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**COMMISSION IMPLEMENTING DECISION**

**of 17.10.2019**

**on the multiannual action programme 2019 and 2020 part I in favour of the Republic of  
Lebanon**

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## on the multiannual action programme 2019 and 2020 part I in favour of the Republic of Lebanon

THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union,

Having regard to Regulation (EU, Euratom) 2018/1046 of the European Parliament and of the Council of 18 July 2018 on the financial rules applicable to the general budget of the Union, amending Regulations (EU) No 1296/2013, (EU) No 1301/2013, (EU) No 1303/2013, (EU) No 1304/2013, (EU) No 1309/2013, (EU) No 1316/2013, (EU) No 223/2014, (EU) No 283/2014, and Decision No 541/2014/EU and repealing Regulation (EU, Euratom) No 966/2012<sup>1</sup>, and in particular Article 110 thereof,

Having regard to Regulation (EU) No 236/2014 of the European Parliament and of the Council of 11 March 2014 laying down common rules and procedures for the implementation of the Union's instruments for financing external action<sup>2</sup>, and in particular Article 2(1) thereof,

Whereas:

- (1) In order to ensure the implementation of the multiannual action programme 2019 and 2020 part I in favour of the Republic of Lebanon, it is necessary to adopt a financing Decision, which constitutes the annual work programme for 2019 and for 2020 part I. Article 110 of Regulation (EU) 1046/2018 establishes detailed rules on financing decisions.
- (2) The envisaged assistance is deemed to follow the conditions and procedures set out by the restrictive measures adopted pursuant to Article 215 TFEU<sup>3</sup>.
- (3) The Commission has adopted the Single Support Framework in favour of the Republic of Lebanon for the period 2017-2020<sup>4</sup>, which sets out the following priorities: 1) promoting growth and job creation, 2) fostering local governance and socio-economic development, and 3) promoting the rule of law, enhancing security and countering terrorism.
- (4) The objectives pursued by the annual action programme to be financed under the European Neighbourhood Instrument<sup>5</sup> are to support the local economy in the North

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<sup>(1)</sup> OJ L 193, 30.7.2018, p.1.

<sup>(2)</sup> OJ L 77, 15.3.2014, p. 95.

<sup>(3)</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu) Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

<sup>(4)</sup> C(2017)7179, Commission Implementing Decision of 30.10.2017 adopting a Single Support Framework for European Union support to Lebanon for the period 2017-2020.

<sup>(5)</sup> Regulation (EU) No 232/2014 of the European Parliament and of the Council of 11 March 2014 establishing a European Neighbourhood Instrument (OJ L 77, 15.3.2014, p. 27).

East Bekaa, to promote community policing in Lebanon as well as to support the electoral reform and democratic participation in Lebanon.

- (5) The action entitled ‘Promoting the local economy in North East Bekaa’ aims at contributing to stability in Lebanon by promoting local development, improving the socio-economic conditions and reducing levels of conflicts in the North East Bekaa area. It will help generate employment opportunities by revitalising and diversifying the local economy. It will also strengthen capacities of local actors to support the local economy and promote social stability and participatory action in the region.
- (6) The action entitled ‘Promoting community policing in Lebanon’ aims at supporting the institutionalisation and roll-out of the community-based policing model of the Internal Security Forces (ISF) and strengthening capacities of the municipal police. It also aims at enhancing coordination and human rights oversight, building the ISF’s and municipal police’s partnerships with civil society.
- (7) The action entitled ‘Support to Electoral Reform and Democratic Participation in Lebanon’ aims at developing the capacity of national stakeholders for the conduct of credible, periodical, transparent and inclusive elections in Lebanon, in line with the EU Elections Observation Mission’s recommendations. It will also enhance the participation and representation of vulnerable and marginalised groups, such as women, youth and persons with disabilities, as well as support capacity building for stakeholders in the democratic process.
- (8) It is appropriate to authorise the award of grants without a call for proposals, pursuant to Article 195 of Regulation (EU, Euratom) 2018/1046 to the European NGO WeWorld-GVC. The consortium chosen exclusively ensures i) continued presence in the area implementing similar projects for over 8 years; ii) successfully implementing EU-funded projects in the area and in the country, with proven operational, financial and administrative capacities; iii) already established relations with local actors and other international organisations; iv) track record in implementing multi-sectoral approach to local development, including in Lebanon.
- (9) Pursuant to Article 4(7) of Regulation (EU) No 236/2014, indirect management is to be used for the implementation of the programme.
- (10) Entities and persons entrusted with the implementation of Union funds by indirect management shall ensure a level of protection of the financial interests of the Union as referred to in Article 154(3) of Regulation (EU) 1046/2018.
- (11) To this end, such entities and persons are to be subject to an assessment of their systems and procedures in accordance with Article 154(4) of the Financial Regulation and, if necessary, to appropriate supervisory measures in accordance with Article 154(5) of the Financial Regulation before a contribution agreement can be signed.
- (12) It is necessary to allow for the payment of interest due for late payment on the basis of Article 116(5) of Regulation (EU) 1046/2018.
- (13) In order to allow for flexibility in the implementation of the programme, it is appropriate to allow changes which should not be considered substantial for the purposes of Article 110(5) of Regulation (EU, Euratom) 2018/1046.
- (14) The actions provided for in this Decision are in accordance with the opinion of the European Neighbourhood Instrument Committee established under Article 15 of the financing instrument referred to in recital 4.

HAS DECIDED AS FOLLOWS:

*Article 1*  
*The programme*

The multiannual action programme 2019 and 2020 part I in favour of the Republic of Lebanon, as set out in the Annexes, is adopted.

The programme shall include the following actions:

Annex I: 'Promoting the local economy in North East Bekaa',

Annex II: 'Promoting Community Policing in Lebanon',

Annex III: 'Support to Electoral Reform and Democratic Participation in Lebanon'.

*Article 2*  
*Union contribution*

The maximum Union contribution for the implementation of the programme for 2019, 2020 part 1, is set at EUR 32,000,000 and shall be financed from the appropriations entered in the following lines of the general budget of the Union:

budget line 22.040101: EUR 18,000,000 of the general budget of the Union for 2019,

budget line 22.040102: EUR 11,000,000 of the general budget of the Union for 2019,

budget line 22.040101: EUR 3,000,000 of the general budget of the Union for 2020.

The appropriations provided for in the first paragraph may also cover interest due for late payment.

The implementation of this Decision is subject to the availability of the appropriations provided for in the general budget of the Union for 2020 as adopted by the budgetary authority.

*Article 3*  
*Methods of implementation and entrusted entities or persons*

The implementation of the actions carried out by way of indirect management, as set out in the Annexes, may be entrusted to the entities or persons referred to or selected in accordance with the criteria laid down in point 5.3.1 of the Annex 1; point 5.3.1.1 of the Annex 2; points 5.3.1.2, 5.3.1.3, 5.3.1.4 of the Annex 3.

*Article 4*  
*Flexibility clause*

Increases<sup>6</sup> or decreases of up to EUR 10 million not exceeding 20% of the contribution set in the first paragraph of Article 2, or cumulated changes to the allocations of specific actions not exceeding 20% of that contribution, as well as extensions of the implementation period shall not be considered substantial within the meaning of Article 110(5) of Regulation (EU) 1046/2018, where these changes do not significantly affect the nature and objectives of the actions.

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<sup>(6)</sup> These changes can come from external assigned revenue made available after the adoption of the financing Decision.

The authorising officer responsible may apply the changes referred to in the first paragraph. Those changes shall be applied in accordance with the principles of sound financial management and proportionality.

*Article 5*  
*Grants*

Grants may be awarded without a call for proposals pursuant to Article 195 of Regulation (EU, Euratom) 2018/1046 to the bodies referred to in point 5.3.1 of the Annex I.

Done at Brussels, 17.10.2019

*For the Commission*  
*Johannes HAHN*  
*Member of the Commission*



**ANNEX 1**

of the Commission Implementing Decision on the multiannual action programme 2019 and 2020 part I in favour of the Republic of Lebanon

**Action Document for Promoting the local economy in North East Bekaa**

**ANNUAL MEASURE**

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation and action programme/measure in the sense of Articles 2 and 3 of Regulation N° 236/2014.

<b>1. Title/basic act/ CRIS number</b>	Promoting the local economy in North East Bekaa CRIS number: 2019-042-129 financed under the European Neighbourhood Instrument	
<b>2. Zone benefiting from the action/location</b>	Lebanon The action shall be carried out at the following location: North-Eastern region of the Bekaa valley, within the Governorate of Baalbek / Hermel	
<b>3. Programming document</b>	EU-Lebanon Single Support Framework 2017-2020	
<b>4. Sustainable Development Goals (SDGs)</b>	SDG 1: End poverty in all its forms everywhere SDG 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all	
<b>5. Sector of intervention/ thematic area</b>	<b>2.- Promoting socioeconomic development at local level</b> (EU-Lebanon SSF 2017-2020 Focal Sector 2)	DEV. Assistance: YES <sup>1</sup>
<b>6. Amounts concerned</b>	Total estimated cost: EUR 11,000,000 Total amount of European Union (EU) contribution EUR 11,000,000	

<sup>1</sup> Official Development Assistance is administered with the promotion of the economic development and welfare of developing countries as its main objective.

<b>7. Aid modality(ies) and implementation modality(ies)</b>	Project Modality <b>Direct management</b> through: - Grants - Procurement (services)			
<b>8 a) DAC code(s)</b>	311 Agriculture (50%) 32130 Small and Medium-sized enterprise development (30%) 15112 Decentralisation and support to national governments (20%)			
<b>b) Main Delivery Channel</b>	20000 Non-governmental organisations (NGOs) and civil society 21000 International NGO			
<b>9. Markers (from CRIS DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input type="checkbox"/>	X	<input type="checkbox"/>
	Aid to environment	<input type="checkbox"/>	X	<input type="checkbox"/>
	Gender equality and Women's and Girl's Empowerment	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	<input type="checkbox"/>	X	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input type="checkbox"/>	X	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input type="checkbox"/>	X	<input type="checkbox"/>
<b>10. Global Public Goods and Challenges (GPGC) thematic flagships</b>	n/a			

## SUMMARY

The programme will contribute to socio-economic development and the reduction of social tensions in the North Bekaa area. It will first and foremost promote the local economy and its potential to create new jobs and income linked to local comparative advantages, with a more efficient and sustainable use of the natural resources and effectively involving local entities and organisations (municipalities, CSOs, CBOs). The programme will also contribute to prevent criminal activities by offering alternative means of subsistence and increasing social cohesion.

The programme will be implemented in two fully interlinked components, providing for an integral action aiming at capitalising on existing natural, physical and financial resources, local skills and competences, the participation of local actors and the engagement of citizens:

Component 1: Revitalising the local economy in targeted sectors with local potential (agriculture, livestock, manufacture, tourism);

Component 2: Capacity building for local actors, supporting the local economy and promoting social stability and participatory action.

This action will seek complementarity with actions funded under the EU Trust Fund in Response to the Syrian Crisis, including projects focusing on strengthening the resilience of municipalities, unions of municipalities and water establishments, modernising the local water and water waste treatment infrastructure, as well as a range of livelihoods, social stability and protection projects.

## **1 CONTEXT ANALYSIS**

### **1.1 Context description**

The mohafazat (governorate) of Baalbeck-Hermel is one of eight mohafazats of Lebanon. Its surface is no less than 27% of the total surface of the country. The mohafazat occupies the north of the Bekaa valley, which lies at around 900-1000m in altitude between the two mountain chains of Mount Lebanon and Anti-Lebanon. However, the mohafazat also extends eastward the Anti-Lebanon to include the vast semi-desert lands that lay between that mountain chain and the Syrian border.

The number of Lebanese residents is approximately 350,000 while the inflow of refugees since the start of the Syrian crisis amounts to around 250,000 (both figures recently quoted by the Governor of Baalbek-Hermel). In certain villages, Syrian refugees outnumber local residents, namely in Aarsal, Ras Baalbeck and el-Qaa. In addition to humanitarian concerns, there is pressure on local resources (water, land, etc.) and the environment (waste water, solid waste) as well as the capacity to deliver social services such as education, health and employment.

The Syrian conflict also led to the closing of the borders through which most of Lebanon's exports used to reach their final markets– the Gulf area, aggravating the situation of the local farmers. Moreover, the agricultural lands located between the Anti-Lebanon and the Syrian borders were occupied in 2014 by armed groups, who prevented their owners, notably fruit growers of Aarsal and Ras Baalbeck, from taking care of their trees. The freeing of the area by the Lebanese army in 2017 showed that considerable damage had been inflicted on the orchards and the local agricultural infrastructure. Similarly, access by their owners to vast agricultural lands located along the Syrian border was made difficult or impossible (notably due to presence of landmines), impacting negatively on the living conditions of the local citizens.

According to the Food and Agriculture Organization (FAO), the area is classified as a semi-arid area since it witnesses annual precipitations not exceeding millimetres (mm) in the lower altitudes (900-1200 metres). Annual precipitation levels may reach 600-700 mm in the high altitudes (1800-2350 mm), which offers opportunities



for rain-fed production and livestock rearing. On both flanks of the Beqaa valley, at the junction between the valley and the two mountain chains, sources used to be the main providers of water. On the eastern side of the Anti-Lebanon, water harvesting techniques were developed and water stored in underground cisterns. However, demographic growth during the 20<sup>th</sup> century have made conflicts on water resources more acute and led to an uncontrolled dissemination of private wells in the valley, which impact negatively on the flow of the main sources. Similarly, private wells have developed on the eastern side of the anti-Lebanon and traditional harvesting and storing techniques have been neglected. Moreover, as mentioned in a recent study, the current trends in climate change might fuel additional tensions over water in the Beqaa Valley<sup>2</sup>. The conflicts on water are aggravated by strong local inter-family or inter-communitarian solidarities in a context of communitarian heterogeneity.

The main drivers of the local economy have traditionally been agriculture (notably renowned varieties of cherries and apricots, but also common varieties of vegetables), breeding of small ruminants and the production of the by-products of this activity, notably dairy products, rug-making and carpet-weaving from wool. However, due to weak State presence, traditional activities also included illegal trading across the Syrian borders, smuggling and the production of cannabis. The lack of success of some efforts to promote crops replacement

3after the end of the Civil War led, however, to the continuation of illegal production of cannabis. According to the Governor, big local traders benefit from the very vulnerable situation of local farmers and the considerable amounts of funds generated by their activity allow them to build local clientele.

Today, agriculture in North-East Beeka, as in most parts of Lebanon, is an important source of livelihoods and is a potential driver of socio-economic development. The area is characterised by microclimates and agro-geographical zones permitting the production of diverse varieties of crops albeit with relatively small amounts. The majority of economic agricultural activities are operated on small holdings by micro and SME, complicating practices and increasing cost of production. In many villages in the North as well as in Baalbeck and Hermel, which are among the poorest parts of the country, agriculture is reported to contribute up to 80% of the local GDP and represents the major income-earning and employment opportunity.

Before the Syrian crisis, agriculture in Aarsal was thought to be the primary employment sector for Aarsalis and Syrian refugees. As mentioned, in the 1960s, agriculture in Aarsal had begun to replace pastoral work. In particular, the proliferation of cherry and apricot trees made production reach 20,000 tons.

Another activity that has developed in the last decades, particularly in Aarsal, is quarrying, where it was the second sector employing more people. Its development has benefitted from a lack of government strategy in that field and the abandonment of quarries in other parts of the country, following protest by citizens, of which Aarsal took advantage.

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2 See American University of Beirut Policy Institute: 'Water Conflict in the Bekaa: Assessing Predisposition and Contributing Factors' (July 2018).

## 1.2 Policy framework (Global, EU)

The new programme is consistent with Priority 2 of the Single Support Framework 2017-2020 for Lebanon ('Fostering local governance and socio-economic development') as it aims at promoting integrated and multi-sectoral local development strategies that take into consideration local needs and create economic opportunities at local level.

The European Union and the Government of Lebanon agreed in November 2016 on the EU-Lebanon Partnership Priorities (PP) as well as a Compact for the period 2016-2020. One of the four priorities of the PP ('Fostering Growth and Job Opportunities' includes sub-headings on stimulating private investment, rehabilitation and expansion of infrastructure, expanding trade, agriculture and industry and support to municipalities. All these tracks will be pursued in a coherent approach. The EU-Lebanon Compact further outlines specific mutual commitments to address the impact of the Syrian crisis (very high in the North East Beqaa). The Compact also contains a section dedicated to fostering growth and job opportunities to improve the socio-economic prospects, stability and resilience of the whole of Lebanon.

The current programme is also consistent with the new Partnership on Research and Innovation in the Mediterranean Area (PRIMA). The main objective of the ten-year initiative (2018-2028), which is partly funded by the EU's research and innovation programme Horizon 2020, is to develop solutions to improve water availability and sustainable agriculture production. The programme also meets the commitments of the EU set in its communication on 'Empowering Local Authorities in partner countries for enhanced governance and more effective development outcomes'<sup>3</sup>.

## 1.3 Public policy analysis of the partner country/region

The Decree-Law 118/1977 provides that any work of public character or interest carried out in a municipal area falls within the scope of the Municipal Council's competence. Municipalities are in charge of the budget, decide on their revenues and expenditures, collect fees, tender for local works and accept or refuse grants and donations. The Decree Law 118/1977 allows also for the constitution of Unions of Municipalities (UOM) entitled to carry out projects of common interest of adhering municipalities.

The Lebanese government has launched initiatives aiming at boosting growth as well as local and economic development. In the National Physical Master Plan of the Lebanese Territory (2009), the government of Lebanon defines the principles for the development of different regions and underlines the importance of a closer co-operation between municipalities and the central level. The *Municipal Finance Studies Programme* (2011) is a strategic framework prepared by the Ministry of Interior and Municipalities (MoIM), whose main goal is to contribute to strengthening municipal government in Lebanon.

The area suffers from the same absence of broader economic development policies and sector development policies that the other parts of rural Lebanon. As broadly acknowledged, the area has long suffered from a weak presence of the Lebanese State. Physical and social infrastructure remains underdeveloped. In the Beqaa

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<sup>3</sup> 15 May 2013, COM(2013) 280 final.

valley, the water and irrigation infrastructure, developed during the 1960's, has been neglected and in some cases destroyed in conflicts over the water resources.

However, following the freeing of the area from the armed groups in 2017, the President of the Republic and the Prime Minister showed their commitment to allocate more financial resources to the area. An industrial zone is currently being developed in el-Qaa, funded by the EIB, Italy and other donors. Government plans for the diversification of the Lebanese economy might bring new opportunities to the area. Also, according to the Governor, the security plan implemented in 2018 aims, among other things, to restore confidence as basic condition to attract investments and develop the tourism potential in the mohafazat.

#### **1.4 Stakeholder analysis**

Government bodies involved in local development include the Ministry of Interior and Municipalities (MOIM) and the Council of Development and Reconstruction (CDR). Additional central stakeholders became part of local development programmes, such as: the Ministry of Social Affairs; the Ministry of State for Administrative Reform (OMSAR); the Ministry of Energy and Water; the Ministry of Agriculture and the Ministry of Industry.

However, government institutions involved in local development have unclear or conflicting mandates and distribution of responsibilities, a situation that significantly contributes to inadequate central management of local development policies and plans. Municipalities collect only small amounts of taxes and do not act as players of local development. Some programmes implemented through international agencies have had the tendency to privilege co-operation with the UoM in infrastructure, socio-economic, and basic services delivery projects, due to their comparatively solid financial and organisational structure and their ability to co-ordinate and resolve conflicts between member municipalities. Moreover, a national federation of municipalities that would allow the co-ordination between the central and local level does not exist.

Significant activities in the local development and employment creation have also involved local civil society organisations (CSO), such as community based Organisations (CBO), co-operatives, women groups, youth clubs; and, on *ad hoc* basis the private sector (regional Chambers of Commerce, professional associations, trade unions, private sector, media, farmers' syndicates, banks and micro-finance institutions). Examples of projects relevant to the current programme include among others: value chain support in agriculture, industrial cleaner production, youth empowerment, awareness raising, etc. However, it has to be noted that the area of North East Beqaa scores lower in relation to other regions in the country with regards to number of development activities supported by international agencies, mainly due to the particular security situation in the last years and the prioritisation to tackle humanitarian and early recovery needs.

Together with the weak presence of State institutions, this has led some international institutions, such as some United Nations agencies (UNICEF, UNDP, UNHCR, FAO and WFP), and local and international NGOs, with the support of international donors, including the EU, to become actors in the region, especially since the start of the Syrian crisis. However, until now funding has been directed to humanitarian and early recovery activities. While some of them have focused on the critical water

sector, their activities now include other sectors such as vocational training, pilot agricultural projects, basic social services and social protection (cash support, free meals). Despite efforts, the intensity of the conflicts over water resources, aggravated by their growing scarcity, the demographic pressure and internal rivalries and organised crime have often prevented programmes in the water and agricultural sectors from achieving major results.

The current programme targets the population of North-East Beqaa, i.e. the population residing on the two flanks of the Anti-Lebanon: on the line from Baalbeck to el-Qaa, inside the Beqaa Valley, on one side, and in Arsal and surroundings areas, on the other side of the mountain. The multi-cultural and complex social fabric has made local interactions as well as representation bodies, notably the municipalities, prone to instability. Farmers are among the main target groups of this programme, considered a vulnerable group at risk.

## **1.5 Problem analysis/priority areas for support**

On local governance: the dependency of local authorities on either the Independent Municipal Fund (IMF) or on international funding limits the ability of local authorities to diversify the supply of basic services. Waste water maintenance, alternative power generation, and internal road rehabilitation are key municipal services covered in the past decades by EU and international assistance. For the majority of local authorities, solid waste collection and ensuring water access became the major financial burden, particularly with the presence of Syrian refugees whose number equal or exceed the size of the hosting community's population in several villages of the North East Bekaa (notably Arsal, El Qaa, Laboué, Ras Baalbek, Hermel). Consequently, social and educational services are deemed a lesser priority. Municipalities lack the expertise and resources for creating employment for youth, while the level of enforcement of prevailing rules and regulations is weak.

As for economic activities in the region, they are concentrated on: agriculture, tourism (notably the Baalbeck ruins) and services. The agriculture sector is considered the backbone for the local economy, since the North East Bekaa is characterised by a climate suitable for various agriculture crops to grow. However, the security situation in the region has contributed to stopping the export of local agricultural production across Syria to the Arab and Gulf countries. The continued presence of organised crime is still today a source of insecurity and conflict as well as a stumbling block for the local economic development plans. The sector suffers also from a weakness in agriculture guidance and extension programmes as well as a strong dependence on irrigation. Additional weaknesses are high production costs, weak marketing and an insufficient number of active co-operatives.

As for the tourism sector, despite having a great potential, it is still weak due to the security situation in the area and the lack of a government policy to promote it as a main local development factor for the region. Nevertheless, a committee of local experts is currently preparing a list of heritage monuments (beyond the Baalbek ruins) such as mosques, schools and churches as well as a list of natural attractions in the region including reserves, spring and caves.

As for the environment sector, it suffers from several problems including: a lack of scientific studies on the region, low awareness of the importance of the environment, weak enforcement of the rules aiming at reducing the pollution, great losses

associated to irrigation water and the lack of infrastructure maintenance for the drinking water and the absence of an integrated waste treatment.

Water and air pollution in the area are record high in the North East Bekaa due to the excessive use of pesticides, absence of public policy for public transportation and absence of regular maintenance of the local roads' infrastructure. There is also a problem of water contamination with sewage water in some cities such as Hermel, Ras Aassi, etc.

#### Current needs in the production sectors

Many studies have been conducted by international organisations and NGOs in the area since its freeing from armed groups. Concerning the revival of the local economy, while the UNDP focused on Aarsal and its surroundings<sup>4</sup>, the FAO extended its surveys of the needs to the broader area impacted by the presence of armed groups<sup>5</sup>. Findings of both studies are similar: the priority sectors are **agriculture (and the corresponding water infrastructure), livestock and handicraft**. More accurately, their recommendations can be summarised as follows:

**Agriculture:** replacement of fruit trees using climatechange-adapted species and certified seedlings, diversification of the agricultural produce together with the development of climate-smart value chains, training of farmers, water harvesting and conservation, water efficiency, rehabilitation of agricultural infrastructure (irrigation canals, terraces and roads), etc.

- Research and ongoing projects in North-East Beeka, including Aarsal, highlight vulnerability and poor resilience of the agriculture (including damages and cutting of fruit trees in Aarsal). The main elements are: the need to upgrade some varieties and to ensure the quality of some products (cherries; apricots); the need to develop niches (processed products such as marmalade/juice or essential oils) and the importance to work on market access and post-harvesting. However, irrigation issues; transport and basic infrastructure as well as access to new markets (in view of disrupted trade routes to Syria) will also deserve a particular attention.

Problems encountered in agriculture in the country and specifically in this region are the following:

- Effective market, organisational, production and management linkages, co-operation and co-ordination among stakeholders constitute a major historical problem in Lebanon, independently from the past wars and the ongoing Syrian crisis.
- The majority of businesses in rural or relatively remote areas, even if having an untapped potential to develop, are marked by a high degree of fragmentation, dispersion and informality, as well as the lack of inter-firm linkages, access to information and access to finance capacity.

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4 See UNDP, Aarsal Labour Market assessment, June 2018, and Aarsal and its surrounding villages, March 2018.

5 See FAO, Rapid Damage Assessment and Needs Analysis of the Agriculture Sector in Conflict Affected Villages in Northeast Baalbek-Beqaa-Lebanon, April 2018.

- Poor product/produce quality, a fragmented or non-organised trading system, and lack of a constant supply of electricity and poor waste management practices have led to a significant decrease in productivity, an increase in production costs and therefore of overall loss of competitiveness.
- **Livestock and handicraft:** upgrading rug- and carpet-making and other artisanal products made from natural wool of livestock, which offers an opportunity for home production and income for women; development of other mining and quarrying by-products, such as ceramics, mosaics, and traditional tiles; etc.
- **Transversal issues:** energy saving techniques (solar energy for pumping, drying of fruits, etc.); building the capacity of local associations and co-operatives as well as, raising of their awareness of available financial support and microfinance programmes; capacity building for municipalities to become actors of development; enhancement of market access and facilitation of linkages with existing markets and value chains.

The priority sectors that were identified match current and previous EU-funded programmes in the field of water infrastructure, energy saving, agro-food value chains, agricultural infrastructure and traditional industries. The findings also correspond to the priority of the government concerning the need to diversify the economy and enhance the production of goods.

The rehabilitation of the agricultural (and water) infrastructure is also in line with the willingness of the government to rehabilitate and develop the infrastructure of the country, as illustrated by the Capital Investment Plan presented at the Paris conference of April 2018, a move that is supported by the EU in the frame of its Annual Action Plan 2018. In that respect the possibility of an EU-funded programme (possible under the EU Trust Fund) focusing on water and waste water in the region and complementary to this programme is being assessed in parallel.

## 2 RISKS AND ASSUMPTIONS

<b>Risks</b>	<b>Risk level (H/M/L)</b>	<b>Mitigating measures</b>
<b>POLITICAL</b> Political instability due to ongoing conflict in Syria and volatile security situation along the North East Bekaa, including presence of organised crime, hindering entities' access and ability to function	M	Flexibility adopted allowing for a reorientation of the activities, responding to possible security threats.
<b>SOCIAL</b> Continuous unemployment and rural abandonment reducing youth involvement; escalation of tensions between Lebanese and Syrian refugees	M	Focus as of early stages on listening and supporting youth's concerns. Development of tailor-made assistance for conflict prevention, dialogue, resilience building, and promoting socio-economic activities
<b>ECONOMIC</b> Increased tensions in the local	M	Support provided to local authorities and communities through financial and

economic context due to the the impact of the Syrian crisis.		business development services.
Constrained access to finance in the target areas that might delay the implementation of planned investments		Ensure good synergies with other donors and programmes. Promote co-ordination.
<b>Assumptions</b>		
Political and security stability		

**3 LESSONS LEARNT AND COMPLEMENTARITY**

**3.1 Lessons learnt**

The EU has implemented numerous projects in the area, where the social fabric is complex. The lessons learned from the implementation of such projects include the following:

- Considering that the situation on the ground can develop fast, a large degree of flexibility shall be sought in order to allow for an effective response to the changing needs of the beneficiary populations.
- Programmes should be designed to favour local-local dialogue to support sustainability and ensure public benefits to local communities.
- Programme design should take into account the identification of clear and measurable indicators, the establishment of cause-effect relationship between benefits reported and interventions made, and guarantee of the interventions to remain sustainable.
- The potential winners and losers from the project implementation should be carefully identified,

and their respective capacities should be assessed to allow the project to run smoothly and prevent blockages,

- The need to identify local leaders and to deal with them according to the local traditions,
- The need for a participative approach, allowing a negotiation to take place between potential winners and losers (social groups, communities, villages, institutions) and, consequently, the need for the project to have some flexibility allowing provision of compensation to the potential losers,
- The need to associate non-traditional groups (in such contexts), i.e. groups that are less associated to the traditional conflicts, such as women and the youth as potential actors of change, actors that look more at the actual needs, for peace or to the future rather than to the past,
- The need to have local mediators (elderly, members of the local clergy, development activists, etc.) and local social experts associated to the project,

- The need to identify the potential conflicts that cannot be solved within the timeframe and with the human and financial resources of the project and, therefore, the need to limit the ambitions of the projects to what is achievable within these boundaries.
- Concerning private sector development, the lessons learned suggest the need to adopt a bottom-up approach when aiming at improving the effectiveness of the private sector actors, i.e. to engage with the main stakeholders and provide support according to specific and objectively demonstrated needs, with a specific focus on technical innovation (technological transfer) and export opportunities (markets data) and constraints (sanitary and phytosanitary standards and other standards).
- The large amount of support provided to agriculture and livelihood sector required optimal co-ordination among donors.
- Avoid fragmentation of activities and ensure consistency of the approach;
- Focus at micro/meso levels and have a more integrated and focused approach, e.g. sector and market access-based.

### **3.2 Complementarity, synergy and donor co-ordination**

Local development has always been a pillar in EU interventions taking place in Lebanon. All over the country, long term programmes addressed sector-based management such as solid waste management, water resources and waste water management and were implemented either directly by local authorities or through central government (CDR/ESFD, OMSAR) or international agencies. The EU has already worked on focusing at meso (private sector advocacy, business development services) and micro levels (direct support to MSMEs, clusters, specific segments of the value chain). Funds were also allocated to civil society groups to get them further involved and to improve their capacity to lobby i at local level (e.g. on human rights, gender, socio-economic development, policy dialogue, youth empowerment).

Several programmes addressed also the empowerment of local authorities to take on their mandate and deliver basic services. A number of ongoing EU-funded programmes potentially propose a synergy modality with the new intervention such as ‘Local development programme along the Litani River Basin’; ‘Recovery of Local Economies in Lebanon’ (RELOC); ‘Support to Municipal Finance Reform’ (MUFIN); ‘North Lebanon local development programme for deprived urban areas’ as well as ‘Maintaining Strength and Resilience for Local Governments’ (MASAR), ‘Municipal Resilience’ and the ‘Resilience and Social Cohesion Programme’ (RSCP), both funded under the EU Regional Trust Fund in response to the Syrian Crisis.

So far, the support to the North East Bekaa area has been scattered and mostly on a small scale. This particular programme is aiming at strengthening the complementarity between the donors who are interested to scale up their involvement in the area (World Bank, USAID, UNDP, France, and the Netherlands).

Where possible, the new programme will build on the following:

- Former and current programmes implemented by partner institutions and NGOs in the field of livelihood,



- Former EU programmes implemented in the area. These programmes targeted mainly the water sector, for both agriculture and domestic consumption. They were implemented by local and / or international organisations.
- Recent studies and surveys conducted by partner institutions and NGOs,
- Recent proposals by local and international NGOs sent to the EU,
- Findings of the EU field visits.

The programme will develop and complement these projects and add new components where needed. This entails co-ordination with local and international partners, institutional ones and NGOs. Where no co-ordination groups exist, such groups could be promoted by this programme.

France, the Netherlands, the United Kingdom and the United States have been active in supporting the private sector, with many programmes complementing each other. They supported, notably, business development services and incubators targeting different segments or sectors or geographical areas of SMEs which allowed SMEs to access a wide variety of technical and financial support schemes.

Past assistance of the EU has in particular tried to address the bottlenecks of the private sector, through support to legislation and regulations, upgrade of the quality infrastructure and capacity building of the business development services. The need for a pragmatic approach has resulted in a value chain programme aiming at increasing enterprises' competitiveness in a few sectors (agriculture and wood processing sectors). The programme is ongoing and has demonstrated the need to focus on quality of products and access to market (e.g. better linkages between beneficiaries and final consumers). Despite challenges and fragmentation at the private sector level, so far the value chain approach has proved to be the most appropriate for addressing economic and social development in a fully integrated, inclusive, and sustainable way.

## 4 DESCRIPTION OF THE ACTION

### 4.1 Overall objective, specific objective(s), expected outputs and indicative activities

#### ○ Overall objective

The programme's **overall objective** is to contribute to stability in Lebanon by promoting local development, improving the socio-economic conditions and reducing levels of conflict in the North East Bekaa area.

#### ○ Specific objective(s)

- 1) Generate employment opportunities by revitalising and diversifying the local economy in targeted sectors with local potential, reaching to new markets and making it resilient to external shocks and notably targeting youth and women.
- 2) Strengthen the capacities of local actors to engage in the promotion of local economic development whilst promoting stability and participatory action in the region.

This action will seek complementarity with actions funded under the EU Trust Fund in Response to the Syrian Crisis, including projects focusing on strengthening the

resilience of Municipalities, Unions of Municipalities and Water Establishments, modernising the local and water waste water treatment infrastructure, as well as a range of livelihoods, social stability and protection projects.

○ **Expected outputs**

***Component 1: Revitalising the local economy in targeted sectors with local potential (agriculture, livestock, manufacture, tourism).***

1.1 The output and quality of the agricultural, livestock and manufacture sectors (notably food processing) has increased, providing higher revenues and new job opportunities, with increased level of participation of youth and women in the workforce, while expanding to new national and international markets.

1.2 New crops with higher added value and efficient water consumption are being increasingly cultivated.

1.3 Local economy is diversified as manufacture and tourism sectors emerge with a potential to create new job opportunities and sources of income for families.

***Component 2: Capacity building for local actors supporting the local economy and promoting social stability and participatory action***

2.1 Local institutions and organisations (municipalities, UOM and other local authorities, civil society organisations (CSOs) and community based organisations (CBOs), professional associations, chambers of commerce, agricultural co-operatives, water establishments) have built capacities (trained staff, systems in place, effective organisational set up, etc.) to become effective actors in promoting local development.

2.2 Levels of communication and co-ordination between local actors, as well as dialogue between local and national levels, for promoting local development have increased and are more effective.

2.3 Local actors are better equipped and trained to play an active role in preventing and solving conflicts over local resources and economic opportunities as well as in contributing to building up trust and co-operation between citizens.

○ **Indicative activities**

***Component 1: Revitalising the local economy in targeted sectors with local potential (agriculture, livestock, manufacture, tourism).***

**Agriculture and livestock sector**

Expansion of the water storage and irrigation infrastructure (additional hill lakes, tanks, pipes and wells) to take into consideration potential of the agriculture sector as well as climate change negative impact.

Maintenance and development of the agricultural infrastructure of the area (greenhouses, tertiary irrigation lines, introduction of new irrigation techniques coupled with the use of renewable energies (solar, wind), including training and capacity building associated to it.

Overhaul of orchards that were destroyed or neglected due to the presence of armed groups or abandonment.

Promote the introduction of alternative crops with high added value lesser and more efficient levels of water consumption using, including training and capacity building associated to it.

Reconstitute and up-grade the local livestock (sheep and goats), including training and capacity building associated to it.

#### Agribusiness and manufacture

Support to the diversification and modernisation of the local manufacture and food processing industry. The latter includes transformation of traditional fruits and vegetables, but also the introduction of the production of high added-value (e.g. essential oils) from traditional and new species and crops, apiculture and a better use of the by-products of the livestock (dairy products, wool)

Promote competitiveness of local manufacture products by quality improvement, compliance with standards, product development, logistics, upgrade of production processes and technologies, post-harvest activities; access to available funding resources, energy and environmental optimisation.

Provision of equipment such as cold rooms, storage facilities and other equipment related to food processing and agriculture derivatives and livestock by-products (distillation units for essential oils ...)

Upgrade and introduce new handicraft activities (such as carpets, weaving and traditional textiles, wood work ...), opening new markets specially linked to tourism

#### Tourism

Assess the potential for development of the region as a tourist destination (eco-tourism, nature and mountain trails; archaeological sites; local gastronomy), capitalising the potential of the proximity of Baalbek as pole of attraction for tourists.

Involve local institutions and provide business developing services to attract interest of private sector and investment in tourism.

In developing value chains, the actions above will focus on enhancement productivity and competitiveness factors in all relevant areas such as of SMEs organisational structures, production cost reduction, energy and environment, quality management, marketing, access to finance (for effectively leveraging available funding sources for needed viable investments). In parallel, the needed support structures (i.e. co-operatives; business support services) will be created. This action will include Technical and Vocational Education and Training (TVET) activities in targeted sectors according to needs.

This programme could include provision of seed funding, incubation and business development support to support SMEs and social enterprises that have a potential to generate an economic multiplier effect. As envisaged by new legislation, public-private partnerships may be considered. Cash-for-work modalities may be considered to stimulate short-term work.

#### ***Component 2: Capacity building of local actors supporting the local economy and promoting social stability and participatory action:***

The focus will be on supporting local actors to create an enabling environment for local economic development. The initial focus will be on engaging Municipalities,

Unions of Municipalities and/or clusters of Municipalities, the Bekaa Water Establishment, other public authorities, private sector interest groups (e.g. chamber of commerce, associations of traders, small-to-medium enterprises, etc.) and civil society organisations, in consultations that will seek elaborate the competitive advantage of the area under jurisdiction.

The action may consider the following activities under this component:

- Facilitate dialogue and citizen engagement aimed at identifying and developing competitive advantage of the area(s).
- Support to the development of municipal strategies, local development or spatial plans; specific support for implementation of such plans (training provision, investments (supplies, works)).
- Facilitate wider regional co-operation and planning, as well as value chain development for sectors identified in section 4.1.
- Various forms of capacity building activities offered to the wide spectrum of local actors, such as tailored training, coaching, on-the-job, introduction of information systems, etc.
- Identification, design, development and implementation of priority strategic investments (including infrastructure) that have an economic multiplier effect.
- Promoting people-to-people contacts and bringing people closer together, mediating among the various local resident groups in conflicts arising over local resources (eg. land, water) and job opportunities.
- Civic and environmental education through training and awareness raising campaigns.

## **4.2 Intervention logic**

Intervention logic of the programme stems from the understanding that stabilisation relies primarily in the development of income generating revenues and increasing levels of good governance and citizen's participation. The programme will contribute to socio-economic development and the reduction of social tensions by first and foremost promoting the local economy and its potential to create new jobs and income linked to local comparative advantages, with a more efficient and sustainable use of the natural resources and effectively involving local entities and organisations (municipalities, CSOs, CBOs). The programme will also contribute to prevent criminal activities by offering alternative means of subsistence and increasing social cohesion.

The programme will be implemented in two components fully interlinked, providing for an integral action aiming at capitalising on existing natural, physical and financial resources, local skills and competences, the participation of local actors and the engagement of citizens:

***Component 1: Revitalising the local economy in targeted sectors with local potential (agriculture, livestock, manufacture, tourism).***

***Component 2: Capacity building for local actors supporting the local economy and promoting social stability and participatory action***

With regards to **Component 1**, agriculture and agri-business will be the main sectors supported by promoting participation in the economy of MSMEs by fostering their competitiveness and integration into value chains, focusing on the meso- and micro-levels as well as working in parallel the demand and supply sides. Integrated action between local institutions and private actors will be promoted (linking to Component 2).

Focusing on agriculture and agri-business through value chain approach and market perspective has been considered as the most appropriate for addressing economic and social development in an integrated, inclusive, and sustainable perspective. It is expected that revamping the basics of the local economy will generate new dynamics, increase capacities and foster investment, resulting in the diversification of the local economy, creation of jobs and new income opportunities.

The market and value chain approach describes the full range of value adding activities required to bring a product through the different phases of production, including procurement of raw materials until it is being sold. It also implies a better connection and co-operation among the various actors, i.e. farmers; input suppliers; wholesalers; processors; purchasing structures etc.

The following elements will be taken into account:

- Effective market, organisational, production and management linkages, co-operation and co-ordination among stakeholders constitute a major historical problem in Lebanon, independently from the past wars and the on-going Syrian crisis.
- The majority of the businesses in rural or relatively remote areas even if having an untapped potential to develop are featured by a high degree of fragmentation, dispersion and informality, as well as by the lack of inter firm linkages, access to information and access to finance capacity.
- Poor product/produce quality, a fragmented or non-organised trading system, and lack of constant supply of electricity, poor waste management practices, have led to a significant decrease of productivity, increase of production costs and therefore of overall competitiveness.
- The sector deals with small-size holding farmers, which are very fragmented. As a result, small farmers are exploited by intermediaries and get lower profits. Value chains are therefore expected to ensure empowering small farmers by grouping them in stronger co-operatives or SMEs and link them directly to wholesalers and exporters through adequate support offered by this programme.
- Within the agriculture sector, the programme will assess potential for targeted products, which could encompass fruit trees (cherries; apricots, apples, nuts, grapes), vegetables, herbs and aromatic spices as well as by-products and processed products.
- With regards manufacture (other than food-processing) and tourism, potential needs to be explored and feasible actions proposed. On manufacture, the programme will provide comprehensive assessment looking for specific niches in parallel to developments such as future industrial parks in Baalbek and Al Qaa.

**Component 2** reinforces the action proposed under Component 1 by promoting and fostering roles, mandates and capacities of local actors for creating an enabling environment for local economic development and implementing local development plans. An overall mapping of local actors (including municipalities and UOMs, CSOs and CBOs, private sector, chambers of commerce, agricultural co-operatives, water establishments, etc.) will be conducted to analyse gaps and challenges at local level and recommend viable actions. Based on the initial assessment, priorities for capacity development is required will be identified.

Promoting collective action will be another vector for action in this programme. The action will foster participatory approach and co-ordinated action among local actors in establishing common priorities and strategies in promoting economic development in the region as a whole. For that purpose, initiatives such as setting up of a 'partnership forum' could be proposed, among others, to define and steer inclusive and sustainable local development strategies, which can include also linking local and national levels.

The presence of Syrian refugees in the North East Bekaa has generated tensions in host communities. The tensions are linked to overall livelihoods and local challenges (e.g. pressures on housing and jobs), scarce resources and security incidents. Furthermore, tribal conflicts and organised crime are still present in the area, though they are more sporadic than in the past. The programme will target elected officials and community leaders representing different sectors with the aim to incorporate a conflict prevention lens in any planning process that is taking place, including youth and women engagement. The common objective is to reduce tensions and enhance the role of the local actors in mitigating conflicts and communication skills.

### **4.3 Mainstreaming**

Environment protection is an underlying aspect of this programme. Considering the current environmental degradation in the North East Bekaa, the programme intends to contribute towards reducing major sources of pollution. Its interventions will allow for the enforcement of prevailing laws and measures to be achieved through alternative technologies (small and medium industries and agriculture). The programme will contribute substantially to the Government's goal of environmental sustainability.

By working directly at local level, the programme will also contribute to support local authorities in their management of local assets and services. Inter-community dialogue will also engage citizens in the identification of needs and possible solutions to the challenges faced by affected areas. Consequently an increased level of exchange and trust among different targeted communities will be ensured.

Gender equality will be promoted through women's participation at each stage of the programme. A municipal gender budgeting exercise will be introduced. Vocational training activities specifically dedicated to women will also be considered. Role in lobbying, awareness raising and socioeconomic activities will be ensured through their involvement in local communities, support to CSOs and co-operatives, and initiation of entrepreneurial businesses.

Youth is another cross-cutting aspect of the programme through the development of a vocational training programme (including internships); the promotion of

entrepreneurial initiatives; and the identification of employment opportunities, including innovative work opportunities associated with the green economy. In an area where 75% of the total population is between 18 and 40 years of age, this programme will try to reduce unemployment rates and halt rural exodus in a region where agriculture is considered the backbone for the local economy.

#### **4.4 Contribution to SDGs**

This intervention is relevant for the 2030 Agenda. It contributes primarily to the progressive achievement of SDG 1 (End poverty in all its forms everywhere) and SDG 8 (Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all) and SDG 10 (Reduced inequalities).

Sustainable economic growth will require local population to create the conditions that allow people to have quality jobs that stimulate the economy while not harming the environment. Without having specific data in the targeted area, as labour productivity decreases and unemployment rates (especially for young people) rise, standards of living has declined due to lower wages.

A continued lack of work opportunities, insufficient investments presence of Syrian refugees in the area leads to an erosion of the ‘basic social contract’. Increased commitments to trade and agriculture infrastructure would the help increase of productivity and reduce unemployment levels in one of the most impoverished region of the country.

## **5 IMPLEMENTATION**

### **5.1 Financing agreement**

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner country.

### **5.2 Indicative implementation period**

The indicative operational implementation period of this action, during which the activities described in section 4 will be carried out and the corresponding contracts and agreements implemented, is **72 months** from the date of adoption by the Commission of this financing Decision.

Extensions of the implementation period may be agreed by the Commission’s responsible authorising officer by amending this Decision and the relevant contracts and agreements.

### **5.3 Implementation modalities**

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>6</sup>.

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6 [www.sanctionsmap.eu](http://www.sanctionsmap.eu) Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

### 5.3.1 Grants: (Direct management)

#### (a) Purpose of the grant(s)

The grant(s) overall objective is to contribute to stability in Lebanon by promoting local development and improving the socio-economic conditions and reducing levels of conflict in the North East Bekaa area.

The grant(s) specific objectives are:

- 1) Generate employment opportunities by revitalising and diversifying the local economy in targeted sectors with local potential, reaching to new markets and making it resilient to external shocks and notably targeting youth and women
- 2) Strengthen the capacities of local actors to engage in the promotion of local economic development whilst promoting stability and participatory action in the region.

#### (b) Type of applicants targeted

The grant may be awarded to NGO with proven experience in the management or similar projects.

#### (c) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the grant may be awarded without a call for proposals to a Consortium led by the European NGO WeWorld-GVC. The Consortium may include other international and local NGOs and foundations, academia, international organisations, other non-profit organisations and local institutions.

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because: This is an action with specific characteristics that require a particular type of body on account of its technical competences, its high degree of specialisation or its administrative power. Indeed the consortium chosen exclusively ensures i) continued presence in the area implementing similar projects for over 8 years, including an already operative field office in El Ain; ii) successfully implementing EU-funded projects in the area and in the country, with proven operational, financial and administrative capacities; iii) already established relations with local actors (institutions and organisations) and other international organisations; iv) track record in implementing multi-sectoral approach to local development, including in Lebanon.

## 5.4 Indicative budget

	<b>EU contribution (amount in EUR)</b>	<b>Indicative third party contribution in currency identified</b>
Direct Management: Grant(s)	10,600,000	N.A.
TA Support (Monitoring/Communication and visibility)	400,000	N.A.
Contingencies	N.A.	N.A.



Total	11,000,000	
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## 5.5 Organisational set-up and responsibilities

The EU Delegation will set up and chair a Steering Committee (SC) that will include members of related institutions at central and local level as well as stakeholders, including CSOs. The SC It will also ensure donors' co-ordination and the widest possible dissemination of information about the programme and its various activities.

In the inception phase of the programme, implementers will present to the SC an overall and yearly action plan elaborated in an inclusive and participatory approach and linked to local developments plans. Discussion at SC level will remain at a consultation and co-ordination levels, and the EU will remain free to act according to its own understanding of the local situation and challenges

## 5.6 Performance and results monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the Logframe matrix (for project modality) or the partner's strategy, policy or reform action plan list (for budget support).

SDGs indicators and, if applicable, any jointly agreed indicators as for instance per Joint Programming document should be taken into account.

The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

## 5.7 Evaluation

Having regard to the nature of the action, a mid-term and final evaluation will be carried out for this action or its components via independent consultants.

The mid-term evaluation will be carried out for learning purposes, in particular with respect to launching similar projects in other areas of the country in the future.

The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account, in particular, the fact that some activities of this programme are innovative and pilot actions.

The Commission shall inform the implementing partner at least two (2) months in advance of the dates foreseen for the evaluation missions. The implementing partner

shall collaborate efficiently and effectively with the evaluation experts, and *inter alia* provide them with all the necessary information and documentation, as well as access to the project's premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of the evaluation shall be covered by another measure constituting a financing Decision.

## **5.8 Audit**

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

The financing of the audit shall be covered by another measure constituting a financing Decision.

## **5.9 Communication and visibility**

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, procurement and grant contracts.

The Communication and Visibility Requirements for European Union External Action (or any succeeding document) shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

## [APPENDIX 1 - INDICATIVE LOGFRAME MATRIX]

(The log frame matrix will be completed during the inception phase, especially regarding baselines and targets, when data will be available)

On the basis of this indicative logframe matrix, a more detailed logframe(s) might be developed at contracting stage linked to this AD. The indicative logframe matrix will evolve during the lifetime of the Intervention. The activities, the expected outputs and related indicators are indicative and may be updated during the implementation of the Intervention as agreed by the parties (the European Commission and the implementing partner/s).

The logframe matrix must be used for monitoring and reporting purposes. At the latest in the first progress report, implementing partner/s should include the complete logframe including all baselines and targets for each indicator). Each progress report should provide the most up to date version of the logframe as agreed by the parties (the European Commission and the implementing partner/s) with current values for each indicator. The final report should enclose the logframe with baseline and final values for each indicator.

Indicators to be presented, when relevant and possible, disaggregated by sex, age, urban/rural, disability, any disadvantaged group, income quintile etc.

	<b>Results Chain</b>	<b>Indicators (max 15)</b>	<b>Baseline s (year)</b>	<b>Targets by the end of the budget suppo rt progra mme</b>	<b>Sources of data and means of verification</b>
<b>Overall objective: Impact</b>	Contribute to stability in Lebanon by promoting local development and improving the socio-economic conditions and reducing levels of conflict in the North East Bekaa area	Unemployment ratio of youth to the working age population in the area	2020	N/A	Government data and economic analysis (Ministry of Economy and Trade, Ministry of Labor, Ministry of Agriculture, Ministry of Industry, MoEW)

<p style="text-align: center;"><b>Specific Objective 1: Outcome1</b></p>	<p>Generate employment opportunities by revitalising and diversifying the local economy in targeted sectors with local potential, reaching to new markets and making it resilient to external shocks and notably targeting youth and women</p>	<p>Number of employment opportunities created</p> <p>Amounts of additional revenues generated</p>	<p>2020</p>	<p>N/A</p>	<p>Periodic reports by implementing partners.</p> <p>Evaluation reports</p>
<p style="text-align: center;"><b>Specific Objective 2: Outcome 2</b></p>	<p>Strengthen the capacities of local actors to engage in the promotion of local economic development whilst promoting stability and participatory action in the region.</p> <p>Prevented conflict through community based approaches to designing solutions</p> <p>Improved capacity building of local actors</p> <p>Increase level of co-ordination and communication among local actors</p>	<p>Number of local actors that improve their capacity of co-ordinating among them</p> <p>Ratio of new orientations approved jointly by the Partnership forum</p>	<p>2020</p>	<p>N/A</p>	<p>Copies of local development plans</p> <p>Main Municipal and UoM decisions</p> <p>Minutes of meetings between local governments and CSOs and CBOs</p>

<b>Expected Result 1.1: Output 1.1</b>	The output and quality of the agricultural, livestock and manufacture sectors (notably food processing) has increased	Increased quantity and quality of products	2020	N/A	Periodic reports by implementing partners. Evaluation reports
<b>Expected Result 1.2 Output 1.2</b>	New crops with higher added value and efficient water consumption are being increasingly cultivated.	Number of new agricultural crops adopted.  Good agricultural practice and efficient water use techniques are adopted and disseminated	2020	N/A	Periodic reports by implementing partners. Evaluation reports

<p style="text-align: center;"><b>Expected Result 1.3</b> <b>Output 1.3</b></p>	<p>Local economy is diversified as manufacture and tourism sectors emerge with potential to create new job opportunities and sources of income for families.</p>	<p>Number of new economic sectors that has started to emerge.</p> <p>Number of beneficiaries who have started activities in the new economic sectors.</p> <p>Number of traditional sectors that have been revived after modernisation.</p> <p>Number of beneficiaries from the traditional sectors growing their business</p>	<p>2020</p>	<p>N/A</p>	<p>Periodic reports by implementing partners.</p> <p>Evaluation reports</p>
<p style="text-align: center;"><b>Expected Result 2.1:</b> <b>Output 2.1</b></p>	<p>The mapping of local actors allow to identify and understand priorities and basic needs through active participation of local populations</p>	<p>Percentage of local population who enhanced their knowledge on priorities and appreciation towards public service management</p> <p>Youth role at local level has increased</p>	<p>2020</p>	<p>N/A</p>	<p>Local/ strategic development plans</p> <p>Results of surveys</p> <p>Minutes of meetings of community discussions</p>

<p style="text-align: center;"><b>Expected Result 2.2: Output 2.2</b></p>	<p>Prevented conflict through community based approaches and stronger local economic relationships to designing solutions by local actors</p>	<p>Number of elected officials and community leaders trained</p>	<p>2020</p>	<p>N/A</p>	<p>Results of surveys</p>
<p style="text-align: center;"><b>Expected Result 2.3: Output 2.3</b></p>	<p>The capacities of local actors are empowered to assume their roles and responsibilities</p>	<p>Percentage of local actors that have applied tools and techniques introduced throughout the project  Level of citizens' appreciation for public services delivered</p>	<p>2020</p>	<p>N/A</p>	<p>Local development plans</p>







## ANNEX 2

of the Commission Implementing Decision on the multiannual action programme 2019 and 2020 part I, in favour of the Republic of Lebanon ,

### Action Document for Promoting Community Policing in Lebanon

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation and action programme/measure in the sense of Articles 2 and 3 of Regulation N° 236/2014.

<b>1. Title/basic act/ CRIS number</b>	<b>Promoting Community Policing in Lebanon.</b> CRIS number: <b>ENI/2019/042-132</b> financed under the European Neighbourhood Instrument	
<b>2. Zone benefiting from the action/location</b>	Neighbourhood South, Lebanon	
<b>3. Programming document</b>	Single Support Framework for European Union (EU) Support to Lebanon (2017-2020)	
<b>4. Sustainable Development Goals (SDGs)</b>	Main SDG <b>Goal 16:</b> Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels, but also promote progress toward Secondary SDG Goal(s) <b>5:</b> Gender; and <b>11:</b> Making cities and human settlement inclusive, safe, resilient and sustainable.	
<b>5. Sector of intervention/ thematic area</b>	<b>Promoting the Rule of Law, enhancing security</b> (priority sector 3)	DEV. Assistance: YES <sup>1</sup>
<b>6. Amounts concerned</b>	Total estimated cost: EUR 15,000,000. Total amount of European Union (EU) contribution EUR 15,000,000.	
<b>7. Aid modality(ies)</b>	Project Modality	

<sup>1</sup> Official Development Assistance is administered with the promotion of the economic development and welfare of developing countries as its main objective.

<b>and implementation modality(ies)</b>	Indirect management with the entrusted entity(ies) to be selected in accordance with the criteria set out in section 5.3.1-.			
<b>8 a) DAC code(s)</b>	Main DAC code – 15210 – 100%			
<b>b) Main Delivery Channel</b>	13000, 41000			
<b>9. Markers (from CRIS DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input type="checkbox"/>	X	
	Aid to environment		X	<input type="checkbox"/>
	Gender equality and Women's and Girl's Empowerment	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>
<b>10. Global Public Goods and Challenges (GPGC) thematic flagships</b>	n/a			

## **SUMMARY**

In recent years, the Ministry of Interior and Municipalities (MoIM) and the Internal Security Forces (ISF) -Lebanon's primary policing institution- are seeking to undertake measures to restore the population's confidence in security institutions. In line with this trend, the ISF's Strategic Plan (2018-2022) presented at the Rome II security conference in March 2018 illustrates Lebanon's commitment to undertaking meaningful reforms with a view to introduce a modern and trusted policing model across the country.

The aim of the programme is to support the shift from police "force" to police "service" by assisting with the implementation of the aforesaid ISF's five-year reform plan mandating the formal adoption of the Lebanese Community Policing model. So far, its implementation has showed positive results that are worth capitalising upon. The programme therefore suggests a holistic approach to contribute to the process of building a more people-centred, human rights-compliant, responsive, professional, and accountable police service, both at national and municipal levels.

The overall objective of the proposed programme is to promote community policing in Lebanon while enhancing respect for human rights and fostering greater social cohesion. The specific objective of the programme is threefold: i) to support the institutionalisation and roll-out of the community-based policing model at ISF; ii) to strengthen the capacities of the municipal police; and iii) to enhance co-ordination and human rights oversight, building ISF's and municipal police's partnerships with civil society. Due consideration is taken of Lebanon's plans of having the Lebanese Armed Forces (LAF) gradually return to its original mandate of protecting the borders and thus allow the ISF to steadily fully assume the duty of protecting and maintaining internal peace and security. In carrying out such growing responsibility for internal security, it is essential to continue improving the professionalism and organisational efficiency and effectiveness of the ISF as foreseen in their Strategic Plan.

For the achievement of the programme, the involvement of pillar-assessed EU Member State (MS) Agency/ies, public law bodies, civil society organisations and associations will be sought in order to transfer best practices and build on previous interventions on Security Sector Reform (SSR). The proposed programme has been identified and formulated in close conjunction with the authorities and all relevant stakeholders, including civil society.

This EUR 15 million programme is directly relevant to priority sector 3 of the 2017-2020 Single Support Framework, promoting the rule of law, preventing security risks, and responding to security needs of individuals and groups while promoting adherence to human rights, gender equality and civilian oversight. The programme is also relevant to the achievement of the Sustainable Development Goals (SDG) as it seeks to foster greater social cohesion by increasing the levels of public trust and confidence in state security institutions.

# 1 CONTEXT ANALYSIS

## 1.1 Context description

Lebanon remains fragile politically and economically, burdened notably by a delicate public finance situation, the continued absence of key structural reforms, and a volatile regional situation. In hosting approximately 1.2 million refugees from Syria for more than eight years, tensions between refugees and host communities and security officers have become more apparent. The country has, nonetheless, maintained relative stability and security, especially in comparison with other countries in the region.

The Lebanese security sector is fairly developed in terms of legal framework, chain of command, and subordination to civilian authorities. The sector, however, continues to suffer from organisational weaknesses and a deficit of transparency and accountability. Overall, Lebanon's security forces, including the ISF, operate with a strong security focus. They have undoubtedly been effective in maintaining public order at national and local levels and even address multiple threats arising from violent extremist as well as organised crime networks. Yet, in carrying out such duties, there remains a deficit in terms of observance and compliance with the rule of law and human rights' obligations.

Problems are both sector-wide and institution-specific along the justice chain, from arrest to imprisonment. The criminal justice system is considered to be dysfunctional<sup>2</sup>, with insufficient co-ordination between the police and judicial authorities. There are growing concerns about arbitrary detention, and excessive recourse to pre-trial detention of suspects, which often does not conform to national legislation and international standards<sup>3</sup>. Moreover, there remain allegations by civil society of ill-treatment of suspects held in custody and/or pre-trial detention, and lawyers not being systematically allowed to meet with their clients during the investigation period. All in all, such allegations of human rights' violations by state security services contribute to undermining the citizens' trust in the security sector and public authorities as a whole. Yet, there are various new patterns suggesting that the substantial investments made by the EU and other donors over the past years are contributing to the gradual professionalisation of security agencies and the steady mainstreaming of human rights across the security apparatus. For instance, the ISF, LAF as well as the General Security Office have established human rights units within their structures, and even introduced codes of conduct that are in line with international standards. Moreover, as illustrated in its 2018-2022 Strategic Plan, the ISF has committed to implementing a community policing model seeking to change the nature and culture of policing in Lebanon and, in turn, promote trust, respect for human rights and freedoms. This new vision and model of policing services seeks to be human rights' compliant and customer focused, applicable in each policing district. To this effect, the ISF is keen to modernise its police stations and properly

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<sup>2</sup> Report of the United Nations Committee Against Torture, 51st and 52nd Sessions, General Assembly Official Records Sixty-ninth Session Supplement No. 44 (A/2014)44/69.

<sup>3</sup> According to *Pre-Trial Detention in Lebanon: Punishment Prior to Conviction or a Necessary Measure? An Analysis of Short-Term Pre-Trial Detention Rulings*. Legal Agenda's seminar of 15 March 2018, the number of pre-trial detainees in ISF police stations is estimated to be around 2,000 individuals.

train and equip police officers using modern policing tactics on patrols and missions that are human rights and intelligence-led<sup>4</sup>.

At local level, the Syrian refugee crisis has also inevitably impacted the work of Lebanese municipalities, which are faced with managing a situation for which they are not necessarily prepared. Even though municipal police is generally characterised by limited human, technical and financial resources, a number of municipalities have sought to maintain stability and social cohesion at local level by hiring more police officers. Yet, most of such officers have neither received specific training prior to taking up duties nor undertake any continued training in order to acquire the necessary technical skills and capabilities to effectively carry out their mission of prevention, surveillance and proximity with due respect to rule of law and human rights' principles. Even though they are not recognised as official security service providers, numerous municipal police officers have been tasked with enforcing curfews, carrying out forced evictions and/or undertaking other duties related to the control and supervision of Syrian refugees.

## 1.2 Policy framework (Global, EU)

The proposed programme seeks to contribute to fulfilling the following two priorities under the EU-Lebanon Partnership Priorities for the period 2016–2020: i) Progress on good governance and the rule of law by means of a more strategic approach to SSR and co-operation with all relevant criminal justice actors; ii) Development of the capacity of security and law enforcement agencies as well as a justice system in full respect of human rights by providing logistic support and training, promoting inter-agency collaboration and further engagement with civil society.

The programme also fully responds to the strategic priority sectors of the Single Support Framework for EU support to Lebanon (2017-2020), and concretely to priority sector 3, promoting rule of law and preventing and responding to security needs of individuals and groups while promoting adherence to human rights, gender equality and civilian oversight. Both instruments provide a basis for the EU and Lebanon to define relevant programme.

The action document is consistent with the EU's security sector reform policy which emphasises the importance of respect of fundamental values and good governance principles that are also at the core of this programme. The programme is also in line with the EU Action Plan on Human Rights and Democracy adopted by the Council on 20 July 2015, in which the promotion of human rights and their defence is a cornerstone.

It is also consistent with Recommendation 1713 (2005) of the Council of Europe Parliamentary Assembly on Democratic Control which, although targeting Council of Europe Member States, emphasises the importance of democratic control through the use of tools intended to ensure the political accountability and transparency of the security sector. These instruments include activities aimed at fostering good relations

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<sup>4</sup>

A good example of which was the transformation of the Ras Beirut Police Station into “a model Police Station”. According to the TC1 Survey Data Summer 2017, provided by the British Embassy, the level of trust in the police increased from 21% in 2013 to 46% in 2017 in the neighbourhood of Ras Beirut Police Station.

between the various segments of the security sector and representatives of civil society (Non-Governmental Organisations - NGOs, the media, political parties, etc.).

### 1.3 Public policy analysis of the partner country/region

The proposed programme revolves around the ISF Strategic Plan (2018-2022)<sup>5</sup>. The plan is perceived as a roadmap for the ISF to become a more responsive, professional and human rights-observant police service. The programme will therefore focus on the ISF's commitment to adopting/expanding a community-oriented approach to policing in conformity with the following strategic objectives: (1) promotion of safety, stability and security by countering terrorism and fighting crime, (2) reinforcement of partnership with the community, concretely community policing, (3) protection of human rights and enhance accountability and (4) improvement of professionalism and organisational efficiency and effectiveness.

The ISF Strategic Plan is also closely linked to Goal 16 of the SDG, namely to “promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels”, and concretely 16.6, to “develop effective, accountable and transparent institutions at all levels” as well as 16.A, to “strengthen relevant national institutions, including through international co-operation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime”.

Lebanon has ratified some relevant international conventions<sup>6</sup> which could inform the respect of human rights as well as the accountability of security forces. The 2014-2019 National Action Plan for Human Rights (NAP)<sup>7</sup> was drafted in consultation of all concerned stakeholders including security forces, and covers 21 priorities areas, most of which are relevant to this programme: the principles of investigation and arrest; the prohibition of torture and other cruel, inhuman or degrading treatment or punishment; prison and detention facilities reform; the rights of the most vulnerable groups, etc.

In addition, Law No.62 of 27 October 2016 provides for the establishment of a National Human Rights Commission (NHRC) which includes a National Preventive Mechanism (NPM). The NHRC and NPM are expected to play a key role in the protection and promotion of human rights in Lebanon, and particularly monitor the extent of Lebanon’s compliance with Human Rights and International Humanitarian Law. Despite the fact that the law was passed in 2016, the institutions are yet to be

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<sup>5</sup> ISF Strategic Plan 2018-2022 call upon the mission “Together Towards a Safer Society” <http://www.isf.gov.lb/files/ISF%20SP%20Booklet%20English.pdf>.

<sup>6</sup> Lebanon signed the Geneva Conventions and Additional Protocol I and II; the Convention on the Rights of the Child (CRC); the Convention on the Rights of Persons with Disabilities and its Protocol. It ratified the International Covenant on Economic, Social and Cultural Rights; the Convention against Torture and its Protocol. Only one of the 8 fundamental ILO conventions is not ratified by Lebanon, namely the Convention on Freedom of Association. Lebanon acceded to the International Covenant on Civil and Political Rights and the Convention on the Elimination of All Forms of Racial Discrimination.

<sup>7</sup> The NAP describes areas of weakness and provides recommendations for improvement, defining compulsory standards to support and protect these rights. The implementation of these standards is entrusted to both the Parliament as the legislative authority, and administrative bodies as the executive authority.

functional and awareness of human rights is still to a great extent left to civil society organisations.

At local level, in 2018 the MoIM, with support from UNDP, engaged with a number of pilot municipalities to help institutionalise their municipal police and transform them into a service to the population in line with the new community policing model of the ISF. To this effect, Standard Operational Procedures (SOPs), a Code of Conduct, a national training curriculum, and a new uniform were developed. The SOPs regulates the establishment, duties, rights and obligations of the municipal police serving as a basis to progressively harmonise municipal police practices throughout Lebanon. At this stage, the SOPs have been approved by the MoIM as a basis for municipalities to define and further tailor the procedures according to their specific needs and context in which they operate.<sup>8</sup>

#### 1.4 Stakeholder analysis

Lebanon has a developed security sector with an established chain of command, and framework for subordination to civilian government. The Ministry of Interior, named since 2000 the Ministry of Interior and Municipalities (MoIM), is responsible for internal security in Lebanon as well as for governorates, municipalities, the federation of municipalities and village matters, which include the municipal police. Under the MoIM, the Directorate General of Municipalities (DGM) is the national sovereign entity that regulates and manages local authorities. This Ministry is, consequently, a main stakeholder for both the ISF and the municipal police components.

The Internal Security Forces (ISF) are general armed forces that are called upon to secure the Lebanese lands, territorial waters and skies<sup>9</sup>. According to the ISF Strategy Plan and the policy statements included therein by the Prime Minister and the former Minister of Interior, Lebanon is now seeking to reorganise its security sector by strengthening the ISF's co-operation with the LAF by gradually transferring all responsibility for internal security to the ISF and hence release the LAF from such duties in order to concentrate its efforts on border protection. The ISF currently counts with some 27,283 personnel<sup>10</sup>, of which around 1,000 are women. The ISF are the core of what constitutes the internal security system and a civilian police force. It includes, amongst others, the following forces: i) territorial gendarmerie, ii) mobile gendarmerie, iii) Beirut police, iv) Judicial Police and v) central administration.

The Judicial Police is in charge of crime control, forensic and criminal investigations; the Beirut police covers the territorial scope of Beirut city, while the territorial gendarmerie includes all divisions working outside of Beirut. The ISF's Training Academy and the Human Rights Division of the MoIM are mandated to

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<sup>8</sup> The Minister of Interior asked Governors to inform the municipalities that wish to prepare draft bylaws for the Municipal Police, about the possibility to obtain a copy of the adopted SOP, intended to guide them in this process and which can be requested directly to the office of the Directorate-General of Local Administrations and Councils.

<sup>9</sup> See <http://www.isf.gov.lb/en/about>.

<sup>10</sup> IFS information per April 2019.

develop modern training and educational schemes for the ISF members<sup>11</sup>. Both are key actors for raising awareness for human rights within the ISF and conducting trainings on community policing as well as for compiling studies on various human rights issues. The ISF's mandate has a strong emphasis on providing state security, although, with the support of US and UK police mentors, it has adopted an approach more orientated towards community policing and 'policing by consent'.

For various reasons, community-oriented policing necessarily relates also to municipal police. The municipal police are relatively small police services under the authority of the local mayor<sup>12</sup>. It is the municipal police that are expected to address the immediate security needs of their communities, since they can engage more closely with communities and are better-placed to incorporate elements of community policing into their work. Its intervention is in theory limited to unarmed patrols within the municipality, mainly tasked with observation and fostering good relations with the citizens through service-delivery. However, in practice they may be tasked with other duties such as enforcing curfews, executing evictions, protecting the environment, etc.

ISF has been tasked by the MoIM to train municipal police personnel over the years, but ISF's capacity is limited and the training has been mostly focused on newly recruited municipal police officers. In addition, in view of their limited resources, municipalities cannot always afford to mobilise their police officers to undertake trainings. Currently, the municipal police suffer from limited guidance from the central authorities as well as a lack of clarity on municipal police mandate and the varying linkages and co-ordination levels with the state security forces.

Another key actor for the proposed programme is the "Cités Unies Liban- Bureau Technique des Villes Libanaises (BTVL)", which comprises 75 members (58 municipalities and 17 Unions of Municipalities), representing 350 towns and cities and, thereby indirectly around 80% of the Lebanese population. Since 2014, BTVL has been working in strengthening the role and skills of the municipal police in order to better understand its role in Lebanon, to identify the obstacles it encounters, and to implement actions towards improving its services.

The National Human Rights Commission (NHRC) and National Preventive Mechanism (NPM) were established under Law No. 62 of 27 October 2016, and both are expected to become operational shortly in 2019. The establishment of these human rights mechanisms is expected to play a key role in the promotion and protection of human rights, including through the conduct of independent monitoring of human rights and rule of law compliance by state security services at national and local levels. The prompt functioning of the NHRC/NPM is therefore a priority,

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<sup>11</sup> An ISF anti-torture committee was established on 14 September 2010, which "communicates directly with the Director-General of the ISF", submitting regular reports so that he can take appropriate measures in each case.

<sup>12</sup> Municipalities and unions of municipalities in Lebanon can create a municipal police and respond to local security needs. In this context the Syrian crisis has driven municipalities to develop their own mechanisms for law enforcement with the municipal police. As an indication, Article 74 - paragraph 38 of the Municipalities Act (Legislative Decree No. 118/1977) specifies that the mayor is in charge of "*security affairs through the municipal police, which enjoys the quality of judiciary police*".



especially to ensure that all allegations of torture and ill-treatment are investigated promptly, effectively and impartially.

The role of civil society organisations (CSOs) in the security sector is not reflected in a consistent national framework and it is very much oriented to service delivery and awareness raising while their monitoring role remains marginal. Nonetheless, an increasing number of CSOs are engaging in specific aspects of the SSR, such as detention conditions and prisoners' rights; due access to justice; gender-based violence; etc.

## 1.5 Problem analysis/priority areas for support

Respect for human rights and the rule of law, while not perfect, are generally upheld in Lebanon, although with important gaps that should be addressed to improve law enforcement services' compliance with human rights and rule of law principles. There remain common allegations of corruption and other abuses on the side of security officers. Even though torture and ill-treatment are prohibited by Lebanese law, in practice both are believed to be still common, especially during interrogations while in custody in ISF's police stations and judicial police premises. Many confessions are allegedly made under pressure against the will of detainees, hence undermining their right to a fair trial from the start of the criminal justice chain. Moreover, while local and international organisations and bodies have consistently raised concerns about problems pertaining to prison management and overcrowding<sup>13</sup>, significant overcrowding and dire detention conditions remain. A direct consequence of this situation is a new tendency of placing pre-trial detainees for lengthy periods in inadequate cells in police stations<sup>14</sup>. As the first place of detention after arrest, police stations are designed to hold detainees for short periods of time (48 hours with a one-time renewal) as they normally lack proper basic sanitation and space for family visits. CSOs claim that the right to legal counsel is often violated as police officers often fail to inform suspects of their right to remain silent and not to incriminate themselves, and be assisted by a lawyer during the preliminary investigation. Moreover, there is a need for the ISF to better control the increasing trend of environmental crimes to tackle the prevailing perception of impunity among the public. The combination of all these factors undermines public confidence in security forces, including on the municipal police which operates in a relatively weak and unclear legal framework. Municipal police officers lack clarity in the organisation of command and operational programming. There is also a need to clarify their status, in particular regarding where their duties start and end, compared with those of the ISF. Municipal police lack a standard set of operational and administrative policies, or even agreed minimum standards of recruitment (e.g. criminal record checks) and training<sup>15</sup> (e.g. certified training before commencing duty or carrying firearms). Women are rarely recruited as municipal police officers

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<sup>13</sup> As of June 2017, approximately 6,200 individuals were held in the 23 places of detention that were originally designed to hold a total of 3,500 inmates. Around 57% of these prisoners are in pre-trial detention, an increase of two percent since July 2016.

<sup>14</sup> According to UNODC, an average of 2,000 detainees was being held in ISF police stations up to November 2018.

<sup>15</sup> Since 2016, ISF has managed to train 320 municipal police officers, while there are estimations of a total number of 10,000 municipal police officials which still need to be trained.

and current officers lack sensitivity to deal with half of the population as well as a basic knowledge of human rights. Nor do municipal police have a formally recognised law enforcement status and they lack clarity in the organisation of command and operational programming. Despite substantial resources dedicated to develop SOPs and a code of conduct to regulate the work of municipal police, in practice most municipalities in Lebanon are not yet aware of these regulations and hence have not adopted them.

On this basis, the proposed programme seeks to promote community policing in Lebanon by supporting the ISF and municipal police in carrying out their duties as well as improved co-operation and communication between them, all according to best standardised practices and in compliance with human rights' obligations. Capitalising on the positive results achieved in recent years as evidenced by the impact assessments and a survey produced in the framework of actions implemented by other stakeholders, the proposed programme is in line with the objectives of the ISF Strategic Plan. It should be focused on locations such as Beirut, Tripoli or Aarsal, where inter-community tensions are at their highest or the impact and visibility of the activities would be enhanced by existing EU local or regional development programmes. The possibility of deploying activities in Palestinian camps should be explored with the authorities when time is ripe. Assistance will also build on previous interventions by the EU and other donors on security sector reform (SSR), and range from addressing specific training needs and improving systems to refurbishing and equipping a number of police stations with a view to providing a better service to the citizens. The role of Civil Society Organisations and citizens in crime prevention, as well as in roll out and oversight activities, will also be promoted. All EU interventions will be driven by the ultimate goal of helping to professionalise police work and contribute to establishing effective and legitimate institutions that are accepted, trusted and supported by local citizens and communities<sup>16</sup>.

## 2 RISKS AND ASSUMPTIONS

<b>Risks</b>	<b>Risk level (H/M/L)</b>	<b>Mitigating measures</b>
High interest from ISF to roll-out community policing model in police stations in Lebanon but limited co-operation between different units and branches of ISF (Judicial Police, Police Beirut and Gendarmerie) and municipal police.	<b>M/H</b>	Policy and political dialogue will be increased. Engagement and co-operation between the different relevant units of ISF (i.e. Judicial Police and the Gendarmerie) will be promoted.
Reluctance of ISF to collaborate with independent monitoring and oversight	<b>M/H</b>	Policy and political dialogue will be increased to promote a culture of

<sup>16</sup> U4 Expert Answer Overview of corruption and anti- corruption in Lebanon, page 4: Police corruption is a serious problem in Lebanon and 61% of the citizens see the police as one of the most corrupt institutions in the country. 38% of respondents report having paid a bribe to the police in the last 12 months (Transparency International 2011).

mechanisms (i.e. NHRC/NPM, a civil society)		working together and raise awareness on the benefits of engaging with credible external stakeholders entrusted with oversight duties. When possible, MoUs formalizing and framing such co-operation will be signed.
Capacity of NHRC/NPM and CSOs in implementing oversight and related tasks.	<b>M/H</b>	Tailor-made technical assistance through this programme will be provided.
Challenging co-ordination between key donors and implementing partners. Reluctance of donors to share often sensitive information impacting on efficient donors co-ordination and co-operation.	<b>M</b>	EU assistance will be designed in a flexible way and synergies among different donors will be reinforced in order to guarantee a coherent EU approach as regards assistance in the security sector. Special efforts need to be invested with the British embassy in view of the fruitful work carried out in recent years and their planned follow-up interventions. Beneficiaries will be encouraged to play a more proactive role in external assistance co-ordination.
Weak engagement from targeted municipalities in adopting regulations (SOPs) on municipal police and Code of Conduct.	<b>M</b>	EU assistance to municipalities will be delivered through “Cités Unies Liban/BTVL” whose experience shall guarantee the commitment of the targeted municipalities that will benefit from the programme.
Biased, discriminatory or abusive way towards the population by the security actors benefiting from EU assistance	<b>M</b>	EU assistance will be continuously monitored and the EUD will maintain a regular policy/sectoral dialogue with the Lebanese authorities and all counterparts concerned, including through steering committee meetings and ad hoc encounters. The rights-based approach, the involvement of CSOs and targeted training sessions will promote rule of law and human rights.
Reluctance from ISF and municipal police to participate in joint activities.	<b>L/M</b>	Programme strategy will include a component on co-ordination and coherence.
Lack of financial commitment for sustainability of the action.	<b>L/M</b>	Programme will cover essential material/equipment/staffing needs. Advocacy efforts during the programme are needed to ensure the sustainability of the action.
<b>Assumptions</b>		

- The security situation in Lebanon and the region does not deteriorate.
- Lebanon’s internal political situation and stability is maintained at its current level and does not affect the willingness of security system stakeholders to implement institutional changes required for a community policing approach.
- The ISF remains committed to reinforce partnerships with the communities.
- Municipalities are committed to regulate legal status, rights and obligations of municipal police and to guarantee that they improve community service.

### 3 LESSONS LEARNT AND COMPLEMENTARITY

#### 3.1 Lessons learnt

Previous and on-going interventions by the EU, UK, USA and UNDP in the area of justice and security sector reform need to be optimised and built upon. A number of weaknesses have been observed, namely: i) insufficient number of police stations targeted to consolidate the community policing model in a specific region<sup>17</sup>; ii) lack of inclusion of key stakeholders such as ISF judicial police officers in charge of conducting investigations; iii) lack or limited role played by CSOs for external oversight of performance of security services; iv) restricted financial and human resources made available by the state; v) limited interinstitutional co-ordination and co-operation.

Previous EU co-operation projects such as the EUD project on *Promoting stability in Lebanon through community engagement and dialogue* implemented by Aktis Strategy, highlighted that the CSO sector in Lebanon lacks expertise on security issues, and there is a need to improve the capacity and willingness of CSOs to monitor and engage with security issues, and building partnerships and trust between CSOs and security agencies. The only way to do this is to hold discussions at multiple levels so that individuals can share concerns and focus issues in confidence. It also considers that public awareness campaigns and information provision around security reform and security issues should be undertaken to both enhance confidence but also to explain the role of security agencies and the rights of people when they encounter such agencies<sup>18</sup>. Thus, engaging civil society effectively in community policing has the potential to improve the situation of specific vulnerable populations, such as women, children, refugees, victims of addition.

Similarly, the UNDP *Security and Justice Sector Wide Assessment Report* from 2016, recommends the need to improve municipal police response to community safety and security needs and the need to enhance relations and partnerships between municipal police and the community through CSOs to conduct community awareness sessions and piloting community policing in different municipalities. “Cités Unies Liban/BTVL” recognises the need to develop the regulatory framework and the

<sup>17</sup> The UK and USA programmes covered four police stations in Beirut (out of a total of 13): Ras Beirut Police Station, Ramlet Al Bayda Police Station, Raouche Police Station, Achrafieh Police Station and First Territorial Company HQ (TC1 HQ).

<sup>18</sup> Aktis Strategy, policy Research Paper One: Opportunities for Improving Constructive Civil Engagement in Security Policy making and Oversight. EU Financed Project Promoting Stability in Lebanon through Community Engagement and Dialogue, 2018.

prerogatives of the municipal police and to further reinforce the capacity of municipal police through basic and continuous trainings.

### 3.2 Complementarity, synergy and donor co-ordination

Key international stakeholders for Lebanon in the field of community policing and municipal police are the USA and UK embassies as well as UNDP. Regular dialogue and opportunities for synergies and complementarities with all such actors will therefore continue to be pursued during the implementation of the proposed programme. Concretely, close collaboration and co-ordination shall be developed with the UK Community Policing Team which plans to help the ISF roll-out across Lebanon the Ras Beirut “model station” and extend the already institutionalised community policing training<sup>19</sup> to ISF gendarmerie.

Collaboration and co-ordination will also be sought with the new EU funded project on “*Promoting the rule of law, enhancing security and countering terrorism in Lebanon*”, implemented by FIIAPP, ICMPD and UNDP to reinforce the security sector in Lebanon by promoting a culture of co-operation and sharing information around two critical strategic areas: (i) border security and management, and (ii) counterterrorism and prevention of violent extremism. It will be equally relevant to build on the activities on community policing conducted by B&S Europe in the framework of the ENI project “*Technical Assistance to the Lebanese Internal Security Forces*”.

The programme will similarly seek to build and complement on the municipal police-related activities implemented by UNDP under the *UN Joint Strategic Framework programme*<sup>20</sup> as well as with the new EU Trust Fund project “*Strengthening the Long-Term Resilience of Subnational Authorities in countries affected by the Syrian and Iraqi Crises*” implemented by UNDP and UN-Habitat, which will aim to increase service delivery and generates greater social stability outcomes in municipalities by enhancing community security and concretely developing the capacities of municipal police and developing a people-centered culture in security and justice institutions. Lastly, in relation to the process of reform of the municipal police, the programme will aim to build also on the experience gained by *Cités Unies Liban/BTVL* in the framework of a *EUROMED* project entitled “*Developing and implementing the project for the strengthening of Lebanese municipalities in the context of the Syrian refugee crisis 2017-2018*”<sup>21</sup>, as well as the project “*Strengthening the role and capabilities of the municipal police of Zouk*

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<sup>19</sup> Through the support from the UK and US community policing projects, a training curricula in community policing has been institutionalised within the ISF Academy which has allowed to train so far more than 1,500 officers of Police Beirut.

<sup>20</sup> UNDP has been supporting Municipal Police during the last years and has been closely co-operating with 9 municipalities. Within the UN Joint Strategic Framework for Rule of Law in Lebanon (Justice, Security and Human Rights) UN plans to work with MoIM, Municipal Police and ISF to have systems and capacities in place, improve performance, accountability, transform security into a service to the population, and mitigate tensions at local level. Some donors are already contributing to the implementation of projects and programmes covered by the Joint Strategic Framework (Canada, Italy, Netherlands, and USA).

<sup>21</sup> This project directly benefited the cities of Jbeil-Byblos, Jdeideh-Bouchrieh-Sed, the union of Municipalities of Tyr and Jezzine, with the financial support of the French Ministry of Europe and Foreign Affairs.

*Mikael and union of municipalities in the field of disaster and crisis management and contingency planning 2018-2019*"<sup>22</sup>.

The actions under this programme will develop synergies and build on lessons learnt under the ENI project "*Promoting stability in Lebanon through community engagement and dialogue*" that targeted the role of CSOs in the security sector. This project aims at strengthening dialogue mechanisms between security actors, communities and civil society in line with human rights, gender and rule of law principles through piloting initiatives aimed at building trust and addressing sources of instability.

In the context of the Rome II Conference, the ISF recently developed its multi-annual Development Plan for the period 2018-2022, which does not only set the frame for targeted international assistance but also represent a valuable opportunity for donor co-ordination, particularly in view of the important pledges made by France, United States of America, Turkey, Cyprus, Japan, United Kingdom, Sweden and Canada.

Lastly, with regards to co-ordination, the Delegation organises and/or participates regularly in relevant sectorial co-ordination meetings in the fields of security sector reform, justice/rule of law and human rights. For instance: Security and Rule of Law donors' co-ordination meetings; EU Human Rights Focal Points meetings; Donor Co-ordination Sub-Group on Prison reforms; EU Counter Terrorism experts' meetings; etc. The EU takes also part in the International Support Group for Lebanon set up in 2013 to co-ordinate international support to Lebanon on improving the country's security and stability<sup>23</sup>. Specifically on municipal police, for the purpose of helping identify and formulate the present programme, the EU and ISF co-organised in December 2018 a first joint meeting which included all key stakeholders. As a follow-up to the ongoing bilateral dialogue and planned assistance, the EU shall secure a permanent seat in the 'Steering Committee meetings for Municipal Police Reform' established by the MoIM and chaired by the head of the ISF training Academy.

## **4 DESCRIPTION OF THE ACTION**

### **4.1 Overall objective, specific objective(s), expected outputs and indicative activities**

The overall objective of the programme is to promote community policing in Lebanon guaranteeing the respect of human rights and fostering greater social cohesion.

The specific objective of the programme is threefold: i) ISF is effective, adequately trained, staffed and equipped to perform community policing; ii) Municipal police is strengthened to transform security into a service to the population; and iii) Co-

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<sup>22</sup> Project implemented by BTVL in partnership with the Disaster Risk Management Unit within the Council of Ministers; Province of Barcelona; Municipality of Terrasa (Spain); Union of Municipalities of the Sahl and the Municipality of Zouk Mikael.

<sup>23</sup> <https://unscol.unmissions.org/joint-statement-following-ministerial-meeting-international-support-group-lebanon-paris>.

ordination and human rights oversight is enhanced and partnership with civil society strengthened.

In order to achieve the mentioned objectives, the programme will be articulated around three components:

#### **Component 1: Support ISF' community policing approach**

1. This component will support the achievement of the following results:
2. Professionalism of ISF officials on community policing is enhanced.
3. Criminal justice chain, especially with regard to evidence collection, prosecution and detention, is better aligned with international human rights standards.

Legal guarantees of transparency and openness of the ISF are improved.

#### **Component 2: Support municipal police**

This component will support the achievement of the following results:

1. Regulatory framework for municipal police, structures and processes are legally defined and enacted by Municipalities.
2. Criteria for recruitment (including vetting procedures and representation of minorities and women), training and promotion of municipal police are clearly defined.
3. Capacities of municipal police on aspects linked to their competencies, duties, equipment and infrastructure are enhanced.

#### **Component 3: Co-ordination and human rights oversight**

This component will support the achievement of the following results:

1. Co-ordination and co-operation between ISF and municipal police is enhanced.
2. External accountability of security actors is strengthened.
3. Communication between security actors and civil society is supported and partnership is reinforced.

#### **Main activities:**

The envisaged (indicative/non-exhaustive) main activities are the following:

#### **Component 1: Support ISF's community policing approach**

- Training programmes embedded in the regular training activities of the ISF Academy focusing on community policing, service delivery to the population, environmental protection, accountability etc. Female officers will be target trainees.
- Training programmes focusing on human rights-compliant investigative and interviewing techniques; crowd-management; use of force and firearms; evidence's collection and processing, etc.
- Refurbishment and equipment of targeted police stations to support the roll-out of the community policing model.

- Improvement of detainees' data collection, storage, and access through upgrading ICT capabilities, detention record systems, case file management systems, etc.
- Support to the production of crime statistics in order to feed community policing actions to address them.
- Conduct of awareness-raising and advocacy initiatives focusing on building an ethical, rights-based culture (including gender mainstreaming, alternatives to detention) across the police services as key actor in the criminal justice system.
- Reinforcement of inspections, oversight, systematic data collection and statistics, as well as monitoring, and referral and complaints' mechanisms' systems.
- Development of the capacity on intelligence led policing.

### **Component 2: Support municipal police**

- Outreach to municipalities to identify those for support with the adoption of a unified legal framework regulating the work of their police units in order to reduce disparities in the administrative and organisational status of municipal police units (i.e. degree of competence, pay scale); this will entail reviewing and adopting recently developed SOPs and special internal regulations (code of conduct) for municipal police services.
- Support the development and delivery of a training curriculum embedded in the regular training activities of the ISF Academy that is better tailored to the specific needs of the municipal police's mission, focusing inter alia on the following aspects: traffic management; roads' patrolling; conduct of preliminary investigations into witnessed crimes and crimes against public safety until the arrival of the judicial police; public safety, disaster and conflict response; crowd management; mediation skills; curfew enforcement; environmental protection.
- Support outreach to citizens' initiatives to *inter alia* sensitise citizens to comply with the applicable laws and regulations.
- Development of recruitment guidelines focused on clear, transparent and merit-based procedures that promote the recruitment of female officers at the municipal level.
- Actions to improve internal co-operation framework of municipalities through the development of a standardised reporting, data monitoring and communication system.

In order to promote sustainability, the action will ensure that the municipal police establish a pool of municipal police trainers.

### **Component 3: Co-ordination and human rights oversight**

- Development of an institutional framework for co-operation and communication between the ISF and municipal police.



- Actions to improve civil society capacities to participate in security sector reforms and oversight<sup>24</sup> on the basis of sound administrative data and statistics.
- Actions to improve CSOs and citizens' capacities to contribute to crime-prevention in co-operation with the police as security providers.
- Actions to improve the NHRC capacities to participate in security sector reforms and related tasks such as overseeing performance; documenting cases; reporting, receiving and investigating complaints; issuing periodic reports and recommendations; advising relevant authorities on human rights; and promote human rights culture.
- Actions to increase the capacity of the NPM to carry out on-sight monitoring activities.
- Awareness-raising and communication outreach campaigns between security actors and civil society (workshops, round-tables).

The third component is transversal and supports both ISF and municipal police in strengthening: (i) their co-ordination (inter-agency co-operation) and (ii) the prevention approach, as well as communication with civil society, media and other actors (external co-operation). It includes the involvement of CSOs as well as the NHRC in monitoring and reporting any possible human rights violations.

## 4.2 Intervention logic

As per the Logical Framework annexed, the programme aims to promote community policing in Lebanon, contributing to the development of a long-term capability and capacity of the ISF and municipal police to promote safety and enhance partnership with the communities. It shall also cultivate a culture of human rights and rule of law compliance, strengthen the monitoring of human rights and freedoms, and enhance accountability<sup>25</sup>.

It is assumed that the new political situation, with a recently established government<sup>26</sup>, will favour the proper implementation of the action. Furthermore, stakeholders have already shown ownership of the action and commitment to it. As community policing constitutes a strategic objective of ISF<sup>27</sup>, the programme will

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<sup>24</sup> Civil society oversight of the security sector involves the active participation of a wide range of CSOs in defining policies, approaches and frameworks of engagement, coupled with oversight of structures and processes of security sector actors. CSOs provide oversight to ensure compliance with the law, to ensure that the law is applied equally and fairly and to ensure that security agencies serve the interests and priorities of all people. In this way CSOs provide a way for security agencies both to improve their reputations, their practices and also to increase trust between them and the local population.

<sup>25</sup> Strategic Objective 03 of ISF Strategic Plan 2018-2022: Protect human rights and enhance accountability

<sup>26</sup> Thus, the programme envisaged with this document, comes at an appropriate moment in time. The holding of well-administered and largely peaceful and transparent parliamentary elections for the first time in nine years, on 6 May 2018, is perceived as an important milestone for Lebanon's democracy, endowing parliament with renewed legitimacy. In January 2019, after months of uncertainty, the Lebanese political factions have finally agreed to form a government, breaking a nine-month deadlock, and making the country governable again. This window of opportunity ought to be used also for the purposes of this programme.

<sup>27</sup> Strategic Objective 02 of ISF Strategic Plan 2018-2022: Enhance partnerships with the Community.

support the institutionalisation of a more community-oriented policing style, and strengthen the partnership with municipalities, national human rights bodies and civil society organisations.

The intervention logic is designed along two separate components. The first component aims to strengthen the capacity and the institutional framework of the ISF. It includes a holistic approach to expand the community policing model to other police stations in Lebanon, provides exhaustive training on community policing, specially to the gendarmerie, and promotes intelligence led policing.

The second component also aims at strengthening the capacity and the institutional framework of the municipal police. The programme will closely co-operate with a number of municipal police services to help improve their legal status and regulations and provide capacity building activities.

Both components will be implemented in synergy. Co-operation amongst them will be guaranteed through the third component, which is transversal and equally applicable to the ISF and the municipal police. The third component involves the NHRC/NPM and CSOs as monitoring and oversight mechanisms. Concretely, these actors will work closely with security authorities on awareness raising and improving communication, while also monitoring rule of law and human rights' observance, including proper case management.

Engaging civil society effectively in community policing has the potential of improving the situation of specific vulnerable populations, such as women, children, refugees, victims of addictions, etc. This can, e.g., be achieved by creating community engagement initiatives or community police boards in order to strengthen civil participation and institutionalize channels of communication between the police and the community<sup>28</sup>.

The rights-based approach clearly enshrined in the proposed programme shall counter the risk that security actors benefiting from EU assistance might act in a biased, discriminatory or abusive way towards the population they serve. Additionally, EU assistance will be continuously monitored and the EU will maintain a regular policy/sectoral dialogue with the Lebanese authorities and counterparts concerned, beyond the activities addressed by the programme. Should grave violations not be properly addressed by national authorities with the intention to bring those to an end, the EU shall consider taking appropriate measures including discontinuing support.

The three components are closely interlinked and mutually enabling one another to tackle the security sector reform in an all-inclusive way through: (i) The professionalisation and organisational development of the two key institutional actors in community policing, the ISF and the municipal police; and (ii) The creation of a structured mechanism for dialogue with state and non-state structures and actors, thus promoting human rights and enhancing the accountability of the ISF and municipal police.

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Recommendations issued by the NGO “ALEF Act for human rights” on how to improve co-operation between CSOs and SSR actors, “Framework on enhancing human rights respect within security sector reform programmes in Lebanon”.

The choice of implementing partners will be based on proven technical expertise and added value as described in section 5.3.1 of this programming document.

### **4.3 Mainstreaming**

The programme is the result of a participatory approach which has involved the main stakeholders, inviting them to comment and make proposals, as decision-making actors in the different parts of the process. This participation has strengthened accountability, infused confidence, and reinforced both credibility and a sense of ownership.

The programme will be implemented clearly following a rights-based approach. The programme will be based on gender and human rights principles and adhere to the EU norms and standards. Furthermore, it shall promote the dialogue and improve co-operation between the main stakeholders (ISF, municipal police, NHRC/NPM and civil society). Training on human rights/rule of law will always be present as a key element of the programme. As a horizontal component, the programme will include a cross-cutting approach by which it promotes capacities in local entities (municipalities) for policy planning and development strategies, including the support to building the capacities of national human rights bodies and civil society organisations to make security actors accountable, transparent and efficient. Transparency and accountability of the security sector will be a key objective.

Likewise, the programme will foster non-discrimination and equal access for women by promoting the recruitment of female officers and a stronger presence of well-trained female staff in order to guarantee the full respect of societal and religious norms. Security institutions strive to increase the participation of women at all levels of decision-making in accordance with the UN Security Council Resolution 1325 (2000) on Women, Peace and Security.

Environmental education and safety will also be addressed by the programme, guaranteeing that security actors and municipalities enhance environmental management, stressing the role of elected officials and municipal police in reducing the environmental degradation in the following sectors: air quality management, solid waste management, water resources' management, land use and ecosystem management, and environmental governance. Actions to reduce traffic problems, which is a key priority of the new MoIM, will be promoted for instance through capacity building actions with the community and relevant police services.

### **4.4 Contribution to SDGs**

This programme is relevant for the Agenda 2030. It contributes primarily to the progressive achievement of SDG target(s) “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” while also contributing to goals: “5: Achieve gender equality and empower all women and girls”, and “11: Make cities and human settlement inclusive, safe, resilient and sustainable”. This does not imply a commitment by the county benefiting from the programme.

## 5 IMPLEMENTATION

### 5.1 Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner country.

### 5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of adoption by the Commission of this Action Document.

Extensions of the implementation period may be agreed by the Commission's responsible authorizing officer by amending this Decision and the relevant contracts and agreements.

### 5.3 Implementation modalities

The Commission will ensure that the EU rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>29</sup>.

#### 5.3.1 *Indirect management with an entrusted entity*

This action may be implemented in indirect management with an EU Member State Agency which will be selected by the Commission's services using the following criteria: i) pillar assessed with the necessary capacity to effectively address political, technical, logistical and institutional challenges; ii) sound track record in implementing projects in Lebanon relating to the improvement of the country's internal security and reinforcement of the rule of law; iii) capacity to quickly mobilise European civil servants and experts; iv) proven experience in implementing EU funded justice and security actions similar to the programme proposed; v) capacity to build synergies between relevant EU projects and guarantee full co-ordination with other EU bilateral and regional actions in this sector.

The implementation by this entity entails the three components of the programme. The entrusted entity, with prior dialogue and agreement of the EU as contracting authority, will be required to work with other organisations (i.e. BTVL<sup>30</sup>;

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<sup>29</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu) The sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

<sup>30</sup> "Cités Unies Liban/BTVL" leads the network of Lebanese Local Authorities members which currently includes 75 members (58 municipalities and 17 Unions of Municipalities), therefore representing 350 towns and cities and around 80% of the Lebanese population. Based on the demand of its Lebanese municipalities members, it has been implementing many projects since 2014 for strengthening the role and skills of the municipal police and implement actions to improve the quality of its services. In March 2015, it conducted a pre-diagnostic study on the current situation (legislative and statutory framework, recruitment procedures and competences, training offers, relations with national forces ...) of the municipal police in Lebanon, and has organised awareness-raising meetings with elected representatives and local and national actors of the municipal police in Lebanon on the importance of training the municipal police. BTVL has a significant and well established capacity to mobilise Lebanese Municipalities and Unions of Municipalities and a longstanding experience in the facilitation of dialogue with ministries and governmental institutions.

NHRC/NPM; CSOs) specialised on certain aspects of the intervention as previously described in this programming document. Appropriate provisions will therefore be included in the Contribution Agreement. Furthermore, the entrusted entity(ies) will be expected to take fully into account the Lebanese context when implementing the programme while associating relevant agencies and police services from EU member States.

The entrusted entity will therefore *inter alia* carry out the following budget-implementation tasks: contracting through direct awarding - when justified and agreed beforehand with the EU- and/or launching procurement processes for services and supplies; calls for proposals for grants; concluding, monitoring and managing contracts, grants awards, payments and recovery orders. The provision of services or supplies should contribute to the achievement of the stated objectives of the programme.

#### 5.4 **Scope of geographical eligibility for procurement and grants**

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased, as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provision:

The Commission's responsible authorizing officer may extend the geographical eligibility on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

#### 5.5 **Indicative budget**

<b>Components</b> Indirect management with EU Member State Agency	<b>EU contribution</b> <b>(amount in EUR)</b>
Component 1) Support to community policing Indirect management with EU Member State agency	9,000,000
Component 2) Support to municipal police Indirect management with EU Member State agency	3,000,000
Component 3) Co-ordination and human rights oversight Indirect management with EU Member State agency	3,000,000
<b>Totals</b>	15,000,000

#### 5.6 **Organisational set-up and responsibilities**

The programme may be implemented in indirect management with a pillar-assessed EU Member State agency through the signature of a contribution agreement. The awarded agency will be responsible for the management of the whole programme, including, sub-contracting for activities, services, works and supplies in all the components.

A steering committee shall be set up to oversee and validate the overall direction and policy of the programme. It will also provide guidance for the programme's activities and review programme achievements as well as discuss strategic issues to ensure its overall coherency. The steering committee shall identify and ensure the necessary synergies among the various components and guarantee inter-components activities.

The programme steering committee shall meet three times a year as a general principle and can be convened whenever the project's implementation requires strategic decisions or changes. The implementing partner will assist it by fulfilling a technical secretariat function together with the technical and operational counterparts directly involved in the programme's implementation.

The programme's steering committee shall be co-chaired by the MoIM/ISF-EU and made up of representatives of the following entities:

- A representative of the European Union
- A representative of the Ministry of Interior and Municipalities
- A representative of the Internal Security Forces
- A representative(s) from the implementing partner(s)
- A representative of the NHRC
- A representative(s) of the municipalities benefiting from the project
- Representatives of CSO beneficiaries

The steering committee has the right to invite further members of any of the stakeholders whenever deemed appropriate. Representatives of those EU Member States that maintain a close co-operation with the specific beneficiary authorities in domains related to this programme may also be invited on an ad hoc basis. The EU delegation will maintain a constant policy dialogue with national stakeholders to ensure the highest possible support and political commitment needed for successful implementation.

## **5.7 Performance and results monitoring and reporting**

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix.

The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action's implementation.

In addition to being part of the steering committee, CSOs will also actively take part in the monitoring of the progress of the action.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

## 5.8 **Evaluation**

Having regard to the importance and nature of the action, a mid-term and a final evaluation will be carried out for this action or its components via independent consultants contracted by the Commission.

The mid-term evaluation will be carried out for problem solving and learning purposes, (including for learning purposes) in particular with respect to efficiency and effectiveness and the human rights oversight from the side of CSOs.

The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that the EU engagement in this sector might continue.

The Commission shall inform the implementing partner at least 2 months in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of the evaluation shall be covered by another measure constituting a financing Decision.

## 5.9 **Audit**

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

The financing of the audit shall be covered by another measure constituting a financing decision.

## 5.10 **Communication and visibility**

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries

and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and contribution agreements.

The Communication and Visibility Requirements for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.



[APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY)]<sup>31</sup>

	<b>Results chain: Main expected results (maximum 10)</b>	<b>Indicators (at least one indicator per expected result)</b>	<b>Baselines (incl. reference year)</b>	<b>Targets (incl. reference year)</b>	<b>Sources of data</b>	<b>Assumptions</b>
<b>Impact (Overall Objective)</b>	To promote community policing in Lebanon guaranteeing the respect for human rights and fostering greater social cohesion	<ol style="list-style-type: none"> <li>1. Fundamental Rights Country Score according to the World Justice Project</li> <li>2. Country-based Security Perception Indexes</li> <li>3. Average Voice and Accountability score **</li> </ol>	<ol style="list-style-type: none"> <li>1. 0.47 score (2018)</li> <li>2. Baseline survey:                             <ul style="list-style-type: none"> <li>- Security perception</li> <li>- Police corruption perception</li> </ul> </li> <li>3. -0.58 score (2017)</li> </ol>	<ol style="list-style-type: none"> <li>1. Improved score (2022)</li> <li>2. To be determined (TBD) at the inception phase</li> <li>3. Improved score (2022)</li> </ol>	<p>World Justice Project <a href="https://worldjusticeproject.org/our-work/wjp-rule-law-index">https://worldjusticeproject.org/our-work/wjp-rule-law-index</a></p> <p>National Survey The Global Economy <a href="https://www.theglobaleconomy.com">https://www.theglobaleconomy.com</a></p>	<i>Not applicable</i>
<b>Outcome(s) (Specific Objective(s))</b>	SO1: ISF is effective, adequately trained, staffed and equipped to perform community policing	<ol style="list-style-type: none"> <li>1. Percentage of population who express confidence in the security actors* (disaggregated by sex, religion, or proxy such as neighborhood of residence)</li> <li>2. Proportion of crime complaints that are investigated *</li> <li>3. Criminal conviction rate* (percentage of prosecutions resulting in a conviction)</li> </ol>	<ol style="list-style-type: none"> <li>1. TBD at the inception phase (2011-65% population see police corrupted)</li> <li>2. Baseline study at the inception phase</li> <li>3. Baseline study</li> </ol>	<ol style="list-style-type: none"> <li>1. Improved score (2022) Increase 30%</li> <li>2. Improved score (2022)</li> <li>3. Improved score (2022)</li> </ol>	<p>Public perception survey (national or local) to be conducted by the programme. The survey implemented at least twice: at the beginning and end of programme implementation</p> <p>Administrative data of the Ministry of Interior</p>	Relative political stability in Lebanon and the region. ISF commitment to reinforce partnership with the community, protect human

<sup>31</sup> Indicators aligned with the relevant programming document are marked with \* and indicators aligned to the EU International Co-operation and Development Results Framework with \*\*

		<p>Data can be disaggregated for specific crimes (GBV, corruption, etc.) when relevant.</p> <ol style="list-style-type: none"> <li>4. Average time of pre-trial detention period*</li> <li>5. Average number of detainees per cell</li> <li>6. Percentage of [equipment please specify] provided by the Action that is used and maintained by security sector staff in line with its purpose and regulations</li> </ol>	<p>at the inception phase</p> <ol style="list-style-type: none"> <li>4. TBD at the inception phase</li> <li>5. TBD at the inception phase</li> <li>6. TBD at the inception phase</li> </ol>	<ol style="list-style-type: none"> <li>4. Decrease number in 2022</li> <li>5. Decrease number in 2022</li> <li>6. TBD based on the baseline</li> </ol>	<p>to be requested by the action at the beginning and end of implementation</p> <p>Independent reports by NGOs active in the security sector</p>	<p>rights and enhance accountability</p>
<b>Outcome(s) (Specific Objective(s))</b>	SO2: Municipal Police is strengthened to transform security into a service to the population	<ol style="list-style-type: none"> <li>1. Status of legal provisions/regulations defining and regulating municipal Police</li> <li>2. Proportions of positions held by representatives of the different sexes and religion in the municipal Police</li> <li>3. Percentage of [equipment please specify] provided by the Action that is used and maintained by security sector staff in line with its purpose and regulations</li> </ol>	<ol style="list-style-type: none"> <li>1. SoP and code of conduct for Municipal Police</li> <li>2. TBD at the inception phase</li> <li>3. TBD at the inception phase</li> </ol>	<ol style="list-style-type: none"> <li>1. SoP and code of conduct reviewed by at least 15 municipalities</li> <li>2. Improved score (2022)</li> <li>3. To be defined based on the baseline</li> </ol>	<p>Text of the SOP. An expert analysis may also be commissioned by the programme to assess the stated provisions</p> <p>Analysis of administrative data to be provided by the line ministry/ies, at the beginning and end of the action</p>	<p>Municipalities are committed to undertake reform of Municipal Police</p>
<b>Outcome(s) (Specific Objective(s))</b>	SO3: Co-ordination and human rights oversight is enhanced and partnership with NHRC and civil	<ol style="list-style-type: none"> <li>1. Quality of statistics on the security sector available to the public</li> <li>2. Number of new oversight/internal</li> </ol>	<ol style="list-style-type: none"> <li>1. TBD at the inception phase</li> <li>2. NHRC is established not</li> </ol>	<ol style="list-style-type: none"> <li>1. TBD based on the baseline</li> <li>2. NHRC is fully functional</li> </ol>	<p>Expert analysis to be commissioned by the action at the beginning and end of implementation.</p>	<p>Independent oversight body is operational to monitor security sector</p>

	society strengthened	<p>accountability mechanism adopted by public authorities in the security sector according to human rights and rule of law*</p> <p>3. Number of cases related to a security sector institution filed with the independent complaints body responsible for this sector*</p> <p>4. Number of disciplinary sanctions/judiciary decisions taken*</p> <p>5. Existence of locally-based organisations that contribute to effective dialogue with security actors</p>	<p>yet fully operational</p> <p>3. Baseline assumed to be zero at the design of the action</p> <p>4. Baseline assumed to be zero at the design of the action</p> <p>5. TBD at the inception phase</p>	<p>3. TBD based on the baseline</p> <p>4. TBD based on the baseline</p> <p>5. At least six locally-based organisations</p>	<p>Administrative records of the internal inspection/audit services within the independent complaints body</p> <p>Expert study/mapping to be commissioned by the programme (at the beginning and end of implementation)</p>	<p>institutions</p> <p>Civil societies are committed and engaged in security sector reform</p>
<b>Outputs Specific Objective 1</b>	<p>1.1. Professionalism of ISF on community policing is enhanced</p> <p>1.2. Criminal justice chain, especially with regard to evidence collection, prosecution and detention is better aligned with international human rights standards</p>	<p>1. Number of police stations that introduced the community policing model</p> <p>2. Number of ISF officials trained on community policing</p> <p>3. Number of detention facilities that comply with international standards thanks to EU support and duly process complaints</p> <p>4. Extent of improved data collection, storage, analysis and case-file management systems</p> <p>5. Percentage of trained police officers who demonstrate</p>	<p>1. 2018- 4 police stations</p> <p>2. TBD at the inception phase</p> <p>3. TBD at the inception phase</p> <p>4. TBD at the inception phase</p> <p>5. TBD at the inception phase</p>	<p>1. 2022- Between 7 and 9 police stations</p> <p>2. TBD based on the baseline</p> <p>3. TBD based on the baseline</p> <p>4. TBD based on the baseline</p> <p>5. TBD based on the baseline</p>	<p>Database of training participants, disaggregated by sex</p> <p>Database of inspections conducted and complaints duly handled, disaggregated by sex</p> <p>Database of statistics produced</p> <p>Pre/post training evaluations</p> <p>Project's database of</p>	<p>ISF is committed to develop and implement community policing approach</p>

	1.3. Legal guarantees of transparency and openness of the ISF are enhanced	improved human rights/rule of law-compliant skills and knowledge (investigation, interviewing, crowd management, etc.). 6. Number of persons reached by public awareness campaigns implemented with the support of the action (Communication outreach campaign)	6. TBD at the inception phase	6. TBD based on the baseline	event participants, listenership surveys of radio/TV programmes developed by the action  Programme monitoring report and evaluations	
<b>Outputs Specific Objective 2</b>	2.1. Regulatory framework for Municipal Police, structures and processes are legally defined and enacted by Municipalities  2.2. Criteria for recruitment (including vetting procedures and representation of minorities and women), training and promotion of municipal police are clearly defined  2.3. Capacities of municipal police on aspects linked	1. Number of municipalities adopting the municipal police SoPs and the Code of Conduct 2. Number of municipal police personnel trained on (i) initial community security and human-rights-based compulsory curriculum; (ii) specialised human-rights and protection curriculum; (ii) other relevant tasks typically assigned to municipal police officers 3. Percentage of officers recruited through appropriate procedures 4. Percentage in recruitment of female municipal police 5. Percentage of municipal police officers demonstrating improved skills	1. SoP and Code of Conduct adopted by 9 municipalities  2. In 2018- 320 municipal police officers trained  3. TBD at the inception phase 4. TBD at the inception phase 5. TBD at the inception phase	1. At least 15 municipalities adopt SoP and code of conduct  2. 1500 municipal police officers are trained  3. TBD based on the baseline 4. At least 25% recruited officers are women 5. TBD based on the baseline  6. TBD based on	Regulations/policies developed/updated with the support of the Action  Pre/post training evaluations  Municipal police statics available or to be conducted at the start and at the end of the action  Database of training participants, disaggregated by sex from ISF academy  Programme monitoring report and evaluations	Municipalities engage and develop co-operative attitude on improving the regulatory framework of Municipal Police

	to their competences, duties, equipment and infrastructure are enhanced.	6. Number of persons reached by public awareness campaigns implemented with the support of the action (Communication outreach campaign)	6. TBD at the inception phase	the baseline		
<b>Outputs Specific Objective 3</b>	<p>3.1. Co-ordination and co-operation between ISF and municipal police is enhanced</p> <p>3.2 External accountability of security actors is strengthened</p> <p>3.3 Communication between security actors and civil society is supported and partnership is reinforced</p>	<p>1. Status of MoU of co-operation and co-ordination between ISF and municipal police</p> <p>2. Number of NHRC, civil society and other relevant independent bodies trained by the Action on SSR aspects and monitoring human rights (disaggregated by sex and type of actor)</p> <p>3. Number of civil society and independent bodies' recommendations for SSR published with the support of the Action</p> <p>4. Number of established liaison/dialogue mechanism that bring together security sector and civil society*</p>	<p>1. No MoU in place</p> <p>2. TBD at the inception phase</p> <p>3. TBD at the inception phase</p> <p>4. TBD at the inception phase</p>	<p>1. Signature of a MoU between ISF and Municipal Police</p> <p>2. TBD based on the baseline</p> <p>3. TBD based on the baseline</p> <p>4. TBD based on the baseline</p>	<p>Database of training participants, disaggregated by sex and type of actor</p> <p>Progress reports</p> <p>Programme monitoring report and evaluations</p>	<p>Inter-agency co-operation on community policing. Ability of CSOs and HHRC to carry out their work.</p>



**ANNEX 3**

of the Commission Implementing Decision on the multiannual action programme 2019 and 2020 part I  
in favour of the Republic of Lebanon

**Action Document for Support to Electoral Reform and Democratic Participation in Lebanon  
phase 2**

**MULTIANNUAL<sup>1</sup> PROGRAMME**

This document constitutes the multiannual work programme in the sense of Article 110(2) of the Financial Regulation and action programme/measure in the sense of Articles 2 and 3 of Regulation N° 236/2014.

<b>1. Title/basic act/ CRIS number</b>	Support to Electoral Reform and Democratic Participation Lebanon 2019/042-272	
<b>2. Zone benefiting from the action/location</b>	Country: Lebanon The action shall be carried out at the following location: whole territory of Lebanon	
<b>3. Programming document</b>	Single Support Framework for EU support to Lebanon 2017-2020	
<b>4. Sustainable Development Goals (SDGs)</b>	SDG 11: Peace Justice and Strong Institutions SDG 5: Gender Equality	
<b>5. Sector of intervention/ thematic area</b>	151 Government and civil society, general	DEV. Aid: YES
<b>6. Amounts concerned</b>	Total estimated cost: EUR 6.000.000 Total amount of European Union (EU) contribution: EUR 6.000.000 (of which EUR 3.000.000 from the general budget of the European Union for 2019 and for an amount of EUR 3.000.000 from the general budget of the European Union for 2020, subject to the availability of appropriations for the respective financial years following the adoption of the relevant annual budget or as provided for in the system of provisional twelfths.)	
<b>7. Aid modality(ies) and implementation modality(ies)</b>	Project Modality Indirect Management with United Nations Development Programme (UNDP)	
<b>8. a) DAC code(s)</b>	15151 Elections	

<sup>1</sup> Within the maximum contribution of the European Union, the authorising officer responsible may adjust the allocation to the respective budget years subject to the availability of the commitment appropriations.

<b>b) Main Delivery Channel</b>	41000			
<b>9. Markers (from CRIS DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
	Participation development/good governance	<input type="checkbox"/>	<b>X</b>	
	Aid to environment	<b>X</b>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and Women's and Girl's Empowerment	<input type="checkbox"/>	<b>X</b>	<input type="checkbox"/>
	Trade Development	<b>X</b>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<b>X</b>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
	Biological diversity	<b>X</b>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<b>X</b>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<b>X</b>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<b>X</b>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>10. Global Public Goods and Challenges (GPGC) thematic flagships</b>	N/A		
<b>Summary:</b>				
<p>The programme's objective is to develop the capacity of national stakeholders for the conduct of credible, periodical, transparent and inclusive elections in Lebanon, in line with the support to the efforts of the EU Delegation towards the implementation of the EU EOM 2018 recommendations. Furthermore, it aims at strengthening public confidence in the electoral process and, hence, contributing to democratic consolidation in the country.</p> <p>To achieve these objectives, the proposed programme will work closely with the Ministry of Interior and Municipalities (MoIM), which has responsibilities for electoral management, administration and overall electoral operations. Support to other electoral stakeholders is also foreseen, such as the Constitutional Council, Supervisory Commission for Elections (SCE) and judicial bodies with responsibilities for electoral disputes and electoral campaign monitoring. Work with Parliament and political parties is also foreseen given the holistic approach sought by the programme. Indeed, one important lesson learnt after the completion of the 2018 parliamentary elections is the importance of engaging the political parties and the institution of the Parliament in the discussions, debate and drafting of the legal and electoral reforms envisaged for the next electoral cycle. Ideally the project aims at creating synergies between the decision makers and the civil society in the area of reforms in such a way that the changes will have a wide support and acceptance.</p> <p>Close co-operation with civil society organisations active in the area of elections will be ensured, including with women's, youth's and persons with disabilities (PWDs) rights organisations seeking to effectively strengthen women's, youth's and PWDs' political participation.</p>				

## 1 CONTEXT ANALYSIS

### 1.1 Context description

Since 2005, Lebanon has witnessed widespread calls for electoral reform that would bring Lebanese elections closer to being in line with international standards. The electoral Law approved in September 2008 provided some improvements in comparison with the 2005 Law, including polling on one day and the establishment of a Supervisory Commission on Elections Campaign (SCEC) to oversee the regulation of campaign finance and media coverage. While these aspects were positive, many other proposals and key recommendations from the 2005 and 2009 EU Election Observation Missions (EUEOMs) remained outstanding<sup>2</sup>.

After the successful organisation of the 2009 elections, parliamentary elections were due to take place in 2013. While due preparations were carried out by the MoIM, the elections failed to be implemented due to uncertainty and security concerns. A similar situation occurred in 2014 when the elections were again postponed and the parliament extended its mandate for an entire term, until June 2017.

Against this background, the successful organisation and conduct of the 2016 municipal elections represented a turning point for the democratic path of the country. These elections indirectly unlocked the election of the President of the Republic in November 2016 and gave new momentum for political discussions and compromises on a new electoral law.

In June 2017, the Lebanese Parliament approved a new electoral Law 44/2017 which represents a breakthrough in terms of electoral system in Lebanon, voting and counting procedures, introduction of unified ballot papers and the existence of a quasi-permanent Supervisory Commission for Elections (SCE). The new electoral framework provided for a proportional system in 15 major districts and it grants a preferential vote in 26 minor districts. The new law also preserved the 128 parliamentary seats divided on sectarian basis as per the previous law 26/2008. This unique combination of proportional representation, preferential voting and sectarian divide posed the main challenge in terms of implementation and particularly in terms of the level of understanding on how the elections will work.

On 6 May 2018, Lebanon held successful parliamentary elections which were considered by enlarge peaceful, calm and inclusive. The organization of these elections included some recommendations made by the EU-EOM report mainly in the areas of monitoring and supervision of the funding of elections and electoral campaign through the SCE, clear definition of the duration of the electoral campaign, out of country registration and voting. However, the new electoral framework failed to tackle other recommendations such as: independent elections commission, decrease of voting age to 18, increased women participation through adoption of positive measures such as gender quota.

Currently the Ministry of Interior and Municipalities (MoIM), which has responsibility for electoral management and operations, completed the lessons learned exercise in various electoral areas such as: operational plan, voter education and information plans, training programmes and the formation of the SCE.

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2. These recommendations included: a non-confessional electoral system to be based on some form of proportional representation (PR), improvements to voter secrecy, including through the introduction of officially printed ballots, the establishment of an independent election management body, the setting of the minimum voting age at 18 (currently at 21, when the age of legal majority is 18), implementation of an out of country voting mechanism, improved regulation of campaign funding, strengthened media monitoring and complaints procedures, enhanced women's representation (Lebanon has of the lowest rates in the world, at 3.1% far less than the regional Arab average of 12%) and transfer of voter registration to the actual place of residence.



The conclusions of the assessment is that important steps have been made in the area of institutional strengthening and enhancing efficiency of processes and systems but more efforts are needed in order to build-up and consolidate these gains and ensure sustainability. Therefore, the MoIM requested the EU to continue its support to elections in Lebanon and in line with the EU efforts to implement the EOM 2018 recommendations, with an emphasis on the year 2022 when municipal and parliamentary elections will take place. Following this request of the MoIM, the UNDP through its project entitled "Lebanese Electoral Assistance Project (LEAP)" is prepared to continue its support for the next cycle 2020-2024. In this regard, the current programme has been developed in close co-operation and consultation with the MoIM by early assessment of needs, division of roles and responsibilities and a proposed timeline of implementation. In addition, civil society actors have been consulted and joint programmes and activities are considered in the area of women participation and representation, inclusiveness of vulnerable groups (PWDs) and access to relevant information.

The proposed programme at hand is in line with the Partnership priorities and Compact Commitments<sup>3</sup> agreed by the **EU and Lebanon** under the revised European Neighbourhood Policy<sup>4</sup>, as well with the priorities outlined in the Joint Communication of the European Commission and of the High Representative of the EU for Foreign Affairs and Security Policy "*A partnership for democracy and shared prosperity with the Southern Mediterranean*"<sup>5</sup> and the Joint Communication to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions "*A new response to a changing Neighbourhood*"<sup>6</sup> that embody the European Union's response to the demands in the region for greater freedom, justice and democracy.

## 1.2 Policy framework (Global, EU)

Elections and electoral reform are essential for inclusive participation, a better representation of all sectors of society, and a more stable system. The reforms are necessarily broad-based and diverse, but in one way or another all relate to matters of fundamental reform of the political system, in line with the vision outlined in the 1989 Taif Agreement that envisaged the consolidation of strong, capable and effective state in Lebanon.

The EU bases its electoral assistance on a strategic approach that favours long-term involvement and takes into consideration the full electoral cycle. The focus is placed on the support to the institutional capacity of Electoral Management Bodies (EMB) and the long-term needs of civil society. The EU assistance aims at helping the Lebanese government in building an efficient and steady democracy, which is primarily a task for the Lebanese people and institutions. It is also to provide support for human rights, gender equality and free elections as part of the fundamental freedoms and essential parts of a functional and stable democracy.

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<sup>3</sup> Decision No 1/2016 of the EU-Lebanon Association Council agreeing on EU-Lebanon Partnership Priorities of 11.11.2016.

<sup>4</sup> Joint Communication of the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Review of the European Neighbourhood Policy of 18.11.2015.

<sup>5</sup> Joint Communication of the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, A partnership for democracy and shared prosperity with the Southern Mediterranean, of 8.03.2011.

<sup>6</sup> Joint Communication of the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, A new response to a changing Neighbourhood of 25.05.2011.

### 1.3 Public policy analysis of the partner country/region

Governance in Lebanon suffers from weak institutional performance and a lack of a stable formula for governance. Lebanon has however a long history and tradition in terms of holding national and local elections. Since 1943 the country has conducted 15 national elections and 6 local elections. Now, with the successful conduct of the 2018 parliamentary elections and 2019 by-elections in Tripoli, Lebanon is sending a stronger signal that lawful periodical democratic elections are a priority for the country.

Since 1953 Lebanese women have the right to vote ahead of other developed democracies, opening the possibility for women not only to vote but also to become candidates. Women were elected in the national parliament since 1963 when Mirna El Boustany was the first woman to be elected. Through the new Law 44/2017, adopted in June 2017, the parliament adopted some important reforms: a proportional system in 15 major electoral districts, a permanent Supervisory Elections Commission and the uniform ballot paper. Unfortunately, in the absence of an electoral quota or any other temporary special measure, only six women were elected in the new parliament.

Nonetheless, Lebanon's civil society is very active and determined to continue the path of reforms and consolidation of democratic gains. In an incremental way, reforms and positive changes are adopted in every new elections, which is a positive trend that should be encouraged and fostered. The complexity of the political context and the deep confessional division is making the adoption of new reforms in a fast-track mode very difficult. The changes are going through a thorough consultations process in which all the political parties should ultimately to agree.

Acknowledging the complex often ad-hoc way to agree on important decision, it is worth noting the drive of the Lebanese society to strengthen the democratic way of electing their local and national representatives with direct impact on the credibility of institutions and consolidation of democracy in the country.

### 1.4 Stakeholder analysis

In the electoral related field, the main stakeholders are as follows:

Duty bearers:

**Ministry of Interior and Municipalities (MoIM) – Electoral Management Body:** Through its conduct of the 2009, 2010, 2016 and 2018 polls, the MOIM has established a reputation as an effective election administrator; however, in terms of its electoral capacity, the MoIM is both under-staffed and under-resourced. The MoIM Directorate-General of Political Affairs and Refugees (DGPARG), which has the main responsibility for electoral operations, has limited staff that covers electoral preparations, with many current unfilled positions in the management structure for elections. Other MoIM officials, including local governors and district level administrators (*qaemaqams*) may be called upon to supplement this team when needed. The DGPARG has commenced initial operational preparations for the 2022 elections but there are questions on whether their limited operational, technical, financial and human resources are sufficient to prepare for the challenges that will arise. Also, under the MoIM, the Directorate General for Personal Status (DGPS) is tasked to renew and update the voter registration data, conduct the exhibition and challenges process and produce the final voter's list that will be utilised during the 2022 elections. The Supervisory Commission for Election (SCE) is an autonomous institution that is mandated to monitor the electoral campaign and the financing of

the political parties. After the approval of the new electoral law 44/2017 the dedicated parliamentary committee working on electoral reforms cease its activity as we are currently in the implementation phase.

**Judicial Bodies (Constitutional Council and State Council):** There is limited public knowledge and experience of the capacity of the judicial bodies that have jurisdiction on electoral disputes, including the Constitutional Council and the State Council; there is also limited knowledge within the members of those courts in the specific role of electoral dispute resolution. The EDR process associated to the 2018 parliamentary elections revealed strengths in terms of processing capacity and knowledge but also some challenges in terms of specific electoral knowledge, new technology utilised in elections and collection of data. The proposed intervention will work precisely on these aspects in order to support the Constitutional Council to fulfil its duties and raise awareness of the Elections Dispute Resolution (EDR) mechanism at all levels.

**Parliament and Lebanese political parties:** For the legal changes and electoral reforms required to implement the EU EOM 2018 recommendations, Parliament and political parties are of central importance, and targeted EU-lead discussions with them will be key leading up to an improved process for 2022

**Civil society:** Lebanon's vibrant civil society structures have been actively engaged on issues related to electoral reform and promoting citizens' participation in the electoral process. They play an important role in promoting human rights and raising awareness on electoral related issues as well as an effective watchdog of the fairness of electoral processes in Lebanon and the region. Among the most prominent CSOs working in the area of elections it is worth mentioning the Lebanese Association for Democratic Elections (LADE) which traditionally is active in the area of human rights, electoral international standards and governance. LADE organised the main domestic observation mission for the 2016 municipal elections, deploying national observers in almost all the polling centres around the country.

**International organisations:** The International Foundation for Electoral Systems (IFES) traditionally supported electoral processes however interrupted its operations in Lebanon in 2015. The National Democratic Institute (NDI) is present in in the country and organises activities particularly focused on the capacity building of political parties and potential candidates. As for observation mission, notably there are the EUEOM and Carter Centre who usually monitor elections in Lebanon.

#### **Rights holders:**

The main beneficiaries of the intended intervention are the voters, the citizens and the overall Lebanese society. It is anticipated a positive impact on rights holders participation, knowledge, understanding and secrecy of voting through the expected improvement of the efficiency and quality of elections services and mechanisms as well as the strengthening of the implementation of electoral international standards at all the levels of the preparation and organisation of the electoral processes.

### **1.5 Problem analysis/Priority areas for support**

The new electoral framework was approved and entered into force in June 2017. The Law provides for periodical parliamentary elections every four years. Therefore, the next legislative polls are to be organised in May 2022, together with the municipal elections. In addition, the post-electoral period and possible re-schedule of one of the elections due to logistic and operational challenges could lead to the risk of an extended electoral period. This potential risk could be mitigated by an extended assistance period to cover also the post-electoral period. The objective would be to ensure that periodicity of elections is not affected by the eventual

technical issues emerging in 2022. The full adherence to periodic and lawful elections will be safeguarded by the timely preparations and conduct of the 2022 municipal and parliamentary elections, reinforced by a longer post-electoral period addressing the possible postponement of one election due to technical reasons. The European Union is looking for a long term engagement in the field of electoral cycle assistance and support that covers the 2022 elections in a holistic and sustained manner for future electoral processes. It is worth noting that the 2022 elections will likely witness the implementation of new electoral features such as the out of country voting in new out of country constituencies, revised results management system, and revised mandate of the SCE. Another remarkable milestone will be enhancing women and youth participation and engagement with relevant stakeholders (i.e. Parliament, political parties, etc.). This aspect will be a key area of work of this programme.

Within this context, in preparation for the upcoming 2022 Parliamentary and Municipal Elections, priority support areas were identified to assist the MoIM in the preparatory phase. These proposed areas of support will complement the activities that will be carried out by the Ministry. The MoIM will cover the main part of operations, personnel salaries and deployment which will require significant resources. In this regard, the support provided through this action intends to assist the Ministry through advisory support, capacity development, feasibility studies and required software. In terms of hardware, the support provided through this action will also complement and not duplicate the procurement of the MoIM, which will include costly and sizeable items such as: ballot papers, indelible ink, voter identification cards (tbc), transport of materials, salaries of personnel.

Therefore, the proposed intervention aims at complementing the overall effort of the Lebanese Government and the Electoral Management Body (MoIM), without overlapping and it will focus on soft support rather than procurement of materials. Also, the action builds on the capacity already built in the last five years and particularly during the 2016 municipal elections and 2018 parliamentary elections, to avoid unnecessary duplications in areas that are already effective and completed.

In the context of electoral reforms and legal revision, it is essential to engage with political parties as key stakeholders in the decision-making process. The intervention should consider interaction and consultations with political parties as individual stakeholders but also the Parliament as the legislative institution through the technical committees and working groups. The aim is to create a positive and conducive environment in which technical and legal improvements could be discussed, initiated and submitted for further adoption.

The participation of civil society is considered essential, where capacity support is especially needed in relation to Components 3, 5 and 6 of the action (see below). A particular focus will be given to the strengthening of women participation and representation in the new parliament. To this effect, a specific budgetary allocation (sub-granting) to support relevant initiatives by civil society organisations is foreseen. In the absence of a dedicated gender quota in the new law, the action intends to explore alternative avenues to support and enhance women involved in the process as voters, candidates, election officials, judges etc.

Some relevant examples are as follows:

- Candidates registration – was improved during previous elections but it needs upgrading and further support to fit the requirements of registering electoral lists;
- Results management system – was successfully tested in 2018 but it needs further improvement and customization;
- Introduction of legal changes and new procedures required to implement electoral reforms, including the EU EOM 2018 recommendations

- The drafting, debate and adoption of legal and procedural changes as well as electoral reforms presume close work and participation of political parties in a technical and equal basis. Furthermore, the work with the Parliament technical committees would accelerate and facilitate the process of adopting required legal changes to the electoral legal framework as well as policies and procedures.
- Procurement – have been one area of support over the years but the Ministry will require additional new electoral materials, as per the new expected legal reforms;
- Out of country elections is an area that will witness major changes in procedures and representation for the 2022 parliamentary elections. Technical assistance and expertise will be required in order to ensure reliable and transparent out of country elections;
- Voter education and training programme for elections officials are two important areas of assistance that need to be re-started and redesigned according to the new requirements;
- SCE is an institution that needs to continue and strengthen in the new cycle;
- While women participation was traditionally an area of support, the effort should continue to promote temporary special measures and voluntary quotas for increased representation of women;
- Inclusiveness and adherence to human rights in terms of accessibility and participation of vulnerable group, youth and persons with disabilities will be a priority area of intervention that will require close work and co-operation with government institutions and CSOs

## 2 Risks and assumptions

A table describing potential risks and main assumptions is presented below:

<b>Risks</b>	<b>Risk level (H/M/L)</b>	<b>Mitigating measures</b>
<b>Organisational</b> Limited capacity of the government and MoIM to prepare, organise and implement the parliamentary and municipal elections and parliamentary in 2022.	M	The organisational capacity of the MoIM has been strengthened since 2012 and the ministry continues to receive support and assistance with transfer of knowledge and training through the dedicated UNDP elections assistance project (LEAP), funded by the EU.
<b>Assumptions</b>		
Based on the successful organisation and conduct of the 2016 municipal and 2018 national elections it is expected that the MoIM, with the support of LEAP (funded by the EU), will deliver free, fair and transparent elections in the next cycle, contributing to democratic consolidation.		
<b>Political</b> Attempt by the political forces to boycott the process due to internal reasons, not related to elections and possible postponement of the	M	The international community, implementing partners and United Nations(UN) agencies should keep a positive pressure on the government and political actors to respect their

conduct of the polls as it occurred in 2013 and 2014. Possible postponement of the 2022 elections to another year due to technical and operational challenges.		commitments and the legal framework of the country.
<b>Assumptions</b>		
2022 represents another milestone in the democratic path of Lebanon. Two national elections are scheduled to take place and therefore a major challenge for the country in terms of resource mobilisation and operations.		
<b>Financial</b> Insufficient governmental budget to organise and conduct the upcoming parliamentary and municipal elections including the ambitious procurement plans for technology and hardware. High associated costs compared to the number of voters of the country (3.6 million voters).	L	The government is expected to mobilise these funds as a separate budget for the organisation of elections. International community and implementing partners are contributing and supporting the process.
<b>Assumptions</b>		
In the inter-electoral period initiatives and technical discussion are expected to be initiated around the drafting of technical solution and measures to improve the legal and technical framework governing the elections.		
<b>Technical</b> Low accessibility to stakeholders involved in electoral reforms due to different political agendas favouring a closed-doors process.	M	The project will form a technical working group that will include major stakeholders and will seek to engage with political parties, Parliament, etc.

### 3 LESSONS LEARNT AND, COMPLEMENTARITY

#### 3.1 Lessons learnt

The most recent lesson learnt exercise was conducted after the completion of the 2018 parliamentary elections which were supported financially by the EU through the UNDP Elections Assistance Project (LEAP). The exercise identified strengths and challenges of the process and the final report contained concrete lessons learnt and recommendations. Some of the main findings and recommendations included:

In the area of **elections management and administration**: Support the MoIM for a timely drafting and development of a comprehensive operational plan including clear activities, timelines and responsibilities such as: training for polling officials and electoral officials; Comprehensive awareness campaigns with clear targets, messages and information; Timely procurement plan; Enhance accessibility of persons with disabilities.

In the area of **voter education and awareness raising**: Timely assessment and planning for future information and education campaigns is required in order to ensure a standard quality of the creative concept, design and campaign materials, the voter/civic education should be initiated and start well in advance and the content should provide clear, timely and sufficient electoral information to voters, ahead of the E-Day; Better dissemination and coverage of the

electoral related information, with the support of the MoIM; Post-electoral campaign survey in order to identify the impact of the campaign in numbers and figures.

In the area of **women participation**: Enhanced, sustained and continuous campaigning for affirmative actions towards the upcoming parliamentary elections; Enhanced co-ordination mechanism between agencies and organisations working in the area of strengthening women participation is required; Advocacy for clear positive actions and measures such as electoral quotas through advocacy and awareness campaigns, thematic workshops and publications; Organisation and conduct of thematic trainings and workshops aimed at enhancing the capacity and understanding of stakeholders and decision makers on the importance of women participation and representation in public institutions.

Enhanced accessibility for youth and PWDs is another area of support that should be strengthened for the next electoral cycles. It was assessed that a low rate of youth are interested to vote or participate in the political life. Similarly, very few measures were implemented to enhance the accessibility of PWDs to the polling stations or to the electoral information. In this regard, programmes engaging relevant CSOs should be pursued in the next cycle.

Based on these lessons learnt report and on the recommendations of the EU observation mission in 2018, the current proposal intends to tackle the main assessed gaps and weaknesses and provide targeted support and assistance to the EMB and relevant stakeholders towards free, fair and inclusive 2022 municipal and parliamentary elections. Also, in light of the EU EOM 2018 recommendations, the lessons learnt after the 2018 parliamentary elections showed the necessity of working closer with the main political parties and the Parliament in the drafting and adoption process of necessary electoral reforms,.

### **3.2 Complementarity, synergy and donor co-ordination**

The EU Delegation has been very active following up on the recommendations of the observation missions from 2005 through 2009 up to the 2018 parliamentary elections particularly through political dialogue with all stakeholders' as well as providing substantive assistance. Since 2012, the EU continued to support elections in Lebanon through the UNDP Lebanese Elections Assistance Project (LEAP), which was also co-funded by USAID and United Kingdom Government in the 2012-2014 period. Since 2015 the EU is the sole donor of the project which registered an important achievement in the successful organisation and conduct of the 2016 municipal elections. In this period, the EU co-hosted together with UNDP technical briefings in which experts and national stakeholders presented updates, technical aspects and the proposed electoral reforms.

The UNDP has been continuously engaged in providing electoral assistance in Lebanon since 2005. The UNDP ensured an effective co-ordination and co-operation between the different international agencies in the provision of electoral assistance. At the broader political level, the Office of the UN Special Co-ordinator for Lebanon (UNSCOL) has conducted regular electoral forums to provide all international actors with updated information on the electoral process and the various electoral assistance projects. The UNDP, in close collaboration with the Ministry of Interior and Municipalities is chairing a regular technical working group for the co-ordination of assistance activities. The last electoral forum was conducted in 2014 and it is expected to re-start this year, after the adoption of the new electoral law. The technical working groups continued to be organised throughout this period particularly around the municipal elections held in 2016 and are usually hosted by the EU Delegation or the UNDP.

EU's support for electoral reforms also includes co-operation with national CSOs and Non-governmental organisations (NGOs) working in relevant areas of assistance, advocacy and

implementation. In this regard the EU supported the elections observation and monitoring efforts during the 2016 municipal elections through providing assistance to LADE in order to develop and organise the respective domestic observation mission. EU also actively advocated, together with the UN and International Community, the adoption of gender quota in order to ensure enhanced participation and representation of women in the future parliament. In this context, the EU established a dedicated project which co-operated closely with NCLW and LEAP project.

### **Cross-cutting issues**

Good governance, human rights and gender equality are at the core of this action as the programme consists in addressing a core democracy concern: the organisation and conduct of free, fair and inclusive elections and democratic processes. The project will support the strengthening of the institutional capacity of the national institutions for the consolidation of the democratic governance in Lebanon. The mainstreaming of the gender component is one of the priority areas which aim at enhancing the participation of women in project's activities. Participation, ownership, equity, organisational adequacy, transparency and accountability are guiding principles throughout the programme.

## **4 DESCRIPTION OF THE ACTION**

### **4.1 Overall objective, specific objective(s), expected outputs and indicative activities**

The **overall objective** is to strengthen democratic consolidation in Lebanon.

The **specific objectives** are:

1. Strengthen the preparation and organisation of the upcoming municipal and parliamentary elections by ensuring a fair, free, transparent and inclusive process, mindful of the EOM 2018 recommendations
2. Enhance the participation and representation of vulnerable and marginalised groups such as women, youth and persons with disabilities

The **expected** results are:

- ER1: A sustainable and professional election management and administration capacity is built; Electoral reforms, including EOM 2018 recommendations, are considered and enforced for the upcoming elections;
- ER2: The capacity of the SCE for the monitoring and supervision of elections is increased;
- ER3: Awareness and knowledge on elections and the new electoral reforms and procedures is strengthened through voter education and awareness campaigns;
- ER4: The effectiveness and transparency of the electoral dispute resolution (EDR) mechanism is enhanced through technical and advisory support to the new appointed Constitutional Council
- ER5: Women, youth and PWDs capacities to engage in political participation and representation are enhanced; Political parties' and Parliament's capacities to produce sound programmes and policy positions are increased;
- ER6: CSOs' capacities on civic education, voter information, public awareness on democracy and to promote the role of women, youth and PWDs in political life is enhanced. CSO's capacities to conduct domestic election observation is reinforced;



## 4.2 Intervention Logic

The proposed programme will be articulated under the programme "**Lebanese Electoral Assistance Project (LEAP) for the 2022 Municipal and Parliamentary Elections**". LEAP has been developed by UNDP following a request of the Lebanese Government to strengthen national capacities for the conduct of transparent and inclusive local elections in 2016 and parliamentary elections in 2018 and increase compliance with international standards and EUEOM missions' recommendations.

The overall objective of LEAP emanates from the broader strategic democratic governance objective which aims at consolidating democracy and good governance in the country. In this context free, fair and inclusive periodical elections are a fundamental step towards a stable and sustainable democratic society and a responsive and accountable government and legislature. The adoption of the new electoral legal framework brings important changes and some expected reforms. In this regard, the upcoming municipal and parliamentary elections will be a test for the electoral management and administration body, for the security forces and for the voters and citizens of Lebanon.

Time wise the intervention will be divided in three main components as per the electoral calendar:

- Pre-electoral: in this period, all the preparatory measures and activities must be implemented including voter registration update and voter roll, candidates' registration process, procurement of sensitive and non-sensitive materials, voter information and education campaigns and accreditation of domestic and international observers;
- Electoral period: this period will comprise all the operations implemented around E-Day including deployment of elections materials and personnel, E-Day operations, operation room co-ordination and management and results management process;
- Post-electoral period: this electoral component refers to activities and operations implemented after the completion of elections such as – retrieval of elections materials, warehousing and archiving, dissemination of elections results and resolution of electoral disputes. Furthermore, an external evaluation will be conducted to capture lessons learned and improve performance for future electoral assistance projects.

In conclusion, the proposed intervention intends to build on previous financial and substantive support provided by the EU since 2012 and ensure the organisation of free, fair and transparent municipal and parliamentary elections in 2022, as a stepping stone for future democratic consolidation in Lebanon. The programme will also include civil society as partners and beneficiaries of the action, especially related to expected results 3, 4 and 5.

### **ER1: A sustainable election management and administration capacity is built**

#### Indicative activities:

- Support discussions and debates on electoral reforms and legal framework, including the EOM 2018 recommendations, through workshops, thematic debates, specialised technical working groups and co-ordination mechanisms;
- Reinforce the capacity for the management and administration of elections through the provision of continuous technical assistance to the MoIM, including:
  - Support to the voter registration update and exhibition and challenges period;
  - Support the implementation of a modern automated candidates' registration system;

- Support the design, development and implementation of an automated results management system;
- Support the operational planning in terms of deployment and distribution of sensitive and non-sensitive electoral materials;
- Support and assist the out of country voting process and the required electoral processes and operations;
- Support the design, development and implementation of a comprehensive cascade training for polling officers and elections officials, including MoIM staff;
- Provide technical assistance in the development and implementation of an effective operational plan including communication, complementary procurement, operations room, call center etc.
- Establish lessons learnt process upon completion of election.

**ER2: The capacity of the SCE for the monitoring and supervision of elections is increased;**

Indicative activities:

- Support for the sustainable development of the institutional capacity of SCE, including in the transitional period to a new assigned Commission; ;
- Support to the drafting and development of an improved regulatory framework for the monitoring of media and election campaigns;
- Provision of technical assistance and advisory support to SCE members and secretariat in the area of strategic planning, institutional consolidation, internal organization;
- Comprehensive training programme for SCE members, secretariat and monitoring staff.
- Operational support for the implementation of the strategic planning and media monitoring

**ER3: Awareness and knowledge on elections and the new electoral law is strengthened through voter education and awareness campaigns;**

Indicative activities:

- Design, development and production of comprehensive voter awareness and education campaigns focused on the following elections processes: voter registration update, voter identification, out of country voting, electoral systems and procedures. The campaigns will target in particular youth, women, vulnerable groups and persons with disabilities.
- Design, development and production of an awareness and information campaigns on the possible electoral reforms, in line with the EOM 2018 recommendations;
- Design, development and production of a civic education campaign aimed at informing voters on their roles and responsibilities in relation to elections, human rights, the role of the parliament etc.;
- Strengthening co-ordination on voter education initiatives implemented by different stakeholders, including official and civil society efforts in order to ensure effective targeting of appropriate groups.

**ER4: The effectiveness and transparency of the electoral dispute resolution (EDR) is enhanced;**

Indicative activities:

- Strengthening the capacity for the resolution of electoral disputes including support the provision of technical advice and assistance on the electoral dispute resolution framework through thematic workshops and campaigns, knowledge toolkits and materials;
- Support to increase transparency in the resolution of electoral disputes through strengthening the capacity of the Constitutional Council to investigate and deliver timely legal opinions and decisions.

**ER5: Participation and representation of women, youth and persons with disabilities in elections is increased;** Political parties' and Parliament's capacities to produce sound programmes and policy positions are increased

Indicative activities:

- Information campaigns focused on women, youth and PWDs participation and representation;
- Training programme and information sessions for women potential candidates or involved in the elections process;
- Organisation of workshops and seminars with members of Parliament and political parties on priority issues linked to EOM 2018 recommendations including increasing women, youth and PWDs participation and representation; Design and publication of thematic brochures, toolkits and other materials;
- Support to the work of the technical parliamentary sub-committee and technical working groups through advisory and expert support focused on identifying and drafting amendments and reforms to enhance the organization and conduct of future elections;
- Specific programmes and activities leading to increased accessibility of PWDs to elections, polling stations and to the electoral process as a whole including: info sessions and trainings, development of dedicated materials and toolkits and improving the physical accessibility to the polling stations for PWDs.
- Enhanced engagement of youth in the political life and elections through thematic exhibitions, documentaries, mobile applications and artistic events;
- Co-operation with other national and regional stakeholders working in the area of strengthening women, youth and PWDs participation.

**ER6: CSOs' capacities on civic education, voter information and awareness raising are enhanced;**

Indicative activities:

- Provide training and financial assistance to CSOs in the areas of civic participation and education, voter information, public awareness on democracy and the role of the Parliament and the SCE and promotion of the role of women and youth in political life.
- Provide training and financial assistance to CSOs in the area of preparation and organization for elections campaigns (i.e domestic observation, etc.), including operations, logistics and planning.

- Provide training and financial assistance to CSOs in the areas of coalition building, joint advocacy, lobbying, policy-making and monitoring.

### **4.3 Mainstreaming**

The action gives a specific importance to the mainstreaming of gender related issues such as women participation and representation, gender parity and strengthening the capacity of women to be represented at all levels. Specific work with gender CSOs is envisaged and thematic activities and programmes are included in the working plan.

The project also looks at the issue conflict sensitivity and resolution which is very actual for the Lebanese context. Particularly in the preparations and organization of elections the topic of secure and conducive environment is one of the key requirements for an election to be considered fair and inclusive. Close co-operation with the MoIM and other relevant stakeholders is considered in this regard.

The action also considers, close co-operation and co-ordination with academic institutions and CSOs working on human rights based programmes taking into account that the issues of representation, participation and access all touch upon the human rights and the necessity to enforce and defend them whenever necessary.

### **4.4 Contribution to SDGs**

This intervention is relevant for the 2030 Agenda. It contributes primarily to the progressive achievement of SDG 11: Peace Justice and Strong Institutions, while also contributing to SDG 5: Gender Equality.

## **5 IMPLEMENTATION**

### **5.1 Financing agreement**

In order to implement this action, it is not foreseen to conclude a financing agreement with the Republic of Lebanon.

### **5.2 Indicative implementation period**

The indicative operational implementation period of this action, during which the activities described in section 4 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the day of entry into force of the Commission Implementation Decision on the Annual Action Programme 2019 in favour of the Republic of Lebanon to be financed from the general budget of the Union.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer responsible by amending this Decision and the relevant contracts and agreements.

### **5.3 Implementation modalities**

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>7</sup>.

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<sup>7</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu) Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

### 5.3.1 Indirect management with an entrusted entity

This action may be implemented in indirect management with United Nations Development Programme (UNDP).

This implementation entails that the entrusted entity would carry out the following budget-implementation tasks: i) ensure the strengthening of electoral management, administration and supervisory capacities through the delivery of quality technical assistance and tailor-made training modules, in addition to the procurement of relevant software and hardware equipment; ii) carry out tailor-made electoral voter education as well as awareness raising initiatives, including towards the enhancement of women electoral participation and representation; the UNDP will seek to mainstream civil society initiatives in these last areas of work.

The envisaged entity has been selected using the following criteria: the longstanding and constructive co-operation in the area of elections between MoIM and UNDP (UNDP has already co-operated with the MoIM for the 2005 and 2009 parliamentary elections and the 2016 municipal elections). UNDP counts with qualified staff, equipment and ability to handle the budget for the action and mobilise qualified trainers. The UNDP has also the capacity to launch tenders for procurement contracts. In addition, UNDP has the capacity to partner with civil society through a consolidated network of civil society organisations (CSOs).

The international organisation identified above, is currently undergoing an ex-ante assessment of its systems and procedures. Based on its compliance with the conditions in force at the time previously other indirect management actions were awarded to the organisation and based on a long-lasting problem-free co-operation, the international organisation can also now implement this action under indirect management, pending the finalisation of the ex-ante assessment, and, where necessary, subject to appropriate supervisory measures in accordance with Article 154(5) of the Financial Regulation.

In case the envisaged entity would need to be replaced, the Commission's services may select a replacement entity using the same criteria.

### 5.4 Indicative budget

<b>Indicative Budget</b>	<b>EU contribution (amount in EUR)</b>	<b>Indicative third party contribution, in currency identified</b>
Indirect management with UNDP	6.000.000	N/A
<b>Total</b>	<b>6.000.000</b>	<b>N.A.</b>

### 5.5 Organisational set-up and responsibilities

The programme will be managed by the UNDP under the programme 'Lebanese Electoral Assistance Project – LEAP under close collaboration and supervision of the Commission.

UNDP will be responsible for sub-grants' awards to civil society organisations (2.000.000 €) and setting up and running a steering committee (SC) that shall include MoIM, UNDP, EU and other relevant stakeholders. Also, the implementing partner will set up a project management team and assign subsequent officers responsible to handle all technical, financial and procurement tasks.

## **5.6 Performance and Results monitoring and reporting**

The day-to-day technical and financial monitoring of the implementation of the project will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the log frame matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

SDGs indicators and, if applicable, any jointly agreed indicators as for instance per Joint Programming document should be taken into account.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agents contracted by the Commission for implementing such reviews).

## **5.7 Evaluation**

Having regard to the nature of the action a final evaluation will be carried out for this action or its components via independent consultants.

The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that some activities of this programme are innovative and pilot actions.

The Commission shall inform the implementing partner at least 2 months in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts and, *inter alia*, provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of the evaluation shall be covered by another measure constituting a financing Decision.

## **5.8 Audit**

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

The financing of the audit shall be covered by another measure constituting a financing Decision.

## **5.9 Communication and visibility**

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the grant contracts, and the delegation agreement.

The Communication and Visibility Requirements for European Union External Action (or any succeeding document) shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

## APPENDIX - INDICATIVE LOG FRAME MATRIX (FOR PROJECT MODALITY) <sup>8</sup>

(The log-frame matrix will be completed during the inception phase, especially regarding baselines and targets when data will be available)

	Results chain	Indicators	Baselines (year)	Targets by the end of the budget support contract (year)	Sources of data
Overall objective: Impact	Strengthen democratic consolidation in Lebanon.	Extent to which the elections are conducted in a fair, transparent and professional manner.  Extent to which the conduct of fair and inclusive elections contribute to democratic consolidation.	2018 parliamentary elections <ul style="list-style-type: none"> <li>• Voters turnout: 49.68%</li> <li>• Women candidates: 113 (11.6%)</li> <li>• Invalid votes: 2.1%</li> <li>• Number of electoral complaints: 17</li> <li>• Number of surveys and opinion polls: 1</li> <li>•</li> </ul>	2022 parliamentary elections <ul style="list-style-type: none"> <li>• Voters turnout: over 50%</li> <li>• Women candidates: over 20%</li> <li>• Invalid votes: less than 2.1%</li> <li>• Number of electoral complaints: less than 17</li> <li>• Number of surveys and opinion polls: 2.</li> </ul>	<ul style="list-style-type: none"> <li>• Official electoral results published in the MoIM website.</li> <li>• Independent reports from stakeholder and observers.</li> <li>• Reports and assessments of international and national observation missions, expert groups and relevant stakeholders.</li> </ul>
Specific objectives (Outcomes)	1. Support the upcoming municipal and parliamentary elections by ensuring fair transparent and inclusive process	- Extent to which there is a sustainable capacity in place for elections to be held in a credible, transparent and inclusive manner. - Extent to which there is an enhanced credibility, transparency and inclusiveness of the elections as compared with previous elections.	2018 parliamentary elections <ul style="list-style-type: none"> <li>• Number of staff at the DGPARG: 5</li> <li>• Number of staff at DGCS: 4</li> <li>• Number of candidates participating in elections: 597</li> <li>• Number of adopted reforms: 5</li> <li>• Number of election forums held: 1.</li> </ul>	2022 parliamentary elections <ul style="list-style-type: none"> <li>• Number of staff at the DGPARG: 7</li> <li>• Number of staff at DGCS: 7</li> <li>• Number of candidates participating in elections: 700</li> <li>• Number of adopted reforms: 8</li> <li>• Number of election forums held: 2.</li> </ul>	<ul style="list-style-type: none"> <li>- Election observers (national and international) and other independent assessors reports on transparency and inclusivity of electoral process.</li> <li>- Surveys on public perception on the conduct of the electoral processes.</li> <li>- Stakeholder reports or independent evaluations</li> </ul>

8. Mark indicators aligned with the relevant programming document mark with '\*' and indicators aligned to the EU Results Framework with '\*\*'.



					and reviews on the conduct of the electoral process.
	2. Enhance the participation and representation of vulnerable and marginalised groups such as: women, youth and persons with disabilities	<ul style="list-style-type: none"> <li>Level of participation and representation of women, youth and PWDs in elections.</li> </ul>	<p>2018 parliamentary elections</p> <ul style="list-style-type: none"> <li>Percentage of women participating in the 2018 elections: 51%</li> <li>Percentage of youth participating in the 2018 elections: N/A</li> <li>Percentage of accessible polling stations: N/A.</li> </ul>	<p>2022 parliamentary elections</p> <ul style="list-style-type: none"> <li>Percentage of women participating in the 2018 elections: min. 51%</li> <li>Percentage of youth participating in the 2018 elections: 0.5 million</li> <li>Percentage of accessible polling stations: at least 10%.</li> </ul>	<ul style="list-style-type: none"> <li>Official electoral results published in the MoIM website.</li> <li>Independent reports from stakeholder and observers.</li> </ul>
<b>Outputs</b>	A sustainable election management and administration capacity is built;	<ul style="list-style-type: none"> <li>Level of effectiveness, transparency and inclusiveness of the management and administration of the electoral process.</li> <li>Number of improvements and electoral reforms implemented in the management of elections compared with previous elections.</li> </ul>	<p>2018 parliamentary elections</p> <ul style="list-style-type: none"> <li>Number of electoral reforms adopted: 5</li> <li>Number of invalid votes: 2.1%</li> <li>Number of new technological software implemented: 2</li> <li>Number of trained officials: 15,000</li> </ul> <p>Number of lessons learned reports:2</p>	<p>2022 parliamentary elections</p> <ul style="list-style-type: none"> <li>Number of electoral reforms adopted: 8</li> <li>Number of invalid votes: Less than 2.1%</li> <li>Number of new technological software implemented: 3</li> <li>Number of trained officials: 17,000</li> <li>Number of lessons learned reports: 4</li> </ul>	<ul style="list-style-type: none"> <li>Independent reports from stakeholder and observers on the management and administration of the electoral process.</li> <li>Post-electoral lessons learned report for the 2018 elections.</li> <li>Surveys on public perception on the conduct of the electoral processes.</li> </ul>

	<p>The capacity of the SCE for the monitoring and supervision of elections is increased;</p>	<ul style="list-style-type: none"> <li>- Level of effectiveness of the monitoring mechanism.</li> <li>- Level of impact of the monitoring decisions issued by the SCE on the electoral process.</li> </ul>	<p>2018 parliamentary elections</p> <ul style="list-style-type: none"> <li>• Number of monitors trained: 30</li> <li>• Number of reports produced by SCE: 1</li> <li>• Number of complaints: 50</li> </ul> <p>- Number of accredited observers: 940</p>	<p>2022 parliamentary elections</p> <ul style="list-style-type: none"> <li>• Number of monitors trained: 30 in Beirut and 30 in the regions.</li> <li>• Number of reports produced by SCE: 1</li> <li>• Number of complaints: less than 50</li> </ul> <p>Number of accredited observers: min. 1,800</p>	<ul style="list-style-type: none"> <li>- SCE monitoring report of the 2018 and 2022 parliamentary elections</li> <li>- Independent reports from stakeholder and observers.</li> <li>- Surveys on public perception on the conduct of the electoral processes.</li> </ul>
	<p>Awareness and knowledge on elections and the new electoral law is strengthened through voter education and awareness campaigns;</p>	<ul style="list-style-type: none"> <li>- Percentage of citizens participating in an inclusive electoral process.</li> <li>- Level of citizen's awareness and knowledge of the electoral process.</li> </ul>	<p>2018 parliamentary elections</p> <ul style="list-style-type: none"> <li>• Voters turnout: 49.68%</li> <li>• Number of invalid votes: 2.1%</li> <li>• Number of citizens reached through social media: 112,000 views.</li> <li>• Interest of voters measured through survey: N/A</li> <li>• Percentage of women participating in the polls: 51%</li> </ul> <p>-Number of developed elections toolkits and publications: 4</p>	<p>2022 parliamentary elections</p> <ul style="list-style-type: none"> <li>• Voters turnout: over 50%</li> <li>• Number of invalid votes: less than 2.1%</li> <li>• Number of citizens reached through social media: min. 120,000 views.</li> <li>• Interest of voters measured through survey: minimum 40%.</li> <li>• Percentage of women participating in the polls: minimum 51%</li> </ul> <p>- Number of developed elections toolkits and publications: 7</p>	<ul style="list-style-type: none"> <li>- Voter turnout published by the MoIM in the official website</li> <li>- Number of invalid votes published by the MoIM in the official website.</li> <li>- Results of surveys conducted.</li> </ul>

	<p>The effectiveness and transparency of the electoral dispute resolution (EDR) is enhanced;</p>	<ul style="list-style-type: none"> <li>- Level of effectiveness in the resolution of any electoral disputes;</li> <li>- Level of awareness on the electoral dispute resolution system.</li> </ul>	<p>2018 parliamentary elections</p> <ul style="list-style-type: none"> <li>• Time for the adjudication of the claims and complaints addressed: 8 months</li> <li>• Number of complaints received by the CC: 17</li> </ul>	<p>2022 parliamentary elections</p> <ul style="list-style-type: none"> <li>• Time for the adjudication of the claims and complaints addressed: max 6 months</li> <li>• Number of complaints received by the CC: less than 17.</li> </ul>	<ul style="list-style-type: none"> <li>- Constitutional Council Decisions published in the official gazette.</li> <li>-</li> </ul>
	<p>The Participation and representation of Women, Youth and PWDs in elections is increased.</p>	<ul style="list-style-type: none"> <li>- Number of women participating in elections as voters, candidates and elected MPs.</li> <li>- Number of Youth participating in elections as candidates and elected MPs.</li> <li>- Number of measures adopted to improve accessibility and inclusiveness of the electoral processes for PWDs.</li> </ul>	<p>2018 parliamentary elections</p> <ul style="list-style-type: none"> <li>• Number of women candidates: 113</li> <li>• Number of women on electoral lists: 86 (14.4%)</li> <li>• Number of women elected: 6</li> <li>• Number of women polling officials: N/A</li> <li>• Number of women political parties participating in training and info sessions: 500</li> <li>• Number of youth candidates: 5% (25-35 years of age)</li> <li>• Number of youth elected: 3(25-35 years of age)</li> <li>• Number of youth and students participating in project activities: 300</li> <li>• Number of accessible polling stations: 9%</li> <li>• Number of dedicated electoral materials for</li> </ul>	<p>2022 parliamentary elections</p> <ul style="list-style-type: none"> <li>• Number of women candidates: 140</li> <li>• Number of women on electoral lists: min 20%</li> <li>• Number of women elected: 20</li> <li>• Number of women polling officials: min 40%</li> <li>• Number of women political parties participating in training and info sessions: 700</li> <li>• Number of youth candidates: 10%</li> <li>• Number of youth elected: 6</li> <li>• Number of youth and students participating in project activities: 500</li> <li>• Number of accessible polling stations: min15%</li> <li>• Number of dedicated electoral materials for the PWDs: 4</li> <li>Number of technical</li> </ul>	<ul style="list-style-type: none"> <li>- Official electoral results published in the MoIM website</li> <li>- Independent reports from stakeholder and observers.</li> </ul>

			the PWDs: 2 • Number of technical improvements adopted for the accessibility of PWDs: N/A	improvements adopted for the accessibility of PWDs: 2	
	The CSO's capacities on civic education, voter information, public awareness on democracy and to promote the role of women, youth and PWDs in political life is enhanced.	<ul style="list-style-type: none"> <li>• Number of grants awarded to civil society organizations working on increasing women, youth and PWDs participation in elections.</li> <li>• Improvements proposed through the awarded grants to CSOs.</li> </ul>	2018 parliamentary elections <ul style="list-style-type: none"> <li>• Number of awarded grants: 2</li> <li>• Number of reports issued: 2</li> <li>• Number of electoral improvements proposed: 2</li> </ul>	2022 parliamentary elections <ul style="list-style-type: none"> <li>• Number of awarded grants: 10</li> <li>• Number of reports issued: 8</li> <li>• Number of electoral improvements proposed: 10</li> </ul>	<ul style="list-style-type: none"> <li>• Grant reports</li> <li>• Survey of narrative and financial reports.</li> </ul>