastewater collection and treatment and rehabilitating water networks to prevent cross-contamination;
  - Designing and implementing a comprehensive surface and groundwater quality monitoring plan, assessing quality along the whole supply chain and incorporating a user feedback mechanism.
- Supporting the **operating model between water establishments and Ministry of Energy and Water**, through projects and initiatives that:
  - Foster improvement in coordination capacity;
  - Conform to integrated water resource management approaches, guided by the National Water Sector Strategy;
  - Support the contribution of water establishments to project planning and implementation for water supply, irrigation and wastewater at their level of jurisdiction and under the leadership of the Ministry of Energy and Water;
  - Contribute to administrative and financial autonomy water establishments coupled with proper mechanisms for performance management.
- Developing **contingency planning** to prepare for and respond to potential waterborne-disease outbreaks, as guided by the Acute Watery Diarrhea (AWD)/Cholera Response Plan led by the Ministry of Public Health, maintaining the capacity to deliver on the WASH component of the response.
- Supporting **cooperation between the Ministry of Energy and Water and other key ministries** and responsible institutions by:
  - Strengthening water supply partnerships, including through the private sector, as well as

(43) The Ministry of Energy and Water is planning to update the National Water Sector Strategy to reflect any progress in accordance with its strategic roadmap whilst accounting for the additional load on systems from a 30 per cent increase in population. The strategic roadmap of the 2010 National Water Sector Strategy did not account for the Syria Crisis and an influx of 1.5 million displaced people. Due to the many challenges facing the sector, even targets for 2015 are a long way off being realized, for example; wastewater treatment (30 per cent by end 2012, 80 per cent by 2015 and 95 per cent in 2020) remains currently at 3 per cent for secondary (biological) treatment.

Lebanon's broader political economy, to deliver a better and more comprehensive client focused service;

- Launching the national health education package for schools in partnership with the Ministry for Education and Higher Education, including: workshops for the Ministry for Education and Higher Education team and experts from universities, piloting in 25 schools, and training for all health educators for second shift;

Integrating WASH into the national standards for Public Health Centres and Public Schools in collaboration with the ministries of Education and Higher Education and Public Health.

### Output 1.2 - Quality, quantity and reliability of equitable water and wastewater services for the most vulnerable of hosting and displaced communities increased.

This output has two components:

**A) Ensure humanitarian water and wastewater service delivery for those with least access, primarily displaced Syrians in temporary locations, by implementing more localised and cost-effective solutions to reach them.**

### Priority interventions in 2019

In brief, the humanitarian service delivery response strategy has four components: **Prioritization, Targeting, and Transitioning**, of informal settlements towards a situation of minimum vulnerability and dependency, and **Surveillance and Contingency** response through area coverage based on health, environmental, or social issues and to address immediate needs from evictions and new-comers. Using the WASH Assessment Platform and in accordance with the recommendations from the national WASH workshop held in July 2018, the sector will:<sup>vii</sup>

- **Prioritize** the most vulnerable informal settlements based on WASH vulnerability, but also accounting for other compounding factors where reliable data is available, such as on social tensions, epidemiological surveillance, protection risks, and socio-economic vulnerability;
- **Target** contributing factors to vulnerability, with the aim of moving informal settlements away from a state of dependency and reducing vulnerability to a minimum, by implementing the necessary infrastructure and building on positive coping mechanisms and negotiating safe and equitable access to WASH services;
- **Transition** informal settlements to lower vulnerability status, with more cost-effective solutions of water and wastewater service provision that are localised to reduce dependency, in line with the Ministry of Energy and Water's approved modalities, namely:
  - For sanitation: favouring latrines for each

household; regulating and improving monitoring of desludging operations; implementing removable on-site treatment systems where feasible; and empowering beneficiaries and local entities to assume greater responsibility.

- For water: understand better household water management practices to optimise support; install site-based water treatment systems for unsafe sources; connect to public water networks, provided there is surplus in the water supply system or savings can be made in reducing unaccounted-for-water or augmenting supplies through increasing yield from existing wells or new water sources; provide public water points if favourable supply vs demand can be assured; support regulated trucking only where possible; adopt and scale up cash modality whilst ensuring safety; and encourage beneficiaries and local entities to maintain safe responsible water use.
- Maintain **surveillance and contingency** response capacity, analyzing trends for rapidly deteriorating conditions and proactively intervening based on accurate and up-to-date information on critical needs.

Until financial resources are sufficiently mobilized, sector partners would be forced to maintain the recurring and exorbitant water trucking and desludging services to meet the daily needs of those living in informal settlements.<sup>44</sup> If the necessary funds are made available, the sector will be able to reduce the WASH vulnerability of the most severely vulnerable sites down to a level whereby they may be considered independent and only require surveillance and contingency response, progressively reducing the overall costs as less and less sites would require expensive operation and maintenance support. In the meantime, sector partners will continue to address WASH needs, focusing particularly on people with specific needs, women and adolescent girls' safe access to WASH facilities, minimising risk of sexual or gender-based violence and maintaining dignity.

The Water sector, in collaboration with the Shelter sector, will increase its attention to urban WASH needs (vulnerable people living in poorly served non-residential and residential buildings) by: collecting better evidence on needs through the Vulnerability Assessment of Syrian Refugees in Lebanon, Collective Sites Mapping Tool (COSIMA), and neighbourhood profiling; developing criteria for addressing WASH needs for different shelter types; involving local entities (particularly municipalities and Unions of municipalities); and supporting and adopting an integrated spatial-based approach to address needs.

***B) Improve the quality, quantity and reliability of water and wastewater services delivered to vulnerable communities through national and regional systems.***

(44) Interventions which reduce WASH-related vulnerability significantly and eliminate dependency on unsustainable services and coping mechanisms remain few and far apart. Analysis suggests that only above a critical level of funding for essential services, can capital investments be made to provide more sustainable solutions which in turn would drastically reduce the continuing costs of trucking and desludging.

### Priority interventions in 2019

The stabilization response focuses primarily on the three main areas of water resource management, namely supply of **Potable** and **Irrigation water**, and collection and treatment of **Wastewater**. The sector will continue to address:

- Provision of safely managed **potable water** through:
  - Drilling and equipping water sources;
  - Constructing, extending and rehabilitating distribution networks in host communities;
  - Enhancing water storage capacity by building and repairing communal storage tanks; and
  - Supporting the safe and effective operation of water services where necessary.
- Access to systems safely managing **wastewater** through:
  - Constructing, extending and rehabilitating wastewater networks and treatment facilities;
  - Cleaning and maintaining rivers and storm water channels, as well as implementing storm water and drainage projects, to mitigate the risks of flood-related damage and environmental health impacts;
  - Supporting the operation and maintenance of wastewater systems where necessary.
- The stress on water resources caused by unsafe and outdated **agricultural** practices through:
  - Upgrading or constructing new irrigation systems and off-farm networks to optimize water usage and reduce water losses to conserve domestic water supply;
  - Collaborating with the Ministry of Agriculture and the Food Security sector to work with farmers on responsible management of water resources for irrigation to reduce the impact of unlicensed wells;
  - Exploring rainwater catchment systems, in line with the guidelines for rainwater harvesting from facilities and greenhouses, combining low-cost solutions with potentially high impact on water supply, as well as agricultural production.

Ensuring **sustainability** of these interventions and continuity of achievement against the National Water Sector Strategy requires that the sector work through established **national systems** at every level. Therefore, the sector will continue to ensure that programming is geared towards boosting the **performance efficiency of WEs**. This is accomplished by:

- Increasing their focus on **irrigation and wastewater** activities, in addition to current water supply responsibilities;
- Supporting **improvements to essential Water Authority functions** including strategic and business planning, water demand management,

performance management, fixed asset management, supply chain management and customer service, through capacity building and material support;<sup>45</sup>

- Promoting **consumption-based tariffs** and equipping user delivery points with customer water meters to encourage and ensure **cost recovery**. This is linked and necessarily follows network system improvements, substantial community engagement, and a proper cost analysis to cover, at a minimum, Operation and Maintenance (O&M) cost as a first stage;
- Increasing collection rates and the number of **subscribers** in the water establishments.

### Output 1.3 – Hygiene awareness and responsible use of water services targeting the most vulnerable of hosting and displaced communities increased.

This output aims at enabling and empowering communities to adopt more responsible water, sanitation and hygiene practices, mitigating health and environmental impacts and rationalizing demand.

#### Priority interventions in 2019

The sector response will increase the quality of its community-based behaviour change initiative, emphasizing public health, environmental protection, and water demand management. Broadly speaking, this falls under two categories:

- Promoting personal, domestic, and environmental **hygiene** activities, covering:
  - **Vulnerable households**, particularly those affected by emergencies, displaced newcomers, or otherwise at risk, focusing on the needs of women and girls, and providing in-kind support in cases of inaccessible hygiene materials;
  - **Informal settlements**, using gender-balanced WASH committees, Focal Points or Community Mobilisers as vehicles for safe handling of solid waste and wastewater, as well as ensuring cleanliness of common areas and sanitation facilities;
  - **Public facilities**, such as schools, healthcare centers, social development centers, and other community centers, where the sector is requested to support the development of programmes delivered through other sectors;
  - **Local authorities**, investing in a comprehensive hygiene training of municipal-level hygiene promoters from the Ministry of Public Health and the Ministry of Education and Higher Education, complementing the community-based mobilization programmes already running in informal settlements and vulnerable locations.

(45) A key initiative is supporting the development of customer-centric public water authorities by building permanent, efficient and well-functioning communications and customer relations systems within these sub-national establishments. Through applying industry standards and best practices this initiative aims to transform water establishments from being conservative, silent and reactive to become pro-active, open, and transparent in dealing with their stakeholders, whilst at the same time increasing the level of stakeholders' knowledge about their rights and duties.

- Improving **awareness on water conservation** and responsible use, including:
  - **Launching awareness campaigns** for water conservation and improvement of community responsibility, paired with initiatives supporting water establishments such as subscription, water metering, and consumption-based tariffing;
  - Strengthening the application of **business plans** as guiding tools for interventions, ensuring that implemented projects are in line with and support objectives set by and for water establishments for sustained service provision and reversal of financial deficits;
  - Strengthening needs identification and planning at the community level, as key ways of **transferring responsibility** for conservation and more responsible practices.

#### Assumptions, risks and mitigation measures

The response strategy factors in several assumptions, risks and mitigation measures:

**Assumption 1: Commitment and accountability across Government to make supply and quality improvements remains strong.** Water quality and supply is a cross-sectoral issue. The Ministry of Energy and Water depends upon a shared commitment across the Government of Lebanon to limit practices in both public and private sectors that impact water quality. The response will factor in national advocacy to demonstrate the potential long-term cost of unsafe water and wastewater management to child survival and growth, to learning, to the economy, and also to stability. It will also ground this strategy in those under development to meet Lebanon's commitments under the Sustainable Development Goals.

**Assumption 2: Donors provide sufficient visible funding to meet LCRP commitments.** The proportion of sector funding to needs is at its lowest point since the crisis began. Should under-funding continue, the sector will use its prioritization criteria (equity, alignment, conflict sensitivity, multi-sectoral impact) to ensure that vulnerability is addressed first before long-term sectoral reforms. However, it will continue to advocate for a shared international vision for the water sector as critical to Lebanon's long-term wellbeing.

**Assumption 3: The water demand-supply ratio remains stable.** Since the number of people inside Lebanon has been relatively stable since 2015, the most likely potential upset of the current demand-supply ratio would come from extreme weather. Should Lebanon experience either a drought affecting supply or a new influx affecting demand, the response would move onto an emergency footing.

**Assumption 4: All priority populations continue to be accessible.** Currently the international response can reach almost all parts of the country. To protect against any potentially destabilizing changes making access harder, the response will emphasize knowledge transfer

to equip communities with the tools and information they need to manage their resources more safely for themselves.

### Identification of sector needs and targets at the individual/households, institutional and geographical level

The total population in need across all cohorts in the water sector has been defined as equivalent to the percentage of people that do not have access to safely managed water in Lebanon. This is based on data from the Lebanon water quality survey.<sup>viii</sup>

In general, this may be understating the needs since it doesn't account for those households or areas that do not have water quality issues, but might instead have wastewater needs which are much more widespread. Nevertheless, it gives the best approximation in lieu of detailed vulnerability mapping, across the country, of the varied layers of needs and is based on internationally recognised standards of assessment.

The sector targets institutions, communities that are unserved or poorly serviced and vulnerable groups, households and individuals. The sector will target 80 per cent of the population groups of displaced Syrians, Palestine refugees from Syria and Palestinian refugees from Lebanon, whilst targeting 40 per cent of the most vulnerable Lebanese. This reflects the sector capacity and anticipated resourcing. The inter-agency vulnerable localities map has been a key tool for the sector to identify cadastres which have the highest concentration of Syrian refugees, deprived Lebanese and Palestinian refugees. 251 cadastres are currently targeted, pending an update of the map as new poverty data becomes available.<sup>46</sup>

The Ministry of Energy and Water will be targeted for institutional support in its responsibilities for

policy making, national planning and water resource management, whilst the four Water Establishments and the Litani River Authority are the primary targets for improving service provision.

Prioritization by sector partners will be according to the following criteria:

**Equity:** Prioritize vulnerable groups, households and individuals (i.e. female/child headed households, elderly or disabled persons and minors) who face particular risks or require specific assistance, and on geographical areas with the highest concentration of affected people and with no/poor access to sufficient quantity, quality and continuity of services.

**Alignment:** Prioritize implementation of pre-planned specific projects identified as essential within the Government of Lebanon's strategies and master plans, which benefit the most vulnerable communities and would make the greatest contribution to the Sustainable Development Goals.

**Conflict sensitivity:** Prioritize areas most at risk of resource-based conflict, where community relationships are at their most fragile.

**Multi-sectoral impact:** Prioritize addressing multi-sectoral risks to health, environment, education and stability, with a focus on environmental degradation, water-borne disease incidence rates and educational retention supporting the delivery of an increasingly integrated response with other sectors.

(46) A Rapid Poverty Assessment was undertaken by MOSA, UNDP, UNICEF and WFP. Update of the most vulnerable cadastres using a multi-derivational index is ongoing.

### Total sector needs and targets 2019

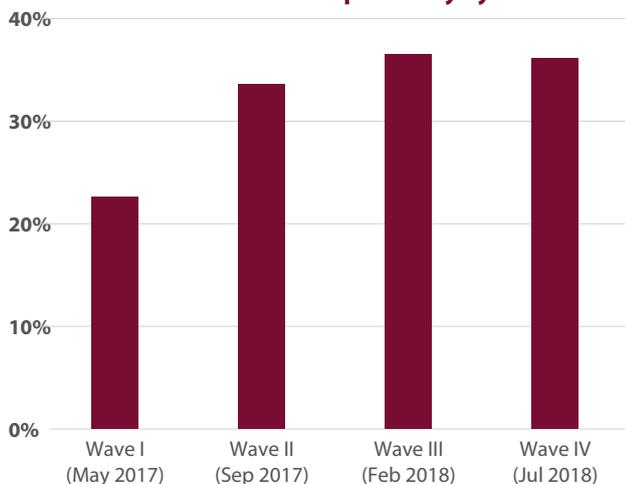
Population Cohort	Total Population in Need	Targeted Population	No. of Females	No. of Males	No. of Children (0-17)	No. of Adolescents (10-17)	No. of Youth (18-24)
Lebanese	1,500,000	696,400	355,164	341,236			
Displaced Syrians	990,000	544,300	277,593	266,707			
Palestinian Refugees from Syria	20,161	17,300	8,823	8,477			
Palestinian Refugees from Lebanon	177,910	130,450	66,530	63,921			
<b>GRAND TOTAL</b>	<b>2,688,072</b>	<b>1,388,450</b>	<b>708,110</b>	<b>680,341</b>			

## Mainstreaming of conflict sensitivity, gender, youth, protection and environment

### Conflict Sensitivity

Social tensions are often fuelled by competition between refugees and host communities for water resources and degradation to the environment and risk to health from poor water and sanitation practices.<sup>47</sup> Furthermore, evidence suggests that competition for services and utilities as a source of tension is on the rise, particularly in the Bekaa.<sup>48</sup>

**Competition for services and utilities as source of tension reported by Syrians**



Competition for services and utilities as a source of tension is on the rise, as reported by both Lebanese and Syrians. Wave I May 2017, wave II September 2017, wave III February 2018 and wave IV July 2018. UNDP and AKR perception surveys.

The Water sector aims at ensuring equitable access for all vulnerable communities, whether poor Lebanese, Palestine refugees or displaced Syrians. Balanced access to services not only mitigates the risk of resource-based conflict but also promotes a climate in which people feel their needs are met fairly and proportionately. Many sector activities contribute to building community resilience, by creating productive fora for discussion and problem-solving. Conflict sensitivity is one of the leading prioritization criteria for the water sector, and social tension indicators and trends, particularly if driven by WASH concerns, will be considered when prioritising interventions.

### Gender

Interventions of local and international partners consider the different needs of women, girls, boys and men. Where there are no family latrines and washing facilities, there are gender-segregated toilets. The response includes particular elements to involve women in measuring

(47) 94 per cent of those interviewed, both Lebanese (62 per cent) and Syrians (48 per cent) consider that the presence of so many Syrian refugees in Lebanon today is placing too much strain on Lebanon's resources, like water and electricity (ARK Perception survey wave 4, July 2018).

(48) 22 per cent of respondents rated competition for services and utilities as a source of tension as at May 2017 rising to 36 per cent as at February 2018. In Bekaa, it was 4 per cent rising to 42 per cent for the same period. UNDP and ARK perception surveys.

and monitoring water quality, and in planning solutions alongside Lebanese institutions. It will also increase focus on the dignity and protection needs of women and girls, including through a special programme connecting hygiene promotion, including menstrual hygiene management and capacity-building to the risks of gender-based violence where women lack access to segregated, safe toilets. To incorporate the new global gender-based violence (GBV) guidelines the sector will: endeavour to mainstream gender-based violence considerations in new assessments, incorporating gender-based violence risk related questions in questionnaires and focus group discussions; build the capacity of the staff that are engaged in outreaching activities on WASH related gender-based violence risks and referrals; and mobilise the WASH committees to monitor gender-based violence risks.

### Youth

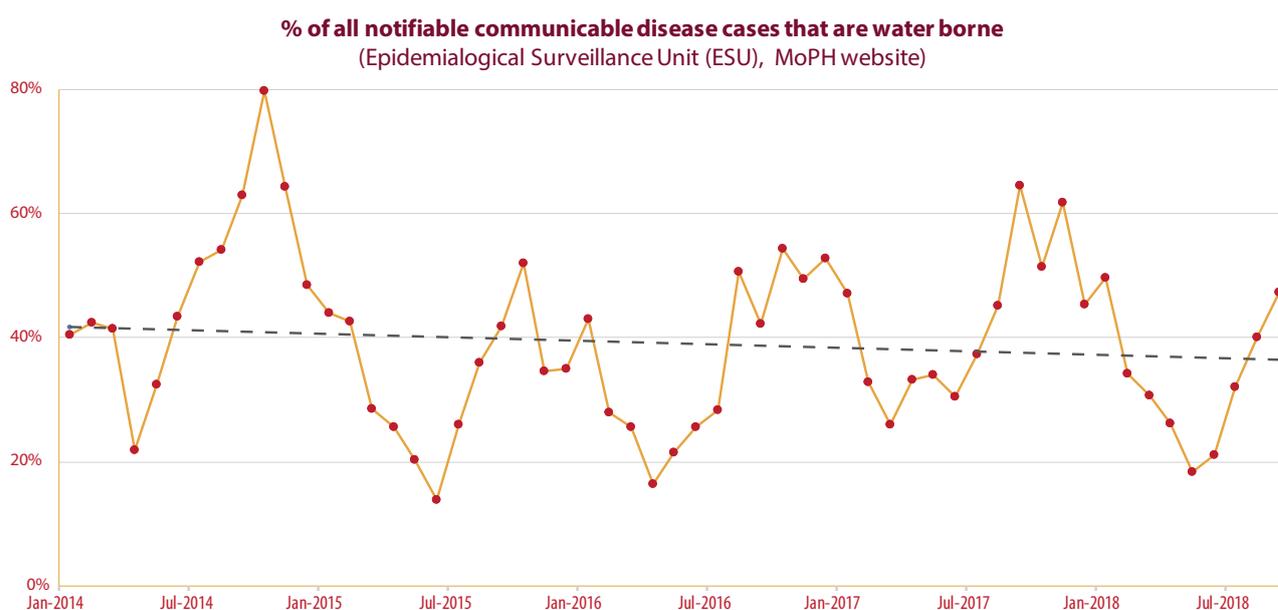
Adolescents and youth will be: targeted with hygiene promotion sessions; trained to become trainers on hygiene promotion and water conservation; provided with increased access to safe water and sanitation services; and involved in youth-led initiatives in communities and informal settlements on water, sanitation and hygiene subjects. Adolescent and young girls will benefit from personal and female hygiene sessions and items. They will also be part of committees ensuring the sustainability of the installed hardware. The launch of a national school-level hygiene promotion programme will involve youth at every level.

### People with Specific Needs (PwSN)

Partners will continue to provide humanitarian assistance for evicted families ensuring they have the minimum water, sanitation and hygiene support in the immediate days following. Water and sanitation services shall be implemented in a manner that meets the requirements of people with specific needs, including those with disabilities and elderly persons, as well as for women and children, through ensuring safe accessibility to toilets and, bathing and washing facilities. A specific programme to address special needs is being implemented based on a mapping completed in 2016 and on consultations with people with specific needs. The Refugee Assistance Information System (RAIS) database reflects these needs, and is updated using the ongoing UNHCR household assessment of displaced Syrians. Sector partners at the field level will continue to support Lebanese, Palestinian and Syrian communities by alerting protection colleagues of suspected protection concerns through established referral mechanisms.

### Environment

The Ministry of Environment, has received several complaints from local authorities and communities related to discharge of wastewater into the environment without prior treatment, mainly in informal settlements. In many cases, the complaints have escalated into violence and led to cases of evictions. The complaints are not representative of the actual situation on the ground



Percent of all notifiable communicable disease cases that are food and water borne, from January 2014 – September 2018.

Seasonal variations show the highest proportions occur during the period from August to October each year and a linear trendline shows a slight increase across five years.<sup>58</sup>

and growing tension is expected as the number of informal settlements increase and as the general environmental situation in the country deteriorates, as highlighted by the solid waste crisis and pollution of Litani basin.

Protecting the environment is central to the Water sector response, from safeguarding natural water sources to preventing environmental contamination through unsafe supply and use patterns. The sector will continue to build the evidence-base for advocacy by presenting the avoidable cost of environmental degradation to Lebanon, and will seek to increase the portion of wastewater treated before it is discharged into the environment. Practically, the response will support capacity building, training and awareness campaigns to conserve water and dispose of wastewater safely. Innovations for non-permanent yet sustainable wastewater treatment and disposal at informal settlements will be evaluated and rolled out. The long-standing dire operating standard of wastewater treatment plants will be reviewed and a comprehensive strategy to bring them to working order presented in order to raise sufficient funds. The sector will cooperate closely with the Environment Task Force, led by the Ministry of Environment, to maximize the benefits of water and wastewater interventions.

## Cross-sectoral linkages

Several sectors under the LCRP cross-report water-related interventions under the Water sector's results framework, requiring close coordination to prevent overlap. Water and wastewater systems are often cited as priority areas requiring support,<sup>49</sup> and needs dwarf available funding. WASH concerns are compounding

factors for vulnerability across various other areas, and inter-sector cooperation is necessary to ensure WASH service gaps do not put additional strain on systems supported by other sectors. Information gaps must be addressed to improve prioritization and targeting on the basis of vulnerability, understood as a multi-sectoral aggregate.

**Health:** As of September 2018, 52 per cent of all cases of 'Notifiable Communicable Diseases' reported to the Epidemiology Surveillance Unit (ESU) of the previous 12 months were Food and Water Borne, down from 62 per cent for the previous period.<sup>ix</sup> In part as a result of the Water sector's support (especially in informal settlements), these cases remain largely isolated, with no notable outbreak in years. The Ministry of Public Health has improved epidemiological surveillance and reflects collected data at the district and municipal level now, which is more helpful for Water sector partners. Referral mechanisms are being revamped through the development of a new cross-sectoral tool in collaboration with Health and Shelter sectors. The Acute Watery Diarrhea (AWD)/Cholera Response Plan is being updated and finalized to address concerns of possible outbreaks. Using the results of the WASH in Institutions study, the Water sector is able to support the Health sector to improve WASH services required in over 100 public health centres and over a dozen UNRWA clinics.

**Education:** The Education sector is responsible for WASH within schools, while the Water sector covers water and wastewater services to the campus, and advises on hygiene promotion and environmental sensitization. Ongoing rehabilitation and construction of schools is aligned with MEHE's Effective School Profile (ESP) framework, which accounts for WASH national standards.

(50) Food and water borne diseases include Brucellosis, Cholera, Dysentery, Food Poisoning, Hydatid Cyst, Parasitic Worms, Trichinosis, Typhoid Fever, Viral Hepatitis A (Epidemiological Surveillance Unit (ESU), MoPH website).

(49) ARK Perception Surveys, Wave II, 2017.

**% of all notifiable communicable disease cases that are food and water borne (2014 - 2018)**

Cases of food and water borne disease, from January 2014 – September 2018.

Over the last year, case numbers have averaged about 190 per month. The highest peak in the graph in late 2014 is from a spike in cases of Viral Hepatitis A.

The Water sector is already supporting the Ministry of Education and Higher Education with improvements of WASH services in several priority schools, based on the detailed findings of over 1,000 public schools from the WASH in Institutions study. Collaboration with the Education sector will continue with: the integration of WASH parameters in national accreditation and standards; the development of WASH monitoring tools; and the implementation of a national health education package for schools to sensitize future generations on appropriate WASH knowledge attitudes and practices, while asserting the role of education in improving social norms.

**Basic Assistance:** Multi-purpose cash support by the Basic Assistance sector incorporates components of WASH-related expenditure (hygiene materials, water, etc.) in the sum provided to 61,000 displaced Syrian households.<sup>51</sup> However, the WASH component accounts for less than two per cent of the multi-purpose cash budget. Considering that support is primarily provided to those below the survival minimum expenditure basket level, cash-based and in-kind support can be considered complementary. Economic vulnerability has been factored into WASH vulnerability using proxy indicators. Collaboration with the Basic Assistance sector will continue for the scale-up of WASH cash assistance and improved targeting.

**Shelter:** While the Water sector has largely focused its support on informal settlements, the Shelter sector primarily targets households in (peri-) urban settings with interventions that include rehabilitation of WASH facilities. It has become clear that this division of responsibility has left significant gaps in WASH coverage:

1. **Non-residential buildings** typically end up unsupported as they do not satisfy the criteria

(51) MPC assistance fluctuates depending on funding levels and was reaching only 45,000 households at the same time last year.

of either sector, and have so far have only been partially mapped and assessed;<sup>52</sup>

2. **Building connections** to water and wastewater networks fall outside the Shelter sector's scope and have so far not been targeted by the Water sector, leaving many buildings and neighbourhoods reliant on unsustainable practices, similar to those in informal settlements;
3. **Common areas and public spaces**, especially in poor neighbourhoods, suffer from poor environmental hygiene conditions (flooding, littering, and wastewater leakage), which remain mostly unaddressed by either sector.

Progress has been made to address these gaps in 2018. The Shelter sector completed its revision of shelter typologies, which clarifies settlement categories, and has been collecting data on collective shelters including WASH service conditions. The Water sector has improved its WASH Assessment Platform and can expand the use of this tool to other non-residential contexts. UN-Habitat, in partnership with UNICEF, has expanded its Neighbourhood Profiling and Strategizing exercise. The two sectors will collaborate to ensure harmonized prioritization criteria for stabilization interventions in urban areas, amplifying their impact.

**Social Stability:** Access to basic services and environmental hygiene and sanitation are stress factors for social tension. Perceived pressures on water resources and environmental impact of displaced Syrian settlements have measurably increased tensions in specific locations, increasing the risk of forced evictions. The Water sector, through stabilization interventions in vulnerable locations, as well as regular emergency

(52) The shelter led Collective Site Mapping (COSIMA) tool has assessed 178 collective shelters (>5 HHs) in Beirut, Mt Lebanon, North and Akkar governorates indicating that 16 per cent don't have fully functioning water connections and 10 per cent don't have a functioning septic system or sewer connection.

services to displaced populations, mitigates risks to stability. In turn, the Social Stability sector often implements water-related interventions identified by communities as priority needs. Regular coordination ensures there is no overlap between the two sectors' stabilization efforts, with proactive coordination at the field level in which Social Stability partners refer identified water needs to the Water sector before committing to implement, particularly when these needs are in water and wastewater systems. This will magnify impact of the limited funds available for both sectors on stabilization. Solid waste management is captured under the Social Stability sector's results framework, whereas activities are implemented by both (and other) sectors in the field. Field level solid waste management task forces will continue to be supported by the Water sector, under the guidance of the national-level Environment Task Force and Social Stability. Social tension mapping and guidance from the Social Stability sector will continue to help the Water sector prioritize interventions.

**Livelihoods:** The Water sector has been one of the largest contributors to job creation under the LCRP due to the implementation of infrastructure projects, however this has been decreasing with a reduction in funds.<sup>53</sup> Targeting infrastructure with labour-intensive upgrades naturally results in cases where the Livelihoods sector implements water-related projects. As between the Water and Social Stability sectors, proactive coordination will prevent duplication. The Water sector, based on guidance from the Livelihoods sector, will offer labour-intensive variants of stabilization interventions, provided necessary funding is available, in order to leverage its potential to create income-generating opportunities.

**Energy:** Poor reliability of the national electricity grid takes its toll on water and wastewater systems as the costs of operation increase, straining service provider budgets, and contributing to the reduced capacity to treat wastewater and supply (pump) water. Aside from public health implications, the intermittence of supply forces households and businesses (primarily from the agriculture sector) to cope by resorting to illegal and unsafe water sources. The Energy sector aims to improve power supply to water infrastructure, while reducing its load on the national grid, by installing dedicated renewable energy solutions (such as solar panels powering water pumps).

**Food Security:** Water resources diverted to agriculture account for around 61 per cent of all water usage. As such, efforts to improve irrigation systems and practices, coupled with rationalization of fertilizer and pesticide use, can lead to significant savings in water demand and mitigation of groundwater chemical contamination. The division of responsibility in this regard between the sectors follows the division between the respective line ministries (Ministry of Energy and Water and Ministry of Agriculture), with the Water sector concerned with conveyance systems (primary irrigation canals and networks) and the Food Security sector tackling on-

site irrigation and drainage systems. Both sectors consequently provide support to public water providers (such as water establishments) through investment in capacity building and infrastructure, with the Food Security sector focusing contribution towards improvement of conveyance systems to agricultural lands, while the Water sector prioritizes residential areas, due to limited financial resources. Informal settlements also pose a contamination risk to soil and groundwater resources vital to agriculture, and the Water sector's wastewater disposal efforts (primarily installation of septic tanks and provision of de-sludging services) are key to mitigating their impact. Coordination between the sectors has so far focused on preventing overlap in infrastructural or institutional support (stabilization) efforts. The Water sector will share water quality test results gathered through the WASH Assessment Platform with the Food Security sector, providing a basic indicator of groundwater faecal coliform and/or nitrate contamination.

**Protection:** The Water sector will continue to support both refugee and host community needs while maintaining a protection space for refugees. Cooperation with the Protection sector has helped people with specific needs receive adapted services. The two sectors will continue to share information on community-level needs and local capacities to meet those needs (including community-based organizations already working on protection and human rights issues). The Water sector has increased its focus on the intersection between sanitation and gender-based violence, as part of a joint effort to minimize the exposure of women and girls to sexual violence in a context of open defecation and rudimentary shared WASH facilities. More collaboration is needed in the area of evictions to ensure planning and response are optimised.

## Endnotes

- i. MoEW (2010) NWSS.
- ii. WHO/UNICEF (2016), Joint Monitoring Programme Lebanon Water Quality Survey.
- iii. 2010 NWSS
- iv. UNICEF, WHO JMP (2018), WASH in Institutions.
- v. Gert de Bruijne, Ghada Zeidan and Jan Spit Haastrecht and Delft, December 2016, Provision of wastewater services at Informal Settlements in Lebanon.
- vi. UNICEF (2017), KAP Study, November 2017.
- vii. WASH Workshop – Informal Settlement and Urban WASH: meeting needs better (July 2018), summary document.
- viii. WHO/UNICEF (2016), JMP Lebanon water quality survey (unpublished).
- ix. MoPH Epidemiology Surveillance Unit (ESU).

(53) Job creation under the LCRP 2016 Dashboard.

## Sector Logframe

**Outcome 1:** More vulnerable people in Lebanon are using safely managed drinking water and sanitation services whilst reducing health and environmental risks and improving water quality by increasing the proportion of wastewater that is safely treated.

Indicator 1	Description	Means of Verification	Unit	Frequency
	Percentage increase in proportion of population using safely managed drinking water services (SDG 6.1.1)	JMP 2016 and 2020	Percentage	Four years

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2018	Target 2020	Baseline	Result 2018	Target 2020	Baseline	Result 2018	Target 2020	Baseline	Result 2018	Target 2020
36%	N/A	46%	36%	N/A	46%	36%	N/A	46%	36%	N/A	46%

Indicator 2	Description	Means of Verification	Unit	Frequency
	Percentage increase of boys, girls, women and men with appropriate hygiene knowledge, attitudes and practices	KAP survey 2017, 2020	Percentage	Three years

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2018	Target 2020	Baseline	Result 2018	Target 2020	Baseline	Result 2018	Target 2020	Baseline	Result 2018	Target 2020
TBD	TBD	TD	TBD	TBD	TD	TBD	TBD	TD	TBD	TBD	TD

Indicator 3	Description	Means of Verification	Unit	Frequency
	Percentage increase in proportion of wastewater safely treated (Household component to WWTPs of SDG 6.3.1)	WWTP study 2016, 2020	Percentage	Four years

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2018	Target 2020	Baseline	Result 2018	Target 2020	Baseline	Result 2018	Target 2020	Baseline	Result 2018	Target 2020
3%	N/A	10%	3%	N/A	10%	3%	N/A	10%	3%	N/A	10%

# PART III

## ANNEXES

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BEST PRACTICES

DEVELOPING THE LCRP

COMMITMENTS OF THE LCRP RESPONSE

PLANNING FIGURES

TERMS OF REFERENCE SECTOR STEERING COMMITTEE

TERMS OF REFERENCE ENVIRONMENT TASK FORCE

ACRONYMS

# ANNEX 1: 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 conflict sensitivity 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 formulation of the LCRP 2017 – 2020 officially started in August 2016 when the LCRP Steering Committee approved the guidance note for the planning process.

The articulation of the strategy and formulation of the strategic priorities for Lebanon reflects a longstanding dialogue and collaboration between the GoL and the United Nations, international and national NGOs, the international donor community, and affected populations building also on the implementation of the LCRP 2015 – 2016. At sector level, field level consultations on the strategic priorities, planning assumptions and sectoral activities were held during the development and drafting process, and will continue throughout the implementation of the response.

Following the endorsement of the LCRP Steering Committee in August 2016, a series of four multi-stakeholder workshops were held throughout the third quarter of 2016 ensure ownership of the plan by the different constituencies. These workshops reviewed progress at different milestones and provided feedback throughout the planning process. At sector level, Sector Steering Committees convened by the relevant line Ministries provided oversight and guidance to the development of sector response strategies.

A Joint Technical Task Force (JTF) was formed with the responsibility to lead, coordinate and oversee the development of elements for the LCRP 2017 – 2020 appeal document that fell outside of sector mandates. The JTF was composed of representatives from the GoL, the United Nations, the donor community and national and international NGOs. With the final sector strategies endorsed through the respective Sector Steering Committees, the JTF also played a role in ensuring the overall coherence and alignment of the sector strategies with both the stabilization and humanitarian dimensions of the crisis response plan.

The planning process was concluded with a joint communication to the relevant stakeholders of the LCRP Steering Committee by H.E. the Minister of Social Affairs Rashid Derbas and the Resident/Humanitarian Coordinator Philippe Lazzarini 21 November, 2017.

# 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*
- *Working differently to end need: reinforce, do not replace, national and local systems; deliver collective outcomes that transcend the humanitarian – development divide*
- *Invest in humanity: Shift from funding to financing to reduce fragmentation, diversify the resource-base and increase cost-efficiency.*
- *Complementarity: build on our comparative advantages and complement each other's contributions; build on local capacity and seek to overcome language and cultural barriers*

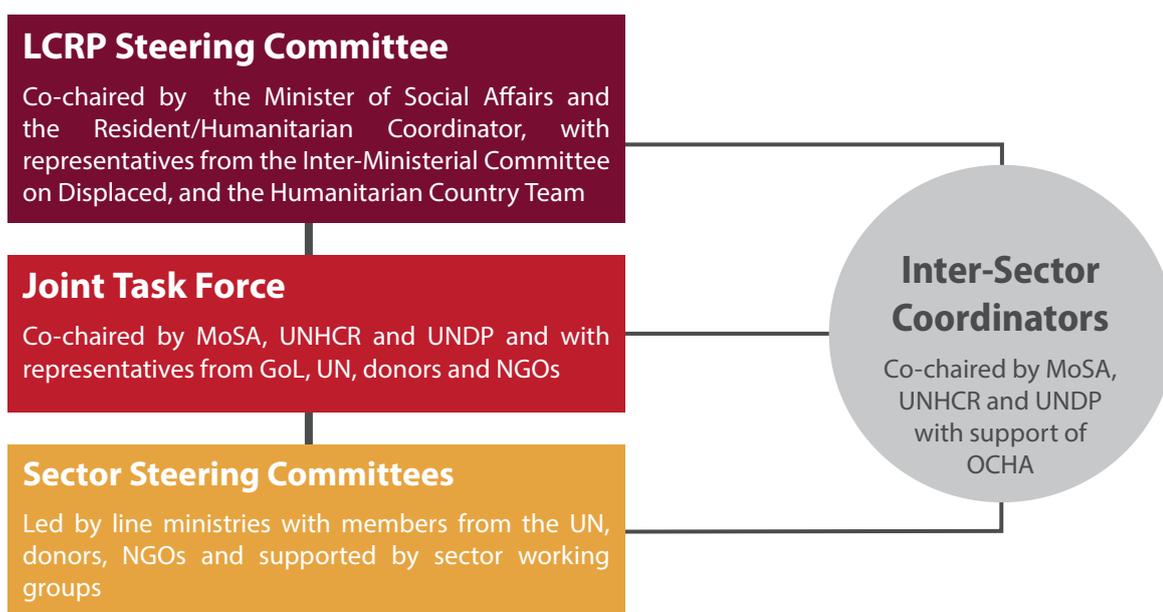
**Prevention and Response to Sexual Exploitation and Abuse:** Country responses must respect and implement commitments to prevent and respond to sexual exploitation and abuse by the humanitarian community, developed under Secretary General Bulletin 2003. i.e. to develop specific strategies to prevent 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 2019						
		Total	% Female	# Female	% Male	# Male	% Children	# Children
Population cohorts	Lebanese	4,035,042	49.7%	2,005,416	50.3%	2,029,626	31.2%	1,256,916
	Displaced Syrians	1,500,000	52.0%	780,000	48.0%	720,000	53.6%	804,000
	Palestinian Refugees from Syria	28,800	50.5%	14,544	49.5%	14,256	36.6%	10,541
	Palestinian Refugees from Lebanon	180,000	50.5%	90,900	49.5%	89,100	38.1%	68,580
	<b>Total population living in Lebanon</b>	<b>5,743,842</b>	<b>50.3%</b>	<b>2,890,860</b>	<b>49.7%</b>	<b>2,852,982</b>	<b>37.3%</b>	<b>2,140,036</b>
People in Need	Lebanese	1,500,000	49.7%	745,500	50.3%	754,500	31.2%	467,250
	Displaced Syrians	1,500,000	52.0%	780,000	48.0%	720,000	53.6%	804,000
	Palestinian Refugees from Syria	28,800	50.5%	14,544	49.5%	14,256	36.6%	10,541
	Palestinian Refugees from Lebanon	180,000	50.5%	90,900	49.5%	89,100	38.1%	68,580
	<b>Total people in need</b>	<b>3,208,800</b>	<b>50.8%</b>	<b>1,630,944</b>	<b>49.2%</b>	<b>1,577,856</b>	<b>42.1%</b>	<b>1,350,371</b>
Total People Targeted	Lebanese	1,005,000	49.7%	499,485	50.3%	505,515	31.2%	313,058
	Displaced Syrians	1,500,000	52.0%	780,000	48.0%	720,000	53.6%	804,000
	Palestinian Refugees from Syria	28,800	50.5%	14,544	49.5%	14,256	36.6%	10,541
	Palestinian Refugees from Lebanon	180,000	50.5%	90,900	49.5%	89,100	38.1%	68,580
	<b>Total target</b>	<b>2,713,800</b>	<b>51.0%</b>	<b>1,384,929</b>	<b>49.0%</b>	<b>1,328,871</b>	<b>44.1%</b>	<b>1,196,178</b>
People Targeted for Protection and Direct Assistance	Lebanese	750,000	49.7%	372,750	50.3%	377,250	31.2%	233,625
	Displaced Syrians	1,500,000	52.0%	780,000	48.0%	720,000	53.6%	804,000
	Palestinian Refugees from Syria	28,800	50.5%	14,544	49.5%	14,256	36.6%	10,541
	Palestinian Refugees from Lebanon	117,000	50.5%	59,085	49.5%	57,915	38.1%	44,577
	<b>Total target: protection and assistance</b>	<b>2,395,800</b>	<b>51.2%</b>	<b>1,226,379</b>	<b>48.8%</b>	<b>1,169,421</b>	<b>45.6%</b>	<b>1,092,743</b>
People Targeted for Service Delivery, Economic Recovery and Social Stability	Lebanese	1,005,000	49.7%	499,485	50.3%	505,515	31.2%	313,058
	Displaced Syrians	942,337	52.0%	490,015	48.0%	452,322	53.6%	505,093
	Palestinian Refugees from Syria	28,800	50.5%	14,544	49.5%	14,256	36.6%	10,541
	Palestinian Refugees from Lebanon	180,000	50.5%	90,900	49.5%	89,100	38.1%	68,580
	<b>Total target: service delivery, economic recovery and community services</b>	<b>2,156,137</b>	<b>50.8%</b>	<b>1,094,944</b>	<b>49.2%</b>	<b>1,061,193</b>	<b>41.6%</b>	<b>897,271</b>

# ANNEX 5: LCRP SECTOR STEERING COMMITTEE (SSC) TERMS OF REFERENCE

- The LCRP ensures 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.
- The LCRP response is coordinated through the Inter-Sector Response Management, led by MoSA. In accordance with their specialized mandates, UNHCR and UNDP act as co-chairs. The Inter-Sector Response Management includes LCRP sector leads from line ministries as well as sector coordinators and key response partners. This mechanism reports to the LCRP Steering Committee.
- SSCs are led by senior level representatives from line ministries, and also composed of UN agencies, donors, NGOs, and as appropriate, other concerned ministries or public institutions as well as specialized agencies. SSCs contribute with sector expertise to the MoSA Inter-Sector Response Management.
- SSCs 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 report to the Sector Steering Committees.



Each SSC, under the leadership of the relevant line ministry with support from the inter-sector (MoSA/ UNHCR/ UNDP representatives), shall:

## A) Planning:

- Review gap analyses and recommend on strategic direction and prioritization.
- Endorse sector strategy within the framework of the LCRP, while:
  - Accounting for inter-sectoral linkages to ensure consistency with other sector strategies.
  - Identifying the priorities for the sector response in a way that is coherent with the priorities of the relevant ministries.
  - Aligning with the relevant national standards, as well as the laws/decrees/decisions/memos of relevant ministries.
- Advice on sector response within the contingency plans of the GoL to deal with significant changes in context (e.g. changes in situation, number of refugees...).
- Ensure inclusion of key actors for the sector, respecting their mandates and program priorities, including Lebanon's civil and private sectors where necessary.

**B) Implementation:**

- Identify gaps, make recommendations and mobilize LCRP partners to respond to these gaps in a timely and strategic manner.
- Guide Sector Working Group to ensure coordinated delivery in the implementation of the sector response plan.
- Provide technical guidance and, as appropriate, ensure conformity with national technical standards.

**C) Coordination & Communication:**

- Facilitate coordination between all actors, including GoL counterparts, UN agencies, NGOs and donors through the established LCRP coordination mechanisms.
- Provide relevant information and facilitate operation of partners for successful implementation of projects.
- Endorse reports and progress reviews on sector interventions and share, as appropriate, with the wider humanitarian and/or development through the inter-sector structure.
- Review up-to-date information on partners and stakeholders through the 4W Matrix (Who, What, Where, When) and recommend actions to partners through the Sector Working Group.
- Advice on assessments and analysis required for the Sector Strategy by involving all relevant partners.

**C) Budgeting:**

- Steer sector-specific expenditures towards the priorities within the Sector Strategy.
- Advice on alignment of un-earmarked funding that is not specific to an agency, such as OCHA's Lebanon Humanitarian Fund, to key priorities and underfunded needs of the LCRP, in line with the LCRP steering committee guidance. For un-earmarked funding, recommend to the relevant donors on the allocation of funding.
- Review achievements within the sector response and make recommendations when needed to increase efficiencies.

**D) Monitoring & Evaluation:**

- Enhance an accountable and effective response by ensuring that adequate monitoring mechanisms are in place to review the outcome of the sector interventions and progress against implementation plans.
- Review periodic monitoring and progress reports based on the reporting updates received from the Sector Working Group on progress and resources allocated/used against sector strategies and corresponding results frameworks.
- Hold regular and ad hoc meetings to review progress on agreed objectives and impact.
- Report on progress/achievements to the LCRP Steering Committee through agreed upon reporting mechanisms and procedures.

Following a principle of balance of representation, the Steering Committees aims to include the following stakeholders at senior level:

- a. All relevant Line Ministries
- b. 2 UN agencies
- c. 1 Donor
- d. 1 INGO
- e. 1 NNGO

Representatives under points 4 and 5 will be elected by the relevant NGO consortium.

# ANNEX 6: ENVIRONMENT TASK FORCE TERMS OF REFERENCE

## 2017-2020 Proposed environmental response under LCRP 2017-2020

Based on the various assessments:

- MoE's Environmental Assessment of the Syrian Conflict (2014).
- MoE's Updated Environmental Assessment of the Syrian Conflict (2015).
- On-going efforts for responding to the environmental impacts of the Syrian conflict with the support of the UN agencies, specifically UNDP, UNICEF and UNHCR.

In Line with additional factors:

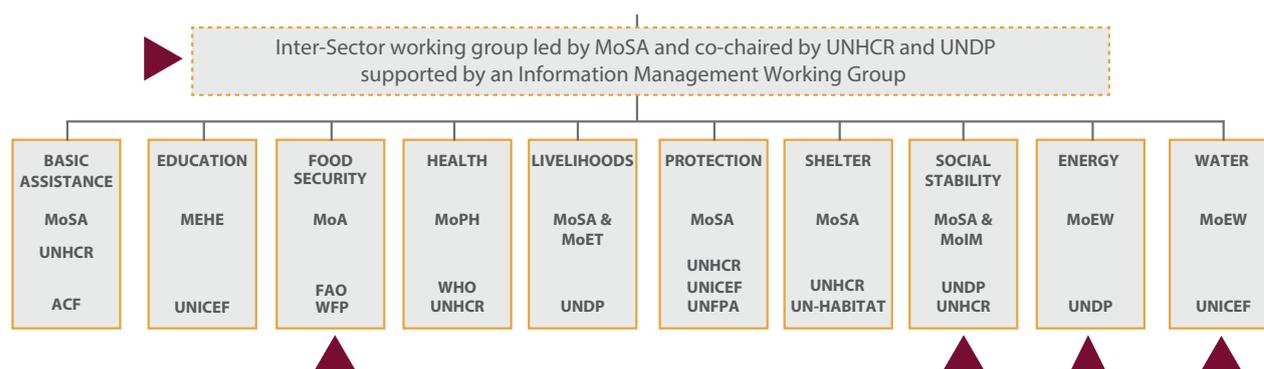
- MoE's responsibilities as a regulatory and monitoring institution.
- Changes in solid waste management responsibilities in 2016.
- Limited resources at MoE to coordinate and implement extensive activities related to LCRP.

## Proposed approach for environmental response under the LCRP 2017-2020:

- Establish an Environment Task Force under the Inter-sector Working Group to ensure the mainstreaming of environmental considerations in the LCRP 2017-2020.
- Implement specific environmental outputs at the level of four priority LCRP sectors with a potential to implement additional environmental activities in other sectors as needed.

## Proposed intervention of the Environment Task Force:

- Overall guidance at the level of the Inter-Sector Working Group.
- Implementation of environmental outputs at the level of 4 priority Sectors:
- 1. Social Stability, 2. Food Security, 3. Water, 4. Energy.



## Proposed mandate of the Environment Task Force:

1. Provide guidance on existing national environmental regulations and policies related to LCRP.
2. Develop environmental guidelines not available to date for priority LCRP activities and institute an environmental marker systems for the LCRP 2017-2020.
3. Screen and review Environmental Impact Assessments (EIAs) for LCRP related activities as needed.
4. Assess the impact on natural ecosystems resulting from the Syrian crisis and propose remediation measures.
5. Conduct and follow up on inspections related to complaints arising from LCRP activities.
6. Support the implementation of environmental activities in priority LCRP sectors (Social stability, Food security, Water, Energy) and integrate environmental considerations in additional sectors as needed.

**Proposed outputs at the level of LCRP sectors (to be finalized with sectors):**

1. Social stability sector:
  - Coordination and implementation of SWM activities under the LCRP.
  - Development and implementation of training programmes for municipalities on environmental response to the impact of the Syrian crisis.
  - Conduct local environmental planning in “Most Vulnerable Cadastres”.
  - Implementation of activities to alleviate environmental pressure in urban areas such as parks, public spaces, environmentally friendly transportation, renewable energy and other options.
2. Food security and agriculture sector:
  - Adoption of environmental and climate change aspects in Good Agricultural Practices (GAP) of LCRP activities, including irrigation water quality measures and policies.
  - Identification and implementation of priority land reclamation and rehabilitation of sites affected by LCRP activities (including agricultural lands affected by ITSs).
3. Water sector:
  - Development and implementation of environmental guidelines of water and wastewater management in ITSs .
  - Development and implementation of guidelines for the reuse of wastewater and sludge in LCRP activities.
4. Energy sector:
  - Development and implementation of awareness campaigns on energy efficiency and promotion of renewable energy sources.
  - Identification and adoption of environment and climate change measures to reduce air pollutants and GHG emissions from power plants.

**Proposed membership of the Environment Task Force**

Under the responsibility of MoE, the following membership is proposed:

- Members of the Inter-sector Working Group: MoSA, UNDP, UNHCR, OCHA.
- Concerned Sector Leads and Sector Coordinators of the following sectors: Social stability, Food security, Energy and Water.
- Other governmental institutions and UN agencies involved in planning and implementation of environmental interventions related to the LCRP’s scope of work.

# ANNEX 7: ACRONYMS

ALI	Association of Lebanese Industrialists	IEC	Information, Education and Communication
ALP	Accelerated Learning Programme	IEP	Individual Education Plans
ANC	Ante-Natal Care	IMC	International Medical Corps
APP	Accountability to Affected People	IS	Informal Settlements
ART	Anti-Retroviral therapy	ISWM	Integrated Solid Waste Management
AWD	Acute Watery Diarrhea	IYCF	Infant and Young Child Feeding
BLN	Basic Literacy and Numeracy	JMP	Joint Monitoring Programme
BTL	Back to Learning	LARI	Lebanese Agricultural Research Institute
CBECE	Community-Based Early Childhood Education	LBP	Lebanese Pounds
CBPSS	Community-Based Psycho-Social Support	LCC	Lebanon Cash Consortium
CEDRE	Economic Conference for Development through Reforms with the Private Sector	LCEC	Lebanese Center for Energy Conservation
CERD	Centre for Educational Research and Development	LCD	Lebanese Civil Defense
CFE	Concessional Financing Facility	LHSP	Lebanon Host Communities Support Programme
CIP	Capital Investment Plan	LRC	Lebanese Red Cross
CMR	Clinical Management of Rape	M&E	Monitoring and Evaluation
COSIMA	Collective Sites Mapping Tool	MEB	Minimum Expenditure Basket
CPIMS	Child Protection Information Management System	MEHE	Ministry of Education and Higher Education
CRGs	Community Reference Groups	MENA	Middle East and North Africa
CRRF	Comprehensive Refugee Response Framework	MDD-W	Minimum Dietary Diversity for Women
DRR	Disaster Risk Reduction	MHGAP	Mental Health Gap Action Programme
DRM	Disaster Risk Management	MMUs	Mobile Medical Units
DOPS	Département d'Orientation Pédagogique et Scolaire'	MoA	Ministry of Agriculture
DOTS	Directly Observed Therapy Strategy	MoE	Ministry of Environment
DWC	Decent Work Conditions	MoET	Ministry of Economy and Trade
ECL	Education Community Liaisons	MoEW	Ministry of Energy and Water
EdL	Electricité du Liban	MoF	Ministry of Finance
EPHRP	Emergency Primary Healthcare Restoration Project	MoFA	Minister of Foreign Affairs and Emigrants
EPI	Expanded Programme on Immunization	MoL	Ministry of Labor
ERW	Explosive Remnants of War	MoIM	Ministry of Interior and Municipalities
ESP	Effective School Profile	MoSA	Ministry of Social Affairs
ESU	Epidemiology Surveillance Unit	MoPH	Ministry of Public Health
EVAC	Ending Violence Against Children	MoPWT	Ministry of Public Works and Transportation
EWARS	Early Warning and Response System	MPCA	Multi-Purpose Cash Assistance
FFA	Food for Assets	MPTF	Multi-Partner Trust Fund
FFT	Food for Training	MSF	Médecins Sans Frontières
FPSC	Fundación Promoción Social de la Cultura	MSME	Micro, Small and Medium Enterprises
FPSS	Focused Psychosocial Support Activities	MSR	Mechanisms for Stability and Resilience
GAM	Global Acute Malnutrition	NAP	National AIDS Programme
GBV	Gender-Based Violence	NCD	Non-Communicable Diseases
GBVIMS	Gender-Based Violence Information Management System	NEERA	National Energy Efficiency and Renewable Energy Action
GDE	General Directorate of Education	NEO	National Employment Offices
GDP	Gross Domestic Product	NFE	Non-Formal Education
GoL	Government of Lebanon	NICU	Neonatal Intensive Care Unit
GPA	Graduation out of Poverty Approach	NLG	No Lost Generation
GRM	Grievance Redress Mechanism	NMHP	National Mental Health Programme
GSHS	Global School-based Student Health Survey	NPTP	National Poverty Targeting Programme
GSO	General Security Office	NREAP	National Renewable Energy Action Plan for Lebanon
HAUS	Health Access and Utilization Survey	NSSP	National School Safety Plan
HIS	Health Information System	NTP	National Tuberculosis Programme
HLP	Housing Land and Property	NWSS	National Water Sector Strategy
HRC	High Relief Commission	OCHA	Office for the Coordination of Humanitarian Affairs
IDAL	Investment and Development Authority of Lebanon	ODI	Overseas Development Institute
IDDS	Individual Dietary Diversity	OM	Outcome Monitoring
IASC	Inter-Agency Standing Committee	O&M	Operation and Maintenance
IE	Individual Education	OSH	Occupational Safety and Health
		OOSC	Out of School Children

PA	Participatory Assessments
PCAP	Protection Cash Programmes
PCBS	Palestinian Bureau of Statistics
PCM	Presidency of the Council of Ministers
PDM	Post-distribution Monitoring
PEP	Post-exposure Prophylaxis
PHC	Primary Health Care
PHCCs	Primary Health Care Centres
PLWs	Pregnant and Lactating Women
PMT	Proxy Means Testing
PMU	Project Management Unit
PNC	Post-Natal Care
PRCS	Palestine Red Crescent Society
PPE	Personal Protective Equipment
Prep ECE	Preparatory Early Childhood Education
PRL	Palestinian Refugees from Lebanon
PRS	Palestinian Refugees from Syria
PSEA	Protection from Sexual Abuse and Exploitation
PSS	Psychosocial Support
PU-AMI	Première Urgence-Aide Médicale Internationale
PVE	Prevention of Violence and Extremism
PwD	Persons with Disabilities
PwSN	People with Specific Needs
3RP	Regional Refugee and Resilience Plan 2018-2019
RACE	Reaching All Children with Education
RAIS	Refugee Assistance Information System
RH	Reproductive Health
SALP	Secondary Accelerated Learning Programme
SBM	School-Based Management Framework
SFP	School Feeding Programme
SDC	Social Development Centre
SDGs	Sustainable Development Goals
SIPs	School Improvement Plans
SGBV	Sexual and Gender-Based Violence
SMEs	Small and Medium Enterprises
SMEB	Survival Minimum Expenditure Basket
TB	Tuberculosis
TCF	Teacher Competency Framework
TTC	Temporary Technical Committees
TTCM	Teacher Training Curriculum Model
TVET	Technical and Vocational Education Training
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
UNRWA	United Nations Relief and Works Agency for Palestinian Refugees in the Near East
UNSF	United Nations Strategic Framework
VASyR	Vulnerability Assessment of Syrian Refugees in Lebanon
WAP	WASH Assessment Platform
WASH	Water, Sanitation and Hygiene
WBL	Work Based Learning
WFP	World Food Programme
WE	Water Establishment
YBLN	Youth Basic Literacy and Numeracy

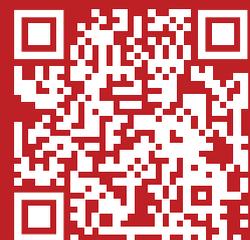


# Lebanon Crisis Response Plan 2017 - 2020

*2019 update*

Produced by the Government of Lebanon and the United Nations, January 2019

For further information on the LCRP, please contact: [lebbeia@unhcr.org](mailto:lebbeia@unhcr.org)



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