



# LEBANON CRISIS RESPONSE PLAN 2015-16





## Terminology in the LCRP

Lebanon is not a State Party to the 1951 Convention Relating to the Status of Refugees and has not signed its 1967 Protocol. Lebanon implements some provisions of the Convention on a voluntary basis and considers that granting the refugee status to individuals lies within its margin of discretion.

The Government of Lebanon stresses on all occasions its longstanding position reaffirming that Lebanon is neither a country of asylum, nor a final destination for refugees, let alone a country of resettlement.

Lebanon considers that it is being subject to a situation of mass influx and reserves the right to take measures aligning with international law and practice in such situations. The Government of Lebanon refers to individuals who fled from Syria to Lebanon after March 2011 as "displaced".

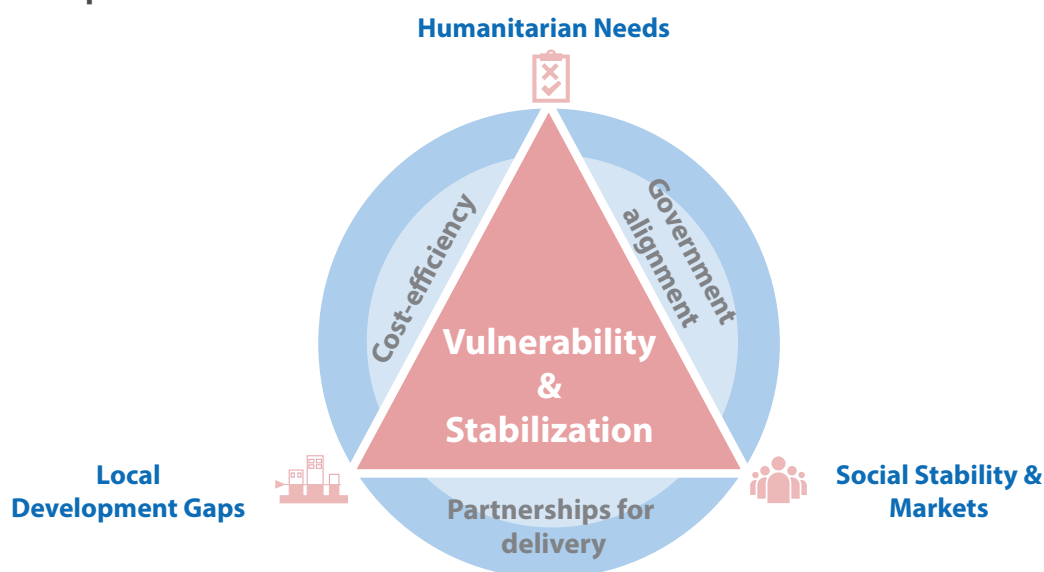
The United Nations characterizes the flight of civilians from Syria as a refugee movement, and considers that most of these Syrians are seeking international protection and are likely to meet the refugee definition.

Therefore, the Lebanon Crisis Response Plan uses the following terminologies to refer to persons who have fled from Syria after March 2011:

1. "persons displaced from Syria",
2. "persons registered with UNHCR as refugees", and
3. "*de facto* refugees".

1. can, depending on context, include Palestine refugees from Syria and Lebanese returnees as well as registered and unregistered Syrian nationals. Both 2. and 3. refer exclusively to Syrian nationals who are registered with UNHCR or seeking registration.

## LCRP Conceptual framework



## Partners involved in the LCRP

Government of Lebanon, ABAAD, ACTED, ACF, ActionAid, ADRA, AMEL Lebanon, ANERA, ARMADILLA, AVSI, British Council, CARE, CCPA, CISP - Lebanon, CLMC Lebanon, CONCERN, COOPI, Digital Opportunity Trust, DCA, DRC, FAO, FPSC, GVC Lebanon, HI, Humedica, HWA, ILO, IMC Lebanon, International Alert, Intersos, IOCC, IOM, IR Lebanon, IRC, Leb Relief, MAG, Makassed, Makhzoumi, MAP, Medair Lebanon, Mercy Corps, Mercy USA, NRC, OXFAM, PCPM, PU-AMI, RET, RI, Safadi Foundation, Save the Children, SFCG, SI, SIF, Solidar Suisse, SOS Village, TdH - It, TdH - L, Toastmasters International, UNDP, UNESCO, UNFPA, UNHABITAT, UNHCR, UNICEF, UNIDO, UNOCHA, URDA, WCH, WHO, WRF, WVI, UNRWA, Seraphim Global and WFP

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

Photo credit: UN agencies and NGOs

Produced by Government of Lebanon and the United Nations

15 December 2014.



# REFERENCE MAP



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



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# PREFACE

When Lebanon first opened its borders and homes to families fleeing the Syrian conflict in 2011, Lebanese communities responded without hesitation. They provided welcome, shelter, services and support – even though in many cases their own needs were already high.

Today, four years on, with no end in sight to the violence in Syria, communities inside Lebanon have reached a critical point. Public services are overwhelmed, economic growth has faltered and unemployment is rising at record rates. As social tensions grow, Lebanon is concerned to protect its fragile stability. The potential risks of a deteriorating situation were underlined this year, as extremist armed groups linked to the Al-Nusra Front and the so-called “Islamic State” entered Lebanon to attack its communities and Armed Forces.

Lebanon’s extraordinary strength throughout this crisis is a testament to the generosity of its people. Lebanese households have been among the biggest donors to the relief effort for Syria’s displaced families so far. Poor communities are hosting an estimated additional 1.5 million displaced people as a result of the mass influx of refugees, sharing their land, their schools, their water resources and health centres. It is only fair that their own needs for work and services should continue to be addressed in return. The most vulnerable Lebanese feel they are paying a disproportionate price for another country’s conflict. *De facto* refugees are also facing a protracted test of courage and endurance as their savings become depleted and their vulnerability grows. Four out of five are women and children, trying merely to live in dignity, to stay healthy and learn until they can return to their own homes in safety.

The Lebanon Crisis Response Plan 2015-16 serves these collective aims for Lebanon’s poor and Syria’s displaced families. Led by the Government of Lebanon, it increases attention and investments for Lebanon’s needs – strengthening the link between international humanitarian aid for those displaced by Syria’s conflict and Lebanon’s national stability.

The LCRP is an achievable, integrated strategy for Lebanon’s unique context. It seeks more cost-effective solutions for humanitarian aid delivery as needs continue to deepen. It also adds weight to a vital stabilization effort tackling Lebanon’s economy and institutions, connecting to initiatives by the wider international community and the International Support Group for Lebanon.

The LCRP’s relief and protection programme for the displaced from Syria and the poorest Lebanese is complemented by a proposed investment in service and social welfare systems, job creation and conflict mitigation in high-risk parts of the country. This plan uses Lebanese systems to channel international financing. It provides tools and materials for public institutions, employs and trains Lebanese workers and creates markets for Lebanese goods and services. These strategies will evolve continuously, to fit Lebanon’s changing needs and priorities.

There should be no doubt – the only lasting and effective answer to the current crisis lies in a political solution for Syria. But until conditions for safe return exist, Lebanon will continue to need substantial international support. Donors have made important contributions – every dollar valuable and appreciated – but unfortunately far short of requirements. Despite growing competition for resources, Lebanon’s stability cannot be allowed to falter. The region needs a strong and stable Lebanon – to continue to shoulder its current burdens and to safeguard prospects for any future peace. This can only be assured with international help.

Lebanon has done more than its part so far to provide short-term respite to the victims of Syria’s conflict. The coming year offers an important opportunity to reinforce and protect those efforts, while the search for peace continues. We must seize it for the sake of Lebanon and the region’s security, and for all those living here in hope of solutions.

Rashid Derbas  
H.E. Minister of Social Affairs

Ross Mountain  
Resident Humanitarian Coordinator



Photo by: UNICEF/Ramzi Haidar

# Executive summary





# EXECUTIVE SUMMARY

## KEY FIGURES

December 2015  
(projections)



**5.9 million**

Estimated population currently living in Lebanon



**3.3 million**

Estimated people in need



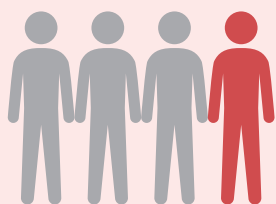
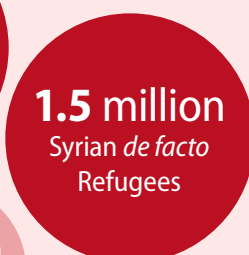
**2.9 million**

Targeted for service delivery, economic recovery and community services

**2.2 million**

Targeted for protection and direct assistance

### Key categories of vulnerable population:



**1 in 4 is displaced**



**US\$ 7.5 billion**

in economic losses due to the crisis  
(based on 2013 WB/UN estimates)



**US\$ 2.14 billion**

Funding required for the LCRP

## A Test of Lebanon's Stability

**After four years of generous welcome to families displaced by the Syrian crisis, Lebanon's government and communities now face a critical test of stability.**

**The economic and social impact of the crisis on Lebanon reached new heights in 2014.** The mass influx of refugees from Syria into Lebanese territory continued, with 1.2 million Syrians registered with UNHCR as refugees by year-end and many more present but unregistered. As a result, the number of people residing in Lebanon has increased sharply by at least 30 percent since March 2011 – perhaps by as much as 1.5 million according to Government estimates, in a country of just 4 million Lebanese. The number of poor currently in Lebanon has risen by nearly two-thirds since 2011, and Lebanese unemployment has doubled. Children and youth are most affected after four years of economic hardship and limited access to essential services. Lebanese national health, education and infrastructure services are overstretched and a third of Lebanon's young labour force cannot find work. For many of the poorest and most vulnerable communities, including displaced Syrian families and Lebanon's long-term Palestine refugees, daily life is increasingly dominated by poverty and debt, fewer cooked meals, rising waste and pollution, long queues at health centers, over-full classrooms, disease outbreaks, falling water quality, and increased competition for work.

**As new challenges follow years of chronic under-investment, Lebanese families are insistent that their own needs now be met as well as those of Syrian *de facto* refugees.** Security concerns are growing, affecting all vulnerable people. Extremist armed groups crossing into Lebanon from Syria clashed with Lebanese Armed Forces in 2014, displacing communities. Lebanese leaders have been increasingly active to ease tensions despite the heavy burden on public institutions and the vulnerable communities relying on them.

The Government of Lebanon's position is that repatriation of *de facto* refugees from Syria is the preferred durable solution for this crisis, while abiding by the principle of non-refoulement and recognizing that conditions for safe return could precede a political solution for the conflict in Syria. Based on this premise, and given the combined economic, demographic and security challenges facing Lebanon as a result of the crisis in Syria, the Government has adopted a policy paper in October setting three main priorities for managing the displacement situation: (i) reducing the number of individuals registered in Lebanon with UNHCR as refugees from Syria; (ii) addressing the rising security concerns in the country and in municipalities; and (iii) sharing the economic burden by expanding the humanitarian response to include a more structured developmental and institutional approach benefiting Lebanese institutions, communities and infrastructure. It also encouraged third countries to offer more resettlements and humanitarian admission opportunities for *de facto* refugees from Syria. The paper further states the Government's readiness to work with the international community in order to achieve these solutions.

## Lebanon Crisis Response Plan: Moving to an Integrated Humanitarian & Stabilization Strategy

The Lebanon Crisis Response Plan (LCRP) describes how the Government of Lebanon and its partners will work together to reinforce stability through this crisis while also protecting Lebanon's most vulnerable inhabitants, including *de facto* refugees. As the Lebanon Chapter of the Regional Refugee and Resilience Plan 2015-16 (3RP), it represents international and Government of Lebanon commitment to expedite strategies and funding to mitigate the impact of the crisis on Lebanon's stability. Stabilization, in the context of the LCRP, means strengthening national capacities to address long-term poverty and social tensions while also meeting humanitarian needs.

The LCRP is designed to:

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

**2) Strengthen the capacity of national and local service delivery systems** to expand access to and quality of basic public services; and

**3) Reinforce Lebanon's economic, social, environmental, and institutional stability** – emphasizing opportunities for vulnerable youth to counter the risk of radicalization. Its strategic direction was welcomed by the International Support Group to Lebanon at the Berlin Conference on the Syria Refugee Situation, in October 2014.

The LCRP promotes stabilization priorities articulated

by the Government of Lebanon and emphasizes the role of Government to lead the response, through the Ministry of Social Affairs and with oversight by the Crisis Cell. It also seeks to complement and build on other international investments to reinforce Lebanon's systems and communities. Programmes in the LCRP reflect and include key national strategies such as the "Reach All Children with Education" (RACE) strategy and the National Plan to Safeguard Children and Women in Lebanon, as well as global initiatives led by government, including the No Lost Generation strategy.

**\$2.14 billion funding required**

\$724 million exclusively  
for stabilization programmes

\$1.9 billion requested  
as new funding

**77**

National &  
International  
Organizations

### Humanitarian assistance & protection

- 1.5 million Syrian *de facto* refugees
- Over 336,000 poorest Lebanese
- 315,000 Palestine refugees
- 50,000 Lebanese returnees

### Support to services, economies & institutions

- 1.9 million vulnerable Lebanese
- 1.3 million Syrian *de facto* refugees
- 225,000 Palestine refugees

## LCRP Implementation and Timeline

The LCRP will deliver humanitarian and stabilization programmes that are integrated and mutually reinforcing. It aims to equip a national response with systems and analysis to help set priorities and deliver them more effectively at national and municipal level. It will also support government to coordinate assistance channeled through national and international mechanisms – a critical factor to improve value for money after four years of crisis, as needs continue to outstrip available resources.

The Response will be implemented in two phases, to enable partners in Lebanon's humanitarian and stabilization effort to improve programmes while simultaneously addressing needs. During **Phase I** through mid-2015, in parallel to ongoing assistance programmes the LCRP will promote three aid harmonization initiatives supporting government:

- 1) strengthen aid coordination tools and systems to support national planning;
- 2) establish a joint needs analysis platform linking government, its partners and Lebanese institutions; and
- 3) identify partnerships and systems to improve implementation.

**Phase II** will follow a Mid-Year consultation with government to integrate these initiatives into the response.

## LCRP Three Response Areas:

The LCRP proposes a \$2.14 billion plan to 1) provide direct humanitarian assistance to 2.2 million highly vulnerable individuals with acute needs, primarily *de facto* refugees from Syria and 2) invest in services, economies and institutions reaching up to 2.9 million people in the poorest locations.

It further commits all participating organizations to promote Lebanese governance institutions, strengthen aid coordination, increase cost-effectiveness, and improve targeting mechanisms.

The LCRP targets **priority needs of the extremely vulnerable** at individual or household level, **priority needs of at-risk localities** facing high chronic and crisis-related stresses on services and local economies and **priority needs of national and social institutions** over-stretched by the demands of the crisis.



The 3 Response Areas of the LCRP are:

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

This response will support Lebanon's national systems and civil society to partner with international organizations to provide:

- i. Basic assistance to the most affected communities unable to meet their material needs;
- ii. Food assistance to the most vulnerable displaced Syrian families, as well as assistance through the National Poverty Targeting Programme to reach the poorest Lebanese;
- iii. Shelter assistance particularly for those living in sub-standard accommodation; and
- iv. Protection assistance to supporting national capacities in registering and profiling Syrian nationals, and thus enabling management of their presence. Specific humanitarian needs of Lebanese returnees (LR) and Palestine Refugees from Syria (PRS) will also be met through these modalities.

Key government partners for this response include the Ministry of Social Affairs (including through the National Poverty Targeting Programme), as coordinator working with the Ministry of Interior and Municipalities, the General Security Directorate and other relevant institutions.

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

This response will support key government strategies to strengthen service delivery in the most vulnerable Lebanese localities and expand community investments to reduce unsustainable coping strategies. It will "converge" resources for service delivery where possible to deliver:

- i. Infrastructure improvement and rehabilitation for vulnerable facilities in high-risk areas;
- ii. Training for frontline service-delivery and social work personnel;
- iii. Ongoing provision of essential education, health and WASH materials to cover additional needs;
- iv. Subsidization of additional health and education costs linked to the crisis (hospital care and additional teaching shifts);
- v. Support to fill critical gaps in service delivery; and
- vi. Support to national and municipal capacity for policy development, resource and information management, participatory planning and expenditure processes.

The response will also collaborate more effectively with the private sector and assist government to explore how remittances could be targeted towards service strengthening. Key government strategies and partners guiding this response include the Lebanon Roadmap of Priority Interventions for Stabilization From the Syrian Conflict 2013 and its updated projects, Ministry of Interior and Municipalities, RACE Strategy 2014-2016 (Ministry of Education and Higher Education), Water Sector Strategy 2010-2015 (Ministry of Energy and Water), National Plan to Safeguard Children and Women in Lebanon 2014 (Ministry of Social Affairs), Project to Support the Lebanese Health System 2014 (Ministry of Public Health), No Lost Generation 2014 and other government strategies.

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

This response introduces:

- i. Rapid job creation targeting the vulnerable unemployed, MSMEs and small farmers to help stabilize community relations, particularly youth;
- ii. Support to economic reform to stimulate private sector, improve regulation and build labour force skills for youth and adolescents;
- iii. Expansion of participatory community development initiatives providing fora for dialogue;
- iv. Neighbourhood improvement programmes, to restore damaged public spaces in areas experiencing urban densification;
- v. Promotion of sustainable farming and animal management practices and strategies to promote local agricultural projects; and
- vi. Government capacity-strengthening to produce participatory national and local policies particularly for the young, and improve Disaster and Crisis Management.

Key government partners in this response include the Prime Minister's Office through the Stabilization Roadmap 2013 and its updated projects, the Ministry of Social Affairs, the Council for Development and Reconstruction and its Economic and Social Fund for Development, Ministry of Interior and Municipalities and key line ministries concerned with the labour market, environment and youth.



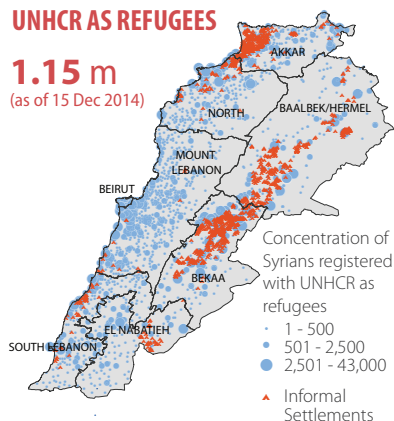
# LEBANON CRISIS RESPONSE PLAN DASHBOARD

## 2015 PLANNING FIGURES



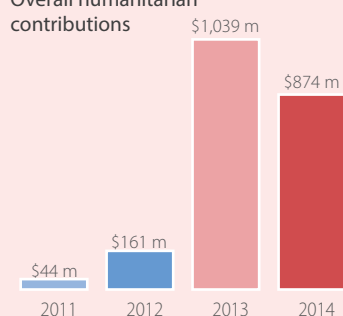
## CURRENT SYRIANS REGISTERED WITH UNHCR AS REFUGEES

**1.15 m**  
(as of 15 Dec 2014)



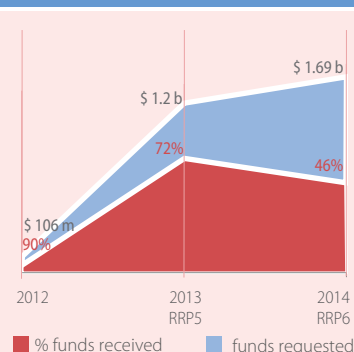
## DONOR CONTRIBUTION

Overall humanitarian contributions



The figures are as of 1st December 2014

## RRP FUNDING TREND



Source: Funding figures used are from FTS and UNHCR annual reports.

## PRIORITY NEEDS

**1.** 1.2 million Syrians are registered as refugees with UNHCR in Lebanon at end-2014 with many more present but unregistered. Of these, 29% are unable to meet their survival needs and an estimated one third lack legal stay documentation, limiting their capacity to sustain their own well-being. Equally, more than 336,000 Lebanese and at least 220,000 Palestinian refugees live under Lebanon's lowest poverty line of \$2.4 per day.

**2.** Approximately two million of these vulnerable people are estimated to be concentrated in 242 localities where social tensions and poverty are worsening fastest. In these areas, demand for basic

services continues to far outstrip the capacity of institutions and infrastructure to meet needs.

**3.** Extreme poverty, rising unemployment and desperation are driving negative coping strategies, particularly affecting youth. Long-standing economic inequalities are becoming more widespread and environmental pressures increasing, affecting social relationships and, ultimately, Lebanon's stability. Marginalized young people will be pivotal to prospects for both local and regional stability.

## STRATEGIC OBJECTIVES

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

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

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

- i) expanding economic and livelihood opportunities benefiting local economies and vulnerable communities;
- ii) promoting confidence-building measures within and across institutions and communities to strengthen Lebanon's capacities.

## 2015 FUNDING REQUIREMENTS

Sector	Requirement
Food Security	\$447 m
Basic Assistance	\$288.6 m
Education	\$263.6 m
Health	\$249.2 m
WASH	\$231.4 m
Livelihoods	\$175.9 m
Social Cohesion	\$157.3 m
Shelter	\$147.2 m
Protection	\$111.8 m
Child Protection	\$43.4 m
SGBV	\$27.7 m

## 2015 PROJECTED TARGET POPULATION

Sector	Target population
Food Security	1,236,976
Basic Assistance	889,500
Education	377,000
Health	2,040,000
WASH	2,862,291
Livelihoods	242,536
Social Cohesion	242 *
Shelter	1,368,255
Protection	2,185,000**

\* Social Cohesion targeting communities in the 242 most vulnerable cadasters.

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

# KEY STATISTICS



**348,300**

Lebanese, Syrian and Palestinian children are **out of school** compared to 300,000 enrolled in public schools



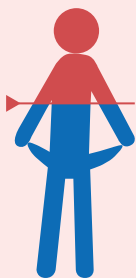
**55%**

of Syrians registered as refugees with UNHCR have **debt** > \$400



**1,421**

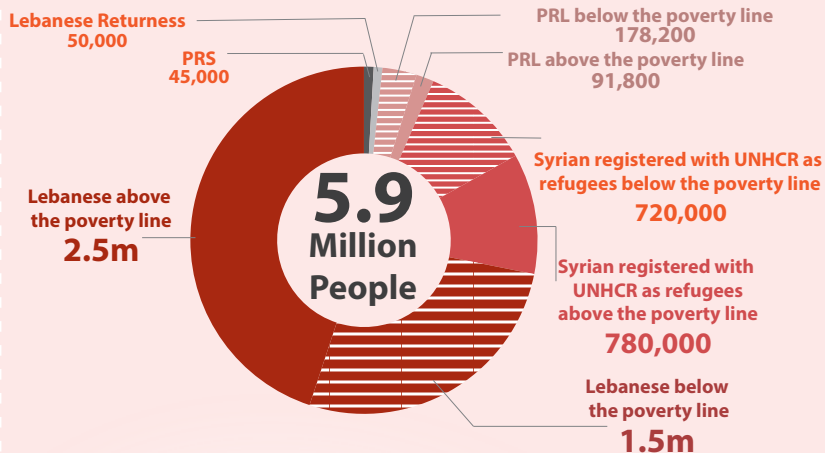
**Informal Settlements** across the country



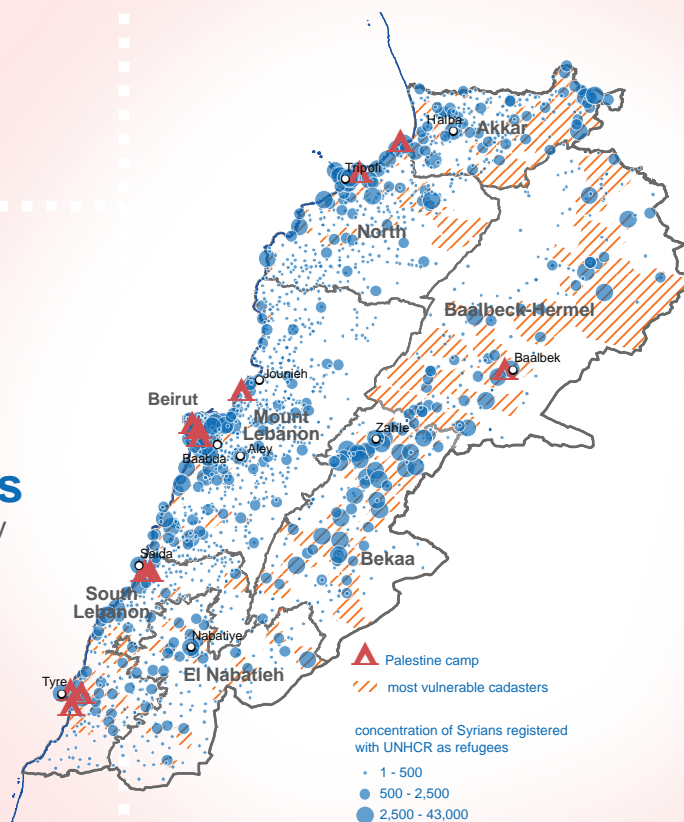
**61%**

more **POOR** inside Lebanon since 2011

## Projected Figures December 2015



## Concentration of people in need



Source: OCHA, UNHCR, UNRWA



**50%**

more **labour force** than 2011



**92%**

of **sewage** running **untreated** into watercourses



**40%**

**increase** in Municipal spending on **waste disposal**



**140,000 PRL & PRS**

living in **42 informal gatherings** in addition to the **12 formal refugee camps**.



**82%**

of Syrians registered with UNHCR as refugees **pay rent**



Photo by: AUST/Ghida Issa

# Introduction

Learning from a  
fourth year  
of crisis





# I Lebanon's Changing Dynamics

## 1.1 Evolution in Lebanon's context 2014

In the fourth year of spillover from Syria's conflict, the impact on Lebanese families, institutions, and community relationships came into greater focus.

In April 2014, the million<sup>th</sup> Syrian national was registered in Lebanon with UNHCR as a refugee. By November, Lebanon had received more than 1.5 million individuals fleeing the conflict in Syria, including 1.2 million Syrians registered with UNHCR as refugees by the end of 2014 – with 440,000 new arrivals in 2014 alone<sup>1</sup>. Nearly all (90 percent<sup>2</sup>) crossed the border needing support to register, find shelter and food, and meet basic material needs. For most of the *de facto* refugees from Syria already in Lebanon, family savings have been drained by four years of economic hardship and limited access to services, deepening vulnerability for most. As of December 2014, more than one in every four people in Lebanon is a *de facto* refugee from Syria or a Palestine refugee – excluding unregistered individuals estimated by the Government to be in the hundreds of thousands. And the number of people in-country has risen by 30 percent since the crisis began<sup>3</sup>.

While Lebanese communities continued to be sympathetic and generous hosts for Syrian nationals, entering Lebanese territory since March 2011, they also increasingly looked for support to ease their own growing difficulties. The number of poor people living inside Lebanon has risen by an estimated 61 percent since 2011 to 2.1 million – a significant increase largely accounted for by the mass influx of poor refugees<sup>4</sup>. The surge in demand for land, waste disposal, water resources, and electricity has raced ahead of capacity to meet it, raising municipal costs once again in 2014<sup>5</sup>. Public institutions cannot cope with the added volume of needs in a country, where major development challenges pre-existed the crisis, and the private sector traditionally delivers many public services. For example, the majority of school-aged Lebanese children are educated in private schools, with only 27 percent or 300,000 Lebanese children enrolled in public

education. The number of children displaced from Syria into Lebanon and still out of learning is almost equal to that number – despite major efforts to enroll 90,000 in 2013-14<sup>6</sup>.

The crisis is having a far-reaching impact on Lebanon's society, services and economy, hitting young people the hardest. Nearly half of all those affected by the crisis are children and adolescents – at least 1.2 million currently growing up vulnerable, deprived, and with acute needs for basic services and protection. A third of Lebanese youth are unemployed; a 50 percent rise since 2011. Overall unemployment has doubled to 20 percent<sup>7</sup> in the same period, in a labour force estimated to be 50 percent larger than pre-crisis<sup>8</sup>. Even low wage jobs are becoming harder to find, particularly in a slow economy. Lebanon expects GDP growth of just 2 percent in 2015 – far below the average of 9 percent for the four years prior to 2011<sup>9</sup>.

In 2014, a series of security incidents saw the Lebanese Armed Forces (LAF) engage in significant battles with extremist armed groups that had crossed the Lebanese-Syrian border – temporarily displacing communities and heightening concerns around national stability. Strong governmental, popular and international support has been evident for the LAF and security personnel working to address multiple challenges.

The Government of Lebanon's position is that repatriation of *de facto* refugees from Syria is the preferred durable solution for this crisis, while abiding by the principle of *non-refoulement* and recognizing that conditions for safe return could precede a political solution for the conflict in Syria<sup>10</sup>. Based on this premise, and given the combined economic, demographic, and security challenges facing Lebanon as a result of the crisis in Syria the Government has adopted a policy paper in October setting three main priorities for managing the displacement situation: (i) reducing the number of individuals registered in Lebanon with UNHCR as refugees from Syria through a series of managed steps; (ii) addressing the rising security concerns in the country and in municipalities including by strengthening law enforcement; and (iii) sharing the economic burden by expanding the humanitarian response towards a more structured developmental and institutional approach – thereby increasing aid to Lebanese infrastructure and public institutions while sustaining humanitarian assistance in a balanced way. It also encouraged third countries to offer more resettlements and humanitarian admission opportunities for Syrian nationals registered with UNHCR as refugees. The paper further states the Government's readiness to work with the international community in order to achieve these solutions.

(1) UNHCR registration data and projections for 2014, as at end-November 2014.

(2) *Inter-Agency Multi-Sector Needs Assessment Phase 1 Report*: May 2014.

(3) Including 43,000 Palestine refugees from Syria and 270,000 Palestine refugees in Lebanon. Government of Lebanon estimates that there are up to 300,000 unregistered *de facto* refugees in Lebanon.

(4) Data as at December 2014 suggests an additional 809,000 poor Lebanese, poor *de facto* refugees from Syria and poor Palestine refugees in country since 2011. Post-crisis increase in the number of poor is calculated as follows: *the Economic and Social Impact Assessment* World Bank/Gol. 2013 projects 170,000 additional Lebanese pushed into poverty by end 2014. The *Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR)* WFP 2014 further suggests that 48% of the 1.2 million *de facto* refugees from Syria registered with UNHCR in Lebanon by end 2014 live at or under the equivalent purchasing power of the Lebanon poverty line – 576,000 people – while nearly all of the 43,000 PRS have been found to be at or beneath the poverty line as well as 20,000 Lebanese Returnees. Pre-crisis, the total poor population in-country was estimated at 1.32 million Lebanese and Palestine refugees in Lebanon: *Poverty, Growth and Income Distribution in Lebanon*. Pre-crisis poverty is calculated as follows: UNDP 2008 found 28.5% of Lebanese to be living below the poverty line (\$4 per day) or 1.14 million people. This data is based on the ten year-old *National Survey of Household Living Conditions*, Ministry of Social Affairs 2004 and should therefore be considered an estimate. *The Socio-Economic Survey of Palestine Refugees in Lebanon*, UNRWA-American University of Beirut 2010 assesses that 66% or 180,000 of PRL are considered poor. The sum of all these poor groups in Lebanon is an estimated 2.1 million people as of December 2014, approximately 61% higher than 2011 estimates.

(5) *Lebanon Environmental Assessment of the Syrian Conflict & Priority Interventions*: Ministry of Environment, UNDP and EU 2014.

(6) Ministry of Education, UNHCR & UNICEF.

(7) World Bank 2014.

(8) IMF Country Report No. 14/238.

(9) International Monetary Fund: *Lebanon - 2014 Article IV Consultation Mission Concluding Statement* 9 May 2014 <https://www.imf.org/external/np/ms/2014/050914.htm>

(10) The Government of Lebanon reserves the right to safeguard its national security through measures it deems appropriate and that respect Lebanese and international law.

Despite its many challenges, Lebanon has remained resilient. Leaders have worked to ease tensions between communities.

Yet as 2014 ends, Lebanon's society faces a critical test. Public concern is growing around how militancy spreading from Syria might interplay within Lebanon's stressed communities. Tensions are highest in the most vulnerable and deprived parts of the country. A reinforced, consolidated and tailored effort to tackle long-term inequities and development gaps in the context of an ongoing humanitarian crisis is essential to Lebanon's ongoing peace, stability, and potential.

## 1.2 Learning from investments

Momentum to counter Lebanon's combined humanitarian, social, environmental and economic shocks has been steadily building since the conflict in Syria began. International investments in Lebanon's communities, institutions and infrastructure broadened in 2014, complementing the major humanitarian effort. Although many needs remain unmet and the RRP6 has a 54 percent funding shortfall, these investments have helped to save lives, protect dignity, and support Lebanon's stability and development.

### RRP6 2014 – A Nationwide, multi-sectoral response:

- Over **596,000** persons displaced from Syria received **core relief items and fuel during the winter**.
- **195,000 children** received **winter clothes**.
- Food vouchers, e-cards and ATM cards were delivered to **980,000** persons displaced from Syria.
- Nearly **300,000 people** including Lebanese, Syrian displaced and Palestinians, received **shelter** support.
- **620,000 medical consultations** were provided to protect the **health** of Lebanese and persons displaced from Syria.
- **1.3 million immunizations** against polio and measles were provided for all children.
- Nearly **220,000 children** were linked with education services; 88 schools were rehabilitated.
- **76,000 children** have received psycho-social support.
- **53,000 PRS** provided with education, health, protection and other services by UNRWA.
- **60,000 individual at risk and survivors** had access to psychosocial, legal and protection services in safe spaces.

On the humanitarian side, in 2014, the RRP6 and bilateral humanitarian programmes delivered more than \$770 million to relieve the pressures on displaced Syrians, Lebanese poor, Palestine refugees from Syria (PRS) and Lebanon (PRL) as well as Lebanese Returnees (LR) through the Government, UN and national and international NGOs<sup>11</sup>. The RRP6 engaged thousands of people from the Lebanese Government and municipalities, as well as international and national organizations working in every district to support an ever-growing number of beneficiaries. The international community has also invested in major infrastructure and policy reform initiatives designed to tackle development challenges pre-existing the crisis. Examples of humanitarian, development and stabilization projects in 2014 include:

- **Mitigation of human suffering:** the humanitarian community in Lebanon provided essential assistance to destitute families lacking any other support system – including education, shelter, healthcare, winter help and emergency income reaching approximately one million Syrian nationals registered with UNHCR as refugees. This support provided a lifeline for many, protecting them against the worst effects of displacement, poverty, hunger and illness. Support to register persons displaced from Syria, assess their needs, and provide them with critical information on their legal rights and benefits under Lebanese laws, was also essential to a regulated management of their presence in the country.
- **Investment in Lebanese communities:** Humanitarian investments have created significant dividends for Lebanese local economies and service delivery, helping to alleviate some of the burdens arising from the crisis. In 2014, RRP6 response partners allocated at least \$100 million for projects reaching over 200 of Lebanon's most vulnerable localities – providing staff, training and rehabilitation of public health and education facilities. Food aid provided to families displaced from Syria has also contributed to the revenues of contracted local businesses<sup>12</sup>. Large-scale development and stabilization initiatives funded by international donors including Arab States, UN agencies and others also invested in the restoration of local economies in partnership with the Government of Lebanon. The Lebanon Host-Communities Support Programme led by the Ministry of Social Affairs (MoSA) and supported by the UN expanded to 50 communities in 2014. Lebanon's Economic and Social Fund for Development (ESFD), an autonomous unit affiliated to Council for Development and Reconstruction (CDR), has also received international support as a useful template for inclusive, locally-owned investment initiatives in the most vulnerable areas.
- **Government-led partnerships for service expansion:** Important efforts were initiated in 2014 to capture humanitarian gains through policy reform, supported by the international community. For example, the Government introduced a landmark education strategy to enroll 400,000 Lebanese and Syrians in learning by 2016: "Reaching All Children in Lebanon with Education" (RACE). In September 2014 the Ministry of Public Health's "Project to Support the Lebanese Health System" was approved by the Council of Ministers. In October 2014 MoSA launched a "National Plan to Safeguard Children and Women in Lebanon". The National Poverty Targeting Program (NPTP) will, as part of its second phase, use a pre-paid card system targeting the poorest Lebanese families, in collaboration with UN agencies and I/NGO partners. Government-led strategic processes such as these will be replicated and scaled up in 2015 to address other emerging humanitarian and stabilization needs.

(11) FTS reports \$777 million received against the RRP6, with an additional \$100 million provided bilaterally to the crisis response as of 1 December 2014.

(12) *Economic Impact Study: Direct and Indirect Effects of the WFP Value-Based Food Voucher Programme in Lebanon*: WFP, July 2014.



- **International policy and financing support:** Several initiatives improved coordination around policies and funding for Lebanon's crisis response efforts. A Multi-Donor Trust Fund (MDTF), administered by the World Bank, was established to support national priorities within the Government's Roadmap for Stabilization from the Syrian Conflict. With advocacy backing from the International Support Group (ISG) for Lebanon, the MDTF has received \$40 million for Lebanon's primary health care system, as well as for the Municipal and Host Community Support Programme. The Ministry of Economy and Trade re-launched the Lebanon Recovery Fund, administered by the UN, to support development projects targeting Lebanese communities most affected by the Syrian crisis. The Government is now working closely with the UN and donors on a system to improve tracking of stabilization funds.
- **Private sector alliances:** Effective public-private partnerships were advanced in 2014. As one example, a private company partnered with the UN to manage health centre admission and payment process for patients receiving subsidized health care in public and private hospitals nationwide. The programme reduced unnecessary hospitalizations and maintained admission costs at steady levels. The e-card programme also offered a quick mechanism to deliver food assistance through a network of contracted shops. Programmes assisting rural and agro manufacturers to invest their own funds in infrastructure and technology improvements boosted incomes for approximately 1,400 households.
- **Advancing coordination, prioritization and planning tools:** the ActivityInfo Reporting Database was introduced as an alternative to pre-2014 multiple formats and offline









monitoring tools, allowing more rapid, meaningful and efficient tracking of RRP6 investment targets. ActivityInfo was reinforced by new mechanisms to coordinate and help systematize assessment processes between different humanitarian partners and also to harmonize data collection and visualization tools – based on recommendations of the Inter-Agency Multi-Sector Needs Assessment Phase I Report (MSNA), May 2014. A new participatory planning tool was also introduced and adopted by MoSA, allowing municipalities to assess their own needs and capacities and set their own community investment priorities (see Section 4 Box on Map of Risks and Resources, MRR).

These experiences saw the growing integration of the humanitarian effort within a broader programme of support to Lebanon itself. They also advanced thinking around targeting and leadership for the next phase – in recognition that sustained international assistance to Lebanon during this crisis must generate meaningful gains for national stability and good governance.

A series of important considerations have therefore defined planning as the fifth year of crisis approaches, i.e. (i) how to **maximize the value of longer-term development investments for Lebanon** while also sustaining the humanitarian effort and response; (ii) how to **counter growing threats to internal peace and stability**, aggravated by stresses on livelihoods and living conditions; (iii) how to **strengthen convergence in the aid management process** between the Government of Lebanon and international response partners; and (iv) how to **develop the right analysis and relationships** to realize cost-efficient innovations.

#### Progress towards the MDGs in Lebanon:

Lebanon is on track to achieve five of the eight MDGs by 2015; however work remains to be done on poverty reduction, gender, and the environment. The impact of the Syrian crisis on Lebanon's economy and society has significantly increased the challenges of achieving these key development commitments\*:

-  **MDG 1 Eradicate Extreme Poverty and Hunger:** Not on track. Last measured in 2004, 29 percent of Lebanese were living under the poverty line set at \$4 per day, while the MDG target is 10 percent;
-  **MDG 2 Achieve Universal Primary Education:** On track with almost complete net attendance ratio for boys and girls and a 92 percent youth literacy rate;
-  **MDG3 Promote Gender Equality and Empower Women:** Not on track. While gender balance was achieved in all education cycles, only 33 percent of women participate in the economy, compared to 97 percent of men. In addition, women have a weak political participation, constituting 3 percent out of total members of parliament and 5 percent out of municipal representation;
-  **MDG 4 Reduce Child Mortality:** On track. Under 5 mortality has been reduced to just 10/1000 and infant mortality is at 9/1000;
-  **MDG 5 Improve Maternal Health:** On track, with a ratio of 25/100,000 maternal deaths to live births. At least 96 percent of births are attended by skilled personnel;
-  **MDG 6: Combat HIV/AIDS, malaria and other diseases:** On track but under pressure. HIV/Aids annual cases rose from 2009 to 2011 although numbers remain low at 109 cases. There has also been a slight rise in tuberculosis rates from 12-15 cases per from 2009- 2012;
-  **MDG 7 Ensure Environmental Sustainability:** Not on track. Lebanon faces grave and longstanding environmental challenges, with just 13 percent density of forest coverage, increasing greenhouse emissions and challenges in public provision of piped water and sewage treatment services. 25 percent of households are not connected to public piped water and 92% of sewage is discharged into public watercourses and the sea without treatment;
-  **MDG 8 Global Partnerships for Development:** On track but under pressure. Reliance on FDI, remittances, and tourism receipts persists; while public debt to GDP was contained and had started a declining path it resurged in 2013 (141%); current crisis pressure on Lebanon's fiscal situation and its debt dynamics;

\*Lebanon National Millennium Development Goals Report 2013-14, UNDP





Photo by: UNHCR / S. Baldwin

# Needs Overview



## II Defining Vulnerability 2015-2016

### Projecting priority needs

Patterns of vulnerability are changing in Lebanon – requiring families and international partners to adapt.

Lebanon's longstanding socio-economic challenges have become enmeshed with a protracted humanitarian crisis, each worsening the other. As a result, families and Lebanese systems are seeking to recalibrate and answer longer-term questions: how can local economies recover and thrive, how can there be enough work, water and schools for all vulnerable groups affected by this crisis while it lasts, how can the bridge be built between short-term assistance and longer-term benefits?

The next phase of the response represents a real opportunity to address these issues - building on the humanitarian effort through investments that foster peace, stability, and development. Ideally, this would be guided by a national consensus on multi-year stabilization priorities and the complementary role of international support.

Looking towards such a consensus, the **LCRP prioritization process selected factors most likely to affect vulnerability and stability over the coming period - such as the protracted displacement status of *de facto* refugees and the socio-economic situation of the poorest** - to help communities and systems cope with current shocks, **recover** in the medium term, and **sustain** the value of investments in change. Through this analysis, the following issues and beneficiary groups emerged as top priorities for the next phase:

#### LCRP vulnerability framework

**Human vulnerability:** the LCRP assesses critical gaps in the ability of different population groups to meet their fundamental survival and protection needs, identifying specific categories of need by status and by sector, focused on the most vulnerable communities and particularly *de facto* refugees from Syria. This analysis is informed by the Vulnerability Assessment of Syrian Refugees 2014, the 2014 Multi-Sectoral Needs Assessment Phase I survey, the National Poverty Targeting Programme and other surveys assessing specific populations in need or sectoral gaps.

**Geographic vulnerability:** the LCRP identifies localities where people and systems are most likely to be facing high socio-economic and security pressures resulting from a combination of endemic poverty and high presence of displaced individuals in order to prioritize combined humanitarian/development investments in service delivery, income generation and other types of area-based support. This analysis is informed by Lebanese poverty data at the district level, UNHCR information on Syrians registered as refugee, and Government mapping of service delivery gateways reflected in the RRP6 map "Reaching the Most Vulnerable Localities in Lebanon".

**Systemic vulnerability:** the LCRP identifies the institutions and systems that are most critical to an effective crisis response and most in need of support to safeguard Lebanon's longer-term stability. This analysis is informed by the World Bank Economic and Social Impact Assessment 2013 as well as ongoing dialogue among the Government, the UN, civic institutions and key stakeholders at all levels.

### 2.1 Survival and humanitarian protection needs among the most vulnerable persons displaced from Syria and poorest Lebanese

**Vulnerability for many persons displaced from Syria and poor Lebanese families is worsening over time as savings are depleted and dependency on assistance remains high.**

The most urgent short-term survival concerns are concentrated in 29 percent of Syrian *de facto* refugees unable to meet their minimum requirements through their own household expenditures, and who do not have access to social safety nets – as many as 435,000 people by end-2015<sup>13</sup>. Equally, at least 336,000 Lebanese live under Lebanon's lowest poverty line of \$2.4 per day - and their numbers are rising according to Government and World Bank estimates<sup>14</sup>.

In a country where basic living costs are high and many key services are privately delivered, these extreme poor are more vulnerable to homelessness due to inability to pay rent, illness and malnutrition due to inadequate diets and

insanitary conditions, and negative coping strategies such as child labour or child marriage. Vulnerabilities of *de facto* refugees from Syria are heightened by their displacement and by their circumstances inside Lebanon, which limit their capacity to sustain their own wellbeing. In addition, the community support networks and social welfare systems that can provide lifelines to the poorest local Lebanese fall short of covering the needs of all vulnerable communities, leaving them exposed to the worst forms of poverty<sup>15</sup>.

Some communities have become more vulnerable to hunger and malnutrition. The Lebanon Millennium Development Goals 2013-2014 report suggested that a significant proportion of Lebanese families in Lebanon's poorer areas are buying food on credit (up to 59 percent in the Bekaa), and reducing the nutritional quality of their meals (40 percent in the North). Many are spending savings and going into debt to keep enough food on the table in a climate of falling employment and rising uncertainty<sup>16</sup>. Only 20 percent of surveyed displaced families from Syria report having three cooked meals per day and many live on just one (including 45 percent of PRS). Only 6 percent of displaced Syrian children

(13) 155,000 people are highly to severely food insecure with an additional 61 per cent at risk of moderate food insecurity *Vulnerability Assessment of Syrian Refugees in Lebanon*: WFP, UNICEF & UNHCR 2014 update.

(14) Lebanese extreme poverty was assessed at 8 percent of the population. *Poverty, Growth and Income Distribution in Lebanon*: Ministry of Social Affairs and UNDP 2008.

(15) *Inter-Sectoral Shelter Survey*, Lebanon 2014.

(16) *Lebanon Millennium Development Goals Report 2013-2014*, Council of Development and Reconstruction and UNDP.

between six and 23 months old consume the minimum adequate diet according to WHO/UNICEF standards<sup>17</sup>.

In August, the government passed a decree that provides for the renewal of residency permits free of charge and the regularization of those persons displaced from Syria who had overstayed their visas, including those who crossed illegally into Lebanon, without paying a fine until December 2014. This has considerably helped Syrian nationals and other individuals who had left Syria since March 2011 to regularize their residency in Lebanon and to have access to civil registration processes, such as obtaining birth certificates for their newborn, as per Lebanese laws and regulations.

**UN/OECD Stabilization Systems Analysis Workshop:** In September 2014, experts in risk and key decision makers met in Beirut to explore how to support stabilization in Lebanon, with a specific focus on the risks stemming from the Syrian crisis. Members of the Lebanese government, NGOs, civil society, donors and United Nations jointly used a systems-based methodology to conduct a risk and resilience analysis which helped identify the highest priorities for action to ensure the continued stability and well-being of Lebanese society. The methodology was structured around the OECD stabilization systems analysis methodology, a tool endorsed as global best practice.

The exercise concluded that the risk landscape is likely to deteriorate over the next two years, with risks relating to the Syria crisis likely having an increasing impact on the well-being of Lebanese society. Among these, three primary risks related to the Syrian crisis included:

1. Shocks related to the continued, and potentially increased, presence of refugees in Lebanon.
2. Economic and trade shocks caused, or exacerbated, by the crisis in Syria.
3. Threats to social wellbeing.

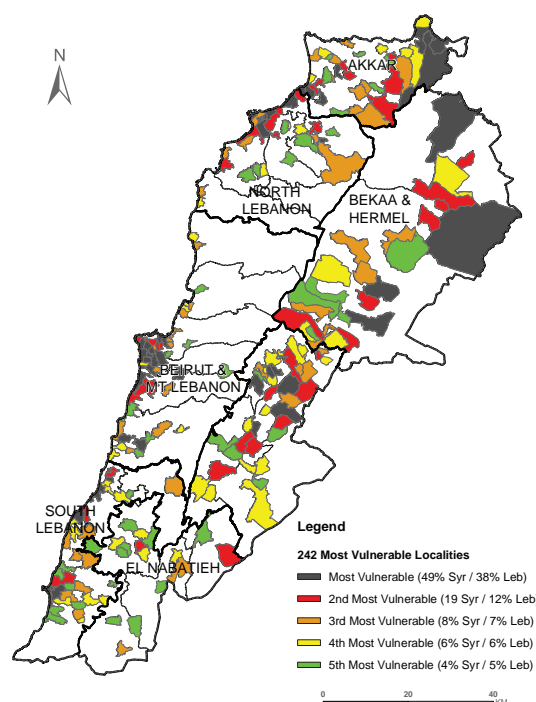
Following an analysis of existing coping mechanisms, the exercise then focused on the resources and capacities that are needed to absorb, adapt and transform in the face risks related to the crisis in Syria for vulnerable communities and institutions in Lebanon. The main findings of the analysis were considered in LCRP prioritization and programme design decisions across the sectors.

## 2.2 Gaps in essential services for the most vulnerable communities

**Social tensions and poverty are worsening fastest in areas of Lebanon where large numbers of Syrian nationals registered with UNHCR as refugees coincide with a pre-crisis history of weak service delivery for the local population, making these areas the highest priority for area-based support.**

Poverty in Lebanon is rising as a result of the crisis. Background poverty rates in Lebanon were assessed at 28.5 percent in 2008 (based on a poverty line of \$4 per capita per day)<sup>18</sup>. Since the crisis began, an extra 170,000 Lebanese became poor according to World Bank estimates – and conditions for all poor are worsening<sup>19</sup>. An ongoing mapping exercise using the best currently available data highlights 242 localities that are estimated to contain two thirds of poor

Lebanese and four fifths of Syrian nationals registered with UNHCR as refugees and Palestine refugees - 68 percent, 86 percent and 80 percent respectively<sup>20</sup>. These few localities represent only a sixth of the country but likely contain nearly two million vulnerable people as well as institutions under particularly high stress.



In these priority areas and other vulnerable localities, demand for electricity, water, waste collection, education and healthcare continues to far outstrip the capacity of systems and infrastructure that have already seen years or even decades of under-investment, unreliability and high costs. Municipalities are struggling to bear burdens - one study showed that municipal spending on waste disposal climbed 40 percent between 2012 and 2013- suggesting a strong focus on local capacities for 2015<sup>21</sup>. Critical gaps in service delivery include:

- Health centers are overwhelmed by the increase in the population caused by the mass influx of refugees from Syria. As a result, many report finding it harder to get treatment because of long queues. Lebanese poor and persons displaced from Syria increasingly need subsidization and support to access basic healthcare. A polio outbreak in Syria and the emergence of other diseases in Lebanon (leishmaniasis, scabies and measles) affected community attitudes in an already tense context. The risk of infectious disease is also rising for children in a context of lower average immunization rates.

(17) *Inter-Agency Multi-Sector Needs Assessment Phase 1 Report*: May 2014.

(18) *Poverty, Growth and Income Distribution in Lebanon*: Ministry of Social Affairs and UNDP, 2008.

(19) *Poverty, Growth and Income Distribution in Lebanon*: Ministry of Social Affairs and UNDP, 2008 and *Economic and Social Impact Assessment*: World Bank/Government of Lebanon 2013.

(20) Poverty was last surveyed in Lebanon in 2004 at the Qada (district) level. Areas of residence for *de facto* refugees from Syria are based on UNHCR registration data, although seasonal population movement of *de facto* refugees from Syria between and outside of areas of residence is not currently tracked in real time.

(21) *Lebanon Environmental Assessment of the Syrian Conflict & Priority Interventions*: Ministry of Environment, UNDP and EU 2014.

- Lebanon's school-aged children largely attend private schools, leaving the public system largely under-supported and serving only 30 percent of the country's school-age children. Public schools are significantly over-stretched and face high costs per child to enroll additional students. At least 700 Lebanese public schools in 250 localities are under severe pressures due to an overload of demand - affecting teachers, students and school infrastructure. Education remains a critical unmet need for many *de facto* refugee Syrian families: 66 percent of Syrian children registered as refugees with UNHCR are currently not in school, kept out by a combination of lack of space, high costs, too many years out of school, unfamiliar languages, and curricula.

- A quarter of Lebanese have never received piped water from public networks, a situation now compounded by a mass influx of refugees. A third of displaced Syrians also lack safe water access. Wastewater pollution has increased by a third since 2011, challenging a system that only treats 8 percent of its sewage.

- The Government of Lebanon is committed to combating all forms of organized crime, mainly human trafficking and other forms of exploitation, and enhancing the capacity of Lebanese law enforcement and justice systems as well as social workers to protect those at risk of abuse, violence and exploitation. However, these efforts are being overwhelmed by the crisis. At least 78 percent of Syrians registered as refugees with UNHCR are women and children. Many bear psychological scars of damaging experiences and urgently need some form of support. While incidents of sexual exploitation and sexual and gender-based violence (SGBV) incidents are believed to be widely under-reported, a quarter of incidents reported through protection mechanisms relate to sexual violence (rape or sexual assault). Women and girls bear the brunt of these violations: 87 percent of survivors identified and assisted are women and girls, and 13 percent men and boys<sup>22</sup>. Other types of violence, such as physical assaults (often within the family) and emotional violence are also widespread in the country.

- In most cases, Lebanese returnees from Syria experience challenges similar to those faced by *de facto* refugees from Syria to gain access to public services. Most have fled to Lebanon without any resources and are unfamiliar with the service available. Even four years into the crisis, many lack basic household assets. In a 2014 survey by the International Organization for Migration, a quarter of Lebanese returnee respondents said no-one in their household had worked for the past month, while half of respondents had experienced a lack of food or money to buy food during the same period<sup>23</sup>.

Frustration continues to rise amongst impoverished Lebanese communities at what is perceived as a neglect of their growing needs in comparison to a major assistance effort inside their country, targeting the *de facto* refugee

community<sup>24</sup>. Access of many Lebanese to public services is hindered by the additional burden on these services, which is also reflecting on their quality. This underlines the importance of making equity a central priority for future targeting and delivery strategies, to ensure the response itself does not aggravate tensions (the "Do No Harm" principle of humanitarian intervention). It also highlights the need, as per the Government's adopted policy, for municipalities to be supported to assume larger responsibilities to absorb rising tensions, and communicate investments more effectively to beneficiaries.

#### Conditions for Palestine Refugees

For Palestine refugees in Lebanon (PRL), the Syria crisis compounds the hardships of prolonged refugee status and disadvantage, with the vulnerabilities of both newly displaced and hosting communities. Palestine refugees from Syria (PRS) who have fled to Lebanon fall within the mandate of UNRWA, which is the main provider of assistance to both PRS and the PRL in partnership with other UN agencies and I/NGOs. Most Palestine refugees depend on the agency's health and education services as they are unable to access the public systems in Lebanon. Furthermore, as they are not reached by a significant number of inter-agency assessments and much of the humanitarian response, they remain heavily reliant on international support for assistance inside and outside the Palestine refugee camps in Lebanon.

Prior to the crisis, 270,000 PRL were already among the most vulnerable people and communities in Lebanon with two thirds considered poor or extremely poor\*. Sixty-two per cent of PRL live in over-crowded formal refugee camps reliant on UNRWA for basic urban services, such as water and sanitation. Outside the twelve refugee camps, most Palestine refugees live in one of 42 informal Palestinian gatherings across Lebanon.

Displaced PRS – currently 44,000 – have arrived into this environment, facing many of the same difficulties as Syrian refugees on top of those associated with their Palestinian status. As of May 2014, their entry into Lebanon has been limited to only exceptional cases.

\* Socio-Economic Survey of Palestine Refugees in Lebanon, UNRWA-American University of Beirut 2010.

## 2.3 Fragility of national systems - economic, social, environmental, and institutional

### Job creation is now urgent to counterbalance weak economic growth and threats to social cohesion.

Lebanon's job-creating markets are shrinking with revenues from tourism, services and cross-border trade all far down as a direct result of Syria's conflict. In this context, a sharp rise in the number of vulnerable people seeking low-wage jobs in Lebanon since 2011 has had a dramatic impact on employment and labour market standards. In addition, the country's fiscal balance has deteriorated significantly in the last three years, with debt swelling to 141 percent of GDP by end 2013.

Employment rates are falling while the labour market is expanding. One in five Lebanese is now jobless, twice the

(22) Data from the Inter-Agency GBV Information Management System (UNHCR/UNICEF/UNFPA and supporting civil society and municipal partners) covering the period January to October 2014 at the national level.

(23) *Refugees at Home: A Livelihoods Assessment of Lebanese Returnees from Syria*, IOM 2014.

(24) *Social Cohesion and Intergroup Relations: Syrian Refugees and Lebanese Nationals in the Bekaa and Akkar: Save the Children and AUB 2014, Akkar Host Communities Assessment, REACH, June 2014, Lebanon Conflict Scan, Search for Common Ground 2014, Conflict Sensitivity in the Health Sector, International Alert/Integrity 2014.*



number pre-2011 according to World Bank estimates<sup>25</sup>. The mass influx of refugees from Syria is estimated to have increased the labour supply by approximately 50 percent to date, with the majority of Syrians being low- to semi-skilled workers. Job competition is particularly intense in the informal sector, which represents more than 56 percent of total employment<sup>26</sup>. Lebanon's private sector is still largely unsupported, with local economies heavily dependent on remittances (16 percent of GDP or \$7.6 billion in 2014)<sup>27</sup>. Work available to the least skilled and most vulnerable is largely under-paid, seasonal and outside of labour protection mechanisms. For example, 92 percent of jobs held by persons displaced from Syria have no contracts<sup>28</sup>. In Lebanon's relatively high-cost environment, many working in these low-wage jobs remain poor and unable to meet their basic household expenses.

Extreme poverty and desperation among those unable to provide for their families in Lebanon are driving negative coping strategies, such as child labour. Surveys show that region-wide, one in ten children displaced from Syria are obliged to work to supplement family incomes<sup>29</sup>. These trends represent a genuine threat to local relationships in a climate of unhealthy competition.

### **Youth education, opportunities, skills and psycho-social wellbeing are critical factors in preventing conflict.**

The current generation of marginalized young people in Lebanon is pivotal to prospects for both local and regional stability. A World Bank study suggests that in 2013 youth unemployment had risen to 34 percent in Lebanon<sup>30</sup>. ILO also estimates that half of young Syrians have no income generating activities, rising to two thirds among young women<sup>31</sup>. Security and livelihoods consistently emerge from consultations as the two top priorities for vulnerable Lebanese, Syrian and Palestinian youth<sup>32</sup>.

Two thirds of displaced school-age Syrian children cannot access any learning opportunities, while a third only leave their shelters once per week leading to feelings of isolation and sadness<sup>33</sup>. Strategies that some families resort to in order to cope with challenges facing young people include child marriage. Concern is also rising that young people are more likely to resort to negative coping strategies – in extreme cases including drugs, alcohol and violent groups.

### **Lebanon's environment must also be preserved to protect livelihoods and health.**

Recent research released by the Ministry of Environment tracks the extent of damage to Lebanon's already fragile environment from the Syrian crisis – indicating a steep rise in solid waste production and wastewater pollution (particularly in Akkar and the Bekaa valley), as well as deterioration in water quality and air pollution (due to increased emissions from electricity production, cars and waste burning). Urban densification in 2015 is also predicted to increase by one third over pre-conflict rates, with population density rising from 400 to 520<sup>34</sup> persons per square kilometer. Combined with a year of water scarcity and haphazard land use, these factors are affecting living conditions and agricultural production providing low-wage livelihoods for many Lebanese and persons displaced from Syria<sup>35</sup>. An Environmental Management Plan (EMP) has been proposed to address short and longer-term consequences, requiring pan-institutional support.

### **Policy and institutional capacities need significant support to preserve Lebanon's stability through the crisis.**

The dramatic increase in the number of resident poor is reshaping Lebanon's fluid socio-economic dynamics in profound ways. Already, public institutions face a widening gap between the scale of emerging challenges and their capacities to meet them. Long-standing economic inequalities are becoming more widespread, affecting social relationships and wellbeing, and ultimately threatening the country's stability.

Due to the out-sized burden they carry in a climate of limited resources, support to key institutions and systems is now a priority. These include the Ministry of Social Affairs – particularly through its policy mandate, its Social Development Centres (SDCs), its Lebanon Host Community Support Programme (LHSP), its National Poverty Targeting Programme (NPTP) and pension reform initiative, as well as its National Plan to Safeguard Children and Women in Lebanon – as well as other ministries and systems managing Lebanon's labour market and private sector regular, institutions working to expand service delivery at national and municipal levels, aid harmonization systems and participatory planning processes, including those managed by CDR.

Crisis management and contingency planning is a continued key priority both nationally and in areas increasingly implicated in inter-communal conflict, military action and national counter-terrorism efforts – to address any potential impact on humanitarian access and service delivery for local populations.

(25) <http://www.worldbank.org/en/news/press-release/2013/09/24/lebanon-multiple-shocks-syrian-crisis>.

(26) World Bank, 2014.

(27) Lebanon's GDP for 2014 is expected to reach \$47.6 billion (IMF/World Bank 2014).

(28) *Assessment of the Impact of Syrian Refugees in Lebanon*, ILO 2014.

(29) No Lost Generation Initiative 2014.

(30) *Good Jobs Needed: The Role of Macro, Investment, Labor, Education, and Social Protection Policies*: World Bank and Government of Lebanon 2013 <http://www.worldbank.org/en/news/press-release/2013/04/11/world-bank-lebanon-needs-to-create-23-000-jobs-per-year>.

(31) *Assessment of the Impact of Syrian Refugees in Lebanon*, ILO 2014.

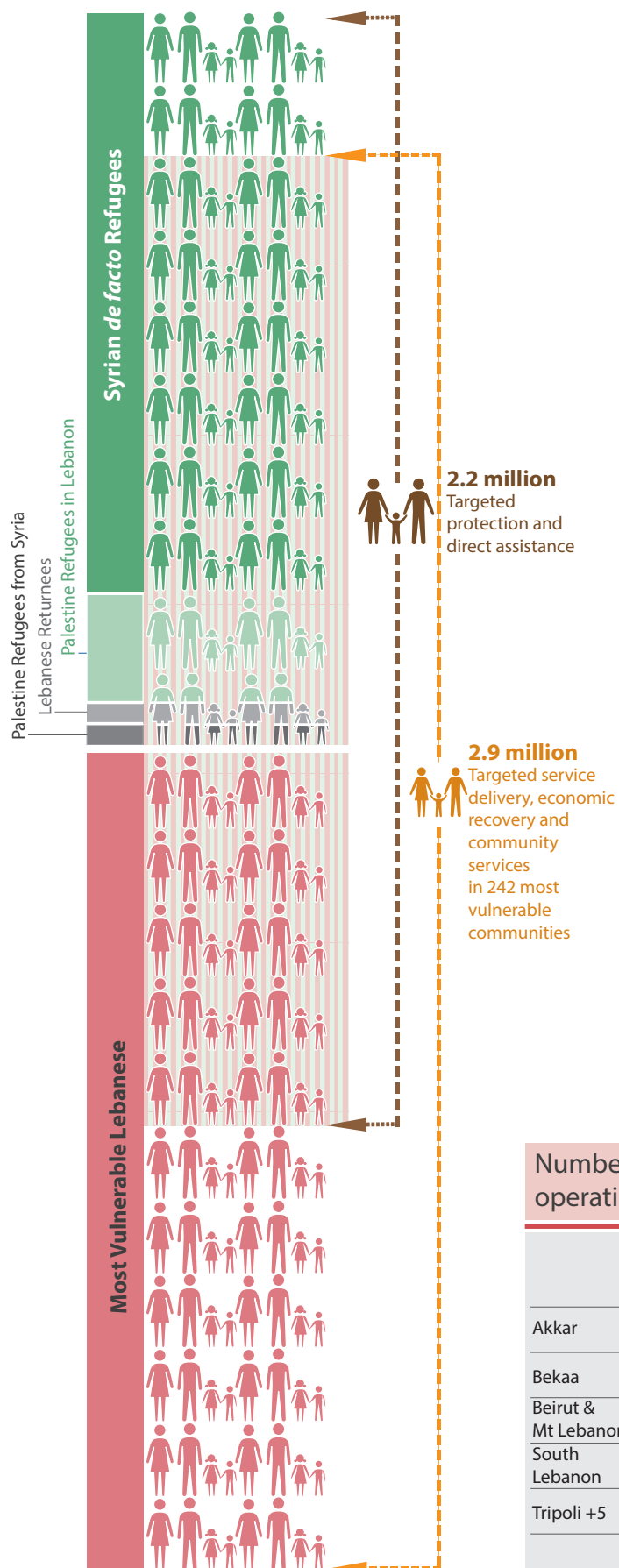
(32) *At-Risk Youth: American Near East Refugee Aid*, January 2014 and *Situation Analysis of Youth Affected by the Syria Conflict*: UNFPA, UNESCO, UNICEF, Save the Children, UNHCR, April 2014.

(33) *The Future of Syria – Refugee Children in Crisis*: UNHCR November 2013. Lebanon has policies in place to prevent child labour and has ratified international conventions on child labour, including the 1999 Convention on the Worst Forms of Child Labour.

(34) *Lebanon Environmental Assessment of the Syria Conflict & Priority Interventions*: Ministry of Environment and UNDP September 2014; However, this number may be an underestimate if unregistered as well as registered *de facto* refugees are considered. Lebanon's geographic area is 10,452 square kilometers and it is currently hosting 4 million Lebanese in addition to an estimated 2 million non-Lebanese (including unregistered *de facto* refugees), suggesting a population density as high as 574 persons per square kilometer.

(35) *Lebanon Environmental Assessment of the Syria Conflict & Priority Interventions*: Ministry of Environment and UNDP September 2014.

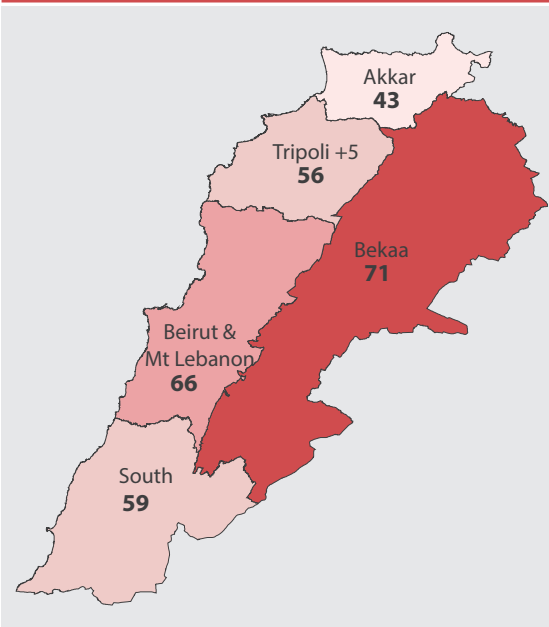
## TARGETED POPULATION



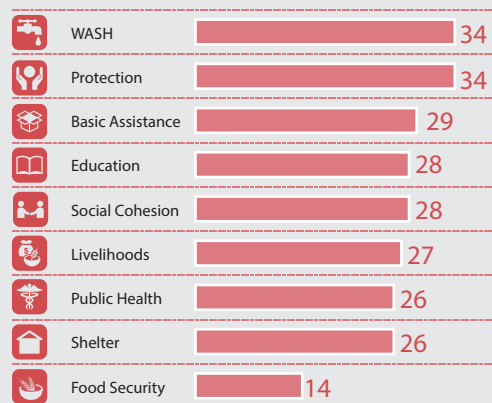
## HUMANITARIAN INTERVENTION

Data Source: Activity Info

### Number of partners per operational area



### Number of partners per sector



### Number of partners per sector in each operational area

		Education	Basic Assistance	Food Security	Public Health	Shelter	WASH	Protection	Social Cohesion
Akkar		18	15	6	11	9	12	17	17
Bekaa		21	23	13	31	12	17	19	31
Beirut & Mt Lebanon		23	21	14	21	13	13	21	25
South Lebanon		16	21	10	19	15	13	18	22
Tripoli +5		17	15	5	13	10	15	14	23



Photo by: UNHCR/S.Baldwin

# Response Strategy

# III The 2015-16 Lebanon crisis response

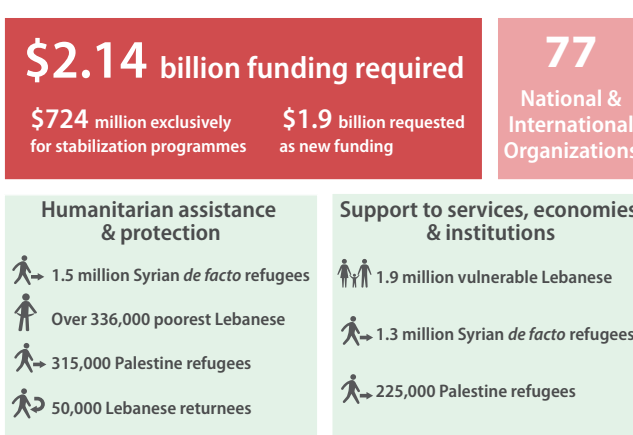
## From vulnerability to stabilization

The Lebanon Crisis Response Plan (LCRP) **integrates a targeted humanitarian response into a broader plan to support Lebanon's stabilization**. It appeals for \$2.14 billion to:

1) provide humanitarian assistance and protection to 2.2 million highly vulnerable individuals with acute needs, primarily Syrian *de facto* refugees, and

2) invest in services, economies and institutions reaching up to 2.9 million people in the most vulnerable communities and locations.

The LCRP represents the contributions and plans of 77 organizations including line ministries and international and national response partners, based on consultation with civil institutions. It is aligned with the Government of Lebanon Policy Paper on Syrian Displacement and is based on an agreed set of sectoral priorities using the 2013 Stabilization Roadmap and its updated projects as a strategic guide. The plan has a strong focus on humanitarian assistance to vulnerable communities (persons displaced from Syria and Lebanese) but also seeks to **expand investments, partnerships and delivery models for stabilization in a phased way**.



This plan seeks to capitalize on lessons learned by the range of international and national partners currently investing in Lebanon to foster stability. It **builds on the achievements realized through successive RRP response strategies** in several key ways. The plan:

- **Outlines protection and assistance** to be provided to the most vulnerable populations, particularly *de facto* refugees from Syria and extremely poor Lebanese – strengthening the link between humanitarian action, and Lebanon's own wellbeing and stability;
- **Promotes Lebanese leadership and capacities**, working more through Lebanese institutions, systems and communities to guide and implement activities;
- **Strengthens collective action around** the role of municipalities, the quality as well as reach of services, and the convergence of assistance in priority areas;
- **Increases focus on aid coordination** with and through government and non-governmental structures;
- **Scales up delivery mechanisms** that are responsive to needs and offer clear benefits to all vulnerable communities; and
- **Expands partnerships to improve the quality of implementation**, developing tools to measure the interaction between conflict, humanitarian need and poverty and building on experience to design equitable, smarter and cost-efficient programming<sup>36</sup>.

(36) A Composite Vulnerability and Stress Index is being developed to integrate the multiple critical dimensions of vulnerability of both *de facto* refugees from Syria and local communities, i.e. concentration of both *de facto* refugees from Syria, poverty distribution, ratio of *de facto* refugees from Syria to local population, capacity of local municipal actors, basic services coverage/gaps, social cohesion tensions and risks, security threats and incidents of violence.



### 3.1 - LCRP Strategic Priorities

The **three strategic priorities** of the LCRP are to:

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

*This priority addresses the capacity of these communities to cope with the worst effects of poverty and displacement. It aims to:*

- Supplement the ability of the most vulnerable communities, particularly persons displaced from Syria, to meet their survival needs through protection and humanitarian assistance reducing exposure to homelessness, hunger, and the worst effects of poverty;
- While anticipating their repatriation, ensure that the presence of the persons displaced from Syria on Lebanese territory accords with Lebanese laws and regulations, that they are supported based on their needs and that Syrians seeking to register as refugees with UNHCR continue to be assisted to do so in collaboration between the Government of Lebanon and UNHCR;
- Continue facilitating, as a requirement for their future repatriation, access of persons displaced from Syria to civil documentation as per Lebanese laws and regulations;
- Channel support to the persons displaced from Syria through public institutions, wherever possible, ensuring that humanitarian assistance continues to strengthen national capacities and benefit Lebanese communities as well as the persons displaced from Syria;
- Strengthen Government management of the humanitarian response including through enhancing border systems and further strengthening the capacities of implicated national institutions; and
- Build capacities of Lebanese civil society and community based organizations in their work on behalf of the persons displaced from Syria and other vulnerable populations;

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

*This priority addresses the capacity of national government and highly vulnerable localities to close long-standing gaps in quality public services for Lebanese poor while also expanding access for the de facto refugees from Syria while the crisis lasts. It aims to:*

- Ensure vulnerable children can access a quality learning environment, including through strengthening the absorption capacity of formal and non-formal education systems;
- Ensure that the most vulnerable communities can access affordable healthcare, with a focus on accessibility and quality of services, and controlling disease outbreaks;
- Increase outreach to and responsiveness of community

and institutional systems to protect the most vulnerable communities, especially boys, girls and women at risk of violence, abuse, exploitation and neglect, and referred to and provided with a full package of services, while providing appropriate support to survivors through a robust and coordinated national system; and

- Expand safe water, sanitation and hygiene for the most vulnerable communities through emergency gap-filling, and by reinforcing existing services.

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

*This priority addresses the capacity of Lebanon's institutions, local economies, environment and communities to protect Lebanon's stability during and after the crisis, with a particular focus on delivering work for communities at risk of resorting to negative coping mechanisms and mitigating tensions in communities under high stress.*

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

- Create jobs and support businesses to generate income for local economies in poor areas benefiting vulnerable local communities, to reduce tensions caused by competition for work;
- Enhance the productive capacities of Micro and Small to Medium Enterprises (MSME) through improving local economic infrastructure and supporting their capability to respond to market demands;
- Support government institutions and government partners to implement necessary economic, labour, social welfare, service delivery, disaster risk management, and environmental protection reforms already initiated; and
- Reduce the impact of the crisis on Lebanon's environment and promote environmental recovery.

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

- Strengthen government ownership of investments made in stabilization by supporting national planning, implementing, monitoring, and aid management processes;
- Address the risks faced by Lebanese, displaced Syrian and Palestinian adolescents and youth with a particular focus on empowering young women and girls, and providing alternative options to negative coping strategies and criminal or radical agendas; and
- Mitigate the potential for conflict within stressed communities by strengthening government, municipal, civic and community capacities to promote dialogue.



# IV The Response Strategy

## Three Response Areas

The **three Response Areas** of the LCRP address urgent humanitarian needs for the most vulnerable communities in Lebanon, particularly those displaced from Syria, as well as the coping capacity of all crisis-affected communities and some deeper-rooted development gaps. Programmes are prioritized based on needs, on potential multiplying effect on stabilization and capacity to implement.

### Linking the 3 Response Areas:

**Response Area 1 addresses fundamental coping mechanisms**, providing assistance to the most vulnerable communities, and mitigating tensions and instability among households and individuals who lack basic necessities and protection. The goal of this response is to channel international investments in immediate needs back into local economies, broadening medium-term benefits.

**Response Area 2 builds capacity to recover** by alleviating burdens on the poorest localities and service-providers, many of which were fragile before the crisis. This is essential to ensure that the humanitarian response in itself does not aggravate inequalities and tensions.

**Response Area 3 helps to sustain investments in national capacities** and service delivery by strengthening governance planning and conflict mitigation strategies across government, civil society, private sector, and communities. It also tackles Lebanon's economic capacities via livelihoods, injecting resources into highly deprived areas. Finally, it seeks to partner with organizations, strengthening rule of law as the basis for dignity and stability.

Supporting Lebanon's Government and complementing ongoing international initiatives, the LCRP will support three specific areas of response:

### Response Area 1: Provide material and legal assistance to the most vulnerable among the displaced from Syria and poorest Lebanese

**Response Area 1 guiding strategies and government partners:** the Ministry of Social Affairs (MoSA) on behalf of the Government of Lebanon and in collaboration with UNHCR, coordinates the response to the Syria crisis, working with key ministries including the Ministry of Foreign Affairs (MoFA), the Ministry of Interior and Municipalities (MoIM), the Ministry of Labor (MoL), the Ministry of Education and Higher Education (MEHE), the Ministry of Public Health (MoPH), the Ministry of Agriculture, the Ministry of Industry and CDR, the UN and non-governmental organizations.

#### Response Area 1 key programmes:

- **The basic assistance response** will identify and target the poorest among those persons displaced from Syria and other highly vulnerable communities unable to meet survival needs. Response partners will aim to find the most effective and cost-efficient means to deliver in-kind assistance and will move to market-based interventions as appropriate based on Government and partner collaboration to monitor the impact on local economies.
- **The food response** will aim to ensure sustainable stabilization of food consumption as well as promote food availability and support sustainable production. Based on efforts to improve targeting, the proportion of persons displaced from Syria receiving food assistance will reduce from 75 percent to 55 percent through 2015 as per 2014 assessments of food security needs. Additional support will also continue to be channeled through the NPTP to reach the poorest Lebanese.

- **The shelter response** will strive to mitigate conditions for those at high risk of homelessness and those living in sub-standard accommodation, particularly in the poorest and most vulnerable areas, through shelter upgrade, promoting affordable shelter and support for rental-related tenure security.

- **The protection response** will be managed through the collaborative efforts of MoSA and UNHCR to register, verify, and profile persons seeking to register as refugees with UNHCR. Municipalities will be supported to manage the presence of *de facto* refugees from Syria, in particular through MoSA Social Development Centres. MoSA will maintain a presence at border crossings, and partners will build capacity for local organizations providing legal aid and other protection services in accordance with Lebanese laws and regulations.

**Response Area 1 capacity strengthening:** MoSA administrative capacities including NPTP targeting and delivery mechanisms; community coping strategies and information-sharing capacities among *de facto* refugees from Syria including through Outreach Volunteers; Social Development Centres (SDCs) and mass information campaigns; staff at UNHCR Registration Centres and UNRWA facilities; community-based organizations providing legal aid and psycho-social/recreational services; Lebanese border authorities; planning/budgeting offices of municipal authorities in areas hosting persons displaced from Syria; police, military, and judicial authorities working with persons displaced from Syria in conflict with the law; local businesses engaged in the e-voucher programme and benefiting indirectly from cash transfers.

## Response Area 2: Link vulnerable groups and localities to strengthened basic services and protection

**Response Area 2 guiding strategies and government partners:** Lebanon Roadmap of Priority Interventions for Stabilization From the Syrian Conflict 2013 and its updated projects, Ministry of Interior and Municipalities (MoIM), RACE Strategy 2014-2016 (MEHE), Water Sector Strategy 2010-2015 (MoEW), National Plan to Safeguard Children and Women in Lebanon 2014 (MoSA), National Social Development Strategy 2011 (MoSA), National Women Strategy in Lebanon 2011-2021 (NCLW), National Youth Policy (2012), Project to Support the Lebanese Health System 2014 (MoPH), No Lost Generation 2014.

**Response Area 2 key programmes:** The LCRP response will strengthen government capacity to meet an overwhelming burden of service-related needs and seek to reinforce confidence particularly among Lebanese in the quality and accessibility of public services. It streamlines the number of direct-delivery emergency interventions compared to 2013 and expands community-level investments to reduce unsustainable and damaging coping strategies and improve municipal delivery. Where possible this Response Area will foster a “convergence” approach to service expansion, whereby the social development services and municipalities are supported to ensure a minimum package of services in the most vulnerable areas. Planned investments include infrastructure improvement and rehabilitation, training for frontline service delivery and social work personnel, ongoing provision of essential resources to cover additional needs (“back to school” packages, nutrition supplements, child-friendly spaces and psychosocial support, medical equipment, cold chain systems, drugs, and parental skills packages); subsidization of additional health and education costs linked to the crisis (hospital care and additional teaching shifts); filling gaps in services for the most marginalized (e.g. Child-Friendly Spaces and Non-Formal Education centres); and support to national and decentralized capacity for policy development systems improvement, resource management, information management, participatory planning and expenditure processes. The response will also seek opportunities to collaborate more effectively with the private sector and work with government to explore how remittances could be targeted towards vital service strengthening.

Specific sectoral responses are:

- **The education response** will support implementation of the 2014 RACE strategy of MEHE, which commits the government to ensure, with assistance of partners, that the vulnerable school-aged children from poor Lebanese families and Syrian *de facto* refugees can access learning either through formal or Non-Formal systems. RACE aims to enroll 400,000 children displaced from Syria in learning by 2016. It will focus on localities containing high proportions of vulnerable Lebanese and *de facto* refugee children from Syria where education is primarily publicly provided.
- **The health response** aims at reducing mortality of preventable and treatable illnesses and to control outbreaks of infectious diseases among vulnerable communities. Health partners will

deliver cost-effective service packages in primary health care and priority secondary health interventions, with specific strategies for Syrian *de facto* refugees. Support will also include capacities for treating non-communicable and chronic diseases, improved access to secondary/tertiary care and the administration of some healthcare costs.

- **The protection response primarily for women and children at risk from violence, abuse, and exploitation** will support MoSA’s National Plan to Safeguard Children and Women in Lebanon (including sexual and gender-based violence). It will focus on ensuring access to responsive psycho-social care and safe spaces, strengthening community-based prevention and monitoring, and reporting mechanisms, support for case-management and capacity-building to integrate protection-related referral and response mechanisms into Lebanon’s public institutions.

- **The water and sanitation response** will support Integrated Water Resources Management (IWRM) under the Water Sector Strategy, aiming to improve connections, yield, and protection of existing water sources; promotion of local ownership of water supply and storage systems; extended water quality monitoring; and cooperation with government authorities on protecting stressed systems. LCRP programmes for sanitation, wastewater, and solid waste management aim to improve network connections and collection services;

**Response Area 2 capacity strengthening:** national line ministry capacities for information management, planning and delivery; MoSA administrative capacities including for child protection and prevention of GBV, CDR prioritization and targeting processes (including through the ESFD); municipal resource management and contingency planning capacities; capacities of vulnerable communities to engage more actively in monitoring their conditions and articulating needs; protection capacity of vulnerable parents and caregivers; capacity of frontline teachers and health workers to meet needs; resources of primary healthcare centres and local schools; private sector engaged in local service delivery; NGOs delivering health services; civic and religious leaders; community volunteers with a focus on capacities and participation of women; Social Development Centres and community centres providing a full package of family support services including psychosocial, recreational and CP/GBV case management; social and justice workers; UNRWA healthcare centres, schools, and relief offices; Regional Water Establishments; staff at Syrian Registration Centres.

### Response Area 3: Support national institutions to preserve social stability

**Response Area 3 guiding strategies and government partners:** Lebanon Roadmap of Priority Interventions for Stabilization from the Syrian Conflict 2013 and its updated projects, the Prime Minister's Office and MoSA, CDR and the ESFD mechanism, Ministry of Agriculture (MoA), Ministry of Economy and Trade (MoET), Ministry of Environment (MoE), Ministry of Industry (MoI), Ministry of Interior and Municipalities (MoIM), Ministry of Labour (MoL), Ministry of Finance (MoF), National Social Development Strategy 2011 (MoSA), International Support Group for Lebanon.

**Response Area 3 key programmes:** LCRP introduces rapid impact job creation and income generation opportunities for local economies benefiting the most vulnerable communities in accordance with relevant Lebanese regulations. Priority will be given to areas where unemployment and conflict risks are particularly high. Concurrently, it supports economic growth – to foster partnerships stimulating the private sector, strengthen labour market governance, and support Lebanese businesses to improve their labour standards and build labour force skills. It will also invest in national and local capacity to promote dialogue that mitigates tensions, and cooperate with partners including local authorities, community leaders, UN missions and human rights organizations to promote rule of law. These investments will focus particularly on youth and adolescents. They will also integrate actions proposed in Lebanon's Environmental Management Plan as critical to reduce the growing pressures on Lebanon's urban and rural areas. Primary vehicles to deliver this programme include:

- **The livelihood response** will deliver, in full accordance with Lebanese labour laws and regulations, rapid-impact job creation initiatives targeting vulnerable groups, MSMEs, small farmers, and invest in the skills of young people and adolescents based on the Making Markets Work for the Poor (M4P) approach. It will also promote national economic and social safety-net reforms, an SME strategy, social protection reforms, and a MoSA-led National Livelihoods Strategy. Under the auspices of this strategy further creative solutions around livelihoods for *de facto* refugees from Syria will be explored during Phase I of the LCRP, through a consultative approach between with Ministry of Social Affairs, Ministry of Economy and Trade, Ministry of Foreign Affairs, Ministry of Labour, other line ministries, response partners and international experts.
- **The social stability response** will support community development initiatives partnering municipalities - in particular working through the MoSA Lebanon Host Community Support Programme (LHCSP). This programme supports vulnerable municipalities to identify their own priorities for investment through participatory planning process and community discussions to reduce potential tensions. In parallel, the response will promote government capacity to design stability-enhancing policies and strengthen its crisis management.

- **The shelter response** will launch neighborhood improvement programmes, a new area of response, to restore damaged public spaces in areas struggling with recent urban densification as well as long-term under-investment.

- **The food response** will promote sustainable farming and animal management practices, and develop strategies to link local producers and businesses to humanitarian programmes.

**Response Area 3 capacity strengthening:** labour skills and economic capacities benefiting the Lebanese market with a focus on vulnerable youth; technical and management skills of micro, small and medium enterprises; conflict mitigation capacities of vulnerable communities and young men and women; municipal capacities across public and civic sectors to promote inclusive participation, identify and respond to priority needs and sources of tensions, and support conflict-mitigation; capacity of MoSA and MoIM to support municipalities; national crisis management capacity, capacity of law enforcement institutions to ensure stability; national capacities for economic reform, equity-based prioritization and contingency planning; Local Economic Development Agencies (LEDAs), Unions and Chambers of Commerce; national banks; Lebanese diaspora investing in conflict-risk communities; private corporations cooperating in service delivery; Lebanon's services and agricultural sectors.

**Youth at risk:** Lebanon depends on a strategic response to protect vulnerable young people from the pull of criminality, and preserve their human potential. The LCRP tackles youth and adolescent risk dynamics from several perspectives: through expanding formal and non-formal education programmes, skill-building, income generation with a focus on young men in suburban areas, psycho-social support for those in need, building community referral and response mechanisms for at-risk girls and boys, and engaging young women and men in neighborhood development and peace-building activities. A substantial part of the rapid-impact job creation programme proposed under the LCRP targets youth, responding to disproportionately high youth unemployment. LCRP analytical platforms will also prioritize building adolescent and youth-focused monitoring and analysis tools, drawing essential baseline information from existing interagency studies. This could potentially inform a more comprehensive youth initiative for Lebanon.

**Participatory local planning:** The Maps of Risks and Resources (MRR) led by MoSA with support from the UN is a conflict-sensitive and inclusive planning methodology introduced in 2014 for municipal development processes. Municipal Working Groups, including local authorities, civil society and private sector, identify a "map" of specific risks for the locality, resources available to address them and priorities for a Multi-sectorial Municipal Action Plan. These plans contain a range of options for short and medium-term projects supported by list of resources available to implement them, as well as resources still needed. Municipalities use MRRs and their related Action Plans to establish local planning and coordination systems. They can also be presented to local, national and international partners as proposals for development support.



## 4.1 - LCRP Timeframe

As a **phased two-year plan**, the LCRP will balance the need for change in response strategies against the challenges and risks inherent in achieving change after a period of rapid expansion.

**Phase I of the LCRP, lasting through the first six months of 2015**, will maintain the delivery of humanitarian assistance captured in the Sector Response Plans for 2015. These initiatives will run parallel to three aid harmonization initiatives: (i) support for a national aid management, coordination and prioritization process; (ii) establishment of a joint analytical platform including government, UN, donor, and other Lebanese capacities; and (iii) evaluation of potential for expanding private sector partnerships.

**Phase II of the LCRP, from mid-2015 to end 2016** will begin following a 2015 Mid-Year Consultation organized by the government. The focus of Phase II will be to accelerate the shift from short-term responses towards supporting a national government plan with priorities based on shared analysis and implementation.

## 4.2 - LCRP Alignment with 3RP, Lebanon Stabilization Roadmap and Comprehensive Regional Stabilization Framework (CRSF)

- The LCRP is the Lebanon chapter of the **Regional Refugee and Resilience Plan 2015-2016 (3RP)** led by UNHCR and UNDP. As a nationally-owned version of the 3RP, it is tailored to respond to the specific needs of Lebanon – its *de facto* refugees, communities and institutions – within this on-going 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 management efforts.

- The LCRP incorporates priority measures articulated in the **Government of Lebanon's 2013 Roadmap of Priority Interventions for Stabilization from the Syrian Conflict and its updated projects**, and furthers its three objectives to: (i) restore and expand economic and livelihood opportunities for vulnerable groups; (ii) restore and build resilience in equitable access to and quality of sustainable public services; and (iii) strengthen social stability. Programmes implemented directly by MEHE, MoSA and MoPH are represented in the LCRP's results matrix. All LCRP projects investing in Lebanon's capacities are linked to needs articulated in the Roadmap, particularly the first two tracks.

- The LCRP responds to regional priorities captured in the **CRSF 2014-16** which recommends:

- Supporting national leadership and ownership of the response;
- Expanding sustainable programming; and
- Addressing inter-community tensions as a central component of all aid efforts.

The CRSF and LCRP both centralize investment in sectors linked to inter-community tensions, and prioritize local conflict mitigation capacities.

- The LCRP contains programmes developed as part of the regional **No Lost Generation Strategy (NLG)**, specifically through support to the Lebanon Reach all Children with Education (RACE) Strategy and other sectoral investments in protection, psychosocial support and skill development for children, adolescents and youth. The LCRP Education Sector contains the Government-endorsed budget for RACE implementation in 2015, captured through UN agencies and the funding appeals by MEHE, with a view to moving to full Government implementation in 2016.

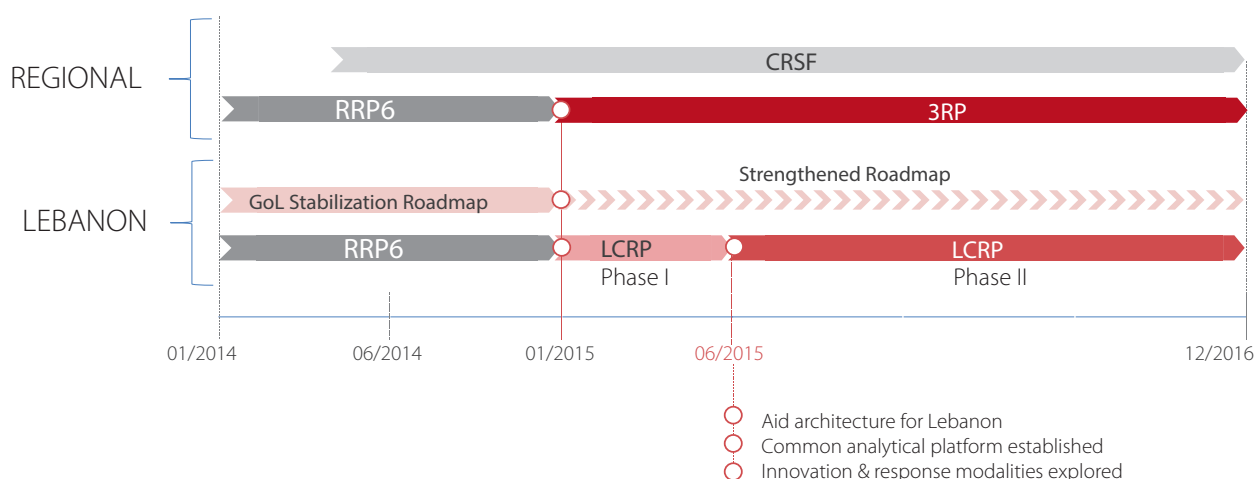






Photo by: UNDP/Communication Unit

# Delivering the LCRP

# V Aligning Modalities & Governance

## 5.1 Strengthening Implementation Capacities

The massive scale up of needs, funding and assistance personnel in Lebanon since 2012 has created a large and complex aid delivery system involving tens of thousands of people across public and private sectors. The LCRP builds on experience to harness these capacities in a more effective way, by streamlining interventions as much as possible and seeking partnerships to develop more cost-efficient delivery systems. Specific changes reflected in the sectoral response plans include:

- a. **Active restructuring of relationships with Lebanese institutions:** As well as increasing human and other resourcing support to sectoral ministries and national commissions (planned with MEHE, MoPH, MoEW, MoSA, MoIM, Mol, MoA, MoET, MoEnv and MoL), partners in the LCRP will support the government to help set priorities and manage burdens. The goal will be to identify and support government-led investments with potential to deliver long-term benefits for Lebanon, making best use of all the capacities in-country. The LCRP will explore new **public-private partnerships** as part of this strategy for sustaining the value of stabilization investments. The LCRP will also partner with **Lebanese civil institutions** to train and strengthen civil society and Lebanese community-based organizations currently supporting the delivery of aid programmes – aiming to build their capacity while reducing their dependence on international financing.
- b. **Supporting and rationalizing a large sub-national presence:** The LCRP will support a large number of international and national actors working across Lebanon to deliver a coordinated action plan. It will strengthen dialogue between these response partners and authorities at the district and sub-district level, to strengthen dialogue and cooperation on programme delivery. Organizations will also explore how better to combine strengths locally - rationalizing the work of their teams in Beirut/Mount Lebanon, Bekaa, South Lebanon, Tripoli and Akkar with input from local government and other field-based partner organizations. The goal is to ease logistical burdens by making maximum use of collective assets and finding efficiencies in cross-agency delivery.
- c. **Streamlining and cost sharing:** The LCRP aims to streamline how aid is targeted and delivered. For example, 2015 assistance programmes to the most vulnerable will provide corollary benefits for local economics using modalities that have been shown to reduce reliance on negative coping strategies in many cases. Response partners will work closely with the

government to adapt and adjust delivery strategies as the needs and context evolve. The LCRP also moves towards co-implementation of government projects in education, water and sanitation, and health sectors. Opportunities to further develop programmes that are partially or fully government-financed will be explored in support of the government's own prioritization process.

- d. **Inclusive contingency planning:** A strong relationship with local authorities and leaders, and alternative delivery mechanisms are as central to contingency planning as stockpiling. Security has to date been only a moderate and temporary influence on the ability to deliver programmes, and a stable Lebanon is essential for any sustainable assistance programme. However, should the security situation deteriorate significantly in the coming year, the international response will rely even further on strong local relationships with key influencers and innovative programming mechanisms working with and through central Government. A process is ongoing to map local capacities and key actors in this regard by early 2015.
- e. **Mainstreaming gender:** LCRP programmes will directly address the contribution and capacities of women and girls alongside men and boys– with a particular focus on increasing their participation in programme design and delivery. This will help ensure that the programmes are designed from the outset to meet the respective needs of women, men, boys and girls equally. The LCRP will therefore systematize the approach to gender mainstreaming in four ways: 1) ensuring women and girls, men and boys are consulted from across the spectrum of beneficiaries for the design implementation and monitoring of programmes; 2) through systematic capacity building for service providers, organizations and institutions, on gender and gender equality; 3) incorporating measures to ensure sectoral response strategies are capturing and responding to the different needs of women and girls as well as men and boys; and 4) through analysis of gender and age disaggregated data as part of a common analytical platform, for a better understanding of how the LCRP is affecting gender equality in communities.



## 5.2 LCRP Governance & Management

**Governance mechanism:** In the first phase of implementation, the LCRP will adapt the RRP6 coordination structures – aligning them to a more stabilization-orientated response under the Government’s lead:

- Overarching leadership of and accountability for the LCRP rests with the Government of Lebanon, through MoSA and the United Nations RC/HC, in collaboration with the Crisis Cell ministries and lead UN agencies for refugees and stabilization.
- The LCRP steering body will be co-chaired by MoSA and the United Nations RC/HC, and include participation of Crisis Cell ministries, CDR and humanitarian and stabilization partners across the UN, international and national NGOs and donors. LCRP progress and strategies will be steered by the Government of Lebanon through MoSA in collaboration with the United Nations, represented by the UN RC/HC (supported by the RCO and OCHA), with the technical Crisis Cell ministries and the lead UN agencies for refugee and stabilization responses (UNHCR and UNDP respectively)<sup>37</sup>.
- LCRP sectors are coordinated through the Inter-Sectoral Working Group led by MoSA, a mechanism that reports to the leadership body of the LCRP and includes Crisis Cell ministries, LCRP Sector Leads, line Ministries, CDR, and other key response partners. As per their specialized mandates, UNHCR and UNDP will act as co-chairs.
- Sectoral activities will be coordinated by line Ministries and supported by UN agencies based on their specialized mandates, along with NGO partners. Field teams will be accountable for delivering an agreed action plan in a coordinated relationship with local authorities.
- An aid management platform will be established to assist in coordinating Government of Lebanon/donor/ UN/World Bank priorities, and tracking funding against those priorities.
- An Advisory Group on the Syrian Displaced, led by MoSA in collaboration with UNHCR and Crisis Cell ministries, will continue supporting sectors and provide quality assurance to LCRP policy and implementation on the response in Lebanon for *de facto* refugees from Syria.

The governance mechanism for Phase I of the LCRP is subject to ongoing review, to ensure it remains responsive to needs and closely aligned with Government. An outline of the steps proposed to update coordination structures for Phase II onwards is detailed in Section Six below.

**Accountability to beneficiaries:** All LCRP partners are committed to ensuring the response both engages beneficiaries in programme design and implementation, and provides them with information they need to access

services and communicate feedback. Plans to strengthen accountability in 2015-2016 include:

- (i) expanded staff training on humanitarian accountability;
- (ii) mainstreaming accountability into the national and sub-national planning processes and M&E framework; and
- (iii) raising awareness of beneficiaries on how to have access to authorities for a dual communication process.

Accountability to beneficiaries will also be reinforced through the establishment of a mechanism at the Government level, supported by response partners, for prevention and response to Sexual Exploitation and Abuse, in line with the National Technical Task Force to end violence against women in Lebanon.

### Humanitarian accountability: SMS “Voices for Children Network”:

In 2014 RapidPro SMS system was launched by the response effort to build a network of community members willing to report on issues particularly affecting children via a free 2-way SMS service developed in partnership with private telecommunications companies. This network will be polled on a regular basis through SMS and members may send free reports in real time, to help highlight bottlenecks and gaps, report concerns and risks, and support the development of more relevant interventions. Gathering data in a rapid manner and linking both public and private sector capacities through new technologies is an important strategy for targeted programming, as well as for stronger humanitarian accountability and advocacy.

*RapidPro (the platform for U-report) is an open source SMS system helping to power great innovations around the world to help keep children alive, healthy, safe, and learning. RapidPro is for everyone in every language, with no programming required. It runs on IVR, SMS, USSD, and smartphones.*

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

## RESPONSE MONITORING

The LCRP will be monitored in Phase I through ActivityInfo, which reports against a standard set of indicators by sector agreed between government and response partners. Indicators are disaggregated by target population, by sector, geographically and by gender in most cases. Some organizations also measure the degree of “convergence” in their activities, i.e. their combined impact on vulnerable localities.

The framework for monitoring and reporting on progress is described below:

1. The Inter-Sectoral Working Group is responsible for monitoring progress against sector outcomes and outputs. It reports to the overarching LCRP governance body which monitors progress against the three Strategic Priorities.
2. The Response will report through monthly sectoral dashboards, quarterly inter-sectoral dashboards and an annual report.
3. A Mid-Year Consultation in June 2015 including government, response partners, donors and civic institutions will discuss progress and recommend an updated results matrix for 2016 based on a reinforced management system and tools for monitoring and evaluation.

### STRATEGIC OBJECTIVES AND INDICATORS

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

Key Indicators	Targets
Total number of individuals reached through legal awareness sessions	1,000,000 people
Number of <i>de facto</i> refugees and other vulnerable groups with access to adequate shelter space	266,232 people
Number of targeted households with acceptable food consumption score over assistance period	1,283,811 people

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

Key Indicators	Targets
Number of boys and girls that have access to services aimed at preventing, mitigating and addressing the impact of violence, exploitation, abuse on them and build their resilience	357,072 people
# of SDCs and national organizations providing quality SGBV prevention and response services according to international standards	31 SDCs
Number of vulnerable population accessing primary health care services	2,448,565 people
Number of vulnerable population accessing safe and equitable water	2,800,000 people
Number of boys and girls accessing learning	603,348 people
% of (Lebanese poor/ vulnerable) households (out of the total population) receiving NPTP assistance (subsidized services and in-kind assistance, not cash transfers).	145,684 people

**Strategic objective 3:** Reinforce Lebanon’s economic, social, environmental, and institutional stability.

Key Indicators	Targets
Number of municipalities/local institutions benefitting from capacity building programmes to promote social stability and to address host community needs.	250 municipalities
% change of average national household income	5%
Number of new jobs created in the Micro, Small and Medium Enterprises sector (targeted enterprises)	2 jobs per MSME
Number of targeted vulnerable persons enrolled in rapid income generating activities	171,231 people
Number of communities with functioning conflict mitigation mechanisms	66 communities
Number of local institutions (municipalities, unions of municipalities, SDCs) engaged in host community-led participatory processes to build social stability	300 institutions
Number of host communities and other vulnerable groups assisted through local neighbourhood upgrades	426,384 people

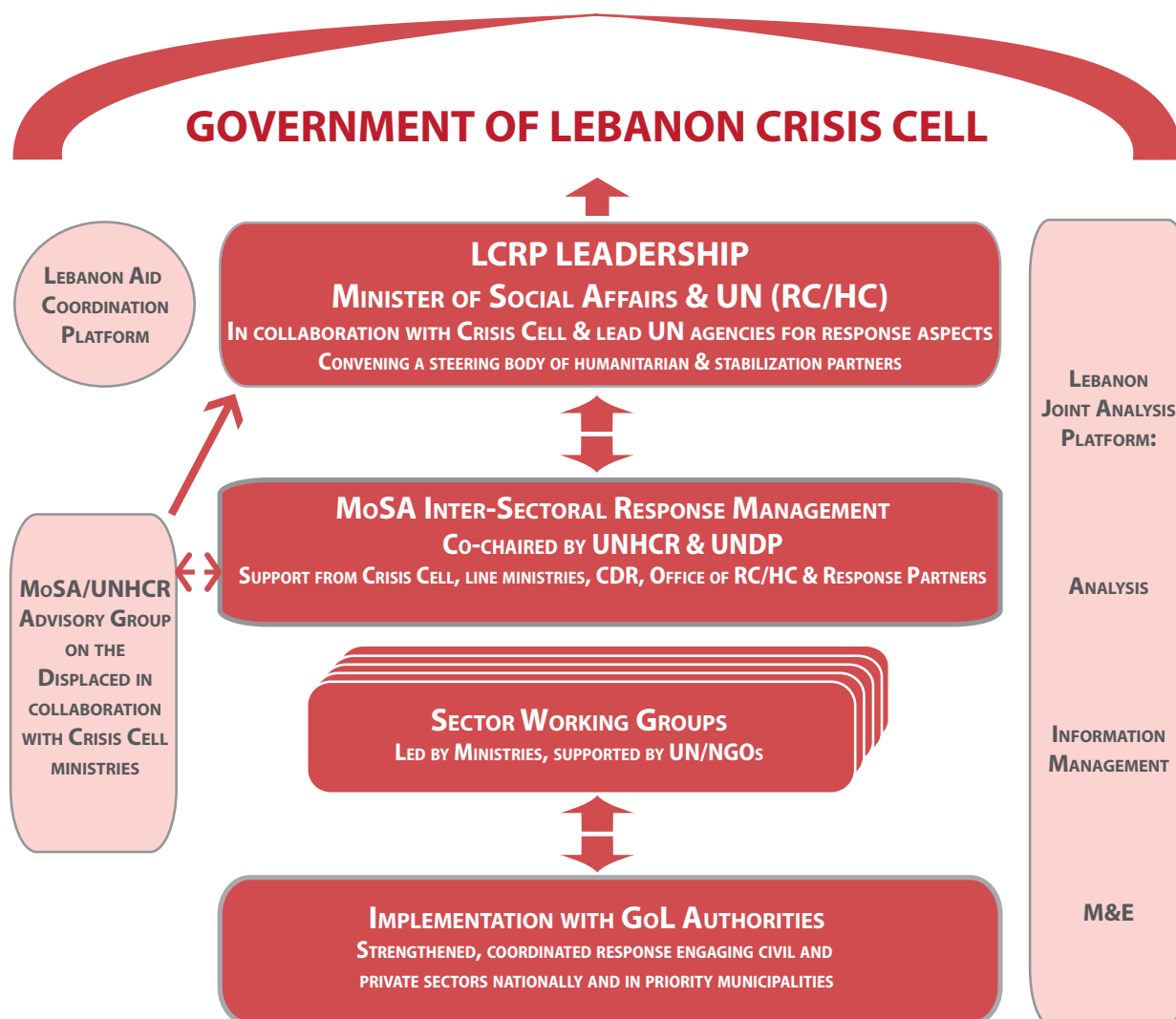
**Communicating the LCRP:** The LCRP will be supported by a Government-led integrated multi-agency communication strategy. Priorities will include:

- (i) maintaining the international momentum in support of Lebanon's stability and to find durable solutions to the crisis;
- (ii) maintaining an international sense of accountability for Lebanon's vulnerable populations;
- (iii) strengthening government leadership of Lebanon's assistance frameworks; and
- (iv) fostering inter-communal understanding and acceptance.

A broad-based consultation will be launched in 2015 to develop a strategy to advance these priorities, with inputs from all stakeholders (government, Lebanese civil society, media, national and international NGOs and beneficiaries, as well as UN agencies) across the different zones of the country, starting with the International Campaign on the Lebanese Host Communities launched by the Ministry of Economy and Trade. The MoSA Advisory Group on the Displaced will continue to provide guidance on communication messaging around persons displaced from Syria, in collaboration with UNHCR. The international response will increase its focus on empowering vulnerable groups to articulate their own views – finding media and advocacy platforms through which beneficiaries can speak to decision-makers at local, national and international levels.

**Financing the LCRP** also presents an opportunity to strengthen aid architecture and harmonization in Lebanon. Acute needs (primarily for the *de facto* refugees from Syria) will continue to be funded on an appeal basis, bilaterally as well as through pooled funds for humanitarian action (such as the Emergency Response Fund, which since 2012 has contributed \$15 million to over 50 humanitarian projects in Lebanon). LCRP projects aligned to the 2013 Stabilization Roadmap could also be supported through the existing Multi-Donor Trust Fund managed by the World Bank, the Lebanon Recovery Fund, and the Lebanon Host Community Support Programme, to enable greater coherence and promote joint programming. Cost-sharing opportunities will be explored with the Government, as will public-private partnerships, to support government implementation of Roadmap projects. The introduction of an Integrated Financial Tracking System, building on existing systems, will also enable better planning for investment coordination between CDR and its international partners – including members of the Gulf Cooperation Council – to ensure a predictable level of support to communities.

## INTEGRATED RESPONSE MANAGEMENT



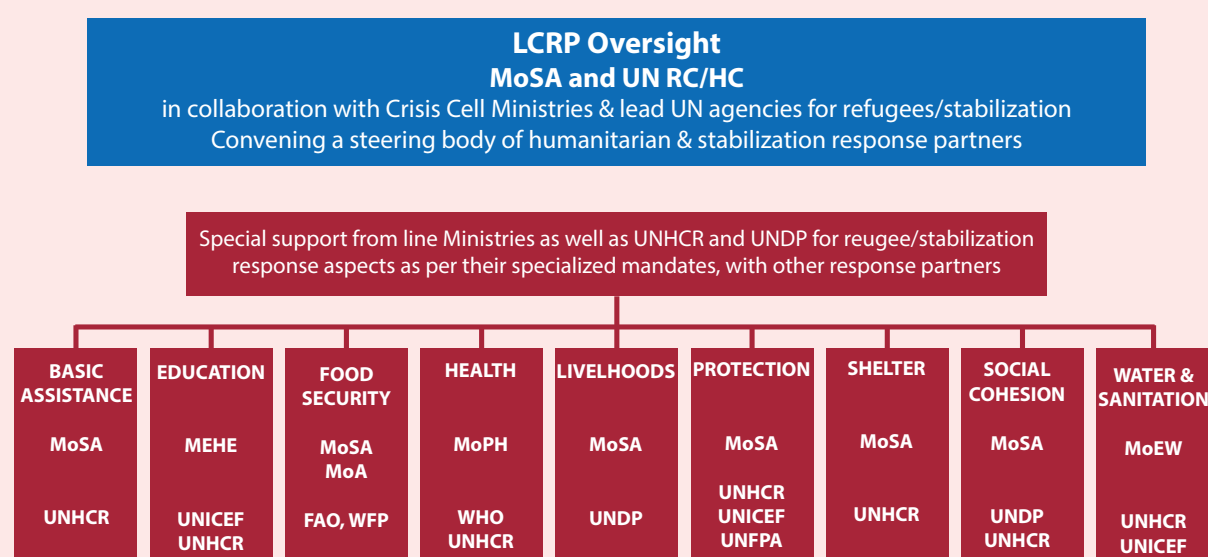


## IMPLEMENTATION FRAMEWORK OF THE LCRP

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

**OVERSIGHT:** The Ministry of Social Affairs is mandated by the Crisis Cell to oversee the Government's response to the crisis in Lebanon, with the UN Resident/Humanitarian Coordinator and in collaboration with the Crisis Cell Ministries and lead UN agencies for refugees and stabilization. The Minister of Social Affairs and the UN RC/HC will provide quarterly reports to the Crisis Cell on strategies and progress against LCRP targets, as well as on the receipt of funds towards the LCRP.

**PLANNING AND COORDINATION:** LCRP activities will be coordinated by line Ministries through Sector Working Groups, with support of specialized agencies and other UN/NGO partners – also engaging Lebanon's civil and private sectors where necessary. An Advisory Group on the Syrian Displaced led by MoSA, supported by UNHCR, and in collaboration with Crisis Cell ministries, will provide guidance to the Government of Lebanon and response partners on elements of a response to persons displaced from Syria. The current structure and management of LCRP sectors is organized nationally as follows, with similar counterpart structures operating in five zonal areas of Lebanon\*:



\* The structure and organization of LCRP sectors is currently under review for potential adjustment in 2015 - to align more closely with Government structures and engage the specialized capacities of participating UN/NGO organizations. Several line Ministries participate in sectors in addition to the lead Ministries, and inter-ministerial coordination is critical to successful planning and reporting.

**FINANCIAL TRACKING & REPORTING:** Funds for LCRP programmes will be received and programmed in three ways: 1) bilaterally through Government ministries and institutions; and 2) through UN/NGO response partners; and 3) through pooled funding arrangements, specifically the Lebanon Multi-Donor Trust Fund administered by the World Bank and the Lebanon Recovery Fund of the Ministry of Economy and Trade, administered by the UN. MoSA, supported by the UN RC/HC, and in collaboration with Crisis Cell ministries, will report on funds received for the LCRP as part of its quarterly and annually reporting to the Crisis Cell based on consolidated information captured in existing Financial Tracking Systems. All humanitarian contributions to the LCRP through Government and response partners will be captured through the Financial Tracking System managed by UNOCHA. Stabilization contributions to Lebanon through Government and response partners are currently captured through the Financial Tracking System managed by CDR. Ministries and partner organizations receiving funds will report on their utilization as per specific agreements with donors. The UN is working with the Government of Lebanon Crisis Cell, the office of the Prime Minister, CDR and relevant Government institutions to support an Integrated Financial Tracking System to improve management of LCRP and bilateral funds received in Lebanon. This will take place in the context of updating national stabilization priorities and strengthening Lebanon's aid coordination platform.

**ACTIVITY MONITORING AND EVALUATION:** Progress towards LCRP targets will, in the initial stage, be tracked through the database ActivityInfo. ActivityInfo will generate monthly sectoral reports for lead Ministry submission through MoSA to the Crisis Cell. ActivityInfo will also be the basis for quarterly and annual inter-sectoral reports submitted to the Crisis Cell. During 2015, a more comprehensive, integrated strategy to capture progress of longer-term stabilization-related projects as well as short-term activities will be elaborated with CDR and other critical Government institutions for the endorsement of the Government of Lebanon.

**REVIEW AND AUDIT:** A full report on Phase I of the LCRP will be presented by MoSA, supported by the RC/HC, under the auspices of Crisis Cell at a Mid-Year Consultation in 2015. In preparation for this consultation, the Government of Lebanon and its partners will review the progress of the LCRP in a process coordinated through MoSA and the UN RC/HC supported by the technical Crisis Cell Ministries, UNDP, UNHCR and other key response partners, to ensure that responses continue to match Lebanon's evolving needs and are appropriate to levels of financing. The Mid-Year Consultation will set the direction for Phase II of the LCRP.

## VI EVOLVING THE LCRP

### Three key commitments for Phase I

The LCRP in its first phase will invest in Lebanon's humanitarian, development and stabilization priorities - as well as in its vulnerable communities - while also forwarding initiatives to improve those investments over time. All partners in the LCRP development process acknowledge the need to evolve response strategies as a fifth year of Syria's crisis approaches, the better to make collective decisions on priorities and serve those most in need.

**With this in mind, and understanding that the humanitarian response in Lebanon must continue while needs dictate, the LCRP commits to supporting three aid coordination initiatives in the first six months of its implementation:**

- a. strengthen government leadership of Lebanon's aid architecture and coordination mechanisms to improve how international investments align with national priorities;
- b. expand common analytical capacities; and
- c. identify options for innovative implementation models.

These three key commitments are central to the realization of the LCRP as a fair, realistic plan – and to the capacity of Lebanon to drive its own long-term solutions as they are translated from page to people.

#### Commitment one: Strengthen national capacities for Lebanon's aid management

Lebanon would benefit from an updated set of national priorities to guide aid investments, a high-level forum to manage aid coordination, and a structured relationship between assistance programmes and municipal authorities. To this end, a review of existing assistance coordination processes will engage key partners to understand:

- How government priorities and international contributions could be better aligned and coordinated to benefit Lebanon's stability;
- The potential role of the Lebanon Development Forum to engage government, international partners, World Bank and UN to promote aid harmonization as much as possible; and
- How sub-national delivery and accountability mechanisms could be supported and strengthened, *inter alia* through better involvement of local authorities.

#### Commitment two: Establish a joint information and analysis platform in support of Government

The Inter-Agency Multi-Sector Needs Assessment Phase I Report of May 2014 emphasized the importance of a common platform for analysis, targeting, and coordination of assistance. Such a platform is also essential to promote Government capacity to set priorities<sup>38</sup>. Therefore, a joint analysis support platform will be established drawing on existing reporting and operational tracking tools, and monitoring and evaluation systems, and bringing together government, response partners and Lebanese academic institutions to:

- Produce a comprehensive framework to map vulnerability and conflict trends, improving needs analysis and strategic prioritization;
- Expand monitoring and tracking tools the better to incorporate activities of government, donors and civil society; (iii) strengthen Government and partner data systems for cross-sectoral planning; and
- Map municipal capacities and actors to strengthen local responses.

(38) Inter-Agency Multi-Sector Needs Assessment Phase I Report May 2014.

#### Commitment three: Identify options to improve targeting and cost-efficient delivery

Realizing the goal of more rationalized and cost-efficient approach depends on better evidence and stronger partnerships. To build these, LCRP partners will undertake the following surveys and evaluations: a more detailed assessment of multi-sectoral vulnerabilities in priority localities to strengthen the evidence base for targeting (including a participatory Municipal Risk and Resources Mapping); a study of key entry points for partnerships with the private sector as well as Lebanese academic and training institutions; an evaluation of how stabilization programmes under the LCRP could capitalize on a monetized humanitarian response to generate benefits for Lebanese economic and social systems; and a financial tracking system to capture and analyze investments in stabilization.



Photo by: UNDP/Dalia Khamissy

# Sector overview







## FOOD SECURITY

**Lead agencies:** Ministry of Social Affairs (MoSA), Ministry of Agriculture (MoA), WFP and FAO  
**Contact information:** Naison Chakatsva [naison.chakatsva@wfp.org](mailto:naison.chakatsva@wfp.org),  
 Bruno Minjauw [bruno.minjauw@fao.org](mailto:bruno.minjauw@fao.org)

<b>PEOPLE IN NEED</b>  <b>1,520,000</b>		<b>PEOPLE TARGETED</b>  <b>1,236,976</b>	<b>REQUIREMENTS (US\$)</b>  <b>447 million</b>
<b># OF PARTNERS</b>  <b>14</b>	<b>GENDER MARKER</b> <b>1</b>	Humanitarian <b>\$ 384.6 m</b> Stabilization <b>\$ 62.4 m</b>	



## SECTOR OUTCOME

<b>OUTCOME 1:</b> Sustainable stabilization of food consumption over the assistance period for vulnerable households impacted by the Syrian crisis	<b>INDICATORS</b> % of targeted households with acceptable food consumption score over assistance period	 <b>\$411.1 m</b>
<b>OUTCOME 2:</b> Promote food availability and support sustainable production	# of most vulnerable targeted households who received food assistance disaggregated population, sex and age	 <b>\$27.5 m</b>
<b>OUTCOME 3:</b> Promote utilization of diversified and quality food.	# of farmers (men/women) supported to improve agriculture production	 <b>\$6.8 m</b>
<b>OUTCOME 4:</b> Enhance effective and coordinated Food Security response	# of Food Security analysis reports/briefings generated & disseminated	 <b>\$1.6 m</b>



## PRIORITY INTERVENTIONS

- 1: Ensure adequate food consumption and improved nutrition practices among the most vulnerable population.
- 2: Increase farming production and productivity among vulnerable small scale family farms in areas impacted the most by the Syria crisis.
- 3: Ensure adequate protection and sustainable use of natural resources in farming systems in areas most impacted by displaced Syrian mass influx
- 4: Improve food security and agriculture activity coordination with increased ownership and responsibility by local institutions



## FUNDING STATUS

Funding already received for 2015:	<b>\$ 5.9 m</b>
Estimated sector needs for 2016:	<b>\$ 343.7 m</b>





## BASIC ASSISTANCE

**Lead agencies:** Ministry of Social Affairs (MoSA),  
Presidency of the Council of Ministers (PCM) & UNHCR  
**Contact information:** Chadi Ghajar ghajar@unhcr.org  
Carla Lacerda lacerda@unhcr.org



## SECTOR OUTCOME

**OUTCOME 1:** Targeted severely (socio) economically vulnerable populations have improved access to essential goods and services of their choice in a safe, dignified, and empowered manner without increased negative coping mechanisms.

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

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

### INDICATORS

% of total affected populations identified as severely economically vulnerable

% of severely economically vulnerable households to benefit from market-based interventions

% of total affected populations found to be seasonally vulnerable

% of total seasonally vulnerable populations assisted

% of assisted Lebanese households (out of the total population)



\$219.6 m



\$67.9 m



\$1.1 m



## PRIORITY INTERVENTIONS

- 1: Scale-up and provide market-based interventions
- 2: Provide market-based interventions and in-kind support to seasonal hazards-affected households
- 3: Provide market-based interventions and in-kind core relief item kits for auxiliary needs households
- 4: Support, expand and strengthen existing social safety net structures



## FUNDING STATUS

Funding already received for 2015: \$1.5 m

Estimated sector needs for 2016: \$ 263 m



## EDUCATION

**Lead agencies:** Ministry of Education and Higher Education (MEHE), UNICEF and UNHCR

**Contact information:** Simone Vis, [svis@unicef.org](mailto:svis@unicef.org)

Audrey Nirrengarten, [nirrenga@unhcr.org](mailto:nirrenga@unhcr.org)

### PEOPLE IN NEED



**750,000**

# OF PARTNERS



**28**

### PEOPLE TARGETED



**377,000**

GENDER MARKER

**1**

### REQUIREMENTS (US\$)



**263.6 million**

Humanitarian **\$196 m**

Stabilization **\$67.6 m**



## SECTOR OUTCOME

**OUTCOME 1:** Ensuring equitable access to educational opportunities

**OUTCOME 2:** Improving the quality of teaching and learning

**OUTCOME 3:** Strengthening national education systems, policies and monitoring

### INDICATORS

# of boys and girls accessing learning

Retention rate of children (b/g) in learning

% of enrolled children (b/g) who have passed end of year EXAMs

# of guidelines updated / revised that enhance national education systems



**\$230.7 m**



**\$23.3 m**



**\$9.6 m**



## PRIORITY INTERVENTIONS

- 1: School Rehabilitation
- 2: Enrolment in 1st and 2nd shift
- 3: Enrolment support for NFE, ALP and ECE
- 4: Teacher training
- 5: Provision of learning and teaching supplies for children and teachers



## FUNDING STATUS

Funding already received for 2015:

**\$100 m**

Estimated sector needs for 2016:

**\$255 m**



## HEALTH

**Lead agencies:** Ministry of Public Health (MPH), WHO & UNHCR  
**Contact information:** Dr Alissar Rady [radya@who.int](mailto:radya@who.int)  
 Michael Woodman [woodman@unhcr.org](mailto:woodman@unhcr.org)

PEOPLE IN NEED	PEOPLE TARGETED	REQUIREMENTS (US\$)
 <b>3,322,000</b>	 <b>2,040,000</b>	 <b>249.2 million</b>
# OF PARTNERS	GENDER MARKER	
 <b>26</b>	<b>1</b>	
		Humanitarian <b>\$157 m</b>
		Stabilization <b>\$ 92.2 m</b>



## SECTOR OUTCOME

**OUTCOME 1:** Improve access, coverage and quality of primary health care (PHC) services

**OUTCOME 2:** Facilitate access to Secondary (SHC) and Tertiary health care (THC)

**OUTCOME 3:** Strengthen the prevention, detection and response to outbreaks of public health importance

**OUTCOME 4:** Strengthen youth health promotion and monitoring through the school health program

### INDICATORS

# of consultations at PHC facilities

# of referrals receiving emergency or inpatient care

% of target reached (polio/MMR)

% School health program expanded



**\$161.8 m**



**\$79.0 m**



**\$7.7 m**



**\$0.7 m**



## PRIORITY INTERVENTIONS

- 1: Ensuring access for target populations to a standardized package of basic health services at primary health care level
- 2: Continuing to ensure access for life saving secondary and tertiary health care mainly for the displaced population from Syrian
- 3: Preventing and controlling outbreaks of epidemic-prone diseases with focus on EWARS reinforcement and vaccination activities, especially in high risk areas with the largest displaced Syrian communities.
- 4: Reinforcing youth health as part of comprehensive reproductive health care well as supporting the Lebanese school health program



## FUNDING STATUS

Funding already received for 2015:	<b>\$ 20.3 m</b>
Estimated sector needs for 2016:	<b>\$ 198.6 m</b>



**Lead agencies:** Ministry of Energy and Water, UNHCR & UNICEF  
**Contact information:** Ross Tomlinson TOMLINSO@unhcr.org,  
David Adams dadams@unicef.org



## **SECTOR OUTCOME**

**OUTCOME 1:** Sustainable and gender appropriate access to safe and equitable water is ensured for the target population in sufficient quantities for drinking, cooking, personal and domestic hygiene.

**OUTCOME 2:** Increase access to improved, sustainable, culturally and gender appropriate sanitation services for target population.

**OUTCOME 3:** Target populations are aware of key public health risks and are capacitated to adopt good hygiene practices and measures to prevent the deterioration in hygienic conditions and to use and maintain the facilities available.

### **INDICATORS**

Proportion of target population that has access to safe and equitable water in sufficient quantities for drinking, cooking, personal and domestic hygiene

Proportion of target population with increased access to sanitation services that are improved, sustainable, culturally and gender appropriate

Proportion of the target population that are aware of key public health risks and are capacitated to adopt good hygiene practices and measures to prevent the deterioration in hygienic conditions



**\$127.4 m**



**\$82.3 m**



**\$21.7 m**



## **PRIORITY INTERVENTIONS**

- 1: Ensuring safe and equitable access to a sufficient quantity of water for drinking, cooking and personal and domestic hygiene.
- 2: Ensuring that the environment in general and specifically the habitat, food production areas, public centres and surroundings of drinking water sources are free from human faecal contamination.
- 3: Water is palatable and of sufficient quality to be drunk and used for cooking and personal and domestic hygiene without causing risk to health.
- 4: Raising awareness of target population of key public health risks and are mobilised to adopt measures to prevent the deterioration in hygienic conditions and to use and maintain the facilities provided
- 5: Strengthen and harmonize national to local level systems in line with the National Water Sector Strategy to increase access to quality water.
- 6: Strengthen and harmonize the systems used by targeted municipalities to increase quality of solid waste services.



## **FUNDING STATUS**

Funding already received for 2015: **\$ 24.3 m**

Estimated sector needs for 2016: **\$ 190 m**





## LIVELIHOODS

**Lead agencies:** Ministry of Social Affairs (MoSA), Ministry of Economy and Trade (MoET) & UNDP

**Contact information:** Afke Bootsman afke.bootsman@undp.org, Bastien Revel bastien.revel@undp.org



## SECTOR OUTCOME

### OUTCOME:

To improve the ability of vulnerable groups, especially women and youth, and of MSME, to cope with and recover from the economic shock through stabilizing and improving income and revenues.

### INDICATORS

% change of average national household income

# of targeted vulnerable persons enrolled in rapid income job creation activities (male/female)

% of job seekers supported by employment service centers and/ or skills training who are placed into jobs

Number of new jobs created in the MSME sector (targeted enterprises) (male/female)

# of targeted MSMEs with new clients/markets through improved production/products



**\$175.9 m**



## PRIORITY INTERVENTIONS

- 1: Implementation of physical or non-physical rapid income job creation activities supporting local development plans (small-scale works) implemented through institutions and organisations
- 2: Support the activities (including access to market information; career guidance; counseling; job matching; etc) and strengthen the capacity of employment services centers and the establishment of new centers where needed
- 3: Provision of (start-up) grants coupled with incubation services/training/retraining
- 4: Implement integrated Value Chain programmes
- 5: Support of the Ministry of Economy and Trade in the implementation of the new Small and Medium Enterprise strategy



## FUNDING STATUS

Funding already received for 2015:

**\$ 17.7 m**

Estimated sector needs for 2016:

**\$ 175 m**



## SOCIAL COHESION

**Lead agencies:** Ministry of Social Affairs (MoSA), UNDP & UNHCR

**Contact information:** Bastien Revel [bastien.revel@undp.org](mailto:bastien.revel@undp.org)  
Afke Bootsman [afke.bootsman@undp.org](mailto:afke.bootsman@undp.org)



## SECTOR OUTCOME

### OUTCOME:

Strengthen communities and institutions ability to mitigate tensions and prevent conflict, and inform the overall response on the evolution of tensions.

### INDICATORS

level of tension between communities targeted by partners

# violent/conflict incidents in targeted communities

# of communities with functioning conflict mitigation mechanisms

# local institutions engaged in participatory processes (30% women participation)

% of LCRP partners who mainstream conflict-sensitivity in their work and are informed on conflict/tension trends



**\$157.3 m**



## PRIORITY INTERVENTIONS

- 1: Establish community conflict mitigation mechanisms involving and training key change agents, including capacitating women community representatives
- 2: Engage of youth-at-risk in peacebuilding and civic education initiatives
- 3: Support local institutions to mitigate tensions through host community-led participatory processes, capacity-building, and implementation of priority municipal/local service delivery projects
- 4: Mainstream conflict-sensitivity in the response by providing conflict analysis and capacity building on conflict-sensitive programming



## FUNDING STATUS

Funding already received for 2015:

**\$ 18 m**

Estimated sector needs for 2016:

**\$ 160 m**



## SHELTER

**Lead agencies:** Ministry of Social Affairs (MoSA) & UNHCR  
**Contact information:** Ahmad Kassem: kassema@unhcr.org,  
 Vincent Dupin: dupin@unhcr.org



## SECTOR OUTCOME

**OUTCOME 1:** Increasing access to adequate shelter units for vulnerable groups

**OUTCOME 2:** Living conditions within neighbourhoods and temporary settlements are improved and maintained for vulnerable populations

**OUTCOME 3:** Conditions are made conducive to provision of sustainable and affordable housing for vulnerable population groups

### INDICATORS

% of population with adequate shelter/total caseload

% of individuals assisted within Large informal and local communities' settlements / total caseload

% of individuals who received assistance that benefit from rental laws and lease agreements awareness/total caseload



\$128.4 m



\$17.8 m



\$1 m



## PRIORITY INTERVENTIONS

- 1: Assistance based on type and condition of individual shelters, tenure concerns, and socio economic vulnerability of vulnerable communities
- 2: Increased adequate and affordable housing stock through house upgrades benefiting both displaced Syrian and vulnerable communities
- 3: Integrated neighborhood approaches benefiting vulnerable communities
- 4: Improved rent related security of tenure for vulnerable population as per Lebanese legislation



## FUNDING STATUS

Funding already received for 2015:

\$ 5 m

Estimated sector needs for 2016:

\$ 150 m



## PROTECTION

**Lead agencies:** Ministry of Social Affairs (MoSA), UNHCR, UNICEF & UNFPA

**Contact information:** David Welin welin@unhcr.org, Loyal Sarrouh lsarrouh@unicef.org, Wencke Gelinck gelinck@unfpa.org



PEOPLE IN NEED

**3,365,000**



PEOPLE TARGETED

**2,185,000**



REQUIREMENTS (US\$)

**183 million**



# OF PARTNERS

**34**

GENDER MARKER

**2a**

Humanitarian

\$135 m

Stabilization

\$ 48 m



## SECTOR OUTCOME

**OUTCOME 1:** Persons displaced from Syria enjoy access to justice and legal stay

### INDICATORS

% of persons displaced from Syria who hold legal stay documentation



\$ 15.6 m

**OUTCOME 2:** Communities are empowered to identify, prevent and respond to protection risks

% of total referrals for protection interventions that are coming from community-based management and volunteer structures



\$ 41.9 m

**OUTCOME 3:** Basic rights and access to services is ensured and durable solutions realized

% decrease in protection violations against persons displaced from Syria



\$ 54.4 m

**OUTCOME 4:** The risks and consequences of SGBV are reduced and access to quality services is improved

% of survivors reporting receiving quality case management and specialized services



\$ 27.7 m

**OUTCOME 5:** Vulnerable boys and girls are protected from violence, exploitation, abuse and neglect through equitable access to quality child protection services, systems and policies

# of children who receives specialized child protection services



\$ 43.4 m



## PRIORITY INTERVENTIONS

- 1: Ensuring unhindered access to legal stay and civil documentation, as per Lebanese laws and regulation, and increasing legal awareness of documentation.
- 2: Improving identification of - and access to prevention and response services for - children survivors of violence, exploitation and abuse
- 3: Ensuring safe identification and referral for SGBV survivors, access to quality response services and support to community based safety nets to prevent and mitigate risks of SGBV
- 4: Addressing issues related to accommodation, including rent related security of tenure, as per Lebanese legislation
- 5: Security of the person - including security from violence, arbitrary detention, exploitation and explosive ordnances – as well as prevention of discrimination
- 6: Strengthening national systems including Social Development Centers and Community Development Centers to provide holistic and quality services for women and girls, men and boys



## FUNDING STATUS

Funding already received for 2015:

\$ 16.3 m

Estimated sector needs for 2016:

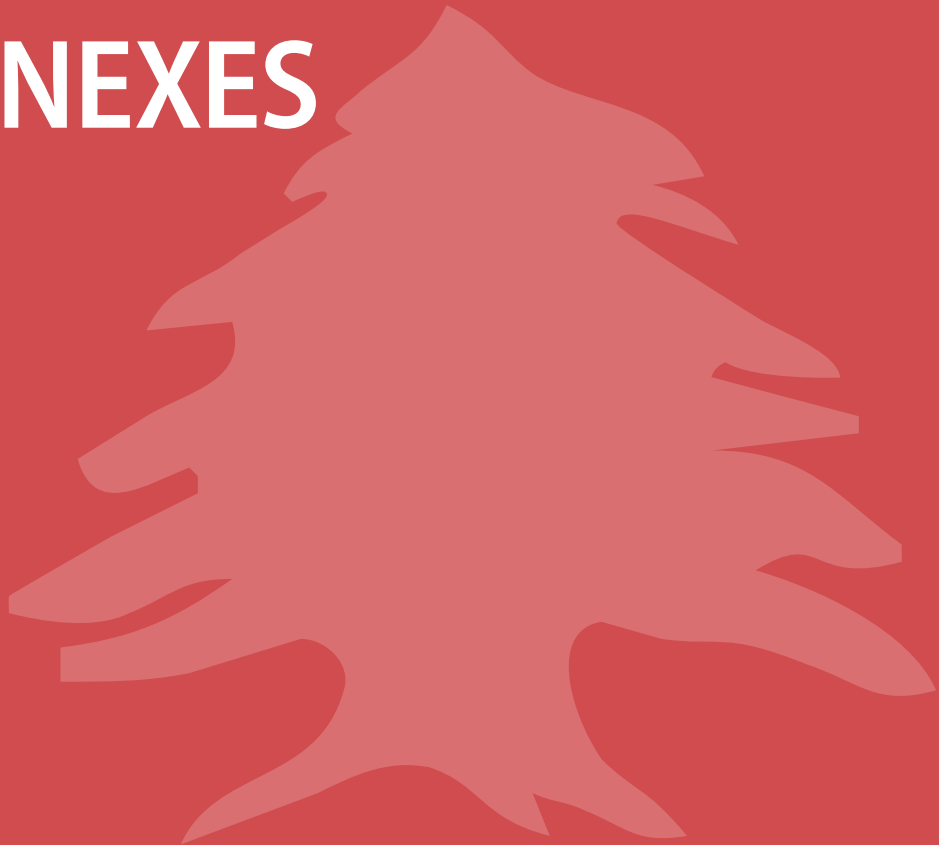
\$ 171.3 m





Photo by: UNICEF/Kivela

# ANNEXES



# Annex 1: Developing the LCRP

**LCRP Development & Validation Process:** The LCRP formulation process started in early 2014 as part of the overarching 3RP planning process covering five affected nations.

The development process was guided by a multi-partner Core Group, including the Government of Lebanon, civil society and national and international NGOs. Nine sectors that currently coordinate the international response in Lebanon contributed to the current plan.

Consultations with local and regional counterparts began in spring 2014, including with local beneficiaries, field teams, national and international NGOs, and community-based organizations. A series of consultative workshops developed and refined concepts around dimensions of vulnerability in Lebanon.

The articulation of the strategy and formulation of the strategic priorities reflects a long-standing dialogue between the Government of Lebanon and a wide range of private and public bodies in Lebanon and the region, the international donor community, and beneficiaries. Field-level consultations on the Strategic Priorities, planning assumptions and sectoral activities were held regularly throughout the development and drafting process and will continue into implementation.

A workshop hosted by OECD in September 2014 fed the process of integrating resilience strategies into the LCRP framework. Updated sector plans and priorities further to this workshop reflected the combined inputs of Government, humanitarian and development donors, the UN, the international community, UNSCOL, field response teams and civil society. The plans and priorities in the LCRP informed the formation of the Solidarity with Refugees and their Hosts presented in October at the Berlin Conference on the Syria Refugee situation in 2014.

The development and validation process for Phase II of the LCRP will continue into 2015.

# Annex 2: Dimensions of Vulnerability

## – Explaining the Needs

### (I) VULNERABILITY LINKED TO FAILURE TO MEET FUNDAMENTAL MATERIAL NEEDS & LEGAL PROTECTIONS

**DIMENSION:** Vulnerability to endemic poverty, hunger, homelessness and illness of people and households based on **economic situation**

**Acute gaps in ability to meet material needs:** Out of the 70% *de facto* refugees deemed vulnerable due to food insecurity, 29% (380,000) of *de facto* refugees from Syria are below the minimum expenditure basket for survival (\$2-3 per day). An additional 20% are highly economically vulnerable – meaning that half of all *de facto* refugees from Syria live under the equivalent Lebanese poverty line. 90% of PRS are also deemed poor.

**Economic capacities:** 8% of Lebanese in extreme poverty below the lower poverty line of 2.4\$ per capita per day i.e. estimated to be more than 350,000 individuals (UNDP 2008). 28.5% of the Lebanese were under the upper poverty line in 2008 (UNDP & MOSA 2008); 64,000 households are enrolled in the National Poverty Targeting Programme, reaching around 280,000 individuals who are below the poverty line.

**Food security:** 13% of displaced Syrian households are moderately or severely food insecure, 74% are food insecure to some degree (WFP VASyR 2014). Only 20% of surveyed displaced families from Syria report having three cooked meals per day and many live on just one (including 45 percent of PRS). Only 6% of displaced Syrian children between six and 23 months old consume the minimum adequate diet according to WHO/UNICEF standards (MSNA Lebanon Phase 1). Up to 59% of Lebanese families in the Bekaa buy food on credit and an estimated 40% in the North are reducing the nutritional quality of their meals. (LMDG Report 2013-2014).

**Shelter:** 16% of *de facto* refugees from Syria live in informal settlements. 55% of *de facto* refugees from Syria live in sub-standard shelter, including informal settlements and unfinished buildings, (Shelter Survey, 2014). 82% of *de facto* refugees from Syria pay rent for accommodation, mostly unfurnished shelters. 50% of *de facto* refugees from Syria have debt over \$400 (WFP VASyR 2014). 58% of the Lebanese poor live in the four largest cities of Lebanon.

**DIMENSION:** Vulnerability of people and households based on **legal status**

**Access to legal status documentation:** The Government of Lebanon has recently taken measures to facilitate the renewal of residency in Lebanon for persons displaced from Syria at no cost until the end of 2014. Syrian families should comply with Lebanese laws and regulations when applying for civil documentation, and may require support to do so.

**Access to territory:** In accordance with the policy of the Government of Lebanon, as adopted in October 2014, a set of criteria for admission to the territory is being devised by the Government, in the spirit of Lebanon's continued commitment to the principle of *non-refoulement* and respecting its sovereign rights and responsibilities.

**Individual security:** Individuals are at a heightened risk of insecurity due to their displacement and by their circumstances inside Lebanon. At the same time, vulnerable communities are facing increased risks of insecurity evident by the number of security incidents occurring in 2014. There is a growing perception that particularly vulnerable youth are at risk of being drawn into extremism.

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

## (II) VULNERABILITY LINKED TO DEPRIVATION OF ESSENTIAL SOCIAL SERVICES

**DIMENSION: Vulnerability in access to services** especially for health, education, water and social welfare and protection

**Indigenous poverty rates & crisis impact:** Pre-crisis, 28.5% or 1.14 million Lebanese lived below \$4 per day (UNDP 2008), with 66% or 180,000 Palestine refugees in Lebanon also living under the poverty line (AUB 2010). A projected additional 170,000 Lebanese estimated to have been pushed below the poverty line post-crisis (WB, ESIA, 2013) would imply that up to 1.31 million Lebanese are now poor. Overall, the crisis has added 809,000 people to the number of poor living inside Lebanon since 2011 (Lebanese, Syrian and Palestinian) – a 61% rise.

**Acute education gaps:** 482,000 Syrian children registered as refugees with UNHCR are of school age, of which only 38% were in public education during the 2013-2014 school year (280,000 out of school). This corresponds to the number of Lebanese children (300,000) that attend public schools – with premises being overwhelmed with an increase in enrolment. 40,000 Lebanese children are out of school and 36% of Lebanese children require support for quality education. A further 11,000 PRS depend on international support for school and 7,300 Lebanese returnees needing support to enroll according to IOM.

**Acute water/sanitation gaps:** 25% of Lebanese are not connected to public water networks and the rest receive water less than 4 days a week an average of 2 hours a day. 33% of *de facto* refugees from Syria have no access to safe household water. 12% of Syrian *de facto* refugee households have no access to bathrooms, double 2013 figures (WFP VASyR 2014). 92% of sewage is discharged into watercourses and the sea without treatment. Municipal spending on waste disposal rose by 40% between 2012 and 2013 and incremental pollution in wastewater generated by *de facto* refugees from Syria is now equivalent to 34% of Lebanon's national burden (UNDP LEASCPI 2014).

**Acute health gaps:** Approximately 15% of Lebanese need financial support to access minimum levels of care. Long queues in public health centres are also limiting access to public health care for Lebanese. At least 60% of *de facto* refugees from Syria need to utilize some level of humanitarian assistance for healthcare. Vulnerable families, including displaced Syrians, report being turned away from hospitals and health centres or charged unaffordable rates. An estimated 54% of *de facto* refugees from Syria borrow money to pay medical bills, further depleting savings. Displaced Syrian households pay an average of \$90 per month to cover health costs. (HHAU Survey, July 2014). Regional polio spread and local measles outbreaks will continue to present a major health risk. Reductions in food supplementation could affect the nutritional status of displaced Syrian families – particularly micronutrients and chronic malnutrition. Scabies is a major concern in Informal Settlements.

**Female headed households:** 11% Syrian displaced households headed by women and girls (WFP VASyR 2013) and 15% of Lebanese households are headed by women (MICS2009).

**Women and children vulnerable to violence, exploitation and abuse:** A significant proportion of children displaced from Syria need psychosocial care to recover from traumatic events and address behavioural issues. 87% of identified and assisted GBV survivors are women and girls and 13 percent are men and boys, while one incident out of four reported through protection mechanisms relates to sexual violence (rape or sexual assault). In 2014, physical assaults represent almost half of the reported cases, with clear dominance of intimate partner violence. One in ten children displaced from Syria is obliged to work region-wide.<sup>39</sup>

**Strategic Priority 2: Promote resilience through strengthening the capacity of national delivery systems to expand access to and quality of basic public services.**

(39) Cross-sector cash assistance for Syrian refugees and host communities in Lebanon: An IRC Programme: Cash Learning Programme Case Study 2013.

### (III) VULNERABILITY LINKED TO ECONOMIC, SOCIAL, ENVIRONMENTAL AND INSTITUTIONAL FRAGILITY

**DIMENSION: Demographic** vulnerability of communities, households and individuals based on exposure to various stresses.

**Highly vulnerable localities:** 2014 mapping of poverty indicators and data on presence of *de facto* refugees from Syria identified 242 priority localities that were most likely to meet criteria of (i) being highly vulnerable and (ii) focusing limited resources on the largest number of people in need – including 86% *de facto* refugees from Syria, 68% of poor Lebanese and 80% of PRL and PRS (up to 2 million poor in total). Further planning assumptions for 2015 will depend on assessment tools being developed to identify factors such as ratio of *de facto* refugees from Syria-to-Lebanese presence, potential stresses from proximity of populations to each other, stress on existing services, population movement of *de facto* refugees from Syria and violence/conflict indicators.

**Youth:** Unemployment is high among Lebanese youth at 34% and with 22,000 new entrants to the labour force each year (World Bank). ILO also estimates that half of young Syrians have no income from work, rising to two thirds among young women (ILO AISC 2014). School enrollment rates, particularly at secondary level, imply large numbers of people entering the labour market without skills. Perception surveys amongst young Syrians highlight security and livelihoods as their two highest concerns (Situation Analysis of Youth in Lebanon Affected by the Crisis, Interagency UN/NGO report 2014). Lebanese, Syrian and Palestinian youth are emerging as national priority group for intervention to address their concerns and prevent them from resorting to negative and risky behaviours.

**DIMENSION: Capacity-related vulnerability** of institutions, systems, infrastructure and environment to degradation and failure based on stress

**Stresses include:** lack of adequate support to Government institutions to effectively manage clear national priorities for stabilization, long-term under-investment in service delivery poor areas, lack of participatory local planning processes to set municipal priorities, lack of adequate municipal funding and budget execution, pressures on infrastructure to deliver to larger populations, damage caused by improper use or supply “tapping”, a 37% rise in urban densification from 400 to 520 persons/km<sup>2</sup>, deterioration in water quality, a 34% increase in the incremental pollution load, a 20% estimated increase in emissions of air pollutants due to increased traffic, residential heating, open burning of solid waste and electricity production.

**DIMENSION: Social vulnerability and risk of conflict.**

**Economy:** Weak growth will persist into 2015 restraining natural job creation – including low-wage jobs. IMF projects GDP to remain low at around 2% rising to 4% over several years, but World Bank stresses that this growth is not inclusive – employment rates are falling in a context of rising GDP. The agriculture sector will continue to see a decrease in farm-gate prices due to disruption in exports. Prices of commodities for domestic consumption risk rising due to higher production costs – which could contribute to higher food prices. The “grey economy” including unregulated small-to-medium enterprises will provide the majority of jobs for unskilled labour in the absence of a “quick-impact” public works programme.

**Livelihoods:** Unemployment was constant at 10-12% for several years pre-crisis. Unemployment is now estimated at 20% while the overall labour force has grown by 50% (World Bank). Over 50% of all jobs are estimated to be in the informal economy, de-linked from labour protections. Livelihood generation will remain a primary factor alongside service delivery and environmental strains in determining inter-communal attitudes. Job competition will reduce positive interactions between communities and increase security risks. Planning assumptions around security stress points for 2015 will depend on developing analysis to track security incidents and map against vulnerable areas.

**Community relations:** Although in practice communities and authorities largely remain welcoming and supportive of persons displaced from Syria, several recent assessments have highlighted Lebanese frustration based on the perception that humanitarian aid disproportionately benefits Syrian families (see Endnote 24). However, incidents between *de facto* Syrian refugees and their host communities remain sporadic and of low intensity.

**Security:** 2014 saw armed groups increasing, targeting Lebanese communities and areas densely inhabited by persons displaced from Syria.

**Strategic Priority 3: Reinforce economic, social, environmental and institutional stability by:**

- (i) Expanding economic and livelihood opportunities benefiting local economies and vulnerable communities; and
- (ii) Promoting confidence-building measures within and across institutions and communities to strengthen Lebanon’s capacities.



# Annex 3: Principles of Partnership

## GUIDING PRINCIPLES OF THE LCRP RESPONSE

**Equity in humanitarian action:** a fair distribution of assistance and financial resources based on identified needs. Ensuring equity in access to services, resources, and protection measures demonstrates the principle of humanitarian impartiality in practice. It is also essential for increasing the participation of women, men, boys and girls, and ensuring protection mechanisms that meet their needs.

**Do no harm:** understanding how assistance provided during a crisis situation impacts the wellbeing and safety of beneficiaries at the point of planning and also of delivery. The “Do No Harm” framework asks humanitarian actors to consider the interplay of aid programmes on the dynamics of fragile communities – for example: Who is receiving aid and who is not? Is the delivery programme perceived locally as equitable, impartial, and just? Does it reduce or increase the risk to beneficiaries, or others connected to them? It also provides a programming tool to mitigate potential harmful consequences of aid mechanisms on communities in fragile contexts.

**Peace and stability:** promoting the ability of individuals, households, communities, and institutions to withstand and recover from shocks and stresses while achieving transformational change. It focuses on strengthening the capacity of communities to cope with the crisis through immediate emergency interventions, by bolstering livelihoods, housing, infrastructure, and basic services; regaining productive assets; and sustaining this recovery through a functioning and peaceful socio-economic and political environment.

**Partnership:** working in partnership increases the effectiveness of humanitarian response. Effective partnership requires attention to underlying issues of power, attitudes and styles of working, as well as identifying which partner is best placed to deliver on each of the desired outcomes. The partners would respect local laws and cultures of their areas of operations. The partners in the LCRP commit to uphold the Principles of Partnership as adopted by the Global Humanitarian Platform in 2007:

- *Equality:* mutual respect between partners irrespective of size and power;
- *Transparency:* dialogue (on equal footing), with an emphasis on early consultations and early sharing of information;
- *Results-oriented approach:* keep the response reality-based and action-oriented, based on effective capabilities and concrete operational capacities;
- *Responsibility:* ethical obligation of partners to accomplish tasks responsibly, with integrity and in a relevant and appropriate way, and to prevent abuses;
- *Complementarity:* build on our comparative advantages and complement each other’s contributions; build on local capacity and seek to overcome language and cultural barriers.

**Prevention and Response to Sexual Exploitation and Abuse:** country responses must respect and implement commitments to prevent and respond to sexual exploitation and abuse by the humanitarian community, developed under Secretary General Bulletin 2003. i.e. to develop specific strategies to prevent and respond to sexual exploitation and abuse; to incorporate standards on sexual exploitation and abuse in induction materials and training courses for personnel; to ensure that complaint mechanisms for reporting sexual exploitation and abuse are accessible and that focal points for receiving complaints understand how to discharge their duties, and; to regularly inform personnel and communities on measures taken to prevent and respond to sexual exploitation and abuse.

# Annex 4: Planning figures

## Planning and projected population figures

Category	Cohorts	Projected Population December 2015				
		Total	Female	Male	% Children	# of Children
Total Population cohorts	Lebanese population	4,000,000	N/A	N/A	33%	1,386,000
	Syrian registered with UNHCR as refugees	1,500,000	N/A	N/A	53%	795,000
	Palestine Refugees from Lebanon (PRL)	270,000	N/A	N/A	38%	102,600
	Palestine Refugees from Syria (PRS)	45,000	N/A	N/A	39%	17,550
	Lebanese returnees	50,000	N/A	N/A	53%	26,500
	<b>Total Population living in Lebanon</b>	<b>5,865,000</b>			<b>39%</b>	<b>2,327,650</b>
Total poor	Poor Lebanese (28.5% + 170,000 & rising - WB estimate by end 2014)	1,500,000	N/A	N/A	33%	495,000
	Poor Syrians registered with UNHCR as refugees (48%)	720,000	N/A	N/A	53%	381,600
	Poor PRL (66% of caseload – AUB data)	178,200	N/A	N/A	38%	67,716
	Poor PRS (assumption all)	45,000	N/A	N/A	39%	17,550
	Poor Leb returnees (assumption all)	50,000	N/A	N/A	53%	26,500
	<b>Total Poor</b>	<b>2,493,200</b>			<b>40%</b>	<b>988,366</b>
Total People in Need (economically, socially and legally vulnerable)	Vulnerable Lebanese	1,500,000	N/A	N/A	33%	495,000
	Syrians registered with UNHCR as refugees	1,500,000	N/A	N/A	53%	795,000
	PRS	45,000	N/A	N/A	38%	102,600
	PRL	270,000	N/A	N/A	39%	17,550
	Leb returnees	50,000	N/A	N/A	53%	26,500
	<b>Total people in need (economically, socially and legally vulnerable)</b>	<b>3,365,000</b>			<b>43%</b>	<b>1,436,650</b>
Targeted protection and direct assistance	Syrian registered with UNHCR as refugees	1,500,000	788,000	712,000	54%	808,500
	Vulnerable Lebanese	336,000	231,000	105,000	38%	127,680
	PRS	45,000	22,700	22,300	39%	17,550
	PRL	270,000	143,100	126,900	38%	102,600
	Leb returnees	50,000	24,900	25,100	42%	21,000
	<b>Total target protection and assistance</b>	<b>2,201,000</b>	<b>1,209,700</b>	<b>991,300</b>	<b>49%</b>	<b>1,077,330</b>
Targeted service delivery, economic recovery and community services in the most vulnerable communities	Vulnerable Lebanese	1,422,000	977,625	444,375	38%	540,360
	Syrian registered with UNHCR as refugees	1,290,000	677,625	612,320	54%	695,310
	PRS	45,000	22,700	22,300	39%	17,550
	PRL	178,200	94,446	83,754	38%	67,716
	Leb returnees	50,000	-	-	-	-
	<b>Total target service delivery, economic recovery and community services</b>	<b>2,985,200</b>	<b>1,772,451</b>	<b>1,162,749</b>		<b>1,320,936</b>

# LIST OF ACRONYMS

## A

AIDS	Acquired Immune Deficiency Syndrome
ATM	Automated Teller Machine
AUB	American University of Beirut

## C

CDR	Council for Development and Reconstruction
CRSF	Comprehensive Regional Strategic Framework

## E

EEMP	Environmental Management Plan
ESFD	Economic and Social Fund for Development
ESIA	Economic and Social Impact Analysis
EU	European Union

## F

FDI	Foreign Direct Investment
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## G

GBV	Gender Based Violence
GDP	Gross Domestic Product
GoL	Government of Lebanon

## H

HIV	Human Immunodeficiency Virus
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## I

ILO	International Labor Organization
IMF	International Monetary Fund
INGO	International Non-Governmental Organization
IOM	International Organization for Migration
IRC	International Rescue Committee
ISG	International Support Group
IVR	Interactive Voice Response
IWRM	Integrated Water Resources Management

## L

LAF	Lebanese Armed Forces
LCRP	The Lebanon Crisis Response Plan
LED	Local Economic Development
LEDAs	Local Economic Development Agencies
LHCSP	Lebanon Host Community Support Programme
LHSP	Lebanon Host Community Support Programme
LMDG	Localizing the Millennium Development Goals
LR	Lebanese Returnees

## M

M&E	Monitoring and Evaluation
M4P	Making Markets Work for the Poor
MDG	Millennium Development Goals
MDTF	Multi-Donor Trust Fund
MEHE	Ministry of Education and Higher Education
MICS	Multiple Indicator Cluster Survey
MoA	Ministry of Agriculture
MoEnv	Ministry of Environment
MoET	Ministry of Economy and Trade
MoEW	Ministry of Energy and Water
MoF	Ministry of Finance
MoFA	Ministry of Foreign Affairs
Mol	Ministry of Industry
MoIM	Ministry of Interior and Municipalities
MoL	Ministry of Labor
MoPH	Ministry of Public Health
MoSA	Ministry of Social Affairs
MRR	Map of Risks and Resources
MSME	Micro and Small to Medium Enterprise
MSNA	Multi-Sector Needs Assessment

## N

NCLW	National Commission for Lebanese Women
NGO	Non-Governmental Organization
NLG	No Lost Generation Strategy
NPTP	National Poverty Targeting Programme

## O

OCHA	Office for the Coordination of Humanitarian Affairs
OECD	Organization for Economic Co-operation and Development

## P

PRL	Palestine Refugees in Lebanon
PRS	Palestine Refugees from Syria

## R

RACE	The Lebanon Reach all Children with Education
RACE	Reaching All Children in Lebanon with Education
RC/HC	Resident Coordinator/ Humanitarian Coordinator
RCO	Resident Coordinator Office
RRP6	Regional Response Plan

# LIST OF ACRONYMS

## S

SDCs	Social Development Centers
SGBV	Sexual and Gender-Based Violence
SME	Small and Medium-Sized Enterprise
SMS	Short Message Service

## U

UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UNSCOL	United Nations Special Coordinator for Lebanon
USSD	Unstructured Supplementary Service Data

## V

VASyR	Vulnerability Assessment of Syrian Refugees in Lebanon
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## W

WB	World Bank
WFP	World Food Programme
WHO	World Health Organization

## 3

3RP	Regional Refugee and Resilience Plan
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