



# LEBANON CRISIS **RESPONSE PLAN**

**2017- 2020** (2018 update)





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

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

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

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

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

## CORE PRINCIPLES AND COMMITMENTS

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

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

As a basis for addressing these priorities, several core principles and commitments have been agreed between GoL and its international partners. (see section 'Principles of partnership and accountability' p. 23)

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## Partners involved in the LCRP

ABAAD, ACA, ACF, ACS, ACTED, ActionAid, ADRA, Al Fayhaa, Al Majmoua, Al Mithaq, ALLC, Alpha, AMEL, Ana Aqra, AND, ANERA, ARC, Arcenciel, Arche Nova E.V., ARCS, ARMADILLA, AUB, AVSI, B&Z, BEAM of Environment, Beirut DC, Beyond, BIAT, Blue Mission, British Council, BZRD, CARE, Caritas Lebanon, CCP JAPAN, CESAL, CESVI, CHF, CISP, Cives Mundi, CLDH, Common Effort, CONCERN, COSV, Danish Red Cross/Lebanese Red Cross, Dar El Fatwa, Diakonia, Dorcas, DOT, DPNA, DRC, Fair Trade Lebanon, FAO, FISTA, Fondation Mérieux, FPSC, fZFD, Green Globe, GVC, Hadatha, Handicap International, Heartland, HEKS/EPER, HelpAge, Hilfswerk Austria International, Himaya, Himaya Dae Aataa (HDA), Hoops Club, House of Peace, Humedica, ICU, IDRAAC, IEA, IECD, ILO, IMC, INARA, Injaz, International Alert, Intersos, IOCC, IOM, IR, IRAP, IRC, IRD, ISWA, KAFA, LAW, Leb Relief, Lebanese Developers, Lebanese League of Women in Business, Lebanese Red Cross, Lebanon Support, LECORVAW, LFPAD, LOST, LRD, LSESD, LSOG, MAG, MAGNA, Makassed, Makhzoumi, MALAAK, MAPS, MAP-UK, MARCH, MASAR, MCC, MEDAIR, Medecins du Monde, Mercy Corps, Mercy-USA, MOSAIC, Mouvement Social, MSD, MTI, MuslimAid, NABA`A, Nabad, Near East Foundation, NRC, OHCHR, ORDER OF MALTA LEBANON, OWS, OXFAM, PCPM, PCRF, Plan-International, Polish Center for International Aid, PU-AMI, QRCS, RAHMA, RDFL, René Moawad Foundation, RESTART, RET Liban, RI, Ricerca e Cooperazione, RtP, Safadi Foundation, SaJ, SAMS, Save the Children, SAWA, SBOverseas, SCI, SDAid, SeraphimGLOBAL, SFCG, shareQ, SHEILD, SIF, Solidar Suisse, Solidarites International, Solidarity Association, Sonbola, Tabitha-Dorcas, Tahaddi, TdH - It, TdH - L, The Nawayya Network, Triumphant Mercy, UN Environment, UN Women, UNDP, UNESCO, UNFPA, UN-Habitat, UNHCR, UNICEF, UNIDO, UNOPS, UNRWA, URDA, USJ, Utopia, WAHA, WCH, Welfare Association, WFP, WHO, WRF, WVI, YFORD, YMCA, YNCA.

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

Cover photo credit: Rana Sweidan - UNDP 2017

Produced by the Government of Lebanon and the United Nations, January 2018.

# FOREWORD

Now in its seventh year, the Syria crisis has had a profound humanitarian, socio-economic, and political impact on Lebanon and its people. Over this period, Lebanon has been a generous host, welcoming around 1.5 million displaced Syrians, [the highest per capita number of refugees in the world.] This has placed unprecedented strain on the country's economy, infrastructure, and public services.

Despite enormous challenges, Lebanon has prevailed as a unique bastion of stability amid regional conflicts and tensions. The Lebanese Government and civil society, supported by the international community, have made substantial efforts to provide protection and assistance to displaced Syrians and Palestine refugees, as well as vulnerable Lebanese. Despite these efforts, however, the needs of affected communities are outpacing the resources and capacities of partners, and coping mechanisms of the most vulnerable are being severely tested. As the crisis becomes increasingly protracted, there are worrying signs of heightened tensions and host-community fatigue. In this context, it is essential for the international community to maintain its solidarity and support.

It is also important at this juncture for humanitarian and development partners work together, alongside the Lebanese Government and civil society, to strengthen stabilization efforts, including longer-term programming and a focus on development outcomes. Partners also need to continue to innovate the response, including continuously evaluating the best way to deliver cash assistance – affording greater choice and dignity to beneficiaries while providing substantial benefits to the Lebanese economy – forging novel partnerships with international financial institutions and private-sector actors, and improving monitoring and evaluation to foster effectiveness and accountability. Displaced Syrians ultimately want to return home. Until conditions in Syria are conducive to returns in safety and dignity, however, international partners must continue to support Lebanon to sustainably provide for those in need, while simultaneously pursuing longer-term development strategies and positioning Lebanon to contribute to the eventual reconstruction of the region.

The Lebanon Crisis Response Plan 2017-2020 is a key tool in this effort. It constitutes a multi-year plan between the Government of Lebanon and its international and national partners to provide protection and humanitarian assistance to the most vulnerable – including Syrian displaced, Palestinian refugees, and Lebanese – to support the delivery of public services, and to reinforce Lebanon's stability. The Plan maintains a strong focus on humanitarian assistance, while at the same time – in line with commitments made at the 2016 London and 2017 Brussels Conferences – expanding investments, partnerships, and delivery models towards longer-term recovery and development strategies. The 2018 version of the Plan includes revised sector strategies and targeting based on achievements made in 2017, and remaining gaps for 2018-2020. In 2018, the plan entails a US\$2.6 billion appeal to provide direct humanitarian assistance and protection to 1.9 million highly vulnerable individuals and deliver basic services to 2.2 million affected persons, as well as to invest in Lebanon's infrastructure, economy, and public institutions.

The 2018 version of the Lebanon Crisis Response Plan represents a renewed commitment by the Government and a wide array of national and international partners to support Lebanon's efforts to provide for the most vulnerable, to alleviate the immense burden of the crisis on Lebanon's economy and services, and to preserve Lebanon's stability. International solidarity is needed now as much as ever to consolidate gains and to deliver on commitments to those most in need.



Pierre Bou Assi  
Minister of Social Affairs



Philippe Lazzarini  
UN Resident and Humanitarian Coordinator

# REFERENCE MAP



LOCATION DIAGRAM



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

# PART I

## LEBANON CRISIS RESPONSE STRATEGY

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INTRODUCTION

LCRP AT A GLANCE

NEEDS OVERVIEW

RESPONSE STRATEGY

MONITORING AND EVALUATION

# INTRODUCTION

## Context and key challenges

Seven years into the Syrian conflict, Lebanon remains at the forefront of one of the worst humanitarian crises of our time and has shown exceptional commitment and solidarity to people displaced by the war in Syria. As of October 2017, the Government of Lebanon (GoL) estimates that the country hosts 1.5 million Syrians who have fled the conflict in Syria (including 997,905 million registered as refugees with UNHCR), along with 34,000 Palestine Refugees from Syria (PRS), 35,000 Lebanese returnees, and a pre-existing population of more than 277,985 Palestine Refugees in Lebanon (PRL).<sup>1</sup> The vulnerabilities of each of these groups have different root causes, requiring the overall response strategy to include a multifaceted range of interventions from emergency aid to development assistance. Nearly half of the Lebanese, Syrian and Palestinian populations affected by the crisis are children and adolescents:<sup>2</sup> at least 1.4 million children under 18 are currently growing up at risk, deprived, and with acute needs for basic services and protection.<sup>3</sup> Public services are overstretched, with demand exceeding the capacity of institutions and infrastructure to meet needs. The service sectors are also overburdened, with the public health sector accumulating debt as displaced Syrian patients are unable to cover their part of the bill.

The conflict in Syria has significantly impacted Lebanon's social and economic growth, caused deepening poverty and humanitarian needs, and exacerbated pre-existing development constraints in the country. Moreover, at the end of 2015, the crisis had cost the Lebanese economy an estimated US\$18.15 billion due to the economic slowdown, loss in fiscal revenues and additional pressure on public services.<sup>4,1</sup>

Unemployment and high levels of informal labour were already a serious problem pre-crisis, with the World Bank suggesting that the Lebanese economy would need to create six times as many jobs just to absorb the regular market entrants.<sup>5,ii</sup>

Unemployment is particularly high in some of the country's poorest localities: in some areas, it is nearly double the national average, placing considerable strain on host communities.<sup>6,iii</sup> Long-standing inequalities are deepening and tensions at local level have been rising during the course of 2017, mostly over perceived competition for jobs and access to resources and services. The economic downturn has had a disproportionate effect on young people and others who are entering the workforce: Lebanon's youth unemployment rates are three to four times higher than the overall unemployment rate.<sup>iv</sup>

The assistance made possible by donor contributions and implemented by aid partners under the Lebanon Crisis Response Plan (LCRP), along with the exceptional hospitality of Lebanese communities, has brought substantial, vitally-needed support across all sectors and has prevented an even worse deterioration of living conditions for the poorest groups. Achievements under the LCRP include support to Lebanese roads, water and waste infrastructure; a wide range of initiatives helping local municipalities implement priority projects for their communities; extensive cash assistance that has brought life-saving support to the poorest groups while boosting the local economy; support to health centres and hospitals around the country; and substantial advances in helping the Government of Lebanon enrol greater numbers of children in schools every year. However, despite these achievements, the needs are growing and continue to outstrip resources and renewed support is essential. The prolonged crisis is having an ever-stronger impact on Syrian, Palestinian and vulnerable Lebanese households, as well as on the Lebanese host population and country's institutions and infrastructure.

The LCRP, a joint plan between the Government of Lebanon and its international and national partners, aims to respond to these challenges in a holistic, comprehensive manner through longer-term, multi-year planning in order to achieve the following Strategic Objectives: ensure the protection of displaced Syrians, vulnerable Lebanese and Palestine refugees; provide immediate assistance to vulnerable populations; strengthen the capacity of national and local service delivery systems to expand access to and quality of basic public services; and reinforce Lebanon's economic, social and environmental stability. To achieve this goal, the LCRP seeks to set out an integrated strategy centred on needs which recognizes the interrelatedness and beneficial impact of the activities undertaken in the different sectors on the individual's protection and dignity. It is critical that the response maintain a strong focus on humanitarian assistance to all vulnerable communities, but also, in line with the commitments made at the London and

(1) UNHCR, UNRWA and GoL.

(2) UNHCR and UNRWA statistics.

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

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

(5) The informality rate was estimated at 50 percent by the World Bank 2012 MILES report, p.1. The Government in its Vision for Stabilisation and Development, presented at the Brussels conference in April 2017 stated: 'The World Bank estimates that as a result of the Syria crisis some 200,000 Lebanese have been pushed into poverty (adding to the 1 million before the crisis) and that some 250,000-300,000 have become unemployed, in particular youth, with the overall unemployment rate doubling to about 20%. Unemployment among Lebanese youth stands at 30% according to UNICEF and is attributed in part to displacement by Syrian workers who accept lower wages. Indeed, nearly half of the 19-24-year old Syrians are employed, which is a very high ratio of employment of displaced compared to other countries. At the same time, the rate of unemployment (of more than 50%) among Syrian youth is a cause for deep concern.'

(6) In Wadi Khaled, unemployment is estimated to be 58 percent (AKTIS, 2016)

Brussels conferences, strongly and continuously seek to expand investments, partnerships and delivery models that ensure recovery and social stability whilst enabling progress towards longer-term development strategies.

The LCRP also aims to increase the focus on aid coordination under the general leadership, guidance and supervision of the Government of Lebanon, through the Ministry of Social Affairs (MoSA) that has the legal mandate to oversee the response to the crisis; in partnership with the donor community, UN agencies, civil society actors including NGOs, the private sector, academic institutions; and to promote transparency, enhanced coordination, tracking, accountability, efficiency and learning through reinforced and objective monitoring and evaluation.

It is essential for the international community to strengthen its cooperation with, and development support to Lebanon, to respond to the mass influx of displaced persons from Syria. This is in line with the shared responsibility to manage large movements of refugees that was acknowledged by all states in the New York Declaration for Refugees and Migrants of September 2016, its Comprehensive Refugee Response Framework (CRRF) and together with Lebanon's Statement of Intent at the London Conference<sup>v</sup> and A vision for Stabilization and Development in Lebanon presented at the Brussels Conference in 2017.<sup>vi</sup> One of the LCRP partners' key priorities in Lebanon is helping to mobilize increased

financial resources to support the country's national institutions, as a critical way to meet growing needs, mitigate a further deterioration of the situation and preserve the social stability in the country.<sup>vii</sup>

Thus, this medium-term plan aims to address national objectives and priorities for responding to the impact of the Syrian crisis in Lebanon through an overarching four-year strategic planning framework developed and implemented under the leadership of MoSA in collaboration with the UN, national and international NGOs, other civil society actors and the donor community.

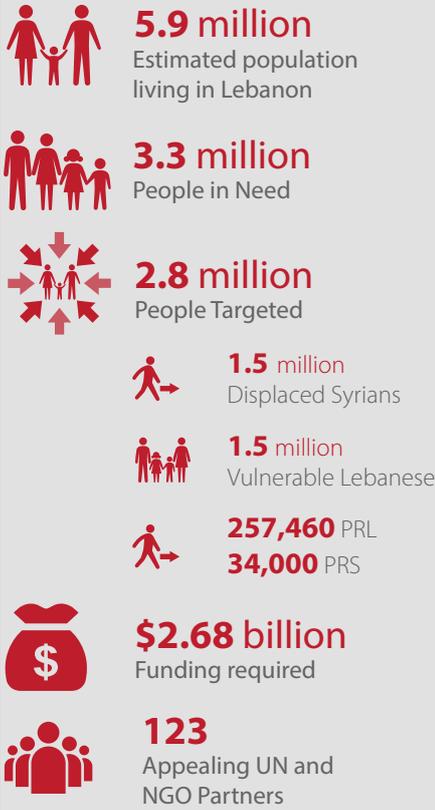
The LCRP is founded on a needs-based, bottom up and cross-sectoral approach, and as such requires adaptation as changes in the context occur. Yearly appeals are developed based on an annual review of needs: each document will include detailed targets and budgets for the current year, along with indicative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



A Lebanese shopkeeper who sells fresh local fruit and vegetables to Syrian refugees on the Common Card-Bekaa Valley. Photo credit: WFP 2017

# AT A GLANCE

## 2018 PLANNING FIGURES



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## DONOR CONTRIBUTION



The figures are as of 31 December 2017  
Source: Financial Tracking Service (FTS) and LCRP financial tracking.

## FUNDING TREND



\*includes GoL requirement  
Source: Funding figures used are from FTS and LCRP financial tracking.

## STRATEGIC OBJECTIVES



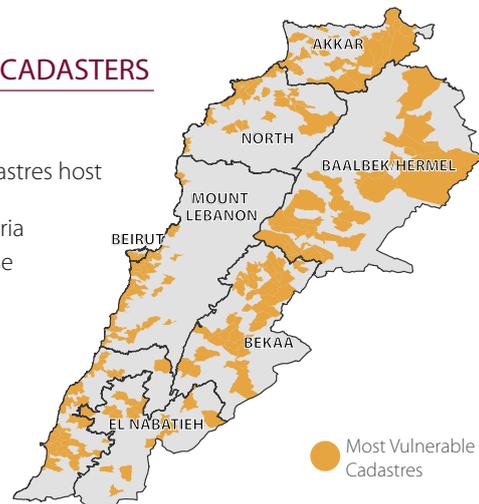
## 2018 TARGET & REQUIREMENT BY SECTOR

PEOPLE TARGETED	SECTORS	REQUIREMENTS (US\$)
2,236,299	Social Stability	109.9m
1,890,000	Protection	171.6m
1,579,000	Water	250m
1,564,800	Health	290.2m
1,354,000	Basic Assistance	542.3m
1,119,172	Energy	99.2m
920,821	Food Security & Agriculture	507.6m
711,893	Shelter	137.3m
457,682	Education	367m
60,663	Livelihoods	207.9m

## MOST VULNERABLE CADASTERS

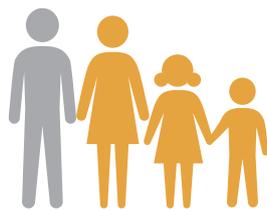
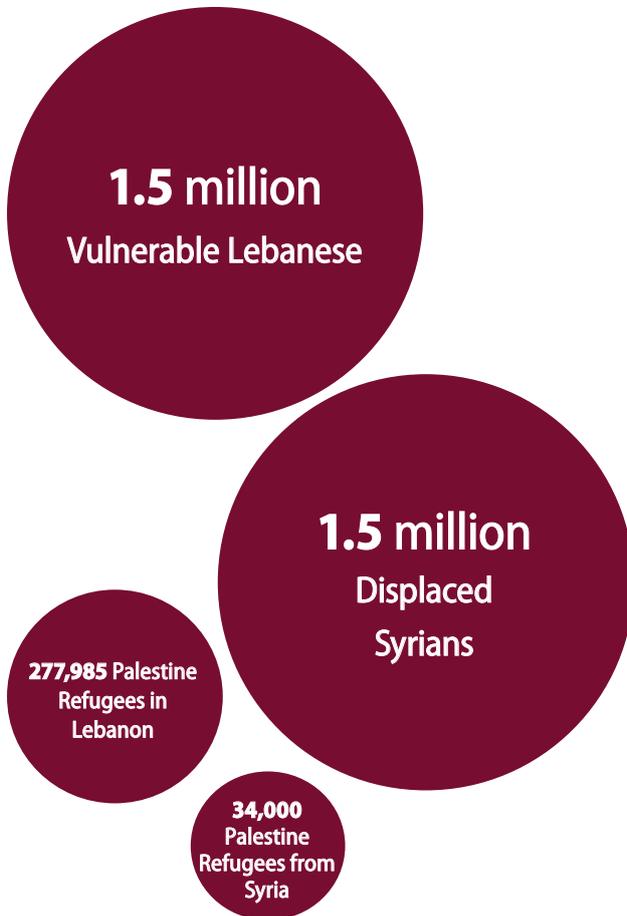
251 Most Vulnerable Cadastres host

87% Displaced from Syria  
67% Deprived Lebanese



Most Vulnerable Cadastres

# NEEDS OVERVIEW



More than **1/2** of **displaced** from **Syria** are **Children**

The concerted response by the Government, international partners and civil society has prevented a sharp decline in the socio-economic vulnerability levels between 2015 and 2017, compared to the sharp deterioration witnessed between 2014 and 2015.<sup>viii</sup>

However, the situation in Lebanon continues to be precarious, with extensive humanitarian and development needs. The estimated 1.5 million displaced Syrians, half of whom are children, along with 34,000 Palestine Refugees from Syria (PRS), have joined a pre-existing population of 277,985 Palestine Refugees in Lebanon (PRL) as well as 1.5 million vulnerable Lebanese.<sup>1</sup> An estimated 35,000 Lebanese have also returned from Syria since 2010.<sup>2</sup>

Many of the most vulnerable communities in Lebanon are concentrated in specific pockets of the country: the majority of deprived Lebanese (67 percent) and persons displaced from Syria (87 percent) live in the country's 251 most vulnerable cadastres. However, after seven years, Lebanon as a host country has suffered from its impact on all levels and across all regions, and vulnerable Lebanese households face a decrease in income which leaves them increasingly unable to meet basic needs, including food and healthcare. Displaced Syrian households and Palestine Refugees from Syria are suffering the impact of protracted displacement and sinking deeper into debt and negative coping mechanisms as they struggle to meet their families' needs. Palestine Refugees in Lebanon also face multi-generational poverty and a lack of access to decent work opportunities. These conditions continue to fuel serious protection concerns leading to high levels of marginalization and vulnerability.

Seven years into the conflict, poverty levels are high and the **long-term resilience** of the country's vulnerable communities is eroding as they run out of savings and struggle to access income. At present, 1.5 million Lebanese live below the poverty line, of whom 470,000 are children.<sup>ix,x</sup> More than 76 percent of displaced Syrians are living below the poverty line, along with 65 percent of Palestine Refugees in Lebanon and 89 percent of

(1) UNHCR and UNRWA.  
(2) IOM.



**76%** of displaced Syrians,  
**live below the poverty line**  
(\$3.84/day)



**87%**  
of displaced Syrians  
are in **debt**.  
Average cumulative debt  
**\$798**

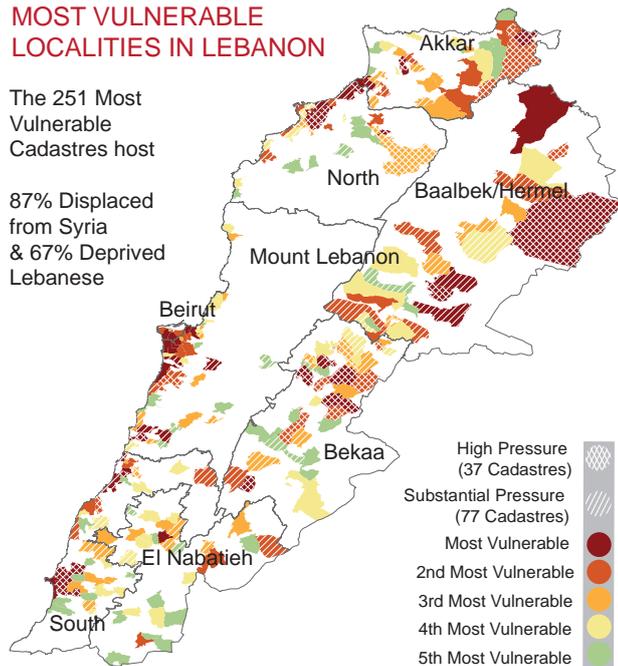


**74%**  
of displaced Syrians over  
15 years of age are  
**without legal residency**

## MOST VULNERABLE LOCALITIES IN LEBANON

The 251 Most Vulnerable Cadastres host

87% Displaced from Syria & 67% Deprived Lebanese



Palestine Refugees from Syria, who are one of the most vulnerable groups in the region.<sup>xi, xii</sup>

In response to their protracted poverty which is leading to rising food insecurity, 96 percent of displaced Syrian households are adopting negative **coping strategies**. The adoption of emergency and crisis coping strategies, such as selling household goods, productive assets and housing or land, or withdrawing children from school, declined since 2016 (from 74 percent to 66 percent). This may reflect households' ability to cope using less severe strategies—such as spending savings, selling goods, buying on credit and incurring debt—yet it could also mean that some households have already exhausted all other strategies.

As a result, households are also sinking deeper into debt: displaced Syrian households have an average debt of \$798 per household.<sup>xi</sup> Moreover, it is estimated that around 71 percent of Palestine Refugees from Syria are in debt and the greatest portion of their debt (approximately 80 percent) is related to funds used for food.<sup>3</sup>

Obtaining civil documentation continues to be difficult and costly for many displaced persons from Syria, and

(3) UNRWA, September 2017.

issues related to legal residency further compound their vulnerability. To ease legal residency processes and increase access, in March 2017 the General Security Office (GSO) announced the waiver of legal residency renewal and overstay fees (\$200 per person/ per year, aged 15 years and above). The waiver applies to displaced Syrians registered with UNHCR before 1 January 2015 and who had not renewed their residency previously based on tourism, sponsorship, property ownership or tenancy in 2015 or 2016. Recently obtained data indicates that only 26 percent of displaced Syrians over 15 years of age have legal residency. The obstacles that displaced Syrians continue to face in obtaining legal residency, particularly for those who fall outside of the fee waiver categories, impact their mobility, access to essential services and put them at risk of detention and exploitation. Addressing these obstacles remains a key priority for the Government of Lebanon.

The presence of an estimated 1.5 million displaced Syrians – of which around 54 percent are children – has increased demand on **infrastructure and social services**, which lack the capacity to meet increased needs. The distribution of the displaced Syrian population in areas with a high concentration of Lebanese poor has also compounded an already problematic economic situation, increasing poverty and social tensions between different communities while deepening the country's **socio-economic disparities**. Since the start of the crisis, the affected populations in Lebanon have experienced a gradual shrinking of space for **livelihoods and income-generation**, translating into the inability of poor and displaced families to secure their basic needs and access social services. Constraints related to residency and labour policies and their implementation, as well as challenging market conditions, have also compelled displaced Syrians and Palestine Refugees from Syria to resort to **illegal and exploitative labour** in order to meet basic needs of their families. Developing sustainable livelihood activities for people affected by the crisis a key priority for the GoL and its national and international partners - as highlighted in the GoL's Statement of Intent for the London Conference and A Vision for Stabilization and Development in Lebanon presented at the Brussels Conference in 2017 - as they reduce the dependence of vulnerable populations on aid, but also increase the productivity and income of local communities.<sup>v, vi</sup>



Only 8% of the  
**sewage**

is treated



33% of displaced Syrians live in  
**inadequate** or  
**overcrowded**  
**shelter** conditions



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

The pressure on the housing market means that the most vulnerable among Lebanese and Syrians have limited access to affordable and adequate shelter: 53 percent of displaced Syrians live in substandard shelter conditions with four percent of all shelters ranked as being in dangerous condition.<sup>xi</sup> Overcrowding among displaced Syrians has slightly increased – from 27 percent in 2016 to 23 percent in 2017 – and is as high as 46 percent among Palestine Refugees from Syria, with high numbers of persons displaced from Syria resorting to substandard dwellings in urban centres as well as existing already dense Palestinian camps and gatherings.<sup>xi, xii</sup> The growing prevalence of evictions is resulting in multiple protection challenges for displaced persons. Against the backdrop of increasing tensions in municipalities and host communities, acceptance by host communities and local authorities of displaced people relocating within Lebanon due to evictions is becoming more challenging. Vulnerable populations are migrating towards poor urban areas where living conditions have significantly deteriorated, with rents increasing alongside an increased pressure on the provision of basic services such as water, energy, sanitation and solid waste collection in addition to social stability challenges. It is estimated that **poor urban neighbourhoods and Palestine Refugee camps** now host a larger proportion than ever before of displaced Syrians. The move to urban areas makes it harder for organizations to assist displaced Syrians: as people in need are more dispersed and difficult to identify and locate, in addition to the shortage of partners with experience in urban responses.

The **food security** situation remains very critical despite the direct food assistance provided, with an increase in the percentage of food insecure households compared to 2015: 91 percent of displaced Syrians have some degree of food insecurity in 2017, compared to 89 percent in 2015.<sup>xi</sup> However, the deterioration is not as sharp as in previous years, in part due to the scaled-up food response. The majority of Syrian households – 53 percent – fall in the mild food insecurity category, whilst 36 percent are moderately food insecure and 2 percent severely food insecure. The situation is even worse among Palestine Refugees from Syria, 63 percent of whom are severely food insecure and 31 percent moderately food insecure.<sup>xii</sup> In addition, 49 percent of Lebanese have reported being worried about their ability to source enough food, while 31 percent say they were unable to eat healthy and nutritious food over the course

of a year.<sup>xiv</sup> The food insecurity of vulnerable families also has a negative impact on the nutrition of their children and infants, particularly as exclusive breastfeeding rates are low among the Lebanese community (25 percent) and among displaced Syrians (34 percent).<sup>xv</sup> Lebanon currently does not have a national infant and young child feeding policy to guide optimal child nutrition during the first two years of life.

Socio-economic vulnerabilities, exacerbated by a protracted emergency, have translated, according to UN reports, into an increase in the levels of **violence against children and women**. In addition there is an increased reliance on harmful practices such as child marriage and engagement of children in the worst forms of child labour including armed violence<sup>4</sup> as coping mechanisms,<sup>5</sup> as well as an increased risk of traffickers preying on the heightened vulnerability of populations. The Government of Lebanon constantly reaffirms its commitment to combat violence against children and women, in accordance with the applicable international and national laws. Joint efforts between partners and the Government are needed in order to remedy this situation.

Persons with **disabilities** are at high risk of violence, discrimination and exclusion. These risks are exacerbated in protracted emergency settings and when there are no targeted interventions in place aimed at reducing inequities specifically for children living with disabilities. In Lebanon, a data gap on disability persists, limiting targeted interventions aimed at improving the situation for children and youth living with disabilities.

In terms of **education**, 586,540 displaced Syrian children (3-18 years) registered in Lebanon and 57,506 Palestine Refugees (6-18 years) are of school age.<sup>xvi</sup> These children affected by the conflict in addition to 451,323 vulnerable Lebanese children are in need of education assistance. Despite MEHE and Education partners' efforts, it is estimated that half of the displaced Syrians – more than 250,000 – remain out of certified education (formal and non-formal). The enrolment rates significantly drops in lower secondary and the out-of-school rates are highest among 15-to-18 year old Syrians, with around three percent of 15-18-year-old registered Syrian refugees

(4) Trends of association of children with armed violence or conflict have been reported in the paragraphs on Lebanon of the UN Secretary-General's Annual Reports on Children and Armed Conflict covering 2009 (A/64/742-S/2010/181), 2010 (A/65/820-S/2011/250), 2012 (A/67/845-S/2013/245), 2013 (A/68/878-S/2014/339), 2014 (A/69/926-S/2015/409), 2015 (A/70/836-S/2016/360).

(5) Based on evidence collected by UNICEF in conformity with its mandate.



**87%** of the population  
lives in **urban areas**  
of which over **50%**  
live in **four main cities**



**91.5%** of displaced Syrians and  
**94.5%** of Palestine Refugees from Syria  
**are food insecure**



**Just 3%**  
of non-Lebanese youth  
**enrolled** in public  
**secondary schools**  
in 2016-2017

enrolled in public secondary schools and around the same fraction in Technical Vocational (TVET) public schools.<sup>xvi</sup> Social, economic and academic barriers have hindered enrolment of children and youth in the public education system. As desperate families are forced to rely on their children to earn money, child labour becomes a major barrier to school enrolment and attendance.

Since the onset of the crisis, Lebanon's **healthcare** facilities have been overburdened by an increase in utilization of up to 50 percent in some cases, greatly affecting their capacity to absorb a higher caseload as well as their financial sustainability. While both Palestine Refugees in Lebanon and Palestine Refugees from Syria receive free primary healthcare services and support for hospitalization through United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), it is estimated that 76 percent of displaced Syrians are highly economically vulnerable and that 27- 30 percent of Lebanese are poor and require financial subsidies for accessing timely and adequate healthcare.<sup>xi, xvi</sup> Indeed, in 2017, 11 percent of Syrian displaced households who required primary healthcare services were not able to access them, mainly for reasons related to treatment costs and doctors' fees.<sup>xvii</sup> Hospitalization is limited to obstetric and life-threatening conditions and only 75 percent of the hospitalization fees is covered. Thus, there are large unmet needs, particularly for cases which do not fall under current coverage, especially catastrophic illnesses (such as cancer) and chronic conditions (such as dialysis for chronic renal failure) as well as advanced diagnostics.

While Lebanon remains polio-free, overall vaccination coverage rates remain sub-optimal. In light of the above, health security, particularly as it relates to communicable diseases, is a rising concern, as Lebanon has experienced outbreaks of vaccine preventable diseases (measles and mumps), as well as water-borne diarrhoea that could significantly affect mortality and morbidity levels among both host and displaced populations.

With regard to **water, sanitation and hygiene** (WaSH) 64 percent of the population in Lebanon does not have access to safely managed drinking water services.<sup>xviii</sup> With over half of all water supply networks past their useful life,<sup>6</sup> unchecked urban sprawl, unsafe solid waste management, thousands of informal settlements, and only three percent of wastewater treated for bacteriological contamination prior to

(6) National Water Sector Strategy, 2012.

discharge into the ground or waterbodies water quality is severely compromised.<sup>7, xix</sup> This fragile situation is further aggravated by the large number of displaced population, which is leading to an increase of 15 percent of solid waste, 14 percent of wastewater, and 12 percent in water demand.<sup>xx</sup> Adding to the complexity of this situation is the proliferation of illegal private boreholes to unaccounted-for-water losses from decrepit systems and intermittence of power supply, quantities which eventually reach the population are substandard and unreliable. In these living conditions, poor hygiene practices, particularly in relation to handling food and water, aggravate the risk of disease, as evidenced in food and water borne diseases accounting for more than 60 percent of Notifiable Communicable Diseases (Epidemiology Surveillance Unit, MoPH).

The June 2010 Policy Paper for the Electricity Sector adopted by the GoL had identified a deficit in installed generating capacity, reaching only 61 percent of the instantaneous peak demand in summer. The Policy Paper recognized the critical needs of the **electricity sector** and outlined policies, investments and reforms aimed at ultimately improving service delivery and reducing the fiscal burden that the sector places on public resources. In a study that assesses the impact of the displaced Syrians on electricity undertaken by the Ministry of Energy and Water and UNDP in 2016, the required increase in the production capacity in electricity as a result of the Syrian crisis is estimated at 486 MW based on 1.5 million estimated displaced persons from Syria.<sup>xxi</sup> This is equivalent to 5 hours of electricity supply per day, and is incurring losses to the Government of Lebanon and the Lebanese citizens estimated at around \$333 million per year. The study also shows that more than 45 percent of the Syrian households are illegally connected to the national grid, thus leading to the Government incurring uncovered costs. Insufficient electricity supply forces Lebanese as well as displaced Syrians to further rely on private environmentally unfriendly generators, thus increasing their economic vulnerability. Moreover, poor electricity negatively affects business development and investments.

(7) In 2010, MoEW estimated that 8 percent of wastewater reached the four operational treatment plants. The level of treatment varied from pre-treatment to the level of secondary or tertiary treatment. Secondary treatment for bacteriological contamination is the standard required to reach the Sustainable Development Goals. A 2016 study showed that only 3 percent of domestic wastewater received secondary treatment across the four wastewater treatment plants.



## Public hospitals

have accumulated  
a **deficit** of

**\$15 million**

since the onset of the Syria  
crisis



**Only 8%** of the  
**sewage**

is treated



An estimated

**447 Mega Watts**

are needed to cover increased

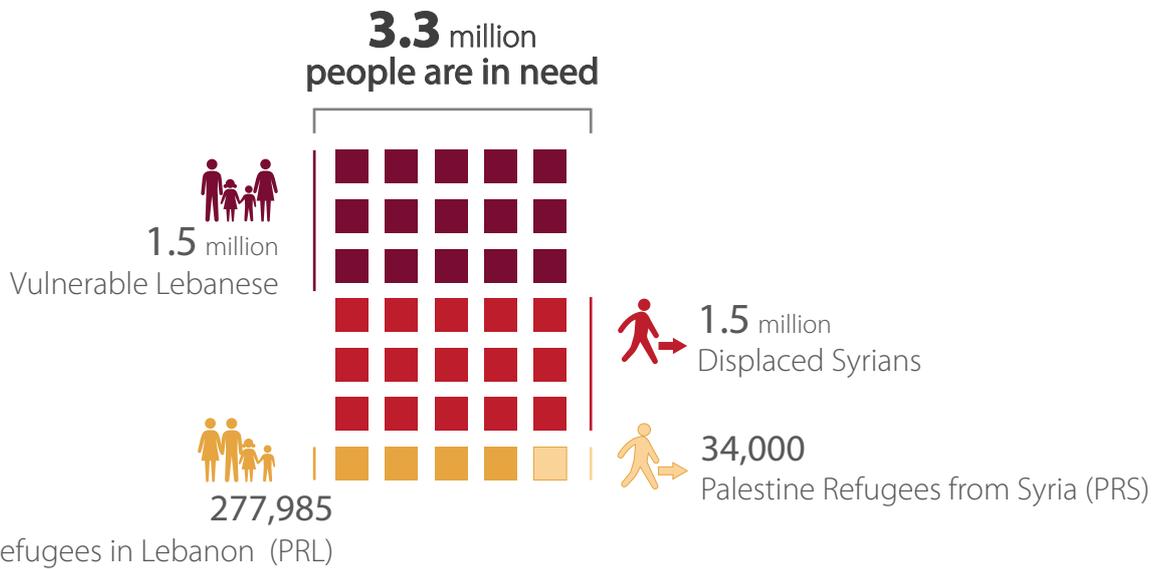
**electricity demand**

from displaced Syrians

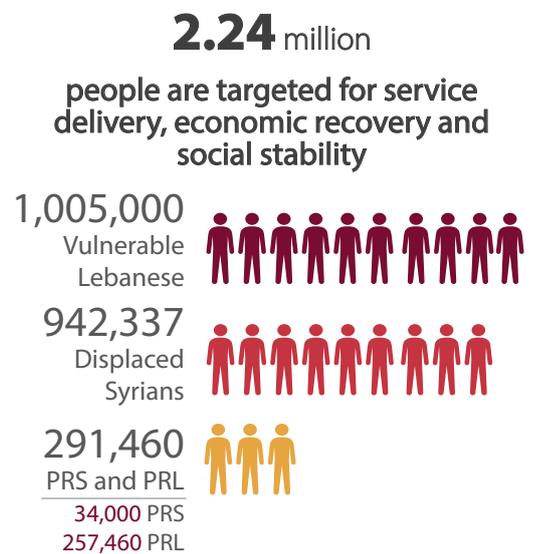
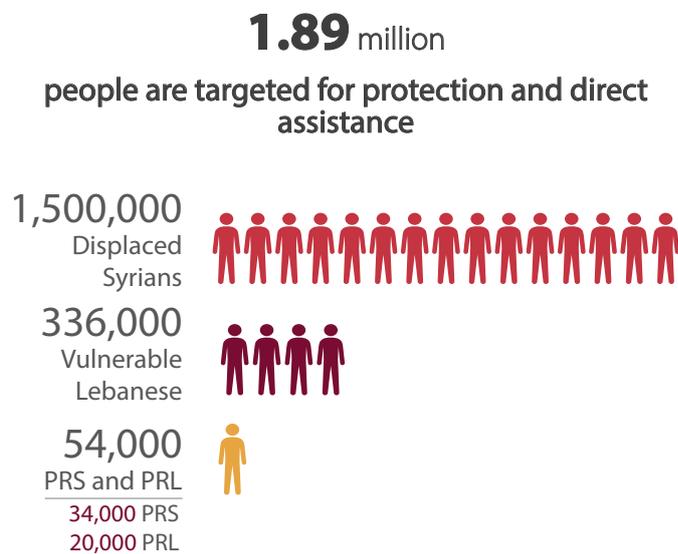
# POPULATION IN NEED AND TARGETED



## PEOPLE IN NEED



## PEOPLE TARGETED



## APPEALING PARTNERS BY SECTOR

Total of **123** appealing UN and NGO partners



# RESPONSE STRATEGY

## Strategic Objectives

As in the previous year, the Government of Lebanon and national and international partners come together to deliver integrated and mutually reinforcing humanitarian and stabilization interventions.

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

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

16



### 1 Ensure protection of vulnerable populations



### 2 Provide immediate assistance to vulnerable populations



### 3 Support service provision through national systems



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

## 1 Ensure protection of vulnerable populations



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

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

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

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

## 2 Provide immediate assistance to vulnerable populations



This response objective addresses the immediate needs of the vulnerable populations (displaced Syrians, vulnerable Lebanese, Palestine Refugees from Syria and Palestine Refugees in Lebanon), prioritizing the most vulnerable through temporary solutions, with the aim to mitigate the rapid deterioration of social and economic conditions.

- Provide direct and targeted assistance to the most vulnerable populations to meet their survival needs including needs caused by displacement, ensuring complementarity across sectors;
- Reduce exposure to hunger, homelessness, health complications and disease outbreaks, violence, abuse and exploitation as well as the worst effects of poverty;
- Continue immediate and temporary service delivery in informal settlements, collective shelters, substandard dwellings and gatherings; and
- Continue to respond to emergency humanitarian needs as they arise through immediate and temporary interventions.

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



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

- Ensure all children, including children displaced from Syria, can access, learn and be retained in a quality learning environment (formal and non-formal),<sup>4</sup> widening the absorption capacity of education premises (rehabilitation, expansion and construction), in addition to strengthening the education system to be able to cater to all children;
- Ensure support to vulnerable farmers via safety nets;
- Ensure that the most vulnerable Lebanese and displaced Syrians can access disease prevention interventions and affordable healthcare, with a focus on accessibility and quality of services and

controlling disease outbreaks;

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

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



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

- Promote job creation and support businesses to generate income for local economies in poor areas benefiting all vulnerable communities, and the outcomes of the Brussels conference;
- Enhance the productive capacities of local micro and small to medium enterprises (MSME) and cooperatives through improving local economic infrastructure and supporting their capability to respond to market demands;
- Promote sustainable agriculture production by supporting vulnerable food producers and communities and improve agricultural livelihood activities;
- Reduce the impact of the crisis on Lebanon's environment with a particular focus on integrated solid waste management, water and wastewater

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

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

- management, use of renewable energy sources and energy-efficient products, protection of the air quality, conservation of land use and ecosystems by strengthening the good management of natural resources and sustainable investments abiding by environmental regulations;
- Support government institutions and government partners to implement necessary economic, labour, social welfare, disaster risk management and environmental protection reforms;
  - Address social and economic risks faced by Lebanese, displaced Syrians and Palestinian adolescents and youth with a particular focus on empowering young women and girls, including through TVET and decent work opportunities;
  - Prevent social tensions from further rising within stressed communities by strengthening the capacities of government, local systems and mechanisms, and individuals to address critical needs and promote intra- and inter-community dialogue, with full respect of the Lebanese laws and regulations; and,
  - Strengthen national emergency preparedness and response capacity.



A general view of an Informal Settlement which hosts 120 families Bekaa Valley. Photo Credit: UNHCR, David Azia, 2/2/17

## Planning assumptions

**Context:** It is assumed that the crisis will continue in Syria pending a political solution. With the current measures at the Lebanese-Syrian border in place since early 2015 and visa regulations for onward travel to Turkey, the number of Syrians in Lebanon is expected to remain relatively stable.

Despite ongoing efforts, the vulnerability of individuals and institutions in Lebanon is worsening. Sense of resignation is growing among the community, as are concerns over the increasing negative coping strategies and decreasing external aid.

Vulnerability of Syrians is increasing with assets rapidly depleting and negative coping strategies are on the rise. 76 percent of displaced Syrians live under the minimum survival requirements, 89 percent of Palestine Refugees from Syria and 65 percent of Palestine Refugees in Lebanon are living under the poverty line. As for Lebanese, approximately ten percent live below the extreme poverty line, with between 27 and 30 percent of people in Lebanon living beneath the national poverty line before the crisis.<sup>5,xxii</sup>

The crisis in Syria continues to have a negative impact on the economic development of Lebanon and the pressures felt by public systems. At the end of 2015, the crisis had cost the Lebanese economy an estimated \$18.15 billion due to the economic slowdown, loss in fiscal revenues and additional pressure on public services.<sup>6,xxiii</sup>

Unemployment levels and informal labour are on the rise, especially in some of the country's poorest localities: in some particularly vulnerable areas, unemployment is twice the national average. The economic downturn has had a disproportionate effect on young people, with youth unemployment three to four times higher than the overall unemployment rate.<sup>xxiii</sup> Thus, investment in the strengthening of public systems and economic opportunities remains essential for Lebanon.

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

**Governance:** The LCRP underscores national leadership of the plan and reaffirms the international community's commitment to support and reinforce the response capacity of national/local institutions and national/local humanitarian actors.

**Population planning figures:** The LCRP addresses the very diverse needs of four target groups: 1.5 million vulnerable Lebanese; 1.5 million displaced Syrians; 34,000 Palestine Refugees from Syria; and 277,985 Palestine Refugees in Lebanon.

(5) The National Poverty Line reaches US\$3.84/person/day.

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

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

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

## Alignment with other planning frameworks

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

As the second edition of the LCRP, the 2017-2020 framework response is the successor to the LCRP 2015-2016. Within this four-year framework, this document seeks to expand the stabilization and development focus and facilitate the transition of crisis response to national structures and systems, while maintaining a robust and integrated humanitarian and stabilization response to the protracted crisis. This medium-term planning framework aims to address national objectives and priorities for responding to the impact of the Syrian crisis in Lebanon through an overarching four-year strategic planning framework developed and implemented in collaboration with the Government of Lebanon, the UN, national and international NGOs, and donors. Yearly appeals, including multi-year programmes, will be developed based on an annual review of needs.

The 2017-2020 LCRP is the Lebanon chapter of the **Regional Refugee and Resilience Plan 2017-2018 (3RP)** led by UNHCR and UNDP. The 3RP is a regional plan that sets out the response to the humanitarian, protection and assistance needs of refugees from Syria and other impacted persons, communities and institutions in the five hosting countries of Turkey, Lebanon, Jordan, Iraq and Egypt. As a nationally-owned chapter of the 3RP, the LCRP is tailored to respond to the specific needs of Lebanon and vulnerable populations within this ongoing regional crisis. It ensures that humanitarian and stabilization interventions are mutually reinforcing to deliver value, and emphasizes support to Lebanon's national capacities including its aid and assistance management efforts.

The LCRP incorporates priority measures articulated in the **GoL 2013 Roadmap of Priority Interventions for Stabilization from the Syrian Conflict** and its updated projects, and furthers its three objectives: (i) to restore and expand economic and livelihood opportunities for vulnerable groups; (ii) to restore and build resilience

in equitable access to and quality of sustainable public services; and (iii) to strengthen social stability. Programmes implemented directly by line Ministries are represented in the LCRP's results matrix. All LCRP projects investing in Lebanon's capacities are linked to needs articulated in the Roadmap, particularly the first two tracks. Furthermore, the LCRP is fully aligned with the priority outcomes of the **international donor conferences in London, February 2016, and Brussels, April 2017**.

The shorter-term funding appealed for through the LCRP is complemented by the recently-established **Concessional Financing Facility (CFF)** currently benefitting Lebanon and Jordan. This facility is focused on providing concessional financing to middle income countries most affected by the presence of large numbers of refugees. With an initial focus on the Syrian crisis as it impacts Jordan and Lebanon with a primary focus on infrastructure, the CFF has been adapted to address the impacts of current and future refugee crises on a global scale. So far, \$ 330 million has been approved with an additional \$295 pledged to the Concessional Financing Facility for Lebanon.

The LCRP specifically focuses on the impact of the Syrian crisis in Lebanon and is complemented by a number of multi-lateral and bi-lateral cooperation agreements such as the **EU-Lebanon Partnership Priorities and Compact 2016-2020, the World Bank Country Partnership Framework for Lebanon** and, most notably, the **UN Strategic Framework**.

The LCRP is fully aligned with and complementary to the 2017-2020 **United Nations Strategic Framework (UNSF)**, the UN's cooperation framework with Lebanon, which provides the overall vision for UN-wide engagement in-country implemented through the country programmes of its specific UN Agencies, Funds and Programmes. The UNSF articulates the UN's support to the Government of Lebanon towards achieving the following priorities: (i) all people in Lebanon have peace and security; (ii) Lebanon enjoys domestic stability and practices effective governance; and (iii) Lebanon reduces poverty and promotes sustainable development while addressing immediate needs in a human rights/gender sensitive manner. The UNSF reaffirms humanitarian principles in relation to the impact of the Syrian crisis and acknowledges the continued requirement for a Lebanon Crisis Response Plan (LCRP) that supports displaced Syrians while also strengthening the resilience of local institutions and the host community to manage the current situation. UN support for the 2017-2020 LCRP is outlined in the UNSF.

The LCRP aligns with GoL's strategies and contains interventions developed as part of the regional **No Lost Generation strategy (NLG)**, specifically through support to the **RACE II Strategy**, and other sectoral investments in protection, psychosocial support and skill development for children, adolescents and youth, such as the Ministry of Social Affairs' National Plan to Safeguard Children and Women in Lebanon (MoSA NP). The LCRP Education and

Protection Sectors contain the GoL-endorsed budget for RACE and the MoSA NP implementation in 2016, captured through UN agencies, donors and participating NGOs, and the funding appeals by MEHE and MoSA, with a view to moving to full government implementation.

The LCRP is coherent with the **Dead Sea Resilience Agenda** endorsed at the Resilience Development Forum held in Jordan in November 2015, which brought together representatives of governments of countries affected by the Syrian crisis, UN, international and national NGOs, the donor community and the private sector to discuss key guiding principles and elements of a medium-term regional response.

The LCRP strives to implement the commitments made by more than 30 of the largest humanitarian partners through the **Grand Bargain** at the **World Humanitarian Summit in 2016**. Ten key commitments were made to ensure greater transparency; more support and funding tools for local and national responders; increase the use and coordination of cash-based programming; reduce duplication and management costs with periodic functional reviews; improve joint and impartial needs assessments; include people receiving aid in making the decisions which affect their lives; increase collaborative humanitarian multi-year planning and funding; reduce the earmarking of donor contributions; harmonise and simplify reporting requirements; and, enhance engagement between humanitarian and development actors.

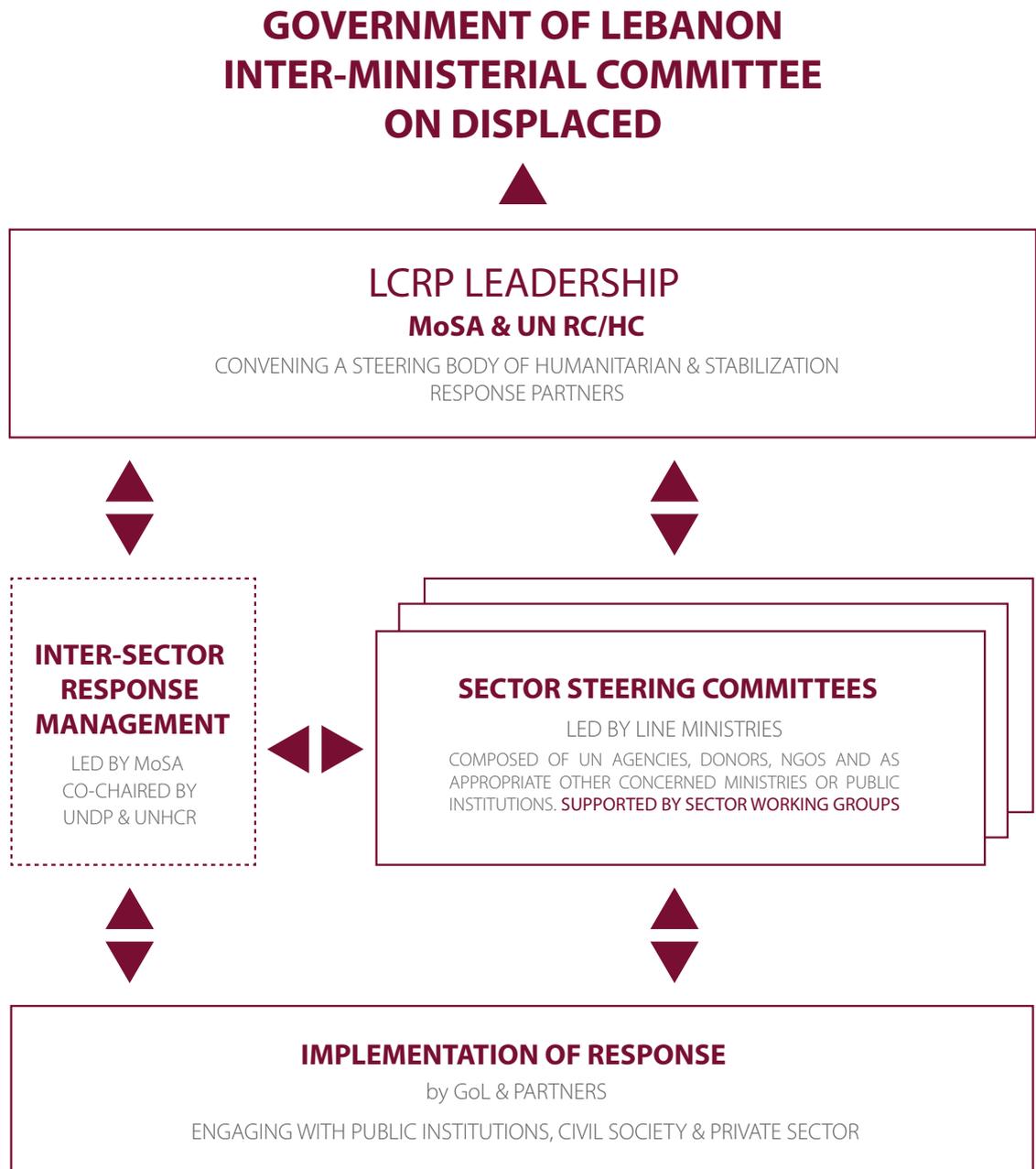
Many LCRP projects also integrate the principles of the **UN Sustainable Development Goals**, a set of globally-agreed goals to end poverty, protect the planet and ensure prosperity for all as part of a new sustainable development agenda.

The LCRP strives to ensure that the commitments in the New York Declaration for Refugees and Migrants and the recommendations contained in the Comprehensive Refugee Response Framework annexed to the Declaration are addressed.



Ali Kassem from Aleppo is learning to surf in Jieyh -Mount Lebanon. Photo credit: UNHCR, Hussein Baydon, 24/4/2017

Integrated response management<sup>7</sup>



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

## Governance mechanism

The 2017-2020 LCRP will continue to ensure that the coordination structure aligns with both the stabilization and humanitarian dimensions of the response under the overall leadership of the Minister of Social Affairs and the UN Resident Coordinator/Humanitarian Coordinator.<sup>8</sup>

**Inter-Sector Working Group:** LCRP sectors are coordinated through the Inter-Sector Working Group led by MoSA, a mechanism that reports to the leadership body of the LCRP and includes LCRP sector leads from line ministries, as well as sector coordinators, and key response partners as per the terms of reference of the Inter-Sector Working Group. In accordance with their specialized mandates, UNHCR and UNDP act as co-chairs. This mechanism reports to the LCRP Steering Committee, co-chaired by the Minister of Social Affairs and the UN Resident/Humanitarian Coordinator, and includes technical Government ministries<sup>9</sup> and key response partners from the UN, donors and NGOs.

**Sector Steering Committees** are supported by sector working groups from the involved national and international partners that contribute to the technical and operational coordination of sector-specific issues including monitoring of progress and sharing of information, experiences and challenges. Sector working groups will report to the Sector Steering Committees, and will not duplicate the functions of the latter. Relevant terms of reference have been revised in 2016 to reflect these roles, responsibilities and reporting lines (see the TORs in annex 5).

**Aid coordination:** efforts are ongoing to improve aid management to assist in coordinating GoL/donor/UN/World Bank priorities, and in tracking funding against those priorities.

## Implementation Framework

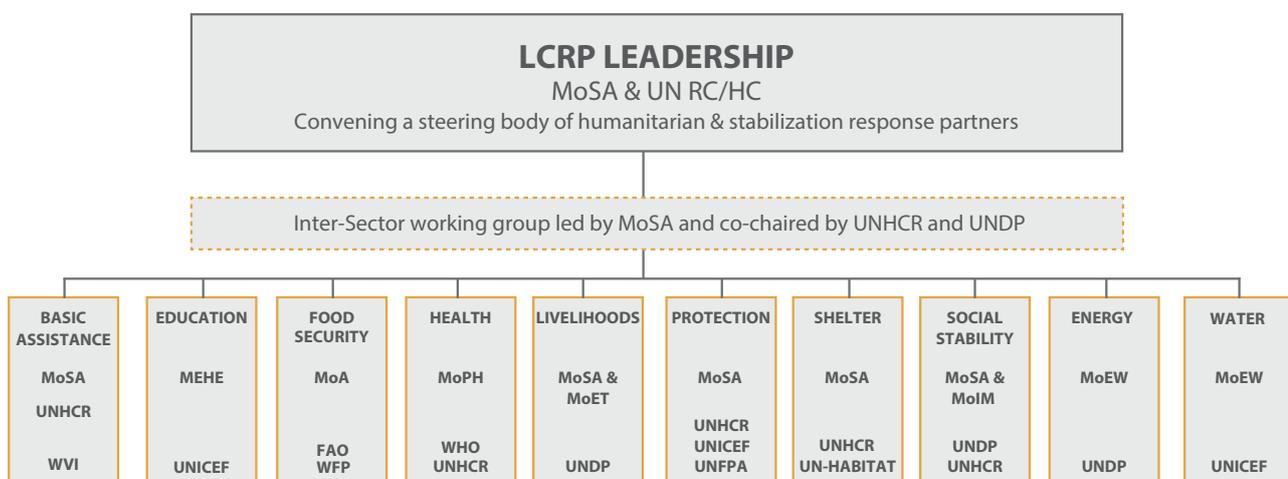
**Authority & Accountability:** The GoL's Inter-Ministerial Committee on Displaced is the highest national authority

for international partners supporting the crisis response inside Lebanese territory, including through the LCRP, in accordance with Lebanese laws and regulations as well as applicable international law.

**Oversight:** The Ministry of Social Affairs is mandated by the Inter-Ministerial Committee on Displaced to lead and oversee the Government's response to the crisis in Lebanon. The LCRP Steering Committee is co-chaired by the Minister of Social Affairs and the United Nations Resident Coordinator/Humanitarian Coordinator (RC/HC), and includes participation of members of the Inter-Ministerial Committee on Displaced and other public institutions, humanitarian and stabilization partners across the UN, national and international NGOs, and donors.

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

The current structure and management of LCRP sectors is organized nationally as below, with similar counterpart structures operating in the five operational areas of Lebanon.



(8) The Resident/Humanitarian Coordinator 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.

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

## Financing the LCRP

The financing of the LCRP presents an opportunity to strengthen aid architecture and harmonization in Lebanon. Humanitarian needs (primarily for the displaced from Syria) will continue to be funded on an appeal basis, both bilaterally and through pooled funds such as the Lebanon Humanitarian Fund (LHF), the Multi-Partner Trust Fund (MPTF) managed by the World Bank, and the UN-managed Lebanon Recovery Fund (LRF) chaired by GoL. LCRP projects can also be supported through contributions to other Lebanese Ministries and UN programmes (e.g. RACE, MoSA NP, LHSP) which also enable greater coherence and promote joint programming. Cost-sharing opportunities will be explored with the Government, along with public-private partnerships, to support government implementation of Roadmap projects. The introduction of an overall Lebanon Aid Tracking System, building on existing systems, will also enable better planning of investment

coordination between GoL and its international partners – including members of the Gulf Cooperation Council – to ensure a predictable level of support to communities. Further efforts will focus on broadening the diversity of funding, including through donors from the MENA region and other partners.

## Communicating the LCRP

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

## Principles for LCRP

### Planning

The LCRP steering committee guides the allocation of un-earmarked funding and other resources among the sectors following participatory consultations with the relevant stakeholders, and in a timely manner.

In line with the LCRP Steering Committee guidance, Sector Steering Committees ensure alignment of un-earmarked funding<sup>1</sup> to key priorities and underfunded needs of the LCRP.

For un-earmarked funding, Sector Steering Committees recommend to the relevant donors on the allocation of funding, working through funding instruments such as the Lebanon Recovery Fund. Appealing partners commit to use earmarked funding in coordination with sector steering committees and in adherence to agreed LCRP sector outcomes and outputs. The LCRP partners review progress on agreed objectives and impact through regular and ad hoc meetings of sector steering committees and the LCRP steering committee.

As appropriate, line ministries should be involved to ensure conformity with national technical standards, under the general leadership and guidance of MoSA.

In an attempt to avoid duplication of efforts, a dual coordination structure should be avoided, and a sector coordination system involving all relevant LCRP partners should be utilized in a systematic manner for planning purposes in coordination with MoSA and UN lead partners.

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

### Implementation

Sector Steering Committees provide relevant information and facilitate operation of partners for successful implementation of projects in the field, under the direct leadership of and coordination with MoSA's LCRP team across Lebanon.

### Information sharing and tracking

Appealing partners are responsible for reporting fully and in a timely manner on funding and other resources received through agreed coordination and reporting mechanisms that are systematic and transparent to the Government of Lebanon Inter-Ministerial Committee on Displaced, through MoSA and the UN Resident Coordinator/ Humanitarian Coordinator.

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

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

Sector Steering Committees report on progress and achievements to the LCRP Steering Committee.

## Principles of partnership and accountability

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

- Enhance the effectiveness and transparency of the LCRP, and the predictability of funding, by complementing its guiding principles;
- Provide guidance, applicable to all LCRP partners, for a timely, effective and coordinated response by clarifying requirements with respect to key functions and processes: information sharing and tracking, planning and implementation;
- Ensure synergies between national planning and partner responses by: aligning LCRP efforts with national strategies and agreed plans; and enabling the line ministries to take a stronger role in leadership and coordination at the national and local levels under the guidance of MoSA, while benefiting from the support of the UN, donors and NGOs; and
- Enhance the localization of the response with national actors involved in the design and coordination with adequate efforts to build Lebanon's capacity and systems for future crisis prevention and response.<sup>10, xxv</sup>
- Accountability to affected populations: LCRP partners will continue to ensure that the response engages affected populations and local authorities in local programme design under the guidance and coordination of MoSA and relevant UN coordinating agencies. This includes where possible regular visits aimed at obtaining feedback from vulnerable communities on needs, targets and effectiveness of LCRP interventions. Plans in 2017-2020 will facilitate access of affected populations to communication processes in which they are able to ask questions, provide feedback and contribute to discussions about current and longer-term strategies.

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## Cross-cutting issues

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

### Gender

Achieving gender equality and eliminating gender-based violence is one of the Sustainable Development

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

Goals (SDGs) of the 2030 Agenda for Sustainable Development.<sup>xxvi</sup> Efficiently mainstreaming gender requires assessing the implications of any planned action for women, girls, men and boys, as well as making their concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all spheres.<sup>11</sup>

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

### Youth

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

Building on the 2015-2016 LCRP, partners are expanding their focus on youth programming across all sectors to provide this vulnerable and marginalized group with a holistic and harmonized package of services. These initiatives will aim to motivate the youth to positively influence their peers and communities. As such, youth programming has been expanded under the livelihood sector through job creation in accordance with the Ministry of Labour decisions and the Lebanese labour law, increase market-based skills training and employability, apprenticeship, income generation opportunities and innovation and entrepreneurship programmes. The LCRP Education sector tackles youth challenges through increasing their access to formal education, vocational training and regulated non-formal education programs. The Social Stability sector has defined a clear output for the active role of youth in stabilizing and building resilience in their communities and among their peers. Finally, the Protection sector has further detailed the focus on youth at risk of engagement in risky behaviours and ensure provision of psycho-social support and address gender-based violence, building community referral and response mechanisms for at-risk girls and boys, in addition to creating opportunities for education, TVET and access to livelihoods.

### Environment

Building on the 2015-2016 LCRP strategy, environment remains a priority and key area for mainstreaming within the new LCRP. Under the LCRP 2017-2020, the Ministry of Environment (MoE), with the support of the GoL and UN agencies in charge of the Inter-sector Working Group, namely MoSA, UNDP and UNHCR, will lead an Environment Task Force (cf. the ToRs in Annex 6) with the aim of addressing priority environmental impacts and mainstreaming environmental considerations into

(11) See full definition of gender mainstreaming in the ECOSOC agreed conclusions 1997/2.

stabilization activities and projects. In order to do this, MoE will adopt a two-level approach:

- Ensure the mainstreaming of environmental safeguards in emergency relief and stabilization activities and ensure that the institutional capacities of the MoE are enabled to continue the assessment and monitoring of the environmental impacts of the Syrian conflict and the provision of relevant technical guidance for environmental interventions; and
- Cooperate with all concerned LCRP sectors in the identification and implementation of environmental interventions, with a specific focus on priority sectors in 2017 (Social stability, Food security, Water, Energy) and aim for a further roll-in of other additional sectors as appropriate.

### Conflict sensitivity

Given the complex social fabric of Lebanon and the political impact of the Syrian conflict on the domestic scene, the response in Lebanon's most vulnerable localities both shapes conflict dynamics and is shaped by them. This must be taken into account in all interventions through a conflict-sensitivity approach that can be characterized as 'do-no-harm' applied to a conflict context. This approach is generally defined as organizations: (a) understand the context in which they operate, particularly conflict dynamics as well as causes and drivers of tensions; (b) understand the interaction between the context and their intervention; and (c) act on this understanding in order to minimize the negative impact and maximize the positive impact on conflict.

Conflict sensitivity is fully incorporated into the LCRP: each sector strategy analyses what potential adverse

effect the strategy could have as well as how to maximize the sector's contribution to social stability, which in turns guides partners' respective programmes. In addition, regular information on tension trends and risks are provided to partners, and regular training on conflict-sensitivity programming are provided both to front line workers and programme management staff to ensure that they are able to adjust their programmes accordingly.

### Urban Areas

Hosting one out of five displaced Syrians and already strained by high levels of deprivation, inadequate access to basic services and social stability challenges, poor urban areas have been particularly impacted by the Syrian crisis.

By expanding multi-sectoral needs analysis, such as the already ongoing Neighbourhood Profiles developed in 2015-2016, partners will expand their coverage into urban areas and look at addressing gaps using a coordinated and comprehensive approach.

### Accountability to affected populations

LCRP partners will continue to ensure that the response engages affected populations in both local programme design and implementation, including where possible regular visits aimed at obtaining feedback from vulnerable communities on needs, targets and the effectiveness of LCRP interventions. Plans in 2017-2020 will facilitate access of affected populations to communication processes in which they are able to ask questions, provide feedback and contribute to discussions about current and longer-term strategies.



Young Syrian students leave the bus after attending the "second Shift" in Beirut. Photo credit: UNICEF, Diego Ibarra Sanchez / MeMo, 17/3/17

# MONITORING AND EVALUATION

Reinforced and objective monitoring and evaluation (M&E) is critical to improving effectiveness and accountability.

A technical review of all sector logframes took place in the first quarter of 2017 in consultation with sector working groups and stakeholders. Subsequent revisions have been made throughout the first semester to strengthen results chains of change, indicators and measurement methodologies at sector level. In parallel, an inter-sector M&E framework for 2017-2020 was developed to provide a multi-year framework for measuring progress against LCRP's expected impact, ensuring transparency, and facilitating strategic and programmatic adjustments. Six impact statements aligned with the four strategic objectives of LCRP have been identified as follows:

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

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

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

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

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

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

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

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

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

### **Coordination and management:**

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

- At the sector level, individual appealing/ implementing

partners will be responsible for reporting updates on progress and resources allocated/used against sector strategies and corresponding results frameworks, using ActivityInfo. These will be provided to the Sector Steering Committees, which will be responsible for reviewing and preparing periodic monitoring and progress reports (see below).

- At the inter-sector level, the Inter-Sector working group is responsible for monitoring progress against LCRP's impact statements, across the LCRP against sector outcomes and outputs. It reports to the LCRP Steering Committee.
- The LCRP Steering Committee will periodically review progress on LCRP implementation to inform its discussions and decisions on overall strategy and implementation issues.

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

- At sector output and outcome level, the 2017-2020 Lebanon Crisis Response Plan continues to be monitored through ActivityInfo, which reports against a standard set of indicators agreed by sectors and helps inform progress against sector logframes.
- At impact level, macro-level data related to each strategic objective will be collected to inform progress. The LCRP M&E system links to ActivityInfo as well as a number of national surveys using mixed methods. In addition, a series of qualitative enquiry processes, including case studies, will be conducted to further explore causal relationships from sector outcomes to impact statements.

At the same time, LCRP's knowledge management function will be strengthened to better reflect on and disseminate lessons learned across sectors, key findings from surveys and policy recommendations. Similarly, GoL/MoSA and international partners will examine options for strengthening the existing tools and system to make them more accessible, improving compatibility with existing government aid coordination mechanisms, and expanding analytical and reporting functionality.

### **Financial tracking and reporting:**

Funds for LCRP programmes are received and programmed in three ways: 1) bilaterally through government ministries and institutions; 2) through UN/NGO response partners; and 3) through pooled funding arrangements.

MoSA, supported by the UN Resident Coordinator/ Humanitarian Coordinator, and in collaboration with members of the Inter-Ministerial Committee on Displaced, will report on funds received for the LCRP as part of its quarterly and annual reporting, based on consolidated information captured in existing financial tracking systems. All humanitarian contributions to the LCRP through government and response partners are captured through the financial tracking system managed by OCHA. While Lebanon's aid coordination

platform is being strengthened, the LCRP financial tracking will feed into an overall Lebanon Aid Tracking System currently being developed by the Ministry of Social Affairs and the Ministry of Finance with the support of the RC/HC Office to improve management of multi-lateral and bilateral funding received in Lebanon or funding committed.

**Monitoring and evaluation products:** The LCRP M&E calendar includes several M&E products that will be developed and disseminated during 2017-2020, including, but not limited to quarterly sectoral dashboards, monthly inter-sectoral dashboards, reviews and an external evaluation.

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



Photo credit: UNICEF, Mathias Bothor, 16/8/17

## Monitoring & Evaluation Framework

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

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

Impact Indicator	Sector	Outcome
1.1 Percentage of displaced persons with a protection risk reduced.	Protection	1: Persons Displaced from Syria Have their Basic Rights (incl. access to territory, legal stay, civil documentation) Respected and Specific Protection Needs Fulfilled.
	Protection	2: Support and Actively Engage Community Members in Creating a Safe Protection Environment.
1.2 Number of instances of assistance provided to displaced persons from Syria and vulnerable populations.	Protection	3: Reduce SGBV risks and improve access to quality services.
	Protection	4: Provide boys and girls at risk and survivors of violence, exploitation and abuse with access to an improved and equitable prevention and response.
	Livelihoods	2: Improve workforce employability.
	Livelihoods	3: Strengthen policy development and enabling environment for job creation.
	Food security & Agriculture	4: Improve food security stabilization.
	Education	2: Enhanced quality of education services and learning environment to ensure grade-appropriate learning outcomes for children and youth.

Assumptions:

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

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

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

Assumptions:

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

**Strategic Objective 3: Support service provision through national system****Impact 3:** Vulnerable populations have equitable access to basic services (health, education, water, energy, solid waste, shelter and social protection) through national (public and private) systems

Impact Indicator	Sector	Outcome
<b>3.1. Percentage of target population with access to quality public and private services</b>	Food security & Agriculture	2: Improve food access through cash based food assistance and agricultural livelihoods
	Food security & Agriculture	3: Improve food utilization, food safety and nutrition practices through the promotion of consumption of diversified and quality food
	Food security & Agriculture	4: Improve food security stabilization through enhanced information on food security, coordination of ag activities and supporting national institutions
	Basic assistance	3: Support the National Poverty Targeting Programme (NPTP)
	Health	1: Improve access to comprehensive primary healthcare (PHC)
	Health	2: Improve access to hospital and advanced referral care
	Health	3: Improve Outbreak Control
	Health	4: Improve Adolescent & Youth Health
	Water	1: More vulnerable people in Lebanon are using safely managed drinking water and sanitation services whilst reducing health and environmental risks and improving water quality by increasing the proportion of wastewater that is safely treated.
	Education	1: Enhanced access to, and demand from, children youth, and their caregivers, for equitable formal or regulated non-formal education
	Education	2: Enhanced quality of education services and learning environment to ensure grade-appropriate learning outcomes for children and youth
	Education	3: Enhanced governance and managerial capacities of RACE 2 implementing institutions to plan, budget, deliver, monitor and evaluate education services
	Livelihoods	1: Stimulate local economic development and market systems to create income generating opportunities and employment
	Shelter	3: Strengthen the capacity of national organizations, local authorities and Lebanese NGO increasingly contribute to the policy and /or provision of housing for vulnerable populations
	Social stability	1: Strengthen municipalities, national and local institutions' ability to alleviate resource pressure

Energy	1: Increase energy production through implementation of renewable energy sources
Energy	3: Improve access to electricity through Rehabilitation and Reinforcement works on the Transmission and Distribution networks
Energy	4: Enhance capacity of MoEW to plan, budget and oversee energy sector initiatives

## Assumptions:

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

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

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

Impact Indicator	Sector	Outcome
<b>4.1 Percentage reduction of the population living below the poverty line</b>	Food security & Agriculture	1: Improve food availability through in kind food assistance and sustainable food value chain
	Food security & Agriculture	2: Improve food access through cash based food assistance and agricultural livelihoods
<b>4.2 Percentage of the active population who has access to decent employment opportunities</b>	Livelihoods	1: Stimulate local economic development and market systems to create income generating opportunities and employment
	Livelihoods	2: Improve workforce employability
	Livelihoods	3: Strengthen policy development and enabling environment for job creation
	Education	2: Enhanced quality of education services and learning environment to ensure grade-appropriate learning outcomes for children and youth
	Shelter	2: Enhance vulnerable populations' access to live in improved areas with increased access to affordable shelters at minimum standard
	Shelter	2: Enhance vulnerable populations' access to live in improved areas with increased access to affordable shelters at minimum standard

## Assumptions:

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

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

Impact Indicator	Sector	Outcome
<b>5.1. Percentage of municipalities enforcing restrictions</b>	Social stability	1: Strengthen municipalities, national and local institutions' ability to alleviate resource pressure
<b>5.2. Percentage decrease in population living in vulnerable areas reporting tensions in their community</b>	Social stability	2: Strengthen municipal and local community capacity to foster dialogue and address sources of tensions and conflicts
<b>5.3. Percentage increase of population living in vulnerable areas reporting sense of solidarity in their community</b>	Social stability	3: Enhance LCRP capacities on early warning and conflict sensitivity
	Shelter	2: Enhance vulnerable populations' access to live in improved areas with increased access to affordable shelters at minimum standard

## Assumptions:

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

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

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

Assumptions:

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



Lebanese and Syrians work together to plant cedar trees in the Chouf Bio-Reserve -South. Photo Credit WFP, 2017.

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# PART II

## OPERATIONAL RESPONSE PLANS

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





## BASIC ASSISTANCE SECTOR

### PEOPLE IN NEED



### PEOPLE TARGETED



### REQUIREMENTS(US\$)



### PARTNERS



### GENDER MARKER



### CONTACTS

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#### COORDINATING AGENCIES

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## SECTOR OUTCOMES

### Outcome #1

\$347.6 m

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

#### Indicators

Percentage reduction in population that is severely vulnerable.

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

### Outcome #2

\$192 m

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

#### Indicators

Percentage of newly displaced households who are provided basic assistance.

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

### Outcome #3

\$2.7m

Support the National Poverty Targeting Programme (NPTP).

#### Indicators

Increased knowledge on vulnerability assessments and targeting among NPTP social workers.

National Social Safety Net Strategy endorsed.

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	Female	Male
Lebanese	528,574	176,500	87,721	88,719
Displaced Syrians	1,500,000	1,140,000	592,800	547,200
Palestine Refugees from Syria	34,000	34,000	17,170	16,830
Palestine Refugees in Lebanon	180,690	3,200	1,616	1,584

## Situation analysis and context

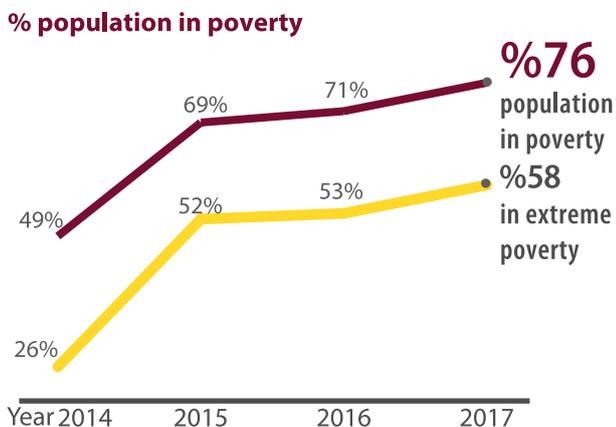
### 1.1 Displaced from Syria: high needs and limited means

Persons displaced from Syria<sup>1</sup> have reached a critical situation characterized by a progressive dwindling of resources, depletion of assets and savings, and restricted access to income generation opportunities. Households in these situations are unable to secure basic needs such as food, adequate shelter, and basic domestic items for their households including clothes and home supplies, and access healthcare and education, which thus increases their protection risks. Given their age-specific vulnerabilities, children are especially affected by deteriorating living conditions of their households.

During winter (from November to March), these needs increase as average temperatures in Lebanon drop, ranging between 10°C and -5°C at high altitudes, exposing the most vulnerable of the population to cold and further hardship.

For instance, the most vulnerable displaced Syrians live in poor quality and unprotected shelters<sup>2</sup> in dire need of ceiling off kits, plastic sheeting, stoves and fuel for heating, winter clothes and blankets as well as additional food to cover the required minimum caloric intake. The coverage of those additional needs range between US\$ 70 and \$150 per month.<sup>i</sup>

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Over the past five years, the percentage of displaced Syrian households living below the poverty line (\$3.84/capita/day) has been increasing.<sup>3</sup> In 2017, 76 percent live in poverty, compared to 71 percent in 2016, 69 percent in 2015 and 49 percent in 2014. A further 58 percent is deemed severely socio-economically vulnerable, that is, currently living below a survival minimum of \$435/month for a household of five, compared to 53 percent

in 2016, 52 percent in 2015, and 26 percent in 2014.<sup>4ii</sup>

Almost three quarters of displaced Syrian households are resorting to negative coping mechanisms, despite a decrease in the use of irreversible strategies from 2016, as many as 66 percent are using crisis or emergency coping strategies such as begging or reducing non-food essential expenditures. The poor economic situation of households, coupled with costs associated with sending children to school (transportation costs, cost of supplies and opportunity costs) have resulted in many families not enrolling their children in school in favour of having them provide economic support to their families. Data from the household profiling exercise<sup>5</sup> of Syrians registered with UNHCR as refugees, confirmed these trends that have been static for the past three years.<sup>iii</sup> Hence, there is a visible link between the increasing socio-economic vulnerability of the displaced Syrian households and their protection situation, including risk of exploitation and violations of the rights of the child.

## 87% of displaced Syrian households



## have debt

In addition, nearly 90 percent of households regularly borrow money to purchase food, pay their rent, and access healthcare. Those needs represent, on average, 75 percent of the total expenditures per month. Food vouchers alone were considered the main livelihood source for nearly half of the population in 2017, an increase of 14 percent since 2014.<sup>6</sup>

Furthermore, the percentage of households in debt remains high and stable at nearly 90 percent, an increase by 26 percent since 2014. The average cumulative debt is still considered chronically high at \$798, compared to \$857 in 2016 (roughly twice the value of the survival minimum), a decrease of \$59 from the previous year and \$136 higher from 2014.<sup>iv</sup> Post distributions and outcome monitoring data for cash-based interventions, mainly

(1) Displaced Syrians and Palestine refugees from Syria.

(2) Around 80% of poor households live in substandard conditions as per the Interagency 2015, Households Profiling Questionnaire Data.

(3) With support from donors and in cooperation with NGO partners, an annual 'Vulnerability Assessment for Syrian Refugees (VASyR) framework was established in 2013, led and carried out by WFP UNHCR and UNICEF. VASyR provides an annual multi-sectoral vulnerability assessment that determines planning figures for sectors prioritizing households based on socio-economic vulnerability and poverty.

(4) The survival minimum is captured by an expenditure model developed by a group of cash actors in an attempt to quantify the survival levels and expenditure categories needed per month to survive in Lebanon with dignity. Expenditure baskets vary according to different periods and living conditions. Existing values represent an estimation calculated in 2014.

(5) The household visit (HV) exercise is an inter-agency profiling exercise initiated in 2014 to determine the level of vulnerability and eligibility for inclusion in assistance, and to monitor changing needs of households registered with UNHCR as refugees. Enumerators visit approximately 9,000 refugee households every month, having interviewed 175,000 households as of October 2016 (reaching 75 percent of the registered population by December 2016).

(6) Vulnerability Assessment of Syrian Refugees in Lebanon, 2017 & trends from the 2014 – 2016 rounds.

multi-purpose cash programmes, confirms this trend while comparing beneficiaries to non-beneficiaries.

Displaced Syrians tend to share resources with each other as part of a collective coping mechanism. For example, households sharing apartments (usually in substandard conditions) often leads to overcrowding which in turn increases protection concerns. Data shows that households living in overcrowded conditions has been increasing and reached 33 percent in 2017, compared to 27 percent in 2016 and 23 percent in 2015.

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

The situation of the Palestine Refugee population is similar to the situation described above when it comes to general socio-economic vulnerability levels. Two-thirds of Palestine Refugees in Lebanon live under the poverty line.<sup>7v</sup> In addition, 34,000 Palestine Refugees from Syria now reside in existing overcrowded Palestinian camps and gatherings across the country (a 3.5 percent increase compared to 2016). Compared to Palestine Refugees in Lebanon households, extreme poverty levels among Palestine Refugees from Syria is three times higher.<sup>vi</sup> The overwhelming majority (98 percent) of the Palestine Refugees from Syria relies heavily on assistance provided by UNRWA as a main source of income.<sup>vii</sup> PRS households also rely on debt as their access to informal jobs is limited.

### 1.2 Poor Lebanese: historical poverty and increased vulnerabilities

While no recent data on the poverty levels of the Lebanese population exist, available data from 2008 and 2011 indicate that between 27 and 28.5<sup>viii</sup> percent of the Lebanese were poor prior to the Syrian crisis, living below \$3.84 per capita per day. Extremely poor Lebanese households constitute around 10 percent of the country's population as per the estimates of the National Poverty Targeting Programme (NPTP).<sup>ix</sup>

In addition, according to the NPTP, the incidence of poverty has risen by six percent between 2011 and 2015, resulting in an additional number of households not being able to afford the minimum standards of living per month.<sup>x</sup> Extremely poor Lebanese households live mainly in the North (45 percent), Bekaa (21 percent), and Mount Lebanon (19 percent). The unemployment rate among the heads of vulnerable Lebanese households assessed by the NPTP is 51 percent.<sup>xi</sup> The return of Lebanese households previously living in Syria before the crisis has further increased this rate.

To date, almost 106,000 Lebanese households are identified as living below the poverty line (\$3.84/day). Nearly one-third of these (35,000 households) live in

absolute poverty (below \$2.4/day). Those households are targeted by the NPTP. Eligible households receive health and education subsidies and food assistance through e-vouchers.<sup>8</sup>

Towards the end of 2016 and throughout 2017, NPTP launched a recertification exercise targeting existing enrolled beneficiaries in addition to reaching out to others who may self-refer. The primary objective of the exercise is to refine the existing database and identify approximately 46,000 households estimated to be living in extreme poverty. This process is still on-going and expected to be finalized by the end of 2017. This recertification is based on an updated questionnaire and poverty estimations: the lower poverty line is set at \$5.7/capita/day and the higher poverty line at \$8.6/capita/day.<sup>9</sup>

In 2015, 5,300 households (29,000 individuals) of Lebanese Returnees from Syria were registered and profiled across the country.<sup>10</sup> Around 45 percent of these households were of mixed nationality, mostly Syrian-Lebanese, with the majority living in Bekaa and Akkar. About a quarter were unemployed at the time of the survey. Since that date, no further data was made available on Lebanese Returnees.

### 1.3 The environment: localities, markets, and service providers

Socio-economic vulnerability is also geographically pronounced as different studies indicate that the poorest of the affected vulnerable Lebanese, displaced Syrians and Palestine Refugees from Syria live in the Northern and Eastern governorates of Lebanon. A large number of localities among those governorates are characterised by high demographic pressures, poor infrastructure as well as social and economic deprivation.

In addition to the persistent socio-economic vulnerability and poverty levels, different segments of the affected population suffer from access to and lack of job opportunities. Lebanon faces a stagnation in which the overall growth of the GDP is below two percent, and therefore job creation is almost absent.<sup>xii</sup>

As a result, markets currently witness a surplus of labour supply resulting in increased competition especially in low skilled categories, deterioration of average wages and increased risk of exploitative working conditions. Persons displaced from Syria face additional challenges accessing the formal labour market, which despite allowing access to the agriculture, construction and environment sectors, is very limited in practice due to onerous legal and administrative frameworks.

Public social institutions face constraints that limit their

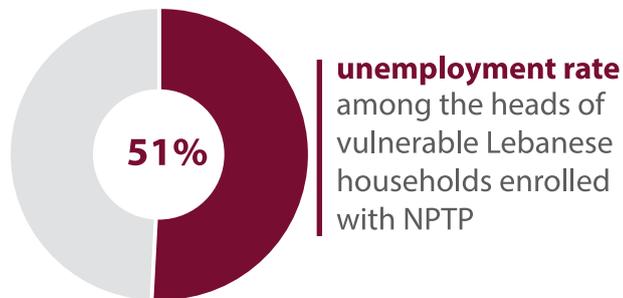
(8) Around 5,000 households - 27,000 extremely poor individuals - currently benefit from the food e-voucher programme (out of 35,000 households in need).

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

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

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

ability to respond. The High Relief Commission (HRC), although mandated to serve Lebanese communities in crisis, is unable to cover all humanitarian needs of Lebanese returnees. Other government authorities such as the Ministry of Social Affairs (MoSA), NPTP, and local NGOs have relief programs, yet these are also not sufficient to cover the entire vulnerable Lebanese population.



The NPTP aims to support vulnerable Lebanese households in meeting their most urgent needs. It receives applications from Lebanese citizens who consider themselves poor. In practice, however, applicants may face a high percentage of exclusion after the verification is conducted, which may lead to underreporting and hidden vulnerabilities. Reported needs by vulnerable Lebanese include basic elements such as food, health and rent and special needs such as rehabilitation support and supplies to persons with disabilities and older persons.

As rates of poverty incidences increase, certain members of a family - children and older persons, persons with specific needs and female-headed households - become more vulnerable to exclusion, exploitation and increased hardships. With the current persistent vulnerability levels, the percentage of people in need of basic assistance in 2017 – 2018 is further increasing while funding made available is declining, compared to 2016.

Overall, if needs are insufficiently addressed, affected populations, mainly displaced from Syria, and are at high risk of resorting to severe negative coping mechanisms, exposing them to critical protection risks. These can include, but are not limited to: reducing the number of meals consumed, withdrawing children from school,<sup>11</sup> begging, work exploitation, child labour, early marriage and survival sex.

The 2018 sector strategy seeks to address the immediate needs of the most vulnerable through a holistic, protection-centered approach. Mainstreaming stabilization also necessitates a shift in the way the sector operates where further evidence-based analysis around value chains and links with markets will be developed. In addition, approaches to social protection and safety nets will be further explored.

## Overall sector strategy

The provision of basic assistance aims at delivering an immediate minimum safety net, to be complemented by specific protection and sector interventions through in-kind or cash, or ensuring access to services. The sector is looking to prevent socio-economically vulnerable households, including female-headed households, elderly, disabled and other marginalised groups, from falling deeper into poverty, and becoming increasingly exposed to protection risks. Populations displaced from Syria and vulnerable Lebanese are the primary persons of concern for sector partners. Assistance is provided by the Government, UN, and NGO partners.

Throughout the year, regular assistance is provided to the poorest populations to ensure that they can meet their survival needs in a manner that allows choice and promotes dignity.<sup>12</sup> At certain times of the year, when the expenditure of households increases, especially in the winter months and during the start of the school year, support is increased in order to compensate for additional needs.

The current socio-economic targeting approach places beneficiaries at the centre of assistance design, encouraging sectors to combine their efforts into coordinated and standardized packages of in-kind or cash assistance, complemented by sector specific support. This strategy factors in gender and disability considerations including female-headed households and/or households with family members who are disabled. Ongoing measures to strengthen the protection impact of the sector strategy and interventions are being undertaken, to ensure that the basic assistance delivered contributes to the beneficiaries' attainment of relevant socio-economic rights, and that the delivery mechanism has protection safeguards integrated (e.g. safe access to distribution points as well as withdrawal of assistance at a later stage). This is also complimented by other interventions such as Protection Cash Assistance (PCAP) to respond to protection risks/shocks that are not based on socio-economic factors alone, and need to be complemented by individual case management.

Within the four-year framework, the sector focuses on scaling up cash assistance to an acceptable level.<sup>13</sup> This includes focusing on regular, year-long programmes as well as ensuring the widest coverage of the poor, those living below minimum and survival expenditures levels, when providing seasonal assistance. In addition, the sector will continue to work closely with existing safety net structures (such as the National Poverty Targeting Programme - NPTP) to reach the most vulnerable Lebanese and further streamline assistance and programmes. To further develop the programmes and incorporate lessons learnt, the sector will continue to invest in programmatic research to strengthen

(12) Through cash and in kind modalities; access and provision of female sanitary items is managed through the Water Sector.

(13) Based on identified needs, capacities and available resources, cash actors under the Basic Assistance sector work together to increase efficiency of programmes, eliminate duplications, and solidify existing reporting mechanisms and targeting toolS.

(11) 16 percent of displaced Syrian households/registered with UNHCR as refugees (interviewed in the interagency profiling questionnaire) withdrew their children from schools to assist in the income generation for the family.

the collection of empirical evidence underpinning the response as well as monitor impact and explore transition pathways.

## 2.1 Direct assistance: multi-purpose cash

Cash is chosen as a main modality for assistance as it empowers and promotes the dignity of choice of its recipients, stimulates local markets, and reduces operational costs of assistance delivery (compared to in-kind modalities). Cash can also mitigate the need of households to resort to negative coping mechanisms, by helping them to address their basic needs through a facilitated access to basic goods and services available in the market. Cash support serves as a boost to the purchasing power of households in need.<sup>14</sup>

In the context of Lebanon, an upper middle income country with a vibrant banking sector, using cash as a modality to assist vulnerable households has shown to be successful and the recipients of this type of assistance expressed their preference for this modality over in-kind assistance.

Based on existing evidence generated by Basic Assistance sector partners,<sup>15</sup> cash as a modality was demonstrated to have the potential to improve gender relations and reduce the risk of exposure to Gender-Based Violence. Further, financial assistance alleviates pressures that households experience due to lack of income in a context where self-reliance opportunities remain limited.<sup>16xiii</sup>

The multi-purpose cash assistance package is based on a survival minimum expenditure model developed in 2014 that estimates the different levels of expenditures on key items related to food, shelter, water, hygiene items, and access to services required per month to live in Lebanon. (\$435/family/month). The aim behind the \$175 provided for a family of five members per month is to bridge the expenditure gap of poor household.<sup>17</sup>

Currently, nearly 45,000 displaced Syrian households receive multi-purpose cash assistance, of which 33 percent are female headed households, while the number of households in need exceeds 124,000.<sup>18</sup> The delivery of the \$175 cash package aims at bridging the gap between what households receive in forms of food assistance (\$27/person/month) in addition to the amount assumed to be generated from work or through remittances (\$125) to reach a survival level of expenditures (\$435/family/month).<sup>xiv</sup>

Post Distribution Monitoring (PDM) conducted by

(14) A monthly \$175 multi-purpose cash assistance grant is provided to households assessed as socio-economically vulnerable, i.e. living below the poverty line (\$3.84/capita/day). Nearly 70 percent of the Syrians registered with UNHCR as refugees are eligible for assistance. Due to resource constraints, only less than 20 percent (17 percent) of all the Syrian population receives assistance. These are the most serious cases among the severely vulnerable in the country.

(15) Reflected in most of the post distribution monitoring, outcome monitoring, and programmatic research activities carried out to date.

(16) Lebanon Cash Consortium (LCC) is a cash actor supporting more than 18,000 displaced Syrian households under the Basic Assistance sector. It joins the efforts of six agencies: ACTED, CARE International, International Rescue Committee (IRC), Save the Children (SC), SOLIDARITES INTERNATIONALE (SI), and World Vision (WV) to provide multi-purpose cash assistance to displaced Syrians in each of the agencies' respective areas across Lebanon.

(17) MPC assistance package = \$435 - \$125 - \$135 = \$175;

(18) Households are identified and ranked based on socio-economic vulnerabilities from the least to the most vulnerable.

different cash actors confirm the findings that households use these amounts to cover part of their most critical needs (additional food, rent, debt repayment, and health costs). According to recent data collection, most households (46 percent) report that paying rent is the top priority when it comes to spending cash assistance, followed by food (32 percent) and health (12 percent).<sup>19</sup> Additionally an outcome monitoring exercise found that household spending on health and rent increased significantly since the findings used as a baseline.<sup>20</sup> Moreover, average debt for households was found to have decreased significantly since becoming recipients of cash assistance: \$551 compared to \$739.<sup>21xv</sup>

PDMs represent a key source of information on how vulnerable households make use of assistance, which allows for feedback into more robust needs-based programmes. Impact monitoring shows that displaced Syrian beneficiaries of multi-purpose cash have an increased spending power of 21 percent compared to non-recipients with similar vulnerability profiles. It also shows that household members show an improved sense of security and improved relationship with their surrounding host community as they feel economically empowered.<sup>xvi</sup>

PDM focus group discussions with women to date have not identified harmful gendered impacts of the assistance, with females often picking up the cash cards and reporting key roles in decisions on household expenditures. However, the sector will strengthen its gender analysis in collaboration with the protection sector to facilitate a more comprehensive understanding of the situation as well as study closer the direct protection dividends of multi-purpose cash.

At the macro level, the design of the assistance package aims to trigger an aggregate demand effect stimulating local markets. By December 2017, more than \$250 million will have been distributed to more than 190,000 households<sup>22</sup> and spent in the local economy in forms of cash and voucher assistance.<sup>23</sup>

Additionally, an unconditional cash transfer targeting Syrian children aged 5 to 15 years was piloted in two Governorates (Akkar and Mount Lebanon) during the 2016/2017 academic year.<sup>24</sup> As an end-line evaluation of the programme is currently being finalized, existing monitoring data have shown that children receiving program benefits attend school about 20 days more per school year than children in the control group, a 100 percent increase in enrolment among older children (aged 12+) who face the highest barrier to primary school attendance, as well as reduced reliance on food-

(19) Post distribution monitoring for multi-purpose cash assistance; UNHCR; 2017

(20) Outcome monitoring for multi-purpose cash assistance; UNHCR, 2017

(21) These figures are taken from the outcome monitoring exercise for multi-purpose cash assistance done by UNHCR on a sample of cash recipients and are not representative of the total Syrian population – mapped and assessed through VASyR.

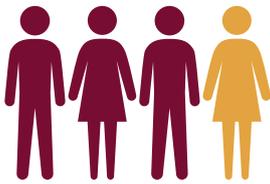
(22) The cash amounts received by Lebanese, Syrian, and Palestine households in winter and on regular basis were used to access goods and services from local shops and service providers.

(23) A similar figures was distributed in 2016 using the various cash based interventions coordinated and implemented under the sector.

(24) The program is being implemented by UNICEF in partnership with WFP, in close coordination with MEHE, and with Caritas as a field implementation partner.

based coping strategies. Focus group discussion and key informant interviews have also found a reduced reliance on child labour. The program is being expanded to include the Accelerated Learning Programme and one additional governorate in the 2017/18 school year. Benefit levels are being revised due to limited available funds: while during the pilot children aged 5 to 9 received \$ 20/month and children aged 10+ received \$65/month, in 2017/2018 children aged 5 to 11 will receive \$ 20/month, while children aged 12+ will receive \$40/month.

## 3 out of 4 resort to negative



## coping mechanisms

### 2.2 Seasonal assistance: another form of cash based-interventions

During winter, the sector will provide support through a variety of activities and transfer modalities, including cash-based interventions, vouchers<sup>25</sup> and in-kind distributions<sup>26</sup>, as appropriate to population groups and contexts<sup>27</sup>. Furthermore, it also accounts for households displaced due to an emergency situation.

Seasonal winter support entails focusing on blanket coverage and inclusion of the poor in assistance.<sup>28</sup> Therefore, support plans aim to reach vulnerable Lebanese, Syrian and Palestine refugee households with scarce financial means that are exposed to the cold. The sector is progressively monetizing assistance to adapt to the rapidly increasing needs of the population and mainstream cost efficiency.<sup>29</sup>

Monetized assistance during winter derives its importance from the fact that it mitigates additional imposed costs on households already considered vulnerable and not able to meet basic regular needs. Winter and seasonal hardship also comes at times where casual labour opportunities tend to decrease and therefore income generated by households with working members is reduced.

Addressing seasonal needs requires a multi-sectoral assistance approach. If a gap in shelter weatherproofing

(25) Fuel vouchers for heating.

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

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

(28) Poor households are all those living below the minimum expenditure levels of \$571/month; it includes the highly and the severely vulnerable population groups. Both groups consist more than 70% from the total Syrian population.

(29) Cash based interventions are more cost effective compared to in kind distributions and interventions as showed by the sector practice and existing literature.

or food assistance exists, households resort to using the monetized winter assistance to address these, often at the expense of other key items required to cover basic needs.

More than half of displaced Syrians who received cash for winter assistance during the 2016-2017 season reported that, in addition to meeting heating needs, the money received was spent on food, shelter repairs, debt repayment and health expenses.

Once vulnerable households are identified, inclusion in regular year-long or seasonal time-bound assistance takes place, based on available resources.

### 2.3 Targeting and Monitoring: the backbone of cash programming

Refined targeting, monitoring, evaluation and programmatic research represent key aspects of a comprehensive and efficient cash assistance programme implementation.

The Basic Assistance sector relies on a targeting approach to prioritize resources and help identify those most in need. Accordingly, the socio-economic vulnerability of households is profiled and assessed to ensure appropriate targeting, data collection and ensure a better understanding of households' needs and overall socio-economic living conditions. Currently, 76 percent of the total Syrian population, whose information is available with UNHCR are identified as poor, and therefore in need of assistance.<sup>xvii</sup>

Based on lessons learned from the profiling exercise carried out between 2014 and 2016 and the different rounds of VASyR, the sector has developed and implemented a desk formula (Proxy Means Testing<sup>30</sup> - PMT - based) to help partners, in a quick manner and without the need for large scale households visits, identify and prioritize poor households eligible for assistance.<sup>31</sup>

The formula aims to predict expenditure per capita based on key variables taken upon registering as refugees with UNHCR. These variables are mostly demographic in nature and relate to the households' characteristics, including, but not limited to: arrival date, household size and characteristics, gender of the head of the household, dependency ratio<sup>32</sup>, presence of members with disabilities and medical conditions, and age.

When applied to the total refugee population, the desk formula allows the ranking of households from least to most vulnerable. In 2017, and following one full year of

(30) "The term "proxy means test" is used to describe a situation where information on household or individual characteristics correlated with welfare levels is used in a formal algorithm to proxy household income, welfare or need." World Bank: <http://elibrary.worldbank.org/doi/abs/10.1596/0-8213-3313-5>

(31) Between 2014 and August 2016, more than 185,000 households (75 percent of all displaced Syrians registered by UNHCR in Lebanon) have had their socio-economic vulnerability profiled for targeting purposes. Information collected through this exercise served specific programmatic interventions such as basic assistance, food security, shelter, water, sanitation and hygiene, in addition to referral of cases in need for other types of protective assistance or services.

(32) The dependency ratio relates the number of children (<18 years old), older persons (≥ 60 years old) and non-autonomous adults (18-59 years old.) to the non-dependent/autonomous adults (15-64 years old)

implementation, the formula was recalibrated using the most up to date available data. A new list of households has been identified for cash and food targeting, as well as access to healthcare coverage.

The recalibration has led to fewer persons of concern being wrongfully deemed ineligible for assistance as indicated by the technical analysis regarding the exclusion error<sup>33</sup> and the quality checks<sup>34</sup> performed before the operationalization.

Efforts are currently underway to establish a recourse mechanism for persons of concern who are excluded from assistance as well as identifying those assumed to be falling through the cracks of the desk formula. This approach will further help rectify any possible exclusion errors and assist in reaching households with specific characteristics and proven socio-economic vulnerabilities. The communication strategy with beneficiaries that was put in place in 2016 is guiding key information to be disseminated on a regular basis to beneficiaries regarding assistance, eligibility, and complaint processes.

Monitoring and evaluation represent a key area to be further strengthened and explored throughout 2018. Monitoring tools have been harmonized across the sector. These include a post distribution monitoring tool, used to assess any challenges beneficiaries might face shortly after inclusion into the programme and to monitor potential risks. There is also an outcome monitoring tool used to examine and track trends in key outcomes. Themes covered in these tools include access of households to distributions sites, satisfaction levels, the use of money received, and impact on their living conditions.

Different actors and specialised agencies working under the umbrella of the sector adopt similar approaches and methodologies based on PMT to estimate the poverty levels of different targeted population groups. The NPTP, with support from the World Bank, developed its criteria for targeting poor Lebanese, whereas UNRWA is responsible for the Palestine Refugees from Syria, and IOM for the Lebanese returnees.

## 2.4 Mainstreaming efficiency: a common platform for cash assistance

Beginning in October 2016, a group of humanitarian agencies (WFP, UNHCR, UNICEF, and the former Lebanon Cash Consortium, in addition to CLMC who joined in 2017) implementing cash-based interventions in Lebanon have adopted a harmonized cash assistance delivery mechanism to further streamline programmatic and operational efficiencies. Nearly 70 percent of Syrian households registered with UNHCR as refugees' households in Lebanon currently hold the Common Card – also known as the Red Card. These e-cards can

be used in any of the WFP-contracted shops as well as any ATM across the country, depending on the type of assistance loaded.

## 2.5 Transitioning from direct assistance and the plan ahead

Working on a multi-year timeframe will allow the sector to incorporate elements of the graduation out of poverty approach to transition some of the most vulnerable households living in extreme-poverty towards self-reliance.<sup>xviii</sup> The approach, which combines support both in terms of livelihoods and consumption, training, coaching and savings encouragement as well as other social services, has already developed a track record of significant impact in a variety of contexts and has been adopted by MoSA National Poverty Targeting Programme with support from the World Bank. By working towards implementing longer term interventions integrating different elements of the Food Security, Basic Assistance and Livelihoods sector strategies, sector partners can make a significant and long-lasting impact on the poorest members of the host and displaced communities.

## 2.6 Support to existing safety nets and mainstreaming of interventions

As of 2015, the Basic Assistance sector established a strong partnership with NPTP through which most of the actors are modelling their targeting criteria for Lebanese on the recommendations of the NPTP.

This partnership is maintained through the active participation of the NPTP in sector discussions as well as technical support from sector partners in areas that are jointly identified.

Support to NPTP will be maintained and further enhanced. Close collaboration with MoSA and the High Relief Council (HRC) is essential to harmonize approaches towards prioritization of assistance, targeting, implementation, delivery mechanisms, monitoring and a longer-term strategy for sharing responsibilities. The Basic Assistance sector will further explore investments in existing safety net platforms as transitional activities benefiting vulnerable Lebanese.

The sector will engage more thoroughly with local actors and enhance their roles in planning and service delivery. The role of Social Development Centres (SDCs), NPTP offices and municipalities is also essential at the field level in the coordination, implementation and planning for seasonal, regular and contingency assistance. The NPTP criteria and standards represent the sole targeting mechanism for vulnerable Lebanese and should therefore be enforced and capacitated.

In relation to this, a Social Protection Committee is currently being established to be led by MoSA focusing on training of civil servants on social protection and strengthening understanding on socio-economic vulnerabilities and multi-dimensional poverty (with a focus on children).

(33) The exclusion error dropped from 13% in 2016 to 7% in 2017. In other words, the recalibrated formula is able to identify 93 as poor from a pool of 100 actually poor households.

(34) Randomized households visits conducted by UNHCR across the country for households identified as poor using the desk formula. The visits were based on a qualitative review mechanism of living conditions of the households and over 90% results match was observed.

A social safety net assessment will also be undertaken with MoSA to understand how existing transfer programmes can be improved and informed by cash transfers in humanitarian settings to support better the poorest households and their children.<sup>35</sup> Such ongoing initiatives will support in the formulation of an integrated social protection action plan with national ownership and support from and the international community.

The 2018 Basic Assistance strategy aims to achieve the following:

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

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

Activities under this output include household-level socio-economic vulnerability profiling and monitoring; distribution of multi-purpose cash transfers; research and increased learning opportunities on multi-purpose cash programming as well as updating the targeting desk formula.

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

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

Cash grants and vouchers will be distributed to households affected by seasonal hazards, along with contingency cash for influx and emergency interventions. The sector will conduct assessments, monitoring and an impact evaluation of seasonal needs and interventions.

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

Sector partners will distribute core relief items where cash modalities are not possible and support households in

(35) UNICEF is planning for this assessment in collaboration with MoSA/NPTP.

need of specific core relief items in cases of emergencies.

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

#### Output 3.1 - Capacity of NPTP to provide social assistance enhanced.

Activities under this output will include institutional support to the NPTP through capacity building of staff and social workers. Furthermore, under this outcome, a joint study with MoSA/NPTP on outcomes and impacts of multi-purpose cash-based programmes (particularly for social stability) is planned.

#### Output 3.2 - National Social Safety Net Strategy Developed.

Sector partners engage with MoSA/NPTP to assess, enhance, and build the capacity of existing safety net and assistance transfer mechanisms. This engagement falls under the roll-out of the national social safety net strategy.

## 2.7 Identification of sector needs and targets at the individual and geographical levels

Using a prioritization approach, targeted assistance for multi-purpose cash will focus on severely socio-economically vulnerable households, while linking the interventions to other sector specific activities to ensure complementarity and effectiveness.<sup>36</sup>

Specifically, seasonal assistance targeting is based on socio-economic vulnerability and exposure to seasonal hardship and shocks.<sup>37</sup> Sector partners will maintain the necessary resources to allow for timely responses to unforeseen circumstances.

Humanitarian agencies will coordinate with the authorities at national and field levels, to assist according to the vulnerabilities of the different cohorts while mainstreaming gender, youth, disability and environmental responsibility.

Basic Assistance sector partners' geographical coverage is mutually complementary and operational balance is

(36) Target for 2017: 58 percent of registered displaced Syrians as well as Palestine Refugees from Syria and vulnerable Lebanese.

(37) Target for 2017: 76 percent of registered displaced Syrians in addition to other cohorts.

## Total sector needs and targets 2018

Population Cohort	Total Population in Need	Targeted Population	No. of Female	No. of Male	No. of Children (0-17)	No. of Adolescent (10-17)	No. of Youth (18-24)
Lebanese	528,574	176,500	87,721	88,713	54,980	28,840	
Displaced Syrians	1,500,000	1,065,000	553,800	511,200	611,040	217,740	117,420
Palestine Refugees from Syria	34,000	34,000	17,170	16,830	11,542	5,059	
Palestine Refugees in Lebanon	180,690	3,200	1,616	1,584	1,220	589	
<b>GRAND TOTAL</b>	<b>2,243,264</b>	<b>1,354,000</b>	<b>699,000</b>	<b>654,000</b>	<b>680,000</b>	<b>253,000</b>	

maintained through close coordination and collaboration at national and field level. Due to limited resources, partners focus their interventions proportional to the demographic concentration and distribution of the vulnerable population targeted.

### 2.7.1 Displaced Syrians

Severely socio-economically vulnerable households are estimated by the annual "Vulnerability Assessment of Syrian Refugees in Lebanon" (VASyR). Results from 2017 estimate that 58 percent of displaced Syrians have household expenditures below the survival minimum.

The Basic Assistance sector will prioritize the most vulnerable for targeting assistance, using 58 percent of the population as the planning figure. The population in need is the 76 percent estimated by VASyR 2017 to be living under the poverty line. A total of 1.5 million displaced Syrians, as per the estimations of the Government of Lebanon, is used to calculate the target.

As of October 2017, around 45,000 vulnerable households are receiving multi-purpose cash assistance on a regular basis. Female-headed households constitute 33 percent of the overall beneficiaries. This group will continue to be prioritised in line with the targeting approach. During the previous winter assistance cycle, almost 165,000 households received seasonal cash between November 2016 and March 2017.

Targeting non-registered displaced Syrians is also possible for households with proven socio-economic vulnerabilities. Nevertheless, this would be considered a challenging exercise as the existing targeting system is based on information available in the registration database of UNHCR. Partners will have to develop harmonized mechanisms that is aligned to the existing targeting methodology.

### 2.7.2 Vulnerable Lebanese including Returnees

Eligibility criteria for the most vulnerable Lebanese are defined by the NPTP.<sup>38</sup> As a consequence of the Syrian crisis, the number of vulnerable Lebanese has increased. Currently, almost 106,000 households are considered socio-economically vulnerable and therefore in need of assistance. Of these, 35,000 households live in extreme poverty and are therefore prioritized for multi-purpose cash assistance. During 2017, a recertification exercise has been carried out by the NPTP with support from the World Bank. The results are expected to be announced by the end of 2017.

In 2016, LCRP partners targeted around 1,800 vulnerable Lebanese households with multi-purpose cash. Those households were not enrolled in the e-card food assistance programme. Seven years into the crisis, the Lebanese returnees from Syria are considered within the vulnerable Lebanese population category. Yet, their socio-economic vulnerability profile is similar to that of

displaced Syrians in terms of needs and living conditions. IOM will utilize the data gathered during the Lebanese Registration exercise to target 10,000 individuals who are considered severely socio-economically vulnerable providing them with basic assistance, both cash and in-kind.

### 2.7.3 Palestine Refugees from Syria

34,000 Palestine Refugees from Syria are registered with UNRWA based on the latest available data of the second half of 2017.<sup>xix</sup> Their vulnerability has been calculated by UNRWA following a household vulnerability assessment, using a multi-sectoral methodology similar to the VASyR, but tailored to the specific needs and circumstances of Palestine refugees (2015/2016).

In 2017, more than 9,500 Palestine Refugees from Syria households have been targeted and reached with cash assistance on regular basis, including during winter.

The Vulnerability Assessment of Palestine Refugees from Syria in Lebanon sought to provide a profile of this population according to the following eight sectors: 1) economic; 2) education; 3) food security; 4) health; 5) non-food items (NFIs); 6) protection; 7) shelter; and 8) WASH.

Based on criteria established by the World Food Programme, each Palestine Refugee from Syria household was classified into one of four categories (low, mild, moderate or severe vulnerability) for each of the eight sectors. Each classification was assigned a weight, and the weighted scores were then combined to obtain a final classification representing an overall vulnerability (also of low, mild, moderate, or severe).

Similar to the displaced Syrian households, the Palestine Refugees from Syria population in Lebanon is experiencing rapidly decreasing socio-economic conditions, exacerbating their already pre-existing vulnerability levels. Currently, 93 percent of the Palestine Refugees from Syria are targeted with basic assistance based on their high socio-economic vulnerability level. This population will be further supported in 2018.

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

### 3.1 Conflict Sensitivity

The scaling up of the NPTP for vulnerable Lebanese is expected to improve conditions for the increasing number of Lebanese pushed deeper into poverty by the Syrian crisis.

The shift toward cash-based interventions for displaced Syrians creates aggregate demand and stimulates an economic multiplier effect as money received in forms of assistance is spent in local Lebanese shops. This has mitigated, and will further mitigate, the negative impact

(38) Approximately 10 percent of the population are deemed eligible according to the NPTP in 2015.

on struggling communities of vulnerable Lebanese and displaced Syrians.<sup>xx</sup>

Exogenous resources such as additional cash injections targeting both vulnerable Lebanese and Syrians will alleviate societal tensions by empowering the most vulnerable. Further monitoring and analysis on how cash is spent will be carried out to trace its social effect in coordination with the relevant stakeholders within the sector.

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

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

The econometric model used for identification and targeting of vulnerable households takes into consideration demographic characteristics such as age, gender and diversity, marital status, household size and dependency ratios. In 2018, further work will take place to better understand the post-distribution effect of monetized interventions (on gender and diversity in particular), with necessary adaptations implemented pending the findings.

Part of the sector strategy is to ensure that special needs will be taken into account for households that have been identified living in severe socio-economically conditions. The current model takes into account whether a household has family members with disabilities or have specific medical conditions. Persons with disabilities have specific needs that entail additional costs on the family and require continuous assistance.

Vulnerability studies suggest that households with many young dependents, female-headed households and those with persons with disabilities and older persons, often face specific socio-economic hardships to cover all basic and special needs. These needs are addressed by the provision of assistance that can, in the case of cash, allow households to prioritize their spending based on their own specificities and meet the particular needs of the different family members.

The sector's activities take into account women's and men's ability to safely access cash assistance and mitigate the risk of exploitation as well as fraud mitigation measures at cash points. The sector also tries to limit and decrease as much as possible negative coping mechanisms specific to women and girls, such as early marriage and sexual exploitation, as well as pressure to work for boys. Cash assistance can contribute to decreasing harmful coping mechanisms, including those specific to women, children and other persons with specific needs, when complimented with case management services. Nevertheless recognising cash is not the only solution, and as other types of vulnerabilities can be identified, sector partners will refer individual cases to specialized agencies in case management for

closer follow up.

### 3.3 Environment

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

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

### Inter-sector linkages

Different vulnerability, profiling, monitoring and targeting activities carried out by partners, part of the Basic Assistance sector strategy, represents a key source of information on trends and living conditions of the population of concern. These activities map different sector-specific vulnerabilities, and aims to allow sectors to benefit from the wealth of information generated for their specific programmatic interventions and targeting.

Findings related to poverty and sector vulnerabilities are published on the Refugee Assistance Information System (RAIS), an inter-agency reporting platform where sector coordinators can access, extract, analyse and follow up with different stakeholders on sector-specific interventions.

In addition, the assistance package provided by the Basic Assistance sector partners to vulnerable households is based on an inter-sectoral estimation of needs. The assistance provided contributes to the overall targeting of vulnerabilities through addressing economic capabilities.

**Specific inter-sector links include the following:**

**Food Security:** The Basic Assistance sector co-chairs the targeting sub-working group with the Food Security sector, which is contributing to the cash modalities used under both sectors. Collaboration and coordination efforts attempt to refine and align targeting exercises of both sectors. Exchange of information on household profiles, referral of cases and harmonization of monitoring tools are key activities. Furthermore, the sectors will work together to ensure optimal convergence and complementarity of assistance through continuous improvement of targeting models and identification methodologies. It is worth noting that since 2016, the main actors in both sectors are using a harmonized common assistance delivery mechanism - the Common Card, as well as a one vulnerability and targeting mechanism. The strategic objective of both sectors is to ensure that the most vulnerable households targeted receive the full assistance package, i.e. cash and food - as both efforts intersect in pushing these households towards a survival minimum level.

**Livelihoods:** Both sectors will engage further in

strategic discussions on how to decrease reliance of households on direct assistance. It is worth mentioning that the absence of self-reliance opportunities for vulnerable populations has rendered direct assistance as the sole resort and the de-facto safety net solution. Both sectors will have further discussions on the impact that cash assistance has on local markets and gauge future linkages on the transition.

**Social Stability:** Direct assistance to displaced Syrians and vulnerable host communities represent an alleviator of social tensions. Outcome monitoring reports of regular cash assistance indicate that households receiving assistance have experienced improved relationships with their neighbours. This has been achieved through improved purchasing power that allowed poor households receiving cash to better interact with traders and merchants at local markets levels. The Basic Assistance sector designs its programmes through a conflict-sensitive, gender-balanced, and needs-based lens. For instance, monitoring of the impact of cash assistance shows that the money received is improving access to goods and services in the local economy, which benefits existing businesses in the market. Nevertheless, and due to resource limitations, sector partners prioritise their interventions and support those who are most in need. Therefore, not all eligible households receive assistance, which may increase tensions between recipients and non-recipients. The Basic Assistance sector plans to conduct a study on the effect of cash assistance on social stability. The Social Stability sector can extend support in the design of this methodology and contribute to the assessment framework of targeted communities.

**Shelter, Energy and Water:** The decision-making formula that defines the eligibility of vulnerable households to receive assistance is a key filter for shelter targeting. Furthermore, the basic assistance sector takes into account shelter, water and sanitation related expenditures (rent and hygiene items) in the multi-purpose cash package provided, which assists households in addressing those specific needs. Further collaboration between the Basic Assistance, Shelter, Energy and Water sectors occurs in the preparation, coordination and implementation of winter support assistance. Lastly, available vulnerability analysis and targeting information facilitates the identification and referral of cases with specific shelter, water and sanitation vulnerabilities through a recently added functionality on RAIS.

**Protection, Education and Health:** Enhanced protection outcomes are ensured through timely and safe identification of households in need. Distributions are carefully planned with the Protection sector to maximize security. Protection of persons with disabilities can result in less abuse, particularly with regards to children with intellectual disabilities, through improved independence and less economic burden. If households are better able to meet their survival needs, children who were prevented from attending school due to economic reasons can have this barrier reduced or eliminated. An unconditional non-restricted cash assistance pilot was

implemented in 2017 targeting school aged children with an aim to mitigate the economic opportunity cost of dropping out of school. This programme will continue in 2018 and its impact is being closely monitored. Since 2016, the Health sector started adopting the socio-economic scoring generated by the desk formula to identify households eligible for full health coverage. Poor households' case numbers are shared the third party health administrator once identified to ensure a timely response. The flagging function on RAIS can help sector specialists in Education, Health and Protection to identify cases and households in need of specific support. Referral pathways are an area the Basic Assistance sector would like to explore further and establish in 2018. In addition, the Basic Assistance sector will strengthen two-way engagement and accountability at the community level through continuously and clearly communicating eligibility requirements, providing opportunities for appeals and feedback/complaints mechanisms on assistance and also on Preventing Sexual Exploitation and Abuse (PSEA).

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- xi. Lebanon, Ministry of Social Affairs, NPTP 2015 Data Sheet.
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- xviii. UNHCR, *The Graduation Approach*, available on <http://data.unhcr.org/syrianrefugees/download.php?id=11703>
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A general view of an informal settlement in the Bekaa valley. Photo credit: UNHCR, David Aria, 2/2/2017

## Sector Logframe

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

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

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020
10%	10%	10%	10%	58%	55%	53%	50%	89%	89%	89%	89%	65%	65%	65%	65%

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of assisted severely economically vulnerable households report being able to meet their basic survival needs	Numerator: number of assisted reporting ability to meet their basic survival needs  Denominator: number of total assisted who have been sampled	Impact studies and PDMs for all population cohorts.  Rational behind Targets: Basic Assistance Sector contributes to 40% of the SMEB value through the \$175 cash grant. Food contributes to 31% of SMEB. Currently 90% of cash recipients also receive food.	Percentage	Yearly

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020
N/A	N/A	N/A	N/A	90%	90%	90%	90%	90%	90%	90%	90%	N/A	N/A	N/A	N/A

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

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage newly displaced households who are provided basic assistance	Numerator: number of newly displaced households assisted  Denominator: number of households newly displaced	RNA, field offices to estimate newly displaced. ActivityInfo, RAIS, Emergency response for assistance.	Percentage	Ad-hoc

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020
N/A	100%	N/A	N/A	N/A	100%	N/A	N/A	N/A	100%	N/A	N/A	N/A	100%	N/A	N/A

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of assisted households affected by seasonal shocks who are able to meet their additional basic survival needs	Numerator: Number of households receiving seasonal and emergency assistance who were able to meet their additional needs denominator: # population found to be seasonally vulnerable and assisted	PDM, outcome monitoring	Percentage	seasonally

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020
N/A	100%	100%	100%	90%	100%	100%	100%	90%	100%	100%	100%	N/A	100%	100%	100%

### Outcome 3: National Poverty Targeting Programme (NPTP) Supported and Capacitated

Indicator 1	Description	Means of Verification	Unit	Frequency
Increased knowledge on vulnerability assessments and targeting among NPTP social workers	Trained social workers demonstrate increased knowledge	NPTP / pre-post assessments	Percentage	Yearly

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020
N/A	100%	100%		N/A	Yes	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Indicator 2	Description	Means of Verification	Unit	Frequency
National Social Safety Net Strategy endorsed	Strategy outlining the long-term vision of the social safety net system	MoSA / NPTP	Strategy	One Off

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020
No	Yes	Yes			Yes	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A



## EDUCATION SECTOR

### PEOPLE IN NEED



1,095,369

### PEOPLE TARGETED



457,682

### REQUIREMENTS(US\$)



2018 366.3  
million

2019 TBD  
million

### PARTNERS



37

### GENDER MARKER



1

### CONTACTS

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#### COORDINATING AGENCIES

##### UNICEF

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## SECTOR OUTCOMES

### Outcome #1



\$322.2 m

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

#### Indicators

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

### Outcome #2



\$42.1 m

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

#### Indicators

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

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

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

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

### Outcome #3



\$2 m

Enhance governance and managerial capacities of RACE 2 implementing institutions to plan, budget, deliver, monitor and evaluate education services.

#### Indicators

Annual RACE 2 operational and financial plan and report available.

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	51% Female  49% Male 	
 Lebanese	451,323	220,000	112,200	107,800
 Displaced Syrians	586,540	226,000	115,260	110,740
 Palestine Refugees from Syria	9,796	5,482	2,796	2,686
 Palestine Refugees in Lebanon	47,710	6,200	3,162	3,038

## Situation Analysis and Context

### Background

The protracted nature of the Syrian crisis has overstretched the capacity of the education system to address critical education needs in Lebanon. Seven years into the crisis, thousands of vulnerable school-aged children are in need of education assistance. This includes 451,323 Lebanese children, 586,540 displaced Syrians between 3-18 years of age, and 57,506 Palestine refugees (47,710 Palestine Refugees in Lebanon and 9,796 Palestine Refugees from Syria) between 6-18 years of age.<sup>i</sup>

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

In addition, 67 schools and a fully equipped vocational training centre have been established to cater to the educational needs of Palestine Refugee children, including those who fled from Syria.

### Achievements and strategies

Results of interventions to date are significant. **First**, in terms of **access, enrolment in basic education has increased significantly**. For the 2016-2017 school year, a total of 250,000 non-Lebanese children (between 3-18) benefited from formal (public and private) or non-formal learning opportunities in Lebanon.<sup>ii</sup> The cohort of non-Lebanese children enrolled in first-shift public schools has doubled since the onset of the crisis – 48 percent of registered students are non-Lebanese. This achievement is coupled with a 4 percent increase in basic education enrolment of the most vulnerable Lebanese children in public schools, compared to last year.

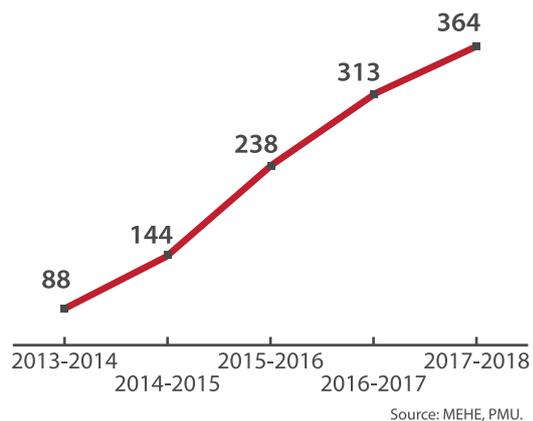
Partners supporting Palestine Refugee education were able to accommodate 5,251 Palestine Refugee children from Syria in camp-based schools for the 2016-2017 school year. The sector aims to promote integration of Palestine Refugees from Syria into regular classes and adaptation to the Lebanese curriculum through the provision of formal education and psychosocial activities. 36,088 Palestine Refugees were enrolled in UNRWA schools in the 2016-2017 school year, of which 4,443 are in secondary schools. In addition, 961 Palestinian youth are enrolled in a vocational training centre.

The increased enrolment can partly be explained by consistent donor support and targeted outreach campaigns. Generous donor support to the Education

sector has allowed MEHE to waive fees for all Lebanese and non-Lebanese children enrolled in basic education in public schools. It is worth noting that the Government nevertheless still covers the large bulk of education costs. For instance, the average annual cost of public basic education is US\$1,500 per child, and the cost of public secondary education is \$2,000 per child. Education donors' contributions are so far limited to \$363 per child for the first shift and \$600 per child for the second shift, which includes tuition fees. The Government bears the rest of the costs.

Furthermore, MEHE joined efforts with donors for the launch of the Back to School (BTS) campaign for the 2017-2018 school year, entitled 'School Heroes.' Fourteen donor countries and funds, four UN agencies, and more than 45 national and international NGOs have provided financial, operational, and logistical support to facilitate access to education.

### Second-shift schools in Lebanon from 2013 to 2018



**Second**, access to, and **quality of, a range of complementary educational services, including non-formal education, has improved**. MEHE, through the Center for Educational Research and Development (CERD) has developed and approved content for several regulated non-formal education programmes that seek to help vulnerable children back into mainstream learning and training. This includes the Accelerated Learning Programme, Early Childhood Education programmes, and Literacy and Numeracy packages for Youth.

Moreover, CERD developed unified content for retention-support programmes enabling education partners to implement remedial homework support programmes to ensure retention of children enrolled in school, in particular those at risk of dropping out. Partners have also provided transportation support, distributed learning materials, conducted outreach, and mobilized communities to encourage families to send their children to school. In addition, partners have addressed barriers to education through language support and recreational activities to mitigate the psychosocial impact of violence

and displacement. Partners have also piloted cash and school feeding programmes to retain children in schools.

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

In Palestine Refugee schools, under the framework of the “Ending Violence Affecting Children” initiative, several activities were launched in order to identify and address child protection concerns.

MEHE recognizes the importance of getting parents on board in a child’s education. A policy circular issued to encourage parents’ engagement with the school directors represents a step towards improving students’ achievements and outcomes. Partners are also supporting community-led initiatives in public schools aimed at increasing the engagement of parents and caregivers. A community initiative on Education Community Liaisons (ECL) has been piloted to bridge the communication between schools and refugee communities. At present, 114 public schools with first and second shifts have benefited from the presence of 185 trusted community members who serve as communicators between students/parents and school directors. In particular, these liaisons follow up on absenteeism, identify and prevent cases of violence in schools, and promote tolerance and peaceful coexistence.

### Challenges and opportunities for 2018

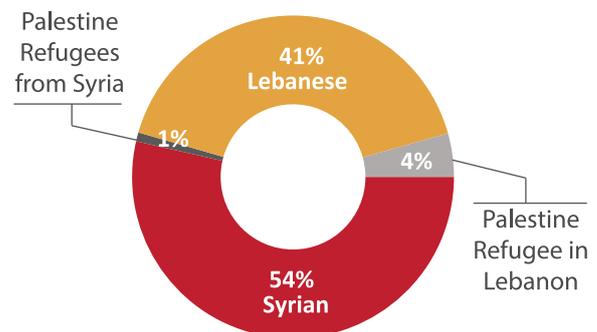
Despite these successes, there are still unmet needs and challenges to be tackled. **First**, concerning access, there is still **scope to increase enrolment, strengthen demand, and improve infrastructure** in the Education sector. The VASyR estimates that 54 percent of school-aged children (3-18) are still out of school, many of whom do not have prior education or have had their education interrupted for a long time. <sup>iii</sup> A majority of these children live in hard-to-reach areas, and their re-integration into formal education remains challenging. Children and families in these areas face several educational challenges that require systemic interventions to improve absorption capacity, to accommodate for refugees’ demands, and to overcome economic barriers and language difficulties. The provision of flexible education programmes, tailored to the learner’s needs, is an area to be explored for mainstream children and youth in hard-to-reach areas.

Refugee youth (15-18) constitute almost 16 percent of refugees in Lebanon. Yet despite efforts by the MEHE and partners, most remain without access to education. Youth are provided few opportunities to complete their education; they are often forced to drop out of school and work to provide for their families. <sup>iv</sup> Out of the 60,000 refugee youth in Lebanon, 3,100 have been enrolled in secondary public schools for the 2016-2017 school year. <sup>v</sup>

As for Technical and Vocational Education and Training (TVET), 1,945 Lebanese and non-Lebanese adolescents and youth have been enrolled in vocational education and public institutions. A large number of youth are also enrolled in private schools and non-formal education programmes.

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

### Vulnerable school-aged children



Source: Inter-Agency Coordination population package.

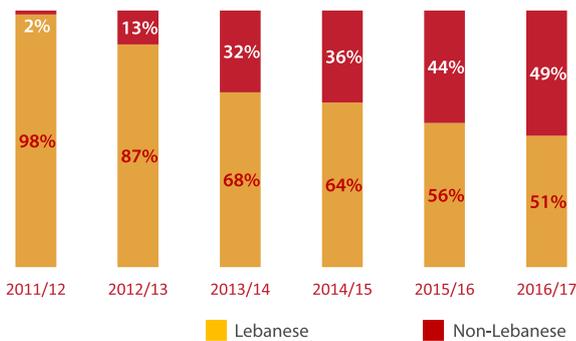
For Palestine Refugees from Syria, only 65 percent of school-age children (between 6-18) are enrolled in school, and enrolment significantly declines from elementary to secondary cycles – from 88 percent of Palestine Refugees from Syria enrolled in elementary school to just 36 percent enrolled in secondary school. <sup>vii</sup> Enrolment is significantly higher for camp residents than for those residing outside the camps, indicating the impact that restrictions on movement and transportation can have on Palestine Refugee children from Syria located outside the camps. Female Palestine Refugees from Syria are three times more likely to have never attended school compared to males.

More efforts are needed to revisit traditional outreach programmes and understand the causes contributing to a lack of demand for education. Poverty is known to incentivize the entry of children into the labour market at an age they would normally be attending school, hampering demand for education. Datasets indicate that almost 28 percent of Lebanese households are

categorized as poor, along with 76 percent of Syrian households.<sup>viii</sup> Of these poor households, almost 58 percent are living below the survival minimum expenditure basket.<sup>ix</sup> The negative perceptions of parents and children regarding the value of education in relation to income-earning potential also contribute to low demand. Finally, household-level education-related expenditure (including transportation, uniforms, and learning materials) and the potential opportunity cost of sacrificed income, are major deterrents to education access.

According to the MEHE, two thirds of public schools are still in need of rehabilitation. School maintenance following rehabilitation also remains a major gap that requires resource mobilization and support from donors and partners.

### Share of Lebanese and non-Lebanese students in public schools (from 2011/12 to 2016/17 school years)



Source: Preparing for the Future of Children and Youth in Syria and the Region through Education: London One Year On, Brussels Conference Education Report, April 2017.

The geographic distribution of public schools is also not in line with the distribution of displaced Syrians in Lebanon, an issue exacerbated by the constant movement of displaced Syrian families (mainly in the North and Bekaa). In some areas, public schools are significantly under-utilized, while in other areas schools are over-crowded and inadequate to cover the needs. This issue requires analysis of the absorption capacities of public schools in areas with high concentrations of displaced Syrians.

Children with disabilities continue to face considerable barriers accessing education opportunities. These barriers include prevailing social norms and attitudes towards disability, a lack of budgetary allocations supporting inclusion to the public education system, limited teacher capacity, a lack of effective teaching strategies to provide appropriate instruction, and limited access to schools with adequate facilities. 64 schools were made wheelchair-accessible through a school rehabilitation programme, but the needs are much higher. A recently-conducted assessment on the physical condition of schools conducted by the MEHE/Program Management Unit (PMU) will provide information on the accessibility of all public schools.

**Second**, in terms of quality, **partners need to focus on**

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

**Finally**, in an effort to **strengthen the education system**, more efforts must be directed toward collecting and analysing national education data, improving the quality of teaching, and developing curricula. One of the major sector gaps is reliable national education data that can be meaningfully used for programming or policy interventions. A lack of timely information sharing and insufficiently detailed disaggregated figures on enrolment hamper evidence-based programming. MEHE is in the process of digitizing data-collection – both centrally and at the school level in the second-shift schools.

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

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

### Overall sector strategy

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

The Education sector's strategy draws on the MEHE's RACE II strategy (2017-2020), which aims at sustaining increased and equitable access to quality education and learning for all children and youth aged 3-18 years in Lebanon. The Education sector plan contributes to this overall strategy by addressing issues of access, quality, and systems in a congruent plan.

The education plan for Palestine Refugees is led by

Education sector partners and focuses on enrolment support for formal basic education, remedial, and recreational activities, and school rehabilitation.

## 2.1 Sector Outcomes and Outputs

### Outcome 1 - Improved Access to Education Opportunities

**Enhance access to, and demand for, equitable formal education or regulated non-formal education for children, youth, and their caregivers.** Substantial gains made in 2017 will allow partners to follow a multi-layered comprehensive response plan to address gaps between demand and supply that impede children and youth enrolment in formal education. The focus of interventions will remain on subsidizing registration and education-related costs, addressing cultural norms and barriers, and increasing the availability of safe, appropriate learning and education spaces in the country, as detailed below.

#### Output 1.1 - Children, youth, and their caregivers, are provided with the necessary support to increase their demand for formal education or regulated non-formal education

A national Back to School initiative serves as a multi-faceted engagement tool to improve the ability of children and families to make informed and positive choices about formal or non-formal education opportunities. The campaign, that takes place all year, has the following components:

A national mass-media campaign to systematically disseminate (among children and youth, caregivers, and community leaders) public information related to key education messages, enrolment, and education opportunities;

- Outreach and mobilization at the community level to reinforce the value of education, coupled with capacity building of education partners to develop interpersonal communication skills needed to convince families to send their children to school;
- Family-level follow up and case-by-case interventions to address persistent absenteeism or non-enrolment;
- Support to public school administrators through MEHE-led meetings with school directors and regional directors before the start of each school year, to prepare and endorse contextualized Standard Operating Procedures (SOPs) for the registration of students; and
- A three-dimensional link between school directors, communities, and education partners to improve coordination on clear messaging for the BTS campaign and Accelerated Learning Programme (ALP).

The financial burden of education for families will be mitigated through a range of subsidies, including a full or partial subsidy of enrolment fees for children and

youth in formal education for primary and secondary grades, as well as formal vocational opportunities, and higher-education scholarships and regulated Non-Formal Education (NFE) programmes for children and youth who have missed years of schooling and cannot catch up with the Lebanese education system.

Non-tuition-fee costs related to education in either formal education or NFE will be partially or fully subsidized. While textbooks and stationery will be provided to all enrolled students in basic education, transportation subsidies and special-needs equipment will be reviewed case-by-case, based on vulnerability.

Tuition fees for Palestine Refugee schools will be subsidized, allowing access for Palestine Refugee children from Syria to elementary, preparatory, and secondary educational services in 66 schools. Educational services will be delivered in accordance with the Lebanese Government curriculum, permitting Palestine Refugee students to participate in the official exams at the end of the preparatory cycle (Brevet) and secondary cycle (Baccalaureate). Other types of support, such as the provision of learning materials, learning support, transportation, and recreational activities will also be provided to Palestine Refugee children from Syria to increase their access to education.

In 2017, a number of displaced Syrian children escaped violence and arrived in Arsal. Many of them need education support. Similarly, recurring clashes in Palestine refugee camps caused short-term displacement and disrupted education activities. Restoring education access to the newly displaced will be a priority for the MEHE and education partners. Contingency stock of essential education supplies will be stored in strategic locations to mitigate supply gaps in schools receiving additional children, in line with the 2017-2018 Contingency Plan. Simultaneously, partners in Palestine Refugee camps will ensure that there is contingency planning for areas that have recurring clashes and/or conflict situations.

A mapping of out-of-school children is underway to understand the profiles of out-of-school children and youth and identify the barriers hindering access and retention in school. A comprehensive study on Out of School Children (OOSC) being implemented by the MEHE, in collaboration with education partners (mainly UN agencies). This will provide policy makers with information about the scale of the problem, access barriers, and gaps in data, and will improve resource allocation to bring children back to school.

Partners are also engaged in the provision of recreational activities for boys and girls and the distribution of recreational kits to mitigate the psychosocial impact of violence and displacement, foster inclusion and human rights awareness, and maintain the well-being of children. Some recreational activities are embedded in existing education interventions, while others are standalone activities targeting children traumatized by war, separation, and displacement.

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

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

Rehabilitation is also planned for Palestine Refugee schools to improve the safety and environmental health of the schools, ensure secure and equipped spaces for the provision of recreational activities, and ensure regular maintenance and upkeep of education facilities.

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

**Enhance the quality of education services and learning environments to ensure grade-appropriate learning outcomes for children and youth.** Outcome two focuses on delivering quality education services and learning environments throughout the continuum of formal and non-formal schooling pathways, to ensure meaningful and grade-appropriate learning for children and youth. The key role of teachers and educators, the importance of school governance, and the potential of community engagement in learning are prioritized. CERD and the GDE/‘Département d’Orientation Pédagogique et Scolaire’ (DOPS) will continue to lead in design and rollout of the many interventions under this Outcome. The RACE Project Management Unit (PMU) will ensure that standards set by these institutions are followed.

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

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

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

CERD leads the development of training modules and teaching guides for these categories of education staff. The training content mainly focuses on learner-centered pedagogy, classroom management, positive discipline, psychosocial support, conflict-sensitive education, and

the skills required to support children with different learning backgrounds and specific needs.

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

The Protection Sector has recommended the integration of human rights, gender diversity, equality, and safe referral mechanisms in teacher and educator trainings, in order to enhance the gender sensitivity of the school staff and environment.

To measure the quality of teaching and learning, DOPS will be in-charge of monitoring visits to second-shift schools, to ensure teaching staff adhere to national performance standards.

The capacity of the Palestinian teaching workforce will also be enhanced through diverse types of trainings that will better prepare Palestine Refugee children from Syria to pass the Lebanese official exams. Teachers and other education staff will be trained on how to implement a newly-launched psychosocial recreational guide. Teachers and education specialists will also be given grants to carry out innovative projects to improve learning and teaching practices in classrooms.

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

Accountability and governance at the school-level is an area that requires support from school personnel in the administration of schools and the involvement of communities in the education of their children. Activities with school directors, teachers, and parents will focus on greater engagement, meaningful classroom instruction, and inclusive leadership in schools, in order to be more child-friendly. Second-shift schools will be supported with nominal grants to implement their SIPs. SIPs in second-shift schools will require the involvement of the entire school community (school directors, teachers, parents, and students) to define common goals related to improving the learning environment of their schools.

To provide inclusive, safe, healthy and protective environments (in second shift schools and any MEHE premises used for regulated NFE programmes), the following interventions will be implemented, in close collaboration with DOPS:

- A minimum of two health checks per year will be guaranteed for each student enrolled in second-shift schools. DOPS health counsellors will follow students' medical files and monitor the quality of health checks performed by school doctors. The health counsellors will continue to follow up and conduct hygiene awareness sessions and

observations to improve the health of students;

- In line with the Child Protection Policy developed by the MEHE, DOPS Central will train all teachers, education personnel, educators, and DOPS psychosocial support counsellors on national protocols for the identification and referral of any student impacted by violence at school, at home, or in their community. Cases that need specialized intervention or services will be referred to DOPS psychosocial support counsellors for appropriate action; and
- School personnel will be trained to ensure active involvement in the appropriate referral of children and youth with specific needs (whether they be physical or cognitive).

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

Links between schools and refugee communities will be strengthened by Community Liaison Volunteers, who will continue to take on the responsibility of providing personalized follow up to Syrian students and assist communities in addressing or finding solutions to issues, such as bullying, violence, or discrimination, that often lead to children dropping out. Furthermore, Community Liaison Volunteers will follow up with parents on school absenteeism and assist in bringing children back to school. Remedial programmes will also take place inside Palestinian schools, where a learning support programme will be provided to refugee children at risk of dropping out.

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

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

This outcome aims at supporting the MEHE’s ability to manage the national education system. This will be achieved by continuous investment in improving institutional technical capacity, strengthening the policy base, developing durable partnerships, and creating a platform to coordinate the delivery of education programming. This will also ensure systematic shifts towards a stabilization and development agenda in the context of the protracted Syrian crisis.

**Output 3.1 - CERD is capacitated to administer an effective education-management information system**

CERD, as the statistical and research arm of the MEHE, will lead the design and rollout of a national education-management information system that will enable the timely and accurate collection and analysis of education-related data. For enrolment data on Syrians, the PMU will ensure data credibility, within the same timelines as for formal schools, and will ensure the timely analysis and dissemination of disaggregated education data with partners to identify gaps and inform programmatic decision-making.

**Output 3.2 - Revised curricula for schools and non-formal education programmes are developed and endorsed to improve quality learning, life skills, and employability for children and youth**

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

In addition to the revision of the formal education curriculum, CERD will review and develop content for regulated NFE programmes. Currently, CERD has completed a curriculum content-review for the ALP, Community-Based Early Childhood Education (CBECE), and remedial support. CERD will soon complete the package of Basic Literacy and Numeracy (BLN) for youth, and start engaging with stakeholders to develop a Secondary Accelerated Learning Programme (SALP). Within the MEHE NFE framework, e-learning, psycho-social support, and life-skills education will be mainstreamed into the content of all the regulated NFE programmes.

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

To better support the various systems interventions planned in RACE II, the following frameworks, standards, and strategies will be developed for operationalization:

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

integrate measurements of learning related to life-skills education;

- A national teacher-assessment framework and teacher observation tools will be developed to set out the standards to assess teachers' competencies. CERD and GDE, through DOPS, will jointly design teacher observation tools, which will be used by DOPS academic counsellors during their school monitoring visits. Evaluation notes from these monitoring visits will be aggregated into a performance report for each teacher;

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

- Policy and mechanisms to monitor violence against children in schools. The development of the Child Protection (CP) Policy for the MEHE, covering both public and private schools, has been completed. This policy includes main engagements and strategic objectives to prevent and protect students from institutional violence (inside schools) and family/community violence (outside schools). The internal and external referral mechanisms for each pre-defined type of violence in the public Education sector, and unified related tools to support the identification and management of different cases, have been completed. The plan is to pilot the fully-fledged mechanisms in 20 schools, to provide feedback and make the necessary changes before operationalizing the mechanisms in all public education institutions. In the interim period, and until the CP referral mechanisms are endorsed, the MEHE have shared a referral template to be used by NGOs to share complaints of institutional violence;

DOPS psychosocial support counsellors will play a key role in ensuring the continuum of services for children, from detection and evaluation to referral. In addition, a child protection expert has been deployed at the MEHE to advise DOPS on the CP Policy and coordinate protective measures and actions around children;

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

comprehensive specific needs education framework to address barriers to relevant education and employment for these children and youth.

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

- Standards for learning spaces and for educator profiles. The MEHE's Education in Emergencies

Committee will, in collaboration with the PMU, define standards for the physical spaces proposed for implementation of regulated NFE programmes. Upon endorsement, such spaces will be formally referred to as "learning spaces." Likewise, minimum professional standards will be proposed for any personnel recruited for the implementation of NFE programmes in learning spaces; and

- Document on Risk Screening of Public Schools under the NSSP. A framework will be developed to define standards and procedures for the systematic risk screening of public schools under the National School Safety Programme (NSSP). Based on these standards, all public schools in Lebanon will be assessed for their Disaster Risk Preparedness. These standards will also provide the basis for a future disaster risk reduction policy framework for school construction and rehabilitation.

### **Output 3.4 - The PMU, in collaboration with CERD and GDE, is capacitated to lead RACE II with MEHE departments and relevant education stakeholders**

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

As the main institutional implementers of RACE II, the PMU, CERD and GDE all require capacity support in the areas of project administration, procurement, monitoring, and financial management. Existing technical capacities and staffing structures will be assessed by an external consulting firm to better understand current functionality as compared to projected needs. A detailed technical assistance plan will be drawn up, proposing solutions for current capacity issues. Implementation of this plan will occur iteratively over the five years of implementation, with standards and performance milestones set for planning, human resource management, financial frameworks, and procurement processes. Assurance functions will be built-in in the form of external and (eventually) internal audits.

## Total sector needs and targets 2018

Population Cohort	Total Population in Need	Targeted Population	No. of Female	No. of Male	No. of Children (0-17)	No. of Adolescent (10-17)	No. of Youth (18-24)
Lebanese	451,323	200,970					
Displaced Syrians	705,000	211,411					
Palestine Refugees from Syria	14,041	9,251					
Palestine Refugees in Lebanon	62,512	40,200					
<b>GRAND TOTAL</b>	<b>1,232,883</b>	<b>457,682</b>					

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

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

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

#### Conflict sensitivity

Education is a concern for all parents and can therefore bring communities closer together. Stronger interaction between host and displaced communities is encouraged, with a focus on the academic wellbeing of children. This provides a key opportunity to positively engage community members and pave the way to mitigating social tensions and enhancing conflict-sensitivity between displaced Syrians and host communities. Education builds bridges between children and parents from different groups, and can have a strong mitigating impact on potential conflicts and sources of tension. Peace Education Initiatives and Preventing Violent Extremism (PVE) messages will therefore play a stronger role in the sector in the coming years, particularly in building capacity on how to address differences/tensions between children and youth from different backgrounds in the same school, in order to strengthen social cohesion inside the classroom, school premises, and beyond. Trainings on conflict-resolution, mediation skills, and intercultural dialogue will also be implemented to promote social cohesion among Lebanese youth and between Lebanese and non-Lebanese youth.

#### Gender

Gender parity is achieved at primary level, while at secondary level attendance of girls is higher, resulting in a gender parity index of 1.1. Particularly in the North and the Bekaa, there is a substantial gender gap, in favour of

girls, due to the practice of boys starting work at an early age. While gender equity is slightly in favour of girls, disparities at the district level and socio-economic status are more pronounced. The number of girls and boys not enrolling in school, or dropping out, is similar, however it is triggered by different reasons. An alarming, and growing, number of girls are exposed to early marriage.<sup>x</sup> Adolescent girls in particular face gender-based violence. On the other hand, some of the most vulnerable boys and youth are being recruited as workers. Gender parity in outreach to children seeks to provide both girls and boys with equal opportunities for enrolment in public schools.

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

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

#### Youth

More focus on providing education for youth is needed, since many have not been able to access such opportunities. Programmes are needed to support school-readiness, retention, and transition to higher grades – specifically for youth. This includes language

support programmes offered at secondary schools to ensure retention in education. Engaging youth in educational and meaningful activities will not only empower them, but also increase social stability. So far, most programmes for youth have focused on access to formal secondary and life-skills education. In 2018, stronger focus will be placed on enrolling adolescents and youth in technical education, NFE, and remedial and homework support.

## Inter-sector linkages

**Protection:** Education provides children with safe learning spaces, brings normalcy to their lives, provides psychosocial support, and helps identify children who are at risk or are victims of violence, abuse, and exploitation. Violence, abuse, and exploitation negatively affect children's educational achievements and consequently their short- and long-term wellbeing and ability to achieve their full potential. To ensure complementarity, both sectors work strongly together and meet on a regular basis. Activities where the sectors collaborate include the BTS outreach campaign, psychosocial support and teacher training on CP, and joint information initiatives to ensure children – including adolescent boys and girls – have access to formal and non-formal education. DOPS psychosocial support counsellors will play a key role in ensuring the continuum of services for children, from detection and evaluation to referral; in addition, a child protection expert has been deployed at the MEHE to support the DOPS counsellors on protective measures and actions around children.

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

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

**Food security:** The School Feeding Programme (SFP) have been introduced as a possible measure to reduce drop-out rates in schools. The School Feeding Programme has two components: first, a UNICEF/WFP humanitarian cash transfer programme entitled No Lost Generation (NLG) (or the "Min Ila" programme) for children enrolled in second-shift schools and ALP in three Governorates; and second, a WFP school snacks programme. These programmes provide both educational and health benefits to the most vulnerable children, thereby increasing enrolment rates, reducing absenteeism, and improving food security at the household level. Improved coordination and data sharing will continue to take place between the two sectors to maximize impact and reduce the vulnerability of the school-aged population.

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

## Endnotes

- i. UNHCR (2017), Registration Figures, as of May 2017.
- ii. RACE II Quarterly Fact Sheet, September 2017.
- iii. UNHCR, UNICEF, WFP (2017), *Vulnerability Assessment of Syrian Refugees in Lebanon 2017*.
- iv. UNHCR, UNICEF, WFP (2016), *Vulnerability Assessment of Syrian Refugees in Lebanon 2016*.
- v. RACE II Quarterly Fact Sheet, September 2017.
- vi. RACE II Quarterly Fact Sheet, September 2017.
- vii. UNRWA, *American University of Beirut (2015), Survey on the Socioeconomic Status of Palestine Refugees in Lebanon*.
- viii. Lebanese Population Planning Figures, LCRP 2017.
- ix. UNHCR, UNICEF, WFP (2017), *Vulnerability Assessment of Syrian Refugees in Lebanon 2017*.
- x. Lebanon, Ministry of Social Affairs, UNICEF (2016), *Baseline Survey*.

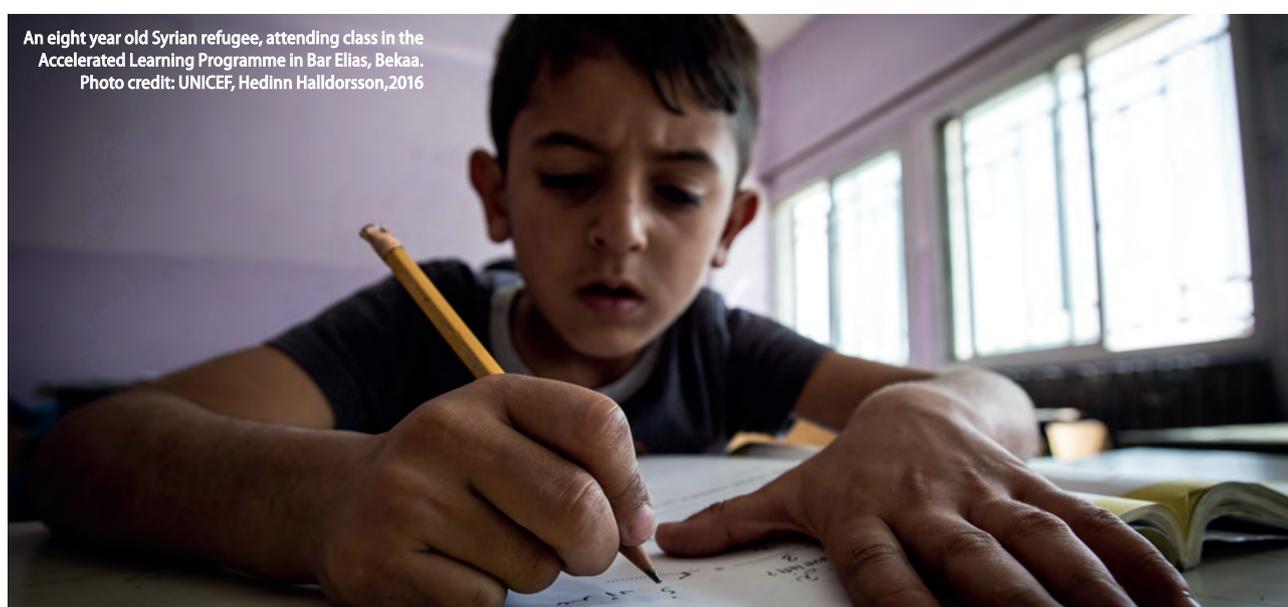


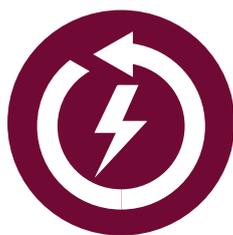
Indicator 3	Description	Means of Verification	Unit	Frequency											
Transition rates by cycle	Percentage of students at the last grade of one cycle the last scholastic year who are at the first grade of the next cycle the next scholastic year	CERD/ MEHE registration database/SIMS, MEHE	Children	3 years											
 Lebanese	 Displaced Syrians	 Palestine Refugees from Syria (PRS)	 Palestine Refugees in Lebanon (PRL)												
Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020
Cycle 1 - 2 100%			100%	Cycle 1 - 2 96%			96%								
Cycle 2 - 3 94%			94%	Cycle 2 - 3 82%			82%								
Cycle 3 - Secondary 91%			91%	Cycle 3 - Secondary 82%			82%								

Indicator 4	Description	Means of Verification	Unit	Frequency											
Percentage of children and youth attending regulated NFE who transitioned to formal education	Transition rates from NFE to Formal Education	Cross check of CLM with MEHE registration database/SIMS. Education Partners and MEHE	Children	Yearly											
 Lebanese	 Displaced Syrians	 Palestine Refugees from Syria (PRS)	 Palestine Refugees in Lebanon (PRL)												
Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020
				ALP 35%			ALP 65%								

### Outcome 3: Enhance governance and managerial capacities of RACE 2 implementing institutions to plan, budget, deliver, monitor and evaluate education services

Indicator 1	Description	Means of Verification	Unit	Frequency
Annual RACE 2 operational and financial plan and report available	RACE 2 operational and financial plan	Operational and financial plan and report MEHE		Yearly





# ENERGY SECTOR

## PEOPLE IN NEED



3,309,487

## PEOPLE TARGETED



1,119,172

## REQUIREMENTS(US\$)



2018 99.2 million

2019 172 million

## PARTNERS



10

## GENDER MARKER



2a

## CONTACTS

### LEAD MINISTRY

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### COORDINATING AGENCY

UNDP

Noritaka Hara  
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## SECTOR OUTCOMES

### Outcome #1



\$39.1 m

Increase energy production through implementation of renewable energy sources.

#### Indicators

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

### Outcome #2



\$7.5 m

Reduce energy demand due to implementation of energy efficient initiatives.

#### Indicators

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

### Outcome #3



\$51.6 m

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

#### Indicators

Number of persons reached through installation of necessary equipment to reinforce the transmission network.

Number of persons reached through installation of necessary equipment to reinforce the distribution network.

### Outcome #4



\$1 m

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

#### Indicators

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

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	51% Female	49% Male
Lebanese	1,500,000	626,707	319,620	307,086
Displaced Syrians	1,500,000	492,464	251,157	241,307
Palestine Refugees from Syria	31,502			
Palestine Refugees in Lebanon	277,985			

## Situation analysis and context

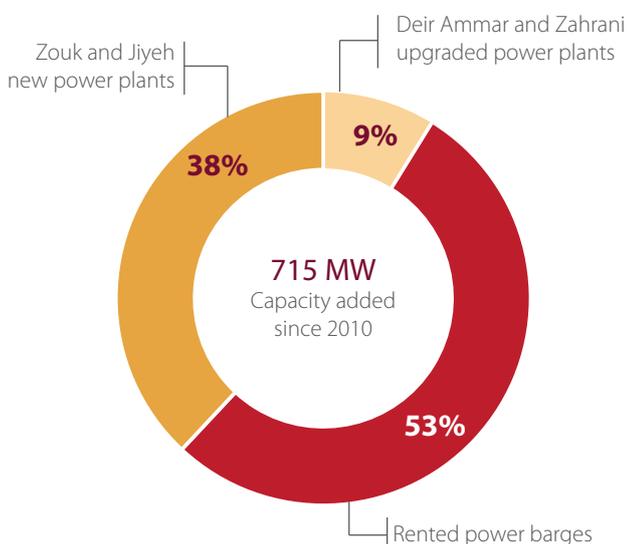
The increased electricity demand caused by the Syrian Crisis has created additional stress on Lebanon's already-weak electricity system, and underscored its lack of resilience. A study undertaken by the Ministry of Energy and Water (MoEW) and UNDP revealed an additional 486 megawatts (MW) of power supply are needed to cover the increased demand of the 1.5 million displaced Syrians in Lebanon.<sup>i</sup>

In 2010, prior to the onset of the Syrian Crisis, the Government of Lebanon (GoL) recognized the critical need to address energy-sector issues and endorsed a Policy Paper for the Energy Sector in June 2010.<sup>ii</sup> The paper outlines policies, investments, and reforms aimed at increasing the level and quality of electricity supply, managing demand growth, decreasing the average cost of electricity production, increasing revenues, and improving sector governance. The paper outlines a set of well-articulated initiatives that ultimately aim to improve service delivery and reduce the fiscal burden that the sector places on public resources. Notably, the policy paper also commits to launching, supporting, and reinforcing all public, private, and individual initiatives to use renewable energies to reach 12 percent of electric and thermal supply by 2020. To support this target, the National Energy Efficiency and Renewable Energy Action (NEERA) national financing mechanism was initiated in 2010, targeting initiatives led by the private sector in renewable energy and energy efficiency.

Several projects increasing electricity supply have been initiated since 2010. By the end of 2017, the MoEW and Electricité du Liban (EdL) will have provided an additional 715 MW in energy supply capacity through the following projects:

- The upgrading and rehabilitation of the Deir Ammar and Zahrani power plants, resulting in additional capacity of 63 MW;

### Added Capacity since 2010 (MW)



- The addition of stand-by capacity through rented power barges, providing an additional 380 MW; and
- The establishment of two new power plants in Zouk and Jiyeh (annexed to the existing plants), adding 272 MW to the national grid.

To date, EdL has 2,720 MW<sup>1</sup> of installed capacity (not necessarily generated) available at peak supply, which is almost 80 percent of the current peak demand of 3,400 MW.<sup>2</sup>

In addition, significant progress has been made toward the GoL's renewable energy goal. In 2016, the cumulative installed capacity of solar photovoltaic (PV) electricity reached 23.07 MW, representing a 112 percent growth rate in 2015; solar PV accounted for 0.26 percent of the EdL's total electricity generation in 2016.<sup>iii</sup> Total investment in the solar PV sector grew by 71 percent from 2015, amounting to over US\$57 million, 49 percent of which was funded by the NEERA loan programme, indicating that these types of soft loans are beneficial to the Lebanese renewable energy market. Even though this growth was achieved by small-scale projects (the average size of each project is 37 kilowatts (kW)), large-scale renewable energy projects are also in progress. In 2017, the MoEW issued a request for proposals for the installation of 180 MW of solar PV. In addition, the Council of Ministers recently approved the permits for private companies to operate wind turbines for electricity generation. The capacity of these wind farms is expected to be 200 MW.

As described above, the implementation of the Government's reform and investment programs is underway, but it is being hindered by financial and political obstructions. Until these programmes are fully implemented, Lebanon's electricity sector will continue to underperform, and therefore remain a significant burden on public resources. The sector will therefore continue to be highly vulnerable to the shock of increased demand brought about by the displacement of a significant Syrian population to Lebanon.

In addition to simply having insufficient installed generating capacity, the efficiency of the existing system is below normal levels due to poor maintenance, deterioration of facilities, high losses, and the need for reinforcement of the transmission network. Already in 2010, the electricity losses were estimated at 15 percent by technical losses, 20 percent by non-technical losses, and 5 percent by uncollected bills.<sup>iv</sup>

Deteriorating and inadequate infrastructure has resulted in poor reliability and inadequate levels of electricity supply. Service delivery standards are low compared to other countries with similar per capita GDP. Even prior to the Syrian Crisis, Lebanon suffered extensive load-shedding, with supply cuts in Beirut of at least 3 hours per day and up to 12 hours per day outside of Beirut. The

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

(2) 3,400MW includes demand of all consumers on Lebanese territory.

majority of consumers are therefore forced to rely on costly and environmentally unfriendly diesel generators to provide the balance of their electricity requirements.

The sector is causing a massive drain on the GoL, which subsidizes the cost of fuel used in EdL's power plants. The sector cost the Government \$3.056 billion in 2014, \$2.056 billion in 2015, and \$2.1 billion in 2016.<sup>3</sup>

With tariffs set below cost recovery, high system losses, and low revenue collections, the sector is entirely reliant on public resources to subsidize the purchase of fuel for power generation.

In September 2015, the GoL signed the UN's resolution regarding the adoption of 17 Sustainable Development Goals (SDG), the seventh of which is: Ensure access to affordable, reliable, sustainable, and modern energy for all. To this end, the MoEW is currently collaborating with the Prime Minister's Office to draft the Energy chapter of the National Strategy for Sustainable Development, which is in line with the Government's Policy Paper and renewable energy strategies. The World Humanitarian Summit in 2016 placed the SDGs at the core of humanitarian response planning; SDG6 (access to water and sanitation), SDG3 (access to healthcare) and SDG4 (access to education) depend largely on the availability of electricity (SDG7).

## 1.1 Impact of the Crisis on the Lebanese Electricity Sector

The displacement of a significant Syrian population to Lebanon due to the ongoing crisis is placing additional stress on an already weak and inefficient electricity system. The most immediate impact of this additional population is evident through a significant increase in electricity demand. This increase is created by:

- The connection of improvised accommodations such as informal settlements, collective sites, substandard shelters, and unfinished buildings to the electricity grid;
- Increased residential load where refugees are being hosted in Lebanese households;
- Increased residential load where refugees are renting accommodations; and
- Increased load from hotels and other rented accommodations, where occupancy is above normal rates.

Already before the crisis, the Lebanese energy sector was weak, inefficient, and unable to meet the electricity demand. It had reached a point where electricity reliability and service delivery had become significant impediments to economic development, and where financial sustainability was unattainable without major reform.

The additional demand created by the displaced Syrians is therefore an increased burden on a deficient

system. The increased demand created by the increase in population is either being met through privately operated generators or through illegal connections to the national grid (approximately 45 percent<sup>4</sup> of displaced Syrians have such connections). These illegal connections result in significant technical damage to the grid and increase maintenance and reparation costs, resulting in additional losses to the electricity sector. This leads to reduced supply quality and quantity, and lost economic opportunities for the Lebanese population.<sup>4</sup>

The fees collected for every supplied kilowatt hour (kWh) do not cover the production and operation costs, and therefore do not allow further rehabilitation or extension of the grid. This is further exacerbated by the unpaid bills of customers illegally connected to the grid.

Moreover, and based on a UNHCR assessment,<sup>v</sup> significant electricity fees are being paid by the displaced Syrians to EdL, as well as for the use of privately owned generators, which is increasing their already fragile economic situation.

It is also important to understand that energy is a cross-cutting element along all sectors, and the exacerbated situation of electricity supply has negatively impacted the following social and security problems:

1. In addition to their uncovered operation and maintenance costs, the expenses of the Water Establishments (WE) have greatly increased due to their reliance on diesel generators to operate pumps at water sources to meet the required water demand. Furthermore, the electricity cuts lead to insufficient treatment of wastewater, causing a threat to public health and to the environment;
2. The lack of electricity results in dark roads and contributes to security-related problems. Municipalities are forced to prioritize renewable energy for street lights to reduce robberies and other security issues;
3. Healthcare institutions are forced to rely more on private generators due to the insufficient supply hours and the poor quality of the supplied electricity;
4. The electricity bills of public schools have doubled since the crisis, as they provide double shifts to ensure education for displaced Syrian children;
5. Due to the inadequate electricity supply, Lebanese enterprises are facing increased costs, disruption of production, and reduction of profitability, resulting in a major impediment to the business environment and loss of economic opportunities;<sup>vi</sup> and
6. The environmental cost of the additional reliance on diesel generation has not been calculated, but should also be considered. It is important to assess the indirect costs of using fuel for household heating and transportation, and their impact on greenhouse gas emissions. The environmental impacts on air quality and on people's health have been looked

(3) The decline in value of subsidies in 2015 and 2016, relative to 2014, is due to the decline in the cost of fuel in the world.

(4) Bad electricity supply causes economic losses to businesses, which would be more productive if electricity supply was improved and if the costs of private generators were reduced.

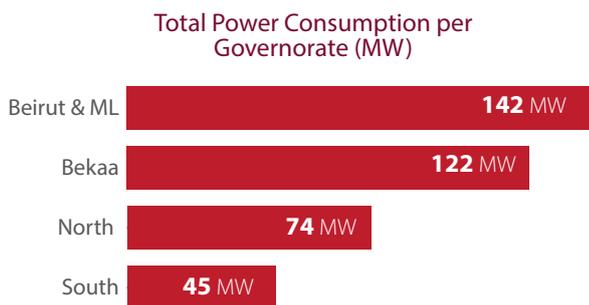
at briefly in the Environmental Impact Assessment of the Syrian Crisis,<sup>vii</sup> but need further investigation and study.

The unexpected increase in demand makes upgrading of the electricity infrastructure essential in order to provide this service in line with national norms and standards, safely and equally to all. In the Lebanese context, electricity is a humanitarian need, directly linked to the provision of vital services and, to a large extent, to security and social stability.

## 1.2 Quantified Impact on Lebanon's Energy Sector

The MoEW, in collaboration with UNDP, has conducted a study entitled "The Impact of the Syrian Crisis on the Lebanese Power Sector and Priority Recommendations."<sup>iv</sup> The study calculates an additional electricity generation requirement of 486 MW<sup>iv</sup> to supply the demand of 1.5 million displaced Syrians, which takes into account 15 percent technical losses at the generation level. The distribution of the electricity consumption of displaced Syrians across the Governorates is shown in Figure 1 below.<sup>iv</sup>

### Power Consumption of displaced Syrians



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

- A. Needs of the Government to cover the cost of supplying electricity to the displaced Syrians

The yearly consumption of Syrian households amounts to 2,013 Gigawatt hours (GWh)/year<sup>5</sup> – an average power consumption of 428 MW, or an equivalent capacity that should be generated by EdL's existing power plants of 486 MW.<sup>6</sup> Knowing that the average production cost is currently USC13.5/kWh (USC/kWh),<sup>7</sup> and that fees are collected at a subsidized rate of 8.97 USC/kWh (equally from Lebanese and others), the cost of providing an additional 486 MW is estimated at \$313 million in 2016, causing an estimated deficit<sup>8</sup> of \$222 million per year. These losses are covered by the GoL, which already lacks the means to cover its subsidies to the sector, and is therefore not in a position to afford additional expenses.

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

(6) This figure is the capacity required at production level to supply energy at a consumption level equivalent to 428 MW plus 15 percent to account for technical losses.

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

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

At least 45 percent of the electrical connections of Syrian households to the grid are done in an illegal manner, which not only implies lost sales to the already exhausted Government and EdL, but also incurs technical losses on the grid and deprivation of other legally connected customers of proper electricity.

- B. Cost to Lebanese consumers of alternative electricity supply

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

Therefore, the overall losses on Lebanon's energy sector resulting from displaced Syrians is \$333 million per year, or \$1.33 billion between 2017 and the end of 2020.<sup>9</sup>

## 1.3 Challenges and Ongoing LCRP Interventions in the Energy Sector (2017)

The main challenge of the sector remains raising funds and advocating for the importance of the sector. Electricity in Lebanon remains a controversial issue: the challenges that the sector faced prior to the Syrian Crisis have been severely exacerbated by the extra consumption of electricity, causing more losses to the Government and to the Lebanese population, as described above.

As of July 2017, five partners were actively implementing projects in the Energy sector. The current projects implemented by these partners focus on installation of renewable energy equipment and rehabilitation of the electricity distribution networks. In terms of the installation of renewable energy, off-grid street lighting has been installed in 39 vulnerable municipalities. The implementation of several other renewable energy projects is in progress. 79,000 of 277,140 targeted individuals are benefiting from improved electricity supply through the installation of new transformers. Through a project that aims at the prevention of illegal connections, a total of 214 legal electrical connections, along with net metering systems, have been installed in Bekaa, Akkar, Baalbek, and the North.

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

## Overall Sector Strategy 2018-2020<sup>10viii</sup>

The overarching objective of the Energy sector in Lebanon is to improve access to electricity at agreed minimum standards to households affected by the Syrian Crisis, and across sectors providing vital services. It aspires to provide electrical services to Lebanese host communities and displaced Syrians in an equitable manner, while also reducing the negative impact of the crisis on the environment and limiting the financial impact on the Lebanese Government and consumers. This overall objective is summarized in the following impact statement:

By the year 2020, all vulnerable populations in Lebanon will have improved, equitable, and gender-appropriate access to electricity in terms of quality, quantity, and sustainability.

By enhancing electrical services and capacity at the national and local level in a sustainable manner, the Energy sector contributes to the LCRP's third objective of supporting service provision through national systems, and the fourth objective of reinforcing Lebanon's economic, social, and environmental stability. Thus, the theory of change of the Energy sector toward these overall objectives is as follows.

To achieve the third objective, the Energy sector must increase the capacity of electricity generation to fill the supply/demand gap, expanded by the influx of displaced populations, in an environmentally friendly manner. In addition, the rehabilitation and reinforcement of the electricity network are critical to increase the network's capacity to deliver quality electricity to additional end-users, especially to the most vulnerable people and communities. For that to happen, it is essential to enhance the capacity of implementing partners, such as the MoEW and other actors, which have been overburdened due to the crisis response. As for the fourth objective, it is reported that the increased electricity generation by diesel generators is affecting air pollution in Lebanon. To mitigate that impact, reduction of electricity demand is needed.

Before the outbreak of the Syrian Crisis, the MoEW had been improving Lebanon's electricity infrastructure, guided by the Policy Paper for the Electricity Sector (MoEW, 2010) and the other national action plans for renewable energy and energy efficiency. The strategy for the LCRP Energy sector is built on these national strategies, while also taking into account various vulnerability assessments to understand and identify where the most urgent and critical needs exist.

Consequently, the required interventions can be

(10) The Energy sector is guided by the broader strategies and plans of the GoL; principal among these are the Policy Paper for the Electricity Sector (MoEW, 2010); the National Energy Efficiency Action Plan for Lebanon (NEEAP 2016-2020), the National Renewable Energy Action Plan for Lebanon (NREAP 2016-2020), and the Lebanon Environmental Assessment of the Syrian Conflict and Priority Interventions (MoE, 2014) and its updates. In addition, it uses various assessments conducted by MoEW in collaboration with different agencies to understand where the most urgent and critical needs are, such as the "Survey and Assessment of the Implications on Electricity in Lebanon from the Current Syrian Crisis and the Prioritization of Interventions" (UNDP, 2016), the Economic and Social Impact Assessment of the Syrian Conflict in Lebanon (World Bank, 2013), and the Vulnerability Assessment of Syrian Refugees (VASyR, 2016).

summarized as follows:

- Capital investment in generation capacity and associated transmission and distribution networks to meet the additional demand created by the displaced Syrians; and
- Supporting the implementation of the Government's development plans through increased institutional capacity and technical assistance.

While the MoEW continues to implement its Policy Paper for the Energy Sector, a number of short and medium-term projects will be selected and accelerated in order to directly target the impact of the Syrian Crisis on the sector.

### Sector outcomes, outputs and indicators

The strategy is based on four outcomes, reflecting the above-stated overarching objective and impact. The strategy entails five outputs towards implementation, and an overall budget of \$443 million over the remaining three years of the LCRP. In view of the lack of funds disbursed into the Energy sector in 2017, the budget of 2017 is shifted to 2018, where it is estimated at \$100 million, and the targets and budget of the fourth year are equally distributed over 2019 and 2020.

In the following section, outcomes, outputs and activities of the Energy sector under the LCRP are presented together with an implementation plan, target, and budget.

#### Outcome 1: Increase energy production through implementation of renewable energy sources<sup>11</sup>

This outcome seeks to increase the capacity of electricity supply to fill the expanded gaps due to the influx of displaced populations. This outcome is based on the MoEW's study of the implications the Syrian Crisis has had on electricity.<sup>iv</sup>

- Power Consumption: 359,430 kW outside the informal settlements and 30,075 kW inside the informal settlements
- Energy Consumption per day: 5,120,196 kWh outside the informal settlements and 394,434 kWh inside the informal settlements

#### Output 1.1: Renewable energy systems implemented

Activities under this output aim at implementing projects that can partly satisfy the additional energy requirements through renewable energy sources, while providing affordable alternative energy to vulnerable people. Based on Lebanon's current market and legal situation, and technical studies, the activities listed below are proposed as cost-effective interventions and

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

used for the calculation of the required budget.

a. Solar water heaters for residential facilities:

This activity optimistically targets a total number of 291,222 households divided equally between vulnerable Lebanese and displaced Syrians. If fully implemented, this activity would save 750,000 megawatt hours (MWh) per year and cause a yearly reduction in carbon dioxide emissions of 500,000 tons. It demands the biggest share of the sector's budget, amounting to around \$261 million throughout the planning period, but is a sustainable measure that would remain a renewable energy source for the Lebanese beyond the current crisis.

b. Solar off-grid lighting around informal settlements and on public municipal streets:

It is recommended to install about 5,000 off-grid solar lighting poles in different outdoor areas – around informal settlements and on main roads in municipalities hosting vulnerable populations. This would ensure safer movement for both Lebanese communities and displaced Syrians. The total budget is \$6 million.

c. Solar pumping for public wells:

Water Establishments have been suffering from additional expenses on private generators to supply additional volumes of water to localities with a high concentration of displaced Syrians. Providing solar panels to power pumps at public wells would reduce the generator bills, and would be an environmentally friendly energy source that requires minimum maintenance. The maximum estimated installed capacity is 7 megawatt-peak (MWp),<sup>12</sup> and can be distributed among vulnerable localities according to the pumping requirements and land availability surrounding the public well. The total budget is \$10.5 million.

d. Distributed renewable energy power generation:

This activity recommends the installation of decentralized power generation from renewable resources to serve a small community or public institution. This activity targets vulnerable localities and is intended to provide cheaper electricity to consumers, and to alleviate the demand on the national grid. This intervention also addresses the fact that the most affected areas are those where electricity transmission is very weak and the distribution systems are overloaded. The common

technologies for decentralized power generations are as follows:

- Solar PV (including the hybrid system with grid-electricity and diesel generator);
- Biomass energy utilization (e.g. biogas, solid waste incineration (waste-to-energy));
- Ground source heat pumps;
- Micro-hydropower;
- Small-wind turbines; and
- Cogeneration systems (combined heat and power systems).

The National Renewable Energy Action Plan for Lebanon (NREAP 2016-2020) lays out the potential of these technologies and national implementation strategies in broader contexts. Furthermore, the technical guidelines for these technologies in the Lebanon context are available on UNDP's website<sup>13</sup> and the Lebanese Center for Energy Conservation (LCEC) will be able to provide sector partner with technical and coordination assistance to support effective and efficient project formulation.

For the case of solar PVs, the maximum estimated installed capacity is 7.5 MWp and can be distributed among the different Governorates. The total budget allocated to this activity is \$11.25 million between 2018 and 2020.

**Outcome 1: Summary of Proposed Activities, Energy Savings and Budgets for 2018-2020:**

The required budget to achieve Outcome 1 is estimated based on the proposed activities. The implementation of these activities under Output 1.1 will reduce the demand on the national grid and the distribution and transmission networks, decrease the losses on EdL, and, more importantly, provide better-quality and cheaper electricity to both the Lebanese host communities and displaced Syrians, and as such impact positively their economic vulnerability.

Table 1: Summary of Proposed Activities, Energy Savings and Budgets for 2018-2020 for Outcome 1:

Source	Energy Saving in 2018 (MWh/yr (15%))	Budget 2018 (\$)	Energy Saving 2019-2020 (MWh/yr (85%))	Budget 2019-2020 (\$)	Total yearly CO2 emissions reduction (tons)
Solar water heating for residential facilities	112,500	35,000,000	637,500	198,000,000	500,000
Solar off-grid lighting	328.5	900,000	1,861.5	5,100,000	1,423
Solar pumping	1,680	1,575,000	9,520	8,925,000	7,280
Distributed renewable power generation	1,800	1,687,500	10,200	9,562,500	7,800
<b>Total</b>	<b>116,309</b>	<b>39,162,500</b>	<b>659,081</b>	<b>221,587,500</b>	<b>516,503</b>

(12) Based on estimation of land availability around areas with high concentration of refugees.

(13) www.cedro-undp.org

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

While Outcome 1 targets the upstream/supply side of electricity provision, Outcome 2 targets the downstream, demand-management side of the sector. Through the activities under this Outcome, energy efficiency measures will be deployed with the aim of reducing energy consumption in Lebanese communities, shelters for displaced Syrian, schools, healthcare centres, hospitals and social development centres. In these locations, electricity is primarily used for heating, domestic-water heating, lighting, and cooking (mainly in residential facilities).

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

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

This output aims at reducing energy consumption and thereby alleviating the increased burden of electricity costs among vulnerable people by implementing energy efficiency measures. Based on the type of shelter/facility and the same population assumptions as in Outcome 1, the following energy efficiency activities are proposed:

#### a. LED lighting and solar cookers in households:

The needed number of LED lamps is estimated to be eight for households not residing in informal settlements and two for households residing in informal settlements, which is equivalent to 2,415,000 lamps for the 333,869 displaced Syrian households targeted. Also, it is assumed that electric stoves can be successfully replaced by solar cookers in 20 percent of the households, equally divided between vulnerable Lebanese and displaced Syrians.

Improved lighting would foster protection of women and children and would ensure a higher degree of safety in buildings and households. These energy-efficient measures would reduce the electricity bills of consumers as well as alleviate the demand on the national grid. The total budget is \$35.4 million.

#### b. LED lighting and lighting control in public schools:

This proposed measure aims at reducing additional lighting consumption due to the afternoon second shifts in public schools. Installing LED lighting and motion detectors will reduce the electricity bill for these schools. The total budget is \$960,000.

#### c. Energy audits in hospitals and implementation of measures:

According to the Ministry of Public Health, there are 29 Governmental hospitals in Lebanon.

Energy audits are required in hospitals in order to identify the energy consumption profiles and implement recommended energy efficiency measures. The measures would be mainly related to efficient lighting, lighting

control, and water heating. Reducing electricity demand in hospitals will improve the quality of the supply, and as such will reduce their reliance on private generators and the consequent expenses. The total budget is \$6.3 million.

#### d. Walk-in energy audits in PHC, SHC, SDC and implementation of measures:

As per the Ministry of Social Affairs and the Inter-Agency Information Management Unit, there are 220 primary healthcare centres (PHC), 128 secondary healthcare centres (SHC), and 220 social development centres (SDC) in Lebanon.

In such types of facilities, a walk-in energy audit is sufficient to replace conventional lighting with LED lighting. Reducing electricity demand in these facilities will improve the quality of the supply, and as such will reduce their reliance on private generators and the consequent expenses. The total budget is \$6 million.

#### e. Energy Saving Measure in the Agriculture Sector – Variable Speed Drives (VSD) for Water Pumps

Increasing water scarcity is threatening the agriculture sector in Lebanon. With a total of 841 public wells in Lebanon, the total discharge amounts to 248,775,097 m<sup>3</sup>/year.<sup>ix</sup> Thus, it is critical to promote rational and efficient use of water resources. By installing variable-speed drives (VSD) on water pumps, the energy consumption would be reduced by 50 percent, resulting in major energy savings to Water Establishments and a reduction in electricity and fuel bills. This technology will allow farmers to save energy and money when using irrigation pumps, and will lead to a rational use of water resources and reduced pressure on groundwater, benefiting the Energy, agriculture, and Water sectors. The total budget is \$1.5 million (corresponding to VSD pumps in 340 public wells).

## **Outcome 2: Summary of Proposed Activities, Energy Savings and Budgets for 2018-2020:**

The required budget and its energy saving effect to attain Outcome 2 is calculated on the basis of the proposed activities.

Table 2: Summary of Proposed Activities, Energy Savings and Budgets for 2017-2020 for Outcome 2:

Source	Energy Saving in 2017 (MWh/yr)(15%)	Budget 2017 (\$)	Energy Saving 2018-2020 (MWh/yr) (85%)	Budget 2018-2020 (\$)	Total yearly CO2 emissions reduction (tons)
Indoor LED Lighting	13,487	4,350,000	76,424	24,650,000	56,200
Solar Cookers	12,994	963,000	73,631	5,457,000	56,300
Schools – Indoor LED Lighting	151	120,000	857	680,000	655
Schools – Motion Detectors	-	24,000	-	136,000	-
Hospitals – Energy Audits	-	290,000	-	-	-
Hospitals – Measures Implementation	-	900,000	-	5,100,000	-
PHC, SHC, SDC – Walk-in Energy Audits and Implementation	-	900,000	-	5,100,000	-
Horizontal Measure – VSD for Pumps	3,358	225,000	19,031	1,275,000	14,933
<b>Total</b>	<b>30,000</b>	<b>7,772,000</b>	<b>170,000</b>	<b>42,398,000</b>	<b>128,100</b>

Following the implementation of Outcome 1 and Outcome 2 above, the total load reduction from the national grid will be 975,400 MWh/year, or 191 MW/year.

The energy consumption by displaced Syrians that remains to be covered is 2,314,706 - 975,400 MWh/year = 1,339,306 MWh/year, equivalent to 256MW/year.

Irrespective of the source of power production, the increased load borne by the transmission and distribution networks requires rehabilitation and/or reinforcement of the networks, as detailed in the following sections.

	Energy Saving 2018 - 2010 MWh/year	Budget 2018-2020 M\$	Total yearly CO2 emissions reduction (tons)
Outcome 1	775,400	260.75	2,066,012
Outcome 2	200,000	50.17	512,400
<b>Total 1 + 2</b>	<b>975,400</b>	<b>311</b>	<b>2,578,412</b>

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

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

#### Output 3.1: Transmission network reinforced through the installation of HV/MV transformers

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

Currently, the transmission network is being rehabilitated and upgraded as per the National Electricity Policy Paper, with the following projects being implemented by MoEW under law 181/2011:

1. Substations: 3 Gas-Insulated Switchgears, 220 kV, in

Dahieh, Achrafieh, and Bahsas;

2. New transformers: 6 new 70 Mega Volt Amps (MVA) have been added in existing substations in Deir Nbouh, Deir Ammar, Zouk, Bsalim, Zahrani, and Sour;
3. Capacitor banks have been added inside remote substations to sustain the level of voltage in Nabatieh, Sultanieh, Labiue, Hermel, and Qobayyat;
4. A 66 kV double-circuit overhead transmission line from Deir Nbouh to Baalbeck, passing through the substations of Bared, Halba, Qobayyat, Hermel, Laboue, Bidnayel and Baalbeck has been installed; and
5. EdL is executing two 220 kV substations in Saida and Baalbeck.

Hence, a total of around 1100 MVA are currently being added to the capacity of the transmission network.

Regions with large populations of displaced Syrians are fed by substations on the 66 kV network. Most of these substations are overloaded. They require rehabilitation and upgrading, as well as reinforcement of the corresponding 66 kV overhead transmission lines.

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

In conclusion, and based on the ongoing MoEW study on power consumption rates per Caza, it can be deduced that the following substations should be upgraded or completely reconstructed, depending on the available space. The table below shows work currently under execution or planned to be carried out by MoEW/EdL. If implemented, these works would result in better voltage-quality of the electricity supplied to consumers, a reduction in the losses of the transmission system, and, consequently, an increase of supply hours.

Table 4: Summary of Outcome 3:

Governorate	66 kV outgoing Bay	66 kV incoming Bay	20 MVA transformer	40 MVA transformer	MV Switchgears	Current Works by MoEW/EDL
Hermel	2	1	1		1	upgrading the 66 kV Overhead Transmission Line (OHTL)
Laboueh	2	1	1		1	
Anjar	2	1	1		1	
JibJanine	2	1	1		1	
Marjeyoun	2	1	taken From Nabatieh SS		1	upgrading the 66 kV OHTL from Sultanieh to Marjeyoun S/S
Nabatieh				1	1	
Beiteddine	2	1	1		1	EDL is upgrading the 66 OHTL
Sibline				1	1	
Kobayat	2	1	1		1	MoEW is upgrading the 66 kV OHTL linking Kobayat to Halba and Hermel S/S.
Halba	2	1	1		1	MoEW is upgrading the 66 kV OHTL linking Halba and Kobayat and Bared S/S.
Total (Units)	16	8	7	2	10	
Estimated Budget (\$/Unit)	250,000	250,000	300,000	450,000	500,000	
<b>Total Budget 2017-2020 (\$)</b>				<b>14,000,000</b>		

### Output 3.2: Distribution network reinforced through the installation of MV/LV transformers

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

1. Primary distribution cables (MV feeders) carry the medium voltage to MV/LV transformers. These cables can be underground or overhead;
2. Transformers, supported with network-protection devices and accessories, reduce the medium voltage to low voltage ; and
3. Poles and cables, through which LV current is carried to consumers.

In the context of implementing the Policy Paper, the majority of the distribution network in Lebanon has been rehabilitated in all Lebanese areas since 2010.

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

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

Today around 18,200 transformers service more than 5.85 million Lebanese and displaced, which implies that each unit is servicing 320 people, instead of 220 people, as planned before the crisis.

To address this situation, a number of projects have been proposed to mitigate the effects of the additional electricity consumption. These projects will provide reliable access to electricity, reduce the technical losses in areas of high consumption, and provide displaced Syrians with more reliable power to cover their needs.

To account for the 486 MW generated and servicing additional populations, MV/LV transformers and their related poles, cables, network protection devices, and accessories require the provision of 2,250 fully operational transformers (their distribution depends on population consumption and density).

In general, it is necessary to rehabilitate 1,535 of the existing 18,200 transformers and to install 700 new transformers in highly vulnerable communities in order to improve services to both Lebanese and displaced Syrians. However, a more detailed assessment will be conducted to make sure that rehabilitation work is done on transformers that have been damaged or are underperforming as a result of the additional load.

To have a significant impact by the end of 2018, it is planned to rehabilitate 40 percent, or 280, of the transformers in the coming year, and to add 614 new ones. The proposed work would cost around \$46 million out of a total budget of \$115 million over three years.<sup>1</sup>

For a baseline population of 1.5 million displaced Syrians, the cost/person/month, corresponding to the cost of rehabilitating a portion of the distribution network, does not exceed \$1.6/person/month or 19\$/year.

If this proposed work on the distribution network is implemented, Lebanese host communities and displaced

(1) Excluding design and supervision costs.

Syrians would feel an improvement in the quality of the electric current supplied, and an increase in the number of hours supplied. As such, their reliance on private generators would decrease, and their bills would be less of a burden. It is also expected that these works would decrease illegal connections to the grid and the losses in the system.

In addition to the rehabilitation of transformers, it is also crucial to prevent illegal connections to reduce the technical loss through the distribution system and appropriately recover the cost of electricity generation.

**Proposed Activities:** In summary, the table below shows the proposed mitigation work on the distribution network in the coming three years.

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

##### **Output 4.1: MoEW staff specializing in different areas of the Energy sector provided**

The Energy Sector Policy Paper is, for the most part, being implemented by a group of specialized experts and consultants under the employment of the Ministry, who have become overburdened in responding to the impact of the Syrian Crisis.

Therefore, to implement and manage the activities proposed in this strategy, a dedicated team of experts and consultants is required to provide necessary support, due diligence, and supervision.

*Table 5: Summary of Outcome 3.*

Governorate/ District	Estimated No. of New Transformers	Estimated No. of Rehab. Transformers	MV Feeders / OH	MV Feeders / UG	Total Budget Per Region (\$)
Akkar	50	111	2	1	8,273,042
North	99	217	4	2	16,209,642
Bekaa	79	174	3	2	12,987,253
Baalbek-Hermel	57	124	2	1	9,274,351
Beirut	56	123	2	1	9,189,064
Mount Lebanon	242	531	10	5	39,710,475
South	74	161	3	2	12,068,642
El Nabatieh	43	95	2	1	7,117,280
<b>Grand Total</b>	<b>700</b>	<b>1,535</b>	<b>29</b>	<b>16</b>	<b>114,829,750</b>

The international community is requested to provide immediate support to ensure sufficient institutional capacity to oversee implementation and completion of the above-mentioned projects and the short term improvement interventions in electricity supply.

MoEW estimates the budget for a team of senior and junior consultants for the implementation of the above plan, for three years, at \$3 million.

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

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

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

As for the Palestine Refugees in Lebanon and Palestine Refugees from Syria living in camps in Lebanon, the MoEW and EdL have pending claims with UNRWA extending from 2003 until 2014. These claims are currently being handled by the Ministry of Foreign Affairs. As such, MoEW is in no position, thus far, to take into account the demand of these populations within the

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

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

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

Population assumptions under Outcomes 1 and 2 are based on the MoEW's study of the implications of the Syrian Crisis on electricity.<sup>iv</sup>

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

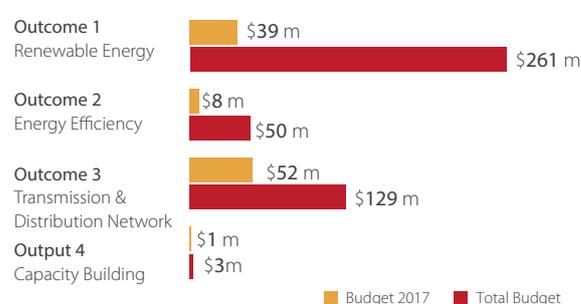
The sector's response targets the needs of the most vulnerable first, using the following criteria to prioritize activities and projects:

4. Focus on geographical areas with the highest concentration of affected people and with no/poor access to sufficient quantity, quality, and continuity of services related to electricity;
5. Implement pre-planned priority projects that are part of the GoL's strategies and masterplans, which ensure vital service provision to the most vulnerable communities in a sustainable manner;
6. Focus on the highest risks of environmental degradation in areas with the highest concentrations of displaced Syrians, impacting natural resources;
7. Focus on areas presenting security challenges and social stability issues;

8. Focus on vulnerable groups, households, and individuals (i.e. female/child-headed households, elderly or disabled persons and minors, children in schools or hospitals) for specific assistance;
9. Focus on public institutions providing vital services to displaced Syrians and to vulnerable host communities affected by their presence.

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

#### Energy Sector Budget



Population Cohort	Total Population in Need	Targeted Population	No. of Female	No. of Male
Lebanese	1,500,000	626,707		
Displaced Syrians	1,500,000	492,464		
Palestine Refugees from Syria	31,502	-	-	-
Palestine Refugees in Lebanon	277,985	-	-	-
<b>GRAND TOTAL</b>	<b>3,309,487</b>	<b>1,119,172</b>	<b>570,777</b>	<b>548,393</b>

Type of Institutions	Total	Targeted
<b>Individuals</b>		
Municipalities	1005	TBD
Unions of Municipalities	46	TBD
Hospitals/healthcare institutions (PHC, etc)	597	90
Public Schools	160	24
Central Ministries	1	MoEW
Electricite du Liban	1	1
Water Establishments	4	4
<b>Communities</b>		
Governorates	8	8
<b>Sites</b>		
Informal Settlements	4,312	4,312
Palestinian Camps	12	TBD
Palestinian Gatherings	42	TBD

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

### Conflict Sensitivity

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

### People with Specific Needs

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

### Environment

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

## Inter-sector linkages

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

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

To host displaced Syrians, a large number of public schools are now providing second shifts, which strain the

operational capacity of the schools. The implementation of energy efficiency and renewable energy measures are a cost-effective way to reduce the **electricity bills of schools**. The Energy sector will coordinate with the Education sector and the Ministry of Education and Higher Education to mainstream these measures in the construction and rehabilitation of schools.

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

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

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

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

**Protection & Social Stability:** Solar street lighting around public spaces (e.g. municipal roads) will enhance security within the communities and contribute to the protection of vulnerable populations and social stability between host communities and displaced Syrians. Installation of solar street lighting or replacement with

LED lighting would be considered for this purpose. To improve the quality of electricity supply at the municipality level, the installation of transformers could be an effective intervention. MoEW has been undertaking the reinforcement of the distribution network, which is operated and maintained by EdL, by prioritizing the sites based on both local needs and a technical assessment.

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

## Endnotes

- i. Lebanon, Ministry of Energy and Water and UNDP (2017), *The Impact of the Syrian Crisis on the Lebanese Power Sector and Priority Recommendations*.
- ii. Lebanon, Ministry of Energy and Water (June 2010), *Policy Paper for the Electricity Sector*.
- iii. UNDP (2017), *2016 Solar PV Status Report for Lebanon*.
- iv. Lebanon, Ministry of Energy and Water and UNDP (2017), *The Impact of the Syrian Crisis on the Lebanese Power Sector and Priority Recommendations*.
- v. UNHCR, UNICEF, WFP (2016), *Vulnerability Assessment of Syrian Refugees in Lebanon 2016*.
- vi. The World Bank (2013), *Enterprise Surveys: Lebanon-2013*.
- vii. Lebanon, Ministry of Environment, European Union, UNDP (September 2014), *Lebanon Environmental Assessment of the Syrian Conflict and Priority Interventions*.
- viii. Lebanon, Ministry of Energy and Water (June 2010), *Policy Paper for the Electricity Sector*; Lebanon, Ministry of Energy and Water (March 2016), *Second National Energy Efficiency Action Plan for the Republic of Lebanon: NEEAP 2016-2020*; Lebanon, Ministry of Energy and Water, *National Renewable Energy Action Plan for Lebanon: NREAP 2016-2020*; Lebanon, Ministry of Environment, European Union, UNDP (September 2014), *Lebanon Environmental Assessment of the Syrian Conflict and Priority Interventions*; Lebanon, Ministry of Energy and Water, UNDP (2016), *Survey and Assessment of the Implications on Electricity in Lebanon from the current Syrian Crisis and the Prioritization of Interventions*; UNHCR, UNICEF, WFP (2016), *Vulnerability Assessment of Syrian Refugees in Lebanon 2016*.
- ix. Lebanon, Ministry of Energy and Water and UNDP (2014), *Assessment of Groundwater Resources of Lebanon*.



Displaced Syrians in Barr Elias - Bekaa Valley. Photo credit: UNDP, Rana Sweidan, 15/6/17

## Sector Logframe

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

Indicator 1	Description	Means of Verification	Unit	Frequency
Increase in MWh resulting from installed capacity through renewable energy sources		Direct reporting to LCEC/MoEW	MWh	yearly
 Lebanese	 Displaced Syrians	 Palestine Refugees from Syria (PRS)	 Palestine Refugees in Lebanon (PRL)	
Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020

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

Indicator 1	Description	Means of Verification	Unit	Frequency
Reduction resulting from installed capacity through energy efficient measures in MWh		Direct reporting to LCEC/MoEW	MWh	yearly
 Lebanese	 Displaced Syrians	 Palestine Refugees from Syria (PRS)	 Palestine Refugees in Lebanon (PRL)	
Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020

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

Indicator 1	Description	Means of Verification	Unit	Frequency
Number of persons reached through installation of necessary equipment to reinforce the transmission network		Activity Info and/or direct reporting to MoEW	#	Quarterly
 Lebanese	 Displaced Syrians	 Palestine Refugees from Syria (PRS)	 Palestine Refugees in Lebanon (PRL)	
Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020
	263,912 197,934 197,934	107,828 80,871 80,871		
Indicator 2	Description	Means of Verification	Unit	Frequency
number of persons reached through installation of necessary equipment to reinforce the distribution network		Activity Info and/or direct reporting to MoEW	#	Quarterly
 Lebanese	 Displaced Syrians	 Palestine Refugees from Syria (PRS)	 Palestine Refugees in Lebanon (PRL)	
Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020

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

Indicator 1	Description	Means of Verification	Unit	Frequency
Number of new energy initiatives resulting from capacity development and support to MoEW	Number of projects identified and implemented by the recruited staff at MoEW	Activity Info and/or direct reporting to LCEC/MoEW	# of projects	yearly

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020





## FOOD SECURITY & AGRICULTURE SECTOR

<b>PEOPLE IN NEED</b>	
	1,905,000
<b>PEOPLE TARGETED</b>	
	920,821
<b>REQUIREMENTS(US\$)</b>	
	2018 507.6 million
	2019 TBD
<b>PARTNERS</b>	
	42
<b>GENDER MARKER</b>	
	2a
<b>CONTACTS</b>	
<b>LEAD MINISTRY</b>	
Ministry of Agriculture (MoA)	
Ms. Majida Mcheik Mmcheik@agriculture.gov.lb	
Ms. Amal Salibi asalibi@agriculture.gov.lb	
<b>COORDINATING AGENCIES</b>	
WFP and FAO	
Sirin El Zuhairi (a.i) sirin.elzuhairi@wfp.org	
Bruno Minijauw bruno.minijauw@fao.org	
Elena Rovaris elena.rovaris@wfp.org	

### SECTOR OUTCOMES

#### Outcome #1

 \$69.7 m

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

##### Indicators

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

Number of farmers with enhanced sustainable farming production.

#### Outcome #2

 \$411.8 m

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

##### Indicators

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

Number of households with increased agriculture livelihood opportunities.

#### Outcome #3

 \$18.1 m

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

##### Indicators

Percentage of women with a minimum dietary diversity score.

Number of beneficiaries supported in improved food safety and quality.

#### Outcome #4

 \$8 m

Improve food security stabilization through enhanced information on food security, coordination of agriculture activities and supporting national institutions.

##### Indicators

Percentage of partners considering the coordination work and use of information/access to information of the sector satisfying.

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

### POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	51% Female	49% Male
 Lebanese	500,000	91,644	46,738	44,906
 Displaced Syrians	1,371,000	795,177	405,540	389,637
 Palestine Refugees from Syria	34,000	34,000	17,340	16,660

## Situation analysis and context

### 1.1 Impact of the crisis on food security situation

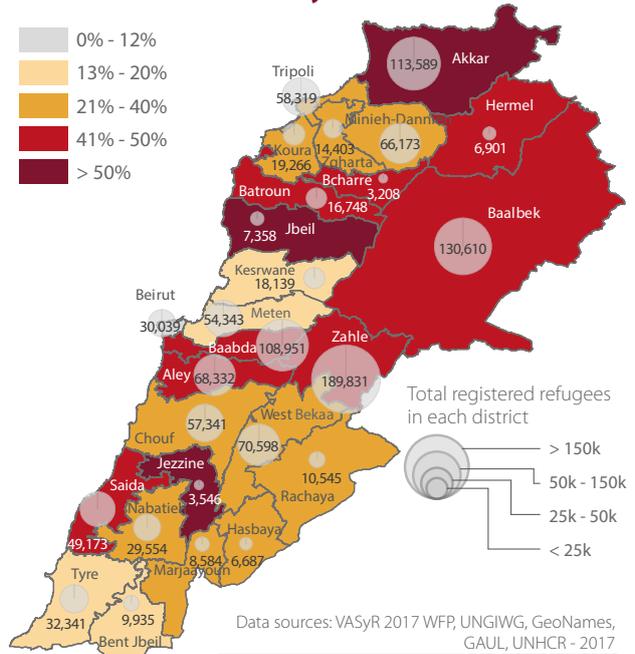
During the seven years, the effects of the protracted Syrian crisis have severely impacted food security in Lebanon. Vulnerable populations including displaced Syrians, Lebanese, and Palestine Refugees from Syria (PRS), have seen their level of food security significantly worsen. The latest results of the Vulnerability Assessment of Syrian Refugees (VASyR) highlight the importance of food over the total household expenditure<sup>1</sup>. Displaced households spent on average US\$ 98 per capita per month, with 44 percent allocated towards purchasing food. 38 percent of the displaced Syrian population, the most food insecure, spent more than 50 percent of their monthly expenditures to buy food.

The food insecurity situation of the displaced Syrians, remained relatively stable in the past year but critical, in spite of the continuous direct food assistance provided. The 2017 VASyR shows a slight decrease in the percentage of food insecure households compared with 2016; 91 percent of the population is now food insecure to some degree, compared with 93 percent in 2016. While the percentage of mildly food insecure households decreased, the percentage of households with moderate and severe food insecurity increased in 2017 with 38 percent of the households falling under these two categories. Mildly food insecure households fell into moderate food insecurity due to protracted economic vulnerability and constraints (such as increased debts, less income opportunities and lack of food or money to buy food). However, the percentage of food secure

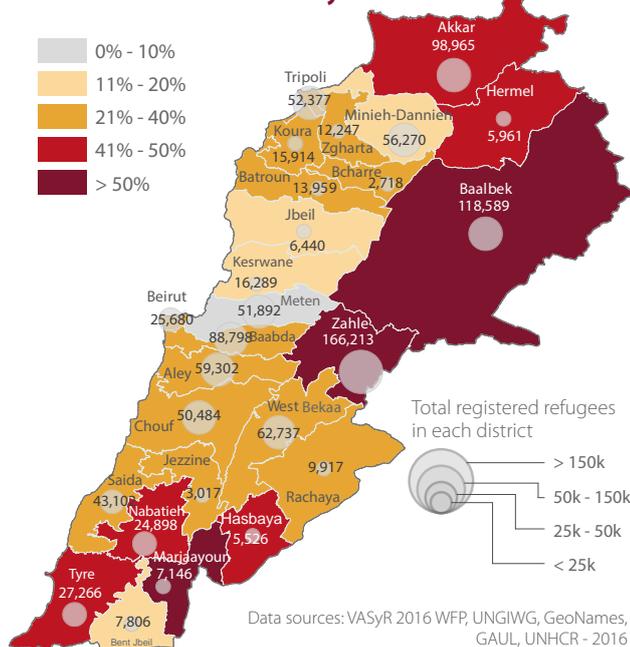
households has increased from seven in 2016 to nine in 2017.<sup>ii</sup>

Compared with 2016, the districts in which moderate and severe food insecurity have increased are: Akkar, Aley, Baabda, Batroun, Chouf, Hermel, Jbeil, Jezzine, Minieh-Dannieh and Saïda. The districts where food security has improved are: Baalbek, Beirut, Marjaayoun, Nabatieh, Tyre and Zahle.

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



**Percentage of households with moderate and severe food insecurity in 2016**



19 percent of the displaced Syrian households sampled were headed by women, an increase of nearly two percent over 2016. Data analysis reveals the vulnerability of households headed by women, and an that this continued to increase in 2017. When considering households that are female-headed, the percentage of food insecure accounts for 95 percent compared with 91 percent among male-headed households.

Food insecurity in 2017 is mainly associated with high economic vulnerability and limited income earning opportunities. 58 percent of households (68 percent for female-headed households and 56 percent for male-headed households) were unable to cover their household survival minimum expenditure per month<sup>1,iii</sup>, while 76 percent (82 percent for female-headed households and 75 percent for male-headed households), fell below the poverty line (\$115.2 per person/month)<sup>2</sup>, compared to 71 percent in 2016. In addition, 40 percent of displaced Syrians households still rely on the WFP food assistance as a source of income.

The percentage of household borrowing money remains extremely high (87 percent) and approximately ¾ of the

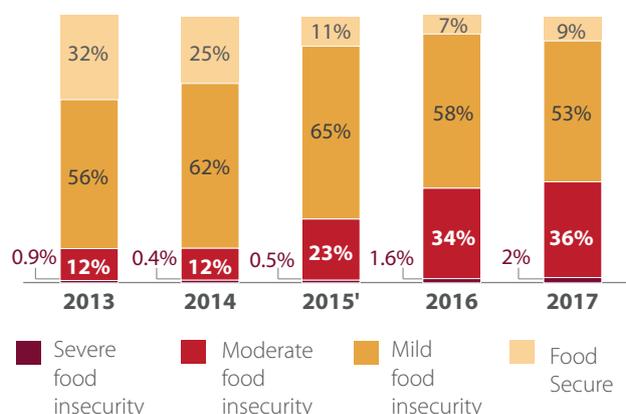
The designations employed and the presentation of material in the map(s) do not imply the expression of any opinion on the part of WFP concerning the legal or constitutional status of any country, territory, city or sea, or concerning the delimitation of its frontiers or boundaries.

(1) As assessed against the Survival Minimum Expenditure Basket (SMEB) of \$435/month for a household of five in Vulnerability Assessment of Syrian Refugees 2016  
 (2) \$3.84 per person per day calculated at 30 days per month.

households borrow money to buy food. The main sources of money borrowed remained friends and relatives in Lebanon (69 percent) followed by supermarket/shops (38 percent) and landlords (9 percent). 43 percent of households have a debt above \$600.

The VASyR 2017 results show a slight deterioration in the food consumption and dietary diversity of displaced Syrians. In 2017, 38 percent of the displaced households had an inadequate diet. For female-headed households the percentage of inadequate consumption reaches 49 percent, compared to 36 percent among male-headed households. The percentage of households experiencing low dietary diversity is 16 percent in 2017 with no changes compared to 2016. Consumption of nutrient-rich healthy food groups, including vegetables, dairy products and eggs, remains low in 2017.

### Percentage of household food insecurity by year



Compared to 2016, the VASyR 2017 shows that households are adopting less irreversible coping strategies such as selling household goods (25 percent compared to 34 percent in 2016) and productive assets such as cars used as taxi or sewing machines (eight percent compared to 16 percent in 2016). 66 percent adopted crisis or emergency coping strategies such as begging or reducing non-food essential expenditure (71 percent for female-headed households and 65 percent for male-headed households). Households are not adopting a single coping strategy, but a combination of food and non-food related strategies. This may reflect households' ability to cope otherwise, but it could also mean that some households have already exhausted these strategies.

In 2015, a baseline study on Lebanese household shows that 10 percent are vulnerable to food insecurity.<sup>iv</sup> These households tend to be headed by widowed, divorced or separated individuals. Notably, female-headed households have a lower food consumption score (77 percent) compared to male-headed households (91 percent). In addition, female-headed households have reported higher instances of food and non-food-related coping mechanisms.<sup>v</sup> According to this data, Akkar is the most vulnerable governorate, with 20 percent of households having borderline or poor food consumption

scores, inadequate dietary diversity and/or insufficient food intake. To cope with the shortfall, 56 percent of Lebanese households reported employing food related coping strategies, of which five percent are heavily relying on severe coping strategies. Over 50 percent of households reported incurring debt in 2014, mainly to purchase food (43 percent, with the highest percentage in Akkar at 61.5 percent); and to buy agricultural inputs (32.5 percent, with the highest percentage in the Bekaa at 62 percent). In general, Lebanese households spend 24 percent of their income on food. Due to limited resources, 49 percent of Lebanese interviewed reported worrying about not having enough food, with 38 percent reporting eating few kinds of food groups, and 31 percent unable to access healthy and nutritious food.

The average household dietary diversity (HDD) in 2015 was 8.72, with wide differences across regions, Akkar being the lowest with 7.8 and Beirut/Mount Lebanon the highest with 9.35. Female-headed households had a similar HDD score as male-headed households with differences in consumption patterns among the different food groups.

Before November 2014, around 85,000 self-registered Lebanese households were deemed eligible to benefit from the National Poverty Targeting Programme (NPTP). After the introduction of the food voucher component of NPTP in November 2014, the Ministry of Social Affairs (MoSA) and the Social Development Centres (SDCs) witnessed a huge increase in the number of applications to the NPTP programme. In 2017, NPTP is conducting a retargeting exercise to update the list of the households covered by the programme.

## 1.2 Impact of the crisis on agricultural livelihoods

Prior to the influx of displaced Syrians, Lebanon suffered from high unemployment rate, poverty rates and stress on the economic growth in general.<sup>3,vi</sup> Agriculture, contributing four percent to Gross Domestic Product (GDP) in 2013,<sup>4,vii</sup> has been equally affected by the crisis. According to the Ministry of Agriculture (MoA) agriculture census of 2010, around 170,000 agricultural holdings across Lebanon ranging from small- to large-scale agriculture and livestock farmers need assistance through improving the agricultural sustainable production, assets and infrastructure, and supporting the agricultural labour market and national institutions, yet MoA is receiving less than one percent of the government budget.<sup>viii</sup>

The farming community in Lebanon, is characterized by high vulnerability and the overall nature of the sector is informal. Based on the MoA census,<sup>ix</sup> 70.2 percent of farming households are considered small-scale farmers, holding 18 percent of cultivated lands, 42 percent of farmers are above the age of 55 and 75 percent<sup>5</sup> are not

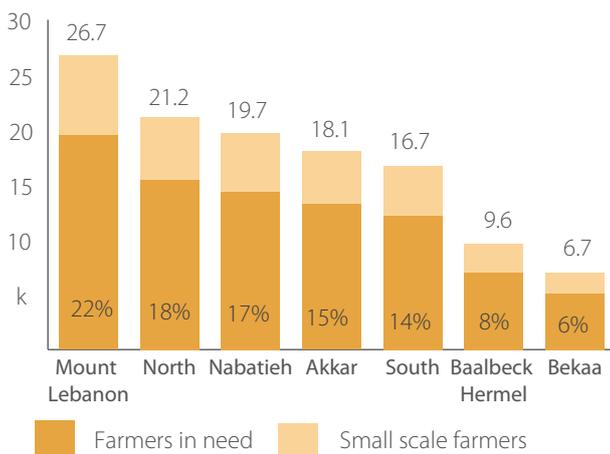
(3) GDP dropped from 9% on average from 2007-2010 to less than 2% since 2011 (World Bank).

(4) The agriculture sector contribution to GDP dropped from 7% on average from 1994-2007 to 4% in 2008-2013 (Lebanon, Central Administration of Statistics - CAS).

(5) The remaining 25% are registered with NSSF as they are also involved in other livelihoods.

registered with the National Social Security Fund (NSSF)<sup>6</sup>; therefore, making farmers among the most vulnerable Lebanese occupational groups. The highest poverty rates are within the agriculture sector, with 40 percent of those employed in the sector considered poor.<sup>x</sup> Women officially represent only 8.5 percent of farmer holdings, due to the traditional gender roles in the country and especially in rural areas, normally registering or reporting agricultural livelihoods sources and assets (specifically land) under the male member of the household.

### Number of Small scale farmers/farmers in need per Governorate (in thousands)



As for employment in the agriculture sector, Lebanon historically is characterized by economic migration of foreign farm workers, particularly Syrians. With the sector employing mainly non-Lebanese, particularly when it comes to seasonal and daily labour, the labour market in agriculture has witnessed both positive and negative implications following the Syrian crisis. With the influx of displaced Syrians into Lebanon, the size of the labour force has increased. Current and past legal residency requirements for displaced Syrians, including obtaining a pledge of responsibility by a Lebanese citizen (employer/sponsor), have significantly increased the proportion of displaced Syrians without legal residency and thereby increased the risks of exploitation for working Syrians. Reinforced security measures led to further challenges to the freedom of movement of displaced Syrians, particularly for adult males.<sup>7,xi</sup> As a result, a significant increase in the number of women and children working in agriculture is witnessed. Based on the preliminary results of the FAO Agriculture Labour study done in 2016, 26 percent of farmers reported employing children under the age of 18 and 16 percent under the age of 15 with the highest prevalence of child labour reported by farmers in Baalbek-Hermel and the Bekaa.<sup>xii</sup> Almost all children working in agriculture are Syrians (97.5 percent of total child labor) with a higher proportion of boys (55 percent) compared to girls (45 percent) according to the same study.

(6) The NSSF is a contributory social safety net that provides social protection to Lebanese through for example health coverage.

(7) Only 20% of Syrian refugee households have valid residency permits for all its members with the smallest number in Bekaa and Baalbek-Hermel (6% each) (VaSyR 2016).

Agriculture plays an important role in the economy of Lebanon. Displaced Syrians are legally permitted to work in agriculture activities, and were traditionally engaged as seasonal workers before the Syria crisis. On average 24 percent of workers were engaged in agriculture in 2017. Of the 8 percent of women who work, just over half (55 percent) are involved in agriculture, compared with 19 percent of working men.<sup>xiii</sup> Based on the VASyR 2017, on average, 15% of households were involved in agricultural livelihood activities. Nine percent of households reported agriculture as their first source of income. The highest percentage of households involved in agricultural livelihood activities were found in Bcharre (60 percent), followed by Jezzine (45 percent), Tyre (42 percent) and Batroun (39 percent). Although agriculture is often cited as an opportunity for livelihood, individuals engaged in agriculture worked 12 days only per month on average. They earned \$9.7 per day, with men earning more than double than women (\$12.4 versus \$6).

The 2016 FAO study estimates that about 85 percent of hired agricultural workers are Syrians<sup>8</sup>, including permanent, seasonal and daily workers, covering skilled and unskilled types of labour. The remaining 15 percent is equally divided among Lebanese and other nationalities, such as Palestinian. Even with the limited legal restrictions on Syrians to work in agriculture, the capacity of the sector to absorb surplus labour and its ability to expand and to compete in export markets is constrained by several structural factors.<sup>xiv</sup>

**Palestine Refugees from Syria (PRS)** are increasingly employing negative food-related coping strategies. The UNRWA-AUB socio-economic survey conducted in June 2015 (considered still valid by UNRWA), revealed that 94.5 percent of Palestine Refugees from Syria are food insecure, 63.2 percent severely food insecure and 31.3 percent moderately food insecure. This reflects an increase of food insecurity by 3.5 percent from the vulnerability assessment conducted in 2014.<sup>xv</sup> The household dietary diversity score was lower at all levels, and the most commonly employed coping mechanism is eating lesser quantity of food, followed by eating the same quantity, but cheaper food. The food insecure particularly tends to compromise on meat, chicken, vegetables, fruit, milk and dairy.<sup>xvi</sup>

The three population cohorts targeted within the Food Security Sector (FSS) have been impacted differently by the crisis, with displaced Syrians and Palestine refugees from Syria directly affected and considered the most vulnerable, and representing 1.5 million of the affected population (1.5 million displaced Syrians and around 34,000 Palestine refugees from Syria). On the other hand, the Lebanese community was affected at both the micro and macro levels. As such, the sector targets all these communities based on their specific needs.

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

(8) Plant production generally requires more labour compared to livestock production, as such the main analysis was done only on plant production.

The economic repercussions and the unstable security situation have impacted the agricultural economy and food production capacity all over Lebanon.<sup>xvii</sup> Farmers who have traditionally relied on agricultural inputs and services at subsidized/cheaper rates from Syria continue to face an increase in input costs, and are struggling to keep up production. Furthermore, farmers and pastoralists are unable to cope with the escalating feed prices and decreasing value of their animals and the prices of their animal products, and are facing a high risk of outbreaks of pest and livestock contagious diseases.<sup>9</sup>

However, the most significant impact of the Syrian crisis on agriculture has been in form of the disruption of trade routes to the Gulf Cooperation Council countries and Iraq, which is having a negative impact on the country's export of agricultural products to these lucrative markets, particularly exports of fresh produce, mainly fruits and potatoes. Farmers' income is also affected by this disruption of trade routes, and the increased cost of processing, storing and transporting goods to markets.<sup>xviii</sup> The closure of the last border crossing between Syria and Jordan in March 2015 forced Lebanese exporters to rely on the more expensive sea shipment, resulting in drastic rise in transport costs and a significant loss of market shares, particularly in the Gulf and Iraqi markets.

The Government of Lebanon adopted several measures to support farmers directly or indirectly affected by the Syrian crisis. This has included subsidies for sea shipment of agricultural exports, compensation to all apple growers due to a sharp drop in prices caused by lower exports, and to cherry farmers in the Aarsal area who have been unable to access their lands due to security and political instability. In total, agricultural subsidies approved in 2016 by the Government add up to about \$59 million. Subsidies for sea shipment of agriculture exports were extended for 2017.

Agriculture and environment are both interrelated and agriculture is one of the main sectors that should account for its environmental implications and similarly how inappropriate environment practices affect agricultural production and natural resources. The actual impact within the Syrian crisis context was assessed by the Ministry of Environment (MoE) in 2014. Results showed an increase in water and soil contamination directly impacting the quality of agricultural produce. In fact, the majority of solid waste constitutes organic waste (50 percent in urban and 55 percent in rural areas), which highlights the importance of food waste and food losses and the need for awareness around proper food distribution, food preservation and composting techniques.<sup>xix</sup>

Agriculture being the largest water consumer across the different sectors,<sup>10</sup> thus special emphasis should be placed on both the quality and quantity of water. Fifty percent of agricultural lands are irrigated and 50 percent of these irrigated lands adopt water-saving

irrigation techniques (drip or sprinkle irrigation system). With limited waste-water treatment plants and a lack of water connections, wastewater is directly and negatively impacting the quality of agricultural products due to the contamination of the soil and ground as well as surface water which is used for irrigation which in turn contaminates agricultural products that thereby fall short of international standards for export.

In addition, with the influx of displaced Syrians, more than 272,000 persons distributed across 4,881 Informal Settlements<sup>11</sup>, with the majority located on and near agricultural lands (Bekaa 35 percent, Baalbek-Hermel 30 percent and Akkar 19 percent).<sup>xx</sup> There are no signs that these proportion changed in 2017. This could have a significant impact on land degradation, soil and water contamination, where rehabilitation of these lands requires long-term interventions. Forest resources are also impacted, due to high costs of energy sources; displaced populations from Syria have found alternative energy sources including the use of firewood for heating and cooking purposes.

The agricultural sector needs investment support to enable small and medium farmers to boost their productivity and profitability and to foster temporary job creation as well as sustainable jobs which comply with Lebanese laws and regulations. Initiatives are emerging to respond to Lebanese farmers' investment needs to increase their production capacities and generate additional agriculture and construction work opportunities that displaced Syrians can benefit from.

The MoA Strategy 2015-2019 has identified courses of action around 10 main themes: 1) promote food safety and quality; 2) agricultural health and production; 3) animal health and production; 4) irrigation and rural infrastructure; 5) post-production and marketing; 6) fishing and fisheries; 7) forests, rangelands and medical plants; 8) cooperatives and mutual funds; 9) extension, education and research; and 10) development of MoA capacities.

In 2017, the Food Security sector partners implemented targeted programmes which enhance direct access to food for the most vulnerable, combined with activities promoting dietary diversity, sustainable agriculture and rural livelihoods. A combination of direct food assistance responding to immediate short-term humanitarian needs, with sustainable food production and improved agricultural livelihood activities were provided<sup>12</sup>. At end of August, the Food Security sector partners had assisted up to 877,000 vulnerable individuals with food assistance and agricultural support. Throughout 2017, for the core food assistance to displaced Syrians, the rations value of \$27 per person per month has been provided for all members of the targeted households.

In 2017, in order to increase the self-reliance of host communities and of local institutions, the sector partners continued implementing more sustainable interventions

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

(10) Almost 60% of the available water resources in Lebanon is used for agricultural activities (MoA strategy 2015-2019).

(11) This constitutes around 15 percent of total displaced Syrian population in Lebanon.

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

on agriculture livelihoods with the objective of promoting sustainable food security in Lebanon (e.g. promoting livelihoods of small-scale farming and agro-industry (poultry and dairy production); improving nutrition of vulnerable communities (micro-gardens and school gardens); developing agricultural infrastructure (land reclamation/terraces, irrigation canals rehabilitation); supporting women cooperatives (dairy products, food processing, non-wood forests products); and strengthening agricultural services delivery to farmers (Farmers Field Schools)

## Overall sector strategy

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

The Food Security sector strategy links humanitarian and development interventions and contributes to all the four Strategic Objectives of the LCRP:

- Vulnerable populations live in a safe protective environment will be ensured (LCRP Strategic Objective 1) with food security need assessment (e.g. Vasyr), coordination of agriculture activities and support to national institutions (Sector outcome 4)
- The most immediate needs of the most vulnerable populations (LCRP Strategic Objective 2) will be met by promoting food availability through in-kind food assistance and sustainable food value chain (Sector outcome 1) and by enhancing food accessibility through food assistance and agricultural livelihoods (Sector outcome 2)
- The capacity of service provision through national systems (LCRP Strategic objective 3) will be enhanced with the promotion of food accessibility through food assistance (Sector outcome 2), promotion of food utilization by improving food safety and nutrition practices (Sector outcome 3) and with the promotion of social protection with support to national institutions (Sector outcome 4) focusing on support to existing national systems (e.g. NPTP)
- Lebanon's economic, social and environmental stability by mitigating the environmental impact of the Syrian crisis, to avoid further degradation of the natural eco-system and ensure its long-term sustainability (LCRP Strategic objective 4) will be supported by promoting food availability through sustainable food production and value chain development (Sector outcome 1) and by promoting food accessibility through climate smart agricultural investment and livelihoods (Sector outcome 2)

The sector strategy therefore follows a dual-track

approach to respond to the current context through:

- Continuing the provision of life-saving food assistance for the most vulnerable one; and
- Enhancing efforts to develop durable solutions through human capital and agriculture livelihood support to displaced Syrians, host community members and other vulnerable population cohorts and with a special focus on women, children and youth.

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

With specific reference to the provision of direct assistance, several efforts have been made by the international community in Lebanon to establish a harmonized approach to the identification of the households eligible for assistance across different sectors, but also looking at the utilization of a common system for the delivery of such assistance.

**Formula recalibration:** in late 2015, WFP partnered with the American University of Beirut (AUB) to further refine targeting, building on VASyR data and UNHCR's ProGres database. In 2017 a formula recalibration exercise was conducted with analytical support from AUB and in coordination with UNHCR. The formula allows the accurate classification of refugees' vulnerability based on demographic data in ProGres. The 2017 formula recalibration ensures that the core food assistance targeting is accurate and based on up-to-date information and achieves closer joint targeting and coordination with UNHCR and other unrestricted cash actors. This efforts ensures that the most vulnerable Syrian households receive the maximum amount needed to meet their survival needs.

**Common Card:** The Common card was launched in October 2016 by WFP, UNHCR, UNICEF and the Lebanon Cash Consortium (LCC). The card was distributed to approximately 173,000 displaced Syrian households in Lebanon. The E-cards can be used in any of the 500 WFP-contracted shops across the country and at any ATM across Lebanon, depending on the type of assistance loaded. The humanitarian agencies are striving to provide all forms of cash assistance on this single, common card and maximize efficiency gains in the delivery of assistance to vulnerable households.

The Food Security sector is committed to maintaining targeted programmes for direct food access for the most vulnerable men and women. The sector also recognizes

### IASC guidelines for Integrating Gender-Based Violence (GBV) Interventions in Humanitarian Action:

With the support of global Protection cluster, the sector has been rolling out a series of national and field level workshops on the 2015 IASC guidelines for Integrating Gender-Based Violence (GBV) Interventions in Humanitarian Action. As a result a harmonized action plan has been prepared and includes the following key actions to be mainstreamed under the framework of the food security sector:

- Strengthening the capacities of Food Security partners on food security GBV related risks, with a specific focus on cash-based assistance to ensure that GBV risks and mitigation strategies are mainstreamed across the entire programme cycle;
- Strengthening the capacities of partners in the field on GBV core concepts and ethical and safe referral mechanisms, with a specific focus on cash based assistance;
- Improving the safety and security of the location of and access to food/E-card distribution point's for women, girls and high risk groups;
- Enhancing the use of data disaggregated as much as possible by sex and age, at minimum.

that food assistance is a pre-requisite and necessary enabler to increase resilience programming that promotes dietary diversity, supports sustainable food production and improves livelihoods and employment opportunities. The sector will prioritize cash-based assistance to the most vulnerable households utilizing restricted cash transfers redeemable in contracted shops and unrestricted cash transfers. Close coordination with other sectors, will ensure that comprehensive assistance is reaching those most in need as a means of maximizing food security outcomes.

The four year framework also sets the stage for the Food Security sector to expand its role in contributing to the stability of the country. Within the sector "stabilization" is defined as:

*"To be food secure, a population, a household or an individual must have access to adequate food at **all times**. They should not risk losing access to food as a consequence of sudden shocks (e.g. an economic or climatic crisis) or cyclical events (e.g. seasonal food insecurity). The concept of stabilization can therefore refer to the other three pillars of Food Security: the availability, access and utilization dimensions of food security."*<sup>xxi</sup>

By taking into consideration all food security aspects according to the standard four pillars: availability, access, utilization and stabilization the main activities the sector will focus on in support of the stabilization in Lebanon are:

- Income generating activities to enhance food access;

- Support the agricultural labour market;
- Support sustainable food production and marketing;
- Support to agriculture value chains;
- Promote agriculture investment;
- Enhance Lebanese social safety net systems and social protection;
- Support national institutions and other actors capacity in the field of food security; and
- Mainstream gender equity in all the above.

Enhanced focus on agricultural livelihoods provides an opportunity for creating a win-win situation for displaced Syrians and host communities, with investment in the agriculture sector offering an opportunity to enhance the productivity and competitiveness of agricultural value chains and to improve the livelihoods of farming communities while, at the same time, creating temporary employment opportunities for men and women.

Small and medium entrepreneurs within the food and agriculture value chains will help the local economy, and will provide livelihood opportunities for the most vulnerable. The sector will therefore promote seasonal and casual agricultural job opportunities to support Lebanese private agriculture investment to enhance productivity and competitiveness of the sector and its ability for sustainable growth. As in previous years, these activities will be carried out in accordance with Lebanese law, and in consideration of the demands of the local agriculture businesses with a special focus on women and youth.

As in previous years, the sector aligns its strategy to the strategies and guidelines developed by MoA. The sector activities are in line with the MoA Strategy 2015-2019, as particular focus has been given to building capacities of farmers, promoting agricultural livelihoods, and enhancing capacities of national and local agricultural institutions such as the Lebanese Agricultural Research Institute-LARI, the Green Plan, technical agriculture schools, agricultural cooperatives and so forth.<sup>22</sup> The key approach will be to increase productivity, food safety, quality and competitiveness of the Lebanese agricultural products from plant or animal origin. The sector strategy will look at improving the value chains and increasing their added value by promoting quality, adopting innovative approaches enhancing food processing and marketing as well as encouraging and promoting market linkages mainly through public-private partnerships that would ultimately lead to improved agricultural livelihoods through the profitability and ability to generate sustainable growth and employment.

Close collaboration between MoA, MoSA and national and international partners is critical to achieve the overall objective of the sector. The sector will more deeply engage with local actors in planning and service delivery, including the private sector to build on the results obtained by the WFP contracted shops and school feeding programme. The role of MoA regional offices and

agriculture technical schools, MoSA regional offices and the offices of the National Poverty Targeting Programme, Social Development Centres and Municipalities is also crucial at the field level for the planning, implementation and coordination, of seasonal, regular and contingency interventions.

### Enhancing social protection within the framework of the Food Security Sector:

The Food Security Sector strategy builds on the standard four pillars of the food security recognized definition: availability, access, utilization and stabilization. A key priority of the sector remains the support to national and local food security systems, including integrated social

#### Transition lens:

Working on a multiyear timeframe will allow the sector to incorporate elements of the Graduation out of Poverty Approach to transition some of the most vulnerable households living in extreme-poverty towards self-reliance\*. The approach, which combines support both in terms of consumption and livelihoods, training, coaching and savings encouragement as well as other social services, has already developed a track record of significant impact in a variety of contexts and has been adopted by MoSA National Poverty Targeting Programme with support from the World Bank. By working towards implementing longer term interventions integrating different elements of the Food Security, Basic Assistance and Livelihoods sector strategies, sector partners can make a significant and long-lasting impact on the poorest members of the host and displaced communities.

\*UNHCR, *The Graduation Approach*, available on <http://data.unhcr.org/syrianrefugees/download.php?id=11703>

protection schemes, safety nets, capacity building and promotion of stabilization.

Starting from 2014, WFP has supported the National Poverty Targeting Programme (NPTP) in establishing the first national safety net programme providing food assistance for vulnerable Lebanese through a cash based transfer system. Moving forward, WFP will continue to work with NPTP to strengthen the provision of safety nets that can better address the multiple needs of the most vulnerable.

The Food Security sector will advocate for an enhanced system aiming at supporting sustainable rural poverty reduction. Partners will receive policy advice, capacity development and advocacy for improving a system to foster sustainable and equitable rural development, poverty reduction and food and nutrition security. The sector will contribute to expand social protection coverage to rural farmers and fishermen in Lebanon, and will ensure a better coherence in providing:

- Support to the national dialogue on social protection: drafting of a multi-sector and integrated social policy for rural areas in collaboration with

sister UN agencies considering poverty reduction and improvement of livelihood;

- Support to the development and implementation of coordination mechanisms between MoA and MoSA;
- Institutionalization of the Farmers register and support MoA in developing a legal and institutional framework required for the establishment of a Farmers register including fishermen;
- Costing of the expansion of NSSF coverage to farmers;
- Based on the cooperation between MoA and MoSA and the production of Farmers register, enhancing coverage of farmers by the NPTP and develop complementary activities to the NPTP

Based on the current food security situation, the priorities of the Food Security Sector for 2018 will be:

- Continue the provision of direct and critical food assistance, through cash-based transfers for food and also in-kind assistance where appropriate, in support for highly vulnerable groups among the large population of displaced Syrians, Lebanese and Palestine Refugees from Syria;
- Promote agricultural investment to improve agricultural opportunities for Lebanese small-scale farmers to protect their assets, stabilize their livelihood opportunities and enhance long-term competitiveness; and, at the same time, to create adequate job and livelihood opportunities for men and women;
- Support national and local food security systems, including social safety nets, capacity building and social protection to promote stabilization.

### Sector outcomes, outputs and indicators

The sector's overarching aim continues to be reduced food insecurity for all in Lebanon and improved resilience of the agricultural sector.

#### Outcome 1 - Improve FOOD AVAILABILITY through in-kind food assistance and sustainable food value chain.<sup>13</sup>

This outcome contributes to the overall LCRP Strategic Objective 2: Provide immediate assistance to vulnerable populations and Strategic Objective 4 Reinforce Lebanon's economic, social and environmental stability.

This will be achieved through the following outputs:

#### Output 1.1 - In-kind food assistance to the most vulnerable provided

Through distribution of food parcels, community kitchens and school feeding

**Output 1.2 – Support (training and/or inputs) to promote sustainable agriculture and livestock production and water-use conservation provided to Lebanese small-scale and family-farming**

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

### Output 1.3 - Technical support to small scale/family farmers to increase market linkages provided

Through the promotion of food transformation and preservation, the creation and reinforcement of linkages between small-scale producers and local markets, the distribution of unsold/un-marketed quality food from producer/retailer to local markets and market-based diversification/contract farming.

### Output 1.4 - Technical support and advice to households to reduce food wastage and losses along the food chain from producer to consumers provided

By improving post-harvest management and working on valorisation of organic waste and least valued products (e.g. composting, awareness).

### Output 1.5 - Prevention and control measures (DDR) for transboundary animal and plant diseases enhanced

Through support to the monitoring and early warning systems for plants and animal diseases awareness, capacity building and interventions to control the spread of transboundary diseases during emergencies.

Outcome 1 is directly linked to MoA strategy Course of Actions 2) Increase productivity and competitiveness of the Lebanese agricultural products; 3) Improve the good governance and sustainable use of natural resources, and; 8) Responding to climate change impacts.<sup>23</sup>

## Outcome 2 - Improve FOOD ACCESS through cash based food assistance and agricultural livelihoods

This outcome contributes to the overall LCRP Strategic Objective 2: Provide immediate assistance to vulnerable populations, Strategic Objective 3: Support service provision through national systems and Strategic Objective 4 Reinforce Lebanon's economic, social and environmental stability.

This will be achieved through the following outputs:

### Output 2.1 – Direct access to food for vulnerable populations including displaced Syrians, Palestine Refugees from Syria and vulnerable Lebanese through cash based food assistance improved.<sup>14</sup>

### Output 2.2 - Agricultural associations and cooperatives supported to improve agriculture sector livelihoods

Including with farmers' associations, agricultural cooperatives, markets and government institutions.

### Output 2.3 – Small scale farmer private agriculture investment supported t

Trough financial and technical support (e.g. land reclamation, irrigation/water management), and promotion of innovative credit schemes for Lebanese, and/or agricultural inputs such as seeds, livestock and equipment when more appropriate provided.

### Output 2.4 – Agriculture labor market strengthened by enhanced employability through improved agricultural technical education and training

(14) Sector members are encouraged to provide direct food assistance through the "Common Card" platform, which is cost effective and allows for better coordination of assistance.

## Sector needs and targets 2018

Population Cohort	Total Population in Need	Targeted Population	No. of Female	No. of Male	No. of Children (0-17)	No. of Adolescent (10-17)	No. of Youth (18-24)
Lebanese	500,000	91,644					
Displaced Syrians	1,371,000	795,177					
Palestine Refugees from Syria	34,000	34,000					
Palestine Refugees in Lebanon	n/a	n/a					
<b>GRAND TOTAL</b>	<b>1,905,000</b>	<b>920,821</b>					

Type of Institutions	Total	Targeted
Schools	330	20
Social Development Centers	115	80
Ministry of Agriculture offices	7	7
Ministry of Agriculture centers	30	30
Ministry of Agriculture technical vocational schools	7	7

**Output 2.5 – Agricultural productive infrastructure and Communal assets rehabilitated/built (agricultural roads, irrigation networks, forests, wind breaks, hill lakes, water reservoirs, etc.) and access to labour market for seasonal and casual labour in agriculture is enhanced**

Through opportunities for most vulnerable individuals in accessing temporary seasonal and casual labour opportunities in agriculture and related sectors.<sup>15</sup>

Outcome 2 is directly linked to MoA strategy Course of Actions 2) Increase productivity and competitiveness of the Lebanese agricultural products; 3) Improve the good governance and sustainable use of natural resources; 4) Strengthening agricultural extension and education; 6) Development of the cooperative sector and mutual funds, and; 7) Development of the Ministry of Agriculture's capacities.<sup>xxiv</sup>

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

This outcome contributes to the overall LCRP Strategic Objective 3: Support service provision through national systems.

This will be achieved through the following outputs:

**Output 3.1 - Optimal nutrition practices amongst the targeted populations improved**

For households vulnerable to food insecurity specifically targeting female-headed households and households with pregnant and lactating women and children under five<sup>16</sup>, through the promotion of small-scale production of diversified nutritious food for vulnerable households. Interventions include trainings, awareness and behaviour change activities, school, backyard and roof micro-gardens and promotion of food preservation/transformation technologies at the household level.

**Output 3.2 – Good practices in food safety and quality promoted**

By assisting the Government in improving the food inspection and safety measures, promoting Integrated Pest Management and Good Agriculture Practices and Standards, conducting value chains in regard to food safety and promoting policies supporting the local production of high value nutritious foods.

**Outcome 3 is directly linked to MoA strategy Course of Actions 1) Improve food safety and quality of locally produced and imported products, and; 5) Strengthening agricultural research and laboratories.**<sup>xxv</sup>

**Outcome 4 – Promote FOOD SECURITY STABILIZATION**

(15) As in previous years, such projects will be implemented in compliance with Lebanese laws and regulations. They will therefore primarily be implemented using an indirect modality, channeling investments through local third parties, such as private sector contractors and municipalities that will be responsible for project delivery and workforce management. In addition, the sector will increase engagement of its partners with the Ministry of Labour to establish a mechanism to provide guidance and follow-up on these projects as per the legal framework.

(16) The targeting of the most vulnerable groups under this output is a recommendation from the sector to partners implementing these activities. The Micro-Garden working group of the sector will be coordinating these activities with the partners and reports back to the Food Security sector.

**through enhanced information on food security, coordination of agriculture activities and supporting national institutions.**

This outcome contributes to the overall LCRP Strategic Objective 1: Ensure protection of vulnerable Populations and Strategic Objective 3: Support service provision through national systems.

This will be achieved through the following outputs:

**Output 4.1 - Agriculture and Food security data and information collected, analyzed and disseminated.**

Information to monitor and report on the situation of food security in Lebanon is disseminated for preparedness and long-term stabilization, including assessments with specific focus on vulnerable farmers, women and agricultural livelihoods.

**Output 4.2 - National institutions and actors involved in food security supported**

Through development national capacity in the areas of safety nets, integration of social protection systems for farmers, contribution to the development of disaster and crisis management, support national policies and strategies related to food security, coordination and technical support to all agriculture and food security actors and promotion of the involvement of the private sector.

**Outcome 4 is directly linked to MoA strategy Course of Actions 3:** Improve the good governance and sustainable use of natural resources; 5) Strengthening agricultural research and laboratories; 6) Development of the cooperative sector and mutual funds; 7) Development of the Ministry of Agriculture's capacities, and; 8) Responding to climate change impacts.<sup>xxvi</sup>

All indicators related to individuals will be disaggregated by sex and age (when applicable).

**2.1 Identification of sector needs and targets at the individual and geographical levels**

The proposed sector target population is flexible in order to accommodate unexpected needs that may arise and supplementary needs identified by sector partners in the field.<sup>17</sup> For the displaced Syrians, sector planning figures are reported below however the way through which food insecure households will be identified for assistance will be based on the formula recalibration described above. Ranking variables are mostly demographic with a strong statistical correlation with latest VASyR results on food security, and relate to households' characteristics, including but not limited to: arrival date, household size, gender, education level, presence of members with disabilities, and age. The ranking methodology is regularly updated. New inclusions will be based on the ranking in combination with a referral mechanism to minimize formula error through the analysis of food security outcome indicators at household level.

(17) The sector will liaise with its partners to update the current contingency plan as a response to unforeseen shocks and funding shortfalls.

**Displaced Syrians:** For planning purposes, the sector will target 795,000 displaced Syrians classified as per the VASyR 2017 as severely and moderately food insecure<sup>18</sup> to be assisted through improved availability (in-kind food) and access (cash-based transfers for food).<sup>xxvii</sup> Of the 795,000 most vulnerable Syrians<sup>19</sup>, 40,000 will be targeted through food availability programmes (in-kind)<sup>20</sup> including school feeding for 7,500 children, whereas 755,000 will be targeted through food access programmes (cash-based transfers for food).<sup>21</sup> The Food Security sector will continue to advocate for cash-based interventions, however based on partners' recommendation and interventions to promote food availability to regions and individuals with limited access to food, in-kind food assistance will continue to these households. The sector will also aim to provide food assistance to unregistered Syrians with proven vulnerability.

At governorate level, Akkar, Baalbek-Hermel and Bekaa and have the highest proportion of food-insecure households. At the district level, the highest proportions of moderate and severe food insecure displaced Syrian households are found in Akkar, Jbeil, Jezzine, Hermel, Aley and Baadba.

**Palestine Refugees from Syria:** The sector will target 34,000 who will receive cash-based transfers to cover food needs. Ongoing needs will be monitored through post distribution surveys a population headcount and regular monitoring of the beneficiary population by UNRWA.

**Palestine Refugees in Lebanon:** The sector strategy does not target Palestine Refugees in Lebanon even though proven vulnerable. UNRWA and other partners will continue to support Palestine Refugee in Lebanon outside the LCRP framework. Sector partners are still encouraged to support Palestine Refugees in Lebanon identified as in need for food security interventions, especially when it falls under food utilization and food access outcomes and report on their achievements.

**Vulnerable Lebanese:** While 106,000 vulnerable Lebanese households are currently eligible for NPTP benefits, NPTP is currently conducting a re-certification exercise. Prioritization for assistance to the most vulnerable is done utilizing the World Bank Proxy Means Testing formula to assess poverty, and food assistance (cash-based transfers<sup>22</sup>) will be provided only to the poorest 15,000 households. An additional 5,000 vulnerable Lebanese will be targeted for in-kind

(18) This figure includes a portion of the most vulnerable, mildly food insecure below the Survival Minimum Expenditure Basket as resulting from the VASyR 2017. Between 2013 and 2016, there has been a trend of deteriorating food security status, and considering the increasing levels of vulnerability, the risk is that, without assistance, these mildly food insecure households would slip deeper into food insecurity.

(19) The identification of the households eligible for direct assistance will be done by applying the ranking of vulnerability that captures households who are vulnerable according to the VASyR food insecurity categories.

(20) Although the sector will target 40,000 displaced Syrians for regular in-kind assistance, it is understood that there will be variations to this target based on seasonal or one-off assistance addressing temporary needs. During winter and Ramadan, for example, the number of displaced Syrians receiving in-kind food assistance increases (with partners providing food parcels, hot meals, dates, and so forth). However, this is not reflected in the target for regular in-kind assistance.

(21) Based on the required food basket, WFP and partners provide \$27 per person per month.

(22) NPTP provides \$27 per person per month and this level of assistance is planned for 2018.

food assistance mainly through community kitchens.<sup>23</sup> In addition to these, 7,900 Lebanese children will be provided with school meals.

Targeting of Lebanese farmers was initially done based on the MoA 2010 census, taking into account the most vulnerable small-scale farmers accounting for 70.2 percent of the farming community. According to the FLSA 2015, 73 percent of farmers self-reported to be in need for assistance, representing a total number of 86,700 farmers across Lebanon. Target of farmers at output level may shift in the future as farmers have multiple needs to be assessed by implementing partners.

**Institutions:** The sector will continue to provide institutional support to those involved with food security, including but not limited to Ministry of Agriculture offices, centres, the Lebanese Agricultural Research Institute (LARI), the Green Plan, the agricultural and technical schools and Ministry of Social Affairs' Social Development Centres and the National Poverty Targeting Programme.

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

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

### Conflict Sensitivity

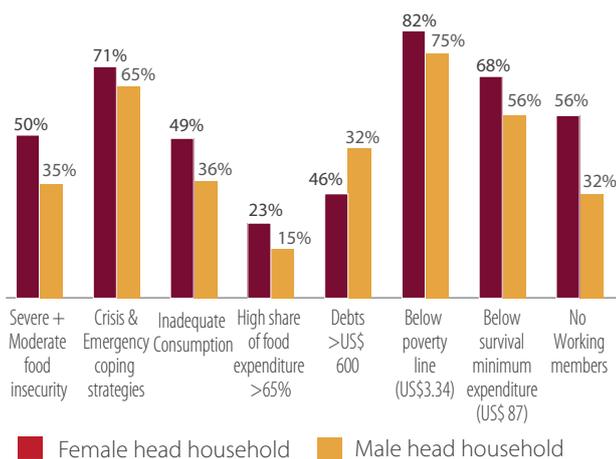
Overall sector activities must be designed in consideration of the concerns of the host population and authorities, especially those supporting the most vulnerable small farmers with a direct impact on job creation in the agricultural sector, promoting self-support of the displaced population. The sector strategy will not promote competition for already stressed resources. Instead, the sector will aim to promote the creation of new resources and efficient management of scarce resources. Moreover, the choice of food vouchers as a modality of food assistance is conflict-sensitive as it supports the local Lebanese economy. In order to respond to the needs of different groups, the work of the sector to strengthen the National Poverty Targeting Programme and provide food voucher assistance to vulnerable Lebanese (in addition to the support provided to Lebanese farmers) will also reduce tensions related to the perception of unbalanced assistance.

### Gender

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

As men and women are differently impacted by crisis, the sector will promote targeting interventions focusing on the different needs of affected populations. Assessments and data collected will be gender disaggregated to the extent possible with promoting gender analysis and participation of all groups in programme design. Similarly, both groups will be involved in programme implementation and provision of support, with a special focus on most vulnerable groups such as female-headed households, women at reproductive age and pregnant and lactating women. Examples of similar gender related sector interventions are: inclusion of female-headed households as a variable in determining vulnerability of households to be targeted with food assistance; targeting of women farmers equally as men even though women only represent 8.5 percent of the farmer holdings count by the Ministry of Agriculture and special micro-garden and food preservation and activities targeting women to promote their dietary diversity and their nutritional intake.

### Women Vulnerability



As such, the sector will make sure gender is mainstreamed through all the stages of the humanitarian programming cycle, following the global Food Security cluster guidelines on Protection and Gender Based Violence (GBV) and the Inter-Agency Standing Committee (IASC) guidelines for integrating GBV interventions in humanitarian action and as much as possible, agricultural livelihoods projects target women and men equally.

### Youth and children

The vast majority of working youth are either employees or casual workers, with half of them having achieved no more than primary education. More than half of young displaced Syrians in the workforce are employed, of which around 45 percent as daily and/or seasonal workers in the sectors that have traditionally used Syrian labour, such as agriculture (both males and females, especially in rural areas close to the border with Syria). The sector will target and empower youth (ages 15-24) through: a) supporting enrolment of vulnerable youth in one of the seven Ministry of Agriculture technical schools; b) providing youth working in fields with short-

term and medium-term skills training programme linked to the needs and market demand in the agricultural area; c) providing youth workers with basic literacy, numeracy and life-skills based education where needed; and d) providing technical educational support to the agricultural schools. This is in line with the Ministry of Agriculture's 2015-2019 strategy, which clearly states that agricultural livelihoods should be promoted among youth and women.<sup>xxviii</sup>

With an increase of child labour expected, the sector will continue its efforts in collecting information with the collaboration of the Protection sector (Child Protection sub-sector in particular) to better understand the underlying reasons, the market dynamics and legal framework with a special focus on Occupational Safety and Health (OSH) related issues in agriculture. The sector will continue addressing child labour in agriculture and raising awareness on Decent Work Standards including OSH in agriculture to the Ministry of Agriculture and non-governmental organizations working in agriculture in addition to concerned parents and children.

### People with Specific Needs

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

### Environment

Given the negative impact of the Syrian crisis on natural resources and the close relationship between agriculture and environment, the sector will be part of the Environment Task Force led by the Ministry of Environment.

## Inter-sector linkages

**Basic Assistance:** The sector will continue collaboration with the Basic Assistance sector to refine the process of harmonization of targeting exercises as developed in 2016. Under the targeting sub-working group the sectors will coordinate on referrals and information exchange on household profiles, and collaborate for harmonization of impact monitoring tools (for example, to ensure food consumption scores are accurately captured). The sectors will continue coordination on overlapping or complementary activities (for example Ramadan and winterization food parcel distribution). In line with the Basic Assistance sector, the identification of households eligible for cash-based assistance will be done by applying the ranking of vulnerability that captures households who are vulnerable according to

the VASyR food insecurity categories. The graduation out of poverty approach will be piloted with a small caseload of Lebanese and displaced Syrian beneficiaries with the support of the BA and LH sectors.

**Education:** Food security activities such as school gardening to increase nutrition awareness and knowledge of gardening and agriculture practices will be planned and implemented in direct collaboration with the Education sector. School feeding activities, aimed at enhancing school attendance and retention rates, addressing short-term hunger and nutritional intake and social protection of children enrolled in schools will be reported under the Food Security sector. The activity constitutes a shift towards resilience-focused assistance given the nature of the crisis and will be implemented in close collaboration with the Ministry of Education and Higher Education (MEHE), targeting displaced Syrian children enrolled in formal primary schools with double-shift systems located in the most vulnerable communities across the country as well as Lebanese students. MEHE will play a key role in facilitating liaison with teachers and school authorities at both central and local levels. All information related to school feeding will be shared with the Education sector and MEHE. Further, Lebanese and displaced youth will be supported to enrol in vocational (skills)<sup>24</sup> training schools at MEHE, MoA and Ministry of Labour (MoL) in order to increase their vocational opportunities. *Technicien Supérieur*-level vocational education students will organize, through Solidarity Initiatives, community events for Lebanese and displaced enrolled in vocational programmes.

**Health:** The Food Security sector will advocate for food utilization through promotion of good nutritional practices and improved dietary diversity of most vulnerable population groups including female-headed households, pregnant and lactating women, women at reproductive age and children under five in complementary with the Health sector activities to promote infant and young child feeding (IYCF) practices. The objective of these activities is to improve the food utilization and nutritional wellbeing of all population groups, with the intention to eliminate cases of both chronic and acute malnutrition. Both sectors will promote the use of nutrition sensitive indicators such as Minimum Dietary Diversity for Women (MDD-W) and Individual Dietary Diversity (IDDS). Agriculture, by definition, is closely linked to health through the quality of agricultural produce. The “one health” approach<sup>25</sup> which looks at the interconnections between the health of animals, humans and ecosystems, especially zoonotic diseases and food safety will also be implemented in collaboration with the Health sector.

**Livelihoods:** The sector will maintain close ties with the Livelihoods sector to minimize duplication as the Livelihood sector programming is increasingly expanding into the agriculture sector. Complementary approaches exist between the two sectors regarding food value chains and support to agricultural cooperatives,

with the common understanding that partners appeal for funding under the sector which represents the most relevant objective of the activity they plan to implement under the LCRP 2017-2020. All agriculture related activities need to be coordinated under the Food Security sector. Although food and agricultural activities are centred in the Food Security sector, employment and economic development initiatives in the Agriculture sector are also reported under the Livelihood sector. In parallel, coordination will be strengthened to ensure that information on agriculture livelihoods activities and agricultural value chains is adequately and proactively shared and reported in both sectors; monthly info sharing will be conducted among the two sectors to ensure comprehensive reporting of the different activities. The co-leads of the two sectors (other members are to be invited if required) will meet once every two months to harmonize the information collected on agriculture livelihoods. The graduation out of poverty approach will be piloted with a small caseload of Lebanese and displaced Syrian beneficiaries with the support of the Basic Assistance and Livelihoods sectors.

**Social Stability:** Food security activities have elements of conflict sensitivity, focusing either on alleviating the pressure on host communities, or directly assisting vulnerable Lebanese. Moreover, the sector works with the Social Stability sector on social tensions tracking through the Food Security Outcome Monitoring tool. This will help capture any changes in social tensions related to variations in the assistance provided.

**Protection:** Although the Lebanese legal framework clearly bans child labour, it is a growing concern especially among the displaced Syrian population and mainly in the agricultural sector.<sup>xxix</sup> Therefore, the sector will continue its efforts in gathering information by carrying out ongoing<sup>26</sup> and planned studies targeting children working in agriculture in coordination with the Protection sector, specifically the Child Protection sub-sector. The purpose of these studies is to understand the prevalence of child labour, its nature, underlying causes, and the implications on the future of the children including their health and education. This will be to support the Ministry of Labour’s National Action Plan and the Ministry of Agriculture to combat child labour in agriculture. The sector will support partners in the Protection sector on all technical aspects related to child protection in agriculture and on awareness raising on Decent Work Standards including Occupational Safety and Health standards in agriculture will be provided to relevant sectors and partners. Referrals between the two sectors will continue at both field and national levels using the interagency mechanism.

**Water:** As the primary and secondary irrigation canal networks are under the responsibility of the Ministry of Energy and Water (MoEW) and the affiliated regional Water Authorities, all activities will be implemented and reported under the Water sector, led by the Ministry of Energy and Water. On-farm canals being under the responsibility of the Ministry of Agriculture, activities will

(24) Discussion are ongoing on the subject. The sector refers here to skill trainings

(25) Promoted in particular by WHO, OIE, FAO and others.

(26) ILO/FAO/UNICEF study on Child Labour in Agriculture in the Bekaa region in Lebanon

be coordinated, irrigation implemented and reported under the Food Security sector. As necessary, an *ad hoc* joint technical irrigation group with the Water sector can be formed to look at the national irrigation plan. In addition, the Food Security sector will coordinate any referrals for access to safe drinking water with the objective of access to safe, cooked foods at community and municipality level.

**Energy:** Coordination will be enhanced with the Energy sector on information sharing for projects aiming at rehabilitation or building pumping systems benefiting agricultural land. As far as energy water saving techniques are at farm/plot levels, and for irrigation purposes these activities are considered to be agricultural enhancing the livelihoods of the farmers therefore falling within the FS Sector with interlinkages and coordination with the WASH and the Livelihood sectors.

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## Sector Logframe

## Outcome 1: Improve FOOD AVAILABILITY through in kind food assistance and sustainable food value chain

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of targeted HH with borderline or acceptable food consumption score	The Food Consumption Score (FCS) is a composite indicator that considers diet diversity, frequency of consumption and nutrient value of the food groups consumed over a recall period of seven days. According to this score, households are classified into three categories: poor, borderline and acceptable food consumption.	FSOM	Percentage	Yearly

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020
A: 63%	A: 90%	A: 90%	N/A	A:49%	A:70%	A:70%	N/A	A: 59%	A: 65%	A: 65%	N/A	N/A	N/A	N/A	N/A
B: 25%	B: 10%	B: 10%		B: 33%	B: 25%	B: 25%		B: 29%	B: 20%	B: 20%					

Indicator 2	Description	Means of Verification	Unit	Frequency
Number of farmers with enhanced sustainable farming production	Number of assisted farmers under output 1.2, output 1.3, output 1.4 and output 1.5	ActivityInfo	individuals (male/female)	Yearly

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020
2379	21000	21000	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

## Outcome 2: Improve FOOD ACCESS through cash based food assistance and agricultural livelihoods

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of targeted HHS with borderline or acceptable Food Consumption Score	The Food Consumption Score (FCS) is a composite indicator that considers diet diversity, frequency of consumption and nutrient value of the food groups consumed over a recall period of seven days. According to this score, households are classified into three categories: poor, borderline and acceptable food consumption.	FSOM and PDM	Percentage	Yearly

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020
A: 63%	A: 90%	A: 90%		A: 49%	A: 70%	A: 70%		A: %59	A: 65%	A: 65%		N/A	N/A	N/A	
B: 25%	B: 10%	B: 10%		B: 33%	B: 25%	B: 25%		B: %29	B: 20%	B: 20%					

Indicator 2	Description	Means of Verification	Unit	Frequency
Number of HHS with increased agriculture livelihood opportunities	Number of HHS with improved livelihood opportunities as resulting from activities 2.2 2.5 2.4 2.3	Partners' reporting		Yearly

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020	Baseline	Target 2017	Target 2018	Target 2020
855		1085													

### Outcome 3: Improve FOOD UTILIZATION: food safety and nutrition practices are improved through the promotion of consumption of diversified and quality food

Indicator 1	Description				Means of Verification				Unit	Frequency									
Percentage of women with a minimum dietary diversity score	Proportion of women at reproductive age that consume a minimum of 5 out of 10 food groups.				PDM					Yearly									
 Lebanese	 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)										
Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020									
	90%	90%		N/A	90%	90%													

Indicator 2	Description				Means of Verification				Unit	Frequency									
Number of beneficiaries supported in improved food safety and quality	Number of beneficiaries with improved food safety and quality as resulting from output 3.1 and 3.2				Partners' reports, Activity Info				Individuals (male /female)	Yearly									
 Lebanese	 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)										
Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020									
		5420		0															

### Outcome 4: Improve FOOD SECURITY STABILIZATION through enhanced information on food security, coordination of agriculture activities and supporting national institutions

Indicator 1	Description				Means of Verification				Unit	Frequency									
Percentage of partners considering the coordination work and use of information/access to information of the sector satisfying	Percentage of FSS partners using and accessing FS/agri information and providing their level of satisfaction for the available information and the coordination mechanism				On-line survey				Percentage	Yearly									
 Lebanese	 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)										
Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020									
N/A	N/A	N/A	N/A	72 %	80	100		N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Indicator 2	Description				Means of Verification				Unit	Frequency									
Percentage of actors involved in the food security sector reported use/access to food security related data, information and technical support	Percentage of actors/stakeholders involved in the agriculture sector and/or food security sector reporting use and access of related data/information and to technical support provided to them				On-line survey				Percentage	Yearly									
 Lebanese	 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)										
Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020	Baseline: Target 2017 Target 2018 Target 2020									



## HEALTH SECTOR

### PEOPLE IN NEED



2,475,490

### PEOPLE TARGETED



1,564,800

### REQUIREMENTS(US\$)



2018 290.2  
million

2019 TBD

### PARTNERS



38

### GENDER MARKER



2a

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## SECTOR OUTCOMES

### Outcome #1



\$94.6 m

Improve access to comprehensive primary healthcare (PHC).

#### Indicators

Percentage of displaced Syrians, vulnerable Lebanese, Palestine Refugees from Syria (PRS) and Palestine Refugees in Lebanon (PRL) accessing primary healthcare services.

Percentage of vaccination coverage among children under 5 residing in Lebanon.

### Outcome #2



\$193.1 m

Improve access to hospital (incl. ER care) and advanced referral care (advanced diagnostic laboratory & radiology care).

#### Indicators

Percentage of displaced Syrians, Lebanese, PRS and PRL admitted for hospitalization per year.

### Outcome #3



\$2 m

Improve outbreak control.

#### Indicators

Number of functional early warning and surveillance system (EWARS) centres.

### Outcome #4



\$0.5 m

Improve Adolescent & Youth Health.

#### Indicators

Prevalence of behavioural risk factors and protective factors in 10 key areas among young people aged 13 to 17 years.

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	51% Female	49% Male
Lebanese	1,500,000	750,000	372,750	377,250
Displaced Syrians	760,800	760,800	395,616	365,184
Palestine Refugees from Syria	34,000	34,000	17,170	16,830
Palestine Refugees in Lebanon	180,690	20,000	10,100	9,900

## Situation analysis

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

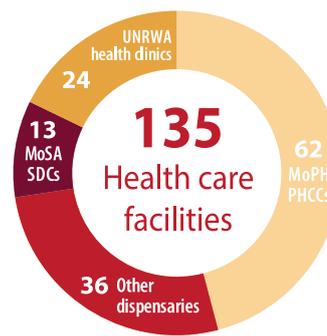
### Primary healthcare

#### Availability of PHC services

In Lebanon, primary healthcare (PHC)<sup>1</sup> is available to vulnerable Lebanese as well as displaced Syrians, whether registered or unregistered with UNHCR, through a variety of primary healthcare facilities. These include the Ministry of Public Health (MoPH) network of 208 Primary Healthcare Centres (PHCCs), and an estimated 1,011 other primary health care facilities, referred to as dispensaries, most of which are non-governmental organizations (NGO) clinics. PHCCs offer a relatively comprehensive package of PHC services, while the dispensaries, including the Ministry of Social Affairs' (MoSA) 220 Social Development Centres (SDCs), typically provide more limited support.

In the identified facilities, services are offered for a nominal fee, compared to private clinics. In an important number of these facilities, routine vaccination, acute and chronic medications as well as reproductive commodities are available free of charge. These are supplied through MoPH with the support of partners to address increased needs at PHC level.

Facilities where subsidized primary health care is available



consultations were provided at the PHC level by LCRP partners, out of which 17 percent were consultations for vulnerable Lebanese. It is to note also that organizations which are not LCRP partners such as Medecins Sans Frontières (MSF) Switzerland and MSF-Belgium are providing an important number of PHC services free of charge for displaced Syrians, vulnerable Lebanese as well as other population groups. From January to August 2017, MSF-Switzerland and MSF-Belgium had provided approximately 225,000 additional consultations, representing an additional 21 percent of the caseload supported by LCRP partners.<sup>3</sup>

In parallel to the provision of PHC services through MoPH PHCCs and dispensaries, specific primary healthcare services are made available to displaced Syrians through approximately 25 Mobile Medical Units (MMUs), operated by various NGOs, which provide free consultations and medication and often refer patients back to PHCCs for services which are not available through MMUs. Though fewer in number than at the onset of the crisis, MMUs continue to be operational primarily in areas with high

#### Availability of vaccines, medication and reproductive health (RH) commodities supplied by MoPH

Facilities	Vaccines	Acute Medication	Chronic Medication	RH commodities
MoPH-PHCCs (208)	All 208	All 208	201	All 208
Dispensaries (Approx. 1,011 including 220 MoSA-SDCs)	633	220 (all MoSA SDCs)	218	58

In alignment with the LCRP Health sector strategy, subsidized primary healthcare is available to displaced Syrians, whether non-registered or registered as refugees by UNHCR, at around 111 primary healthcare facilities (including 62 MoPH-PHCCs, and 49 dispensaries including 13 MoSA-SDCs)<sup>2</sup> distributed across the country with the support of international and local partners to reduce out of pocket expenditure in light of the high economic vulnerability levels of displaced Syrians. Similarly subsidized care is available to a number of vulnerable Lebanese as a way of addressing critical health needs and mitigating potential sources of tension in almost three-quarters of those facilities. From January to September 2017, approximately 1,058,412 subsidized

distribution of informal settlements and/or in distant rural areas from which PHCs are hard to reach. From January to September 2017, approximately 216,266 free consultations were provided through MMUs by LCRP partners representing an additional 17 percent of the total consultations supported by LCRP partners.<sup>4</sup>

Meanwhile, PHC services are also widely available to displaced Syrians through private doctors' clinics, pharmacies or even hospitals. However, these come at a much higher cost in terms of out-of-pocket expenditure. Medical services are also available to the displaced population through numerous informal practices run by Syrian doctors or midwives in informal settlements.

(1) Primary health care includes services such as: vaccination, medication for acute and chronic conditions, non-communicable diseases (NCD) care, sexual and reproductive health care, malnutrition screening and management, mental health care, dental care, basic laboratory and diagnostics as well as health promotion.

(2) Based on Activity Info, September 2017 data.

(3) From January to August 2017, MSF-Switzerland supported 119,694 free primary health care consultations, with the majority of beneficiaries being displaced Syrians while MSF-Belgium supported a total of 104,750 consultations.

(4) Currently, LCRP and non-LCRP partners operate an equal number of mobile medical units.

Similarly to Palestine Refugees in Lebanon, primary healthcare is available to Palestine Refugees from Syria<sup>5</sup> primarily through the 27 UNRWA Health Clinics which offer free of charge primary healthcare services. From January to September 2017, approximately 101,473 free consultations were provided to Palestine Refugee from Syria through UNRWA clinics.

**Health Information System in Primary Health Care**

The MoPH primary health care Health Information System (HIS) has come a long way since it was established thanks to important efforts that have been, and continue to be, invested in its improvement and expansion. The objective of the HIS is to provide individual, facility and population level data as well as data on health outcomes, which are necessary for health planners and decision makers.

Currently, a total of 206 facilities in the MoPH-PHCC network provide monthly reporting to MoPH. Reporting is done through three different channels: 74 facilities report on to MoPH through PHENICS which is the most elaborate version of the MoPH-PHCC health information system software, 83 facilities report through an older version of the health information system software and 49 facilities through paper-based reports. Facilities still using a paper-based reporting system have either recently joined the MoPH-PHCC network, have a shortage in human resources for reporting, or have their own private health information systems in place.

That said, an important number of primary health care facilities (mostly dispensaries) do not report to MoPH. As such, their data is not captured by the current system, limiting the extent to which the data available at MoPH is nationally representative and can be used for analyses related to health outcomes.

**Accessibility to PHC services**

Various sources of information point to varying levels of access to primary health care services among displaced Syrians as well as challenges and barriers to primary health care access.

206 Health facilities Reporting to MoPH through:



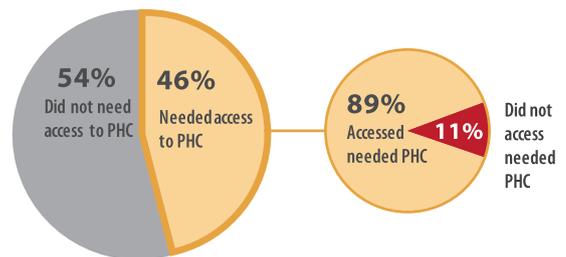
Data from MoPH-PHCCs, shows that 30 percent of users of services through MoPH-PHCCs are displaced Syrians. These include beneficiaries of services through MoPH-PHCCs whether supported or not for subsidies.

The UNHCR 2017 Health Access and Utilization Survey (HAUS) confirms that displaced Syrians seek services through a variety of facilities; for both acute and chronic

conditions, the majority of interviewed displaced Syrians had sought care at a primary health care outlet/private clinic (57 percent of persons with acute conditions and 51 percent of persons with chronic conditions), followed by a pharmacy (23 percent of persons with acute conditions and 34 percent of persons with chronic conditions) and then a hospital 16 percent of persons with acute conditions and 14 percent of persons with chronic conditions).

According to results of the 2017 Vulnerability Assessment of Syrian Refugees (VASyR), 46 percent of households reported the need to access PHC services in the last 6 months. Of those, 89 percent reported being able to access needed care. This is a slight improvement from 2016, where 83 percent of households were able to access needed care. For the 11 percent of households not able to access care, barriers mainly relate to cost of medications or treatment and the doctors' consultations fees, not being accepted at the facility, the distance to the health facility and associated transportation costs, not knowing where to obtain the services as well as a feeling of inadequate welcoming or treatment at facility level.

Access to Primary Healthcare (PHC) (VASyR 2017) in 6 months period



Interestingly, households in the governorates of Mount-Lebanon and Beirut followed by Akkar were less able to access needed care. This is quite different compared to results of VASyR 2016 which showed that households in the governorates of Bekaa, the North and Akkar were less able to access needed care. Though not captured by the VASyR, field consultations with partners point to the areas of Masharii' el Qaa and Arsal, both close to the Lebanon-Syria borders, having suffered from difficulty in access to health services due to the security reasons that prevented the movement of displaced Syrians or health actors' provision of assistance.

The access to specific primary health care services is outlined below:

**Vaccination:** Routine vaccination is widely available across the country and can be accessed by both displaced Syrians and vulnerable Lebanese through all 208 MoPH-PHCCs as well as approximately 600 dispensaries. Indeed, results of the 2016 WHO Expanded Programme on Immunization (EPI) coverage survey showed that 47 percent of Lebanese and 72.7 percent of Syrian refugees received their vaccination at primary healthcare centres.<sup>i</sup> Alternatively, and specific to localized vaccination campaigns, vaccination is also accessible through mobile units. Moreover, measles and polio vaccination is

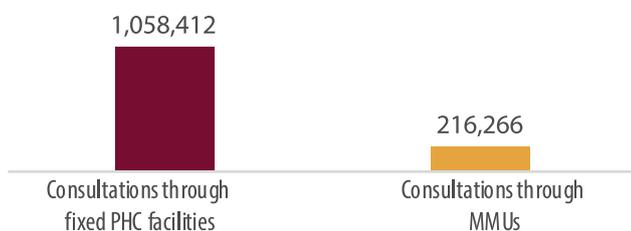
(5) According to UNRWA, there are approximately 34,000 Palestine Refugees from Syria in Lebanon (UNRWA, 2017).

accessible at UNHCR registration centers and at the four Lebanon/Syria border crossings.

While great strides have been made in the overall vaccination coverage which is considered to be high in Lebanon, the EPI survey points to lower coverage in certain districts.<sup>6</sup> This is further confirmed by localized field assessments which indicate that a number of children are not up-to-date as per their immunization calendars or that a number of children have not received a single dose of vaccine since birth.

Various barriers to optimal vaccination have been identified. In many MoPH-PHCCs, a consultation fee is often charged for vaccination despite an official MoPH Circular instructing facilities to provide vaccination for free. The circular is therefore perceived by partners to be poorly implemented and poorly enforced. Indeed, 51 percent of displaced Syrian households reported having paid for vaccination (UNHCR HAUS, 2017). Challenges to vaccination as voiced by displaced Syrians are the cost of the vaccine followed by the cost of transportation to the facility. Poor knowledge about services available also seems to play a role in low vaccination coverage as only 59 percent of households knew that vaccination for children under 12 years is free at MoPH-PHCCs. Furthermore, the UNICEF 2016 Knowledge, Attitudes and Practices (KAP) showed that 39.1 percent of Syrian caregivers reported lack of knowledge as reason for not vaccinating their children.

#### Subsidized Consultations Provided by LCRP partners



Although not a barrier, the lack of documentation of vaccination (vaccination booklets are often lost), is an issue as health care providers are unable to properly assess a child's vaccination status and as such would have to assume that the child has never been vaccinated.

The surveillance system in Lebanon has detected 64 acute flaccid paralysis in 2017, none of them being polio related and sporadic cases vaccine-preventable diseases are still observed/reported.<sup>7</sup> From January to September 2017, 76 cases of Measles, 165 cases of Mumps, and 66 of Pertussis have been confirmed. The highest number of cases of vaccine-preventable diseases are reported in Beirut/Mount-Lebanon, South and Bekaa governorates. Although reporting has improved, the actual number of

(6) The WHO EPI Cluster survey shows that, at a national level, completed vaccination (three doses at least) for polio is 90.1 percent, DTP 87.3 percent, Hib 88.7 percent and Hepatitis B 89.9 percent. More specifically, a polio coverage of less than 85 percent is reported in cazas for Jbeil, Metn, Akkar, Minieh-Donnieh, Bcharre and Jezzine.

(7) From January to September 2017, nationally, 198 cases of mumps (36 among displaced Syrians), 238 cases of Hepatitis B (38 cases among displaced Syrians), 63 cases of acute flaccid paralysis (13 cases among displaced Syrians), 76 cases of pertussis (17 cases among displaced Syrians), 89 cases of measles (29 cases among displaced Syrians) were reported. Source: MoPH/ESU.

cases is believed to be higher.

Considering populations' movement across borders, crowded living conditions, poor sanitation conditions as well as direct disposal of untreated waste water, there are heightened risks of outbreak of vaccine-preventable diseases, and the introduction of new diseases to the country. Surveillance activities and accelerated immunization activities are therefore critical.

**Malnutrition:** The prevalence of global acute malnutrition (GAM) among displaced Syrian children aged 6-59 months in Lebanon is stable at around 2 percent, with the similar trend of boys being slightly more wasted (low weight for height) than girls (VASyR 2016). Accordingly, the prevalence of GAM in Lebanon falls under the "acceptable" severity category on the WHO Crisis Classification. Screening for and management of both moderate and severe acute malnutrition (without complications) among children under five and pregnant and lactating women, along with the provision of micro-nutrient supplements has been integrated at the level of MoPH-PHCCs.<sup>8</sup> At primary health care level, systematic screening for acute malnutrition of all children under five is often hampered by staff being overloaded with tasks. There is also a missed opportunity for screening of both children under five as well as pregnant and lactating women (PLWs) outside of those facilities and possibly within communities as the numbers of MoPH do not reflect estimates of number of children with acute malnutrition based on the prevalence rates and population figures.

**Infant and Young Child Feeding (IYCF):** Thirty-four percent of displaced Syrian children (age 0 to 6 months) are exclusively breastfed. The rate of exclusive breastfeeding is higher among displaced Syrians than it is among Lebanese, Palestine Refugees in Lebanon and Palestine Refugees from Syria. Further, 54 percent of displaced Syrian children (age 6-23 months) received solid, semi-solid or soft foods the minimum number of times, compared to 64 percent of Lebanese children indicating sub-optimal complementary feeding. Also, 43 percent of displaced Syrian children (age 6-9 months) have received breastmilk and a solid or semi-solid food the previous day and 58 percent of displaced Syrian children (age 12-15 months) were fed breastmilk the previous day providing some indication of continued breastfeeding of children beyond 6 months.

At facility level, barriers to raising awareness and counseling are related to overwhelmed or lack of available relevant staff. Moreover, the most significant self-reported barriers to exclusive breastfeeding of children (0-6 months) among displaced Syrians relate to poor maternal health and nutritional status, the baby being sick or hospitalized followed by stress and/or crowding. Other barriers relate to misconceptions about exclusive breastfeeding not being enough or sufficient

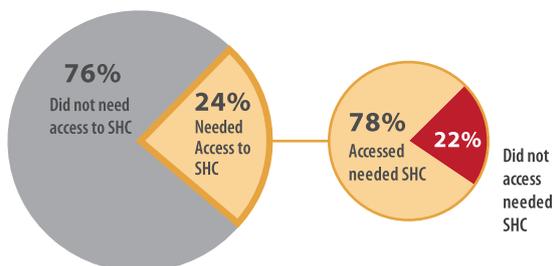
(8) According to MoPH HIS, from January to July 2017, 127,814 children under 5 were screened for malnutrition in all MoPH-PHCCs and 424 children have received treatment for moderate or severe acute malnutrition (without complications) in the 52 MoPH-PHCCs that are malnutrition management centers. Also, 12,422 children under 5 and pregnant and lactating women (PLW) were receiving micro-nutrients.

for a child's growth and husbands not being supportive of their wives breastfeeding (IMC, 2016). Barriers to complementary and diversified feeding for children aged 9 to 23 months related to baby gastro-intestinal (GI) problems, access to food variety, remembering to give the child 4+ food groups (IMC, 2016).

Currently, there are relatively limited efforts by partners to promote, protect and support infant and young child feeding at community, primary health care as well as hospital levels for optimal growth yet, findings indicate those interventions are much needed. Furthermore, addressing some specific barriers warrants cross-sectoral interventions.

**Acute and Chronic Conditions:** Syrians primarily seek care to treat infections and communicable diseases, followed by chronic conditions and non-communicable diseases.<sup>iii</sup> Preliminary data from the WHO NCD stepwise survey, a national NCD prevalence survey targeting Lebanese and displaced Syrian in Lebanon shows almost similar prevalence of impaired fasting glycemia (4.2 percent among Lebanese and 5.2 percent among Syrians), diabetes (known and/or on treatment 10.2 percent among Lebanese and 9.4 percent among Syrian), obesity (37.9 percent among Lebanese and 34.2 percent among Syrian), hypertension (38.2 percent for both Lebanese and Syrian). However, the study showed that prevalence of smoking is higher among Lebanese (38 percent compared to 31.1 percent among Syrian) as well as higher cholesterol levels (65.4 percent among Lebanese compared to 48.8 percent among Syrians). Moreover, the study showed that more Syrian had more than 3 risk factors (59.8 percent) for NCDs compared to Lebanese (51.4 percent). This warrants special attention as to ensure the continued access to NCD medications and good quality of care including early detection and awareness raising on health behavior.

Access to Secondary Healthcare (VASyR 2017) in 6 months period



Currently, approximately 149,000 Lebanese and 16,000 displaced Syrians access NCD medication through YMCA. It is estimated that around 10,000 displaced Syrians are also accessing NCD medication procured separately through partners.

Findings from the 2017 UNHCR Health Access and Utilization Survey showed that 8 percent of persons reported having an acute condition during the preceding month out of which 23 percent did not seek health care either because they could not afford clinic fees (59 percent) or because they did not think it was necessary (20 percent). Moreover, the study indicates that 16

percent of individuals reported a chronic condition. Of those, only 65 percent had been able to access medical care and/or medicines during the last 3 months. Of those who could not access care, the main reasons were not being able to afford the clinic fees (65 percent), not being able to afford transportation (13 percent), did not like the staff (10 percent) and did not think it was necessary to go (10 percent).<sup>xxii</sup>

The study also points to poor knowledge related to available services as a barrier to PHC access; results showed that only 55 percent of displaced Syrian households knew that they could obtain primary health care consultations for between 3000 and 5000 LL and only 42 percent knew that drugs for acute conditions could be obtained for free at primary health care facilities.

Other barriers related to access to both acute and chronic medication which are supplied free of charge by MoPH relate to doctors' practice of prescribing medications which are outside of the MoPH/WHO list of essential medication or the list of chronic medication available through YMCA and which imply further out of pocket expenditure by patients on branded medication which are otherwise obtainable in their generic form. Another barrier reported is the lack of proper forecasting of medication needs/consumption which often results in both shortages and stocks of expired medication.

All of the above indicate that further support is needed in order to increase access to PHC for both acute and chronic conditions while improving system-related issues.

**Sexual and Reproductive Health:** According to UNHCR Registration data, displaced Syrian women of childbearing age (15-49) constitute 25 percent of the total registered population of displaced Syrians. Moreover, results of the UNHCR 2017 HAUS indicate that 43 percent of women of reproductive age were pregnant during the last 2 years.<sup>xxii</sup>

As a reflection of the existing needs, pregnancy care, including ante-natal care (ANC) and post-natal care (PNC) constitutes an important proportion of services currently provided to displaced Syrian women at primary healthcare level. Results of the UNHCR 2017 HAUS study showed that 73 percent of women who have been pregnant in the past two years report accessing antenatal care, representing an increase in access compared to 2016. The survey also shows that 52 percent of the women who were pregnant in the last 2 years had received ante-natal care (ANC) in more than one facility.<sup>xxii</sup> The results of the survey indicate that an alarming 27 percent of women have not received ANC during their pregnancy. Among the 27 percent of pregnant women who did not receive ANC, the majority (47 percent) reported being unable to afford doctor's fees and 21 percent thought ANC was not necessary. Among women who accessed ANC, only 55 percent reported four or more visits, a slight increase compared to 2016, yet indicating that the uptake of ANC by pregnant women is low.

Most common barriers to ANC are financial or knowledge/

attitude related. Significant barriers to ANC during the first trimester include: not being able to afford the fees, lack of time/or having to care for other children, not remembering to attend a ANC visit, or not being aware of the importance of seeking care during 1st trimester (IMC, 2016).

Moreover, only 28 percent of women who delivered reported receiving post-natal care. Of those women who did not attend PNC, 73 percent indicated that they did not think it was necessary and 22 percent said that they could not afford the clinic fees. The findings above demonstrate the need to increase uptake of ante-natal care and post-natal care by displaced Syrian women and addressing its most common barriers through financial support and increased outreach.

As for family planning, the uptake of family planning methods by displaced Syrians is also low. Based on the UNHCR 2017 HAUS, among those couples who report to be using a family planning method, contraceptive pills are most commonly used (38 percent), followed by traditional methods (24 percent), IUDs (22 percent) and condoms (15 percent).<sup>xvii</sup> The most common reported reason for lack of use of family planning is planning a pregnancy. Another recent study on the barriers to contraceptive use points to cost as the main reported barrier to contraception use.<sup>iv</sup> This is echoed by partners in the field who point to the inconsistent implementation of the MoPH Circular related to reproductive health services at MoPH-PHCC level which places a ceiling on the cost of reproductive health services and reiterates that family planning commodities are to be distributed free of charge as a contributing factor

**Mental Health:** Around 2.5 percent of displaced Syrians reported needing access to mental health care in the last 6 months, out of which 62 percent were not able to receive the care they needed.<sup>xviii</sup> Reasons for not accessing care vary from cost, to transportation issues, as well as lack of knowledge on where to seek help. Despite a significant number of NGOs providing mental health and psychosocial support, access is not equally distributed and areas like Baalbak-Hermel remain without any support.<sup>xviii</sup>

Services provided by local and international NGOs range from case management (including for survivors of sexual and gender-based violence) to more specialized care (psychotherapy and psychiatry). These are provided free of charge and remain insufficient to respond to the existing needs which are high, a matter which is reflected in the patients' waiting time to consult with a mental health professional. From January to September 2017, partners provided a total of 31,994 specialized mental health consultations to vulnerable Lebanese, displaced Syrians, Palestine Refugees in Lebanon and Palestine Refugees from Syria. The need for mental health services is highlighted in Akkar, Hermel, Dennieh and South of Lebanon as well as lack of psychiatric hospitalization outside of Beirut, the need for proper management of psychiatric emergencies at hospital level as well as

support in transportation to services.

In addition, beneficiaries, both displaced Syrian and vulnerable Lebanese alike, can access essential psychotropic medications via the YMCA network and some specialized medications via the humanitarian list provided by the MoPH. It is therefore important to expand access to mental health services. The ongoing efforts of the MoPH National Mental Health Programme (NMHP) and its partners seek to address the expansion of mental health services through the integration of mental health services into primary healthcare. To date, as a result of the accelerated initial training on mental healthcare more than 800 health workers in around 300 PHCs and dispensaries have been introduced to the WHO Mental Health Gap Action Programme (mhGAP); of these, around 50 received more advanced training, whereby at least one nurse and one General Practitioner are well trained on the mhGAP. In addition a community mental health center in the Bekaa has been piloted over the past 3 years. Over the next four years (2018-2020), the delivery of mental health packages will gradually be piloted in 40 selected MoPH-PHCCs, of which, 12 were identified to provide more specialized mental health services via a multi-disciplinary team.

**Tuberculosis (TB) and HIV:** In Lebanon, tuberculosis and HIV care are not integrated within primary healthcare and have separate vertical programmes within the MoPH. From January till September 2017, 481 new TB cases were registered at the National Tuberculosis Programme (NTP), among which 103 are displaced Syrians. With funds available from the Global Fund, active directly observed therapy strategy (DOTS) for the free of charge treatment of patients with TB has been expanded, with special focus on areas with most vulnerability of displaced Syrians and host communities. The free of charge care of latent TB cases (screening and management) has been decentralized within 15 public hospitals through an IT system established by WHO and is guided by a clear protocol of management based on the updated 2016 Clinical Treatment Protocols of TB.

As for HIV patients among displaced Syrians, and similarly to HIV patients among Lebanese, anti-retroviral therapy (ART) is available free of charge through the National AIDS Programme (NAP) and treatment is provided according to updated 2016 HIV/ARV protocols. Until September 2017, a total of 1,273 persons with HIV were receiving treatment through the NAP out of which 1,174 are Lebanese, 51 displaced Syrians, 40 Palestine Refugees and 8 from other nationalities.

With regards to Palestine Refugee from Syria, data from UNRWA's Health Information System points to each Palestine Refugee from Syria visiting UNRWA clinics on average five times per year. In general, Palestine Refugees from Syria are worse-off compared to Palestine Refugees in Lebanon on all health-related indicators.<sup>v</sup> Respectively, 10 percent, 75 percent and 83 percent of households report at least one family member who suffers from a disability, acute illness in the past six months, and chronic illness. The four most prevalent chronic conditions are

diabetes, high blood pressure, heart disease, and bone and muscle problems.<sup>vi</sup> Moreover, 85 percent reported poor mental health.

Although displaced Syrians and Palestine Refugees from Syria, in theory, can access primary healthcare services from a variety of health outlets, the main barrier is cost. Data from the 2017 VASyR indicates that displaced Syrians' health expenditure is relatively high and comprises 13 percent (up by 1 percent from 2016) of the total expenditures of a household (average total expenditure is US\$ 403 /HH/month, down by \$56 from 2016).<sup>vii</sup> The UNHCR 2017 HAUS study also points to an average monthly household expenditure of \$154 on health with the median monthly household expenditure on health being \$75. Compared to 2016, the monthly household expenditure has slightly increased from \$148 and the median monthly household expenditure decreased from \$100.<sup>xxii</sup>

In light of the increasing economic vulnerability of both displaced Syrians and Palestine Refugees from Syria, further financial support in access to primary healthcare is needed.

## Hospital Care

Access to hospital care for displaced Syrians, whether registered or unregistered with UNHCR, is primarily through a network of 50 hospitals across Lebanon (public and private), contracted by UNHCR through a third party administrator; NEXtCARE. Subsidized care is limited to obstetric and life-threatening conditions, which have been prioritized in light of available funding, and currently covers 75 percent of hospitalization fees. Coverage is increased to 90 percent for severely vulnerable households, but also for patients with acute burns and psychiatric conditions, as well as infants in need of neonatal and paediatric intensive care. The remaining 10 to 25 percent is to be covered by displaced Syrians. Survivors of gender-based violence, particularly survivors of rape are fully covered.

From January-September 2017, a total of 61,257 displaced Syrians (average of 6,806 admissions per month) were admitted for hospital care through UNHCR representing a 10.4 percent increase from admissions in 2016.<sup>viii</sup> It is estimated, based on data from previous years, that 53 to 57 percent of the total admissions covered by UNHCR are pregnancy related. Though hospital-based deliveries are covered by UNHCR, assessments indicate that an increasing number of women are delivering at home, assisted by either a skilled or traditional birth attendant. It is also estimated that 32 to 36 percent of deliveries were through C-section. The C-section rate is considered high.<sup>9</sup> Though it is lower than the C-section rate amongst Lebanese which is estimated at around 44 percent,<sup>10</sup> it is higher than the rate reported in Syria (23 percent) and confirms findings of a 2007 study by the American University of Beirut pointing to a policy

environment encouraging C-sections in Lebanon.<sup>ix,x</sup> As the practice carries risks, and there is a concern that unnecessary C-sections are taking place, the rate should be further monitored and addressed. Another estimate is that 16 percent of all newborns are admitted or kept in hospitals for special care.<sup>xi</sup> The rate of admission to neonatal intensive care unit (NICU) is also considered high and requires further monitoring. Specific to maternal and child outcomes, MoPH reports for the first quarter of 2017 indicate that non-Lebanese<sup>11</sup> (displaced Syrians included) are likely to be worse off compared to Lebanese on maternal and neonatal mortality indicators.

Various challenges are linked to hospital admissions. Once such challenge lies in delays in the hospital admissions of persons with psychiatric conditions. These often exceed a month and result from a limited number of available psychiatric beds. Another common challenge is the inability of displaced Syrians to pay the 10-25 percent patient share of admissions covered by UNHCR. Presently, a limited number of health actors provide support to cover the remaining costs. This is done on a case by case basis with the financial ceiling for support varying amongst supporting international and national NGOs. It has been observed that in some hospitals, admission is pending a deposit is provided and the identification documents or UNHCR registration documents of displaced Syrians are retained until the hospital bill is settled.

Parallel to the support provided by UNHCR, an additional, yet limited, number of LCRP health partners provide support in access to hospital care. Conditions which are covered include by are not limited to: surgeries for congenital malformations including cleft lip and palate surgeries and orthopaedic surgeries including club feet, hip displacement, reconstructive surgery for burns, dialysis for patients with chronic renal failure, blood transfusions for thalassemia patients, treatment for hemophilia patients, chemotherapy for breast cancer patients etc. Yet, this support is limited and more often than not, a significant number of patients eligible for support are turned down.

Although not LCRP partners, other organizations such as the International Committee of the Red Cross (ICRC), MSF-Switzerland, MSF-Belgium and more recently MSF-France also provide additional support to displaced Syrians as well as other population groups in access to hospital care. While ICRC mainly provides support to weapon wounded individuals, both MSF-Switzerland and MSF-Belgium support deliveries and MSF-France acute paediatric conditions.<sup>12</sup>

Overall, the hospitalization rate for obstetric and life-saving conditions for displaced Syrians is 6 percent per year.<sup>13</sup> Even by adding the support provided by

(9) According to WHO, the ideal rate for caesarean sections is between 10-15%.

(10) MoPH 2013 Public Health bulletin showed that the rate of CSs reached 44-45 % of total deliveries covered by MoPH.

(11) MoPH started disaggregating maternal and child data by nationality mid-2017. Prior to that, two categories were used: Lebanese and non-Lebanese.

(12) From January-September 2017, ICRC supported a total of 80,218 persons in access to hospital care. From January to August 2017, MSF-Switzerland and MSF-Belgium supported a total of 3,072 and a 4,807 deliveries respectively mostly among displaced Syrians, and MSF-France supported a total of 333 acute paediatric admissions for children (3 months to 15 years).

(13) UNHCR referral care report 2014.

partners, the hospitalization rate for displaced Syrians remains lower than that of Lebanese (12 percent per year). This is explained by the restrictive criteria applied due to limited funds. It is therefore estimated that an important number of displaced Syrians are not able to access needed hospital care. Indeed, the results of the 2017 VASyR confirm that 22 percent of displaced Syrian households in need of hospital care were not able to obtain it. The main reason cited was their inability to cover the cost of treatment (56 percent).<sup>xviii</sup>

Palestine Refugees from Syria, similarly to Palestine Refugees in Lebanon, benefit from hospital care through UNRWA with 100 percent coverage for secondary care in Palestine Red Crescent Society (PRCS) hospitals and 90 percent in public and private hospitals respectively and 60 percent coverage for tertiary services (with a ceiling of \$5000 per intervention).<sup>xii</sup> Many families therefore experience high vulnerability in the health sector especially since 99 percent of the population has no health insurance coverage other than access to UNRWA health services for hospitalization. Despite different barriers (irregular legal status, movement restrictions, limited resources), the access to UNRWA hospitalization services is high.<sup>13</sup> The hospitalization rate of Palestine Refugees from Syria is equivalent to 12 percent and therefore similar to that of Lebanese. However, funds are needed to maintain the current subsidies provided by UNRWA.

In order to maintain current subsidies and address the large unmet needs and the underlying financial barrier to hospital care access, increased financial support is needed particularly for cases which do not fall under current coverage, especially catastrophic illnesses (such as cancer) and chronic conditions (i.e. dialysis for chronic renal failure, treatment for multiple-sclerosis patients etc.)<sup>14</sup> as well as advanced diagnostics.

Overall, limited funds are available to ensure equitable provision of health services in order to meet essential health needs at the primary, secondary and tertiary healthcare levels. Consequently, access to healthcare in the seventh year of the crisis still remains a serious concern.

### Impact on healthcare institutions

Despite the institutional support provided, health facilities at primary healthcare and hospital level across Lebanon are heavily strained with an increased demand on services due to the crisis. Akkar and Bekaa, as traditionally underserved areas, and hosting respectively around 10 percent and 25 percent of the displaced Syrians, are in particular need of more institutional support.

Public hospitals are impacted by the inability of displaced Syrians to cover the totality of their hospital bills, even in cases where their hospitalization is subsidized by partners, and unfulfilled MoPH commitments to public hospitals to cover, on an exceptional basis, the

(14) It is estimated that around 800 cases of cancer among displaced Syrians need to be treated every year, and an estimated 200 patients are in need of on-going renal dialysis.

hospitalization fees of displaced Syrians and Palestine refugees from Syria for conditions which are not subsidized by partners. These conditions include dialysis, cancer and catastrophic illnesses treatment, and acute hospitalization. According to MoPH records for 2016, public hospitals had accumulated a deficit amounting to \$15 million since the onset of the Syrian crisis, threatening the financial viability of the public hospital system as a whole, and consequently the future provision of hospital services.

If the above needs are not fully met, mortality and morbidity will increase due to inadequate access to healthcare. The risk of outbreaks of communicable and vaccine-preventable diseases will increase. Early detection and control of outbreaks will also be suboptimal.

### Adolescent and Youth Health

It is estimated that 35 percent of the Lebanese population are children (0-19), 20.6 percent adolescents (10-19) and 19.8 percent are youth (15-24).<sup>xiv</sup> Based on data from UNHCR Lebanon Registration database, 57 percent of displaced Syrians registered with UNHCR as refugees are children (0-18), 23 percent are adolescents (10-19) and 17 percent are youth indicating that both populations are relatively young.

The Global School-based Student Health Survey (GSHS), a collaborative surveillance project designed to help countries measure and assess the behavioural risk factors and protective factors among young people aged 13 to 17 years, was conducted by WHO in 2016 in Lebanon in close collaboration with the Ministry of Education and Higher Education (MEHE) and MoPH.<sup>15,xix</sup> Displaced Syrian children enrolled in public schools were included in the survey. The GSHS addressed for the first time risky health behaviours following the impact of the Syrian crisis on both the Lebanese and displaced Syrian school age children. A total of 5,708 students participated in the Lebanon GSHS. While results of the study will further be disaggregated by population group, key prevalence estimates from the survey indicate serious issues in relation to mental health, bullying, cigarette and alcohol use, activity level, and malnutrition among adolescents and youth.

(15) The Global School-Based Student Health Survey (GSHS) had also been conducted in Lebanon in 2005 and 2011.

Indicator	Prevalence
Percentage of students who seriously considered attempting suicide during the 12 months before the survey	14.2
Percentage of students who were bullied on one or more days during the 30 days before the survey	16.6
Percentage of students who currently used any tobacco products (used any tobacco products on at least 1 day during the 30 days before the survey)	36.6
Percentage of students who spent three or more hours per day sitting and watching television, playing computer games, or talking with friends, when not in school or doing homework during a typical or usual day	47.6
Percentage of students who currently drank alcohol (at least one drink of alcohol on at least one day during the 30 days before the survey)	18.9
Percentage of students who were underweight (<-2SD from median for BMI by age and sex)	4.0
Percentage of students who were overweight (>+1SD from median for BMI by age and sex)	24.6

source: GSHS

Through collaborative efforts with the Government of Lebanon (GoL), the sector is committed to supporting adolescent and youth health in Lebanon through the National School Health Program focusing on three main areas; medical screening, health awareness and education, and healthy school environment.

## Overall sector strategy

The Ministry of Public Health (MoPH) Health Response Strategy, drafted in 2015, and updated in 2016, serves as the guiding document for the LCRP Health sector.<sup>xv</sup> Activities in the LCRP fall within the scope of this strategy starting from community outreach, awareness and preventive activities to curative and referral services. By 2020, the strategy aims at the progressive integration of services in the existing national healthcare system.

The MoPH-Health Response Strategy serves four strategic objectives:

- Increase access to healthcare services in order to reach as many displaced persons and host communities as possible, prioritizing the most vulnerable
- Strengthen healthcare institutions and enable them to withstand the pressure caused by the increased demand on services and the scarcity of resources
- Ensure health security and control of outbreaks
- Improve child survival rate

Health sector partners will uphold the principles of transparency and accountability to ensure an effective and efficient humanitarian response within the Health sector. To that end, should the Government of Lebanon (GoL) require information that is not captured by inter-agency mechanisms, bilateral requests can be made from the GoL to the Health sector partners.

## Sector outcomes, outputs and indicators

The Health sector's overarching aim is to respond to the health needs (primary, secondary and tertiary health care) of displaced Syrians (whether non-registered or registered as refugees by UNHCR) and Palestine Refugees from Syria as well as the most vulnerable within the Lebanese and Palestine Refugees in Lebanon host communities, and to strengthen national institutions and capacities to respond to those needs while simultaneously enhancing the resilience of the health system as a whole.

### Outcome 1 – Improve access to comprehensive primary healthcare (PHC)

This will be achieved through the following outputs:

#### Output 1.1 – Financial subsidies and health promotion provided to targeted population for improved access to a comprehensive primary healthcare (PHC) package

The sector aims to ensure access to comprehensive<sup>16</sup> quality primary healthcare (PHC) to displaced Syrians (whether non-registered or registered as refugees by UNHCR) as well as vulnerable Lebanese, primarily through the Ministry's network of primary healthcare centers (PHCCs), but also through health facilities outside the MoPH network which are referred to as dispensaries (including the Ministry of Social Affairs (MoSA) Social Development Centres (SDCs)) in instances where there is uneven geographical coverage, or where the caseload is too heavy for the network to bear.<sup>17</sup>

Existing health partner programmes which subsidize care in a number of those facilities will be maintained for displaced Syrians as well as vulnerable Lebanese populations. These programmes typically rely on a small contribution by patients towards consultation fees while subsidizing laboratory diagnostics to certain population groups only; children under five years of age, pregnant and lactating women, persons with disabilities and older persons. In the face of increasing economic vulnerability, new models that offer more coverage to displaced Syrians and vulnerable Lebanese patients seeking PHC services will be implemented to ensure meaningful access to primary healthcare, further addressing cost-related barriers such as doctors' fees, cost of treatment or transportation costs.

One such model will be implemented throughout 2018-2019 by partners International Medical Corps (IMC), Première Urgence-Aide Médicale Internationale (PU-AMI) and Fundacion Promocion Social de la Culturra (FPSC) through funding from EU-Madad. The model consists in supporting an equal ratio of vulnerable Lebanese and displaced Syrians patients in access to primary health care (including mental health) through initially 45 PHCCs. Beneficiaries' contribution is of 3,000 LBP (equivalent to

(16) Comprehensive primary healthcare is inclusive of vaccination, medication for acute and chronic conditions, Non-Communicable Diseases (NCD) care, sexual and reproductive health, malnutrition screening and management, mental health, dental care as well as health promotion.

(17) Palestine refugees from Syria and Palestine refugees in Lebanon are an exception as their access to primary healthcare is through UNRWA clinics.

\$2) as a consultation fee and medication and diagnostics are fully covered for all population groups.

Another model will be implemented as part of the Lebanon THRIVE initiative; a comprehensive and collective approach to child survival in Lebanon, under the leadership of MoPH and the Ministry of Energy and Water (MoEW,) to refocus energy and resources on critical risks of child survival and development. THRIVE seeks to provide an integrated Mother and Child Core Health Package of services including preventive and curative maternal and child healthcare services to 80 percent of the most poor and deprived Lebanese as well as the displaced Syrian communities and Palestinians Refugees through MoPH-PHCCs to further address cost-related barriers to health care and respond to critical needs of this specific population at risk. Should these projects prove to be successful, further adoption at the level of MoPH-PHCCs will be considered.

Palestine Refugees from Syria and Palestine Refugees in Lebanon will continue receiving free primary health care services through UNRWA clinics.

Though external to the LCRP, it is important to mention the ongoing MoPH pilot project funded by the World Bank entitled "Emergency PHC Restoration Project (EPHRP) - towards Universal Health Coverage". The pilot project targets 150,000 vulnerable Lebanese registered with the MoSA- National Poverty Targeting Program (NPTP) with an essential preventive healthcare package through 75 MoPH-PHCCs. Throughout 2018, MoPH plans to scale up and expand the project to all MoPH-PHCCs, targeting all 300,000 vulnerable Lebanese enrolled in the NPTP with packages of both preventive and curative services. The THRIVE model will be aligned in content, delivery and financing mechanisms with the EPHRP packages.

In parallel to the provision of subsidies, the Health sector will strengthen facility-based health promotion and community outreach efforts addressing knowledge and attitudes related to various health topics (i.e. vaccination, pregnancy care, family planning, infant and young child feeding, communicable diseases, non-communicable diseases, mental health, etc.). Efforts will also aim at increasing awareness on the availability of services (including gender-based violence (GBV) services) thereby contributing to increased demand for primary health care. This will be done through increased coordination of partner activities, harmonization of health messages as well as targeting of both women and men within communities as a way to influence decision-making and ensure an environment that is supportive of positive health seeking behaviors.

With the crisis entering its eighth year, activities of mobile medical units (MMUs) such as vaccination campaigns, outbreak investigation and response and provision of primary healthcare services will be limited to exceptional security-related and emergency situations. Provision of primary health care services through mobile medical units will be particularly deprioritized as mobile medical

units have proven to be costly, providing limited services, often relying on referrals to PHCCs and are generally counter-productive to instilling health seeking behaviors and promoting health facility utilization.

The target for 2018 is a total of 2,152,000 subsidized or free consultations to be provided to displaced Syrians, vulnerable Lebanese, Palestine Refugees from Syria and Palestine Refugees in Lebanon at primary healthcare level. This output will be measured by an indicator on the "number of subsidized or free PHC consultations provided" which will be disaggregated by age and sex to allow for gender analysis of potential barriers for access to primary healthcare to be addressed.

Within the next three years, the sector will explore in detail further optimizing the package of services offered and models of delivery including the financing mechanisms to ensure an effective, cost-efficient and sustainable response. Special attention will be paid to interventions that meet the specific health needs of girls, boys, women, and men, including children under five years of age, pregnant and lactating women, adolescents including adolescent girls married before the age of 18, youth, persons with disabilities, elderly, survivors of gender-based violence, persons living with HIV/AIDS, persons facing gender-based discrimination and other vulnerable groups. To assess challenges around access to health services, girls, boys, women and men will be equally consulted.

#### **Output 1.2 - Free of charge chronic disease medication provided at PHC level**

As the displaced Syrian population will continue to benefit from the same entry points into healthcare as the Lebanese population, it is essential that the current mechanisms of national drug procurement for chronic disease medication be aligned with the existing needs of vulnerable Lebanese, displaced Syrians as well as other population groups, and any duplication for parallel procurement mechanisms by health partners be avoided. To that end, it is expected that over the span of the next three years the MoPH system for procurement, management and distribution of chronic disease medication, will specifically be able to progressively absorb numbers of vulnerable Lebanese as well as Syrian beneficiaries referred.<sup>18</sup>

The target for 2018 is 175,100 individuals (145,000 Lebanese and 25,000 displaced Syrians) receiving chronic disease medication through MoPH/YMCA channels of procurement and distribution system, as well as 5,100 individuals (3,400 Palestine Refugees from Syria and 1,700 Palestine Refugees in Lebanon) receiving chronic medication free of charge through UNRWA clinics. This output will be measured by an indicator on the "number of persons receiving chronic medication" which will be disaggregated by sex.

#### **Output 1.3 - Free of charge acute disease medication, medical supplies and reproductive**

(18) This is partly due to a sizeable number (10,000-15,000) currently benefiting from parallel projects that are currently phasing out or expected to phase out in the coming years.

### health (RH) commodities provided at PHC level

As the displaced Syrian population will continue to benefit from the same entry points into healthcare as the Lebanese population, it is essential that the current mechanisms of national drug procurement for acute disease medication, medical supplies and reproductive health commodities (including family planning commodities and post-exposure prophylaxis (PEP) kits) be aligned with the existing needs of vulnerable Lebanese, displaced Syrians as well as other population groups, and any duplication for parallel procurement mechanisms by health partners be avoided.

The targeting for 2018 remains around 1.5 million displaced Syrians and vulnerable Lebanese within the existing PHC channels, as well as around 50,000 Palestine Refugees from Syria and Palestine Refugees in Lebanon through UNRWA clinics.

#### Output 1.4 - Free of charge routine vaccination provided for all children under 5 at PHC level and through vaccination campaigns

The sector aims to achieve 100 percent vaccination coverage of displaced Syrian children, Palestine Refugees from Syria as well as vulnerable Lebanese children<sup>19</sup> and Palestine Refugees in Lebanon. This necessitates the enforcement of the MoPH policy relating to free vaccinations at primary healthcare level as well as the expansion/ acceleration of routine vaccination activities with a focus on low vaccination coverage areas as per the results of the annual WHO Expanded Program on Immunization (EPI) coverage cluster survey. This output will be measured through an indicator on the “number of children under five receiving routine vaccination” which will be disaggregated by population cohort and sex.

#### Output 1.5 - Primary healthcare institutions’ service delivery supported

In order to strengthen the capacities of MoPH at central and local levels to respond to primary health care needs, the expansion of the MoPH-PHCC network to up to 250 centers is prioritized to ensure greater geographical coverage and accessibility of vulnerable populations to quality primary health care services at affordable cost.<sup>20</sup> Moreover, support is needed in terms of human resources at MoPH central and local levels as well as PHCCs which are understaffed and overloaded. This includes staffing for the MoPH-National Mental Health Programme as well as staffing for polio surveillance. The provision of equipment is also needed to respond to needs but also to replace old and deteriorating equipment. Additionally, staff capacity building is needed through ongoing training, follow-up and supervision according to identified gaps. These trainings will include modules on soft skills<sup>21</sup>, identification and referral of survivors of sexual and gender-based violence and survivor-

centered approaches with a focus on privacy and confidentiality. Other trainings aim to build the capacity of health providers on mental health, family planning, maternal and child health, vaccine management, etc. The sector will encourage an equal ratio of female/male staff trained<sup>22</sup>.

Even more so, the sector will focus on capacity building trainings as well as monitoring of key quality indicators for improved quality of care through increased coordination between partners and the use of common tools.

Additionally, the Health sector has prioritized, along with MoPH, exploring ways to support the expansion of the existing health information system (HIS). Through the WB supported project at MoPH-PHCC level, electronic medical files for the beneficiaries of the WB project have been established, along with a medications electronic monitoring system, known as PHENICs. The expansion of this electronic health information system is planned for an additional 150 PHC centers in the coming two years.

<sup>23</sup> Further expansion of the health information system is envisioned in both the number of health facilities reporting in a harmonized way within the MoPH HIS (i.e. tools and indicators) as well as the quality (relevance, accuracy, completeness, timeliness, etc.) of the data reported and generated. This will ensure that regular access to data is available which will support proactive management of future healthcare priorities. Another indicator which will be used is “# of facilities reporting on the MoPH HIS”.

Yet, with time, and as the MoPH capacities are strengthened, the institutional support shall progressively decrease.

#### Outcome 2 – Improve access to hospital (incl. ER care) and advanced referral care (advanced diagnostic laboratory & radiology care)

This will be achieved through the following outputs:

##### Output 2.1 – Financial support provided to targeted population for improved access to hospital and advanced referral care

The sector aims to ensure access to hospital and specialized referral care for all displaced Syrians (whether registered or non-registered as refugees by UNHCR) and Palestine Refugees from Syria in need of hospital care.<sup>24</sup> Considering the high cost of hospital care services in Lebanon and the increasing economic vulnerabilities amongst displaced Syrians and Palestine Refugees from Syria, Health sector partners need financial resources to maintain the current financial support provided. Additional resources are also needed to expand the support to medical conditions which do not fall under the current schemes and which include dialysis for chronic renal failure, thalassemia, advanced cancer care

(19) It is estimated that 50% of vulnerable Lebanese children receive vaccination through the public health system while the remaining 50% receiving vaccination through private health system.

(20) MoPH plans on adding 50 additional PHCCs to the MoPH-PHC network per year.

(21) As an example, the Clinical Management of Rape training targeting health staff includes a module on soft skills.

(22) It is observed that more female health staff attend trainings compared to male health staff – this is reflective of the general health workforce.

(23) Currently, with few exceptions, only the PHCCs within the MoPH Network report basic data via the HIS and public health early warning sentinel surveillance sites exist in selected PHCCs.

(24) This includes advanced diagnostics, laboratory tests and radiology (on an outpatient basis) and admission to hospital, including emergency room care.

such as radio and chemotherapy and care for other catastrophic illnesses.

Within the four year span, it is crucial to explore further efficiencies to expand coverage in terms of both hospital services and financial support. The main indicator used to measure this outcome is “percent of population cohort admitted per year”.

For 2018, the sector will target 120,126 displaced Syrians<sup>25</sup>, 4,700 Palestine Refugees from Syria and 2,400 Palestine Refugees in Lebanon receiving hospital services in 2018. The targets are calculated based on a 12 percent hospitalization rate for all population cohorts.<sup>26</sup> The main activity under this output is the provision of financial support to access hospital services. This is currently done primarily through the UNHCR Referral Care programme which covers 75-90 percent of the hospital bill and targets displaced Syrians and through UNRWA's hospitalization policy targeting Palestine Refugees from Syria. Financial support is also provided through health actors' support in the coverage of the 10 to 25 percent patient share for UNHCR supported hospital admissions, as well as through health actors' support in covering conditions which do not fall within UNHCR or UNRWA hospitalization schemes.

#### **Output 2.2 - Public and private hospital service delivery supported**

The sector aims to provide support to the 27 public hospitals. Interventions will consist in providing equipment to hospitals to fill shortages in equipment, in replacing old and deteriorating equipment as well as in establishing psychiatric wards in public hospitals in the North, South and Bekaa governorates. Interventions will also include supporting the staffing capacity of hospitals as well as building the capacity of hospital staff through trainings and supervision (including management of psychiatric emergencies). The sector will encourage training of an equal ratio of female staff trained.

#### **Outcome 3 – Improve Outbreak Control**

This will be achieved through the following outputs:

##### **Output 3.1 The National Early Warning and Response System (EWARS) expanded and reinforced**

The sector aims to contribute to strengthening outbreak control through building the capacity of the MoPH in surveillance and response. The focus will be on public health Early Warning and Response System (EWARS) strengthening and expansion. In 2017, WHO supported the development an IT platform (DHIS2) that was established in a selected number of health facilities. The EWARS would provide the critical data in a timely manner for all concerned authorities at the MoPH for timely response for monitoring, planning and decision-making within the health sector for any

(25) This figure is based on the number of displaced Syrians registered by UNHCR as refugees equivalent to 1,033,513 (as of end of June 2016). It is important to note however that all displaced Syrians (GoL estimates are of 1,500,000 displaced Syrians in Lebanon) whether registered or non-registered with UNHCR as refugees are eligible for hospital coverage according to UNHCR Standard Operating Procedures (SOPs) for Referral Care.

(26) The hospitalization rate does not include health interventions done on an outpatient basis such as dialysis.

outbreak containment and response. In addition, in 2017 a detailed situation assessment was also completed with the support of WHO for the Surveillance System and a Strategic Framework and Plan of Action with priority interventions were recommended. Those focused mainly on the harmonization of the health reporting system, the expansion of EWARS to multidisciplinary stakeholders (such as the Ministry of Agriculture), the improvement of the flow of information within the MoPH departments on one side and between the MoPH and the concerned stakeholders on the other side.

WHO has initiated the expansion of the EWARS and is supporting its decentralization through targeting all PHCCs within the MoPH network, laboratories and hospitals, as well as MoPH-Epidemiologic Unit at central level. Activities include the reinforcement of 50 existing surveillance sites, the expansion of the system through the establishment of 246 new surveillance sites, staffing support, logistical support, IT system development, equipment provision and technical support missions, joint trainings for surveillance and response teams as well as monitoring accuracy, timeliness and completeness of reporting.

The outcome will be measured through the “number of functional/operational Early Warning and Response System (EWARS) centers”.

##### **Output 3.2 - Availability of selected contingency supplies ensured**

The sector will ensure that a one-year stock of selected contingency vaccines, emergency medications, laboratory reagents, response kits and personal protective equipment (PPE) for quick and effective response to outbreaks are available.

#### **Outcome 4 – Improve Adolescent & Youth Health**

This will be achieved through the following outputs:

##### **Output 4.1 – School Health Program (MoPH/WHO/MEHE) maintained**

The Health sector will continue supporting the MEHE/MoPH/WHO School Health Programme which achieved its expansion to 1,200 public schools in 2017. Activities within this programme contribute to a healthy environment and include, school health education, opportunities for physical education and recreation and programs for counselling, social support and mental health promotion. Other activities include provision of support for the school E-health medical records (procurement of IT equipment and capacity building) as well as support for the healthy school environment project.

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

In the Health sector, the number of displaced Syrians in need is calculated based on economic vulnerability whereby data from the 2017 VASyR indicates that 76

## Sector needs and targets 2018

Population Cohort	Total Population in Need	Targeted Population	No. of Female	No. of Male	No. of Children (0-17)	No. of Adolescent (10-17)	No. of Youth (18-24)
Lebanese	1,500,000	750,000	372,750	377,250	234,000	122,250	
Displaced Syrians	733,795	733,795	381,573	352,222	393,314	140,155	75,581
Palestine Refugees from Syria	31,502	31,502	15,909	15,593	11,530	5,072	
Palestine Refugees in Lebanon	180,691	20,000	10,100	9,900	7,620	3,680	
<b>GRAND TOTAL</b>	<b>2,777,193</b>	<b>1,535,297</b>	<b>780,332</b>	<b>754,965</b>	<b>646,464</b>	<b>271,157</b>	

Type of Institutions	Total	Targeted
Municipalities		0
Hospitals	27	27
Schools	1,279	1,200
Water Establishments		0
Social Development Centers	220	14
Central Ministries		1
Ministry of Public Health - Primary Health Care Centers	220	220

percent of displaced Syrians are living below the poverty line.<sup>xvi</sup> As such, the number of displaced Syrians in need and targeted by the sector is 760,800.<sup>27</sup>

Although a recent economic vulnerability study led by UNRWA points to 89 percent of Palestine Refugees from Syria living in poverty, all 34,000 Palestine Refugees from Syria are considered in need and targeted by the Health sector.<sup>xvii</sup> The number of Palestine Refugees in Lebanon considered in need is based on economic vulnerability data indicating that 65 percent of Palestine Refugees in Lebanon<sup>28</sup> (equal to 180,691) are living below the poverty line.

Although 180,691 Palestine Refugees in Lebanon are considered in need, 20,000 are actually targeted under the LCRP, with the remaining eligible for support through UNRWA.

The number of vulnerable Lebanese in need is estimated 1,500,000. This is the GoLs estimate of Lebanese who are economically vulnerable. The Health sector however is targeting 50 percent of the population in need which is equivalent to 750,000 individuals for general Health services (vaccination, medication, etc.) and not specifically for subsidies especially since there are other instruments which target vulnerable Lebanese that are external to the LCRP.

It is important to note that there is a wide array of health services provided by actors outside of the LCRP

who therefore do not report against the LCRP targets. These include INGOs such as MSF, the ICRC and which provide critical healthcare outside of the LCRP. Better coordination, consolidation under the LCRP 2018 and exchange of health information is an urgent priority.

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

### Conflict Sensitivity

The Health sector strategy recognizes that the pressure on healthcare institutions caused by the increased demand for health services is a potential source of conflict. To address this, efforts are geared towards strengthening the MoPH centrally and peripherally as well as the PHC system overall, including MoSA-SDCs, to deal with the increased burden on the system and to ensure continued access for vulnerable Lebanese.

Another potential source of tension is the differences in out-of-pocket expenses for primary healthcare between vulnerable Lebanese and displaced Syrians as some supported facilities only provide subsidies to displaced Syrians. To address this issue, sector efforts are oriented towards providing vulnerable Lebanese with the same package of subsidized services provided to displaced Syrians at primary healthcare centres supported by LCRP partners.

### Gender

Differences may exist in equal and equitable access to healthcare between girls, boys, women and men.

(27) This figure is based on the number of displaced Syrians registered by UNHCR as refugees equivalent to 1,001,051 (as of end of June 2017). It is important to note however that all displaced Syrians (GoL estimates are of 1,500,000 displaced Syrians in Lebanon) whether registered or non-registered with as refugees by UNHCR, are eligible for support in access to both primary health care as well as hospital care.

(28) Total number of Palestine Refugees in Lebanon is 277,985. Source: UNRWA - Department of Relief and Social Services - October 2014.

The sector strategy takes this issue into account by ensuring that data collected through assessments and surveys, from health facilities (consultations, hospital admissions) and from health-related interventions (i.e. vaccination campaign, trainings) captures age and sex disaggregation, so that differences in needs, access including gender-specific barriers to access (i.e. protection risks on the road, such as harassment for women or freedom of movement associated with checkpoints for men), or persons reached or health staff trained are regularly monitored and addressed.

The sector also attends to the specific needs of women and girls through its focus on access to reproductive health services, specifically antenatal care (ANC), postnatal care (PNC), family planning, referrals for sexual and gender based violence (SGBV) services and the clinical management of rape. Although the focus is on women and girls, reproductive health and SGBV services are also available to men and boys. Nonetheless, exposure to SGBV still remains an underreported issue.

### Youth

The 2017-2020 Health sector strategy aims to contribute to improvements in health of youth (14-25 years) recognizing that the population in the 20-24 age brackets has a considerable higher percentage of women.<sup>xviii</sup> The Health sector will target youth by promoting healthy practices through outreach activities from primary healthcare centres. Alcohol or tobacco use, lack of physical activity, unprotected sex and/or exposure to violence can jeopardize youth health and result in long-term impacts. The 2016 Global Health School Surveys, reported high rates of substance use (tobacco and alcohol), mental health conditions (bullying, suicide ideation) among youth.<sup>xix</sup>

The Health sector will also target youth through public schools adhering to the School Health Programme which fosters health and learning through the engagement of health and education officials, teachers, students, parents, health providers and community leaders in efforts to make the school a healthy place.

### People with Specific Needs

Many of the MoPH-PHCCs and dispensaries are currently not accessible to persons with physical disabilities. This is gradually being addressed by MoPH-PHCCs which are undergoing the accreditation process. Moreover, in a number of primary healthcare centres financial support/subsidies to cover the cost of laboratory and diagnostics tests is provided to , people with disabilities, similarly to other vulnerable groups such as children under five, pregnant women and people over 60 receive. Also, specialized NGOs provide people with disabilities with specialized services such as physical therapy, rehabilitative support such as prosthetic and orthotic devices, hearing aids and eye glasses for vision correction.

### Environment

Environmental risk factors, such as lack of safe water, poor waste water management, poor solid waste management, poor hospital waste management, poor living conditions and hygiene and unsafe food all influence the incidence and spread of communicable and non-communicable diseases. Lebanon has been struggling with a national Waste management crisis since 2015 including medical waste management. This is dealt with by the multidisciplinary national committee for waste management in coordination mainly with the Water sector. The Health sector strategy focuses on providing technical advice (especially on medical waste management) to the Water sector, and strengthening disease surveillance systems as way to contribute to improved outbreak control, such as the WHO supported polio environmental surveillance.

### Inter-sector Linkages

Overall, the Health sector aims to improve Lebanon's health security through multi-sectoral coordination in line with the 2005 International Health Regulations, namely with the Ministry of Agriculture and Ministry of Environment to help prevent and respond to acute public health risks whether occurring naturally or due to deliberate or accidental events.<sup>xx</sup>

**Water:** The Water sector efforts are geared towards improving access to water sources including drinking water, as well as access to sanitation facilities and hygiene promotion. The Health and Water sectors have a joint Acute Watery Diarrhea/Cholera Response Plan for preparedness and response in case of an outbreak. The sectors work closely together for health and water related referrals as well as disease surveillance for timely reporting to the Ministry of Public Health Epidemiological and Surveillance Unit (ESU) and prioritization of response interventions. Reporting on notifiable communicable diseases, specifically those which are water-borne, will include cadaster level information to further guide Water sector interventions.

**Energy:** The Energy sector's interventions aim at enhancing public service delivery (including health care services) through the reduction of electricity cost and the provision of cleaner energy. Coordination between both Energy and Health Sectors will take place in initiatives aiming at installing renewable energy and energy efficient measures at health facility level. This will reduce the healthcare institutions' electricity bills, thereby easing their financial burden and leading to positive return on investment.

**Education:** School settings can be used to address and improve the health of children, youth, school personnel, families and other members of the community. The School Health Programme is one such initiative with activities related to the medical screening of students at school, the development of an electronic data base (health information system) for the students' medical

screening files, the provision of schools with information technology (IT) equipment, capacity building for health staff on the medical screening guidelines and for administrative staff on data management and health promotion activities targeting staff, students and teachers.

**Shelter:** The Shelter sector aims at improving shelter conditions through weatherproofing/insulation kits, as well as by improving water and sanitation facilities. The Shelter sector refers health cases to the Health sector linked to poor housing conditions and contributes to spreading messages related to fire and burns prevention resulting from home accidents especially amongst children during the winter.

**Protection:** Healthcare facilities often constitute the first entry point for the identification and referral of girls, boys, women and men survivors of gender-based violence to health or protection actors. Healthcare facilities also provide specialized services to survivors of SGBV including clinical management of rape (CMR). The Protection sector addresses issues related to SGBV, child protection and mental health, and provides people with disabilities with access to specialized care and refers cases in need of health services to the Health sector. Both Health and Protection sectors, specifically the gender-based violence (GBV) sub-sector coordinate for capacity-building of healthcare providers on GBV referral pathways and will collaborate around the integration of GBV risk mitigation measures in the health sector as per the 2015 Inter-Agency Standing Committee (IASC) Guidelines on Integrating Gender-Based Violence Interventions in Humanitarian Action.<sup>xxi</sup> Both sectors also coordinate for the selection of facilities which will receive training on CMR as well as for Health and Protection related referrals.

**Food Security:** Food insecurity, inadequate access and availability of sufficient safe and nutritious food to meet dietary needs is one of the contributing factors to malnutrition. With the integration of malnutrition into primary healthcare, following the Ministry of Public Health as well as the Ministry of Social Affairs' collaboration with partners, children aged 6-59 months as well as pregnant and lactating women (PLW) are expected to be screened for acute malnutrition at all MoPH-PHCCs and MoSA SDCs. Those in need will receive micro-nutrient supplements, and will be referred for outpatient malnutrition management in a number of MoPH-PHCCs or in-patient treatment in public hospitals. The Food Security sector will promote food utilization through promotion of good nutritional practices and improve dietary diversity of most vulnerable population groups including female-headed households, pregnant and lactating women, women in reproductive age and children under five. Food security is also addressed in the Health sector through awareness sessions and counseling on breastfeeding as well as infant and young child feeding (IYCF).

Further, the sectors are linked in their approach to

address the emergence of animal-related diseases which can affect human health (zoonosis), as well as for food safety issues that can lead to food borne illnesses.

**Social Stability:** The Health and Social Stability sectors will work together to strengthen the capacities of municipalities in their role in addressing social and health needs of communities. This will support decentralization, in strengthening the link - as well as communication - between ministries and social institutions and will in turn contribute towards enhancing social stability.

**Basic Assistance:** The Health Sector relies on results of the "Desk Formula" which determines the socio-economic vulnerability levels of displaced Syrians registered as refugees by UNHCR in the provision of financial support for hospital care.



Syrian children playing in Informal Settlement , Bekaa.  
Photo credit: UNICEF,Reto Albertalli, August 2016

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## Sector Logframe

## Outcome 1: Improve access to comprehensive primary healthcare (PHC)

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of displaced Syrians, vulnerable Lebanese, Palestine Refugees from Syria (PRS) and Palestine Refugees in Lebanon (PRL) accessing primary healthcare services	Number of displaced Syrians, vulnerable Lebanese, Palestine Refugees from Syria (PRS) and Palestine Refugees in Lebanon (PRL) accessing primary healthcare services out of those who report needing primary healthcare services	Vulnerability Assessment of Syrian Refugees (VASyR) UNHCR Health Access and Utilization Survey (HAUS) Ministry of Public Health (MoPH) Health Information System (HIS) UNRWA Assessments UNRWA Health Information System	Percentage	Yearly

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline	Target 2018	Target 2019	Target 2020	Baseline	Target 2018	Target 2019	Target 2020	Baseline	Target 2018	Target 2019	Target 2020	Baseline	Target 2018	Target 2019	Target 2020
	100%	100%	100%	83% (VASyR 2016)	100%	100%	100%		100%	100%	100%		100%	100%	100%

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of vaccination coverage among children under 5 residing in Lebanon		MoPH/WHO Expanded Programme on Immunization (EPI) Cluster survey	Percentage	Yearly

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline	Target 2018	Target 2019	Target 2020	Baseline	Target 2018	Target 2019	Target 2020	Baseline	Target 2018	Target 2019	Target 2020	Baseline	Target 2018	Target 2019	Target 2020
	100%	100%	100%		100%	100%	100%		100%	100%	100%		100%	100%	100%

## Outcome 2: Improve access to hospital (incl. ER care) and advanced referral care (advanced diagnostic laboratory &amp; radiology care)

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of displaced Syrians, Lebanese, PRS and PRL admitted for hospitalization per year	Number of displaced Syrians, Lebanese, PRS and PRL admitted for hospitalization per year over total population	Measurements/tools: MoPH Hospital data, UNHCR Annual Referral Care Report, UNRWA Hospitalisation data Responsibility: MoPH, UNHCR, UNRWA	Percentage	Yearly

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline	Target 2018	Target 2019	Target 2020	Baseline	Target 2018	Target 2019	Target 2020	Baseline	Target 2018	Target 2019	Target 2020	Baseline	Target 2018	Target 2019	Target 2020
	12%	12%	12%	6.5%	12%	12%	12%		12%	12%	12%		12%	12%	12%

## Outcome 3: Improve outbreak control

Indicator 1	Description	Means of Verification	Unit	Frequency
Number of functional EWARS centers	Functional EWARS centers are those that report through the EWARS system Baseline: 50 Target: 296 (i.e.246 new + 50 existing)	MoV: - MOPH periodical bulletins and alerts on website - MOPH list of EWARS functional centers every 6 months Responsibility: MoPH, WHO	Functional EWARS centers	Yearly

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020
				50%											

 Institutions			
Baseline:	Target 2018	Target 2019	Target 2020
50%	296%		

## Outcome 4: Improve Adolescent &amp; Youth Health

Indicator 1	Description	Means of Verification	Unit	Frequency
Prevalence of behavioural risk factors and protective factors in 10 key areas among young people aged 13 to 17 years.	The 10 key areas are: Alcohol use, Dietary behaviours, Drug use, Hygiene, Mental health, Physical activity, Protective factors, Sexual behaviours, Tobacco use and Violence and unintentional injury.	WHO Global school-based student health survey (GSHS)	Percent	Every 5 years

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020

 Institutions			
Baseline:	Target 2018	Target 2019	Target 2020
78%	94%		



## LIVELIHOODS SECTOR

### PEOPLE IN NEED



182,169

### PEOPLE TARGETED



60,663

### REQUIREMENTS(US\$)



2018 207.9  
million

2019 200  
million

### PARTNERS



63

### GENDER MARKER



2a

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## SECTOR OUTCOMES

### Outcome #1

\$ \$170.1 m

Stimulate local economic development and market systems to create income generating opportunities and employment.

#### Indicators

Total number of job created/maintained.

Number of targeted Lebanese MSMEs that report increased performance and expanded market access as a result of programme activities.

### Outcome #2

\$ \$26.2 m

Improve workforce employability.

#### Indicators

Number of job seekers placed into jobs (at least 50% women).

Number of targeted vulnerable persons engaged in home-based income generation (at least 50% women).

### Outcome #3

\$ \$11.5 m

Strengthen policy development and enabling environment for job creation.

#### Indicators

Number of policies, regulations and strategies amended and/or proposed approved by the Government.

Increase in ranking of Doing Business (World Bank).

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	51% Female	49% Male
Lebanese	105,822	35,259	17,982	17,277
Displaced Syrians	67,533	22,475	11,462	11,013
Palestine Refugees from Syria	2,639	877	447	430
Palestine Refugees in Lebanon	6,175	2,052	1,046	1,006

## Situation analysis and context

Livelihoods in Lebanon have been severely affected by the demographic and economic shocks brought by the Syrian conflict, which has impacted key drivers of growth such as construction, industry, the service economy and tourism.<sup>1,i</sup> As a consequence of the cumulative impacts of the crisis, Lebanon's GDP growth fell from an average of eight percent before the conflict to just one percent in 2015/2016.<sup>ii</sup> Moreover, at the end of 2015, the crisis had cost the Lebanese economy an estimated US\$18.15 billion due to the economic slowdown, loss in fiscal revenues and additional pressure on public services.<sup>2,iii</sup> Exports have decreased by one third since 2011 due to the loss of overland transport routes (which all pass through Syria, and which have worsened with the closure of the Jordan-Syria border in 2014) and because alternative options by air or sea remain expensive.<sup>iv</sup> The price of importing raw materials has also risen throughout this period, driving an increase in industrial production costs that has reduced the competitiveness of Lebanese firms.<sup>3v</sup> Finally, farmers (agriculture accounts for 10 percent of Lebanon's workforce, with a high concentration in rural, poorer areas), are often unable to value their harvest in a timely manner, with income, labour and markets all adversely affected by the closure of the border.<sup>vi</sup>

This downturn has exacerbated an already challenging economic situation for the poorest members of the host communities and displaced persons from Syria. Despite high levels of human development and tertiary education, between 27 and 30 percent of people in Lebanon lived beneath the national poverty line before the crisis.<sup>4,vii</sup> Poverty levels are highest in the North and South, and in small, dense pockets in the suburbs of large towns.<sup>5,viii</sup> Unemployment and high levels of informal labour were also a serious problem pre-crisis with the World Bank calculating that the Lebanese economy would need to create six times as many jobs simply to absorb the regular market entrants.<sup>6</sup> The macroeconomic ramifications of the crisis were projected as severe, having pushed at least an additional 170,000 Lebanese into poverty and deepening poverty where it already existed.<sup>7,ix</sup> The increase of the workforce due to the presence of displaced Syrians has increased competition for low-skilled jobs, which is increasingly being identified as the key driver of inter-community tensions.<sup>8</sup>

(1) According to recent estimates by the World Bank, the Syrian crisis cost Lebanon \$2.6 billion between 2012 and 2014, of which \$1.1 billion came from lost revenue and \$1.5 billion from increased expenditure related to the new demand for public services.

(2) Government of Lebanon (2017), *A Vision for Stabilization and Development in Lebanon: the cumulative cost to Lebanon since the start of the conflict, in terms of lowering the GDP growth rate, is \$18.15 billion through 2015, and the fiscal impact, in terms of lower revenues, is estimated at \$4.2 billion during 2012-2015.*

(3) In 2011 (pre-crisis), Lebanon ranked 93 out of 139 (66.9 percent) against 101 out of 138 in 2016-2017 (73.2 percent).

(4) The National Poverty Line reaches \$3.84/person/day.

(5) In Wadi Khaled unemployment is estimated to be 58 percent.

(6) The informality rate was estimated at 50 percent by the World Bank 2010 MILES report, p.19.

(7) According to UNDP multipurpose household survey (2008), 28.5 percent of the Lebanese population lived below the poverty line pre-crisis, representing over 1.1m individuals.

(8) The key findings of the stabilization survey (1st wave) show that both Lebanese (62%) and Syrians (52%) consider competition for low-skilled jobs as the main source of inter-community tensions. This is confirmed by the marked increase in labour protests targeting Syrian workers/shops in first half of 2017, with over 50 protests and/or municipal restrictions reported across the country.

Cumulatively, these factors have a disproportionate effect on young people and others who are entering the workforce with the youth unemployment rate three to four times higher than the total unemployment rate.<sup>9,x</sup> High youth unemployment has to be seen in conjunction with high emigration rates as lack of opportunities for youth is a prominent push factor which has in turn limited economic growth.<sup>10,xi</sup>

Furthermore, displaced persons from Syria have tended to settle in areas that were already extremely poor. In some localities, unemployment is now nearly double the national average, placing considerable strain on host communities.<sup>xii</sup> The majority of Lebanese households in these areas report a decrease in income over the past two years, which correlates with higher levels of household borrowing.<sup>xiii,11</sup> For the poorest Lebanese, access to employment remains extremely difficult: for example, the National Poverty Targeting Programme database shows that only 70,000 of its beneficiaries (out of 460,000 individuals in total) have access to work. Out of these, only 20 percent have access to full time employment (but remain poor) while the others rely on seasonal (22 percent) or temporary (58 percent) employment. In addition to the social programmes provided by NPTP, livelihoods support is therefore becoming crucial to help these households access income in order to lift half a million Lebanese out of poverty.<sup>12</sup> Until this happens, the major consequence will be that job shortages are consistently and clearly mentioned not only as the primary need of all groups, but also as the main source of tension between communities, regardless of gender or age group.<sup>13,xiv</sup> New livelihoods opportunities are needed to prevent the escalation of economic grievances, which are a powerful driver of conflict and instability. This is particularly true for young people given the link between underemployment, the sense of despair they report, and propensity to violence.<sup>xv</sup>

For displaced Syrians, the economic situation remains desperate. Overall, 76 percent of Syrians registered as refugees with UNHCR live beneath the national poverty line and 58 percent of displaced Syrians are unable to afford the survival minimum expenditure basket.<sup>xvi</sup> This situation continued to worsen slightly in the last year, after a sharp deterioration between 2014 and 2015, due to the depletion of assets accompanying prolonged displacement, as well as of the effect of regulations on residency renewals. It should be noted that the high level of direct humanitarian assistance in the form of cash

(9) According to recent estimates, up to 80,000 Syrians (mainly youth) are unemployed.

(10) Yet, it should be noted that Lebanon's capacity to retain talent is gradually improving, as demonstrated by the fact Lebanon made a 12-place advance up the Global Competitiveness Index to rank 108th out of 138 countries in 2017.

(11) However, it should be underlined here that given that no labour market survey has been completed since 2009, there is no official unemployment figure.

(12) Data based on the number of beneficiaries provided by the National Poverty Targeting Programme to the Inter-Sector on October 2016.

(13) According to the 2015 Food Security and Livelihoods Assessment of Lebanese host communities more than half of interviewed Lebanese households reported having incurred debt in the last 24 months. In addition, the Impact Evaluation Report of the Lebanon Host Communities Support Programmes also clearly shows that negative stories from host communities related to displaced Syrians are now clearly concentrated around livelihoods and employment, particularly for youth, which was not the case in previous years.

transfers over the last few years<sup>14</sup> helped stabilize the situation of displaced Syrians, but has not been sufficient to reverse the deterioration of their overall livelihoods situation. This is confirmed by the fact that nearly all (96 percent) displaced households progressively engage in negative coping strategies.<sup>xvii</sup> The situation of displaced Syrians is particularly acute in Akkar, Baalbek and Bekaa governorates, where four out of five are unable to meet their survival needs.<sup>xviii</sup>

Recent estimates suggest that the Syrian labour force in Lebanon constitutes an estimated 384,000 people,<sup>15</sup> of which about 30 percent are estimated to be employed.<sup>xix</sup> However, two thirds of those displaced Syrians being considered employed worked less than 15 days per month, suggesting high rates of underemployment. Furthermore, the labour force participation rate of Syrian females is very low at about 7.6 percent, lower than the female labour force participation last reported in Syria in 2011.<sup>xx</sup> Overall, 90 percent of households have either no working member or only one who is in charge of providing for their entire family.<sup>16</sup> This is even more critical for female headed households for which 56.4 percent do not have a working member, further pushing them towards negative coping strategies. Displaced Syrians who have found work congregate primarily in sectors that have traditionally used Syrian labour, such as agriculture (22 percent) and construction (33 percent).<sup>17xxi</sup> Nonetheless, the working conditions for displaced Syrians are rapidly worsening, as they rely almost exclusively on temporary and informal work.<sup>18,xxii</sup> Recent analysis of livelihoods data showed that displaced Syrians are primarily engaged in temporary work, and that the average monthly earning is below US\$200 for 14 days of work per household (less

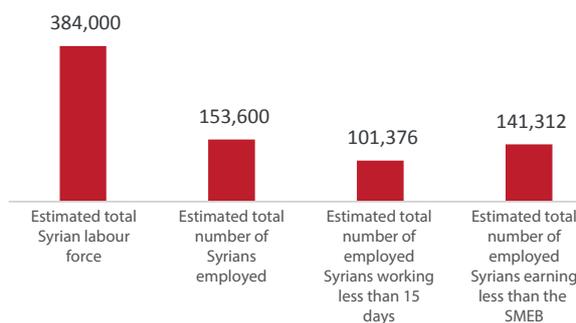
than half of the minimum survival needs), which results in 92 percent of displaced Syrians earning less than the survival minimum expenditure basket.<sup>19xxiii</sup>

Informality and the growing lack of legal residency for displaced Syrians<sup>20</sup> have increased risks of exploitation in the workplace (lower pay, longer hours, exploitation by sponsors and more hazardous conditions),<sup>xxiv</sup> and reduced the possibility of legal recourse, which in turns creates a downward spiral impacting decent work in Lebanon. This is particularly the case for displaced Syrian women, who are often new to the labour market and therefore even more vulnerable to exploitation as they try to provide for their families: for example, income from work for women is typically half the one earned by men for the same number of days.<sup>xxv</sup> A key illustration of this overall degradation in working conditions is the increase in child labour: in a recent assessment, nearly 30% of Syrian households had minors below 16 working, while child labour for Lebanese children has increased from two percent pre-crisis to over six percent.<sup>xxvi</sup> Again, female headed households are more vulnerable in this respect as they are 62 percent more likely to engage their children in work.<sup>xxvii</sup>

Among Palestine Refugees in Lebanon unemployment has also risen sharply to 23 percent in 2015, while unemployment in this community was comparable to the Lebanese rate of eight percent at the start of the Syrian crisis.<sup>xxviii</sup> The challenges facing young people are even higher: 74 percent of adolescents among the Palestine Refugees in Lebanon live in poverty, and five percent in extreme poverty. Unemployment among Palestine Refugees from Syria stands at a staggering 52.5 percent (rising to 68.1 percent for female members of the community). As a result, 89 percent of Palestine Refugees from Syria are in poverty and nine percent are living in extreme poverty and are unable to meet essential food requirements.<sup>xxix</sup>

To make progress in job creation, support for Lebanese micro, small and medium enterprises (MSMEs) is paramount. These entities accounted for 177 percent of the net job creation increase between 2005 and 2010 and are a crucial source of economic opportunity.<sup>xxx</sup> MSMEs employ over 50 percent of the workforce, in particular with 30 percent of the employed population being self-employed.<sup>21,xxxi</sup> While there is little evidence of direct harm to the sector arising from competition with informal Syrian businesses, MSMEs have suffered from the wider economic downturn underlined above.<sup>xxxi</sup> In parallel, MSMEs continue to be hampered by a range of factors including access to start-up or expansion capital, inadequate labour market information or skill gaps, and limited opportunities for value addition and vertical

### Displaced Syrian Labour Force (ILO estimates on registered and unregistered Syrians)



(14) Since November 2016, the WFP voucher is back at the original \$27 (against \$13.5 in June 2015). Overall, 64,000 Syrian households have been receiving multi-purpose cash assistance on a monthly basis since the beginning of the year.

(15) This estimate includes Syrians registered with UNHCR as well as those not registered with UNHCR.

(16) From VASyR 2017 based on average figures of Household Visits carried out, 48.6 percent of displaced households do not have any working members and 44.8 percent have only one working member.

(17) Syrian nationals in Lebanon are allowed to work in the fields of agriculture, construction, and environment, as per the Minister of Labour decision 1/41 of January 2017.

(18) This is due to the fact that Syrians work informally, with the Ministry of Labour reporting that only 2,067 Syrians had applied for work permits since the beginning of 2013. The Ministry of Labour, in its 2014 Annual Report, reported that out of 1,814 new applications by Syrians for work permits, 758 were approved. The report also indicated that 810 work permits for Syrians were renewed in 2014. According to the 2015 report, only 1,102 new work permits and 1,048 renewed work permits were granted to Syrians last year, against respectively 207 and 1,110 in 2016. This brings the total of Syrians formally working in Lebanon to 1,317.

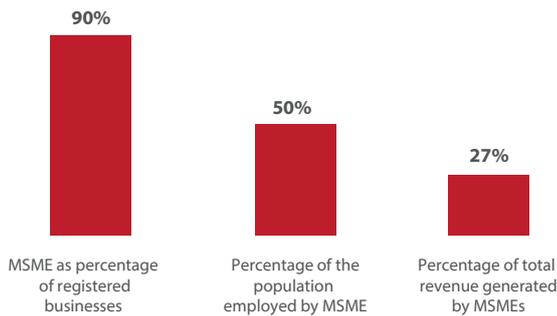
(19) The Survival Minimum Expenditure Basket is estimated at \$435 per household per month.

(20) Only 19 percent of displaced Syrian Households have legal residency for all their members according to VASyR 2017, against 58 percent in 2014. Following the waiver of US\$200 residency renewal fees announced by GSO in early 2017 which concerns a portion of the displaced Syrians registered with UNHCR, this number is expected to increase.

(21) MSMEs represent more than 90 percent of registered firms, employ 50 percent of the working population, but contribute only 27 percent of total revenues, well beyond their potential.

integration.<sup>xxxii,xxxiv</sup> In addition, technical and managerial gaps (notably among middle managers) negatively impact business planning, customer service, branding/marketing and financial management.<sup>xxxv</sup> Weak regulations and enforcement limit MSMEs' productivity, as do factors such as the size of the domestic market, limited access to financial services (especially for informal and women led businesses), stringent foreign market access conditions and high rates of migration among young professionals.<sup>22</sup> This degradation in the general enabling environment is also illustrated by the fact that Lebanon has slightly drifted from the 124th to the 126th ranking in the World Bank doing business indicators since the beginning of the crisis.<sup>xxxvi</sup> As a consequence of this, the contribution to employment generation made by new firms in Lebanon is less than would be expected when compared to other regions.<sup>xxxvii</sup> Informality remains an overarching challenge for MSMEs' productivity and performance, in particular as it limits access to financial and non-financial services from the banking system. The highest levels of informal employment are found in the agriculture sector (92.4% in 2009 according to CAS estimates) followed by construction and transport (80.7% and 71.7% respectively) and finally trade (58.1%).<sup>lx</sup>

#### MSMEs contribution to the Economy



Nonetheless, there are a number of promising trends. Lebanon ranks high in the Global Entrepreneurship Monitor with regards to social and cultural attitudes to entrepreneurship (5th) and entrepreneurship education (6th), but falls behind in particular on physical infrastructure (66th) and government policies supporting the entrepreneurial ecosystem (47th).<sup>xxxviii</sup> The ratification in August 2017 of the Public Private Partnership Law by the Lebanese Parliament is expected to further improve this ranking. Tourism is slowly starting to recover, with the number of visitors now reaching the highest levels since 2011; and analysis conducted independently by both the World Bank and UNDP, has documented the potential for MSMEs to develop further in ICT, where there have been successful start-ups, as well as in the agro-food, construction, industry and manufacturing sectors which have all been identified as catalysts for job creation.<sup>xxxix</sup> Pharmaceutical capacities

(22) Five challenges are considered cross-cutting across the MSME ecosystem in the Ministry of Economy and Trade SME strategy: (1) the growth barrier, especially for SMEs which are unable to break through the next stages of growth; (2) a lingering old economy delaying the transition to the knowledge economy; (3) a changing business environment; (4) economic uncertainty and cash stressing due to the slowing of business cycles combined with inadequate financing measures; and (5) uncoordinated institutional framework leading to limited concerted efforts.

and exports have also increased significantly over the past five years.<sup>xi</sup> Agro-industry value-chains, the cornerstone of the country's industrial economy, represents 18.2% of the total economic activities in Lebanon. Increasing the capability of the industrial sector to respond to market demand through technical support and innovation will therefore play a critical role in creating jobs, especially in rural areas. Apart from construction, environment and agriculture (which contributes to 4.7 percent of total GDP and represents roughly 10 percent of the workforce) are frequently cited among the most promising economic sectors in Lebanon.<sup>xli,xlii</sup> The former encompasses promising industries such as waste recycling and green and renewable energies. According to the Ministry of Energy and Water, 45,000 jobs could be created in the Renewable Energy Industry up until 2020.<sup>xliii</sup> An economic review of agricultural labour shows that with additional investments in agriculture and in the limiting case in which all fallow land and ten percent of abandoned land are used for cultivation, approximately 14,000 additional full time positions could be created for family members (mainly Lebanese) and about 4,200 full time positions could be available for non-family labourers (largely Syrian).<sup>xliv</sup> This assumes that market demand for agricultural products would be addressed simultaneously.

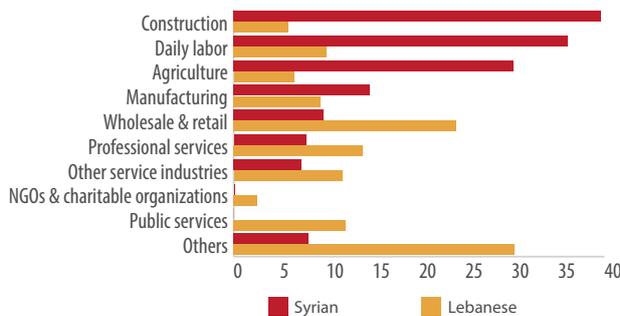
On the supply side, a major challenge to economic growth and job creation stems from the existence of a 'skills gap' in the Lebanese marketplace.<sup>xlv</sup> Despite high levels of tertiary education, Lebanese companies complain about not finding the skilled labour they need. Recent assessments show that young people are enthusiastic about career guidance and vocational training, which matches the demands of the market, in areas such as computing, handicrafts, program management, agriculture, construction, welding, hairdressing, painting, carpentry and car mechanics.<sup>xlvi</sup> Soft skills play an equally important role in positive employment outcomes and should also be included in training programmes (especially for the most vulnerable).<sup>xlvii</sup>

While the overall response to the international crisis has had some positive impact on the Lebanese economy, it has not balanced the economic and investment loss linked to the impact of the Syrian crisis.<sup>xlviii</sup> In this context, the Livelihoods sector has been unable to significantly mitigate the situation described above. Since 2015, Livelihoods partners have worked hard to implement the sector strategy, notably by putting an increased focus on local economic development and support to small businesses and value chains. The sector has also strengthened their analysis of market needs and aimed at providing integrated employability support to vulnerable groups, through skills training, career guidance and internships, while providing short-term opportunities through the implementation of labour intensive projects. With over 50,000 direct beneficiaries and 1,824 small businesses reached since 2015, partners have shown their capacity to deliver to scale. This is also translating into a rapidly increasing impact on job

creation/retention, with three times more jobs created or maintained thanks to livelihoods interventions in 2017 than in 2016. The impact (nearly 2,000 jobs generated/retained, 3,200 beneficiaries of temporary employment programmes and 2,000 beneficiaries of skills training accessing work/income opportunities) is in line with the proportion of funding received – demonstrating partners capacity to respond to donors' increasing interest in livelihoods programming. Yet, despite the increased attention given to economic opportunities and jobs at the London Conference in 2016 and Brussels Conference in 2017, and the steps taken by the Government of Lebanon in line with its Vision for Stabilization and Development, notably through the amendment of the 'pledge-not-to-work' into a 'pledge to abide by Lebanese laws and regulation', as of October 2017, Livelihoods remains one of the most underfunded sectors of the LCRP.<sup>xlix</sup>

Sector employment (has any member of your HH worked in the following sector over the last year?)

#### Sector employment



## Overall sector strategy

The overall objective of the Livelihoods strategy is to contribute to the alleviation of the socio-economic shock of the Syrian crisis on the most vulnerable groups, especially youth and women, by improving their access to income and employment. The sector aims to do so by supporting the creation and preservation of an average of 8,072 jobs per year until 2020 (75 percent of which will be created, 25 percent of which maintained). This would effectively triple the number of employment opportunities generated annually by the Lebanese economy pre-crisis,<sup>23</sup> but also double the overall number of jobs created indirectly by the international response investments in other sectors.<sup>24</sup> However, for results to be delivered throughout the remaining years of the LCRP, funding and investments in livelihoods programmes needs to be secured now, building on the positive trend of previous years.

The Livelihoods sector aims to stimulate local economic development and market systems to create income generating opportunities, reduce unemployment rates and protect vulnerable people against risks and shocks

by strengthening the business eco-system, investing in productive infrastructure, empowering Lebanese MSMEs and cooperatives, fostering creativity and innovation, improving employability and decent work conditions. This directly contributes to the fourth strategic objective of the LCRP 2017-2020: reinforcing Lebanon's economic, social and environmental stability, especially as it will also mitigate competition for jobs as one of the main drivers of inter-community tensions.

The Livelihoods sector therefore contributes to the economic opportunities and jobs component of the Vision for Stabilization and Development that the Lebanese Government presented during the Brussels conference. In this vision, GoL has emphasized the need "to intensify efforts geared to support job creation for the most deprived communities, including refugees".<sup>25</sup> The Livelihoods strategy will particularly contribute to creating or maintaining temporary, seasonal and full-time employment opportunities through the support to municipalities and local economic development, the industrial sector, productive infrastructure, and micro, small and medium enterprises. This will be complemented by other job creation efforts to promote large infrastructure investments through concessional loan sources, technology and innovation which all critically contribute to economic growth and inclusive and sustainable development.

In doing so, the sector interventions will support the strategies and frameworks of key ministries, in particular the Government of Lebanon Stabilization Roadmap, the upcoming Ministry of Social Affairs Livelihoods Strategy, the vision of the Ministry of Industry, the Ministry of Economy and Trade SME Strategy, the Ministry of Agriculture 2015-19 Roadmap and the Ministry of Labour's National Action Plan to Eliminate the Worst Forms of Child Labour. The sector will also support the Ministry of Industry as well as the Council for Development and Reconstruction. All interventions will be in line with the applicable legal frameworks on labour and employment, and with the Government policy paper on Syrian Displacement to Lebanon.

Interventions in the Livelihoods sector will remain rooted in the 'Making Markets Work for the Poor (M4P)' approach, which promotes the sustainability of economic gains and was the underlying basis of most activities of the sector in the past few years. Vulnerable groups face several market constraints in their capacity as employees, employers or consumers, including lack of information, skills, or quality products and services. M4P aims to change the way market systems work so they become more effective and sustainable for the vulnerable Lebanese to improve their livelihoods, and ultimately benefit displaced Syrians as well. The M4P approach is founded on enhancing the capacity of local service providers, as well as MSMEs, to increase employment opportunities and ensure inclusive and

(23) The World Bank estimated that the economy was creating 3,400 jobs pre-crisis – see the 2015 Systematic Country Diagnostic.

(24) The Livelihoods sector conducted an exercise looking at jobs indirectly created by the overall LCRP response (jobs generated through infrastructure projects contractors, teachers of second-shift schools, staff directly hired by partners, employees of WFP-contracted shops, etc.) and found that the response is creating or supporting around 22,500 jobs.

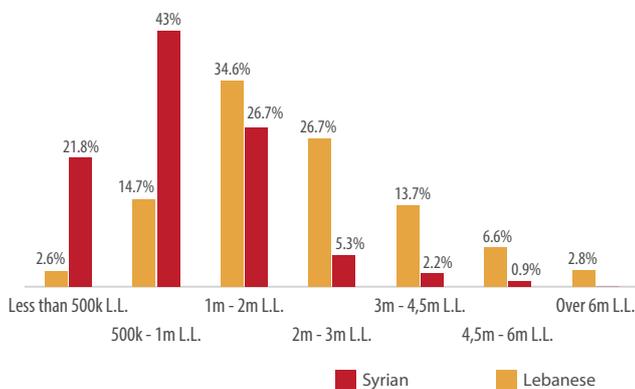
(25) As per the Vision for Stabilization and Development, Government of Lebanon, Brussels Conference held in April 2017. The London conference which took place in 2016 further specified the intent to "ease the access of Syrians to the job market in certain sectors where they are not in direct competition with Lebanese, such as agriculture, construction and other labor-intensive sectors."

sustainable economic development. The M4P approach also embeds the humanitarian “do-no-harm” principle in limiting interventions that might distort markets, such as interventions providing support and new opportunities to a group of beneficiaries at the expense of another already established one.<sup>26</sup>

Working on a multiyear timeframe will allow the sector to incorporate elements of the transition approach to enable some of the most vulnerable households living in extreme-poverty to transition towards self-reliance.<sup>ii</sup> The approach, which combines support both in terms of consumption and livelihoods, training, coaching and savings encouragement as well as other social services, has already developed a track record of significant impact in a variety of contexts and has been adopted by MoSA National Poverty Targeting Programme with support from the World Bank. By working towards implementing longer term interventions integrating different elements of the livelihoods strategy, Livelihoods partners can make a significant and long-lasting impact on the poorest members of the host and displaced communities.

The work conducted under the scope of the joint Recovery Context Analysis (RCA), which illustrates the gradual shift towards more multi-sectoral joint programmes, should significantly contribute to this objective by promoting evidence-based recovery programming and self-reliance tailored to the respective needs of the most vulnerable members of the host and displaced communities.<sup>iii</sup>

### Average monthly household income



The theory of change underpinning the overall livelihoods strategy is that if the sector simultaneously provides balanced support to the supply and demand side of labour, as well as the general enabling environment for job creation, while providing shorter term economic opportunities, and working on improving decent work conditions, then livelihoods of vulnerable groups, especially youth and women, will be improved.

The sector’s theory of change primarily contributes to the fourth strategic objective of the LCRP “Reinforce Lebanon’s economic, social and environmental stability” by supporting job creation and income generating opportunities, workforce employability and the enabling environment as a means to transition

vulnerable individuals towards self-reliance, which in turn is expected to increase the country’s stability and resilience to social and economic shocks. By improving municipal infrastructure through labour-intensive work, the sector is also contributing to the third strategic objective of the LCRP which supports service provision through national systems. Finally, it also serves the first objective of the LCRP “Ensure protection of vulnerable population” by providing awareness-raising and policy development support on decent work.

In terms of work on the demand side of the labour market, the Livelihoods sector will aim at supporting the private sector in creating/retaining jobs, either through value chain development approach or MSMEs support. While recognizing that sustained job creation can only be achieved by the private sector rather than by international partners, the livelihoods strategy is built on the premise that businesses need support to boost their development and their employment generation capacity, especially in the most vulnerable areas. The Livelihoods sector organized a Private Sector Engagement workshop in June 2017 to take stock of partners’ current engagement with the business community in Lebanon and ensure the highest efficiency of its programming. One of the main recommendations formulated during this event was the setting up of a dedicated platform composed of representatives of Government of Lebanon (GoL), the private sector and development partners to provide a more structured and permanent framework for collaboration between all involved stakeholders. The sector will capitalize on this important work to provide guidance to partners on private sector engagement, possibly through the development of a set of technical guidelines to promote businesses’ involvement throughout the program lifecycle. The next step will be to convene a multi-stakeholders workshop involving representatives of the private sector to bring the process forward and agree on strategic orientations.

Following the guidance of the LCRP monitoring and evaluation review, the Livelihoods sector framework is now structured around three outcomes reflecting priorities in terms of employment/income generating opportunities, workforce employability and institutional support.

Livelihood interventions aim to directly support 3,090 Lebanese micro, small and medium enterprises, Start Ups and cooperatives, which in turn will contribute to support 4,935 job opportunities in 2018 (60 percent of which will be created – 40 percent of which maintained). This will be achieved through fostering local economic development in the most vulnerable areas, where poverty and unemployment are concentrated, and where private sector actors, Lebanese MSMEs and entrepreneurs need support to develop new commercial linkages, expand productivity and foster job creation and innovation through technology transfer and capacity building. The sector will particularly aim at boosting the capacity of small businesses and entrepreneurs in vulnerable areas, by providing support packages (including business

(26) For more information on the M4P approach see: <http://beamexchange.org/en/>

management training, access to finance, grants and technology transfers) to support the creation of new Lebanese businesses and expansion of existing ones.<sup>27</sup> Considering the high share of micro and small enterprises that operate in survival mode, MSME support would need to ensure special services and finance windows are accessible to these types of entrepreneurs and not only for those who have a strong potential even without support.<sup>liii</sup> With the support of MoET, partners will aim at identifying and selecting businesses that will be able to sustain the effect of the support provided beyond the timeframe of partners' programmes. In line with findings of the MoET SME strategy as well as recent business climate assessments, partners will support MSMEs on business planning, customer service, sales and marketing and financial management.<sup>liv</sup>

Livelihood partners will also develop value chains in priority sectors with the most potential in terms of job creation. Working on 20 local value chains and five national ones, 3,077 jobs could be created or maintained each year up until 2020. This will require the implementation of integrated type of interventions targeting not only the core function of specific value chains (supply/demand, product quality, production technique) but also rules, regulations and support functions (skills and capacity, information, research and development). Based on the priority sectors identified by the Government of Lebanon (GoL),<sup>28</sup> the following value chains and economic sectors would be the most promising in terms of job creation: agriculture and agro-food (in particular dairy products and package meat),<sup>29</sup> manufacturing, textile, pharmaceutical, construction, carpentry, cultural tourism, hospitality, nursing, healthcare, ICT, media and telecom, crafts, trade, logistics, fashion, jewellery, handicrafts, green industries/renewable energies, and waste recycling.<sup>30iv</sup> Support to agriculture and agro-food, construction and waste recycling value chains will in particular result in job opportunities in sectors in which displaced Syrians are allowed to work.<sup>31</sup> When conditions allow, interventions supporting the future reconstruction efforts of Syria will be encouraged within the sector.

The four-year time frame of the new phase of the LCRP will be particularly well suited for livelihoods programmes focusing on high potential sectors, whose complex nature requires time to attain a substantive impact on job creation. However, given the scale of needs in terms of poverty and unemployment, providing short-term temporary opportunities is also required to alleviate the current pressures on the job market and competition for jobs. The severe infrastructure needs underlined both

by the Government in the Vision for Stabilization and Development and by small businesses themselves as an obstacle to job creation provide an excellent opportunity to generate temporary employment opportunities.

While large-scale infrastructure development would be out of the scope of the sector, Livelihoods partners will aim to generate over 1.1 million workmen days benefitting an estimated 37,650 persons in 2018,<sup>32</sup> 50 percent of whom should be displaced Syrians and Palestine Refugees.<sup>33</sup> This builds on the experience acquired over the past two years rehabilitating or building productive environmental and municipal assets at the local level (with over 15,000 beneficiaries engaged in 200 such projects) to scale up towards larger labour-intensive public work programmes. Such projects will be implemented in compliance with Lebanese laws and regulations. They will primarily be implemented using an indirect modality, channelling investments through local third parties, such as private sector contractors and municipalities who will be responsible for project delivery and workforce management. In addition, the sector will increase engagement of its partners with the Ministry of Labour to establish a mechanism to provide guidance and follow up on these projects as per the legal framework. These will provide temporary opportunities to the most vulnerable, reduce tensions by addressing local municipal priorities<sup>34</sup> and delivering tangible benefits to local host communities, and stimulate economic activity by rehabilitating productive assets (such as roads, irrigation canals, water catchments and land reclamation). Furthermore, using local resource-based technologies, such infrastructure investments have the potential to generate considerable indirect and induced job creation.

On the supply-side of the labour market, as highlighted earlier, Lebanon is facing an important skills gap: despite high levels of tertiary education, Lebanese companies complain about not finding the skilled labour they need.<sup>lvi</sup> This mismatch is partly caused by the insufficient responsiveness of educational programs to the needs of the labour market.<sup>lvii</sup> To address this issue, the Livelihoods sector will undertake programs that will target 15,000 people in 2018, with 3,000 of them being placed into jobs within a year. Beneficiaries will be periodically tracked, monitored and their acquired skills adequately profiled.

The Livelihoods sector will deliver short-term, accelerated courses aiming at quickly addressing gaps of the labour market and increasing employability of the most vulnerable which are typically not able to join the formal system. This will be done in conjunction with supporting the capacity of the formal technical and vocational education and training (TVET) system and schools in collaboration with Education sector

(27) Part of the support package to MSMEs could include the Ministry of Foreign Affairs' 'Subsidized Temporary Employment Projects' presented as part of the Economic Opportunities and Jobs element of the Lebanon Statement of Intent at the London Conference.

(28) See Investment Law #360 from 2011 which established the Investment and Development Authority of Lebanon (IDAL) – these sectors remain IDAL focus to date.

(29) Pro-active information sharing and coordination with Food Security partners will be maintained to ensure complementarity of interventions in agriculture.

(30) As listed and analyzed in GIZ Employment and Labour Market Analysis (ELMA), February 2016 and OXFAM Skills Gap Analysis, 2017.

(31) Mercy Corps/INTAJ Evidence papers (2017) - Evidence suggests that the potential return on investment of such interventions is high, especially in the waste management sector, with sizeable job creation opportunities.

(32) Overall, 50 workers should be hired for a period of 10 days/per month for cycles of 3 months (totalling 150 public work beneficiaries in each of the 251 most vulnerable cadastres). Since the overall number of vulnerable cadastres is currently being revised, the number of beneficiaries is expected to be slightly amended.

(33) As for support to businesses, these beneficiaries will need to be integrated in the tracking system of the sector and cross-referenced with other forms of humanitarian assistance so as to optimize complementarity and efficiency.

(34) Notably the ones identified through the Map of Risks and Resources Process conducted by MoSA and UNDP in all 251 vulnerable cadastres over the past four years.

partners.<sup>35</sup> In particular, considering the expansion of the RACE II strategy to non-formal education including accelerated skills training programme, Livelihoods partners will aim at complementing these efforts by addressing gaps in the market demand not covered by existing education programmes. The sector is working with the Ministry of Education and Higher Education TVET directorate in 2017 to support ongoing efforts on reforming vocational education in Lebanon.<sup>36</sup>

Lessons learnt from several years of experience in providing market-based skills trainings<sup>37</sup> highlighted the need to implement, as much as possible, integrated programmes, including strong life-skills support as well as internship/apprenticeship schemes under a dual system to transition to the labour market, or at least employment services in the form of career guidance and job-matching. These programmes will prioritize targeting new entrants to the labour market, i.e. youth, but also women (including GBV survivors and heads of households), whose ability to generate income will be crucial to lift their families out of poverty. For Syrians, such programmes will prioritize skills relevant to sectors where they are allowed to work or that they will need upon potential post-conflict return. This will be done alongside skills leading to home-based opportunities, with a conflict-sensitive approach ensuring that competition with host communities is not exacerbated through such programmes. In any case, it is crucial that the activities of the Livelihoods sector are balanced between stimulating the demand and supply side of the labour market, i.e. that the number of beneficiaries accessing the job market is matched by the number of jobs created or maintained, either through integrated programmes or through a balance of interventions. In order to harmonize the content and modalities of non-formal skills trainings in the Livelihoods sector, guidelines will be elaborated by a dedicated task force composed of the most experienced partners (including line ministries, UN Agencies, NGOs and donors) in this field.

As for the general enabling and policy environment related to job creation, the sector remains committed to ensuring that it creates decent work opportunities.<sup>38,lviii</sup> Recent findings on the work conditions of displaced Syrians and the increase of child labour are testament of increasingly exploitative conditions in an already largely informal economy.<sup>lix</sup> In addition to mainstreaming decent work aspects in its interventions, this will require working in close collaboration with the Ministry of Labour and its national and regional employment offices (NEO). The Ministry, as the key administrative authority in the field of labour, responsible for employment conditions, labour relations, and for shaping employment policy, will

(35) A particular focus will be made to support the operationalization of the recommendations identified under the scope of the UNICEF-ILO TVET mapping initiative.

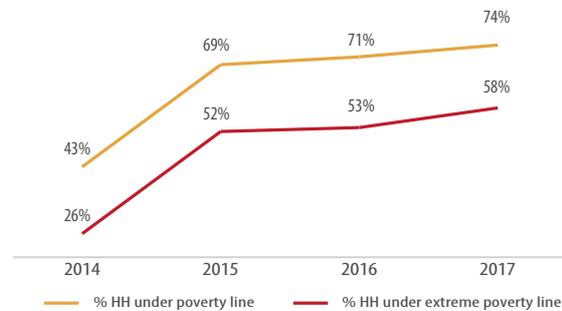
(36) Notably UNICEF and ILO joint initiative "Support of Technical and Vocational Education in Lebanon and enhancing enrolment in it". The sector will establish a platform bringing together the different ministries agencies and partners working on short-term skills training to standardize their interventions, increase linkages with private sector and market needs, and provide guidance to partners.

(37) See the report of the Livelihoods sector Lessons Learnt Workshop on Market Based Skills Training, June 2016.

(38) Decent work has been defined by the International Labour Organization and endorsed by the international community as 'productive work in conditions of freedom, equity, security and human dignity'.

be supported in developing and implementing labour policies within its mandate. This will notably require support to labour inspection capacity and system so as to ensure enforcement of labour regulations.

### Syrian households economic vulnerability (VASYR)



As the sector continues to implement increasingly larger programmes, it will also gradually aim at addressing other challenges of the wider enabling environment underlined above. Policy advice will be provided to various ministries to tackle legal and factual barriers to private sector development and increase coordination and collaboration between government, private sector and donors. While legislative reforms are underway following the adoption of the PPP law, there are many technical issues that the sector can contribute to addressing. For example, the sector will support the SME Strategy of the Ministry of Economy and Trade by establishing an SME observatory to regularly conduct statistical and impact analysis on SMEs and support entities and maintain a comprehensive database to ensure continuous and effective monitoring of support to SMEs. Similarly, the NEO is supported in its analysis and control of labour data. The LCRP 2018 will also place a specific focus on supporting the development of Industrial Zones that will provide industrial businesses with reliable service conditions and tackle industrial land access and zoning and the high geographical concentration of economic activities. To help sustain efforts on the labour supply side, the sector will continue to support Education partners and other relevant sectors in improving Technical and Vocational Education in Lebanon, to modernize curricula and build bridges with the private sector.<sup>39</sup> The increased opportunity for multi-stakeholder dialogue on economic opportunities and jobs, and the formation of the Sector Steering Committee is also helping to build stronger ties between the sector and various ministries involved in livelihoods at national level, and with the chamber of industry, commerce and agriculture, local economic development agencies as well as with the private sector to engage in constructive policy discussion on the current regulatory environment and the development of a national Livelihoods plan.

(39) Seven curricula have already been updated with the support of Leaders consortium in sewing and tailoring, steel fixing, air conditioning, medical secretary, concrete carpentry, industrial electrical machine and agro-food processing.

## Sector Outcomes, Outputs and Indicators:

The overall aim of the Livelihoods sector is to provide a critical contribution to Lebanon's stability by expanding economic opportunities benefiting local economies and the most vulnerable communities and individuals in line with government rules and regulations. The impact of sector interventions will therefore be measured according to the number of jobs created or maintained as a result of partners' interventions. All activities of the sector are regrouped under three main outcomes which are aimed at the creation of employment/income generating opportunities and at enhancing workforce employability as well as policy development/institutional support.

Under the first outcome, the work of the sector will be structured into three outputs, all aimed at stimulating local economic development and market systems to create short and longer-term employment opportunities to protect vulnerable individuals, particularly youth and women, against risks and shocks.

### Output 1 - Series of technical and financial support to MSME sector to enable growth and job creation provided

The target is to provide or maintain 4,935 jobs in 2018. It will be measured according to the number of Lebanese MSMEs and cooperatives that are supported through a wide range of activities, including entrepreneurial training, access to financial services, provision of start-up or support grants in-kind or cash, technology transfer, financing alternatives (debt, equity, grants) to boost SME growth and support social enterprises. The interventions will target four types of Lebanese structures: micro-entrepreneurs, start-up, SMEs and cooperatives. To support livelihoods beneficiaries' self-resilience, this job creation target is expected to gradually increase to reach 5,130 employment opportunities generated in 2020.

### Output 2 - Competitive integrated value chains strengthened and upgraded

The target is to create/maintain an average of 3,077 jobs each year up until 2020. This output will be measured by the number of integrated value chain interventions

completed at local and national level. Interventions will start by assessing the sectors and value chains to identify gaps or constraints in them. Such assessments include mapping and analysing needs in relation to both vertical and horizontal linkages, and identifying other possible weaknesses and opportunities in the targeted value chains, as well as regional or national level constraints. Value chain interventions will include working both on improving the supply (quality, standards, production technique) and demand (access to new markets, linkages with traders) of the value chain as well as its support function (certification, export support services, skills training curricula, creation/support to cooperatives etc...). Support may include targeted interventions such as upgrading and strengthening the weakest links to improve the overall competitiveness of the value chain and creating new linkages or strengthening existing ones in close collaboration with supported businesses and cooperatives. Particular emphasis will be placed on enhancing foreign market access (particularly the EU, GCC, Eastern European countries, MERCOSUR, Iran and Russia) and on building institutional capacity at various levels.

### Output 3 - Job creation in vulnerable areas fostered through labour-intensive investments in productive public infrastructure and environmental assets

All cadastres identified as vulnerable are targeted with the aim of providing 37,650 temporary opportunities in 2018. This output relates to fostering temporary job creation in vulnerable areas through public works. It will be measured through the number of vulnerable persons and localities benefitting from infrastructure improvement and the amount invested in such localities. As explained above, this will include small- to medium-scale infrastructure upgrades in municipalities and villages (road rehabilitation, cleaning services), in the agricultural sectors (irrigation canals, agricultural roads, rainwater harvesting), and environmental work and disaster risk reduction (forestation, reforestation, cleaning of drainage, canals and rivers for flood prevention, construction of structures such as contour walls, checking of dams, and plantation of green areas in order to reduce flood risks).

## Total sector needs and targets 2018

Population Cohort	Total Population in Need	Targeted Population	No. of Female	No. of Male	No. of Children (0-17)	No. of Adolescent (10-17)	No. of Youth (18-24)
Lebanese	105,822	35,259	17,982	17,277	-	-	12,691
Displaced Syrians	67,533	22,475	11,462	11,013	-	-	7,878
Palestine Refugees from Syria	2,639	877	447	430	-	-	319
Palestine Refugees in Lebanon	6,175	2,052	1,046	1,006	-	-	746
<b>GRAND TOTAL</b>	<b>182,169</b>	<b>60,663</b>	<b>30,937</b>	<b>29,726</b>	<b>0</b>	<b>0</b>	<b>21,634</b>

Type of Institutions	Total	Targeted
Municipalities	Over 1,000	244
Central Ministries		6 Ministries (MoSA, MoET, MoL, MoInd, MoAg, MEHE)
Micro, Small and Medium Enterprises		3,090

Under the second outcome, the support of the sector will focus on bridging the gap in the labour market through two main outputs aimed at expanding beneficiaries' workforce employability on the labour market and at providing job seekers with career guidance, job matching and apprentice/internship schemes.

#### **Output 1 - Technical support to vulnerable people in marketable skills provided**

The target is to provide market-based skills trainings to 15,000 beneficiaries throughout the year to expand their skillset and increase their access to employment opportunities.

#### **Output 2 - Career guidance, job matching and apprentice/internship schemes offered to job seekers**

The target of 20 percent of the aforementioned 15,000 caseload are placed into jobs in 2018. Activities will include the provision of apprenticeship, internship and traineeship opportunities as well as access to employment services and job matching.

Under the third and last outcome, the sector will strengthen policy development and the enabling environment for job creation through two complementary outputs.

#### **Output 1 - Decrees / regulations / awareness-raising material on decent work conditions developed and or / approved**

This output will be addressed by working with the Ministry of Labour both at the policy and enforcement levels, with a particular focus on eliminating the worst forms of child labour, implementing a Decent Work Country Programme developed in 2016, and increasing labour inspection capacity. In addition, the Livelihoods sector will work with enterprises and cooperatives to improve decent work conditions (and support the formalization of businesses which should also contribute to this objective), while engaging in advocacy and awareness-raising activities focusing on minimum labour standards and regulations.

#### **Output 2 - Policies, strategies and plans supporting job creation, MSMEs and livelihoods developed to improve the business eco-system**

This output will bolster policy and strategy level development and institutional level support by the sector in order to improve the enabling environment to job creation. Overall, 19 policies, plans and regulations and awareness-raising material will be developed and/or approved: four will focus on decent work; three on advocacy/awareness-raising material on labour laws, regulations and minimum standards; 12 on the

development of policies/plans/regulations aimed at improving the enabling environment and the business eco-system.

Assuch, the Ministry of Economy and Trade and its network of local Chambers of Commerce will be supported in the implementation of the MSME strategy and the Ministry of Industry in the development of industrial zones, paving the way for longer term development. This also includes conducting the necessary assessments and studies to address key data gaps in the sector while promoting harmonization of efforts. In doing so, the sector will make sure that it uses and builds the capacity of national systems such as the Central Administration of Statistics to avoid fragmentation of assessments and enable national systems to conduct regular major surveys such as labour force surveys.

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

The Livelihoods sector aims to facilitate access to employment and income for vulnerable groups. The population in need for the sector is therefore all of those falling under the poverty line of \$3.84 per person per day, and particularly the ones living in extreme poverty (\$2.40 per person per day). The sector assumes that at least one member in each poor household is in need of livelihood assistance to raise the household over the poverty line. Activities related to job creation are expected to result in increased employment opportunities for vulnerable individuals close to accessing the labour market. For individuals dependent on direct humanitarian assistance, the sector aims to provide support through labour-intensive programmes, as well as empowerment activities such as a combination of market-based skills, life skills and psycho-social support. While the sector generally adopts an area-based approach where individual beneficiaries will join programme through self-targeting, this will need to be complemented by specific programmes prioritizing the most vulnerable such as female-headed households, households with persons with specific needs, and other severely vulnerable groups such as survivors of gender based violence, but also families at risk/engaging in child labour. National systems such as the updated NPTP database, as well as local information provided by protection, child protection and SGBV partners, SDCs, municipalities, and local associations will be crucial in this regard. In order to maximize its impact on stabilization and protection, the sector will prioritize youth (to keep them engaged in their communities and prevent marginalization) and women (who are marginalized and therefore more affected by poverty and unemployment, and for whom

additional income is crucial, notably to counteract child labour).

Livelihoods interventions are targeted using an area-based approach. The sector will use available data on poverty and deprivation as a basis for area targeting, and then analyse the situation in this area to identify which institution/private sector, entity/value chain to target. The national employment regional offices will also play a critical role in matching vulnerable individuals with opportunities generated by these programmes, and will be supported through the third outcome of the sector strategy.

The mapping of the most vulnerable cadastres (to be updated with new and updated data sources) provides a good basis from which to identify areas where displaced populations are concentrated alongside vulnerable Lebanese. Both the poverty dimension and the host/displaced ratio are relevant for livelihood interventions. Taking into account the specificities of rural and urban poverty in Lebanon, partners will need to focus both on acute rural poverty that might have been exacerbated by a sudden increase of population, and on poor urban areas where the proportion of displaced might not be as significant, but the total concentration of poor is most likely to lead to instability. In addition, the sector will incorporate results from ongoing assessments highlighting the areas where unemployment is a priority need or listed as a priority source of tension. Furthermore, the sector will work with Child Protection partners to identify areas with higher prevalence of child labour, which should then be prioritized by livelihoods programming.

It should be highlighted that the Livelihoods sector is suffering from severe data limitations that hamper its targeting. While overall national estimates of key figures like poverty and unemployment are available, this is not the case for local level data, which requires partners to go through local assessments to inform programming. Other data gaps for the sector include detailed market assessments to identify intervention types, labour market assessments, information on skills training providers and finally, analysis on the needs, capacity and gaps of MSMEs. Several important studies are underway and will help the sector refine its targeting.

## Mainstreaming of Conflict Sensitivity, Gender/Protection, Youth and Environment

Livelihoods primarily contributes to social stability by alleviating competition for jobs as a source of tension between groups. However, every livelihoods intervention needs to be carefully crafted to be conflict sensitive. Livelihoods programmes will particularly aim at filling gaps in the labour market, with an eye to avoid fuelling competition and tension between groups. This will require partners to undertake careful situation and

market analysis before developing programmes, and to ensure that selection criteria are fair and transparent, and strive towards balancing skills training and job creation programmes so as to avoid raising expectations of trainees.

The Livelihoods sector's support to protection issues is manifested by its output on improving decent work conditions. In addition to this and to the specific attention to vulnerable groups to improve their meaningful access to livelihoods support, the sector will need to strengthen its protection safeguard, notably by developing a harmonized complaint and feedback mechanism. Youth and women remain specific priority target groups for the sector across all activities, taking into consideration their particular vulnerability and their higher unemployment rates. While the sector has successfully ensured that youth and women are the primary groups benefitting from skills training, further emphasis is needed to increase their access to income/employment, notably through specific business start-up and development schemes, and apprenticeship/traineeship programmes. The sector will therefore carefully review the type of job-creation investments it promotes so as to ensure that they benefit both youth and women. For women, a particular focus will be made on providing targeted support to female headed households and GBV survivors. This will mean emphasizing activities compatible with childcare, either through providing child friendly spaces in livelihoods centres, working on home based income generation and developing mobile outreach of beneficiaries.

For persons with specific needs, the sector will adopt a twin-track approach. First, partners will identify key economic sectors in which people with disabilities could work based on previous market assessments and lessons learned. Specialized livelihoods programmes tailored to their needs will be developed and expanded to ensure meaningful access to the labour market (notably through specialized trainings, equipment and devices to allow their full integration in the workforce). Such programmes currently exist but are very limited and will need to be scaled up by involving specialized agencies in the work of the sector. In parallel, the specific needs of persons with disabilities will be integrated into the work of partners promoting decent work. Finally, households with a person with specific needs will be prioritized in targeting, reflecting their higher dependency ratio and care-taking duties, through the existing vulnerability assessments.

The Livelihoods sector will continue to support environmental protection through the implementation of labour-intensive interventions aiming at preserving and maintaining vulnerable assets to foster job creation.

## Inter-sector linkages

**Protection.** Deteriorating working conditions and increasing informality are major concerns, and require collaboration between the Livelihoods and Protection sectors. In recent years, the Livelihoods sector has developed strong linkages with the Child Protection

Task Force to work jointly on addressing the issue of child labour. In 2018, this will mean raising the awareness of Livelihoods partners and supported businesses/cooperatives to promote decent work and prevent the risk of child labour (through trainings on minimum child protection standards) while sharing best practices and lessons learned on child labour sensitive programming. This will also be achieved by engaging jointly with the Child Labour Unit of the Ministry of Labour. Complementary efforts will be made to prevent gender-based violence within the sectors programming by providing information and guidance to partners, notably through the dissemination of the GBV guidelines.

The sector will further operationalize its newly-established referral mechanism, strengthening its linkages with protection, child protection and GBV partners, in order to ensure that women identified as particularly at-risk or households with children engaged in child labour can benefit from livelihoods support. In order to facilitate these inter-sectoral referrals, information will be shared on the selection criteria used to identify beneficiaries and prioritize the most deprived geographical areas. In addition, protection partners who deliver life-skills trainings will inform the Livelihoods sector if such trainings have a market element. Overall, cross-sectoral linkages will be strengthened to more systematically combine the provision of technical trainings with life-skills and psycho-social services to better support vulnerable members of the host and displaced communities and reduce drop-out rate.

**Food Security:** The sector will maintain close ties with the Food Security sector as the programming for both is increasingly converging around agricultural livelihoods. Complementary approaches exist between the sectors regarding the food value chain and there is a common understanding that partners appeal under the sector which represents the objective of the activity they plan to implement under LCRP 2018. Although food and agricultural activities are centred in the Food Security sector, employment and economic development initiatives in the agriculture sector are also part of the Livelihoods sector. In parallel, coordination will be strengthened to ensure that information on agriculture livelihoods activities and agricultural value chains is adequately and proactively shared and reported in both sectors. As such, monthly information reconciliation will be conducted among the two sectors to ensure a comprehensive reporting of the different activities. The sectors' co-leads (as well as any other partner, as relevant) will meet regularly (bi-monthly) to harmonize the information collected on agriculture livelihoods. In parallel, the sector will ensure that the Ministry of Agriculture is informed of any agricultural activity. Finally, some components of the transition approach will be piloted with a small caseload of Lebanese and displaced Syrian beneficiaries with the support of the Basic Assistance and Livelihoods sectors.

**Basic Assistance:** As outlined above, the transition approach will be piloted in the LCRP 2018 to support

a small caseload of vulnerable beneficiaries with the support of the Basic Assistance sector. The objective will be to enable highly vulnerable individuals to transition towards economic self-reliance through the provision of humanitarian assistance and livelihoods services (including consumption support, cash transfers, capacity building and income opportunities). Building on the work conducted by the NPTP and the World Bank on introducing the Transition Approach for vulnerable Lebanese beneficiaries, this pilot will be tailored to the specificities of the situation of displaced populations in Lebanon. As such, it will focus on increasing economic resilience rather than creating sustainable livelihoods, in line with applicable laws and regulations.

In parallel, information related to livelihoods collected by the Basic Assistance sector on households' vulnerability will help livelihood targeting. The Basic Assistance work to strengthen the NPTP will also benefit the Livelihoods sector.

**Social Stability:** The sector is working closely with the Social Stability sector, and organises joint field working groups. Following the numerous labour protests which spread across Lebanon in 2017, a particular focus will be made on mitigating job competition as a key driver of inter-community conflict. Social stability data and analysis will be used to reduce tensions in areas where job competition over low skilled job is already prevalent. Cooperation will also prioritize at-risk youth, to ensure that youth community engagement initiatives and livelihoods programmes are complementary. Similarly, livelihoods programmes in highly vulnerable urban areas will need to be implemented in close cooperation to alleviate the multiple sources of pressure in these areas.

**Education:** The sector strategy will maintain a strong focus on developing tailored technical vocational education and/or training. Education programmes that need to be closely coordinated with the Livelihoods sector are twofold: formal technical vocational programmes that are planned, implemented and reported only through the Ministry of Education and Higher Education. In addition, the competency-based technical vocational trainings and informal apprenticeships in non-formal settings will be also regulated by MEHE and supported by the Livelihoods sector.

In order to strengthen cross-sectoral linkages, the sector has recently invited MEHE to join the newly-established Market-based Skills Training Task Force whose objective will be to harmonize the content and modalities of non-formal accelerated skills trainings in Lebanon.

**Shelter, Water & Energy:** The work of the sector related to infrastructure upgrading will be closely coordinated with the Shelter, Water and Energy sectors through proactive information sharing on planned interventions.

Livelihoods partners will contribute to rehabilitation work identified by the planning process of Shelter partners and Shelter partners will inform the Livelihoods sector of urban areas where livelihoods has been identified as a crucial need under the scope of the neighbourhood

approach. This work should contribute to improving the living conditions of the population residing in highly vulnerable urban areas facing steep densification. To maximize the impact of our respective interventions, the possibility of providing livelihoods trainees with employment opportunities through shelter contractors will be further explored.

Livelihoods partners will also ensure that such projects do not overlap with plans from the Water & Energy sectors related to infrastructure improvements, by proactively sharing information at field level through existing coordination channels.

Efforts will be made to increase businesses' energy efficiency through technology transfer and the provision of financial and non-financial incentives in close coordination with the Energy sector in order to effectively reduce production costs and tap into the existing/planned low-interest loan financing<sup>40</sup> for the private investment in renewable energy and energy efficient projects. Support will be provided to expand the access to these incentives and the adoption of green technology for SMEs (and other potential lenders) as a way to boost technology transfers and job creation by promoting increased investments in the energy sector. In parallel, the sector will explore the possibility of further adapting its skills training offer, such as solar panel PV technologies, to labour market needs in close coordination with MoEW and other relevant institutions to build on the ongoing training programmes.

More generally, efforts will be made in all sectors to track the impact of investments in infrastructure rehabilitation and construction on job creation/retention. Dedicated support and guidance will be provided on the methodology and timeframe of this exercise to ensure the quality and consistency of the information collected across sectors.

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Graduate of WFP's food packaging and processing livelihoods course-Tripoli. Photo credit: WFP, 2017

## Sector Logframe

**Outcome 1: Stimulate local economic development and market systems to create income generating opportunities and employment**

Indicator 1	Description	Means of Verification	Unit	Frequency
Total number of job created / maintained	New jobs created in supported Lebanese MSMEs - Businesses who have hired new employees since the support was provided. Jobs maintained in supported Lebanese MSMEs - For micro-businesses, it can be considered that any support provided helps the micro-business to maintain the jobs in this business = the #employees of the micro-businesses they support as well as self-employed individuals (for micro-finance support). For SMEs this should be asked as part of the follow up underlined above.	Project reports from partners based on follow up individually (by phone or through visit) with all supported businesses after the support (grant, training) has been provided , 3 to 6 months after the support to the business ended.	Number	Quarterly

**Jobs**

Baseline: 2016	Target 2018	Target 2019	Target 2020
494	4,935	4,920	5,130

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020
N/A	3,986	3,953	4,062	N/A	808	821	903	N/A	41	42	48	N/A	101	104	117

Indicator 2	Description	Means of Verification	Unit	Frequency
Number of target Lebanese MSMEs that report increased performance and expanded market access (new clients, contracts, market access) as a result of programme activities	Supported Lebanese MSMEs and cooperatives who report increasing profitability / production / expanded market access (new contracts, clients, market) 6 months after receiving support	Project reports from partners based on follow up monitoring to supported Lebanese MSMEs, activity info	Number	Bi-yearly

**Lebanese Businesses**

Baseline:	Target 2017	Target 2018	Target 2020
N/A	2,469	2,460	2,564

**Outcome 2: Improve workforce employability**

Indicator 1	Description	Means of Verification	Unit	Frequency
Number of job seekers placed into jobs (at least %50 women)	Job seekers placed into jobs (at least %30 women)	partners report in activity info	Number of people	Monthly

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020
N/A	2,100	2,100	2,100	N/A	750	750	750	3,000	45	45	45	N/A	105	105	105

Indicator 2	Description	Means of Verification	Unit	Frequency
Number of targeted vulnerable persons engaged in home-based income generation (at least %50 women)	Individuals using the skills gained in trainings for activities at home	partners report in activity info	Number of people	Monthly
 Lebanese	 Displaced Syrians	 Palestine Refugees from Syria (PRS)	 Palestine Refugees in Lebanon (PRL)	
Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020
N/A 2,100 2,100 2,100	N/A 750 750 750	N/A 45 45 45	N/A 105 105 105	

### Outcome 3: Strengthen policy development and enabling environment for job creation

Indicator 1	Description	Means of Verification	Unit	Frequency
Number of policies, regulations and strategies amended and/or proposed approved by the Government	Decree, regulation, policy and strategy in place to support livelihoods, job creation, MSMEs or business eco-system	Official Gazettes & Official document from GoL and partners report	Decrees, policies, strategies, plans	ex:Quarterly

Baseline:	Target 2018	Baseline:	Target 2019	Baseline:	Target 2020
N/A	19 policies / regulations / strategies / advocacy/awareness raising materials (including 4 related to decent work - child labour, informality, monitoring of SMEs, Labour Inspection capacity - 3 related to advocacy /awareness-raising - and 12 related to the enabling environment)	N/A	19 policies / regulations / strategies / advocacy/awareness raising materials (including 4 related to decent work, 3 to awareness raising/advocacy, and 9 related to the enabling environment)	N/A	19 policies / regulations / strategies / advocacy/awareness raising materials (including 4 related to decent work, 3 to awareness raising/advocacy, and 9 related to the enabling environment)

Indicator 2	Description	Means of Verification	Unit	Frequency
Increase in ranking of Doing Business (World Bank)	Doing Business provides objective measures of business regulations (and their enforcement) and enables investors and entrepreneurs to assess the quality of a country's business environment	World Bank Doing business ranking	Score / ranking	Annually

Baseline:	Target 2018	Baseline:	Target 2019	Baseline:	Target 2020
rank 126	Gradual increase in ranking to pre-crisis level (124th)	rank 124	Gradual increase in ranking to pre-crisis level (122th)	rank 122	Gradual increase in ranking to pre-crisis level (120th)



# PROTECTION SECTOR

**PEOPLE IN NEED**

3,214,690

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**PEOPLE TARGETED**

1,890,000

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**REQUIREMENTS(US\$)**

2018	171.6 million
2019	164.2 million

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**PARTNERS**

71

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**GENDER MARKER**

2a

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## SECTOR OUTCOMES

**Outcome #1** \$73.5 m

Persons Displaced from Syria have their basic rights (incl. access to territory, legal stay, civil documentation) respected and specific protection needs fulfilled.

- Indicators**
- Percentage of persons with legal stay.
  - Percentage of persons referred provided with services.
  - Percentage of children born in Lebanon whose birth is registered at the Noufous level.
  - Percentage of children born in Lebanon whose birth is registered at the Foreign Registry level.
  - Number of persons benefitting from resettlement or other humanitarian pathways.
  - Number of persons benefitting from land release.

**Outcome #2** \$26.5 m

Support and actively engage community members in creating a safe protection environment.

- Indicators**
- Number of community-based mechanisms that participate in addressing common issues that they have identified in their communities.
  - Number of referrals of vulnerable persons or households coming from members of community-based mechanisms.

**Outcome #3** \$32 m

Reduce SGBV risks and improve access to quality services.

- Indicators**
- Percentage of women (20-24) married before 18.
  - Percentage of women and girls age 15-49 who state that a husband is justified in hitting or beating his wife.

**Outcome #4** \$39.6 m

Provide boys and girls at risk and survivors of violence, exploitation and abuse with access to an improved and equitable prevention and response.

- Indicators**
- Percentage of children 2-14 years who experience violent disciplinary practices.
  - Percentage of children aged 5-17 yrs who engage in child labor.
  - Number of BID panels operational.
  - Percentage of children (boys and girls) who reported an improvement in their psychosocial wellbeing as measured through the SDQ.

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	52% Female	48% Male
Lebanese	1,500,000	336,000	166,992	169,008
Displaced Syrians	1,500,000	1,500,000	780,000	804,000
Palestine Refugees from Syria	34,000	34,000	17,170	12,444
Palestine Refugees in Lebanon	180,690	20,000	10,100	9,600

## Situational Analysis and Context

### Protection

The Government of Lebanon (GoL) estimates that the total Syrian population is 1.5 million in Lebanon, including both the displaced who are registered and those not registered with UNHCR. As of 30 June 2017, 1,001,051 Syrians are registered with UNHCR as refugees, with 38 percent female headed households and 62 percent male headed. Women and children account for 80.5 percent of the refugee population, with 54.7 percent below 18 years of age. Girls and boys comprise 26.7 percent and 28.1 percent of the refugee population respectively.<sup>i</sup> As of September 2017, 34,000 Palestine Refugees from Syria are recorded with UNRWA in Lebanon, 73 percent of whom are women and children, and 42 percent below 18 years of age. Girls and boys each comprise 21 percent of the population of Palestine Refugees from Syria.<sup>ii</sup> The total number of registered Palestine Refugees in Lebanon currently residing in the country is estimated to be between 260,000 and 280,000.<sup>iii</sup> During the latest Lebanese Returnee Registration drive conducted in April-May 2015, 5,245 returnee households comprising of 28,574 individuals were registered.

Under the GoL's border regulations introduced in 2015, admission for Syrian nationals is provided under clearly identified visa categories including, among others, sponsorship, tourism, business and transit, provided that supporting documentation is presented and other requirements are met. Syrians fleeing persecution, conflict and violence in Syria must fall within the exceptional humanitarian criteria developed by the Ministry of Social Affairs (MoSA) to enter Lebanon. Persons falling within the category of humanitarian exceptions include: unaccompanied and separated children (under 16 years of age) whose parents and legal guardians are confirmed to be displaced in Lebanon; persons with disabilities dependent on family and relatives confirmed to be displaced in Lebanon; persons in need of life-saving medical treatment not usually available in Syria, or not available in a timely manner; and individuals pursuing resettlement<sup>1</sup> or transitioning through Lebanon to a third country, with proof of onward travel outside Lebanon. Since 2014, admission for Palestine Refugees from Syria is limited to the categories of embassy appointments, transit to a third country and exceptional entry supported by a sponsor in Lebanon, each requiring pre-approval. Since the introduction of the current border measures, the number of persons arriving in Lebanon from Syria has reportedly decreased. The GoL has consistently affirmed its commitment to the principle of non-refoulement, which is essential so that no person is returned, expelled or extradited to the frontiers of territories where his/her life or freedom would be threatened or where he/she would be in danger of being subjected to torture.

In May 2015, the GoL notified UNHCR that registration

(1) This could in effect be resettlement or other pathways or avenues for longer-term solutions in third countries (outside of Lebanon).

of Syrians should be suspended. Since then, Syrians who approach UNHCR to be registered, are counselled on the GoL's suspension of registration and their needs are assessed in view of assisting the most vulnerable. One consequence of the suspension of UNHCR registration is that the exact number of displaced Syrians in Lebanon is unknown, and that planning for, and facilitation of, durable solutions outside of Lebanon is hampered. For example, displaced Syrians who are not registered with UNHCR face serious difficulty in being submitted for resettlement to third countries, as only very few resettlement countries are willing to consider unregistered persons. Thus, in order to better manage needs and responses, as well as to help prepare for solutions, UNHCR is advocating with the GoL for the resumption of registration.

There have been two primary avenues for Syrian nationals to obtain residency since 2015: reliance on UNHCR registration certificate or sponsorship by a Lebanese citizen. Previously, persons displaced from Syria who were registered with UNHCR and unable to sign the pledge not to work or who were found to be working were also required to secure a sponsor. However, commencing in June 2016, the notarized pledge not to work was replaced by the pledge to abide by Lebanese law, to be signed free of charge at the General Security Office (GSO) once every 12 months.

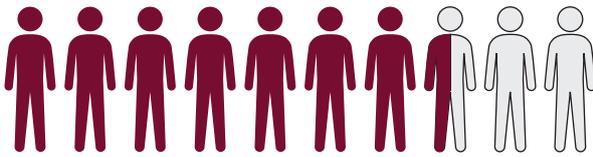
In February and March 2017, the General Security Office announced a GoL decision to waive the renewal and overstay fees of legal residency (US\$200 per year per person aged 15 years and above) for Syrians who were registered as refugees with UNHCR before 1 January 2015 and who had not renewed their residency previously based on tourism, sponsorship, property ownership or tenancy in 2015 or 2016. This was an important step towards implementing the commitment expressed at the London Conference,<sup>iv</sup> namely to facilitate the streamlining of such regulations, including periodical waiver of residency fees. Subsequently, the outcome document of the 2017 Brussels Conference contained an important commitment to gradually expand the waiver decision to include other categories of refugees currently not covered.<sup>2</sup>

Still, according to the 2017 Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR), the percentage of displaced Syrians aged 15 and above without valid residency is 74 percent. In 2016, 21 percent of Syrian households had all family members with a valid residency permit; in 2017, this dropped to 19 percent of households.<sup>v</sup> Syrian children who turn 15 years of age in Lebanon and therefore do not have identity documents, experience difficulties in obtaining legal residency. Persons displaced from Syria report that they have difficulties submitting their applications

(2) The Government of Lebanon committed "to improve the regulatory framework pertaining to refugees, including ensuring that procedures for renewal of residence permits for refugees are predictable and evenly applied. See: Supporting the Future of Syria and the Region Conference (Brussels, 5 April 2017), Co-chairs declaration, Annex: Supporting resilience and development effort of host countries and refugees in the context of the Syrian crisis – Lebanon, <http://www.consilium.europa.eu/media/24070/annex-lebanon.pdf>.

for residency renewal due to limited capacity of the GSO offices, and that many who, according to the GSO circular should benefit from the waiver, are rejected the residency renewal free of charge and requested to renew based on sponsorship as they are perceived by the GSO to be working and/or are asked to provide additional documents to those required by the circular. Furthermore, procedures related to legal residency are cumbersome and not well understood, which makes it difficult to comply with the requirements. These are substantive obstacles, making it difficult for displaced Syrians to seek renewal of their residence permits.

**74%** of displaced Syrians aged 15 and above are without valid residency permit.



Data source: Vulnerability Assessment for Syrian Refugees in Lebanon (VASyR) 2017

In particular, displaced persons reportedly face a variety of challenges associated with sponsorship, including difficulties identifying sponsors and inability to pay the informal 'fees' that are often requested by potential sponsors. The sponsorship system also may create a power differential that increases the risk of exploitation and abuse, especially for women and children, and females heading households. In line with GSO's practice, and under the February/March 2017 waiver, displaced persons who have previously obtained their residency through sponsorship are unable to renew their residency permits free of charge on the basis of their UNHCR registration certificate. However, the waiver makes it clear that their family members should benefit from the waiver, and that others registered with UNHCR who have not previously renewed on sponsorship should be eligible for the fee waiver. Following a GSO decision issued in September 2017, Syrian nationals who had a sponsor can apply, until the end of 2017, for a residency permit based on a new sponsor without leaving the country. Also, Syrians who entered Lebanon legally after 1 January 2015 (e.g. tourism, shopping), and not on the sponsorship category and overstayed their residency, can approach the GSO border office to regularize their stay and exit the country, without facing a re-entry ban.

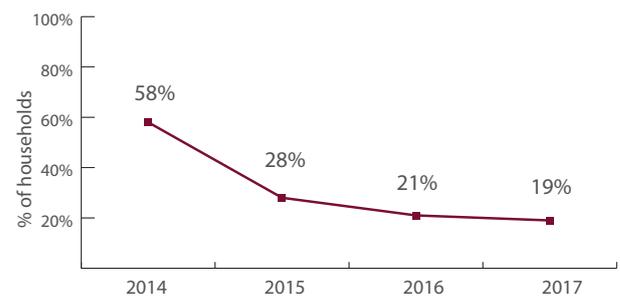
Syrians who do not fall under the February/March 2017 waiver must continue to pay \$200 for each person 15 years of age and above to renew their residency permit. Additional costs related to the residency permit process amount to approximately \$30, including transportation to reach the local GSO. These costs, applicable to all displaced Syrians wanting to renew residency, are difficult for them to meet, due to their poor economic situation.

For Palestine Refugees from Syria, procedures to renew or extend their residency permits are not communicated publicly by the Lebanese authorities, and the application thereof varies largely across the country, impacting

Palestine Refugees from Syria to renew their residency permits for free. As of September 2016, around 40 percent of Palestine Refugees from Syria in Lebanon did not hold valid residency documents.<sup>vi</sup> From July 2017, Palestine Refugees from Syria continued to be granted free residency permits for six months (renewable multiple times). In addition, and as a positive new development, residency permit renewal has been allowed for Palestine refugee children from Syria, who have turned 15 years of age, unlike for Syrian youth, based on available documentation.

The consequences of the lack of legal residency can be vast, having direct implications on the freedom of movement of displaced persons, and their risk of being arrested or detained, and makes them particularly vulnerable to exploitation and other protection risks. Lack of legal residency also limits their access to livelihoods, education and essential life-sustaining services, as well as their access to seek redress in case of exploitation or abuse.

#### Percentage of displaced Syrian households with all members having valid legal residency



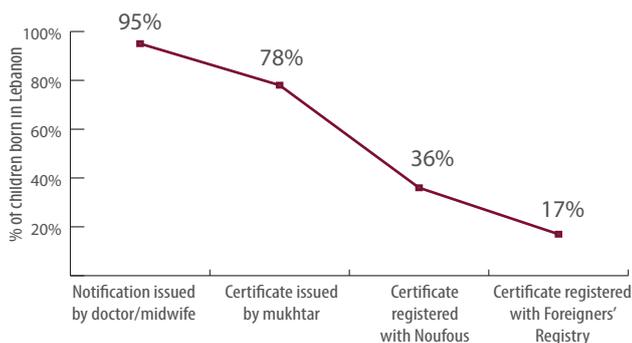
Data source: Vulnerability Assessment for Syrian Refugees in Lebanon (VASyR) 2014 - 2017

Immigration-related offences remain the most common reason for which persons displaced from Syria are arrested and detained. This has resulted in the issuance of departure orders that, to date, are not being enforced, in line with the GoL's commitment to the principle of non-refoulement. Due to fear of being arrested because of lack of valid residency, persons displaced from Syria are reportedly less likely to approach authorities to report and to seek redress when they are victims of crimes, exploitation and abuse. Some measures, either from municipalities or law enforcement agents, such as curfews and checkpoints, can reduce displaced persons' access to basic rights and services and their sense of safety. Only 10 percent of persons displaced from Syria indicated a willingness to notify the authorities in case they are victims of assault or harassment, compared to 27 percent of Lebanese who would report;<sup>vii</sup> 83 percent of Syrians report that insecurity reduces the freedom of movement of any household member.<sup>viii</sup> In the case of Palestine Refugees from Syria, 68 percent felt concerned about the safety of their family, and 57 percent of these individuals reported feeling insecure due to their physical and social environment.<sup>ix</sup> For instance, Palestine Refugees from Syria residing in Ein El Hilweh camp are exposed to the risks of the recurrent armed clashes, and

many of them are hindered to leave the camp due to their illegal status in Lebanon. With respect to feelings of fear within the host community, 33 percent of Lebanese say that they fear displaced Syrians.<sup>x</sup>

Since the beginning of the crisis, and as of September 2017, 135,000 Syrian children were added to the files of Syrian refugees registered with UNHCR. Approximately 83 percent of children between 0-5 years of age<sup>xi</sup> do not have their birth registered with the Foreigners' Registry. Persons displaced from Syria face barriers in obtaining civil status documentation in Lebanon, most notably birth registration, which jeopardizes Syrian children's right to an identity under international law and could create heightened risks of statelessness, as well as restrict access to several services now and in the future. The main challenges experienced so far by displaced persons from Syria in obtaining birth registration include: the lack of awareness of the multi-step birth registration procedures, which are perceived as costly and cumbersome; and the lack of documentation, either legal residency or proof of marriage, which are required to obtain a birth certificate. In addition, births that are not registered at the *Nofous* level within one year require costly and time-consuming civil court procedures to finalize birth registration, affecting more than 50,000 children born to displaced Syrians in Lebanon and who are now over one year of age. An important step towards addressing these obstacles was taken in September 2017, when the Personal Status Department announced a simplification of birth and marriage registration procedures in September 2017 (also applicable to Palestine Refugees from Syria), namely that valid legal residency of the parents of a new-born will no longer be required for birth registration through the regular procedure, and only one spouse (instead of two) will require valid legal residency or entry card to register their marriage.<sup>3</sup> In addition, efforts are underway to simplify the procedure for children who have not managed to have their births registered within the one-year deadline.

### Cumulative percentage of highest level of birth registration document for displaced Syrian children born in Lebanon



(3) Legal residency will not be required in case of marriage between a Syrian man and a Lebanese woman.

Almost 2,500 new-borns of Palestine Refugees from Syria have been recorded by UNRWA in Lebanon since 2011.<sup>xii</sup> Palestine Refugees in Lebanon and the vulnerable Lebanese community may also face challenges in registering births when they similarly lack awareness of the procedures, including the one-year deadline after which late birth registration procedures would be required. If the birth is not registered, a Lebanese father may not be able to pass his nationality to the child, resulting in a risk of statelessness. Stateless persons would, as a result, have serious limitations with regard to the exercise of their rights to travel documents, access to justice, higher education degrees, freedom of movement, access to health care, and ability to work in the formal labour market.

Moreover, the lack of registration of civil status events in Lebanon or Syria certifying birth, marriage, divorce or death, can have implications regarding legal guardianship over children and inheritance rights, including in Syria upon return. Marriage registration is often not completed, due to costly fees, lack of documentation, and lack of awareness of the procedure in some circumstances. Limited legal remedies are available for women and girls in such cases, since without official documentation of the marriage, annulment of the marriage, divorce or contesting the custody and support of children becomes impossible. This is particularly problematic in cases of child or forced marriage, in which the minor spouse may be especially vulnerable to mistreatment and abuse, and in cases of mixed marriage between a Lebanese and a Syrian (in the absence of the right of a Lebanese mother to pass on the Lebanese nationality to her child).

The protection of persons displaced from Syria is adversely affected by both the deteriorating economic conditions and challenges to traditional social structures. The presence of large numbers of Palestine Refugees from Syria and persons of other nationalities in Palestinian camps, particularly in Beirut and Mount Lebanon, deepens their already precarious conditions, placing additional pressures on limited resources, infrastructure and services. In addition, worrying trends in community dynamics have placed strains on social stability, leading to increased social tensions. Negative sentiments against displaced persons, perceived competition for jobs and services by displaced persons and restrictive measures in some municipalities have undermined the protection of persons displaced from Syria.

It is estimated that 37 percent of vulnerable Lebanese; 76 percent of displaced Syrians<sup>xiii</sup>; and 65 percent of Palestine Refugees in Lebanon are living below the poverty line.<sup>4</sup> Based on the findings of the Socioeconomic Survey of Palestine Refugees, extreme poverty is three times higher for Palestine Refugees from Syria than for Palestine Refugees in Lebanon. Palestine Refugees from Syria have already been twice displaced by conflict and are now exposed to a protracted displacement in Lebanon.

(4) The poverty line is defined as 'unable to meet basic food and non-food needs'. The Minimum Expenditure Basket (poverty line) is \$114 per person per month and the Survival Minimum Expenditure Basket (extreme poverty) is \$87 per person per month.

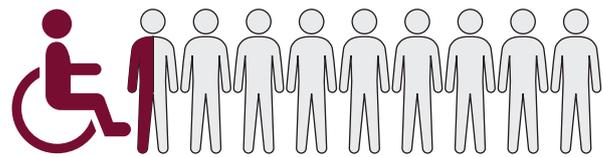
Ten percent of displaced Syrians reported planning to move in the coming six months: 40 percent of them due to eviction by their landlord/owner and five percent due to eviction by the authorities. Five percent of displaced Syrians have already been evicted during their time in Lebanon, and four percent received an eviction notice and/or any other threat of removal in last six months.<sup>xiv</sup> The growing prevalence of evictions is resulting in several protection challenges for displaced persons including, but not limited to: the risk of homelessness, threat of secondary displacement, risk of being forced into an exploitative housing arrangement, risk of trafficking, school drop-outs, and increased vulnerabilities due to depleted resources with no restitution for advance rent payments. Against the backdrop of issues relating to social stability in municipalities and the Lebanese host community, acceptance of evictees in potential relocation areas is also becoming increasingly challenging. Apart from evictions, other municipal restrictions affecting displaced Syrians, such as increased curfews, taxes, fines and business closures, are hampering the ability of displaced persons to provide for their livelihoods. Increased needs for legal services related to housing, land and property have also been observed, particularly among the displaced community in Bekaa and North Lebanon.

The combination of lack of legal residency and limited self-support opportunities, compounded by depletion of resources including savings and assets has led to households resorting to negative coping strategies. These include instances of begging<sup>xv</sup>, protracted debt, engagement of children in the worst forms of child labour, and foregoing educational opportunities. It has also led to increased instances of harmful traditional practices such as child marriage. Women and children have heightened responsibilities to secure income and other basic needs, as they are less likely to be stopped at checkpoints. However, they remain exposed to risks of exploitation and harassment, including from employers and landlords. Findings from participatory assessments, protection monitoring visits and focus group discussions conducted with persons displaced from Syria and members of the Lebanese host community, indicate increasing concerns over exploitation, abuse and harassment, especially affecting women, girls and other marginalized groups. The consultations also indicate continued psychological distress, frustration and isolation within their community.

Based on UNHCR and UNRWA surveys conducted independently during 2016, the three main factors influencing the decision of displaced persons from Syria to move onward to a third country, included limited livelihood opportunities, high cost of living, and hope to access better health and education services. After significant onward movements noted in 2015, new visa requirements were introduced in 2016 for Syrians to enter Turkey, which has significantly slowed movements of Syrians through and from Lebanon. The situation for Palestine Refugees from Syria has, however, not changed and onward movements continue to take place.

Persons with specific needs, including older persons, children and adults suffering from trauma and/or other complex mental health conditions, marginalized persons, survivors of torture, and persons with disabilities (PwDs), constitute the most vulnerable population groups among both displaced and Lebanese host community. These individuals continue to face challenges in accessing their basic rights and services. Based on findings from the 2017 Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR), it is estimated that approximately 14 percent of the assessed displaced households include persons with physical or intellectual disabilities, a rise of two percent compared to 2016. In addition, 2.7 percent of the refugees registered with UNHCR are above 60 (of whom 55 percent female and 45 percent male). National Poverty Targeting Programme (NPTP) assessments of 105,000 Lebanese households (459,896 persons) indicate that nine percent have a physical or intellectual disability.

Persons with physical or mental disabilities  
**14%** of displaced Syrian households  
**9%** of Lebanese households



Data source: Vulnerability Assessment for Syrian Refugees in Lebanon (VASyR) 2017, National Poverty Targeting Program (NPTP)

In Lebanon, 10 percent of Palestine Refugees in Lebanon and eight percent of Palestine Refugees from Syria have physical or intellectual disabilities, with one in four older persons (60+ years) affected.<sup>xvi</sup> Five percent of youth Palestine Refugees from Syria in the age group between 15-24 years have a disability, and this does not differ by gender.<sup>xvii</sup> In addition to addressing the needs of those with visible physical disabilities, including the war wounded, recent assessments have highlighted less visible physical disabilities (e.g. children with cerebral palsy, polio, congenital malformation, and hearing or visual impairments), along with persons with intellectual disabilities. Among these, persons with intellectual disabilities who are at risk of abuse, gender-based violence and exploitation remain a priority. Women, girls and boys with disabilities are among the most vulnerable to neglect, abuse, and exploitation. Needs continue to exceed what service providers can address including the provision of rehabilitation services, assistive devices and mental health care.<sup>xviii</sup>

The Lebanese community and the displaced community are suffering from a legacy contamination in Lebanon where a significant number of lands in the Bekaa, South and other areas of Lebanon are still contaminated by landmines, cluster munitions and other explosive remnants of war (ERW). With the increased population as a result of the Syrian crisis and the competition over limited resources, this contamination continues to hinder poverty programmes throughout the country. With a large number of displaced Syrians residing in informal

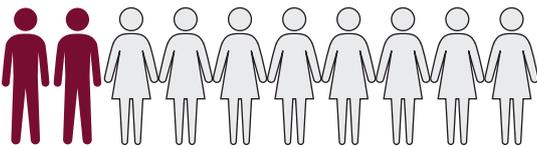
settlements and within populated areas in Lebanon, residual contamination poses an immediate threat to the physical safety of host community and displaced community, living in extremely close proximity to minefields, in some cases unknowingly. More than 600 mine victims in Lebanon have been reported since 2006, affecting children and adults regardless of their sex and age groups. A survey on Mine Risk Education (MRE) Knowledge, Attitudes and Practices conducted in 2016 found an alarming lack of knowledge about mines in the surveyed community, including Syrian families moving between Syria and Lebanon.

**90%** of SGBV individuals reported to specialized service providers has involved women and girls.



Data source: Gender-Based Violence Information Management System (GBVIMS), 2014-2017  
Note: Please refer to the narrative for more information of the SGBV related data.

**21%** of the rape cases were reported by male survivors.



Lebanese returnees from Syria represent a largely under-assisted and less visible group. Their situation is difficult. Many returned with few belongings, are unemployed and often reside in substandard shelters. Other consequences of their displacement related to protection and psychosocial aspects may include the deterioration of social relationships, experiencing different forms of violence (verbal, physical, sexual), family separation, loss of hope, fear and anxiety, and uncertainty and confusion about their future, psychosocial distress in the form of grief, anger, fear of loss of their principles and values, and withdrawal. They sense emotional pressure related to displacement and unemployment. These returnees often do not receive the assistance they need and in many respects, their situation and needs are more similar to those of displaced persons from Syria than to those of non-displaced Lebanese. Forty percent of returnees said they intend to eventually move back to Syria. Recording, profiling and providing adequate assistance to Lebanese returnees will accordingly remain a priority.

### Sexual and gender-based violence (SGBV)

Sexual and gender-based violence remains one of the main protection concerns affecting Syrian, Lebanese and Palestinian women, girls, men and boys. Since 2015, an average of 90 percent of SGBV incidents reported to specialized service providers has involved women and girls, indicating that they continue to be disproportionately affected with grave consequences for their health, security, psychosocial and socio-economic well-being. Men and boys are also affected,

with male survivors constituting eight percent of all cases reported (one third of which are under 18 years old). As of September 2017, 18 percent of reported SGBV incidents involved children.

Data collected through the Gender-Based Violence Information Management System (GBVIMS),<sup>5</sup> agency assessments, focus group discussions, and protection monitoring highlight that displacement increases the risk of SGBV. Ninety-three percent of reported incidents occurred in Lebanon.<sup>6</sup> Married girls, including child mothers, adolescent girls, unaccompanied and separated boys and girls, women and girls with disabilities, older women, female heads of households and socially marginalized groups continue to be the most at risk.

The most commonly reported types of violence, on the basis of the GBVIMS, involve physical violence (40% of the reported cases), mainly linked to violence within the family or home, sexual violence (rape and sexual assault), emotional violence, as well as forced and child marriage. From 1 January to 30 September 2017, 17 percent of all reported SGBV incidents involved sexual violence, of which five percent were rape. Out of all sexual violence incidents reported, 14 percent were perpetrated against men (48%) and boys (52%).

Domestic violence continues to be pervasive among all nationalities and constitutes the majority of reported SGBV cases. Women and girls continue to feel unsafe in their homes. Data reported through the GBVIMS indicates that 76 percent of incidents took place at the survivor's and perpetrator's house. Furthermore, consultations with persons displaced from Syria indicate that economic vulnerability and a change in gender roles within families, among others, are contributing to interpersonal tension, leading to an increased risk of domestic violence, with 70 percent of reported incidents perpetrated by family members.<sup>7</sup> Lebanese individuals are also affected, with an average of one in two persons reporting that they personally know someone subjected to domestic violence.<sup>xix</sup>

Psychosocial support services continue to be the main entry point for disclosing SGBV incidents. This is further supported by data collected through the GBVIMS, which shows that one in three survivors seek help after more than one month of ongoing participation in psychosocial activities.

Disclosing incidents of sexual and gender-based violence remains extremely challenging for several

(5) The data and analysis presented refers to reported cases, as well as protection concerns raised during focus group discussions and activities with the community. The statistical trends are based on data provided by eight SGBV service providers from January to September 2017, using the GBV Information Management System (GBVIMS). The GBVIMS captures information on incidents reported in the course of seeking services and allows to safely collect, store and analyse data related to SGBV. Since only information on reported incidents is recorded, and shared with the informed consent of survivors, it does not represent a comprehensive overview of SGBV incidents in Lebanon. Also, the GBVIMS captures only cases reported by service providers operating in Lebanon; therefore, statistics cannot be interpreted as reflecting the magnitude or patterns of SGBV in Syria. Additionally, GBV incidents, especially those having happened in Syria prior to displacement, remain underreported for several factors including socio-cultural issues.

(6) GBVIMS covers all populations including Lebanese, displaced Syrians, Palestine Refugees from Syria, Palestine Refugees in Lebanon, and other nationalities.

(7) This percentage refers to a combination of several profiles: intimate/former partner, primary caregiver, and family other than spouse of caregiver.

reasons, including a widespread acceptance of violence, fear of retaliation, religious beliefs, or belief that no one can help. For instance, an increase has been noted in survivors declining referrals to services, in particular to legal assistance, safe accommodation and protection services.<sup>xx</sup>

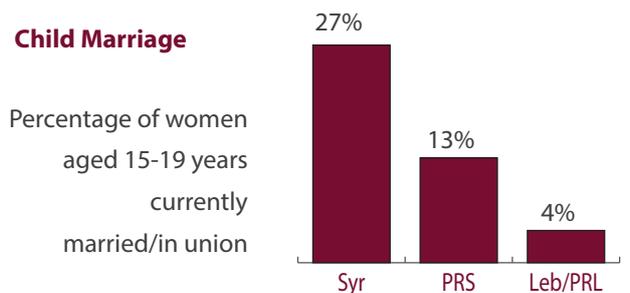
Additional barriers still prevent women, girls, men and boys in need of SGBV services, including: disruption of services due to humanitarian funding gaps; documentation requirements; restrictions on mobility, high costs and limited availability of specialized services, such as legal services, safe shelter, mental health; and lack of self-reliance opportunities.

Neither female nor male survivors will seek help if safe access to age, gender and diversity sensitive quality services is not guaranteed and sustained. For example, the majority of residential shelters are implementing strict eligibility criteria, preventing access to some persons at high risk, such as boy survivors (as young as nine) and survivors with mental health conditions.

When available, access to legal services remains challenging for SGBV survivors due to the length of procedures, fear, lack of trust in protection measures that can be offered (i.e. implementation of protection orders), lack of documentation (including proof of marriage), sponsorship, and fear of losing custody of children.

Despite recent positive steps, such as the repealing by the Parliament of Lebanon of Article 522 of the Penal Code which allowed rapists to avoid prosecution if they marry the victims, only limited protection against all forms of sexual and gender-based violence is guaranteed in the application of the national legal framework.

### Child Marriage



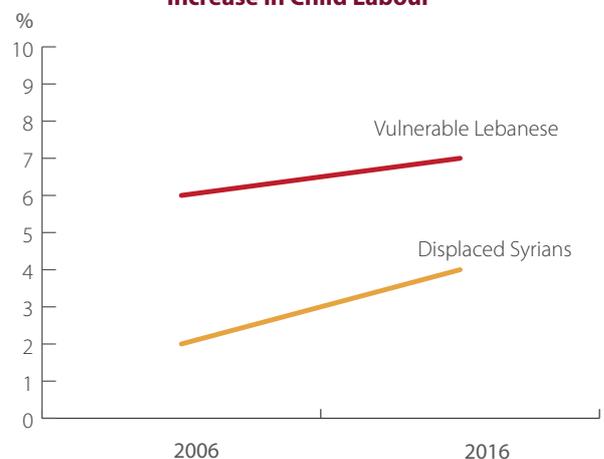
Data source: UNICEF/MOSA (2016) Baseline Survey

Family law, including marriage, is governed in Lebanon by personal status codes, which are established in line with the various confessions and which all permit marriage before the age of 18. Although child marriage has been reported as a cultural practice within some groups of the Lebanese community prior to the arrival of displaced Syrians, assessments and focus group discussions with adolescent girls and caregivers highlight that girls are increasingly being forced to marry at an early age, and that marriage is increasingly used as a harmful coping mechanism to protect girls and/or to alleviate financial burden. The 2016 baseline survey carried out by MoSA and UNICEF found that 27 percent of sampled young Syrian women between 15 and 19 years are currently married or in union. This was the highest rate among

the surveyed cohorts, followed by 13 percent for female Palestine Refugees from Syria, and four percent for female Palestine Refugees in Lebanon. Moreover, a recent study carried out in the Bekaa showed that, in some vulnerable areas of the region, up to over 47 percent of the surveyed displaced Syrian women between 20 and 24 years were married before the age of 18.<sup>xxi</sup> The same study reported a rate of early pregnancy among 15 to 17 year-old girls of more than 61 percent. There are indications that the prevalence of early marriage among the younger generation of displaced Syrian women is increasing due to the crisis. While 32 percent of displaced Syrian women aged 20-49 years were married before their 18th birthday, this increases to 41 percent among the younger generation (aged 20-24 years). The situation of the host community is also concerning, with four percent of the Lebanese women between the ages of 15-19 currently married or in union, compared to 2.6 percent in 2009.<sup>xxii</sup>

Reported incidents of sexual exploitation have also been increasing over the past two years. Fear of exploitation, associated with greater dependency on sponsors, landlords and aid providers, has been expressed in focus group discussions and protection monitoring findings. Further analysis and assessment suggest that dire socio-economic conditions, lack of legal residency, and impeded access to much needed services contribute to an increased risk of exploitation for women, girls, boys, and men, including risk of trafficking and survival sex.

### Increase in Child Labour



Engagement with survivors, community members and gatekeepers (such as religious leaders, community leaders, and employers), and institutions on SGBV awareness, and ensuring the inclusion of women and girls with disabilities and mental health difficulties and adolescent boys and girls, are critical to advance positive behavioural change among women, girls, men and boys, to foster a safer environment for both survivors and persons at risk.

### Child Protection

The lack of access to basic social services, protection and livelihood opportunities, among the displaced population and the host community, has increased the vulnerabilities of already-impoorished families. As a

result, the protective environment offered by families has been undermined. Violence, exploitation and abuse against children in the home, community and schools are recognized as a priority for the response.

Families are increasingly resorting to negative coping mechanisms, relying on children as the primary bread winners to make ends meet. As a result, children, with a high prevalence of adolescent boys, are forced into the worst forms of child labour such as street work, and exploitative conditions in agriculture, construction and mechanics. Lebanon witnessed an increase of child labour from four to nearly seven percent among the displaced Syrians, and from two to six percent among the most vulnerable Lebanese.<sup>xxiii</sup> Information gathered directly from children working on the street in Mount Lebanon cited that 67 percent<sup>xxiv</sup> of children interviewed worked up to ten hours a day. Children reported exposure to physical violence, sexual harassment and attempted sexual exploitation, citing adults offering money in exchange for engagement in acts of a sexual and exploitative nature. A 2015 report on street-based children reported that 43 percent of children<sup>xxv</sup> engaged in street work were found to be begging.

In an attempt to reduce the economic burden on the family and protect their children's future, families are also arranging marriages, primarily of adolescent girls. The prevalence of child marriage among displaced Syrians and female Palestine Refugees from Syria increased nine and four percent respectively over the last six years, which can most likely be attributed to their recent displacement.<sup>8</sup> As stated above, the situation of the host community is equally concerning, as four percent of the Lebanese women between the ages of 15-19 are currently married or in a union, compared to 2.6 percent in 2009.<sup>xxvi</sup>

The use of violent discipline (including physical punishment and psychological aggression) in the home is widespread with 65 percent of Syrian, 57 percent of Lebanese, 82 percent of Palestine Refugees in Lebanon and 77 percent of Palestine refugee children from Syria aged 1-14 years subjected to at least one form of violent discipline.<sup>xxvii</sup> Increasing evidence on age-specific trends is showing that the early childhood age group (0-5 years) is disadvantaged and underserved by available social services, and reports revealed the severe impact of violence against children of this age group.<sup>xxviii</sup> Moreover, the youngest of children are the most dependent upon their parents and caregivers for care and support, and are more vulnerable to neglect, violence and abuse. Children with disabilities are at a higher risk of violence, abuse, exploitation and neglect and exclusion,<sup>xxix</sup> both within the home and in the wider community.<sup>xxx</sup>

Child protection actors have been supporting the psychosocial well-being of children affected by conflict through psychosocial support (PSS) for both children and

caregivers (including parenting support programmes), and by detecting and responding to children at risk through the management of cases by partners providing specialized services, including structured PSS for high-risk children.<sup>9</sup> There continues to be a lack of preventive and response measures for children that are timely, adequate and equitable, including strengthened coverage of best interest determination processes for displaced children.

Access to specialized services is particularly inadequate and limited for Palestine refugee children, partly due to poor availability of such services in the Palestinian camps and partly because of high costs or difficult access to privatized services, resulting in further marginalization from society and exposure to protection risks. It is worth highlighting that other populations are also residing in the camps, suffering from the same limitations as Palestinian inhabitants.

Children and youth are, and continue to be, victims of armed violence also resulting from the impact of the Syrian conflict on Lebanon. This includes the association of some children and youth with armed groups, leading to physical and psychological harm. Preventing and responding to their protection needs is crucial, through integrated rehabilitation and reintegration support, to restore their psychosocial well-being and enhance their opportunities for participation and personal development. Unaccompanied and separated children are among the most vulnerable populations affected by war, and many of these children are vulnerable to exploitation and engagement in the worst forms of child labour.

In Lebanon, it is more common to detain children in conflict with the law rather than to use non-custodial measures.<sup>10</sup> While significant legislative and institutional progress has been made<sup>11</sup> to advance and fulfil children's rights in Lebanon, adequate measures are missing to ensure full compliance with national legislation such as Law 422/2002, Decree 8987/2012, Law 293/2014, and the National Action Plan to Eliminate the Worst Forms of Child Labour.

Lebanon does not have a strong legal and policy framework that prioritizes family-based alternative care for children. High numbers of children are in residential care as a means to access education, health and other services, despite having both parents and there being no immediate protection concerns.

(8) See narrative under "Sexual and gender-based violence (SGBV)" for more details (para. 34 above).

(9) This refers to focused non-specialized psychosocial support, as per the IASC guidelines on mental health psychosocial support in emergencies.

(10) Lebanese Penal Code, Law 422/2002.

(11) The adoption of Law 293 in 2014 for the protection of women and other family members from domestic violence; the endorsement by the Council of Ministers of the National Strategy to Protect Children from Violence (2012) and the endorsement by the Presidency of the National Action Plan to Eliminate the Worst Forms of Child Labour (2013).

## Overall Sector Strategy

The overall protection strategy in Lebanon is aimed at obtaining full respect for the rights, well-being and dignity of the individuals concerned in accordance with national and international law, regardless of age, gender, social, ethnic, national, religious or other background. Using a rights-based approach, this strategy is designed to ensure that: a) persons displaced from Syria have their basic rights respected, including protection against *non-refoulement* and access to safety, legal residency, justice, civil status documentation and security of tenure; b) displaced population and host community are involved in addressing the challenges they face in accordance with Lebanese laws; c) national institutions are supported to enhance access to protection and services, especially for the most vulnerable women, girls, boys and men; d) potential for resettlement to a third country and other complementary pathways (such as scholarships or labour mobility) is realized; e) vulnerabilities, risks and consequences of SGBV are reduced and access to quality services is improved; f) vulnerable girls and boys are protected from violence, exploitation, abuse and neglect through equitable access to quality child protection services; and g) persons with specific needs, including older persons, persons with disabilities, socially marginalized groups and others at risk have access to specialized services.

With the Syrian conflict well into its seventh year, Lebanon remains host to more than one million displaced persons from Syria, as well as Palestine Refugees from Syria. Given the protracted nature of the Syrian crisis and the limited prospects for durable solutions in the near future, continued efforts are required to address issues relating to social stability and challenges faced by both displaced persons and the Lebanese host community as a result of strains on resources and infrastructure. The Protection sector will place emphasis on enhancing accessibility, quality and responsiveness of protection services, to address the impact of the crisis on the protection and vulnerabilities of persons displaced from Syria, as well as vulnerable Lebanese and the Lebanese host community. This approach is aimed to improve the lives of persons who face the most difficulties and will, in turn, contribute positively to social stability and feelings of security.

### Strengthening national protection, child protection and SGBV systems and the overall protection environment

In coordination with the GoL, as per the 2017-2020 strategy, protection activities will aim at strengthening existing national systems to address the needs of all those affected by the protracted nature of the Syrian crisis and its impact on the Lebanese community. This will include fostering a favourable protection environment where rights are respected and fulfilled. To ensure sustainability of envisaged interventions, all activities will be aligned with national plans, such as the National Social Development Strategy, National Ten Year Strategy for Women in Lebanon, and the new MoSA Strategy on

Child Protection and Addressing Gender-Based Violence, with the coordination and support to the relevant national committees, i.e. MoSA's National Technical Task Force.<sup>12</sup> The Protection sector will also work with national institutions and other sectors to ensure that a multi-sectoral response strategy to child marriage is in place.

Sustained and focused institutional support will continue to line ministries and their representatives at local levels in close coordination, from start to end with MoSA at central level and in the field. Also, support will be provided to the following ministries: Interior and Municipalities (MoIM, including GSO, Internal Security Forces and Personal Status Department), Justice, Education and Higher Education (MEHE), Public Health (MoPH), as well as Labour. Support will encompass material, staffing, and capacity-building to meet the identified needs. Equipment will be provided to social development centres (SDCs) to deliver child, adolescent-friendly, and gender-sensitive services and provide safe spaces for persons at risk, including persons with disabilities, older persons, socially marginalized groups, youth, women and children, and all SGBV survivors. Also, institutional support will continue to be provided to the General Security Office related to border management and residency renewal, the Personal Status Department related to civil status documentation and prevention of statelessness, the Ministry of Social Affairs, the Ministry of Justice, Internal Security Forces, municipal police, and bar associations related to ensuring access to justice for affected populations and treatment in accordance with human rights standards.

Institutions will be further strengthened throughout the next four years with continued investment in capacity-building and support to social workers, legal service providers, law enforcement officials, health care workers, teachers and other education personnel such as school counsellors. Capacity-building programmes for judiciary and law enforcement officers are required to better respond to the specific needs of SGBV survivors and children in contact with the law, to improve the implementation of the relevant provisions of Lebanese laws and to ensure a coordinated response with other service providers. Capacity-building will promote protection, gender and disability mainstreaming, as well as a focus on the knowledge and skills required to care for child and adult survivors of violence, in a safe and non-discriminatory manner and according to relevant quality standards. Technical support will be provided to various sectors to mainstream protection, child protection and SGBV interventions as per international standards, such as the 2015 IASC GBV Guidelines for Integrating Gender-Based Violence in humanitarian interventions. This includes capacity building for protection partners and MoSA social workers on safe identification and referrals of SGBV survivors, to ensure effective implementation of the 2015 guidelines. Ongoing capacity development is prioritized for SGBV specialized actors and non-SGBV actors, including for line ministries, local and

(12) The Ministry of Education and Higher Education has also developed a Child Protection Policy, which is currently being tested and piloted before its final endorsement.

institutional stakeholders such as social workers, medical and educational personnel, Internal Security Forces, as well as judges and lawyers, to increase safe access to confidential quality services. Building the capacities of relevant public institutions (with a main focus on MoSA's decentralized centres offering the widest set of relevant services in this context) will be prioritized at the sub-national level. Also, the capacity of national NGOs will be strengthened to further enhance and sustain the response to the humanitarian needs of persons of concern.

MoSA and local service providers carry out psychological, medical, legal, safe accommodation, life skills and social empowerment interventions for SGBV survivors, children and other persons at risk. These initiatives need to be further sustained and strengthened in terms of quality, accessibility and geographical scope. In order to allow survivors to seek help, it is critical that services be survivor-centred, inclusive and considerate of specific needs, irrespective of the nationality, age, gender, and legal status. Collaboration will be strengthened with a variety of stakeholders, including institutions and media outlets at national, local and community levels.

While significant legislative and institutional achievements for the elimination of SGBV have been reached in Lebanon, further measures are nonetheless required in the next four years to strengthen consistent implementation of the existing legal and policy framework, and move closer to compliance with international standards. Access to justice for survivors remains a challenge, due to many reasons including high costs, lack of documentation and limited availability of services specific to survivors (such as legal representation in case of divorce or custody). The Protection sector, in close coordination with MoSA, will work closely with specialized legal actors in 2018 to map bottlenecks to access to legal protection and to expand capacities to provide these services. Also, Protection sector's assessments and analysis of protection risks will take into account gender, age and diversity considerations, risks of SGBV, accessibility to services for categories at risk.

Ongoing emphasis will be placed on ensuring access to legal services for displaced persons and vulnerable Lebanese community members, with the goal of expanding access to justice to obtain remedy, including in cases of abuse and exploitation, and supporting completion of civil registration processes. In this context, to ensure that children are able to confirm their nationality and have legal identity, particular focus will be placed on advocacy for legal change to facilitate birth registration of children born in Lebanon who are older than one year. This will be complemented by comprehensive activities to raise awareness and provide support to register the birth of their children. Individual legal assistance will aim at obtaining civil documentation (such as birth, death, marriage and divorce registration), renewal and regularization of legal residency, and enhancing the security of tenure related to persons displaced from Syria as per Lebanese laws and regulations. Legal and

material assistance is also provided to persons at risk in detention, to ensure that due process and a fair trial is guaranteed as well as protection-sensitive conditions while in detention.

Continued efforts will ensure that programming and advocacy remain evidence-based. This includes systematic monitoring of the protection context, including through a dedicated mechanism to document and track identified child rights violations through the Child Protection Information Management System (CPIMS) and the collection and analysis of SGBV incidents through the GBVIMS. The resulting data and analysis of trends will be used to support provision of timely responses to identified protection challenges, effective geographical targeting of resources, and prioritization of services and assistance based on needs. The CPIMS will also support quality case management.

### Community-Based Interventions

The 2017-2020 strategy recognizes the importance of the displaced population and host community in effectively identifying and referring protection needs, including child protection and SGBV needs, for an adequate response. This will be achieved through: building the population's capacity to identify and refer protection needs to appropriate partners and/or to governmental (i.e. SDC protection services division, including psychosocial support and other mental health activities) or municipal structures; and engaging populations in prevention activities that also aim at social and behavioural change processes, linked to child protection, SGBV, and PwSNs.

The Ministry of Social Affairs' social development centres and community centres will be further strengthened and connected to the national social protection system in order to effectively serve as spaces where persons displaced from Syria and the Lebanese community, especially those having specific needs, can come together to participate in learning activities, acquire new skills and receive relevant information on tailor-made services. In these structures and with the support of social workers, participants will discuss issues of common concern and identify possible solutions, thus, rebuilding social and community networks while combatting social isolation and enhancing resilience. Among others, recreational activities, protection services, and psychosocial and individual counselling support sessions will be delivered by partners in these centres.

To address the root causes of various protection, child protection and SGBV risks, and to prevent gender inequality, the Protection sector will actively engage with children, caregivers, community members and key stakeholders (municipalities, religious leaders, shawish, employers, and SDC social workers) to contribute to a strong and sustainable protective environment. This includes enhanced engagement of men and male youth on gender issues and specifically against violence against women and children, including through active outreach to gatekeepers, male peer educators, caregivers etc. This

will allow the sector to capitalize on community allies to promote gender equality and women's empowerment and challenge harmful social norms and practices. This will also include promoting non-violent ways to manage relationships within the family and the community, enhancing positive parenting skills and building resilience to manage the stressful consequences linked to the protracted nature of displacement. Both the Lebanese host community and displaced community will be engaged to promote social and behavioural changes that reduce negative coping mechanisms and mitigate critical child protection risks, such as child labour, child marriage and the use of violent discipline.

The Protection sector will expand on activities for persons with physical and intellectual disabilities, older persons, and socially marginalized groups, including those discriminated against on the basis of their gender. PwSNs, as well as child caregivers, will be consulted and involved in responding to their identified needs, which will reinforce partners' planning processes. This approach will complement the support provided to public institutions tasked with law enforcement, justice and social services, and will better equip the community to resort to them when needed, resulting in strengthened protection for children, women and those with specific needs.

The Protection sector will engage with both the host community and the displaced population, by improving their knowledge, skills and capacities to prevent and respond to protection needs. In close coordination with service providers, outreach volunteers and gatekeepers, the community will be further capacitated to safely identify and refer persons and children with protection concerns. In coordination with other sectors, efforts will be made to ensure that community groups (i.e. women, youth, older persons), and especially those linked with local institutions, are inclusive and complimentary in their approaches. Through these community groups, vulnerable Lebanese, Palestinians, and displaced persons from Syria will be able to provide feedback and insight into protection priorities, risks and assistance gaps. They will also help develop solutions to prevent and address risks such as child labour, child marriage, domestic violence and social exclusion. Population cohorts will assist in identifying and referring PwSNs to service providers to address their specific protection needs.

Effective dissemination is key to ensuring that critical information reaches all persons, displaced and Lebanese alike, especially taking into consideration that persons displaced from Syria are scattered across more than 1,700 locations. As such, partners will continue conducting awareness-raising and information sessions for community members on: rights and available services; including protection referrals; civil documentation; residency; education, and health care. Communication with the displaced population and the host community by partners and outreach volunteers will include: group discussions on birth registration; outreach visits to households and community groups; information

sessions to parent groups on back-to-school campaigns; counselling on residency; text messages on winterization and other types of assistance; and sharing key Government policy developments.

### Protecting the most vulnerable

Sector activities will continue to focus on both prevention and response through direct delivery of protection services by relevant public institutions (mainly SDCs through its facilities, diverse services and skilled staff) and other actors. Integral to this strategy is identifying, and assisting the most vulnerable women, girls, boys and men, as well as PwSNs, such as PwDs, older persons, socially marginalized groups or persons discriminated against on the basis of their gender. Referrals will be strengthened, as part of increased accountability and through the inter-agency referral mechanism which was introduced in 2017. This will support timely and effective management of individual needs through the provision, where necessary, of specialized services complementing community-based interventions referred above. In line with the roll-out of the IASC GBV Guidelines, the sector will focus on enhancing capacities of frontline workers (including involved NGOs, associations and SDC – MoSA field staff) to safely identify and refer survivors of SGBV to response services.

Protection interventions concerning access to territory, justice, civil status documentation (especially for children born in Lebanon and early married adolescent girls), and legal residency will continue for all displaced individuals. This will include those with extreme vulnerabilities and requiring support for entry to Lebanon as part of MoSA's humanitarian exceptions scheme.

Vulnerabilities, in particular related to protection of persons displaced from Syria, will be captured, including through verification activities, allowing for targeted and individual interventions for those at high risk, or victims of violence, exploitation and abuse. Where necessary, such interventions will continue to include structured and individual counselling, psychosocial support, health and legal support services, specialized support for complex psychosocial and mental health difficulties, and emergency support with respect to shelter and financial assistance to the most vulnerable cases. For persons with specific needs, a number of challenges aggravate their marginalization in society, including limited access to and availability of specialized rehabilitation services. Access and availability will be enhanced through direct support for public institutions complemented by national and international civil society partners.

The Protection sector promotes a complementarity approach through reinforcing the capacities of the national system, ensuring accessibility to quality services, supporting Lebanese community and displaced community to contribute to protective practices, and improving the knowledge base to inform SGBV programming and advocacy. As in 2017, local structures will be supported to provide psychosocial, medical and legal services to SGBV survivors and others at risk

throughout Lebanon, including SDCs, health centres (providing life-saving medical care), and health facilities in Palestinian camps. In parallel, the Protection sector has established complementary mobile interventions targeting hard-to-reach areas and populations with limited mobility, such as women and adolescent girls, persons with disabilities and older persons.

Access to quality and survivor-centred services will continue to be improved for all those at risk or who have survived violence, and in particular for SGBV survivors and children at risk in safe spaces (SDCs, community centres, local NGO centres, emergency safe houses, health care facilities, collective sites and other privately-owned facilities). The focus will be maintained on preventive activities for those at risk of child marriage and domestic violence. In order to ensure the quality of services, a full package of age- and gender-sensitive holistic care services is offered to survivors and individuals at risk through both mobile services and centre-based activities. Quality services include: safe and multi-sectoral SGBV response services such as individual counselling; referrals or direct provision of health care; psychosocial and mental health services, including recreational activities and emotional support groups; legal services to access justice; and the provision of material, financial assistance, and shelter support. The dissemination of relevant information on available services, such as sexual and reproductive health and mental health services, will underpin this rights-based approach. In addition, there is lack of space in qualified institutions providing specialized care, and access often is limited based on nationality, religious affiliation and geographical considerations. As a result, there is a need to build on the existing capacity, so that minimum standards are met and further efforts are made in ensuring availability and access to shelter for all those in need, regardless of nationality, age or gender. There is also a strong need for the development and implementation of a national framework on alternative care for children at risk and deprived of parental care. Moreover, services for survivors with specific needs, including persons with disabilities and socially marginalized individuals, will be scaled up through targeted programming.

Feedback from partners has revealed that, while the complexity of cases has increased (e.g. cases of people with disabilities, older persons, female survivors of domestic violence, suicide survivors), the availability of specialized professionals across the country remains limited. Interventions require support from multiple sectors (medical, social and legal), which has enhanced the need for timely comprehensive assessment and coordination. To respond to the immediate risks facing survivors of violence, the Protection sector will continue to support 24/7 hotlines, safe shelters, other emergency accommodation arrangements, and will ultimately seek durable solutions in particular through resettlement to a third country. Survivor-centred medical services will continue to be made increasingly available in various health facilities, as will legal expertise to support access to justice under the *Personal Status Law* and the

recently adopted *Law to Protect Women and all Members of the Family from Family Violence* (Law 293/2014). Rehabilitation and reintegration, where safe and with the consent of the survivors, will remain priorities alongside resettlement. Access to self-reliance opportunities, socio-economic empowerment activities and education (including technical and vocational education and training) remains a key priority to ensure sustainable and long-term assistance to survivors of SGBV, their families, and others at risk.

Emphasis will be placed on delivering a holistic multi-sectoral child protection response package prioritizing high-risk children and child survivors of violence exploitation and abuse. This includes ensuring timely and quality case management, continuum of care and access to specialized services (legal, medical, mental health and psychosocial support, safe accommodation, and family and caregiver support). Where necessary, interventions will be required from other sectors, such as Health, Education, Basic Assistance and Livelihoods.

The Protection sector recognizes that youth and adolescents are an age group at high risk across the different population cohorts. They require critical attention to proactive engagement in education opportunities (including higher education, and technical and vocational education and training) in order to meet their needs, aspirations and potential. Responding to child marriage and the worst forms of child labour are two priorities identified for this group, as well as providing them with appropriate access to information, educational and vocational training and livelihoods opportunities. Service providers, in particular public ones, will be capacitated to respond to their specific needs. A particular focus will be on adolescent girls who remain particularly vulnerable, as they are often out of school, isolated in their own home and exposed to child marriage. In the experience of service providers, early married girls, or girls who are about to be married, tend to drop out from regular activities organized in safe spaces, with the results that they will not have access to the emotional, material and health support they need. Responses will be tailored to their needs, through the development of dedicated life skills curricula, support to access to education, protection and health care. In this respect, existing life skill centres affiliated/directed by MoSA and other public institutions will be supported.

## Total sector needs and targets 2018

Population Cohort	Total Population in Need	Targeted Population	No. of Female	No. of Male	No. of Children (0-17)	No. of Adolescent (10-17)	No. of Youth (18-24)
Lebanese	1,500,000	336,000	166,992	169,008	104,664	54,902	n/a
Displaced Syrians	1,500,000	1,500,000	780,000	804,000	804,000	286,500	154,500
Palestine Refugees from Syria	34,000	34,000	17,170	15,593	11,542	5,059	n/a
Palestine Refugees in Lebanon	180,690	20,000	10,100	9,900	7,624	3,680	n/a
<b>GRAND TOTAL</b>	<b>3,214,690</b>	<b>1,890,000</b>	<b>973,001</b>	<b>914,501</b>	<b>927,830</b>	<b>350,142</b>	<b>154,500</b>

Type of Institutions	Total	Targeted
Municipalities	1005	249
Primary Health Centers	102	35
Secondary Healthcare Centers/Hospitals	153	25
Schools	n/a	n/a
Water establishments	n/a	n/a
Social Development Centers	233	57
Central Ministries	23	6

## Sector outcomes, outputs and indicators

For 2017-2020, the Protection sector will aim to achieve the following outcomes:

### **Outcome 1 – Persons displaced from Syria have their basic rights (including access to territory, legal stay, civil documentation) respected and specific protection needs fulfilled**

This outcome details the outputs and indicators intended to address the immediate protection needs of persons displaced from Syria, through a full, inclusive and consistent application of the criteria and procedures for legal residency and civil status documentation; increasing safety and security through mine clearance and land release; and by providing assistance to the most vulnerable persons, including resettlement or other pathways to third countries when feasible. Identification of individuals that meet MoSA's humanitarian exceptions criteria will continue alongside protection interviews for displaced persons from Syria. Access to justice, civil status documentation, and legal residency will be strengthened through information sessions, individual legal counselling, legal assistance, and representation in court and administrative bodies. Some 300,000 persons displaced from Syria (including Palestine Refugees from Syria) and the host community will be reached on a yearly basis through these activities, with legal aid services benefitting both Lebanese and Palestine Refugees in Lebanon as well.

Individual protection vulnerabilities and needs of persons displaced from Syria will be captured by

updating their profiles, and targeted protection services will be provided on an individual basis. 50,000 PwSNs, including PwDs and older persons, will benefit, through case management, from the provision of services, such as individual counselling, psychosocial support, health, legal support to access justice, shelter or material and cash-based assistance. In 2017, 16,700 displaced Syrians in Lebanon will be submitted for resettlement and other humanitarian admission programmes. These cases will consist of the most vulnerable persons displaced from Syria and those with serious protection concerns. In the next four years, the options and opportunities for complementary forms of admission to third countries will be increased, including through sponsorships, scholarships, family reunification programmes, and labour mobility schemes, with appropriate protection safeguards in place.

To contribute further to a more favourable protection environment, public institutions will be supported, including infrastructural rehabilitation of institutions (i.e. SDCs and furniture and/or equipment supply when need assessed): Local actors (relevant SDCs and MoSA central and field staff working) will be provided to the authorities to strengthen protection-sensitive responses to the displaced population, and to increase access to justice and legal residency renewal, as well as respect for the rule of law. Also, in coordination with MoSA, civil society actors will receive targeted training on legal aid, safe identification, and case management to strengthen capacity in responding to the needs of vulnerable Lebanese and displaced persons from Syria. In addition, studies and research reports will provide analysis on

protection issues further informing and guiding partner interventions in the sector and maintaining the general public well abreast of developments.

The vulnerability of displaced persons from Syria living near landmine contamination has created an urgent need to provide mine risk education sessions to raise awareness and promote safe behaviour practices to prevent accidents or deaths. Continued support through the LCRP will play a crucial role in delivering risk education to raise awareness of Lebanese community and Syrian displaced population, and conduct clearance activities to remove and destroy cluster munitions from prioritized areas increasing the physical safety of the most vulnerable community, including displaced persons. In contaminated areas, clearance activities support and promote socio-economic development. Continued support will also enable the sustained deployment of an experienced and qualified clearance capacity, addressing the urgent protection needs throughout southern Lebanon and Bekaa area.

### **Outcome 2 – Community members are actively engaged in creating a safe protection environment**

This outcome recognizes the importance of the involvement of community members in helping to identify the protection risks they face and contributing to solutions, when appropriate. Through this outcome, persons displaced from Syria, Palestine Refugees in Lebanon and the vulnerable host community, will be increasingly engaged in awareness-raising sessions on, among other things, available services in their community, life skills, parenting and non-violent resolution of conflicts, safe referral of survivors of violence to specialized service providers, paying particular attention to people with disabilities, older persons and/or their caregivers, and socially marginalized groups.

### **Outcome 3 - SGBV risks are reduced and access to quality services is improved**

In 2018, 140,000 women, men, boys and girls from Syria and vulnerable Lebanese at risk of SGBV will benefit from safe, survivor-centred and multi-sectoral SGBV response services such as: individual counselling; referrals or direct provision of health care, psychosocial and mental health services, legal services, and shelter support; information on available services, including sexual and reproductive health, positive coping strategies, hygiene promotion and women's rights; skills development and recreational activities; and emotional support groups. A total of 300,000 community members will be actively engaged in helping to address SGBV through awareness-raising and community-based initiatives. Support to local organizations and SDCs will be provided along with capacity building for 5,000 service providers and frontline workers to enhance national systems, prioritizing specialized governmental protection sector service providers to ensure sustainability of results and follow-up. The institutionalization of capacity-building programmes, including for law enforcement officers, will remain a key approach to system strengthening over the

2017-2020 period.

### **Outcome 4 – Provide boys and girls at risk and survivors of violence, exploitation and abuse with access to an improved and equitable prevention and response**

Community-based child protection prevention and support activities will benefit more than 91,000 children and approximately 30,000 caregivers, including vulnerable Lebanese, persons displaced from Syria, and Palestinians. Interventions will target the most vulnerable children in the most vulnerable localities throughout Lebanon. In addition, 8,000 high-risk children, such as those at risk of or engaged in the worst forms of child labour and those living and working on the streets, will benefit from individual case management support and referral to relevant specialized services. Focused psychosocial support will be available to 16,000 children at risk as part of a package of support that includes group-based and peer support interventions. Improving the overall protection environment for children will be a focus of the sector. This will be achieved by engaging with key community actors – including municipalities, religious leaders, employers, and community leaders in 160 of the most vulnerable localities to challenge and eradicate harmful practices and social norms that lead to the exploitation and abuse of children. In addition, work with relevant ministries (including MoSA, MEHE and MoPH) will continue to develop and/or implement key child protection policies.

## **2.2 Identification of sector needs and targets at the individual, institutional and geographical levels**

Services and activities supported by protection partners, and institutions, at individual and community levels, will benefit vulnerable Lebanese, persons displaced from Syria, and Palestinian host community. Direct protection interventions will focus on persons with immediate legal or physical protection needs; women, men, girls and boys, as well as persons with disabilities and older persons at risk of violence, abuse and exploitation. Through awareness-raising sessions, protection monitoring visits, reception facilities, hotlines, outreach and capacity-building activities, individuals in need have access to information about where to get help or can be directly referred to support services as needed.

Three types of institutions will be targeted for support (i.e. renovation/rehabilitation, supply of furniture and equipment) and capacity-building initiatives/programmes, namely: government institutions that manage the border or are responsible for civil documentation (e.g. birth, marriage, divorce, death) and legal residency permits, such as GSO, Internal Security Forces, Lebanese Armed Forces and the Personal Status Department, local civil society actors, and MoSA.

The Protection sector will work closely with the Ministries of Social Affairs, Interior and Municipalities, Justice, Education and Higher Education, Public Health, and Labour, and with selected SDCs. Health facilities that will

be supported through capacity-building and training on clinical management of rape will be selected in close collaboration with the Ministry of Public Health and the Clinical Management of Rape working group.

The situation of Lebanese returnees from Syria is difficult as most returned with few belongings, are unemployed and often reside in substandard shelters. In a recent survey, 40 percent of returnees said they intend to eventually move back to Syria. Recording, profiling and providing adequate assistance to Lebanese returnees will remain a priority.

## Mainstreaming of conflict sensitivity, gender, youth, persons with specific needs

### Conflict sensitivity

Protection partners will ensure conflict sensitivity mainstreaming in their programmes to mitigate threats to social stability and increase respect for cultural diversity and non-violent communication. Partners will also invest in conflict sensitivity trainings for frontline workers, service providers, and gatekeepers (i.e.: religious leaders, community leaders, and employers) that will build both understanding and the capacity to implement conflict-sensitive programming. This will take into account both positive and negative impacts of interventions, and includes risk analysis and participatory approaches.

### Gender, youth, persons with specific needs (PwSNs)

Programming will continue to be gender-sensitive to address and meet the needs of different groups equitably, i.e. women and girls, men and boys. This entails interventions for specific persons at risk, such as those socially marginalized and discriminated on the basis of their gender, and older persons who are at heightened risk of being excluded or marginalized. Gender analyses and separate consultations with all demographic groups will be part of the methodology used to conduct assessments, along with protection monitoring visits and structured consultations with the community. Sex and age disaggregated data will be collected for protection, child protection and SGBV prevention and response activities. Training on key protection principles, including safe identification and referral of individuals at risk, will be conducted for frontline workers, including SDC social workers, as well as those who work in the Health, Shelter and Food Security sectors. The 2015 IASC Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action have been rolled out in 2017 across seven sectors of the Lebanon response, in order to support them in the implementation of effective risk mitigation measures in their programming. Following the roll-out, the Protection sector will focus on supporting capacity building for protection partners, including governmental institutions, health and MoSA

and the community on safe identification and referrals of SGBV survivors, and on ensuring sector assessments and analysis of protection risks takes into account gender, age and diversity considerations, risks of SGBV, and accessibility to services for categories at risk. Special efforts will be made to support the active participation of women in community groups.

### Persons with disabilities

The Protection sector will continue to enhance inclusivity and non-discrimination of programmes and ensure all barriers – physical and those linked to capacities of service providers, including civil society actors – are removed through capacity-building and necessary adjustments to programmes. PwDs will be consulted including through participatory assessments and their contribution reflected in programme design, implementation and monitoring. Social workers and other specialized service providers will be capacitated to ensure that attitudinal and communication barriers are addressed, and already existing specialized services are identified, strengthened and included in referral pathways. The Protection sector will monitor accessibility to services for PwDs in community-based activities through specialized sector partners.

### Youth

Through consultations, protection activities and programmes will be adapted to ensure that the distinctive needs, concerns and expectations of youth are taken into account, and their active participation in community-based interventions addressing their needs promoted. Where possible, programmes will include youth in community groups. Child protection and SGBV programmes will include specific approaches to ensure that high-risk children are being engaged in activities to prevent and respond to risks of child marriage, child labour, and other protection concerns.

### Inter-sector linkages:

**Shelter** : The Protection sector will continue supporting the Shelter sector with the prioritization of beneficiaries guided by protection criteria, and will ensure referrals by protection partners of cases with protection concerns, including persons affected by evictions, at risk in their current housing, and with specific needs. The sectors will continue their linkages to address issues related to security of tenure and eviction response. Protection partners will advise on lease agreements that pay due consideration to housing, land and property rights. The Protection sector will provide protection mainstreaming, including gender-mainstreaming guidance, to the Shelter sector to ensure active participation of females and males in consultation on appropriateness of the shelter assistance (e.g. shelter kits distributed in informal settlements), and take into account the needs of PwSNs, including female heads of households and women at risk. The Protection sector will continue to ensure that shelter front liners are trained on safe identification and

referrals of protection cases. Area profiling exercises audits will take into consideration child- and women-friendly communal safe spaces, including recreational spaces. The information collected relevant for protection will be shared with the Shelter sector for adequate intervention, such as rehabilitation of substandard buildings and upgrading of common building areas. In addition, community groups will be trained in fire safety and will receive equipment to improve their capacity to respond to fires should they occur in their shelters/sites.

**Health:** and Protection sectors will continue to work closely to support health facilities in providing appropriate medical treatment to PwSNs, including clinical management of rape for SGBV survivors, and to strengthen the capacity of frontline health workers in health facilities to safely identify and refer survivors of violence to adequate care and protection. Also, coordination between Protection and Health sectors aims at improving knowledge of and disseminating information on referral pathways to improve access to health care, including sexual and reproductive health and mental health services. Medical personnel will be trained on the CMR, and all medical and non-medical personnel will be trained to guarantee the confidentiality, safety and respect of survivors receiving treatment, as well as safe identification and referrals.

**Basic Assistance:** and Protection sectors will continue to work closely to ensure that the assistance provided is protection-centred and that protection-related trends, analysis and information are thus captured through the design and application of the desk formula, as well as profiling and monitoring exercises carried out by the Basic Assistance sector. Coordination will be ensured with the Protection sector in a systematic and timely manner, in order to achieve the overall goal of reducing vulnerabilities to exploitation, negative coping strategies and other protection risks. In particular, concerted collaboration efforts will be made between the Protection and Basic Assistance sectors to gather information and engage in efforts that will reduce the increasing negative trend of families withdrawing their children (boys and girls) from school due to economic reasons, and resorting to other negative coping mechanisms, such as child marriage. The two sectors will collaborate in order to establish a mechanism to further facilitate referrals of persons with protection needs by protection partners.

**Social Stability:** The Protection and Social Stability sectors have established strong links to enhance the complementarity of community interventions through regular presence in the sectors. The work of protection partners with the displaced provides good entry points for social stability partners and host populations to facilitate cross-community contacts, including youth. Community-based interventions, such as protection committees, could support the social stability committees in dispute resolution and conflict mitigation. Opportunities within existing structures, such as SDCs and municipalities, will be explored to further

collaboration between the two sectors on social stability issues. The two sectors will strengthen coordination to ensure collaboration and timely exchange of early warning and other relevant analysis, results of incident monitoring, and information of mutual concern to maximize the complementarity between programmes, particularly in areas necessitating the prevention of conflict and mitigation of social stability issues, in order not to negatively affect the protection environment for displaced persons. As cross-cutting issues, solid waste management and water related issues can potentially impact upon social stability and protection. The two sectors will also continue to work closely to respond to issues related to social stability, ensure access of both the Lebanese host community and displaced Syrians to services, coordinate with local authorities to ensure the protection of vulnerable persons, and identify needs occurring from incidents through more systematic data-sharing and joint mapping of conflict mitigation.

**Education:** Collaboration will continue between the Protection and Education sectors, given the importance of preventing children and adolescents from dropping out of school and curbing violence inside and outside schools. The Ministry of Education and Higher Education's institutional capacity to promote a safe, child-friendly and protective environment in schools will be strengthened through the adoption and roll-out of the child protection policy; referral mechanisms within MEHE to properly detect and refer both children at risk, including those with disabilities, and victims of violence, abuse and exploitation; and the development and roll-out of a PSS package for school counsellors, teachers and volunteers deployed inside second shift schools who are tasked to create a protective environment in school through their interaction with children. Continued collaboration will also take place around the 'back to school campaigns' which will detail the education pathways available to school-aged children, encourage out-of-school children and their parents to enrol children into school, and emphasize the importance of school retention, in particular for children who are at risk of eviction, child labour or child marriage. Increased access to technical and vocational training and education could also be a measure to reduce risks faced by youth. Children at risk identified by education partners, Education Community Liaisons and outreach volunteers during their outreach and community-based activities, will be referred to Child protection partners for case management, with special emphasis on urgent and life-threatening cases.

**Livelihoods:** Protection partners will assist in identifying PwSNs, including women, adolescents and youth participating in psychosocial support activities, to be referred to the Livelihoods sector for support. Livelihood programmes and their selection criteria/pre-requisites need to be utilized by Protection/CP/SGBV partners to facilitate access and provide preparatory support to persons in need of protection who could benefit from skills training and other livelihood programmes which could assist to improve their chances at job placement and to prepare them for their future. The Protection

sector will support the Livelihoods sector for the safe identification and referral of persons facing protection risks, including through training for field staff in SGBV sensitivity. In addition, strong collaboration between the Protection and Livelihoods sectors will be pursued to identify, mitigate and combat risks of violence, exploitation and abuse in the workplace, through initiatives such as the development of an information package on child labour standards.

**Food Security:** Given the magnitude of child labour in Lebanon, the Protection, Livelihoods and Food Security sectors will continue working together on: generating knowledge for better programming and child labour advocacy in the agriculture sector; investing in capacity-building and training of trainers on child labour and occupational health and safety in the agriculture sector; and providing specific training on safe identification and referral pathways to service providers and line ministries. The Food Security sector will ensure in-kind and card distribution takes place in spaces that are safe for women, taking into account their specific needs. Referrals between the Food Security and Protection sectors will continue at both field and national levels, using the inter-agency mechanism and in close coordination to ensure appropriate follow-up. Furthermore, building upon the momentum gained among the three sectors, concerted efforts will be made to support the National Steering Committee to operationalize the National Action Plan to Eliminate the Worst Forms of Child Labour addressing

child labour in agriculture.

**Water:** Protection-specific concerns related to water and sanitation facilities captured through protection safety audits and assessments will be referred to the Water sector to ensure that gender- and child-sensitive water and sanitation facilities are included in programming. Water, sanitation and hygiene promotion messages will be mainstreamed for women, youth and community-based groups supported by the Protection sector. The Protection and Water sectors will work on mainstreaming risks related to gender-based violence into Water sector assessments, questionnaires and focus group discussions, and field staff engaged in relevant outreaching activities will be trained on risks and referrals. Coordination of community-based approaches, including community groups, will strengthen linkages and collaboration between both sectors to improve community awareness, engagement, and more responsible practices in relation to water, sanitation and hygiene.

**Energy:** The Protection and Energy sectors will explore ways of collaboration through community-based interventions such as installation of street lighting in areas which are deemed unsafe for women and children at risk, and through energy-saving measures such as solar water heaters for women and solar panels to be placed on community centres.



Syrian refugees in a collective shelter in the Bekaa. Photo credit: UNICEF, Hedinn Halldorrson, February 2017

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## Sector Logframe

**Outcome 1: Persons Displaced from Syria Have their Basic Rights (incl. access to territory, legal stay, civil documentation) Respected and Specific Protection Needs Fulfilled**

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of persons with legal stay	The percentage of persons who have legal residency out of the general displaced Syrian population.	VASyR	Percentage of persons	Yearly

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline	Target 2018	Target 2019	Target 2020	Baseline	Target 2018	Target 2019	Target 2020	Baseline	Target 2018	Target 2019	Target 2020	Baseline	Target 2018	Target 2019	Target 2020
N/A	N/A	N/A	N/A	26% as per VASyR 2017	35%	40%	45%	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of persons referred provided with services	Percentage of persons referred, provided with services under the categories of the Inter-Agency Referral Database, e.g. , Legal, Persons with Specific Needs, etc.), and whose cases were successfully closed.	Inter-Agency Tracking System	Number of referrals	Bi-Yearly

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline	Target 2018	Target 2019	Target 2020	Baseline	Target 2018	Target 2019	Target 2020	Baseline	Target 2018	Target 2019	Target 2020	Baseline	Target 2018	Target 2019	Target 2020
N/A	N/A	N/A	N/A	N/A	30%	40%	50%	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Indicator 3	Description	Means of Verification	Unit	Frequency
Percentage of children born in Lebanon whose birth is registered at the Noufous level	The percentage of children (5-0 years old) born in Lebanon whose birth is registered at the level of the Noufous.	VASyR	Percentage	Bi-Yearly

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline	Target 2018	Target 2019	Target 2020	Baseline	Target 2018	Target 2019	Target 2020	Baseline	Target 2018	Target 2019	Target 2020	Baseline	Target 2018	Target 2019	Target 2020
N/A	N/A	N/A	N/A	36%-noufous;	45%	47%	50%	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Indicator 4	Description	Means of Verification	Unit	Frequency
Percentage of children born in Lebanon whose birth is registered at the Foreign Registry level	The percentage of children (5-0 years old) born in Lebanon whose birth is registered at both the level of the Foreigners' Registry (Personal Status Department)"	VASyR	Percentage	Bi-yearly

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline	Target 2018	Target 2019	Target 2020	Baseline	Target 2018	Target 2019	Target 2020	Baseline	Target 2018	Target 2019	Target 2020	Baseline	Target 2018	Target 2019	Target 2020
N/A	N/A	N/A	N/A	16%-for eigners' registry	30%	40%	50%	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Indicator 5	Description	Means of Verification	Unit	Frequency
Number of persons benefiting from resettlement or other humanitarian pathways	Number of persons who have benefitted from resettlement or other humanitarian admission programmes procedures who have departed.	proGres	Persons	Quarterly
 Lebanese	 Displaced Syrians	 Palestine Refugees from Syria (PRS)	 Palestine Refugees in Lebanon (PRL)	
Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020
N/A N/A N/A N/A	7,771 12000 12000 12000	N/A N/A N/A N/A	N/A N/A N/A N/A	N/A N/A N/A N/A

Indicator 6	Description	Means of Verification	Unit	Frequency
Number of persons benefiting from land release	The number of persons benefiting from safe access to cleared land and resources.	ActivityInfo	Persons	Quarterly
 Lebanese	 Displaced Syrians	 Palestine Refugees from Syria (PRS)	 Palestine Refugees in Lebanon (PRL)	
Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020
N/A 3500 N/A N/A	1,281 6500 N/A N/A	N/A N/A N/A N/A	N/A N/A N/A N/A	N/A N/A N/A N/A

## Outcome 2: Support and Actively Engage Community Members in Creating a Safe Protection Environment

Indicator 1	Description	Means of Verification	Unit	Frequency
Number of community-based mechanisms that participate in addressing common issues that they have identified in their communities	Community-based mechanisms refer both to ROVs, focal points, para-legal and other individual protection volunteers; as well as to groups of persons. 1 mechanism = 1 volunteer or 1 group. For 2018 targets, number is taken from total number of community mechanisms mapped (%30 out of 1,424)	Activity Info, project monitoring reports and tracking of projects and initiatives	Mechanisms	Yearly
 Lebanese	 Displaced Syrians	 Palestine Refugees from Syria (PRS)	 Palestine Refugees in Lebanon (PRL)	
Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020
N/A N/A N/A N/A	N/A 427 427 427	N/A N/A N/A N/A	N/A N/A N/A N/A	N/A N/A N/A N/A

Indicator 2	Description	Means of Verification	Unit	Frequency
Number of referrals of vulnerable persons or households coming from members of community-based mechanisms	Denominator would be all referrals recorded by the reporting agency, and the numerator would be all those referrals that their supported community-based mechanisms have made themselves (i.e. identified and referred directly by community rather than staff of the agency). For 2018 targets, percentage is taken from total number of referrals (%15 out of 18,000)	Project monitoring reports and tracking of projects and initiatives	Referrals	Yearly
 Lebanese	 Displaced Syrians	 Palestine Refugees from Syria (PRS)	 Palestine Refugees in Lebanon (PRL)	
Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020	Baseline: Target 2018 Target 2019 Target 2020
N/A N/A N/A N/A	N/A 2700 2700 2700	N/A N/A N/A N/A	N/A N/A N/A N/A	N/A N/A N/A N/A

**Outcome 3: Reduce SGBV risks and improve access to quality services**

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of women (24-20) married before 18	Standard MICS indicator on Child Marriage targeting women 24-20 of age married before age 18. The indicator will be measured every two years. By 2018, a reduction of %12 of the baseline in targeted communities is expected. By 2020, a reduction of %20 in targeted communities is expected.	MICS 2020 ,2018	Percentage	Every 2 years

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020
6	5.3		4.8	41	36.1		32.8	25	22		20	12	10.6		9.6

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of women and girls age 49-15 who state that a husband is justified in hitting or beating his wife	Standard MICS indicator used to assess the attitudes of women age 49-15 towards wife beating by asking the respondents whether husbands are justified to hit or beat their wives in a variety of situations, including (i) goes out without telling him, (ii) neglects the children, (iii) argues with him, (iv) refuses sex with him, and (v) burns the food. The purpose of these questions are to capture the social justification of violence (in contexts where women have a lower status in society) as a disciplinary action when a woman does not comply with certain expected gender roles. By 2018, a reduction of %12 of the baseline in targeted communities is expected. By 2020, a reduction of %20 in targeted communities is expected.	MICS 2018 & 2020	Percentage	Every 2 years

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020
5.9	5.2		4.7	10	8.8		8	5	4.4		4	11	9.7		8.8

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**Outcome 4: Provide boys and girls at risk and survivors of violence, exploitation and abuse with access to an improved and equitable prevention and response**

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of children 2-14 years who experience violent disciplinary practices	UNICEF Multi-Indicator Cluster Survey Indicator 8.3 Numerator = Number of children age 14-2 years who experienced psychological aggression or physical punishment during the last one month Denominator = Total number of children age 14-1 years	MICS 2018 & 2020	Percentage of children	Bi-annually

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020
57%			40%	65%			45%	77%			45%	82%			45%

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of children aged 17-5 yrs engaged in child labor	UNICEF Multi-Indicator Cluster Survey Indicator 8.2 Numerator = Number of children age 17-5 years who are involved in child labour Denominator = Total number of children age 17-5 years	MICS 2018 & 2020	Percentage of children	Bi-annually

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020
6%			3.6%	7%			4.5%	4%			3.5%	5%			4.5%

Indicator 3	Description	Means of Verification	Unit	Frequency
Number of BID panels operational (strengthened case management system)	UNHCR	UNHCR records	Number of BID panels (target: 4)	Annually

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020

Indicator 4	Description	Means of Verification	Unit	Frequency
Number of children (boys and girls) who reported an improvement in their psychosocial wellbeing as measured through the SDQ	children (who are enrolled in PSS programmes) who report and increase in their wellbeing based on SDQ carried out in PSS activities	SDQ administered in PSS programmes	Percentage of children	Semi-annual

 Lebanese				 Displaced Syrians				 Palestine Refugees from Syria (PRS)				 Palestine Refugees in Lebanon (PRL)			
Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020	Baseline:	Target 2018	Target 2019	Target 2020
80%	80%	80%		45%	45%	45%	45%		80%	80%	80%		80%	80%	80%



# SHELTER SECTOR

## PEOPLE IN NEED



1,720,000

## PEOPLE TARGETED



596,153

## REQUIREMENTS(US\$)



2018	137.3
	million
2019	148
	million

## PARTNERS



28

## GENDER MARKER



0

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## SECTOR OUTCOMES

### Outcome #1

\$30.8 m

Enhance the shelter resilience of displaced vulnerable populations in temporary structures.

#### Indicators

Percentage of vulnerable displaced population groups whose temporary shelters in informal settlements or shelters in non-residential buildings in substandard conditions are kept proofed against weather, flooding and risks of fire.

### Outcome #2

\$105.3 m

Enhance vulnerable populations' access to affordable shelters at minimum standard.

#### Indicators

Percentage of vulnerable population groups having increased access to residential shelter at minimum standards affordable for vulnerable populations.

Percentage of assessed or profiled areas / over all listed areas with high percentage of vulnerable populations in Lebanon (500).

### Outcome #3

\$1.2 m

Enhance contribution of national organizations and institutions to the housing situation in Lebanon.

#### Indicators

Percentage of Lebanese NGO, national and local organizations participating in the Shelter sector response / all agencies and organizations participating in the Shelter sector.

Percentage of national and local institutions, participating in the shelter sector, that contribute to a housing policy for Lebanon.

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	Gender Split	
			51% Female	49% Male
Lebanese	111,250	74,166	36,861	37,305
Displaced Syrians	678,180	481,987	248,223	233,764
Palestine Refugees from Syria	30,600	20,000	10,100	9,900
Palestine Refugees in Lebanon	180,690	20,000	10,100	9,900

## Situation analysis and context

### 1.1 Overview

The Government of Lebanon's (GoL) no-camp policy has led to the formation of ad-hoc informal settlements, where currently 17 percent of the overall displaced population reside, largely in governorates bordering Syria. The remaining 73 percent of the displaced Syrians reside in residential buildings, while only nine percent reside in non-residential buildings<sup>1</sup> mostly in suburban and urban areas in and around the main cities of Tyre, Saida, Tripoli<sup>2</sup> and in municipalities of Greater Beirut.<sup>3</sup> The Palestine Refugees from Syria are largely hosted by Palestine Refugees in Lebanon in their congested camps, adjacent areas and informally built gatherings. Economic vulnerability and increased debt accumulation has forced 53 percent of the displaced population to reside in inadequate<sup>4</sup> shelter conditions. In 2017, the percentage of displaced Syrians residing in overcrowded<sup>5</sup> shelters with less than 4.5m<sup>2</sup> per person, increased from 27 percent<sup>ii</sup> from the previous year to 33 percent.<sup>iii</sup>

As the crisis becomes protracted, the **socio-economic situation** of many displaced Syrians has worsened. Seventy-six percent of displaced Syrian households<sup>iv</sup> (an increase of five percent since 2016) and nearly the entire population of Palestine Refugees from Syria are severely or highly economically vulnerable. The combination of the limited job market, expensive housing and scarce basic services (e.g. water, electricity), which are further stretched by the high presence of displaced Syrians, **increases the threat of tensions** between displaced populations and hosting communities.

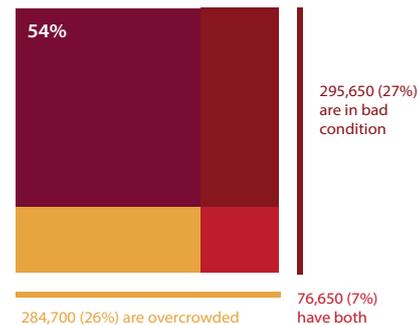
This increasingly vulnerable displaced population experiences difficulty in covering the **costs of rent** within a limited low-cost-housing market that cannot match demand, neither in quantity nor quality.<sup>v</sup> Displaced Syrians who cannot afford their rent (which is on average \$183 per month)<sup>vi</sup> sometimes only covers part of the cost. This can lead to accumulated debt with the landlord which endangers their security of tenure and increases their **risk of eviction**. Of the Syrian households who are expected to change their accommodation in the next six months, 40 percent<sup>vii</sup> expect do to so due to eviction by their landlord and only five percent due to eviction by authorities linked to security concerns. Overall, 45 percent were expecting to change accommodation in the next six month due to evictions, this increased from 25 percent in 2016.<sup>viii</sup>

### 1.2 Shelter needs and challenges

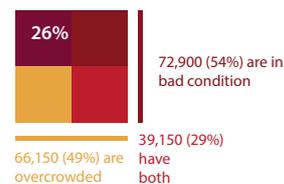
The majority (73 percent) of the displaced population are residing in residential buildings. Twenty five percent

of these shelters are deemed below minimum physical humanitarian standards<sup>6</sup>. The average rental cost per household remained at less than \$190<sup>7</sup> per month, which constitutes a third of the value of a Minimal Expenditure Basket (MEB) for an average family size of five persons per household.<sup>ix</sup> Out of the displaced Syrians that have changed accommodation in the first six months of 2017, 32 percent<sup>x</sup> said that they have done so due to eviction by the landlord. Only six percent have fixed rental conditions through a written lease agreement.<sup>xi</sup>

#### 1.1 million people in residential buildings



#### 135,000 people in non-residential buildings



#### 255,000 people in informal settlements



Programmes targeting displaced Syrians living in residential buildings face several challenges: most live in urban/semi-urban areas surrounding main cities and coastal areas where rental costs are high and security of tenure limited. Shelter conditions are poor but the housing demand is high. Therefore landlords, particularly those owning large low-quality shelter units, have little interest in reducing rental fees in exchange for the upgrades offered by the shelter rehabilitation program. Displaced Syrians are more likely to only receive a formalized rental agreement in exchange of the completed upgrades<sup>xii</sup> than benefit from reduced rental fees.<sup>8</sup>

Seventeen percent of the displaced population lives in informal settlements, primarily in the rural areas in the Bekaa and the North. These households are assisted with temporary materials, in accordance with GoL guidelines. Due to wear and tear of the materials, recurrent weatherproofing activities are necessary to ensure that these shelters remain liveable and resilient to the elements. While in previous years more than 80 percent of families living in informal settlements were

(1) Non-residential buildings are structures that were built for non-residential functions, ex" warehouses, garages, farms, worksites...etc.

(2) Tripoli City Profile. UN-Habitat, Oct. 2016. Further profiles have been started for the cities of Tyre, Saida and Beirut, as well Baalbeck and Zahle.

(3) City of Beirut constitutes its own Governorate; neighbouring municipalities belong, administratively, to the Governorate of Mount Lebanon.

(4) Could be one or multiple of the following: structure in dangerous condition, quality of shelter much below shelter standard, overcrowding (<4.5sqm per person)

(5) Refer to shelter standards such as SPHERE or by UNHCR. In Lebanon, minimal living space such not be below 4.5m<sup>2</sup>/person.

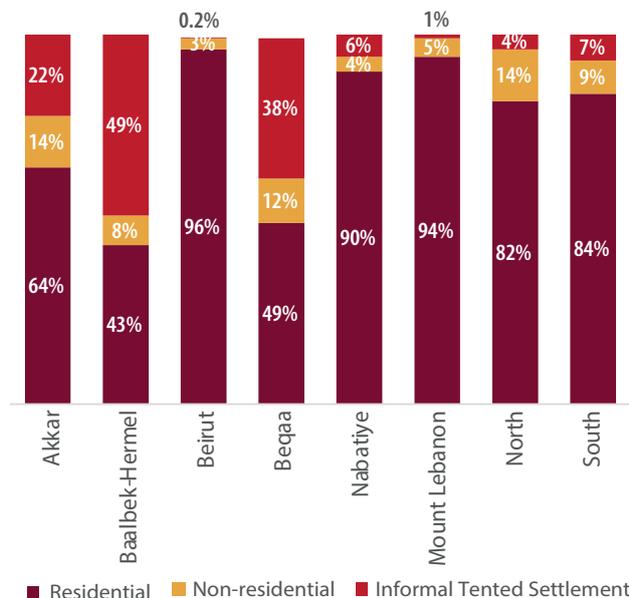
(6) This figure excludes overcrowding which is (<4.5sqm per person) in the shelter

(7) Average rent paid: 2016: \$189; 2017: \$183 (VASyR 2016 and VASyR 2017; (UNDP, UNHCR, WFP, 2016 and 2017). 80 percent of all HH of displaced Syrians pay rent, seven percent work in exchange for the rent costs, seven percent are hosted for free by Lebanese host, four percent by agencies + charities.

(8) It is becoming more difficult in certain main coastal cities to secure rent reduction agreements in exchange of shelter rehabilitation/upgrade. It is however still highly accepted in certain districts within regions, namely the Bekaa.

assisted with shelter materials on a yearly basis, in 2017 only 65 percent of families received this assistance. The reduction in funding forced the Shelter sector to revise its shelter kit composition as well as its targeting mechanism to focus on families with acute shelter needs. Those not included in shelter assistance in the short term will likely require heavier interventions in the longer term, due to the inevitable deterioration of the temporary shelter materials. The growing threat of eviction has increased the challenges of the Shelter response in informal settlements. In 2017, multiple evictions affected more than 1,700 Households, requiring the Shelter sector to respond immediately by providing shelter kits in accordance with the assessed needs. This caused a partial depletion of shelter material designated for regular winterization shelter programming in informal settlements. The Shelter sector should prepare –within its capacity<sup>9</sup> - to respond in case more evictions occur in the coming years.

Of the nine percent living in non-residential buildings – already considered below standard as they were not originally designed for residential use – more than 48 percent<sup>10</sup> are considered so far below standards that they are deemed unsuitable for upgrading to adequate standards. While they will remain below humanitarian standards, acute emergency assistance, such as providing weatherproofing kits for minor repairs and WASH interventions, can somewhat improve conditions in non-residential shelters. Displaced Syrians living in such dire conditions, especially those in areas where winters are harsh, cannot be left without this temporary but crucial form of assistance.<sup>xiii</sup>



### 1.3 Progress in 2017

With the Shelter sector funded at 25 percent in October 2017, Shelter sector partners assisted over 115,000 individuals: 64 percent displaced Syrians, 33 percent vulnerable Lebanese and three percent Palestine

(9) E.g.: Through maintaining a contingency stock of shelter stock and fire kits to be utilized in case of sudden evictions

(10) The condition of the non-residential shelters is claimed, for six percent, to be in dangerous conditions, and for 48 percent to be below the minimum shelter standard.

Refugees from Syria or in Lebanon. Almost 78,000 displaced Syrians benefitted from humanitarian-focused assistance which maintained their temporary shelters at habitable conditions. The Shelter sector reached 65,427 individuals under the distribution of weatherproofing kits in informal settlements by October 2017. This relatively lower number reflects a different approach in 2017 when the bulk of weatherproofing kits were reserved for winterization assistance and only distributed to acute cases earlier in the year. Another 43,000 vulnerable people – both displaced and (Lebanese) hosting communities – benefitted from upgrading/repair of their residential or non-residential shelters to minimum standards. This amounted to 17 percent of the yearly target by October 2017 (compared to 29 percent in 2016; the target in 2017 has increased by 25 percent). Progress was mainly in the governorates of the North, Akkar and Bekaa, where apartments can be upgraded to a minimum standard with affordable costs and homeowners are willing to agree to extend the lease agreements under the same terms of conditions. But in urbanized areas of Beirut and surrounding Mount Lebanon, where the financial and technical challenges to rehabilitation of substandard<sup>11</sup> buildings are greater, only 11 percent of the 2017 target has been met.

Some 24,000 people, mostly but not limited to displaced Syrians residing in informal settlements, have been sensitized to the risks of fire, how to prevent such risks and how to fight fire with materials distributed to them. The Shelter sector is leading the integration of fire safety awareness, prevention and response into regular programming.

The 'Cash for Rent' program, a smaller-scale intervention which targets highly and severely socio-economically vulnerable families living in adequate shelters and not benefitting from the Multi-Purpose Cash Assistance program (MCAP), has reached 17,500 individuals in 2017. All mentioned forms of assistance were delivered in all eight governorates.

Four Temporary Technical Committees (TTCs) were formed in 2017 to discuss challenges and update guidelines for the following activities: 1) Weatherproofing of substandard shelters mainly in informal settlements; 2) Upgrading of substandard buildings (SSB) to minimal standards; 3) Upgrading of common areas within residential buildings; 4) Fire Risk Prevention, Preparedness and Response.

## Overall Sector Strategy

The overarching aim of the Shelter sector is to mitigate the decline of shelter and economic conditions and strengthen the access of displaced Syrians and vulnerable host communities to an adequate standard of living, through affordable shelters in safe and secure conditions with enhanced security of tenure. The shelter objectives are key contributors to ensuring the dignity and privacy of the displaced population. Shelter sector

(11) Refer to technical guidelines on 'upgrading of substandard buildings' for elaboration on what is considered as substandard.

has and will continue to contribute to mitigating health and protection risks caused by living in inadequate shelters that are exposed to the elements. Guidelines addressing the vulnerabilities of people with special needs (specifically physical disability or mobility impairments) will be mainstreamed in the shelter activities mostly through improving physical access to shelters and internal circulation within shelters.

Strengthening access to shelter (and related access to basic services) for all vulnerable populations also contributes to social stability and peaceful coexistence of displaced Syrians and Palestine refugees from Syria with their hosting Lebanese and Palestinian communities.

Overall, the shelter situation has not significantly changed in the last years. The main objective remains to shift the shelter assistance from reacting to acute shelter needs towards more sustainable interventions so that a larger part of the vulnerable population has increased access to affordable shelters at minimum standards. The strategy also takes into consideration declining funds and the possibility to explore additional funding options.<sup>12</sup> In order to define the most impactful as well as the most sustainable strategy, the Shelter sector has to take into account:

- The vulnerable population with acute shelter needs remains large and includes economically vulnerable Syrians, Lebanese and Palestine refugees in all parts of the country.
- A major part of the displaced population continues to live in temporary conditions that cannot be improved on a sustainable basis, either because of the official restrictions that apply to the typology, e.g. informal tented settlements, or because the condition of the structure cannot be cost-effectively improved to minimal residential standards. The impact of improving shelter conditions in substandard residential buildings is greater when shelter assistance also includes the strengthening of security of tenure, the improvement of common building areas<sup>13</sup> and access to basic services (health, education...etc). The combined assistance involving these activities coupled with inter-sector assistance provides more impactful and tangible results when applied to an area, e.g. to a neighbourhood or an area within a village.
- Given the technical capacities of the Shelter partners and the declining humanitarian funding, it is increasingly imperative for the Shelter sector to partner with public and private sectors as well as the academic sector and to support national and local institutions to improve the housing situation in Lebanon, especially for vulnerable populations.

The Shelter sector will, in the framework of the LCRP and

according to well-established standards,<sup>14</sup> continue to apply the following principles in the implementation of its strategy:

- 1. Inclusiveness:** The sector shall primarily target the shelter needs of the displaced populations but shall also assist, within its capacity, the most shelter vulnerable and socio-economically vulnerable of the hosting communities.
- 2. Balanced:** The volume of the assistance shall be balanced between the temporary response to acute needs in informal settlements and non-residential buildings, and the more comprehensive assistance to improve the shelter situation in substandard residential buildings. The assistance has started to shift to the latter in 2017, and will continue to do so over the coming years.
- 3. Targeted and tailored assistance,** as assessed on site, to encounter the specific shelter needs of the vulnerable. Sustainable and cost-efficient measures to avoid repetitiveness and ensure effective improvement.
- 4. Coordinated:** Shelter assistance mainstreamed primarily with local authorities, communities and landlords.
- 5. Gender marker:** The assistance takes into account the specific needs of women, girls, boys and men.
- 6. Regularly monitored** activities to ensure they target the people most in need. They shall also be evaluated to ensure the activities achieve the sector's goals. The shelter assistance acknowledges the specific shelter needs for Persons with Specific Needs (PWSN) and for young and elderly persons.

For 2018, the Shelter sector, in partnership of local authorities and national organizations, will:

- Assist displaced populations living in temporary shelters in order to withstand adverse weather conditions.
- Assist displaced and hosting communities by rehabilitating or upgrading their shelters to minimum standards.
- Conduct studies and produce reports on the housing value chain to contribute to a better understanding of the housing situation in Lebanon and to the potential development of a national housing policy that also caters to the needs of the most vulnerable.
- Conduct multi-sectoral assessments/profiling of areas (e.g. neighbourhoods) hosting vulnerable populations in order to advocate for and support coordinated upgrading of areas.

To achieve the abovementioned aims, this shelter strategy is based on three main pillars:

1. Address acute shelter needs with emergency humanitarian assistance.

(12) E.g.: development donors and private sector funds

(13) A new activity that was development in 2017 with technical guidelines on implementation endorsed in September 2017

(14) Reference is made to technical documents of each of the shelter activities drafted by Temporary Technical Committees (TTC).

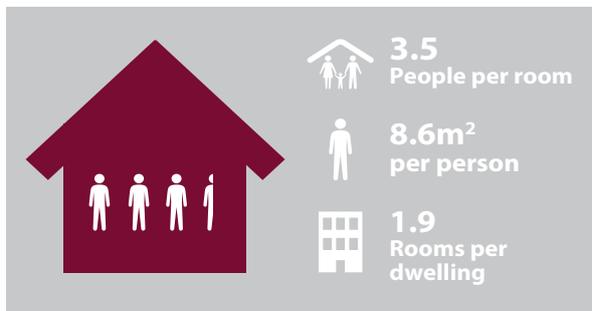
2. Increase access to affordable shelters at minimum standards combined with supporting the security of tenure.
3. Foster partnership with national institutions and organizations (local authorities, national organizations, academia and local communities).

## Main Sector Objectives

The shelter sector aims to address shelter needs by providing temporary and sustainable assistance, combined with supporting the security of tenure of the assisted households.

The sector balances assistance between:

- a. Immediate assistance to meet acute needs of those displaced living in degraded temporary shelters;
- b. Sustainable stabilization-oriented assistance to upgrade residential buildings and security of tenure.



### Humanitarian assistance for protection against weather, fire and other hazards

Almost one third of the displaced Syrians are forced to reside in non-residential buildings and low standard makeshift shelters in informal settlements, where the often hazardous conditions can only be mitigated **temporarily**. The sector will continue to address urgent shelter needs in informal settlements and non-residential buildings through weatherproofing, site improvement and other temporary solutions. The people of concern in such locations will also receive training and awareness-raising sessions to reduce the threat of fire, flooding and other hazards.

### Enabling sustainable shelter upgrades to improve the shelter situation

Residential buildings that are currently below minimum standards but which are structurally safe shall be upgraded to a minimum standard through rehabilitation works. These interventions contribute positively to the quality of housing, including positive impact for landlords, while also improving security of tenure specifically for displaced Syrians. Rehabilitation interventions for the displaced population are linked with a lease agreement for one or several years, with a longer lease period wherever possible. The same objectives can be achieved through providing cash assistance to cover the rent when appropriate (Cash for Rent).<sup>15</sup> These standard

(15) This has been coordinated between the Core Groups of the Basic Assistance and Shelter sectors in September 2016.

shelter interventions can be accompanied by further forms of shelter assistance targeting the improvement of common areas of residential buildings.<sup>16</sup>

### Security of Tenure and HLP rights

In Lebanon, a middle-income country, access to **affordable** shelter conditions at minimum standard is often prevented by high rental costs. Addressing these cost-related challenges lies either in the provision of increased opportunities for income generation or in the provision of financial support to meet these costs. The Shelter sector can contribute to the above by strengthening security of tenure by linking shelter assistance to lease agreements and by providing cost-efficient, targeted assistance that does not lead to increased rent for beneficiaries. Moreover, security of tenure is strengthened by raising awareness of tenants of their rights and by promoting a written lease agreement with the landlord.

### Area Based Approach

The impact of interventions is greater and more visible when assistance is focused in areas with a high number of vulnerable people, for example, in poor urban neighbourhoods that have witnessed a drastic population increase, saturating the local housing market and stretching the already limited basic services. Additionally, these cramped and underserved environments can often breed social tensions between communities. The Area Based Approach is essentially coordinated by local authorities with the support of humanitarian actors and allows for a comprehensive multi-sector upgrading of an area. It is meant to mitigate the deterioration of the socio-economic condition of the vulnerable populations residing in that particular area. The multi-sector assessment and profiling of vulnerable areas (e.g. neighbourhoods, villages, etc.) by the Shelter sector serves as a tool to promote such a coordinated Area Based Approach. The results of such profiling can serve various sectors as a basis to plan and implement their activities in order to reduce the vulnerability and potential for tension.

### Foster partnership with national institutions and organizations

A comprehensive, longer lasting response to shelter needs in areas of social tensions is sought through engagement of national institutions and organizations as well as other stakeholders that are familiar with the local situation.<sup>17</sup> The Shelter sector cooperates with aforementioned entities to elaborate, pilot and implement innovative shelter initiatives. The sector also intends to foster their contribution to the response through strengthening their shelter/housing related capacity where needed, jointly conducting and sharing shelter-related studies and engaging them in a new shelter platform.

(16) E.g. to clear off debris material, to secure safe access, to light the staircases, to mitigate leaking walls, to set up water tanks on the roof and to seal exposed parts of the façade.

(17) Includes NGOs and organizations of Lebanese civil society, e.g. religious, social, non-profit commercial organizations and private companies with non-profit components.

One of the ways to foster collaboration with national institutions and organizations as well as other sectors<sup>18</sup> is through joint assessments such as the neighbourhood profiling<sup>19</sup> exercise. The latter will be done mainly in urban contexts with precarious shelter conditions and overstretched basic services.

## 2.1 Shelter Sector Outcomes and Outputs

### Outcome 1 - Enhance the shelter resilience of displaced vulnerable populations in temporary structures.

The outcome shall be achieved by one output relating to mitigating the deterioration of conditions in emergency shelters with acute shelter needs. The related activities can all be measured by the same type of indicator: the number of individuals benefiting from the accomplishments of each of the specific activities.

#### Output 1.1 - Temporary shelters hosting vulnerable displaced population maintained at liveable and safe conditions.

The acute shelter needs of vulnerable displaced Syrians that are forced to reside in temporary shelters shall be targeted, mainly within informal settlements, but also in substandard non-residential buildings that cannot be upgraded to minimum standards. The shelter assistance in the named shelters and settlements shall only be temporary in nature. Interventions take into consideration the very minimum requirements in regard to Protection (dignity, privacy, people with special needs, GBV) and tailored assistance is provided to the most vulnerable. At site level, fire awareness and mitigation materials will be provided in informal settlements and substandard buildings, while flooding mitigation measures will be undertaken in informal settlements.

In case of emergencies, such as evictions, partners will provide affected families with shelter kits where needed. In case of a significant change in context, the sector will assess and assist the affected population as needed and within its capacity and scope of work.

### Outcome 2 - Enhance vulnerable populations' access to affordable shelters at minimum standard.

The outcome shall be achieved by two outputs, the first relating to improving access to adequate shelters at minimum standards, which are affordable for vulnerable populations. The related activities of the first output can all be measured by the number of individuals benefiting from the accomplishments of each of the specific activities and the number of private and public organizations contributing to the sector. The second output relates to the profiling of vulnerable areas to promote an inter-sectoral upgrading and response to needs. The latter will be measured by the number of profiles completed.

#### Output 2.1 - Access to adequate shelters at minimum standards, affordable for vulnerable populations, is increased.

(18) In collaboration with other sectors, namely Water, Social Stability and Basic Assistance.  
(19) Partners plan to profile neighbourhoods in and around the major cities of Lebanon, e.g. UN-Habitat is profiling, this and next year, neighbourhoods in and around the cities of Tripoli, Beirut, Saida, Tyre, Baalbek and Zahle.

Lebanon has a limited quantity of shelters that are affordable for the poorer segment of the population. Affordable shelters are often below minimum humanitarian shelter standards. The Shelter sector can contribute to the stock of adequate housing by upgrading substandard shelters, both within apartments and in common building areas. Upgrading activities have the added benefit of improving security of tenure by requiring a written lease agreement in exchange for the upgrades, and the freeze, reduction, or even waiver of rent for a certain period.

The provision of affordable shelters at minimum standards is not the sole responsibility of the international humanitarian community and requires the support of the Lebanese national system. The Shelter sector therefore seeks to establish partnerships with national or local private and public organizations to contribute to the Shelter sector. The sector will also explore how new shelter initiatives can be elaborated, tested and implemented in partnership with local authorities, the academic sector, think tanks, NGOs and the private sector.

#### Output 2.2 - Areas of vulnerable populations promoted to be upgraded in a coordinated, cross-sectoral approach.

The Shelter sector will be conducting multi-sectoral assessments/profiling of areas (e.g. neighbourhoods) hosting vulnerable populations in order to advocate for and support coordinated area upgrading.

In 2017, the Shelter sector has prepared a series of Neighbourhood Profiles and Strategies that can contribute to coordinated programming by the different sectors according to their mandates, guidelines, capacities and priorities. The Neighbourhood Profiles identified highly vulnerable neighbourhoods, assessed their needs, and identified gaps to be addressed through collaboration between municipalities and different sectors.

### Outcome 3 - Enhance contribution of national institutions and organizations to the housing situation in Lebanon.

In 2017, an increased focus will be given to this development-focused outcome to shift away from temporary humanitarian activities and towards building the capacity of national systems to provide adequate housing for vulnerable populations.

The outcome is measured by national organizations, academic sector, local authorities and Lebanese NGOs that will contribute to the Shelter response at different levels.<sup>20</sup> It will also be measured by the contribution of the Shelter sector to research on the housing sector in Lebanon. This will inform the contributions of local authorities, national and international organizations.

#### Output 3.1 - National institutions and organizations

(20) Measured by the degree of involvement, contribution and participation, e.g. national NGOs co-implementing shelter activities in neighbourhoods, networks with local shelter stakeholders, contributions in Temporary Technical Committees (TCC), # of witnessed lease agreements by municipalities

### capacitated to contribute to the shelter and housing situation in Lebanon.

The Shelter sector invites these entities to contribute actively within the Shelter response. The Shelter sector shall contribute to this output by:

- Strengthening, if required, the shelter-related capacity of local and national organizations through training and collaboration;
- Inviting private sector, national academic and local organizations to share their expertise by creating an engagement platform on planning and housing at national and field levels;
- Assessing the capacity of public institutions and private corporations to provide affordable housing;
- Drafting and disseminating studies to better understand the urban and housing context.

## 2.2 Identification of sector needs and targets at the individual/household institutional and geographical level

In 2018, the Shelter sector is targeting **596,144** individuals,<sup>21</sup> including Syrians, Lebanese and Palestinians. The total figure of individuals targeted has increased by **11 percent** (from 536,000 individuals in 2017).

The Shelter sector seeks to better target persons with special needs (PwSN) and those with specific vulnerabilities, such as female-headed households, with tailored shelter assistance. In order to track this effort, the Shelter partners have been requested to provide, wherever possible, disaggregated data on beneficiaries.<sup>22</sup>

**Base-line figure:** The shelter needs of Syrians registered as refugees with UNHCR are identified through the VASyR 2017 and extrapolated over the entire displaced Syrian population of 1.5 million.

In practice, shelter agencies assist displaced Syrians that live in inadequate shelters conditions and are also socio-economically vulnerable, regardless of their registration status. The Shelter sector's scope of work, however, excludes the following:

- a) Households that are residing in areas live with inadequate observable conditions in the immediate surrounding area.<sup>23</sup>
- b) Shelters that only fall under the overcrowding category, especially when families are forced to reduce the rental costs in order to share an apartment. As this does not require building upgrading but financial assistance, e.g. unconditional cash grants, the sector cannot address this issue.

### c) Buildings in dangerous conditions<sup>24</sup> that require

(21) This excludes the 75,000 individuals that are due to be assisted in case of security related evictions as this is considered as a backup plan.

(22) Reporting of achievements on Activity Info disaggregated by cohort, gender, age (children, elderly) and needs (PwSN).

(23) Areas with proximity to physical dangers and in isolated areas far from services.

(24) Shelters that have structural damage or other physical damage that might oppose a threat to residents. This applies only to residential and non-residential buildings.

extensive technical evaluation and substantial investments exceeding the financial capacities of the Shelter sector. In such cases the Shelter sector will flag these concerns with the residents as well as advocate for the relocation of the families with local authorities and landlord.

### Target Figures by Nationality

On base of 2017 VASyR figures, targets estimated by shelter type and on country level sum up to:

Target figures for displaced Syrians in Lebanon

- **208,800** individuals<sup>25</sup> (14 percent of displaced Syrians) with shelter needs living in informal settlements (2017: 205,020 individuals).
- **182,998** individuals<sup>26</sup> (12 percent of displaced Syrians) living in substandard conditions in residential buildings (2017: 157,883 individuals).
- **67,680** individuals<sup>27</sup> (4.5 percent of displaced Syrians) living in substandard conditions in non-residential buildings (2017: 55,982 individuals).
- **22,500** individuals assisted with Cash for Rent.
- **75,000** individuals (five percent of displaced Syrians) indicating that they are threatened by security-related evictions (2017: 25,869 individuals).
- Overall, there are **481,978**<sup>28</sup> displaced Syrians with targeted shelter needs (2018).

### Target figures for Palestine Refugees from Syria and Palestine Refugees in Lebanon

- **20,000** of the most vulnerable **Palestinian Refugees from Syria** living in substandard shelter conditions (59 percent of the 34,000 Palestinian Refugees from Syria in Palestine camps and gathering, as indicated by UNRWA).
- **20,000** of the most vulnerable **Palestine Refugees in Lebanon** living in substandard shelter conditions (seven percent of the estimated 277,985 Palestine Refugees in Lebanon in Palestine camps and gatherings as indicated by UNRWA).

### Vulnerable Lebanese

There are 445,000 vulnerable Lebanese under the poverty line.<sup>29</sup> While the sector will target the shelter needs of the extremely poor, the shelter situation of the most vulnerable Lebanese is yet to be explored.<sup>30</sup> It is

(25) Eighty percent require shelter assistance of the 261,000 residing in informal settlements (17 percent of the total of 1,500,000 displaced Syrians).

(26) Out of the 1.5M displaced Syrians, (1,098,000) 73.4 percent live in residential buildings out of which (274,500) 25 percent are deemed to be in substandard conditions. The sector aims to assist (182,998) 66 percent of displaced Syrians living in substandard residential buildings.

(27) Out of the 1.5M displaced Syrians, (141,000) nine and a half percent live in non-residential buildings out of which the Shelter sector targets (67,680) 48 percent which are deemed to be in substandard conditions.

(28) This excludes the 75,000 individuals that are due to be assisted in case of security related evictions as this is considered as a backup plan.

(29) Further data on the general shelter situation of vulnerable Lebanese are expected from the GoL on base of the NPTP.

(30) E.g.: through field assessments and possibly through the profiling of some of the poorest urban neighbourhoods affected by the context.

then assumed that 25 percent<sup>31</sup> of the aforementioned population are living in substandard shelter conditions in residential buildings out of which the Shelter sector will target 66 percent.

- **74,166** individuals (17 percent of vulnerable Lebanese under poverty line) living in substandard conditions in residential buildings (2017: 77,298 individuals).

## Geographical

In all governorates and districts, the sector primarily targets the shelter needs of displaced populations and, to the extent possible (depending on the sector capacity), those of the host communities who are most affected by the Syrian crisis. Updated and detailed information allows the identification and location of the needs of the displaced Syrians.<sup>32</sup> Assistance to Palestine Refugees from Syria and to Palestine Refugees in Lebanon will focus on Palestinian camps, their adjacent areas and gatherings, which are mostly located in the North, South and around Beirut. In reference to the economically vulnerable Lebanese, a better understanding of their shelter needs shall be explored through the multi-sectoral profiling of different areas due to take place in the coming years.<sup>33</sup>

**Governorates of Akkar, Baalbek-Hermeland Bekaa:** 46 percent<sup>34</sup> (around 678,160 people) of all displaced Syrians reside in governorates bordering the Syrian territories. Here, 35 percent (239,750 individuals) live in informal settlements<sup>35</sup> spread in rural areas, 13 percent (85,300 individuals) live in non-residential buildings and almost 52 percent (353,110 individuals) of displaced Syrians resides in apartments in semi-urban areas and cities.<sup>36</sup> The Shelter sector will provide assistance in the three governorates to around 301,869 displaced Syrians, split between temporary assistance to 190,953 individuals in informal settlements and 41,000 individuals in non-residential buildings. Upgrading, rehabilitation and conditional cash for rent will support the shelter needs of 70,269 displaced Syrians.

**Governorates of North, South and Nabatiye:** 27 percent<sup>37</sup> (around 409,700 people) of all displaced Syrians reside in these three governorates. Here, 4.5 percent (18,220 individuals) live in informal settlements, eight percent (33,960 individuals) live in non-residential buildings and the majority of 87 percent (357,520 individuals) live in residential buildings. The Shelter sector will provide assistance to around 95,017 displaced Syrians. The target includes covering the acute humanitarian needs of 31,714 displaced Syrians, equally split between

(31) Using same percentage of displaced Syrians living in substandard residential buildings as indicated by VASyR 2017.

(32) RAIS or figures for persons registered as refugees by UNHCR extrapolated on the preliminary results of the VASyR 2017 (WFP, UNHCR, UNDP).

(33) UN-Habitat started to profile the main cities in Lebanon and some highly vulnerable neighbourhoods within them. City profiles are planned for: Tripoli, Tyre, Saida, Beirut, Baalbek and Zahle.

(34) Applying same localization percentage of persons registered as refugees applied to the 1.5million displaced Syrian population figure.

(35) Of the total persons registered as refugees by UNHCR living in informal settlements, 43 percent live in Bekaa, 34 percent in Baalbek-Hermel and 13 percent in Akkar

(36) An important number of displaced Syrians reside in and around Zahle and Baalbek, VASyR 2017; UN-Habitat has started city profiles.

(37) Applying same localization percentage of persons registered as refugees applied to the 1.5million displaced Syrian population figure.

emergency assistance in informal settlements and substandard non-residential buildings. Upgrading, rehabilitation and conditional cash for rent will support the shelter needs of 63,303 displaced Syrians.

**Governorates of Beirut and Mount Lebanon:** 27 percent (around 412,140 people) of all displaced Syrians reside in Mount Lebanon and Beirut. With only few informal settlements with a small number of residents (3,030 persons amounting to less than one percent), not much attention has been given to the vulnerable population living in less visible but nonetheless hazardous shelter conditions (some 387,370 people, 94 percent in residential and only five percent (21,740) in non-residential buildings). In 2018, the Shelter sector targets to assist around 85,092 displaced Syrians. The target includes covering the acute shelter needs of around 13,166 displaced Syrians living in informal settlements and substandard non-residential buildings. Upgrading, rehabilitation, and conditional cash for rent will support the shelter needs of 71,926 displaced Syrians.

## Institutional

In view of the likely continuation of current conditions, the relevant local authorities and national organizations are encouraged to engage more directly in the response.

A first step is to promote and strengthen the capacity of local authorities and national organizations to implement one or several shelter activities at the local level. International NGOs and UN agencies are invited to enable the participation of national organizations by building their capacity to take active part in projects so that, by the end of 2018, further national organizations are more actively engaged in the Shelter response. Their capacity can be best strengthened through their participation in joint projects with existing international NGOs who can share their experience and allow the Lebanese NGOs, national organizations and institutions to engage in the implementation of shelter activities first-hand.

As shelter activities are always related to a site or a settlement, the Shelter sector specifically promotes authorities and national organizations at local level to participate in the Shelter response. Municipalities are of particular importance for the implementation of projects regarding settlements and shelter. Therefore, the Shelter sector aims to strengthen the shelter-related capacities of three persons for each of 40 entities.

In collaboration with national organizations and institutions, the sector promotes sharing of knowledge and expertise, through conducting or funding national studies and reports. This could contribute to a better understanding of Lebanon's housing sector, which will be valuable when a national housing policy is developed by the GoL. As an initial target, the sector will aim to complete eight studies/reports nationally.

The sector aims to establish a platform to engage with the private sector, national institutions and academic sector on housing and planning where they can share their expertise. This platform will aim to strengthen the

capacity and knowledge of the Shelter sector to respond to the needs of vulnerable populations. The Shelter sector plans to engage nine stakeholders – national

institutions and organizations as well as international agencies – in the suggested platform.

## Total sector needs and targets 2018

Population Cohort	Total Population in Need	Targeted Population	No. of Female	No. of Male	No. of Children (0-17)	No. of Adolescent (10-17)	No. of Youth (18-24)
Lebanese	111,250	83,438					
Displaced Syrians	678,180	583,455					
Palestine Refugees from Syria	30,600	22,500					
Palestine Refugees in Lebanon	180,690	22,500					
<b>GRAND TOTAL</b>	<b>104,4579</b>	<b>711,893</b>					

Type of Institutions	Total	Targeted
Union of Municipalities	52	30
Lebanese organizations		10

## Mainstreaming of social stability, gender, youth, PwSN, conflict sensitivity and environment

Cross-sectoral points are taken into account by the Shelter sector through the following mechanisms:

- 1. International standards and specific guidelines**,<sup>38</sup> also including non-technical aspects, are applied to ensure humanitarian and specific protection objectives; in the analysis, the needs assessment and in the response modalities.
- 2. Cross-sectoral recommendations** are applied to ensure a holistic response to all main shelter activities, especially in the process of assessing/profiling complex urban neighbourhoods.
- 3. People with specific needs** shall be respected and accounted for in all relevant shelter programs through incorporating technical guidelines<sup>39</sup> that respond to the specific shelter needs of vulnerable groups, particularly: elderly and people with specifically physical disability or mobility impairments.
- 4. Youth:** The Shelter sector through the area profiling exercise maps and promotes the establishment of safe open spaces for outdoor activities for the benefit of young people, especially in dense and poor urban neighbourhoods.

- 5. Gender dimensions** are considered during the analysis and assessment of needs and in the design of shelter activities. The Shelter sector has participated in the rollout of the GBV guidelines exercise that was launched by the IASC. It has since worked on incorporating GBV guidelines and giving special consideration to gender dimensions in the revision of technical guidelines for the different shelter activities. Issues relating to enhancing safety and privacy in shelters were addressed in order to reduce the risk of gender-based violence and promote a safe living environment.<sup>40</sup> The Shelter sector has also suggested that field shelter staff be sensitized for and trained on GBV issues related to shelter as well as the referral pathways for victims of GBV. Gender mainstreaming in shelter activities will lead to a more effective response and safer environments for women, girls, boy, and men alike.

**A single, but disaggregated indicator:** The standard indicator for the Shelter sector activities (number of individuals benefiting from shelter activities) will, to the extent possible, be disaggregated by cohorts, age, PwSN, host communities and gender (girls, boys, women and men) to monitor how their specific needs have been met.

- 6. Cross-sectoral issues** are discussed and coordinated with other sectors to ensure that linked issues are noted and coordinated, particularly those linked to multi-sectoral activities.

(38) UNHCR or SPHERE standards, specific guidelines (e.g. Handicap International), Shelter sector guidance and other related references.

(39) These technical guidelines are taken from the Global Shelter Cluster handbook on technical guidelines for PwSN

### Conflict sensitivity

(40) IASC: Shelter, Settlement and Recovery: Guidelines for integrating gender-based violence interventions in humanitarian action, 2015

The Shelter sector will prioritize beneficiaries who are severely or highly vulnerable through an inclusive process, encompassing Syrians, Palestine refugee and Lebanese populations. Their indicated shelter needs are targeted in all governorates and are assisted in an appropriate manner taking into account their regional and local context. In coordination with the Social Stability sector, the Shelter sector also aims to strengthen the shelter-related capacity of local authorities and national organizations to become aware of aspects of conflict sensitivity in the Shelter response and how to mitigate – practically and technically – conflicts arising from the cohabitation between Lebanese and displaced persons.

### Environment

In collaboration with other sectors, e.g. the Water sector, the Shelter sector contributes to minimizing the negative impacts on the environment by taking into account:

(1) The effects of **informal settlements** on the environment, e.g. to creeks or rivers, while planning and implementing activities to improve these sites<sup>41</sup> and conducting trainings on fire prevention.

(2) In urban areas: **common building areas**, e.g. roofs or entrances are improved to avoid any hazardous impact on other buildings, public areas or on the environment in general.

### Fire Risk Mitigation

The risks of fire outbreak is especially high in informal settlements, where the ad-hoc planning can ease the spread of fire considering that there are no fire breaks between tents. Fire risks are also high in substandard residential and non-residential buildings where old doors do not provide a good barrier to the quick spreading of fire from one apartment to the next. The Shelter sector, in collaboration with the Lebanese Civil Defence (LCD) and the Lebanese Red Cross (LRC), has elaborated technical guidelines and IEC (Information, Education and Communication) material to raise awareness of fire risks. It also trains vulnerable populations on how to fight fires and make good use of the fire-fighting kits that are installed in informal settlements and in substandard residential and non-residential buildings. The Shelter sector plans to inform and sensitize other sectors and authorities and to promote joint trainings.

## Inter-Sectoral Linkages

The Shelter sector is coordinated by the Ministry of Social Affairs (MoSA), with co-leadership of UNHCR and UN-Habitat. MoSA's strong presence in the Shelter sector allows smooth coordination with various other line ministries.

Coordination between the Shelter and other sectors is ensured through joint meetings at the national and field level, by the sharing of information and guidelines, through joint ad-hoc working groups to target specific issues and through referral systems. The Shelter sector seeks to further strengthen inter-sectoral collaboration

on the national level to find solutions for complex issues through pragmatic, response-oriented coordination.

The Shelter sector gives special attention to coordinate its activities with the following sectors: **Basic Assistance:** Coordination with Basic Assistance sector is of major importance. The financial support provided by the Basic Assistance sector to displaced Syrians is essential to cover basic needs. Additional cash is provided to severely vulnerable families to meet the elevated costs for weatherproofing and heating (winterization). However collaboration between the two sectors is essential to ensure the populations that are most exposed are well prepared and protected against harsh winter weather conditions and that there is capacity to provide all the means for sound weatherproofing to all vulnerable populations in need, especially in informal settlements. Sectoral support will be essential to complement the Basic Assistance sector's cash support. The Shelter sector shall take into account the socio-economic vulnerability score (Desk Formula) that is devised by the Basic Assistance sector as an additional layer coupled with the shelter vulnerability scoring<sup>42</sup> for a tailored targeting process that aims at reaching the highly and severely vulnerable. Also, the targeting mechanism for some Shelter activities, e.g. Cash for Rent, are closely linked and to be coordinated with the Basic Assistance sector. For others, like minor repair and rehabilitation/upgrade, guidelines are continuously coordinated between the two sectors. This close collaboration is planned to continue in the upcoming years.

**Water:** The sector is responsible for the provision of water, sanitation and other services at a site level, while the Shelter sector focuses on ensuring provision of these services within the targeted shelters. The linkages between the two sectors are close. Regular meetings at field level foster joint commitment and coordination of the assistance:

- (1) Coordinated provision of basic services (mainly water and sanitation) to and within the shelters.
- (2) Site improvements in informal settlements and mitigation of flooding/inundation risks through separate, but coordinated activities; Shelter sector to take into account of ongoing assessments of Water needs in informal settlements in order to coordinate its assistance and to accordingly prioritize its informal settlements-related activities, e.g. weatherproofing, site improvement and fire risk mitigation.
- (3) Common building area upgrade activity, where the Shelter sector repairs and improves the infrastructure at the building level and within its plot boundary e.g. water and sewage pipes. The Shelter sector will refer buildings that are not connected to public water/sewage networks to the Water sector.
- (4) Coordinated efforts to upgrade the condition of not only shelter, but also water and sanitation in poor

(41) E.g. keeping distance to rivers and creeks, avoiding uncontrolled drainage to environmental sensitive areas, promote proper solid waste collection

(42) Obtained through in depth technical assessments conducted by shelter partners operating in the field.

areas, where basic services are stretched by the increased population. Collaboration targeting the needs of both sectors in the same neighbourhood is to be prioritized from 2018 onwards.

**Energy:** the Shelter sector advocates with landlords for the installment of legal electrical connections to the national grid. The sector also often promotes the installation of proper electrical connections within the different shelter types. Under the shelter rehabilitation/upgrading activity as well as upgrading common building area, the sector assists in improving the wiring within shelters to mitigate safety risks like fires and allow a safe connection to the network.

**Social Stability:** The Shelter sector will also coordinate its upcoming activities to train national staff with the Social Stability sector, which has gained much experience in awareness-raising trainings, such as on fire risks, and in involving local stakeholders, from municipalities to communities and other actors. Shelter sector guidelines promote coordination with local authorities in all its activities. Also, the Social Stability sector could support the Shelter sector by sharing available educational and training material to raise the awareness of frontline shelter staff on conflict management and mitigation. This could include material relating to land and property rights. Conflicts arising from evictions threaten the social stability between vulnerable displaced and hosting populations.

**Livelihoods:** The implementation of shelter activities may provide livelihood opportunities: construction materials are procured locally; homeowners and landlords are assisted in upgrading their shelters for the benefit of the displaced populations and for vulnerable Lebanese. Shelter activities are also an opportunity to generate income in areas with high unemployment. The Shelter sector will actively inform the Livelihoods sector of urban areas where livelihoods have been identified as a crucial need under the scope of the area-based approach. To maximize the impact of our respective interventions, the possibility of providing trainees/beneficiaries of Livelihoods sector activities with employment opportunities through shelter contractors will be further explored.

**Protection:** The sector will continue to collaborate with the Shelter sector on ensuring referrals by Protection partners of cases of forced and security based evictions, for elderly and PwSN as well as people with specific protection concerns. The Shelter sector is interested in the Protection Sector's experience and advice to the Shelter sector in reference to HLP rights to foster the security of tenure, an important protection aspect of the shelter needs. The Protection sector will continue ensuring that shelter frontliners are trained on safe identification and referrals of protection cases.

**GBV and Child Protection:** The shelter agencies and their staff will be sensitized and trained on: SGBV prevention and risk mitigation as well as the different needs of women, men, girls and boys will be addressed.

Measures such as well-lit public spaces, inclusive and safe access to sanitation, and measures to avoid or mitigate protection risks linked to privacy, such as the provision of partition walls, shall be prioritized. Also, the Shelter sector promotes the active participation of women, men, girls and boys in consultations regarding the appropriateness of shelter assistance, e.g. the distribution of shelter kits in informal settlements. Lastly, the comprehensive profiling tools designed to assess the situation of vulnerable areas include specific considerations to assess SGBV related risks and aspects of child protection.

The **Education** sector will share with the Shelter sector its maps of education facilities with high numbers of displaced Syrians, especially in and around the most vulnerable areas. This useful information will be incorporated in area assessments and comprehensive neighbourhood profiles, which can serve as a base for further planning of education facilities.

**Health:** The same principles on exchange of information also apply to the Health sector, who can inform the Shelter sector on major health threats that partners should take into consideration when designing programs. This is especially important for shelter assistance targeting people with special needs such as physical disabilities. In addition, when identifying locations for shelter rehabilitation/upgrade, the Shelter sector takes access to health facilities into consideration.

## Endnotes

- i. UNHCR registration data, December 2016.
- ii. UNHCR, UNICEF, WFP, *Vulnerability Assessment of Syrian Refugees 2016*.
- iii. UNHCR, UNICEF, WFP, *Vulnerability Assessment of Syrian Refugees 2017*.
- iv. Basic Assistance: New Desk Formula, August 2017.
- v. UN-Habitat: *No place to stay, 2015*.
- vi. UNHCR, UNICEF, WFP, *Vulnerability Assessment of Syrian Refugees 2017*.
- vii. UNHCR, UNICEF, WFP, *Vulnerability Assessment of Syrian Refugees 2017*.
- viii. UNHCR, UNICEF, WFP, *Vulnerability Assessment of Syrian Refugees 2016*.
- ix. Refer to B.A. Minimal expenditure basket etc.
- x. UNHCR, UNICEF, WFP, *Vulnerability Assessment of Syrian Refugees 2017*.
- xi. UNHCR, UNICEF, WFP, *Vulnerability Assessment of Syrian Refugees 2017*.
- xii. UNHCR, *Substandard Building Rehabilitation Evaluation 2017*.
- xiii. Refer to Bekaa Shelter Survey. UNHCR Zahle 2017.

## Sector Logframe

## Outcome 1: Enhance the shelter resilience of displaced vulnerable populations in temporary structures

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of vulnerable displaced population groups whose temporary shelters in informal settlements or shelters in non-residential buildings in substandard conditions are kept proofed against weather, flooding and risks of fire.	Vulnerable, displaced population groups have weatherproofed, repaired or maintained their temporary shelters to maintain in safe and livable conditions	Activity Info-Responsibility of the Shelter Sector	Percentage of people living in temporary shelters	Quarterly
 Lebanese	 Displaced Syrians	 Palestine Refugees from Syria (PRS)	 Palestine Refugees in Lebanon (PRL)	
Baseline: Target 2017 Target 2018 Target 2019	Baseline: Target 2017 Target 2018 Target 2019	Baseline: Target 2017 Target 2018 Target 2019	Baseline: Target 2017 Target 2018 Target 2019	
N/A N/A N/A N/A	40% 48% 90% 90%	N/A N/A N/A N/A	N/A N/A N/A N/A	

## Outcome 2: Enhance vulnerable populations' access to affordable shelters at minimum standard

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of vulnerable population groups having increased access to residential shelter at minimum standards affordable for vulnerable populations	Percentage of vulnerable population groups having access to residential shelter at minimum standards, affordable for vulnerable populations, over the total of targeted vulnerable population in need of shelter with minimum standard at affordable conditions.	Activity Info-Responsibility of the Shelter Sector	Percentage of vulnerable people living in shelters at minimum standard	Quarterly
 Lebanese	 Displaced Syrians	 Palestine Refugees from Syria (PRS)	 Palestine Refugees in Lebanon (PRL)	
Baseline: 2017 Target 2018 Target 2019 Target 2020	Baseline: 2017 Target 2018 Target 2019 Target 2020	Baseline: 2017 Target 2018 Target 2019 Target 2020	Baseline: 2017 Target 2018 Target 2019 Target 2020	
8% 27% 46% 65%	75% 90% 95% 100%	5% 30% 55% 80%	65% 70% 75% 80%	
Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of assessed or profiled areas / over all listed areas with high percentage of vulnerable populations in Lebanon (500)	Areas in Lebanon listed with a high percentage of vulnerable populations are profiled in a cross-sectorial manner; or their shelter and other needs are assessed in such a manner that the main results are compatible between the assessments and profiles.	Activity Info-Responsibility of the Shelter Sector	Percentage of vulnerable areas assessed / all 500 indicated vulnerable areas in Lebanon	Quarterly
<b>Institutions/Areas</b>				
Baseline: 2017 Target 2018 Target 2019 Target 2020				
2% 16% 24% 32%				

**Outcome 3:** Enhance contribution of national organizations and institutions to the housing situation in Lebanon

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of <b>Lebanese NGO</b> , national and local organizations participating in the Shelter sector response / all agencies and organizations participating in the Shelter sector	Lebanese national and local governmental, as well as non-governmental organizations participating in the Shelter sector response	Activity Info-Responsibility of the Shelter Sector	Percentage	Quarterly

**Institutions/Areas**

Baseline: 2017	Target 2018	Target 2019	Target 2020
10%	20%	40%	80%

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of national and local institutions, participating in the shelter sector, that contribute to a housing policy for Lebanon	Lebanese institutions on national, local or academic level engage towards a policy for affordable housing in Lebanon.	Activity Info-Responsibility of the Shelter Sector	Percentage	Quarterly

**Institutions/Areas**

Baseline: 2017	Target 2018	Target 2019	Target 2020
10%	20%	30%	40%





## SOCIAL STABILITY SECTOR

### PEOPLE IN NEED



### PEOPLE TARGETED



### REQUIREMENTS(US\$)



### PARTNERS



### GENDER MARKER



### CONTACTS

#### LEAD MINISTRY

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and Ministry of Interior and  
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## SECTOR OUTCOMES

### Outcome #1

\$87.6 m

Strengthen municipalities, national and local institutions' ability to alleviate resource pressure.

#### Indicators

Percentage of people living in vulnerable areas reporting positive impact of municipalities on their lives.

Percentage of people reporting competition for Municipal & Social services and utilities as source of tension.

Percentage of people in vulnerable areas who feel that they can voice concern with authorities in case of dissatisfaction.

Percentage of waste diversion rate.

### Outcome #2

\$20.4 m

Strengthen municipal and local community capacity to foster dialogue and address sources of tensions and conflicts.

#### Indicators

Percentage of people living in vulnerable areas able to identify conflict resolution mechanisms/actors in their community they would turn to.

Percentage of people living in vulnerable areas identifying factors that could improve inter-community relationships.

Percentage of people displaying propensity for violent conflict resolution.

### Outcome #3

\$1.8 m

Enhance LCRP capacities on early warning and conflict sensitivity.

#### Indicators

Proportion of LCRP partners informed on stability risks & trends and able to integrate conflict sensitivity in their programming.

Number of LCRP sectors taking steps to include social stability consideration in their work.

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	Gender	
			51% Female	49% Male
Lebanese	1,500,000	1,005,000	490,015	452,322
Displaced Syrians	1,500,000	942,337	480,591	461,746
Palestine Refugees from Syria	34,000	31,502	17,340	16,660
Palestine Refugees in Lebanon	277,985	257,460	131,305	126,155

## Situation analysis and context

Despite the profound impact of the Syria crisis on Lebanon, the country has done remarkably well to maintain stable community relations and accommodate displaced persons from Syria. The fact that tensions, where they exist, have rarely escalated to the point of inter-communal violence is a testament to the hospitality and resilience of the Lebanese host community. It is also the product of work undertaken by the Government of Lebanon, in conjunction with international donors and agencies, and national civil society to extend effective humanitarian and stabilization support to the most affected. These activities have helped to mitigate underlying tensions, but progress in this area cannot be taken for granted. In this context, dedicated social stability interventions which provide dialogue spaces for inter-community engagement and dispute resolution are more important than ever. In addition to Lebanon's confessional political system, which rests on a delicate balance of representation between different groups, population pressure, the strain on municipalities, and the degrading livelihoods of vulnerable groups contribute to a situation in which social divisions could deepen and potentially rupture. Furthermore, the upcoming parliamentary election in May 2018 and the ongoing debate on return are both conducive to fuelling antagonistic rhetoric and attitudes. In light of these developments, scaling up the sector's efforts to build capacities for conflict prevention is of utmost importance to preserve Lebanon's social peace in volatile times.

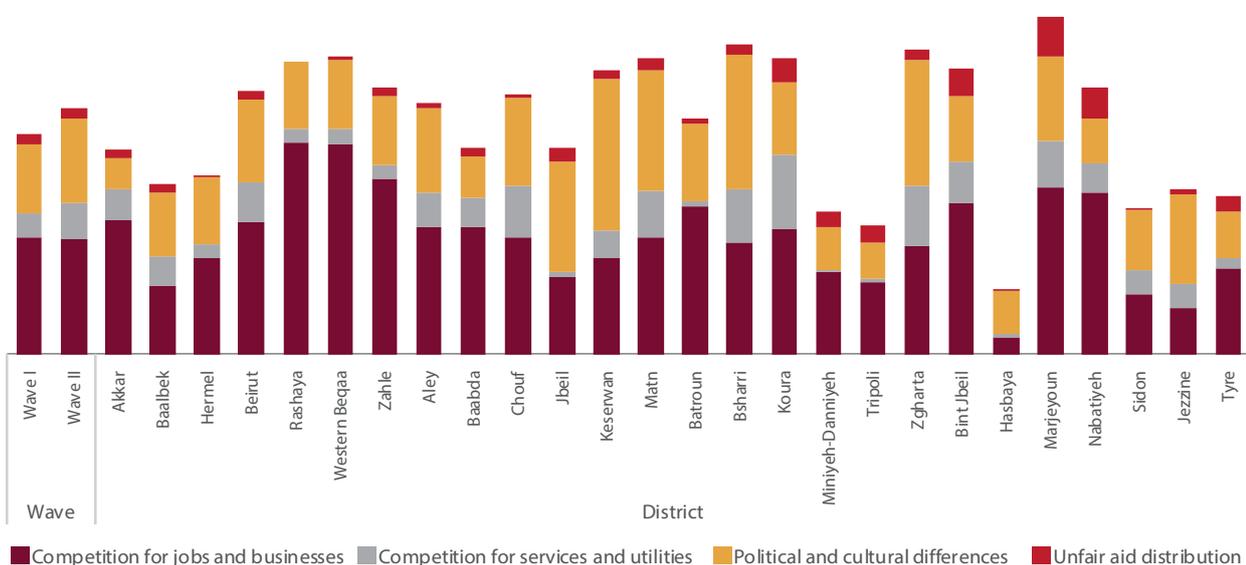
The LCRP's efforts to strengthen resilience in Lebanon also run against the tide of growing host community fatigue, deepening vulnerability of displaced Syrians and a significant shortfall in funding. The most striking indicator of the situation's deterioration is that the number of Lebanese who did not report any inter-community tensions dropped from 40 to 2 percent between 2014 and 2017.<sup>1</sup> Competition for lower-skilled

jobs has emerged as the key driver of inter-community tensions (64 percent), especially in areas hosting most refugees such as the Bekaa, where more than 90 percent of survey respondents cited it as a source of tension.<sup>ii</sup> While inter-community incidents remain rare, 28 percent of Syrians reported having experienced verbal harassment in the last three months.<sup>iii</sup>

The overall spike in inter-community tensions, and antagonistic rhetoric throughout Lebanon in the aftermath of incidents such as army operations and crimes revealed that despite the largely peaceful situation, underlying causes of tensions remain prevalent in the country. Nevertheless, a resilient Lebanese society prevailed and withstood the attempts to foment strife. Local solidarity remains high with 92 percent of people in Lebanon expressing that 'people in this area can be trusted', and 91 percent of Syrians and Lebanese agreeing that Lebanese have been good hosts to displaced Syrians since 2011.<sup>iv</sup> Yet, several instances of inter-community disputes throughout the year are a serious warning to the various stakeholders of the continuous fragility of Lebanon's current stability.

The impact of population pressure on the host community, exacerbating issues faced by Lebanon before the Syrian crisis, remains a key underlying factor of instability.<sup>v</sup> In 56 cadastres the population has doubled in size, leaving the host population as a minority presence within their own administrative units. In a further 84 cadastres, the population has increased between 50 and 100 percent.<sup>vi</sup> While patterns of interaction between Syrians and Lebanese were initially positive, with a majority of displaced Syrians saying that they felt 'welcomed' by the Lebanese when they first arrived, the prolonged socio-economic impact of the crisis on vulnerable communities has contributed to deteriorating this situation.<sup>vii</sup> This is probably best illustrated with the perception of personal security; the vast majority of people report feeling less safe than before the crisis – and as many as 91 percent of Lebanese believe that the presence of

**Main sources of intercommunity tensions - ARK Stabilization Survey 2017**



displaced Syrians poses a security threat to them.<sup>viii</sup> That said, overall levels of safety are high with 78 percent of respondents expressing that their neighbourhood is safe during the night.<sup>ix</sup> Concern has also been raised about access to basic services in areas affected by displacement and about the perceived negative impact that the increasing availability of cheap labour is having on local economies.<sup>x</sup> Finally, given the tendency of Lebanese society to separate along identity lines, there is anxiety that the prolonged presence of displaced Syrians will alter the sectarian balance of the country and cause wider political instability.<sup>xi</sup> The hardening of attitudes is confirmed by interviews with displaced Syrians themselves, many of whom feel isolated or scapegoated, particularly in the North of the country and in the Bekaa where their concentration is greatest.<sup>xii</sup>

The second major challenge to social stability stems from the knock-on effect that population pressure has on the already limited ability of municipalities to provide basic services to host and displaced populations and to manage inter-community relations.<sup>xiii</sup> This is reflected in the lack of access to public services: 58 percent of Lebanese indicated that they have not used any public services in the last three months.<sup>xiv</sup> With more than 1,000 municipalities, 50 municipal unions, and 200 Social Development Centres in Lebanon, local public institutions (working closely with civil society) are at the forefront of efforts to manage community relations. These institutions often command high levels of trust among Lebanese.<sup>2</sup> In fact, municipalities are amongst the most highly rated public institutions in Lebanon, only outshone by the Lebanese Armed Forces (LAF) and the Internal Security Forces (ISF), with 70 percent of people in Lebanon stating that municipal interventions have improved their lives in the last three months.<sup>xv</sup> Moreover, their legitimacy remains strong following the municipal elections held in 2016, making municipalities the only directly elected institutions in the last eight years. However, public trust in municipalities is tried by the increased strain resulting from the crisis, considering that municipalities were already under considerable pressure even before displaced Syrians arrived. 70 percent of municipalities were too small to provide basic services pre-crisis, 57 percent lacked an administrative structure, and 40 percent only had a single employee (often working on a part-time or voluntary basis).<sup>3,xvi</sup> The lack of administrative capacity restricts local authorities' ability to address the deep socio-economic and political ramifications of the crisis, yet the responsibility of handling the massive influx of the displaced was de facto delegated to them. According to recent assessments, infrastructure and security needs have doubled, while municipalities' revenues have declined.<sup>xvii</sup>

(1) Across Lebanon, 30 percent of people believe that the presence of displaced Syrians threatens the sectarian balance in their area. However, in some areas such as Zahle and Saida this figure reached 80 percent of those surveyed – International Alert (2015), Citizen's Perception of Security Threats Stemming from the Syrian Refugee Presence in Lebanon.

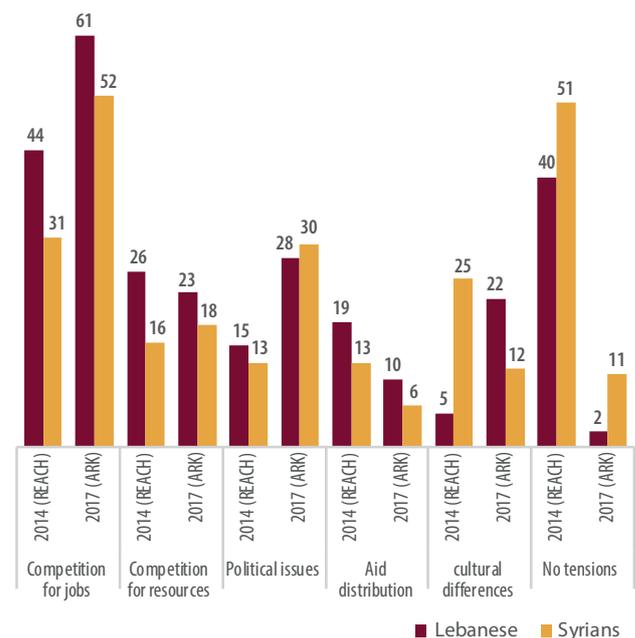
(2) A recent evaluation of threat perception in vulnerable communities found that 'municipalities are increasing viewed as both trusted to take the right action and able to do so' (Aktis Strategy (2016), Additional Analysis Report, Lebanon Host Communities Support Project).

(3) Due to serious budgetary constraints, it was estimated that only 8 percent of municipalities could provide all the core services.

In particular, garbage collection expenditures by municipalities have increased by 40 percent,<sup>xviii</sup> while the near absence of solid waste management facilities has led to an increase in open unsanitary dumping of waste throughout the country, creating a public health and environmental crisis. Estimates indicate that there are nearly 900 open dumpsites scattered throughout Lebanon.<sup>xix</sup> Solid waste is a major issue faced by displaced Syrians living in informal settlements: 32 percent of those living in informal settlements do not benefit from municipal waste collection, generating a high risk to their health as well as that of the surrounding host community.<sup>xx</sup> This massive impact on already weak basic services, natural resources, and the general environment remains a priority concern for local residents,<sup>4</sup> and can in turn generate inter-community issues, such as in the case of the pollution of the Litani River, which is increasingly being reported by municipalities as generating tensions.

A similar situation prevails in Palestinian camps and gatherings, where four out of five residents complain about the consequences of overcrowding on already dire living conditions, and UNRWA reports tensions related to job competition between Palestine Refugees in Lebanon and persons displaced from Syria.<sup>5</sup>

#### Evolution of causes of tensions between communities REACH 2014 & ARK 2017



Another pressing challenge is the need to address the security concerns of residents, particularly of women from both communities.<sup>xxi</sup> For Syrian women, harassment and physical assault is the primary cause of insecurity (Syrian men who experience insecurity primarily face harassment, arrest and community violence).<sup>6</sup> Where

(4) Aktis 2016 Impact evaluation report shows that basic services remains the most important issue in people's lives, ahead of employment or security.

(5) UNRWA (2015), Survey on the Socio-Economic Status of Palestine Refugees in Lebanon, and presentation of findings to LCRP workshop, 2016.

(6) See respectively Aktis Strategy (2016), Impact Evaluation Report, Lebanon Host Communities Support Project, VASYR 2016 preliminary findings on insecurity as well as UNDP (2016), Between Local and Regional Entanglements, the Social Stability Context in Sahel Akkar, on the consequences of harassment of females on social relations.

municipal police forces existed, they tended to be poorly equipped, and lacked a clear mandate or training. In the absence of an effective system of local law enforcement, almost 400 municipalities implement some type of curfew against refugees. Another 80 have been forming groups of young men to carry out security functions, while army raids of informal settlements and mobile checkpoints have also increased. 94 percent of Lebanese believe that some restrictions on foreigners' movements help to keep their areas safe. That said, the majority of municipal leaders would prefer to introduce local police forces as a more effective way to address a perceived increase in security incidents, mediate disputes, and request support to do so.<sup>xxii</sup> Indeed, these would need to be properly selected, trained, and integrated as part of a wider effort to maintain order, collaboration between different security institutions, and community policing.

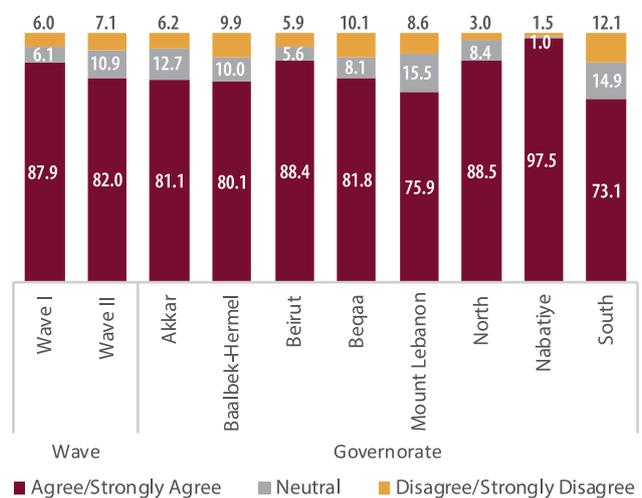
The Syrian crisis has also undermined trust and cohesion at the local level. Recent studies highlight this erosion of the social fabric in the most affected communities, where people across all groups, age and gender felt equally powerless to influence change in their communities, and are increasingly displaying competitive and adversarial attitudes in interpersonal relations – particularly young Lebanese women in deprived area such as Bekaa.<sup>xxiii</sup> This particularly applies to Lebanese and Syrians who live increasingly segregated, especially as a growing proportion of displaced persons de facto limit their movement due to a lack of residency papers.<sup>xxiv</sup> This is worrisome because the stabilization survey consistently shows that inter-community interaction was one of the primary factors improving Lebanese-Syrian relations and decreasing propensity for violence while also improving safety.<sup>xxv</sup> Given Lebanon's complex social fabric, expression of defiance varies across communities. While in some cases such discourse focuses on cultural differences such as different gender roles between communities, tensions also revolve around the general divide between locals and foreigners, even when members of both communities share the same cultural and religious identity. Overall, the stabilization survey demonstrates that tension dynamics vary more by region than by nationality, sect, gender or age. Regarding the sources of tension, competition for lower-skilled jobs constitutes the key driver of inter-community tensions, followed by competition for services and utilities. The political situation regionally and nationally was also cited frequently, and 64 percent of Lebanese respondents worried that the upcoming parliamentary elections will lead to more tensions in their area – reinforcing the need for regular analysis of social dynamics in the coming period.

Finally, the international response to Lebanon must also take into account that its interventions are both

(7) The 2015 OCHA-REACH-UNICEF Vulnerability Assessment Findings show that while Syrians and Lebanese see each other on a daily basis (for 85 percent of hosts respondents, 75 percent of displaced) their social interaction tends to be limited in 90 percent of the cases. Aktis 2016 Impact evaluation report adds that 'The lack of stories reflecting cooperation between refugees and host communities when it comes to service delivery may be signaling an isolation of the refugees within each municipality. This is further reinforced by the growing number of people who reported avoidance instead of cooperation.' UNHCR Participatory Assessments also highlighted an increased feeling of isolation and rejection of the displaced.

shaping social dynamics and are being shaped by them. On the one hand, humanitarian agencies are seen as a stabilizing force, as they provide humanitarian assistance to Syrian communities and increasingly to Lebanese. On the other hand, municipal leaders are frustrated by the fragmentation and duplication of humanitarian assistance within their municipalities, and by their lack of consultation. Certain segments of the host community also resent what they perceive as unbalanced assistance. Worryingly, the percentage of people who felt that international assistance went to the people who most deserve it is decreasing. In fact, the majority of respondents expressed that vulnerable Lebanese have been neglected in the international response. This underlines the importance of more sensitive programming by response partners.<sup>xxvi</sup>

### "Vulnerable Lebanese have been Neglected by International Assistance" (in %) ARK Stabilization Survey 2017



In this respect, it should be noted that the response as a whole has made undeniable progress under the LCRP 2015-2016 to shift its focus towards keeping Lebanon stable. The Stabilization survey found that 'international assistance mitigated the erosion of social stability in the most vulnerable areas': 'families and households in more vulnerable areas were more likely to have received aid or assistance, particularly from international agencies or local NGOs, and more likely to be satisfied with this assistance.'<sup>xxvii</sup> Despite chronic underfunding, the social stability sector played an important role in contributing to stability, with a near doubling of partners implementing dedicated social stability programmes compared to 2014. Reinforcing municipal capacity to mitigate tensions has proven effective, with all municipalities identified as most vulnerable receiving support to identify their priority needs, and nearly 503 projects worth more than US\$32 million implemented to address these. In parallel, 81 municipalities now have self-functioning dialogue and conflict prevention mechanisms<sup>8</sup> to promote dialogue in areas most prone to social tensions. The sector's strong point continues to be youth engagement, with

(8) These conflict mitigation mechanisms are structures meeting on a regular basis to specifically address potential causes of conflict and tensions. They typically tend to be local committees linked to the municipality, but can take different forms and be run or managed by local civil society groups.

166 youth initiatives established so far in 2017. Overall, 28,357 youth participated in social stability initiatives including various trainings, which means that the sector has already reached its target for youth engagement in 2017. Building on the government's youth strategy of 2012 and in anticipation of a forthcoming action plan, the sector is currently conducting an exercise of sharing challenges, best practices and lessons learnt between partners engaging in youth initiatives. This exchange will feed into a strategic discussion of the sector's approach to youth. In parallel, important programmes have been developed from scratch, notably to support the capacity of municipal police forces and the monitoring and analysis of social tensions by district security cells, while partners are also increasingly investing in building the capacity of local civil society to ensure the sustainability of their efforts. All this constitutes a sound basis of capacity and evidence for social stability partners to implement a successful strategy for 2017-2020.

## Overall sector strategy

The overall objective of the Social Stability sector is to mitigate inter-community tensions so that by 2020, peaceful co-existence will have prevailed and mechanisms are in place to prevent conflict. By establishing and empowering local and national mechanisms to address and mitigate existing or emerging drivers of tensions, the sector contributes to resilience building within the host community as well as better governance and longer-term development. The sector's strategy is built on the premise that other sectors' contributions to social stability need to be complemented by a dedicated set of interventions aimed at directly tackling both the causes and the manifestations of social tensions. Given the degree of social disruption produced by the Syrian Crisis and its ensuing impact on the host community, projects that deliver humanitarian assistance or basic services alone will not be enough to maintain social stability. Local institutions, the host community and displaced populations need to receive additional support to sustain the overall peaceful behaviour that has characterized interpersonal relations so far.<sup>9</sup> In particular, municipalities need to be empowered to act as catalysts for a participatory, multi-stakeholder approach to development and stabilization. As such, the social stability sector strategy primarily feeds into the fourth objective of the LCRP 2017-2020 by reinforcing Lebanon's economic, social and environmental stability. Given the sector's strong focus on support to municipalities, it is also contributing directly to the LCRP's third objective of supporting service provision through national systems, and indirectly to the first objective, by creating a favourable environment for the protection of vulnerable groups. In this way, the social stability strategy also serves Lebanon's longer-term development goals by contributing to Sustainable Development Goal 16.<sup>10</sup>

(9) Local institutions primarily include municipalities, Social Development Centres (SDCs), qaimaqams' offices as well as governors' offices where relevant.

(10) SDG 16: "Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels".

The sector defines social stability as a state of inter-group relations at the community level, where sources of tension between groups are addressed and managed through formal institutions or systems to prevent them from resulting into collective violence, human rights abuses, or further loss of opportunities for vulnerable groups. Social stability in Lebanon in the context of the LCRP means supporting municipalities, local institutions and other dispute resolution actors within all communities, so as to prevent social tensions generated or exacerbated by the Syrian Crisis from fuelling conflict between and among the displaced, and /or between the displaced and the host community.

Building upon the preceding analysis, the sector strategy's **theory of change** is as follows:

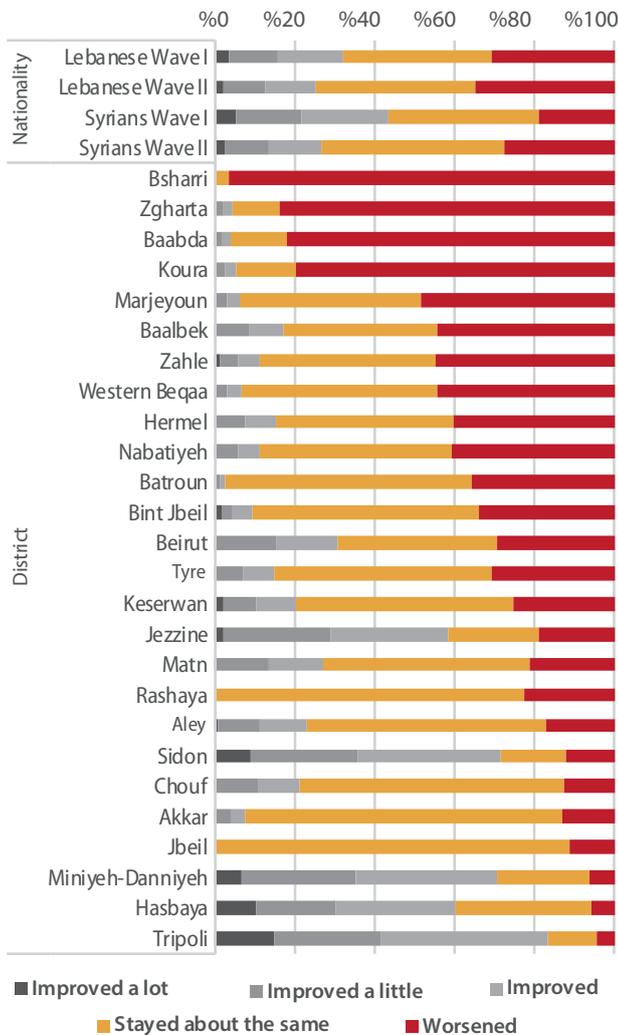
1. If public service delivery is improved based on local participatory processes, then the legitimacy of public institutions, particularly municipalities, is strengthened, and resource pressure is decreased.
2. If local communities, municipalities and national institutions have the capacities to address sources of tensions through dialogue, then these institutions and actors are empowered, and conflict is prevented.
3. If LCRP partners are trained on do-no-harm approaches and provided with early warning information, then partners have the capacity to mainstream sensitivity to the local context throughout the response informing both stabilization and humanitarian interventions.

To achieve these changes, the sector will be guided by a conflict prevention agenda and come from the perspective of viewing municipalities as entry points and catalysts of all its interventions. Effective and sustainable social stability outcomes will also be achieved by strengthening other local institutions and capacities such as Social Development Centres (SDC), public spaces, associations, volunteers, youth, libraries and clubs, as key gateways to reaching the wider community in the most affected areas, as well as their link with the ministries (in particular the Ministry of Interior and the Ministry of Social Affairs). Harnessing and sensitively supporting the resources that currently exist within the communities themselves is a key component of the strategy to preserve social stability. The strategy will include careful conflict-sensitivity mainstreaming in supporting programmes to mitigate tensions, and to increase respect for cultural diversity and non-violent communication.

The sector response plan for 2017-20 builds on the successful scaling up of the sector activities throughout 2015-2016 while also developing and expanding the institution building and early warning elements of its strategy. Working on a four-year timeframe will allow the sector to emphasize the transformative element of its strategy, moving beyond quick impact interventions focused on dispute resolution and perception to also address more structural governance issues and drivers of tensions. Within three years, the sector will aim at significantly improving municipal governance

by strengthening central-local linkages, developing municipal capacities, investing in environmentally-friendly basic services in the most vulnerable areas, supporting the institutionalization of community policing, strengthening civil society capacity to build social stability, and empowering youth.

**Evolution of relations between Lebanese and Syrians in the last three months**



The sector will do so by increasingly ensuring that its efforts to support local authorities are coupled with institution-building efforts to promote decentralization and embed principles of conflict prevention in national systems, guaranteeing the sustainability of its local impact. This will mean, in particular, engaging with the Ministry of Social Affairs (MoSA), the Ministry of Interior and Municipalities (MoIM) and the Ministry of Environment (MoE) in their work with municipalities and other local governance structures, as well as with the Ministry of Information. In 2018, the sector will expand its support to MoIM and the municipal police on the one hand, and improve solid waste management and environmental preservation by municipalities on the other hand to enhance public safety and well-being. Considering that the management of solid waste is one of the primary services entrusted to municipalities and has developed into a complex issue both at the national and

local level, the sector will continue covering municipal solid waste interventions. This will also mean increasing the involvement of the Council for Reconstruction and Development (CDR) as well as of the Ministry of State for Administrative Reform.<sup>11</sup> Efforts of the Social Stability sector are thus in line with key reference governmental documents related to the crisis, i.e. the Government of Lebanon Stabilization Roadmap, the Lebanon Statement of Intent at the London conference and the Vision for Stabilization and Development in Lebanon of the 2017 Brussels conference, which all emphasize the need to support municipalities as the first responders to the crisis.

The sector’s focus lies on **supporting municipalities, national and local institutions** to strengthen their capacity to maintain social stability in their respective communities in three ways. First, it will help local governments to conduct mapping and dialogue exercises to identify key changes, risks, and sources of tensions at the local level, ensuring participation of different age and gender groups as well as inclusion of persons with special needs to respond to the diversity of needs within the local community. The mapping of risks and resources (MRR) and other similar participatory processes that actively involve community stakeholders with the guidance of MOSA are indispensable both for identifying actual community priorities and for strengthening the links between municipalities and the people they serve. Special efforts will continue to be made to involve women and youth in these consultations given that they tend to be underrepresented at the institutional level. Second, municipalities will also receive additional training and staffing to support core functions such as strategic planning, environmental management, community engagement and conflict prevention. SDCs will be strengthened through trainings and staff support to deliver important social and medical services to the local community. This will empower them to play a crucial role in reducing competition for resources, absorbing local tensions and rebalancing assistance towards vulnerable Lebanese. The development of embedded capacity is essential to ensure the long-term impact of the social stability sector. Recent analysis has also demonstrated that residents’ trust in their local authorities is a key component of social stability.<sup>12</sup>

Third, social stability partners will boost service delivery at the municipal level to alleviate resource pressure and competition while also building public confidence that local officials are able to respond to their needs.<sup>13</sup> This will require enhancing meaningful access to services and ensuring that the diversity of needs is reflected in the selection of priority project interventions. In this way, the sector will directly feed into the LCPR’s fourth impact, ensuring that vulnerable populations have equitable

(11) The CDR is leading on the installation and operation big solid waste recycling facilities, while OMSAR has provided Solid Waste treatment facilities to the rural areas and undertaken an extensive training for various municipalities.  
 (12) The 2016 AKTIS report found that ‘improving awareness and communication around service delivery is key to changing people’s perceptions about the legitimacy of the municipality and [about] social stability’ (AKTIS 2016, 9).  
 (13) When asked about their priorities, ‘improving communication with the community’ and the ‘sustained wish by the community to be further included in decision making’ were, together, often more important to residents than the expansion of services (AKTIS 2016).

access to basic services (health, education, water, energy, solid waste, shelter and social protection) through national (public and private) systems. Given the large number of municipalities in Lebanon and their limited resources, such activities will also target as a priority the level of clusters and Unions of Municipality to facilitate economies of scale and planning of larger interventions. However, partners will need to do so while also maintaining the necessary flexibility and proactiveness to be able to deliver such projects in response to deteriorating situations (such as tensions related to shortages of water, increase in pollution of the Litani River, etc) in specific locations. Support to municipal services will include a focus on integrated solid waste management practices by municipalities, but also rehabilitation of unsanitary and/or illegal dumpsites wherever alternative options for environmentally-sound waste management are available. It will also include the training of municipalities and Unions on the Practical Guide to Municipalities to enhance Environmental Management developed by MoE. MoE training needs assessment conducted this year identified municipal police, council members and engineers as the main targets of this training. In urban areas as well as in Palestinian gatherings, social stability partners will join efforts of other sectors to focus on specific neighbourhoods in which the highest degrees of deprivation are concentrated.

This support to local level institutions will be linked with increased support to key ministries' local crisis response capacities.<sup>14</sup> In this vein, ministries will be supported to strengthen their information collection and analysis capacity, develop adequate guidelines and policies to guide and support the work of local institutions and initiate, in pilot locations, field level implementation. This will primarily require enhancing the cooperation with MoM to enable the line ministry for municipalities to effectively support and manage their work in coping with the crisis. This will include developing MoM's early warning capacity in coordination with MOSA and its regional coordinators as well as strengthening the role of district security cells to collect and analyse social stability information and reports from municipalities. In addition, the Social Stability sector will support municipalities by providing training and resources to local police forces. Given that they are often the first responders to community issues, it is imperative that officers are able to act in a way that is sensitive to the needs of all communities, age and gender groups. As part of this initiative, MoM has undertaken extensive consultations to develop new standards and codes of conduct that enjoy the support of mayors, civil society, community representatives and municipal police themselves. Partners will also support MoSA's collaboration with local institutions and SDCs important role in furnishing community solidarity through the provision of social services including childcare and activities for the elderly.

The second pillar of the social stability strategy focuses on **strengthening local and municipal dialogue**

**mechanisms and initiatives** that improve community relations, mediate disputes and debunk misconceptions. To address the tensions described above, recent assessments show that residents themselves are keen to have better communication channels, not only between citizens and municipalities,<sup>xxviii</sup> but also between communities.<sup>xxix</sup> This willingness to reach out to others is encouraging and should be strengthened, with a particular focus on youth, as the group showing the greatest readiness for dialogue. This element constitutes the most transformative component of the strategy, as it aims at turning the crisis into an opportunity for improving local governance and addressing structural causes of tensions in Lebanon. By involving a multitude of local spaces (schools, community centres, SDCs, PHCCs, etc.) and actors (CSO, religious leaders, local media, think tanks), these dialogue initiatives not only create an inclusive infrastructure for peace, but also pave the way for municipalities to lead on local economic development. On the other hand, if no initiatives to improve community relations are put in place, the potential for tensions to escalate are significant, particularly as rumours are easily spread by media channels and proliferate through social media such as Facebook and Twitter. For this reason, training journalists and media students and engaging national, local and social media in defusing tensions through objective and balanced reporting is a key element of the sector's strategy.

Focusing on localities where social tensions are high, partners with a longstanding presence in Lebanon and proven experience in conflict prevention programming will therefore continue to support local dialogue committees. These committees bring together community members, local authorities and civil society with different community, gender and age groups, to resolve disputes and share their concerns.<sup>15</sup> Given the grievances of the host community, and the isolation of displaced Syrians, these mechanisms are an effective way of containing and ideally resolving tensions. They also enable people to play a positive role in their community.

By meeting regularly and promoting dialogue, these committees are able to foster local trust and solidarity, increase the outreach of municipalities, analyse drivers of tensions between and within local communities, identify risks of violence, discuss shared concerns, propose solutions, and alert authorities when needed. As nearly 100 municipalities are now targeted by such community dialogue programmes, the focus of the sector for the next phase of the LCRP will be to ensure that these structures and initiatives are increasingly linked to existing institutions and systems such as municipalities, SDCs and local civil society organizations so as to complement rather than duplicate formal structures and arrangements. In this way, the sector will build the capacities of local systems to address structural causes of conflict beyond the crisis timeframe thereby sustainably strengthening social stability in Lebanon.

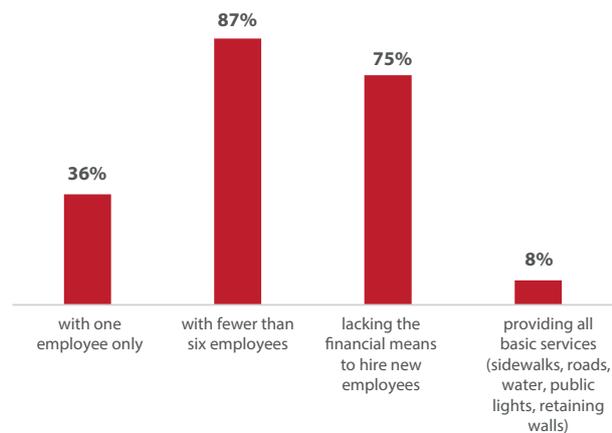
(14) This specifically includes the Ministries of Social Affairs, Interior and Municipalities, Environment, the Presidency of the Council of Ministers.

(15) The 2013 Lebanon Roadmap states that 'special attention will go to the establishment of local level peace building mechanisms to mitigate tensions developed in conflict-prone areas hosting Syrian refugees.'

This will require enabling civil society organizations to take charge of such processes – particularly women’s rights groups and organizations that are well established at the community level. Considering that many local divisions reflect national issues, this will also need to take place at the national level, both by monitoring and encouraging media institutions to engage in responsible and impartial reporting,<sup>16</sup> and by fostering national dialogue on key social stability issues.

These efforts will include specific programmes targeting **youth**, who are particularly vulnerable to social marginalization and violence, but also show the most interest in dialogue. Surveys reveal that the youth are perceived both as the social group most prone to violence, but also as most invested in positive social change. While 54 percent of survey respondents worried that the youth are attracted to violence, 89 percent expressed that the youth in their area really cared about making it a better place to live. A 2016 study found that young and poor men were most concerned about economic competition with Syrian displaced. More than 500,000 youth in Lebanon are estimated to be ‘at risk’, most of whom live in already vulnerable areas where livelihoods opportunities are limited, and where there is a significant risk of such youth being attracted to harmful practices. Indeed, field partners are increasingly concerned about drug abuse among youth as a growing problem. Building on their capacities for peace and positive community change, the sector will create opportunities for participation and empowerment of Lebanese and non-Lebanese youth encouraging healthy lifestyles and active engagement in their communities. By participating in sports clubs, media activities, community service initiatives and cultural programmes amongst others, young women and men will build important social networks and friendships while also contributing positively to their communities. Social stability partners will also provide diverse training initiatives to enable vulnerable youth to enhance their life and leadership skills as well as their dispute resolution capacities. The sector will focus on implementing structured youth initiatives<sup>17</sup> in the most vulnerable localities over the next four years to harvest the positive potential of youth to contribute to the development of their communities and become partners in bridging community divisions. While Lebanese youth will be the primary beneficiary of activities aimed at fostering civic engagement, in line with the National Youth Policy but also MOSA National Volunteer Service Programme, many of these initiatives will involve male and female youth volunteers<sup>18</sup> from all communities to promote dialogue and address misperceptions.

### Structural constraints of Municipalities (LCPS) % of total number of municipalities (1108)



Last but not least, the sector will aim at **supporting LCRP partners’ contribution to social stability** so as to maximize their positive impact on social stability and minimize some of the adverse consequences of current interventions highlighted above. First, the sector will continue to provide intellectual leadership, analysis, and monitoring of social stability dynamics and inter-community tensions. In a context where political tensions remain high, the sector will take responsibility of setting up a more integrated early warning system, pulling together different information sources and conducting regular perception surveys to monitor stability in Lebanon, and anticipate and prevent escalation of tensions. Second, the sector will continue to provide conflict sensitivity training to other partners and sectors so that they are able to incorporate the findings of this analysis into their programmes.



Rehabilitation of an Orphanage, Zahle. Photo credit: UNDP, Rana Sweidan, 23/11/16

(16) In 2013, 34 Lebanese media outlets (newspaper, radio and TV stations) signed the Journalist Pact for Civil Peace in Lebanon. Social stability partners are monitoring the implementation of the pact by these outlets and organizing regular sessions between them.

(17) Youth Initiatives are understood here as a set of activities (trainings, recreational/sport activities, or community campaign) implemented over time with the same group of youth to sustain their local engagement rather than isolated, one-off initiatives.

(18) Understood here strictly as unpaid volunteers, and not involved for political mobilization aims.

## 2.2. Sector Outcomes, Outputs and Indicators

The sector's overarching aim is to ensure that the impact of the crisis at the local level does not result in instability. The sector is therefore working on building local capacity to prevent conflict, but also on ensuring that conditions are in place to respect human rights and the rule of law. The sector's objective remains to promote social stability by strengthening municipalities, communities, systems, and institutions' ability to address potential sources of tensions, and ensuring early warning within the response. The overall impact of the sector will therefore be measured in light of the level of tensions and the occurrence of incidents in targeted localities, as well as the extent to which disputes have been addressed in targeted municipalities.

### Outcome 1- Strengthen municipalities, national and local institutions' ability to alleviate resource pressure

Contributes to the third (access to basic services) and fifth (social stability strengthened) impacts of the LCRP. This outcome represents the bulk (80 percent) of the appeal of the sector given its strong focus on investments in municipal and local services.

#### Output 1.1 – Increased Municipal Services based on participatory processes delivered

Partners will implement community support and basic services projects (e.g. water, rehabilitation of public spaces, public facilities, roads) with the municipality and based on participatory processes to alleviate tensions and to bolster the capacity and legitimacy of local institutions.<sup>19</sup>

#### Output 1.2 - Integrated solid waste management services provided

This output will include activities related to solid waste management. Whenever possible, the full cycle of waste management will be taken into consideration when assistance is provided to municipalities, to ensure that sustainable and feasible solutions are in line with national decisions on solid waste. This also means that assistance should not be limited to sorting of waste or the provision of equipment, but will also need to involve the following: constructing facilities that would treat recycled material, build regional level facilities incorporating unions of municipalities, operational capacity support for municipalities to run facilities as well as awareness raising and other types of support.

#### Output 1.3 - National government institutions' capacity to support local crisis response strengthened

This output reflects the increased priority given to decentralization and institution building, tapping into the progress achieved by central government institutions at the local level. This will mean helping MoIM, MoSA

(19) Partners solely engaged in project implementation are supporting service delivery rather than social stability and should therefore do so directly under the relevant sectors.

and MoE to support relevant institutions' responses at the local level: municipal planning and service provision (including solid waste and environmental protection), governors' offices and their units working on social stability (notably local security cells and disaster risk management units, which need to take into account the social reality of the Syrian crisis to perform adequately in case of disasters).

#### Output 1.4 – Municipal police capacity to ensure community security strengthened

Training municipal police forces and ensuring that they have the necessary resources to perform their functions is key to ensure local security. Piloting community policing in key municipalities in line with MOIM codes of conduct and establishing the related management systems will not only prevent alternative security arrangements from taking hold, but support the institutionalization of a new approach in Lebanon.

### Outcome 2 - Strengthen municipal and local community capacity to foster dialogue and address sources of tensions

Contributes to the fifth impact statement of the LCRP (social stability strengthened).

#### Output 2.1 – Capacity development support provided to municipalities and local actors for dialogue and conflict prevention

This output aims at strengthening local capacities for tension prevention, regrouping activities to set up local community initiatives fully coordinated with the local authorities and focused on conflict prevention and dispute resolution, and support to civil society institutions' contribution to local and national dialogue initiatives. Partners will work both at the local and national level to strengthen local civil society (through organizational support and capacity building), and with media institutions<sup>20</sup> to promote responsible and objective reporting.

#### Output 2.2. - Youth enabled to positively engage and participate in their communities

This output reflects the dedicated focus of the sector on youth, both to harvest their positive contribution to social stability but also to prevent their marginalization in the community. By engaging youth in activities which benefit the community while enhancing their skills, their communal belonging and role will be strengthened. Even though focus on 'youth at risk' will tend to target primarily young men, other peacebuilding initiatives will ensure meaningful participation of all gender groups.

#### Output 2.3. - National, local, and social media engaged in defusing tensions

Reflects the positive role media can play in preventing violence, if balanced and objective reporting is

(20) Supporting the implementation of the 2013 Journalists' pact for strengthening civil peace in Lebanon, which promotes objective, positive reporting and monitoring media who committed to do so.

## Total sector needs and targets 2018

Population Cohort	Total Population in Need	Targeted Population	No. of Female	No. of Male	No. of Children (0-17)	No. of Adolescent (10-17)	No. of Youth (18-24)
Lebanese	1,500,000	1,005,000					
Displaced Syrians	1,500,000	942,337					
Palestine Refugees from Syria	31,502	31,502					
Palestine Refugees in Lebanon	27,7985	257,460					
<b>GRAND TOTAL</b>	<b>3,309,487</b>	<b>2,236,299</b>					

Type of Institutions	Total	Targeted
Municipalities	over 1000	244 municipalities and 46 Unions
Hospitals		
Schools		
Water Establishments		
Social Development Centers	220	66
Central Ministries		6- MoSA, MoIM, PCM, MoE, CDR, OMSAR
Governors Office	7	7
District/Qaemaqam Offices	26	26
Security Forces		ISF and LAF

promoted, and will support recent efforts of the Ministry of Information in that regard. Making media engagement a distinct output is particularly relevant given the media's influence on public perceptions of the impact of the Syrian Crisis especially in the context of the upcoming election.

### Outcome 3: Enhance the LCRP's capacities on early warning and conflict sensitive programming

Contributes to the fifth impact statement of the LCRP (social stability strengthened).

#### Output 3.1 - LCRP partners trained and provided with early warning analysis to enhance conflict sensitivity and prevention across LCRP programmes

This output reflects the sector's efforts to inform the response with early warning analysis as well as dedicated training to ensure do-no-harm. The sector has enhanced its analysis capacities in 2017 by triangulating multiple qualitative and quantitative data sources including quarterly perception surveys on social tensions and local tension mapping through the social stability working group. By tracking stability trends and building response structures with local governments, incidents can be prevented through coordinated, context sensitive engagement. Social stability partners are also collaborating more closely with other sectors to anchor a social stability perspective in their work.

### 2.3. Identification of sector needs and targets at the individual/HH, institutional and geographical level<sup>21</sup>.

Social stability interventions typically target institutions and communities in vulnerable areas, rather than individuals, with the ultimate goal of improving the lives of people in Lebanon. The basis for targeting is threefold. First, targeting prioritizes the localities most impacted by the crisis and most vulnerable to the risks of social tensions. The Inter-Agency Vulnerability Map will remain a key reference for the sector to identify cadastres where Syrians and vulnerable Lebanese are concentrated, and where the ratio of displaced to host population is the highest. 251 cadastres are currently identified, pending an update of the map as new data becomes available.<sup>22</sup> It is understood that all the population residing in these 251 cadastres, or over 2.2 million Lebanese, Syrian and Palestine Refugees will benefit. The 244 municipalities and 33 main unions in these vulnerable cadastres will be the priority targets of the sector. This approach is supported by the Stabilization Survey which validates the Inter-Agency Map of the most vulnerable localities in Lebanon as a good indicator for peoples' vulnerability and exposure to violence: 'Poor social and other outcomes such as greater poverty and inequality, lesser perception of safety, more barriers to service provision

(21) This can include Governorates, Districts, Cadasters, villages ...etc.

(22) A Rapid Poverty Assessment is currently underway, implemented by MOSA, UNDP, UNICEF and WFP. Results will become available by year end, upon which the mapping of vulnerable cadasters will be updated.

and greater exposure to violence, were more likely to be observed in those areas designated as vulnerable'.<sup>xxx</sup>

Second, to ensure that the sector delivers impact at scale and equivalent treatment of geographically and socially interconnected places, targeting will also increasingly apply a 'cluster approach'. The rationale of a cluster approach is that geographically linked areas which share common problems and a willingness to address them jointly should be targeted through shared projects by social stability partners. In fact, to develop sustainable solutions to their problems and ensure economies of scale, a cluster approach which engages surrounding municipalities is often indispensable. This is also confirmed by the stabilization survey, which demonstrated that the positive effects of intervention are in the aggregate, and that geographic targeting of assistance to the most-vulnerable areas is critical to maximize the impact of social stability programming.<sup>xxxi</sup>

Third, given that vulnerability is only one of several conditions which foster inter-community tension, strategic interventions designed to prevent conflict will target particularly tense areas, even if not included in the vulnerability map. These interventions will be based on comprehensive analysis triangulating existing quantitative and qualitative data sources. The stabilization analysis confirms a systemic and multi-layered concept of social stability in Lebanon where tensions are the culmination of multiple, intersecting drivers and inter-community resilience is strengthened through comprehensive, inter-sectorial support. Targeting will be preventive rather than reactive; it will be driven by analysis, not by incidents based on the premise that programming after an incident has already occurred runs the risk of exacerbating tensions, especially if it is not well coordinated. Conflict sensitivity is the guiding principle of such interventions, which will be comprehensive, combining municipal support projects with dedicated initiatives geared towards fostering conflict prevention and community dialogue.

To better unpack inter-community tensions in Lebanon in the context of the current crisis and track them over time, the sector is conducting quarterly national perception surveys. The surveys and subsequent analysis also supply important baselines for key indicators to measure the impact of LCRP programming in general, and of the social stability sector in particular, on Lebanon's social stability landscape. This data in conjunction with the early warning and incident tracking<sup>xxxi</sup> information collected from partners, ministries and municipalities themselves are crucial for the sector to both refine this targeting and possibly add new locations, considering that deprivation does not automatically lead to risk of instability and that there are other drivers of tensions to take into consideration. While tangible projects aiming at alleviating resource pressure and reducing tensions should be implemented in all cadastres, capacity support to municipalities needs to be further prioritized, as engaging nearly 300 municipalities and local institutions in a local governance support programme within a year

would not be feasible. Yet, within a four-year timeframe, the sector will aim at gradually increasing its presence and coverage, building on its capacity developed over the past four years.

Projects involving youth community initiatives and civil society should ideally be conducted in all vulnerable localities, while dispute-resolution and conflict-prevention mechanisms will be prioritized in areas where social tensions are high, identified by tension mapping task forces now operational in each region of the country.

## Mainstreaming of Conflict Sensitivity, Gender, Youth, Protection and Environment.

**Conflict sensitivity:** Conflict sensitivity is core to the sector strategy, which is based on participatory, conflict-sensitive processes to guide interventions tailored to the local context – interventions outlined above will vary according to locations, particularly when it comes to bringing different communities together, which might need to be sequenced differently depending on the history of particular localities.

**Protection, Gender, People with Specific Needs:** By reducing the impact of tensions and the risk of violence, the Social Stability sector fosters a positive protection environment for displaced and vulnerable persons, and works closely with protection partners to consolidate these achievements. The sector is striving to ensure inclusion and meaningful participation of different groups in the different forum and dialogue spaces it establishes. Ensuring active participation of women, who are traditionally marginalized from local decision-making processes, is key to the success of the sector. This is particularly the case for interventions targeting municipal and community structures, which are traditionally dominated by men. So far, partners have managed to ensure that at least 30 percent of participants to the various dialogue fora it establishes are women (reaching over 60 percent for youth initiatives), and will build on these efforts to strive towards a 50 percent target in the time-span of the current plan. Tensions can also have an important gender dimension (especially in terms of perception of safety, relationships with security forces, inter-community contact, etc.) which needs to be part of any analysis of social stability partners. Gender mainstreaming is systematically integrated into partners' interventions such as participatory planning and conflict analysis, or human rights training for security forces.

**Youth:** the same principle of facilitating meaningful access to marginalized groups also applies to the work of the sector with youth. As detailed above, the sector will complement this mainstreaming of youth throughout its interventions by dedicated groups for interventions targeting youth.

Representatives of persons with special needs will also be included in participatory planning mechanisms – the sector will aim to reach a 10 percent target across its different activities. In addition, accessibility should be given consideration in everything from the participatory planning mechanisms to the execution of such projects as public infrastructure and recreational/sports facilities.

The sector will also look at the qualitative results of meaningful participation, by tracking how many of the projects and interventions identified are actually addressing the specific needs of women, youth or persons with special needs to ensure that consultations are reflected in decision-making.

**Environment:** As the Social Stability sector will now cover solid waste activities, environmental concerns will be thoroughly integrated into the sector's interventions, notably due to an increasing presence of the Ministry of Environment in the sector. This is particularly the case for the capacity support provided to municipalities, which need to be able to take environmental safeguards into account when planning for service delivery. Training, guidelines and capacity support will be provided to ensure that municipalities are able to implement these safeguards themselves. In addition, tensions and pressure over natural resources such as land occupation and water are also common, and will need to be mediated and addressed through the sector activities.

## Inter-sector linkages

**Protection:** Over the past years the Social Stability sector has established a strong, efficient link with the Protection sector. This ensures the complementarity of community interventions and shares responsibility in the design, planning and implementation of activities. Protection partners' work with the displaced and the host community, including on community-based protection, provides easy entry points for social stability partners in need of facilitating cross-community contact, and vice-versa – protection and social stability are therefore providing leadership within the response on establishing and managing community groups to gather information or feedback on project implementation.

In addition to ensuring that work to defuse misperception is conducted jointly, another point of linkage between the two sectors is around early warning, by conducting joint analysis of community dynamics, and regularly exchanging information and data.

In 2017, the Social Stability and Protection sectors further deepened their collaboration through more systematic data sharing and analysis on early warning as well as joint mapping of conflict mitigation and protection committees to create more synergies between these two mechanisms to promote the objectives of both sectors.

**Education:** The Social Stability and Education sectors have also established a link in the area of peace education. Activities related to peace education in the formal education system which were previously implemented in the Social Stability sector will be hosted

by the Education sector to ensure coherence.

**Shelter:** In 2016, the Social Stability sector developed and enhanced its link with shelter partners, particularly on providing input into guidelines for neighbourhood upgrading. This collaboration on urban interventions in areas facing steep 'densification' will continue over the next four years, with social stability supporting the coordination of interventions related to public spaces with municipalities, while shelter covers other rehabilitation work to implement comprehensive, multi-sectoral interventions that are needed to avoid spill-over effects of tensions. Social stability and shelter partners offer the right combination of technical and general skills to be effectively able to support local urban institutions.

**Water:** the sectors will continue maintaining close links on service delivery. Ad hoc specific meetings on solid waste will be organized to ensure proper follow up, especially when coordinating solid waste activities in informal settlements. For other relevant service-related projects implemented by social stability partners, the water sector will be proactively consulted to ensure that social stability interventions are complementing and filling the gaps of water sector interventions. In addition, the Social Stability sector will support water partners in incorporating criteria related to social tension in the prioritization of their interventions.

**Health:** A particular focus will be put on strengthening existing linkages with the Health sector to promote youth health and well-being and prevent harmful and risky behaviours. More specifically, social stability partners have regularly flagged drug abuse among youth as a threat to community stability and will thus work with health partners to enhance prevention, treatment and awareness raising efforts.

**Other sectors:** More generally, the sector will maintain close links with other sectors working on service delivery and infrastructure (education, health, livelihoods, food security and particularly energy and water) to ensure that social stability basic services projects fill critical gaps not covered by other sectors. Projects implemented by the Social Stability sector will follow the technical criteria and national standards of relevant sectors. Social stability partners will continue to facilitate access to local institutions and municipalities for other sectors, as well as provide other sectors with the outcomes of participatory processes conducted at the municipal level to inform their targeting of interventions. Finally, the sector is also supporting other sectors such as food security to track and analyse the impact of their assistance on social tensions.

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- xxv. ARK (2017) Stabilization Monitoring Survey
- xxvi. OXFAM (2016), Local Governance under Pressure.
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## Sector Logframe

## Outcome 1: Strengthen municipalities, national and local institutions' ability to alleviate resource pressure

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of people living in vulnerable areas reporting positive impact of municipalities on their lives	This indicator measures the legitimacy and effectiveness of municipal institutions through the perceptions of affected communities	Stabilization Survey	Percentage	Quarterly

Baseline May 2017	Target 2018	Target 2019	Target 2020
Leb 64%	70%	75%	80%
Syr 45%	50%	60%	70%

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of people living in vulnerable areas reporting competition for MUNICIPAL AND SOCIAL services and utilities as source of tension	This indicator measures how prominently 'competition for municipal and social services and utilities' feature as a source of tensions	Stabilization Survey	Percentage	Quarterly

Baseline Sep 2017	Target 2018	Target 2019	Target 2020
Leb 34%	25%	20%	15%
Syr 22%	20%	15%	10%

Indicator 3	Description	Means of Verification	Unit	Frequency
Percentage of people living in vulnerable areas who feel that they can voice concern with authorities in case of dissatisfaction	the indicator measures accountability of local authorities	Stabilization survey	Percentage	Quarterly

Baseline Sep 2017	Target 2018	Target 2019	Target 2020
Leb 51%	60%	66%	70%
Syr 29%	35%	40%	50%

Indicator 4	Description	Means of Verification	Unit	Frequency
Percentage of Waste Diversion rate		Partners reporting and estimation of total solid waste generation in areas of interventions	Percentage	Quarterly

Baseline	Target 2018	Target 2019	Target 2020
0-10%			10-25%

## Outcome 2: Strengthen municipal and local community capacity to foster dialogue and address sources of tensions and conflicts

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of people living in vulnerable areas able to identify conflict resolution mechanisms/actors in their community they would turn to	The indicator measures whether a conflict resolution infrastructure exists at the local level through formal and informal institutions that local communities feel comfortable to turn to for dispute resolution as per the perceptions of affected communities	Stabilization Survey. Baseline: People identify at least one community institution/actor they would turn to in case of dispute. Baseline (religious authorities + municipal authorities + municipal police + community elders)	Percentage	Quarterly

Baseline Sep 2017	Target 2018	Target 2020
Leb 20%	25%	33%
Syr 21%	25%	33%

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of people living in vulnerable areas identifying factors that could improve inter-community relationships	The indicator measures the percentage of people who identify 'factors of peace' that could help to improve relationships between Syrians and Lebanese thereby evincing a mindset geared towards cooperation and dialogue	Stabilization Survey. Baseline: %54,2 (i.e. the percentage of people who did not say 'nothing helps to improve relations')	Percentage	Quarterly

Baseline Sep 2017	Target 2018	Target 2020
Leb 49%	60%	66%
Syr 79%	85%	90%

Indicator 3	Description	Means of Verification	Unit	Frequency
of people displaying propensity for violent conflict resolution	The indicators measure propensity for violence (but also for peaceful conflict resolution) using a combination of indicators.	Stabilization survey	Percentage	Quarterly

Baseline Sep 2017	Target 2018	Target 2020
Leb 53%	45%	33%
Syr 31%	25%	20%

## Outcome 3: Enhance LCRP capacities on early warning and conflict sensitivity

Indicator 1	Description	Means of Verification	Unit	Frequency
Proportion of LCRP partner informed on stability risks & trends and able to integrate conflict sensitivity in their programming	Percentage of partners reporting reading and using conflict analysis material	Survey of Social Stability Partners <a href="https://docs.google.com/forms/d/1xCS5JaSlpJ8WICQw7loYADwdvv-IQxP_rhiLQKTNNx0/edit#responses">https://docs.google.com/forms/d/1xCS5JaSlpJ8WICQw7loYADwdvv-IQxP_rhiLQKTNNx0/edit#responses</a> (Q5 part 3)	Percentage	Three times a year

Baseline	Target 2018	Target 2020
75%	80%	90%

Indicator 2	Description	Means of Verification	Unit	Frequency
Number of LCRP sectors taking steps to include social stability consideration in their work	LCRP sectors (10 in total) that take steps/initiative to integrate social stability consideration in their work - i.e. by including specific activities related to tensions in their strategy or in the approach (targetting, training, SoPs, M&E framework etc...).	Sectors strategies and documents published on the interagency portal	Number	Yearly

Baseline	Target 2018	Target 2019	Target 2020
1 (FSS)	3	6	9





# WATER SECTOR

## PEOPLE IN NEED



## PEOPLE TARGETED



## REQUIREMENTS(US\$)



## PARTNERS



## GENDER MARKER



## CONTACTS

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## SECTOR OUTCOMES

**Outcome #1**  **\$250 m**

More vulnerable people in Lebanon are using safely managed drinking water and sanitation services whilst reducing health and environmental risks and improving water quality by increasing the proportion of wastewater that is safely treated.

### Indicators

Percentage increase in proportion of population using safely managed drinking water services.

Percentage increase of boys, girls, women and men with appropriate hygiene knowledge, attitudes and practices.

Percentage increase in proportion of wastewater safely treated.

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	51% Female 	49% Male 
 Lebanese	2,582,427	800,000	408,000	392,000
 Displaced Syrians	960,000	610,000	311,100	298,900
 Palestine Refugees from Syria	20,161	19,000	9,690	9,310
 Palestine Refugees in Lebanon	177,910	150,000	76,500	73,500

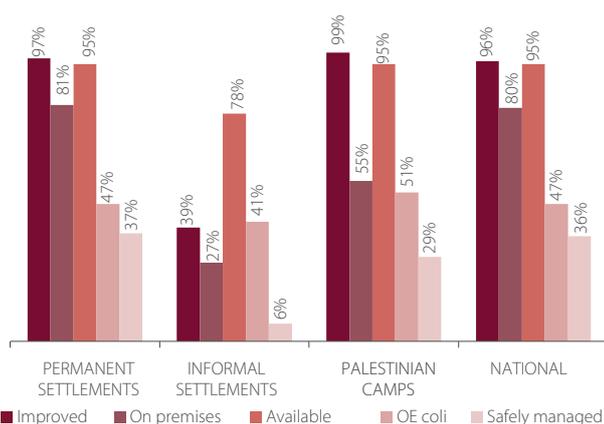
## Situation analysis and context

### Overview

The water sector is unable to meet all the needs of the Lebanese and Palestinian populations in addition to the 1,500,000 displaced persons from Syria.<sup>1</sup> After six years of bearing the unparalleled impact of the Syrian crisis, preceded by decades of under-investment and civil war, Lebanon's water and wastewater service systems are in a state of severe disrepair.

The pre-crisis level of service for wastewater management was dismal; only 8 percent of all water consumed was treated before reaching the environment, well below the Middle East and North Africa (MENA) regional average of 32 percent.<sup>1</sup> A more recent study has highlighted that only 3 percent of all Lebanon's sewage receives secondary (biological) treatment before finding its way into the local environment, including groundwater, streams and the coastline.<sup>ii</sup>

Before the Syrian crisis, surface water resources were already largely exploited, groundwater resources were stressed mainly through private wells and over 50 percent of networks were past their useful life, leading to unaccounted-for water levels 13 percent higher than world average.<sup>2</sup> The agriculture sector is a particularly important stressor, as it accounts for 61 percent of total demand and is marked by outdated practices and inefficient systems.<sup>i</sup> Efforts to improve this situation by reducing system losses, to more efficiently meet the demands of the Lebanese population, have been overshadowed by an almost 30 percent increase in the total population due to the crisis. At present only 36 percent of this population, irrespective of nationality, is using safely managed drinking water services.<sup>iii</sup>



Percentage of Population in Lebanon using safely managed water disaggregated by settlement (baseline for SDG 6.1 at a national level for Lebanon). The results clearly demonstrate that although Lebanon has a high proportion (96%) of households accessing an improved water supply (except IS), and that supply is generally accessible (80%) and available (95%), the high faecal contamination levels (47%) make the water unsafe to drink and therefore compromise accessibility to safely managed drinking water supply. - WHO/UNICEF (2016), Joint Monitoring Program Lebanon water quality survey.

(1) Lebanon's 2011 population growth was assessed by the World Bank at a 1 percent annual rate. From 2011 to 2016 Lebanon has experienced the equivalent of an annual population growth rate of 6 percent <http://data.un.org/CountryProfile.aspx?crName=LEBANON>. The Government of Lebanon estimates that between 2011 and 2015, the number of people inside Lebanon grew by 30 percent.

(2) Unaccounted-for water (UFW) represents the difference between "net production" (the volume of water delivered into a network) and "consumption" (the volume of water that can be accounted for by legitimate consumption, whether metered or not). Lebanon's national average was 48 percent against world average of 35 percent. Ministry of Energy and Water (MoEW), National Water Sector Strategy (NWSS), 2010, (Resolution No.2, date 09/03/2012).

In 2010, the government developed a national water sector strategy including an investment plan and strategic roadmap that set out necessary initiatives to improve the management of the sector, enhance the enabling environment and bring services to acceptable levels for a growing Lebanese population. Unfortunately, in the wake of the crisis, the focus necessarily switched from systems upgrading to addressing the emergency needs of the displaced persons and host communities.

Since 2013, after a large influx of refugees, successive water sector response plans have aimed to: avert WASH related disease outbreak, relieve degrading living conditions, mitigate the negative impact on the environmental, alleviate social tensions and support livelihoods of the affected population.

Supporting the most vulnerable who have no, or limited, access to basic water supply and sanitation continues to be a daily and costly challenge. An unintended side effect is the encouragement of more expensive parallel markets as opposed to supporting the cheaper public service systems. More critically, 61 percent of the 272,000 people residing in informal settlements still rely on trucked water that is unregulated and often from illegal sources, while the rest meet needs from unsafe wells or illegal network tapping.<sup>3</sup> This activity has cost the humanitarian response in the last 12 months an estimated \$17 million.<sup>4</sup> Wastewater is collected in informal settlements primarily in holding tanks and cesspits which require frequent desludging and trucking to the very limited facilities that can process it; as highlighted above, most of this will not be treated, adding to the health and environment risks in the country. 71 percent of people in informal settlements require regular desludging, which has cost approximately \$8.6 million in 12 months.<sup>5</sup>

As a consequence of dwindling family resources, the demand for humanitarian services continues to grow each year.<sup>6</sup> The poorest families that can no longer afford rent are moving into informal settlements which in turn increases the demand and the number of locations requiring support. The number of settlements has risen from 3,207 in 2015 to 4,881 in 2017, a 52 percent increase in the number of sites. This corresponds to a 45 percent increase in population over the same period.<sup>iv</sup>

Needs are also particularly acute in poor urban areas where 12 percent of displaced Syrians live in non-residential buildings, such as worksites, garages and shops, which are overcrowded and lack basic water and sanitation services.<sup>v</sup> 23 percent of displaced Syrians living in non-residential buildings reported not having enough water compared to 20 percent in informal settlements

(3) There are 253,418 individuals living in informal settlements (active and <4 tents) in addition to 18,582 individuals who reside in small shelter buildings in these informal settlements. Percentage of people relying on trucking is based on data collected in IAMP 43 (September 2017).

(4) Costing figures are extrapolated from UNICEF expenditure data.

(5) Percentage of people relying on desludging service is based on data collected in IAMP 43 (September 2017) and Costing figures are extrapolated from UNICEF expenditure data.

(6) 76 percent of displaced Syrians are now below the poverty line (\$3.84 per capita/day), compared to 48 percent in 2014 (VASyR 2017). Incidence of poverty has risen by six percent between 2011 and 2015, resulting in an additional number of households not being able to afford the minimum standards of living per month (Lebanon, Ministry of Social Affairs, NPTP, World Bank 2015).

and 17 percent in residential buildings. 42 percent of displaced Syrians living in non-residential buildings do not have access to an improved toilet facility (flush toilet or improved latrine), compared to 57 percent in informal settlements and 16 percent in residential buildings.<sup>7</sup>

The majority of the population live in residential buildings where many vulnerable households live in poor urban settlements, a high proportion being affected by intermittent and poor water and wastewater services which has consequences for Lebanon's environmental health, economic wellbeing and stability.<sup>8</sup>

In Palestinian camps, one of the most acute needs of the Palestine refugee community in Lebanon is access to potable water. Although several functioning water sources exist in these camps, the quantity of water provided is insufficient to meet the daily domestic requirements and, in some, is not potable due to high salinity, forcing residents to purchase water from water treatment plants within or near the camps.

### Challenges and opportunities

**Enabling environment:** Governance of Lebanon's water sector is undermined by lack of resources, both financial and human. Regulatory, legislative and management initiatives set in the 2010 National Water Sector Strategy have not been realised, hampering the effectiveness of service delivery. Roles are not able to be assumed in accordance with the intended water sector reform, with the consequence that investment planning, capital spending and service provision responsibilities are scattered among various government authorities, notably Ministry of Energy and Water and Water Establishments.<sup>i</sup> In many cases, the union of municipalities and municipalities continue to invest in and manage water and wastewater systems as the water sector reform has not been fully realised.

The lack of comprehensive quantifiable data on water and wastewater service deficiencies as well as environmental health impact data makes it hard to prioritize and target, in line with the masterplans, the limited funds to ensure those who are most in need are benefiting. Finally, ensuring that the interests of all stakeholders in the water sector are met requires that users assume their responsibility, such as paying for and not wasting water, which will not happen without good governance and systems to incentivize sustainable water resource management by all.

**Service delivery:** The water sector value chain is deficient in every stage: from water production (including protection and treatment) – where 70 percent of Lebanon's natural water sources are bacteriologically contaminated (up to 90 percent in urban areas);<sup>ii</sup> to transmission, storage and distribution – where even pre-

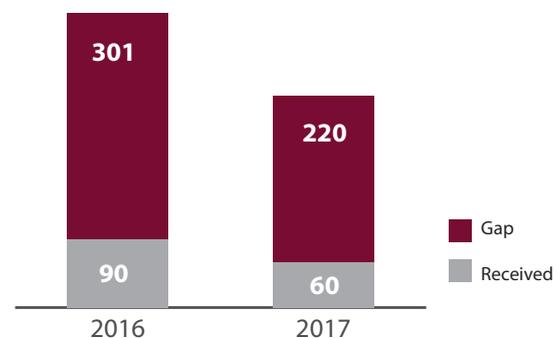
crisis, on average, for two-thirds of a day water did not flow to households in summer time and tank storage was half what is considered standard;<sup>9</sup> to collection, treatment and safe disposal of the wastewater – where many existing wastewater treatment plants lie dormant due to lack of connection to sewer networks, in addition to the lack of Water Establishment capacity to maintain and operate wastewater systems.

Making improvements to the services that benefit the end-user in a meaningful and sustainable way requires a holistic approach to the implementation of new projects, ensuring strengthened governance alongside investment in water infrastructure, incorporating improved monitoring of water quality and quantity, and acknowledging interactions between surface and groundwater resources. It should be noted that the level of (secondary) treatment capacity in Lebanon could be increased from 3 percent up to 75 percent if all existing wastewater treatment plants are upgraded, connected, powered and Water Establishment operation and maintenance capacity provided.<sup>ii</sup> However, connecting to treatment plants and ensuring their operation and maintenance requires significant financial resources.

Unfortunately, by the end of September, the sector received \$60 million, only 21 percent of the 2017 appeal and 33 percent less than it had received at the same time as the previous year. This alarming downward trend in funding levels means that projects providing sustainable solutions and addressing stabilisation requirements must be deprioritised in favour of ensuring humanitarian needs are met, which currently involves wasteful trucking operations.

**Hygiene, Awareness and Responsible Use of Water Services:** Promoting ownership and stewardship in water management is essential alongside principles of 'user pays' to encourage better behaviours and practices. This assumes and requires a reciprocal level of service delivery from the responsible authorities to

**Water sector funding** (in million \$US)



provide access to safely managed water and sanitation, mitigating WASH related diseases whilst protecting the environment and safeguarding resources. A practical application of this principle is the promotion of water demand management measures through the installation

(7) UNHCR ongoing household profiling of registered Syrian refugees (as of Oct 2016, approximately three quarters of all households assessed: prioritising first the most socio-economically vulnerable households).

(8) A national exercise in 2015 correlating poverty data and UNHCR registration data has identified 251 cadastres as particularly vulnerable – home to 87 percent of displaced Syrians and Palestine Refugees, and 67 percent of deprived Lebanese. A planned WASH vulnerability framework will further refine this analysis to define priority areas for water and wastewater services in line with existing masterplans and national strategies.

(9) Continuity of Water Supply Service, in 2009, was 7.6 hrs/day in high season and 13 hrs/day in low season. Average national tank storage time, in 2010, was 9.33 hrs, whilst standard practice is 12-24 hrs. 2010 NWSS

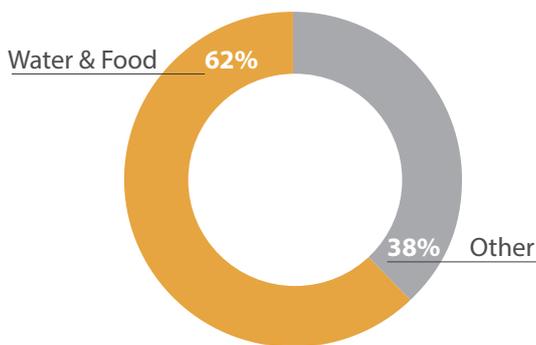
of water meters and application of a volumetric water tariff, which the relevant authorities have begun to implement, often with support from Water sector partners.

However, with long-standing and severe shortcomings in public service provision, particularly in coverage and reliability of service, much of Lebanon's population (and humanitarian agencies) have adopted coping mechanisms which are unsustainable and damaging. The Ministry of Energy and Water estimates that at least 55,000 - 60,000 unlicensed wells have been dug over the past few decades. Furthermore, with urban sprawl unchecked, up to 40 percent of untreated wastewater is disposed of through makeshift, unregulated cesspits or perforated tanks, while piped sewage is predominately disposed of in waterbodies. Similarly, displaced persons from Syria as well as vulnerable Lebanese living in informal settlements, both tented and (peri-) urban, have become dependent on relatively expensive bottled water, water trucking and de-sludging services.

**Vicious Cycle:** Humanitarian agencies have largely subsidized unsustainable services, especially in informal settlements, in hope of mitigating the likely impacts of unsafe water and wastewater management. While this may help mitigate risks in public health, social tension, and economic security, it has had the unintended consequence of further expanding (both in size and cost of service) parallel markets, as well as creating

#### Cases of Notifiable Communicable Diseases (as of September 2017)

Source: Epidemiology Surveillance Unit (ESU), MoPH website



dependencies which strain aid budgets, limiting, in turn, the realization of investments in stabilization. Efforts to introduce more sustainable solutions to water and wastewater management in informal settlements have so far been limited, curtailed by chronic underfunding. As a result, the sector is far behind schedule on transitioning from emergency humanitarian response to stabilization and recovery, leaving a visible gap in achievement of intended outcomes for the wider vulnerable population, both refugee and host.

#### Progress in 2017

**Governance:** The Ministry of Energy and Water is considering updating the National Water Sector Strategy to reflect any progress in accordance with its strategic roadmap whilst accounting for the additional load on

systems from a 30 percent increase in population.<sup>10</sup> This will facilitate a reconsideration of the prioritisation and targeting of infrastructure investments through the elaboration of governorate level action plans that are aligned with priorities of the Water Establishments.

Furthermore, the Ministry of Energy and Water has established a Water Executive Committee (WEC) to provide a platform for strategic guidance, assessment, planning and review of investments in programmes and projects in the water sector in Lebanon to ensure achievement of national objectives related to the Syrian Crisis Response. A significant step forward in expansion of the enabling environment for humanitarian stabilization transition was made by the WEC in approving national solutions for mitigating unsustainable service provision in informal settlements, subject to the do-no-harm principle and maintaining social stability.

**Service delivery:** Thus far in 2017, over 25 organizations have collectively contributed and undertaken projects benefiting 880,000 people or half of the target, 55 percent being Lebanese, with some improvements in water and sanitation service.<sup>11</sup> The outcome for the end user of these improvements to service delivery has been an increase to their daily water quantity or an improvement to the quality of their water or a more continuous and reliable flow of water to their premises. However, these same people still lack, in most cases, access to safely managed water since this, as explained earlier, requires the water to be not only sufficient, but also safe and available when needed. Furthermore, these stabilization interventions that predominantly focused on improving water supply systems, from production to storage and distribution, as well as supporting resource and service management have been, in 2017, mostly through funds carried over from previous years. The capacity to scale-up stabilization efforts has been limited by the prioritization of critical humanitarian activities.

With regard to Palestine refugee camps, several major infrastructure projects improving and rehabilitating water supply and waste water networks as well as solid waste management systems were implemented to improve access to key services, within a context of highly dense urban environments.

Partners provided some level of WASH support to 78 percent<sup>12</sup> of people residing in informal settlements; this includes provision of water storage containers and water points, delivery of trucked potable water, installation of latrines, implementation and desludging of wastewater systems, and hygiene promotion.

With respect to reducing the overall water trucking costs in informal settlements, a feasibility study is currently being undertaken to guide servicing of informal settlements through public systems, and ensuring

(10) The strategic roadmap of the 2010 NWSS obviously did not account for the Syrian Crisis and an influx of 1,500,000 displaced people. Due to the many challenges facing the sector, even targets for 2015 are a long way off being realized, for example; wastewater treatment (30 percent by end 2012, 80 percent by 2015 and 95 percent in 2020) remains currently at 3 percent for secondary (biological) treatment.

(11) Data correct as at 30 September 2017

(12) 213,487 out of 272,000 people reached with water activities. Activity Info reporting as at 30th September 2017.

that it does not compromise service levels to the host community. Hydrogeological studies completed in 2016 provide clarity on water resources that may be exploited to augment production capacity for public systems to compensate for the added demand on networks that this may result in in some cases. To mitigate the environmental health concerns of those inside informal settlements and surrounding host communities, a few temporary multi-stage onsite wastewater treatment systems have been piloted in specific suitable sites so far, and several partners have completed the planning and design phases to be able to implement such systems in many more sites. These initiatives follow the approval, in the first quarter of 2017, by the Ministry of Energy and Water, to implement such temporary and removable systems in suitable informal settlements in accordance with findings of the strategic study conducted in December 2016 for providing wastewater services.<sup>vi</sup> These advances are also critical to reducing tensions with hosting communities; however, their implementation requires significant capital investment and time to plan, design and construct. Analysis of one pilot project benefiting 700 people indicates return of investment after less than 2 years. Where funding is insufficient, a more feasible but compromised option in many instances would be on-site septic systems. This would require less capital investment but result in lesser effluent treatment, with comparable return on investment and operation and maintenance costs.

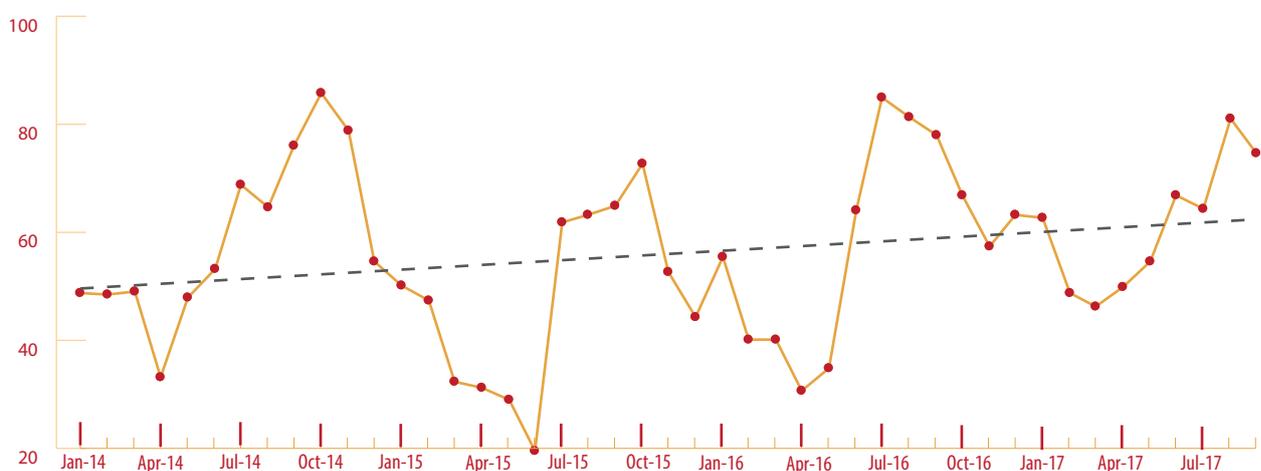
However, such holistic interventions which reduce WASH-related vulnerability significantly and eliminate dependency on unsustainable services and coping mechanisms remain few and far apart. Analysis suggests that only above a critical level of funding for essential services, can capital investments be made to provide more sustainable solutions which in turn would drastically reduce the continuing costs of trucking and desludging.

In anticipation of the funding decline, the sector has developed a prioritisation and targeting approach built around an online, interactive live GIS database called the WASH Assessment Platform (WAP), enabling the most effective utilisation of any level of funding. Using an agreed set of criteria, across 5 priority domains; water, sanitation, solid waste, social and environment and including cross-cutting protection, economic and social stability proxy indicators, the system determines, through a weighted scoring system, which IS are the most WASH vulnerable and what specific factors contribute to this vulnerability, enabling sector partners to meet the most critical and urgent WASH needs. Following an intensive assessment exercise in late 2017, the WAP has now been populated with data on all 4,930 sites by 14 implementing partners, collected through 100+ questions and observations as well as water quality testing of accessible sources on all sites, establishing the first such national baseline. This system enables sector partners to ensure that the most critical and urgent WASH needs are met, reducing the risk of WASH related disease and negative environmental impact by prioritising the most vulnerable sites first. It enables sector partners to tailor their WASH response in any site in a more systematic and harmonised manner.

**Hygiene, Awareness and Responsible Use of Water Services:** Hygiene and awareness promotion programs aimed to incentivize health protection and environmentally-friendly resource management have reached only 41 percent of individuals targeted due to limited financing and capacity. A key part of this programme targeted Lebanese citizens, to boost acceptance of water metering, promote conservation and encourage them to engage more actively with service providers.

The recent completion of a National Knowledge, Attitude and Practice (KAP) study should facilitate better targeting of investments to promote responsible practice and behaviour whilst providing a baseline for monitoring

**Percentage of all communicable disease cases that are food & water borne**  
(Source: Epidemiology Surveillance Unit (ESU), MoPH website)



Trendline indicates a steady increase in the proportion of food and water borne disease incidents

change over the next few years.<sup>vii</sup>

A communications strategy has been developed with and for three Water Establishments which is to be implemented over three years, having commenced in 2017.<sup>13</sup> Its aim is to foster trust between the customers and the service provider; support and strengthen the participation of local communities in improving water and sanitation management and build a permanent, efficient and well-functioning communications and customer relations system within Water Establishments, as a customer-centric public establishment.

At the level of the Palestine refugee camps, a four-year Environmental Health Strategy (2016-2021) was designed to tackle the major environmental health and infrastructure challenges. The strategy was developed in close coordination with all local stakeholders, particularly the Popular Committees, adjacent municipalities, and relevant authorities.

#### Contribution to LCRP objectives:

The water sector contributes to the **protection of vulnerable populations** through tailored WASH services for persons with specific needs, such as persons with disabilities, elderly persons and for women and children.

The water sector has provided **immediate assistance to vulnerable populations** through humanitarian WASH activities during evictions, influxes and other emergencies of displaced persons from Syria. Its activities mitigate WASH related disease outbreaks, and ensure immediate and temporary service delivery in informal settlements, collective shelters, substandard dwellings, and Palestinian camps and gatherings.

The water sector **supports service provision through national improvements** to water and wastewater **systems** that are primarily managed by the Water Establishments. It also supports MoEW planning and implementation, monitoring and management processes.

The water sector is **reinforcing Lebanon's economic, social and environmental stability** through projects that: (1) support livelihoods by generating construction related jobs for displaced Syrians as well as the host community, benefiting the most affected communities and boosting their economy by engaging the private sector;<sup>14</sup> (2) increase service levels for all in underserved communities where conflict has flared over scarce resources, thus alleviating social tensions; and (3) mitigate negative environmental consequences through improvements to management of wastewater, protection of water sources, and treatment of water supply.

(13) A key initiative is supporting the development of customer-centric public water authorities by building permanent, efficient and well-functioning communications and customer relations systems within these sub-national establishments. Through applying industry standards and best practices this initiative aims to transform WEs from being conservative, silent and reactive to become pro-active, open, and transparent in dealing with their stakeholders, whilst at the same time increasing the level of stakeholders' knowledge about their rights and duties.

(14) Approximately 3,000 Full-Time Equivalent jobs were created through water sector related projects during 2016, twice as many as all other sectors combined. Job creation under the Lebanon Crisis Response Plan 2016 Dashboard.

## Overall Sector Strategy

Lebanon's pre-crisis National Water Sector Strategy is six years behind schedule. Instead of making measurable progress on reforms to management and infrastructure, or rolling out nationwide incentives for responsible use, this sector has had to run merely to keep pace with accelerating supply needs.

#### A four-year vision

This coming period is an opportunity to balance and reconfigure a sector so vital to Lebanon's social wellbeing and economic stability. By 2020, vulnerable people in Lebanon - irrespective of their shelter type - should be able to access safe water for drinking that is sufficiently and sustainably supplied. At the same time, the health and economic costs of environmental degradation from unsafe wastewater management should also be significantly reduced.

This goal can only be reached through three complementary and equally critical measures:

1. Implementing approved national solutions for cost-effective servicing of informal settlements;
2. Enhancing Lebanon's capacities to deliver reliable water quality as well as quantity, nationwide and in areas of greatest vulnerability; and
3. Investing heavily in wastewater management, to mitigate health and environmental risks.

To achieve this, the sector response aims to drive measurable changes on three key levels.

At the institutional and policy level, the sector will aim to fill policy and legislative gaps, empowering the Water Establishments and enabling the MoEW to launch a long-delayed strategy to monitor water quality. This is the first step to helping government and communities make better use of resources. The response will also aim to develop a stronger evidence base for water investments, including a water and sanitation vulnerability framework for displaced Syrians, host communities and Palestine Refugees, integrating related social, economic and environmental health data.

At the service delivery level, the response will increase the efficiency in supporting humanitarian water and sanitation needs of displaced persons from Syria without access to public systems and rehabilitate and extend the outdated water infrastructure that serves host communities. As part of the support programme for host communities, the response will aim to build the capacity of Water Establishments to recover costs through appropriate tariff systems and deliver a higher standard of service that ensures better quality, quantity and improved operation and maintenance.

At the community level, the response will aim to empower displaced Syrians and vulnerable host communities to change behaviours that damage their health, their environment and undermine water security - and participate more actively in planning to identify

solutions for their water and wastewater needs.

## 2.1 Overarching objective

The main objective of the water sector is to increase the proportion of people in Lebanon using safely managed drinking water and sanitation services, targeting the most vulnerable irrespective of age, gender or nationality at the same time reducing health and environmental risks and improving water quality by increasing the proportion of wastewater that is safely treated.

Through this objective the sector will continue to contribute to the:

- **Protection of vulnerable populations** by ensuring these services are accessible universally and equitably, and by reducing these risks for the benefit of everyone regardless of income, sex, age, race, ethnicity, migratory status, disability and geographic location. (LCRP Objective 1)
- **Immediate assistance to vulnerable populations** by ensuring that all men and women, in particular the poor and the vulnerable, have equitable access to drinking water, sanitation and hygiene at a basic level of service. (Sustainable Development Goal (SDG) 1.4 and LCRP Objective 2)
- **Strengthening of national systems** to deliver services that ensure universal and equitable access to safe and affordable drinking water for all and access to adequate and equitable sanitation and hygiene for all by building capacities of MoEW and WEs to fulfil their respective responsibilities and promoting private sector, NGO and civil society participation and partnerships (SDG 6.1 and 6.2 and LCRP Objective 3)
- **Reinforcing of Lebanon's economic, social and environmental stability** by improving cost recovery for water supply systems and generating construction related jobs easing economic stresses, by ensuring equitable access to services and reducing inefficiencies and losses to optimise use of water resources alleviating social tensions and by mitigating negative environmental consequences through improvements to management and treatment of wastewater and protection of water resources. (LCRP Objective 4)

## 2.2 Determinants of results

Achieving the overarching objective requires affecting positive change in three inter-related domains each consisting of several determinants (the desired outcome can be either impeded or supported by these determinants):

### **Enabling environment (the social, political, budgetary, and institutional determinants necessary to achieve results)**

- Adequacy of relevant laws and policies, with attention to sustainability and cost recovery;

- Securing, allocation & disbursing of required resources;
- Reinforcing and strengthening of roles and accountabilities and mechanisms for coordination and partnerships;<sup>15</sup> and
- Appropriateness of widely followed social rules of behaviour.<sup>16</sup>

### **Supply and quality of services (actual operational capacity of the relevant institutions, actors and systems accountable for the provision of services, promotion of practises and behaviours in compliance with minimum standards)**

- Ensuring availability of adequate and essential materials required to deliver services or adopt practices;<sup>17</sup>
- Physical access of targeted population to adequately staffed services, facilities and information; and
- Adherence to required quality standards (national or international norms).

### **Demand (the geographic, financial, social and cultural factors that facilitate the target population from benefiting from the services, facilities, systems or desired practices)**

- Aptness of individual/community beliefs, awareness, behaviours, practices, attitudes;<sup>18</sup>
- Affordability of direct and indirect costs for service/practices; and
- Full, adequate and continued use of public services and adoption of practices.<sup>19</sup>

The water sector strategy is guided by the broader strategies and plans of the Government of Lebanon, primarily through the National Water Sector Strategy (NWSS, MoEW, 2010) and the Wastewater Strategy (MoEW, 2010). It should be noted that the NWSS is currently under review to account for any progress since 2010, whilst the sector has had to cope with the unexpected additional demand and load of 1.5m people or 30 percent increase in population.

Aligns with Lebanon's efforts to meet obligations under Sustainable Development Goals (SDG) 1, 2, 3, 4, 6 and 11 of the 2030 Agenda for Sustainable Development, in particular SDG6 which is to ensure availability and sustainable management of water and sanitation for all. It should be noted that Lebanon is one of the first

(15) This includes reinforcing and strengthening of roles and accountabilities of the Ministry of Energy and Water compared to those of the Water Establishments in accordance with the water sector reform outlined in the NWSS. It also covers mechanisms for coordination between stakeholders including authorities, other ministries, donors, UN, NGOs, etc.; and mechanisms for partnerships with private sector, donors, UN, etc. which are strengthened for example through human and material resources.

(16) This means social rules of behavior which are mainly driven by social pressure such as individuals sourcing their own water through private wells or bottled water, or individuals using water wastefully or not paying for public water.

(17) Materials include network assets such as pipes, valves, pumps, reservoirs, treatment plants as well as equipment and tools for operation and management.

(18) This includes individual beliefs and practices of both providers and populations. For example, women, regardless of nationality, not bathing during first few days of menstruation as revealed by the recently undertaken UNICEF 2017 KAP Study.

(19) This includes maintaining water conservation practices or behavior and continuing to pay for public water supply rather than doing this on a part time or once off basis.

countries in the world, through the WHO/UNICEF Joint Monitoring Program for Water Supply, Sanitation and Hygiene (JMP), to establish a clear baseline from which to measure progress on achieving universal and equitable access to safe and affordable drinking water for all (SDG6.1).

Builds on the achievements of previous response plans, which created a range of sectoral initiatives and partnerships for supply gap-filling, information management, capacity-building, infrastructure rehabilitation and construction and community mobilisation.

### 2.3 Sector Outcomes and Outputs

The sector response for 2017-2020 has one overarching objective and three outputs each with priority interventions outlined for 2018:

**Outcome statement - More vulnerable people in Lebanon are using safely managed drinking water and sanitation services whilst reducing health and environmental risks and improving water quality by increasing the proportion of wastewater that is safely treated.**

**Output 1.1 - National institutions, frameworks and partnerships to manage resources and services strengthened.**

This output aims to strengthen national systems, policy and strategic frameworks and partnerships to manage resources and services with a particular focus on quality, equity and accountability.

#### Priority interventions for 2018:

At the national level, the response will support the Ministry of Energy and Water to deliver reforms it has identified as sector-critical.

- Update of the 2010 **National Water Sector Strategy (NWSS)** by MoEW, factoring in progress towards the strategic roadmap and the added burden of the Syrian crisis.
- Improvement of **water quality and protection of groundwater** through:
  - Protecting against contamination of drinking water and its sources by improving wastewater collection and treatment and rehabilitating water networks to prevent cross-contamination; and
  - Designing and implementing a comprehensive surface & groundwater quality monitoring plan, assessing quality along the whole supply chain and incorporating a user feedback mechanism.
- Supporting the **operating model between WEs and MoEW**, through projects and initiatives that:
  - Foster improvement in coordination capacity;
  - Conform to integrated water resource

management approaches, guided by the NWSS;

- Support the contribution of WEs to project planning and implementation for water supply, irrigation and wastewater at their level of jurisdiction and under the leadership of MoEW;
- Contribute to administrative and financial autonomy WEs coupled with proper mechanisms for performance management.
- Developing **contingency planning** to prepare for and respond to potential waterborne-disease outbreaks, as guided by the Acute Watery Diarrhoea (AWD)/Cholera Response Plan led by the MoPH, maintaining the capacity to deliver on the WASH component of the response.
- Supporting **cooperation between the MoEW and other key ministries** and responsible institutions by:
  - Strengthening water supply partnerships, including through the private sector, as well as Lebanon's broader political economy, to deliver a better and more comprehensive client focused service;
  - Developing and launching a national hygiene education program for schools in partnership with the Ministry for Education and Higher Education. This will sensitize future generations on adequate WASH practices, contributing to the sustainability of today's interventions and adoption of responsible behaviour, while asserting the role of education in improving social norms and practices.

**Output 1.2 - Quality, quantity and reliability of equitable water and wastewater services for the most vulnerable of hosting and displaced communities increased.**

This output has two components:

**A) Ensure humanitarian water and wastewater service delivery for those with least access, primarily displaced Syrians in temporary locations, by implementing more cost-effective solutions to reach them.**

#### Priority interventions in 2018:

In brief, the humanitarian service delivery response strategy has four components: **Prioritisation, Targeting, and Transitioning** of informal settlements towards a situation of minimum vulnerability and dependency, and **Surveillance and Contingency** response through area coverage based on health, environmental, or social issues and to address immediate needs from evictions and new-comers. Using the WASH Assessment Platform (WAP) developed in 2017, the sector will:

- **Prioritize** the most vulnerable informal settlements based on WASH vulnerability, but also accounting for other compounding factors where reliable data is available, such as on social tensions, epidemiological surveillance, protection risks, and socio-economic vulnerability;

- **Target** contributing factors to vulnerability, with the aim of moving informal settlements away from a state of dependency and reducing vulnerability to a minimum, by implementing the necessary infrastructure and building on positive coping mechanisms and negotiating safe and equitable access to WASH services;
- **Transition** informal settlements, where the analysis indicates it is possible, to cost-effective solutions of water and wastewater service provision, in line with the MoEW's approved modalities, namely:
  - Scaling up innovative solutions, using recent studies and evaluations<sup>22</sup>, in informal settlements, particularly relating to on-site sanitation, and accounting for feasibility at scale;
  - Connecting informal settlements to public water networks, provided there is surplus in the water supply system or savings can be made in reducing unaccounted-for-water or augmenting supplies through increasing yield from existing wells or new water sources.
- Maintain **surveillance and contingency** response capacity, analysing trends for rapidly deteriorating conditions and proactively intervening based on accurate and up-to-date information on critical needs.

Until financial resources are sufficiently mobilized, sector partners would be forced to maintain the recurring and exorbitant water trucking and desludging services to meet the daily needs those living in informal settlements. If the necessary funds are made available, the sector will be able to reduce the WASH vulnerability of the most severely vulnerable sites down to a level whereby they may be considered independent and only require surveillance and contingency response, progressively reducing the overall costs as less and less sites would require expensive operation and maintenance support. In the meantime, sector partners will continue to address WASH needs, focusing particularly on persons with special needs and women and adolescent girls' safe access to WASH facilities, minimising risk of sexual or gender-based violence and maintaining dignity. The sector will simultaneously expand the usage of the WAP into a major gap area for WASH services by adapting its usage for prioritisation and targeting of WASH response to vulnerable people in non-residential accommodation, and continuously monitor, and periodically evaluate, the impact of partner interventions (or lack thereof) on vulnerability across all temporary locations.

***B) Improve the quality, quantity and reliability of water and wastewater services delivered to vulnerable communities through national and regional systems.***

#### **Priority interventions in 2018:**

The stabilization response focuses primarily on the three main areas of water resource management, namely supply of **Potable** and **Irrigation water**, and collection and treatment of **Wastewater**. The sector will continue

to address:

- Provision of safely managed **potable water** through:
  - Drilling and equipping water sources;
  - Constructing, extending and rehabilitating distribution networks in host communities;
  - Enhancing water storage capacity by building and repairing communal storage tanks;
  - Supporting the safe and effective operation of water services where necessary.
- Access to systems safely managing **wastewater** through:
  - Constructing, extending and rehabilitating wastewater networks and treatment facilities;
  - Cleaning and maintaining rivers and storm water channels, as well as implementing storm water and drainage projects, to mitigate the risks of flood-related damage and environmental health impacts;
  - Supporting the operation and maintenance of wastewater systems where necessary.
- The stress on water resources caused by unsafe and outdated **agricultural** practices through:
  - Upgrading or constructing new irrigation systems and off-farm networks to optimize water usage and reduce risks to domestic water supply and quality;
  - Collaborating with the Ministry of Agriculture and the Food Security sector to work with farmers on responsible management of water resources for irrigation to reduce the impact of unlicensed wells;
  - Exploring rainwater catchment systems, in line with the soon to be launched rainwater harvesting guidelines, combining low-cost solutions with potentially high impact on water supply as well as agricultural production.

Ensuring **sustainability** of these interventions and continuity of achievement against the National Water Sector Strategy requires that the sector work through established **national systems** at every level. Therefore, the sector will continue to ensure that programming is geared towards boosting the **performance efficiency of WEs**. This is accomplished by:

- Increasing their focus on **irrigation and wastewater** activities, in addition to current water supply responsibilities;
- Supporting **improvements to essential Water Authority functions** including strategic and business planning, water demand management, performance management, fixed asset management, supply chain management and customer service, through

capacity building and material support;<sup>20</sup>

- Promoting **consumption-based tariffs** and equipping user delivery points with customer water meters to encourage and ensure **cost recovery**. This is linked and necessarily follows network system improvements, substantial community engagement, and a proper cost analysis to cover, at a minimum, Operation and Maintenance (O&M) cost as a first stage;
- Increasing collection rate and the number of **subscribers** in the water establishments.
- Combining the various representative water related surveys<sup>21</sup> and masterplans, with other key qualitative and quantitative datasets such as social tension mapping and poverty data into a comprehensive **WASH vulnerability framework**, to support proper targeting of interventions.

### Output 1.3 – Hygiene awareness and responsible use of water services targeting the most vulnerable of hosting and displaced communities increased.

This output aims at enabling and empowering communities to adopt more responsible water, sanitation and hygiene practices, mitigating health and environmental impacts and rationalizing demand.

### Total sector needs and targets 2018

Population Cohort	Total Population in Need	Targeted Population	No. of Female	No. of Male	No. of Children (0-17)	No. of Adolescent (10-17)	No. of Youth (18-24)
Lebanese	2,582,427	800,000					
Displaced Syrians	960,000	610,000					
Palestine Refugees from Syria	20,161	19,000					
Palestine Refugees in Lebanon	177,910	150,000					
<b>GRAND TOTAL</b>	<b>3,740,499</b>	<b>1,579,000</b>					

Type of Institutions	Total	Targeted
Central Ministries	1	1
Water Establishments & Litani River Authority	5	5
Union of Municipalities	46	TBD
Municipalities	1,005	400
Palestinian Camps	12	12
Palestinian Gatherings	42	42
Schools	1,279	400
Informal Settlements	4,312	3,450

### Priority interventions in 2018:

The sector response will increase the quality of its community-based behaviour change initiative, emphasising public health, environmental protection, and water demand management. Broadly speaking, this falls under two categories:

- Promoting personal, domestic, and environmental **hygiene** activities, covering:
  - **Vulnerable households**, particularly those affected by emergencies, displaced newcomers, or otherwise at risk, focusing on the needs of women and girls, and providing in-kind support in cases of inaccessible hygiene materials;
  - **Informal settlements**, using gender-balanced WASH committees as a vehicle for safe handling of solid waste and wastewater, as well as ensuring cleanliness of common areas and sanitation facilities;
  - **Public facilities**, such as schools, healthcare centers, social development centers, and other community centers, where the sector is requested to support the development of programs delivered through other sectors;
  - **Local authorities**, investing in a comprehensive

(20) A key initiative is supporting the development of customer-centric public water authorities by building permanent, efficient and well-functioning communications and customer relations systems within these sub-national establishments. Through applying industry standards and best practices this initiative aims to transform WEs from being conservative, silent and reactive to become pro-active, open, and transparent in dealing with their stakeholders, whilst at the same time increasing the level of stakeholders' knowledge about their rights and duties.

(21) This will include the use of the 2016 Multiple Indicator Cluster Survey (MICS) for the water quantity layer; the 2016 UNICEF/WHO JMP Lebanon water quality survey for the layer defining quality.

hygiene training of municipal-level hygiene promoters from the Ministry of Public Health and the Ministry of Education and Higher Education, complementing the community-based mobilization programs already running in informal settlements and vulnerable locations.

- Improving **awareness on water conservation** and responsible use, including:
  - **Launching awareness campaigns** for water conservation and improvement of community responsibility, paired with initiatives supporting Water Establishments such as subscription, water metering, and consumption-based tariffing;
  - Strengthening the application of **business plans** as guiding tools for interventions, ensuring that implemented projects are in line with and support the objectives set by and for WEs for sustained service provision and reversal of financial deficits;
  - Strengthening needs identification and planning at the community level, as key ways of **transferring responsibility** for conservation and more responsible practices.

#### Assumptions, risks and mitigation measures

The response strategy factors in several assumptions, risks and mitigation measures:

**Assumption 1: commitment and accountability across Government to make sure supply and quality improvements remains strong.** Water quality and supply is a cross-sectoral issue; the MoEW depends upon a shared commitment across the Government of Lebanon to limit practices in both public and private sectors that impact water quality. The response will factor in national advocacy to demonstrate the potential long-term cost of unsafe water and wastewater management to child survival and growth, to learning, to the economy and also to stability. It will also ground this strategy in those under development to meet Lebanon's commitments under the Sustainable Development Goals.

**Assumption 2: donors provide sufficient funds to meet LCRP commitments.** The proportion of sector funding to needs is at its lowest point since the crisis began. Should under-funding continue, the sector will use its prioritization criteria (equity, alignment, conflict sensitivity, multi-sectoral impact) to ensure that vulnerability is addressed first before long-term sectoral reforms; however, it will continue to advocate for a shared international vision for the water sector as critical to Lebanon's long-term wellbeing.

**Assumption 3: the water demand-supply ratio remains stable.** Since the number of people inside Lebanon has been relatively stable since 2015, the most likely potential upset of the current demand-supply ratio would come from extreme weather. Should Lebanon experience either a drought affecting supply or a new influx affecting demand, the response would move onto an emergency footing.

**Assumption 4: all priority populations continue to be accessible.** Currently the international response can reach almost all parts of the country. To protect against any potentially destabilizing changes making access harder, the response will emphasize knowledge transfer to equip communities with the tools and information they need to manage their resources more safely for themselves.

#### 2.4 Identification of sector needs and targets at the individual/HH, institutional and geographical level

The total population in need across all cohorts in the water sector has been defined as equivalent to the percentage of people that do not have access to safely managed water in Lebanon. This is based on data from the recently conducted Joint Monitoring Program.<sup>iii</sup>

In general, this may be understating the needs since it doesn't account for those households or areas that do not have water quality issues but might instead have wastewater needs. Nevertheless, it gives the best approximation in lieu of detailed vulnerability mapping, across the country, of the varied layers of needs and is based on internationally recognised standards of assessment. Data will soon be available providing a new baseline of wastewater needs as well as knowledge and behavioural practices.

The sector targets institutions, communities that are unserved or poorly serviced and vulnerable groups, households and individuals. The sector will target 80 percent of the population groups of the displaced Syrians, Palestine Refugees from Syria and Palestine Refugees in Lebanon, whilst targeting 40 percent of the most vulnerable Lebanese. This reflects the sector capacity and anticipated resourcing. The inter-agency vulnerable localities map has been a key tool for the sector to identify cadastres which have the highest concentration of Syrian refugees, deprived Lebanese and Palestinian refugees. 251 cadastres are currently targeted, pending an update of the map as new poverty data becomes available.<sup>22</sup> A planned WASH vulnerability framework will further refine this analysis to define priority areas for water and wastewater services.

The Ministry of Energy and Water will be targeted for institutional support in its responsibilities for policy making, national planning and water resource management, whilst the four Water Establishments and the Litani River Authority are the primary targets for improving service provision.

Prioritisation by sector partners will be according to the following criteria:

**Equity:** Prioritize vulnerable groups, households and individuals (i.e. female/child headed households, elderly or disabled persons and minors) who face particular risks or require specific assistance, and on geographical areas

(22) A Rapid Poverty Assessment is currently underway, implemented by MOSA, UNDP, UNICEF and WFP. Results will become available by year end, upon which the mapping of vulnerable cadasters will be updated.

with the highest concentration of affected people and with no/poor access to sufficient quantity, quality and continuity of services.

**Alignment:** Prioritize implementation of pre-planned specific projects identified as essential within the Government of Lebanon's strategies and master plans, which benefit the most vulnerable communities and would make the greatest contribution to the SDGs.

**Conflict sensitivity:** Prioritize areas most at risk of resource-based conflict, where community relationships are at their most fragile.

**Multi-sectoral impact:** Prioritize addressing multi-sectoral risks to health, environment, education and stability, with a focus on environmental degradation, water-borne disease incidence rates and educational retention.

## Mainstreaming of Social Stability, Gender, Youth, Protection and Environment

### Conflict Sensitivity

The water sector aims at ensuring equitable access for all vulnerable communities, whether poor Lebanese, Palestine Refugees or displaced Syrians. Balanced access to services not only mitigates the risk of resource-based conflict but also promotes a climate in which people feel their needs are met fairly and proportionately. Many sector activities contribute to building community resilience, by creating productive fora for discussion and problem-solving. Conflict sensitivity is one of the leading prioritization criteria for the sector, and social tension indicators will be incorporated into the planned WASH vulnerability framework through cooperation with the social stability sector.

### Gender

Interventions of local and international partners consider the different needs of women, girls, boys and men. Where there are no family latrines and washing facilities, there are gender-segregated toilets. The response includes particular elements to involve women in measuring and monitoring water quality, and in planning solutions alongside Lebanese institutions. It will also increase focus on the dignity and protection needs of women and girls, including through a special program connecting hygiene promotion, including menstrual hygiene management and capacity-building to the risks of gender-based violence where women lack access to segregated, safe toilets. To incorporate the new global gender based violence (GBV) guideline the sector will: endeavour to mainstream GBV considerations in new assessments, incorporating GBV risk related questions in questionnaires and focus group discussions; build the capacity of the staff that are engaged in outreaching

activities on WASH related GBV risks and referrals; and mobilise the WASH committees to monitor GBV risks.

### Youth

Adolescents and youth will be: targeted with hygiene promotion sessions; trained to become trainers on hygiene promotion and water conservation; provided with increased access to safe water and sanitation services; and involved in youth-led initiatives in communities and informal settlements on water, sanitation and hygiene subjects. Adolescent and young girls will benefit from personal and female hygiene sessions and items. They will also be part of committees ensuring the sustainability of the installed hardware. The launch of a national school-level hygiene promotion program will involve youth at every level.

### People With Specific Needs (PWSN)

Partners will continue to provide humanitarian assistance for evicted families ensuring they have the minimum water, sanitation and hygiene support in the immediate days following. Water and sanitation services shall be implemented in a manner that meets the requirements of persons with specific needs (PWSN) including those with disabilities and elderly persons as well as for women and children through ensuring safe accessibility to toilets and bathing and WASHing facilities. A specific programme to address special needs is being implemented based on a mapping completed in 2016 and on consultations with PWSN. The Refugee Assistance Information System (RAIS) database reflects these needs, and is updated using the ongoing UNHCR household assessment of displaced Syrians. Sector partners at the field level will continue to support Lebanese, Palestinian and Syrian communities by alerting protection colleagues of suspected protection concerns through established referral mechanisms.

### Environment

Protecting the environment is central to the water sector response, from safeguarding natural water sources to preventing environmental contamination through unsafe supply and use patterns. The sector will continue to build the evidence base for advocacy, presenting the avoidable cost of environmental degradation to Lebanon. Practically, the response will support capacity building, training and awareness campaigns to conserve water and dispose of wastewater safely. Innovations for non-permanent yet sustainable wastewater treatment and disposal at informal settlements will be evaluated and rolled out. The long-standing dire operating standard of wastewater treatment plants will be reviewed and a comprehensive strategy to bring them to working order presented in order to raise sufficient funds. The sector will cooperate closely with the Environment Task Force led by the Ministry of Environment to maximize the benefits of water and wastewater interventions.

## Inter-sector linkages

Several sectors under the LCRP cross-report water-related interventions under the Water sector's results framework, requiring close coordination to prevent overlap. Water and wastewater systems are often cited as priority areas requiring support,<sup>viii</sup> and needs dwarf available funding. WASH concerns are compounding factors for vulnerability across various other areas, and inter-sector cooperation is necessary to ensure WASH service gaps do not put additional strain on systems supported by other sectors. Information gaps must be addressed to improve prioritization and targeting on the basis of vulnerability, understood as a multi-sectoral aggregate.

**Health:** As of September 2017, 62 percent of all cases of 'Notifiable Communicable Diseases' reported to the Epidemiology Surveillance Unit (ESU) this year were Food & Water Borne, up from around 50 percent at the beginning of 2014, and reaching over 80 percent during dry seasons since.<sup>23</sup> In part as a result of the Water sector's support (especially in Informal Settlements), these cases remain largely isolated, and there has not been any notable outbreak in years. Efforts are underway to improve epidemiological surveillance and reflect collected data at a Cadastre instead of Governorate level, which the Water sector can then incorporate into its vulnerability framework. Referral mechanisms are well established, and a draft Acute Watery Diarrhoea (AWD)/Cholera Response Plan will be finalized to address concerns of possible outbreaks in light of the Cholera epidemic in Yemen and deteriorating public health conditions in other Middle-Eastern countries.

**Education:** The Education sector is responsible for WASH within schools, while the Water sector covers water and wastewater services to the campus, and advises on hygiene promotion and environmental sensitization. Ongoing rehabilitation and construction of schools is aligned with MEHE's Effective School Profile (ESP) framework, which accounts for WASH national standards. In order to ensure monitoring of WASH conditions in schools, the two sectors will explore suitable entry points for partners of the Water sector to support hygiene promotion and WASH facility maintenance through MEHE-approved modalities (training of trainers, capacity building of focal points, etc.). Furthermore, the Education sector will collect indicative information on water and wastewater services to school campuses and refer apparent needs to the Water sector for further investigation, focusing on quality and reliability.

**Basic Assistance:** Multipurpose cash support by the basic assistance sector incorporates components of WASH-related expenditure (hygiene materials, water, etc.) in the sum provided to 18 percent of displaced households. However, this accounts for less than 2 percent of the budget, and considering that support is primarily provided to those at the SMEB level, cash-based and in-kind support can be considered complementary.

Economic vulnerability, as determined by the Basic Assistance sector, will also be incorporated in the WASH vulnerability framework when data is aggregated at a granular (such as Cadastre) geographic level.

**Shelter:** While the Water sector has largely focused its support on Informal Settlements, the Shelter sector primarily targets households in (peri-) urban settings with interventions that include rehabilitation of WASH facilities. It has become clear that this division of responsibility has left significant gaps in WASH coverage:

1. **Non-residential buildings** typically end up unsupported as they do not satisfy the criteria of either sector, and have so far not been systematically mapped or assessed;
2. **Building connections** to water and wastewater networks fall outside the Shelter sector's scope and have so far not been targeted by the Water sector, leaving many buildings and neighbourhoods reliant on unsustainable practices similar to those in Informal Settlements;
3. **Common areas and public spaces**, especially in poor neighbourhoods, suffer from poor environmental hygiene conditions (flooding, littering, and wastewater leakage), which remain mostly unaddressed by either sector.

Progress is being made towards elimination of the gaps in 2018. The Shelter sector is completing its revision of shelter typologies, which will clarify settlement categories, and plans to conduct a nation-wide mapping of buildings with significant populations of displaced Syrians. The Water sector aims to then assess these sites under the "WASH Assessment Platform" in order to include them in the prioritization and targeting strategy. The Shelter sector will also begin to capture information on buildings targeted which remain unserved by public networks, to be referred to the Water sector. UN-Habitat, in partnership with UNICEF, has expanded its Neighbourhood Profiling and Strategizing exercise, and the two sectors will collaborate to ensure harmonized prioritization criteria for stabilization interventions in urban areas, amplifying their impact.

**Social Stability:** Access to basic services and environmental hygiene and sanitation are stress factors for social tension. Perceived pressures on water resources and environmental impact of displaced Syrian settlements have measurably increased tensions in specific locations, increasing the risk of forced eviction. The Water sector, through stabilization interventions in vulnerable locations as well as regular emergency services to displaced populations, mitigates risks to stability. In turn, the Social Stability sector often implements water-related interventions identified by communities as priority needs. Regular coordination ensures there is no overlap between the two sectors' stabilization efforts. In 2018, more proactive coordination at the field level in which Social Stability partners refer identified Water needs to the Water sector before committing to implement, particularly when these needs are in water

(23) MoPH Epidemiology Surveillance Unit (ESU)

and wastewater systems. This will magnify impact of the limited funds available for both sectors on stabilization. Solid waste management is captured under the Social Stability sector's results framework, whereas activities are implemented by both (and other) sectors in the field. Dedicated solid waste task forces co-led by the two sectors have been set up in the field in 2017, under the guidance of the national-level Environment Task Force, bringing together partners active in solid waste management across sectors. Social tension mapping and a corresponding index are under development by the Social Stability sector and will be included in the WASH vulnerability framework once reliable products are finalized.

**Livelihoods:** The Water sector is the largest contributor to job creation under the LCRP. Targeting infrastructure with labour-intensive upgrades naturally results in cases where the Livelihoods sector implements water-related projects. As between the Water and Social Stability sectors, proactive coordination will prevent duplication. The Water sector, based on guidance from the Livelihoods sector, will offer labour-intensive variants of stabilization interventions beginning in 2018, provided necessary funding is available, in order to leverage its potential to create income-generating opportunities.

**Energy:** Poor reliability of the national electricity grid takes its toll on water and wastewater systems as the costs of operation increase, straining service provider budgets, and contributing to the reduced capacity to treat wastewater and supply (pump) water. Aside from public health implications, the intermittence of supply forces households and businesses (primarily from the agriculture sector) to cope by resorting to illegal and unsafe water sources. The Energy sector aims to improve power supply to water infrastructure while reducing its load on the national grid by installing dedicated renewable energy solutions (such as solar panels powering water pumps).

**Food Security:** Water resources diverted to agriculture account for around 61 percent of all water usage. As such, efforts to improve irrigation systems and practices, coupled with rationalization of fertilizer and pesticide use, can lead to significant savings in water demand and mitigation of groundwater chemical contamination. The division of responsibility in this regard between the sectors follows the division between the respective line ministries (MoEW and MoA), with the Water sector concerned with conveyance systems (primary irrigation canals and networks) and the Food Security sector tackling on-site irrigation and drainage systems. Both sectors consequently provide support to public water providers (such as Water Establishments) through investment in capacity building and infrastructure, with the Food Security sector focusing contribution towards improvement of conveyance systems to agricultural lands, while the Water sector prioritizes residential areas, due to limited financial resources. Informal Settlements, totalling more than 4,800 scattered sites and hosting 272,000 individuals, also pose a contamination risk to

soil and groundwater resources vital to agriculture, and the Water sector's wastewater disposal efforts (primarily installation of septic tanks and provision of de-sludging services) are key to mitigating their impact. Coordination between the sectors has so far focused on preventing overlap in infrastructural or institutional support (stabilization) efforts. In 2018 the Water sector will begin to share water quality test results gathered through the WASH Assessment Platform (WAP) with the Food Security sector, providing a basic indicator of groundwater fecal coliform and/or nitrate contamination.

**Protection:** Cooperation with the protection sector will be stepped up in 2017 as the water sector rolls out a programme in informal settlements designed around people with specific needs to ensure services are adapted to their needs. The two sectors will share information on community-level needs and local capacities to meet those needs (including community-based organizations already working on protection and human rights issues). The water sector is also increasing its focus on the intersection between sanitation and gender-based violence, as part of a joint effort to minimize the exposure of women and girls to sexual violence in a context of open defecation and rudimentary shared WASH facilities.

## Endnotes

- i. Ministry of Energy and Water (MoEW), *National Water Sector Strategy (NWSS), 2010*, (Resolution No.2, date 09/03/2012).
- ii. UNICEF (2016), *Rapid Assessment for Large & Medium Scale Waste Water Treatment Plants across the Lebanese Territory*.
- iii. WHO/UNICEF (2016), *Joint Monitoring Program Lebanon water quality survey*.
- iv. Interagency Mapping Platform (IAMP) number 15, June 2015 (3,207 sites and 187,551 people) and IAMP number 43, September 2017 (4,881 sites and 272,000).
- v. UNHCR, UNICEF, WFP (2016), *Vulnerability Assessment of Syrian Refugees 2016, Lebanon*.
- vi. Gert de Bruijne, Ghada Zeidan and Jan Spit Haastrecht and Delft, December 2016, *Provision of wastewater services at Informal Settlements in Lebanon*.
- vii. UNICEF, August 2017, *Cross Sectoral Formative Research Knowledge, Attitude and Practice (KAP) Study*.
- viii. ARK Perception Surveys, Wave II, 2017.

## Sector Logframe

**Outcome 1:** More vulnerable people in Lebanon are using safely managed drinking water and sanitation services whilst reducing health and environmental risks and improving water quality by increasing the proportion of wastewater that is safely treated.

Indicator 1	Description	Means of Verification	Unit	Frequency
Percentage of increase in proportion of population using safely managed drinking water services (SDG 6.1.1)		JMP 2016 and 2020	Percentage	Four years

 Lebanese			 Displaced Syrians			 Palestine Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Target 2018	Target 2020	Baseline	Target 2018	Target 2020	Baseline	Target 2018	Target 2020	Baseline	Target 2018	Target 2020
36%	N/A	46%	36%	N/A	46%	36%	N/A	46%	36%	N/A	46%

Indicator 2	Description	Means of Verification	Unit	Frequency
Percentage of increase of boys, girls, women and men with appropriate hygiene knowledge, attitudes and practices		KAP survey 2017, 2020	Percentage	Every three years

 Lebanese			 Displaced Syrians			 Palestine Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Target 2018	Target 2020	Baseline	Target 2018	Target 2020	Baseline	Target 2018	Target 2020	Baseline	Target 2018	Target 2020
TBD	TBD	TD	TBD	TBD	TD	TBD	TBD	TD	TBD	TBD	TD

Indicator 3	Description	Means of Verification	Unit	Frequency
Percentage of increase in proportion of wastewater safely treated (Household component to WWTPs of SDG 6.3.1)		JWWTP study 2020 ,2016	Percentage	Every four years

 Lebanese			 Displaced Syrians			 Palestine Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Target 2018	Target 2020	Baseline	Target 2018	Target 2020	Baseline	Target 2018	Target 2020	Baseline	Target 2018	Target 2020
3%	N/A	10%	3%	N/A	10%	3%	N/A	(10%	3%	N/A	10%



# PART III

## ANNEXES

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BEST PRACTICES

DEVELOPING THE LCRP

COMMITMENTS OF THE LCRP RESPONSE

PLANNING FIGURES

TERMS OF REFERENCE SECTOR STEERING COMMITTEE

TERMS OF REFERENCE ENVIRONMENT TASK FORCE

BIBLIOGRAPHY

# ANNEX 1: BEST PRACTICES

1. **Maintaining the integrated stabilization and humanitarian approach** will ensure both dimensions of the response are supporting a wider reach of vulnerable individuals and institutions, while contributing to the overall stability of the country in a fragile context.
2. **Effective coordination and clarity on roles and responsibilities** will enhance the quality of results and services for beneficiaries, yielding more efficient use of resources and improved working relationships among partners.
3. **Joint and results-based planning** will ensure joint ownership of the response and avoid reshaping priorities and duplication of activities, emphasizing results achievement rather than mere adherence to planned activities and outputs.
4. **Joint communication and resource mobilization** as a shared responsibility, will support coherent advocacy and messaging consistently delivered by LCRP partners. This will ensure efficient and adequate communication on interventions, achievements and critical needs to fill funding gaps.
5. **Capacity development and involvement of stakeholders** will ensure that a group of informed, committed and engaged stakeholders contribute to the overall sustainability of the response.
6. **Mainstreaming** of gender, environment, youth, people with specific needs and conflict sensitivity will promote inclusiveness throughout the response.
7. **Improved transparency and information-sharing** will ensure building accountability and trust among LCRP partners, and contribute to the improvement of decision-making as well as the collective efficiency and effectiveness of the response.
8. **Complementarity and convergence** will strengthen coherence and ensure the sum of partners' contributions helps to achieve the LCRP strategic results.

# ANNEX 2: DEVELOPING THE LCRP

The formulation of the LCRP 2017 – 2020 officially started in August 2016 when the LCRP Steering Committee approved the guidance note for the planning process.

The articulation of the strategy and formulation of the strategic priorities for Lebanon reflects a longstanding dialogue and collaboration between the GoL and the United Nations, international and national NGOs, the international donor community, and affected populations building also on the implementation of the LCRP 2015 – 2016. At sector level, field level consultations on the strategic priorities, planning assumptions and sectoral activities were held during the development and drafting process, and will continue throughout the implementation of the response.

Following the endorsement of the LCRP Steering Committee in August 2016, a series of four multi-stakeholder workshops were held throughout the third quarter of 2016 ensure ownership of the plan by the different constituencies. These workshops reviewed progress at different milestones and provided feedback throughout the planning process. At sector level, Sector Steering Committees convened by the relevant line Ministries provided oversight and guidance to the development of sector response strategies.

A Joint Technical Task Force (JTF) was formed with the responsibility to lead, coordinate and oversee the development of elements for the LCRP 2017 – 2020 appeal document that fell outside of sector mandates. The JTF was composed of representatives from the GoL, the United Nations, the donor community and national and international NGOs. With the final sector strategies endorsed through the respective Sector Steering Committees, the JTF also played a role in ensuring the overall coherence and alignment of the sector strategies with both the stabilization and humanitarian dimensions of the crisis response plan.

The planning process was concluded with a joint communication to the relevant stakeholders of the LCRP Steering Committee by H.E. the Minister of Social Affairs Rashid Derbas and the Resident/Humanitarian Coordinator Philippe Lazzarini 21 November, 2017.

# ANNEX 3: COMMITMENTS OF THE LCRP RESPONSE

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

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

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

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

- *Equality:* mutual respect between partners irrespective of size and power
- *Transparency:* dialogue (on equal footing), with an emphasis on early consultations and early sharing of information
- *Results-oriented approach:* keep the response reality-based and action-oriented, based on effective capabilities and concrete operational capacities
- *Responsibility:* ethical obligation of partners to accomplish tasks responsibly, with integrity and in a relevant and appropriate way, and to prevent abuses
- *Working differently to end need:* reinforce, do not replace, national and local systems; deliver collective outcomes that transcend the humanitarian – development divide
- *Invest in humanity:* Shift from funding to financing to reduce fragmentation, diversify the resource-base and increase cost-efficiency.
- *Complementarity:* build on our comparative advantages and complement each other’s contributions; build on local capacity and seek to overcome language and cultural barriers

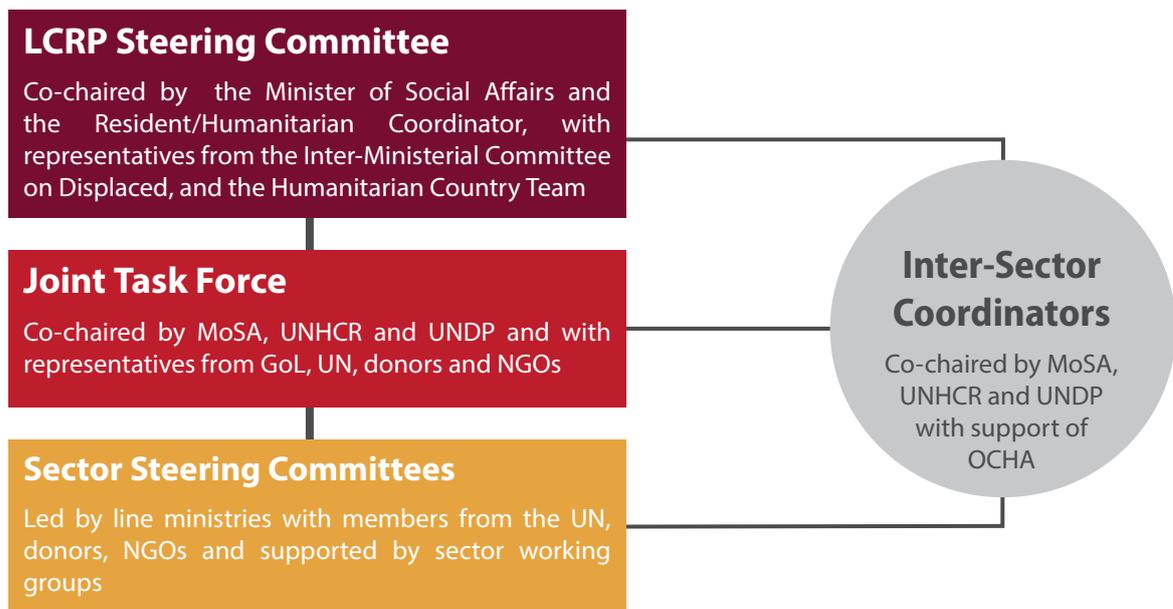
**Prevention and Response to Sexual Exploitation and Abuse:** Country responses must respect and implement commitments to prevent and respond to sexual exploitation and abuse by the humanitarian community, developed under Secretary General Bulletin 2003. i.e. to develop specific strategies to prevent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

## ANNEX 4: PLANNING FIGURES

Category	Cohorts	Projected Population 2016						
		Total	% Female	# Female	% Male	# Male	% Children	# Children
Population cohorts	Lebanese	4,035,042	49.7%	2,005,416	50.3%	2,029,626	31.2%	1,256,916
	Displaced Syrians	1,500,000	52.0%	780,000	48.0%	720,000	53.6%	804,000
	Palestine Refugees from Syria	34,000	50.5%	17,170	49.5%	16,830	36.6%	12,444
	Palestine Refugees in Lebanon	277,985	50.5%	140,382	49.5%	137,603	38.1%	105,912
	<b>Total population living in Lebanon</b>	<b>5,847,027</b>	<b>50.3%</b>	<b>2,942,968</b>	<b>49.7%</b>	<b>2,904,059</b>	<b>37.3%</b>	<b>2,179,272</b>
People in Need	Lebanese	1,500,000	49.7%	745,500	50.3%	754,500	31.2%	467,250
	Displaced Syrians	1,500,000	52.0%	780,000	48.0%	720,000	53.6%	804,000
	Palestine Refugees from Syria	34,000	50.5%	17,170	49.5%	16,830	36.6%	12,444
	Palestine Refugees in Lebanon	277,985	50.5%	140,382	49.5%	137,603	38.1%	105,912
	<b>Total people in need</b>	<b>3,311,985</b>	<b>50.8%</b>	<b>1,683,052</b>	<b>49.2%</b>	<b>1,628,933</b>	<b>42.0%</b>	<b>1,389,606</b>
Total People Targeted	Lebanese	1,005,000	49.7%	499,485	50.3%	505,515	31.2%	313,058
	Displaced Syrians	1,500,000	52.0%	780,000	48.0%	720,000	53.6%	804,000
	Palestine Refugees from Syria	34,000	50.5%	17,170	49.5%	16,830	36.6%	12,444
	Palestine Refugees in Lebanon	257,460	50.5%	130,017	49.5%	127,443	38.1%	98,092
	<b>Total target</b>	<b>2,796,460</b>	<b>51.0%</b>	<b>1,426,672</b>	<b>49.0%</b>	<b>1,369,788</b>	<b>43.9%</b>	<b>1,227,594</b>
People Targeted for Protection and Direct Assistance	Lebanese	336,000	49.7%	166,992	50.3%	169,008	31.2%	104,664
	Displaced Syrians	1,500,000	52.0%	780,000	48.0%	720,000	53.6%	804,000
	Palestine Refugees from Syria	34,000	50.5%	17,170	49.5%	16,830	36.6%	12,444
	Palestine Refugees in Lebanon	20,000	50.5%	10,100	49.5%	9,900	38.1%	7,620
	<b>Total target: protection and assistance</b>	<b>1,890,000</b>	<b>51.5%</b>	<b>974,262</b>	<b>48.5%</b>	<b>915,738</b>	<b>49.1%</b>	<b>928,728</b>
People Targeted for Service Delivery, Economic Recovery and Social Stability	Lebanese	1,005,000	49.7%	499,485	50.3%	505,515	31.2%	313,058
	Displaced Syrians	942,337	52.0%	490,015	48.0%	452,322	53.6%	505,093
	Palestine Refugees from Syria	34,000	50.5%	17,170	49.5%	16,830	36.6%	12,444
	Palestine Refugees in Lebanon	257,460	50.5%	130,017	49.5%	127,443	38.1%	98,092
	<b>Total target: service delivery, economic recovery and community services</b>	<b>2,238,797</b>	<b>50.8%</b>	<b>1,136,688</b>	<b>49.2%</b>	<b>1,102,109</b>	<b>41.5%</b>	<b>928,686</b>

# ANNEX 5: LCRP SECTOR STEERING COMMITTEE (SSC) TERMS OF REFERENCE

- The LCRP ensures that the coordination structures align with both the stabilization and humanitarian dimensions of the response under the overall leadership of the Minister of Social Affairs and the UN Resident Coordinator/ Humanitarian Coordinator.
- The LCRP response is coordinated through the Inter-Sector Response Management, led by MoSA. In accordance with their specialized mandates, UNHCR and UNDP act as co-chairs. The Inter-Sector Response Management includes LCRP sector leads from line ministries as well as sector coordinators and key response partners. This mechanism reports to the LCRP Steering Committee.
- SSCs are led by senior level representatives from line ministries, and also composed of UN agencies, donors, NGOs, and as appropriate, other concerned ministries or public institutions as well as specialized agencies. SSCs contribute with sector expertise to the MoSA Inter-Sector Response Management.
- SSCs are supported by working groups from the involved national and international partners that contribute to the technical and operational coordination of sector-specific issues including monitoring of progress, and sharing of information, experiences and challenges. Working groups report to the Sector Steering Committees.



Each SSC, under the leadership of the relevant line ministry with support from the inter-sector (MoSA/ UNHCR/ UNDP representatives), shall:

## A) Planning:

- Review gap analyses and recommend on strategic direction and prioritization.
- Endorse sector strategy within the framework of the LCRP, while:
  - Accounting for inter-sectoral linkages to ensure consistency with other sector strategies.
  - Identifying the priorities for the sector response in a way that is coherent with the priorities of the relevant ministries.
  - Aligning with the relevant national standards, as well as the laws/decrees/decisions/memos of relevant ministries.
- Advice on sector response within the contingency plans of the GoL to deal with significant changes in context (e.g. changes in situation, number of refugees...).
- Ensure inclusion of key actors for the sector, respecting their mandates and program priorities, including Lebanon's civil and private sectors where necessary.

**B) Implementation:**

- Identify gaps, make recommendations and mobilize LCRP partners to respond to these gaps in a timely and strategic manner.
- Guide Sector Working Group to ensure coordinated delivery in the implementation of the sector response plan.
- Provide technical guidance and, as appropriate, ensure conformity with national technical standards.

**C) Coordination & Communication:**

- Facilitate coordination between all actors, including GoL counterparts, UN agencies, NGOs and donors through the established LCRP coordination mechanisms.
- Provide relevant information and facilitate operation of partners for successful implementation of projects.
- Endorse reports and progress reviews on sector interventions and share, as appropriate, with the wider humanitarian and/or development through the inter-sector structure.
- Review up-to-date information on partners and stakeholders through the 4W Matrix (Who, What, Where, When) and recommend actions to partners through the Sector Working Group.
- Advice on assessments and analysis required for the Sector Strategy by involving all relevant partners.

**C) Budgeting:**

- Steer sector-specific expenditures towards the priorities within the Sector Strategy.
- Advice on alignment of un-earmarked funding that is not specific to an agency, such as OCHA's Lebanon Humanitarian Fund, to key priorities and underfunded needs of the LCRP, in line with the LCRP steering committee guidance. For un-earmarked funding, recommend to the relevant donors on the allocation of funding.
- Review achievements within the sector response and make recommendations when needed to increase efficiencies.

**D) Monitoring & Evaluation:**

- Enhance an accountable and effective response by ensuring that adequate monitoring mechanisms are in place to review the outcome of the sector interventions and progress against implementation plans.
- Review periodic monitoring and progress reports based on the reporting updates received from the Sector Working Group on progress and resources allocated/used against sector strategies and corresponding results frameworks.
- Hold regular and ad hoc meetings to review progress on agreed objectives and impact.
- Report on progress/achievements to the LCRP Steering Committee through agreed upon reporting mechanisms and procedures.

Following a principle of balance of representation, the Steering Committees aims to include the following stakeholders at senior level:

- a. All relevant Line Ministries
- b. 2 UN agencies
- c. 1 Donor
- d. 1 INGO
- e. 1 NNGO

Representatives under points 4 and 5 will be elected by the relevant NGO consortium.

# ANNEX 6: ENVIRONMENT TASK FORCE TERMS OF REFERENCE

## 2017-2020 Proposed environmental response under LCRP 2017-2020

Based on the various assessments:

- MoE's Environmental Assessment of the Syrian Conflict (2014).
- MoE's Updated Environmental Assessment of the Syrian Conflict (2015).
- On-going efforts for responding to the environmental impacts of the Syrian conflict with the support of the UN agencies, specifically UNDP, UNICEF and UNHCR.

In Line with additional factors:

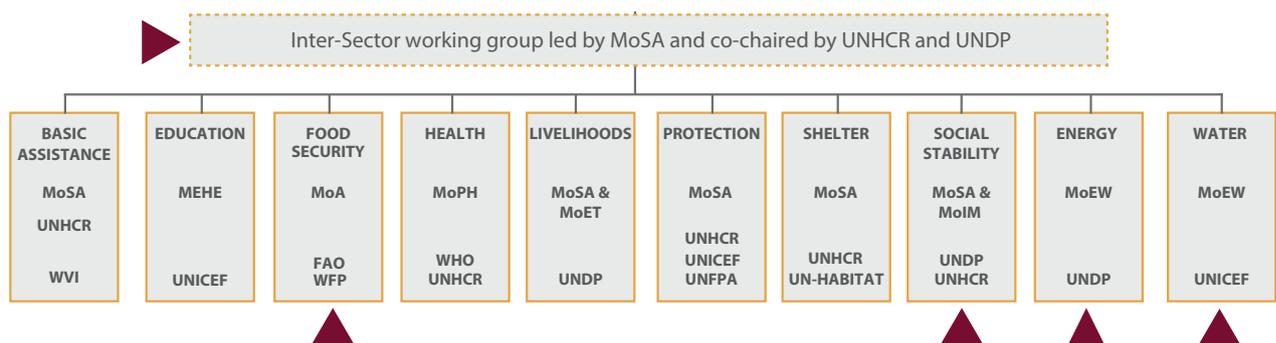
- MoE's responsibilities as a regulatory and monitoring institution.
- Changes in solid waste management responsibilities in 2016.
- Limited resources at MoE to coordinate and implement extensive activities related to LCRP.

## Proposed approach for environmental response under the LCRP 2017-2020:

- Establish an Environment Task Force under the Inter-sector Working Group to ensure the mainstreaming of environmental considerations in the LCRP 2017-2020.
- Implement specific environmental outputs at the level of four priority LCRP sectors with a potential to implement additional environmental activities in other sectors as needed.

## Proposed intervention of the Environment Task Force:

- Overall guidance at the level of the Inter-Sector Working Group.
- Implementation of environmental outputs at the level of 4 priority Sectors:
- 1. Social Stability, 2. Food Security, 3. Water, 4. Energy.



## Proposed mandate of the Environment Task Force:

1. Provide guidance on existing national environmental regulations and policies related to LCRP.
2. Develop environmental guidelines not available to date for priority LCRP activities and institute an environmental marker systems for the LCRP 2017-2020.
3. Screen and review Environmental Impact Assessments (EIAs) for LCRP related activities as needed.
4. Assess the impact on natural ecosystems resulting from the Syrian crisis and propose remediation measures.
5. Conduct and follow up on inspections related to complaints arising from LCRP activities.
6. Support the implementation of environmental activities in priority LCRP sectors (Social stability, Food security, Water, Energy) and integrate environmental considerations in additional sectors as needed.

### Proposed outputs at the level of LCRP sectors (to be finalized with sectors):

#### 1. Social stability sector:

- Coordination and implementation of SWM activities under the LCRP.
- Development and implementation of training programmes for municipalities on environmental response to the impact of the Syrian crisis.
- Conduct local environmental planning in "Most Vulnerable Cadastres".
- Implementation of activities to alleviate environmental pressure in urban areas such as parks, public spaces, environmentally friendly transportation, renewable energy and other options.

#### 2. Food security Sector:

- Adoption of environmental and climate change aspects in Good Agricultural Practices (GAP) of LCRP activities, including irrigation water quality measures and policies.
- Identification and implementation of priority land reclamation and rehabilitation of sites affected by LCRP activities (including agricultural lands affected by ITSs).

#### 3. Water sector:

- Development and implementation of environmental guidelines of water and wastewater management in ITSs .
- Development and implementation of guidelines for the reuse of wastewater and sludge in LCRP activities.

#### 4. Energy sector:

- Development and implementation of awareness campaigns on energy efficiency and promotion of renewable energy sources.
- Identification and adoption of environment and climate change measures to reduce air pollutants and GHG emissions from power plants.

### Proposed membership of the Environment Task Force

Under the responsibility of MoE, the following membership is proposed:

- Members of the Inter-sector Working Group: MoSA, UNDP, UNHCR, OCHA.
- Concerned Sector Leads and Sector Coordinators of the following sectors: Social stability, Food security, Energy and Water.
- Other governmental institutions and UN agencies involved in planning and implementation of environmental interventions related to the LCRP's scope of work.

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# Notes

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# Lebanon Crisis Response Plan 2017 - 2020

*2018 update*

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