



This action is funded by the European Union

ANNEX 2

of the Commission Implementing Decision on
the Annual Action Programme 2016 (Part 2) in favour of the Republic of Lebanon

Action Document for Programme in support to the inclusive Education, Training and Career Guidance of Palestine refugees in Lebanon

1. Title/basic act/ CRIS number	"Programme in Support to the inclusive Education, Training and Career Guidance of Palestine refugees in Lebanon", CRIS number: ENI/2016 /377-519 financed under the European Neighbourhood Instrument.			
2. Zone benefiting from the action/location	Lebanon			
3. Programming document	Single Support Framework for European Union (EU) support to Lebanon 2014-2016			
4. Sector of concentration/ thematic area	Education	DEV. Aid: YES- ¹		
5. Amounts concerned	Total estimated cost: EUR 5,000,000 Total amount of EU budget contribution EUR 5,000,000			
6. Aid modality(ies) and implementation modality(ies)	Project Modality Indirect management with the United Nations Relief and Works Agency for Palestine Refugees (UNRWA)			
7 a) DAC code(s)	11110 - Education policy and administrative management			
b) Main Delivery Channel				
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	x	<input type="checkbox"/>	

¹ Official Development Aid is administered with the promotion of the economic development and welfare of developing countries as its main objective.

	Aid to environment	x	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<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"/>
	RIO Convention markers	Not target ed	Significan t objective	Main objective
	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"/>
9. Global Public Goods and Challenges (GPGC) thematic flagships	n/a			

SUMMARY

The main objective of the 48 -month intervention is to strengthen the resilience of Palestine refugees in Lebanon by providing: equitable and inclusive access to quality basic education and support building refugees professional skills for increased livelihood opportunities.

This EUR 5 million programme is directly relevant to priority sector 2 of the 2014-16 EU Lebanon Single Support Framework in regards to supporting the most vulnerable groups.

The specific objectives are:

1. To provide better and more student oriented education to Palestine refugee students.
2. To strengthen the preparedness of Palestine refugee students to the labour market.

The main results (outputs) are as follows; 1) Effective educational supportive services in UNRWA lower elementary schools are on place 2) Education Management system operational and providing relevant and timely data and information 3) The provision of training and supportive services at UNRWA Training Centres is improved 4) Outreach of career guidance is strengthened and improved.

The proposed action has been identified and formulated in conjunction with relevant stakeholders, builds on previous interventions in the sector with UNRWA and non-governmental organisations (NGOs) and will be completed with other programmes, particularly with a recently approved programme under the EU Regional Trust Fund in Response to the Syria Crisis 'MADAD'.

1. CONTEXT

1.1 Sector/Country/Regional/ context/Thematic area

As of May 2016, there are 40,739 Palestinian refugees from Syria (PRS) and around 270,000 Palestine refugees living from Lebanon (PRL; 504,376 registered). Lebanon's stability, including its security and economy, are likely to continue to be negatively affected by the ongoing conflict in Syria and the more than one million Syrian refugees it is hosting. It is assumed that stresses generated by a large refugee population, including PRL, PRS and Syrian refugees, coupled with limited national resources and a challenged economy, will further impact on Lebanon's policy towards refugees from Syria. Due to this, it is anticipated that Palestine Refugees from Syria (PRS) will continue to remain particularly vulnerable due to the lack of their legal status, and at risk of "refoulement".

Within this context, UNRWA in Lebanon struggles to meet the needs of a protracted refugee population with limited rights and severely curtailed access to public services and job opportunities. The agency is responsible for coordinating the provision of education, health, relief and social services and the delivery of infrastructure within each of the twelve camps in Lebanon. The arrival of additional refugees from Syria substantially increases the burden on both Palestinian host communities and UNRWA's already stretched services. With no immediate end in sight to the crisis in Syria, it is likely that PRS in Lebanon will continue to remain for the foreseeable future although some movements towards third countries (especially to Europe) were noticed in the past year.

Palestine Refugees in Lebanon (PRL) have been present in the country since 1948. Among the PRL today, over 63% live in the 12 camps across the country, whilst the remaining population reside in the 42 gatherings spread over five areas of operations (Tyre, Saida, North Lebanon, Central Lebanon (including Beirut), and Bekaa). The Palestine refugee population in Lebanon is very young with an average of 30.3 years old in average (PRS are even younger).

The restrictive Lebanese labour law prevents PRL from accessing 36 liberal professions and reinforces social exclusion. Palestine refugees have no right to own land and significant numbers reside in camps – often with access difficulties as a result of closure and controls. As confirmed in the survey on the socioeconomic status of Palestine refugees (AUB 2015), levels of food insecurity, poverty, exclusion and marginalisation in Palestine refugee camps and gatherings in the country are high. According to this study 65% of PRL are poor and this proportion reaches 90% amongst PRS. Rates of unemployment, especially for women and youth, are alarming. Despite Palestine refugees having strong human capital as a result of the education and health structures provided by UNRWA and in some respects the Government of Lebanon as well as other actors, the majority of Palestine refugees do not have access to the full range of assets required for sustainable livelihoods, including those required to develop coping strategies and build resilience.

UNRWA provides primary and secondary education services through a network of around 67 schools and 1,483 teachers (59 primary education schools and 1234 primary education teachers).

Early Childhood Education in the form of Kindergarten's is not covered by UNRWA.

While PRL enrolment is close to 97.2 per cent in elementary, 84.2 per cent in preparatory and 61.2 per cent in secondary schools, PRS enrolment is 88.3, 69.6 and 35.8 per cent for the same respective cycles for the same year. PRS enrolment is significantly higher for camp residents (93.7 per cent) compared to students residing in areas outside the camps (82.6 per cent), indicating the negative impact that restrictions on movement and a lack of access to means of transportation may have on children accessing education outside of camps.

Drop-out rates are high. This is linked in part to the quality of education, the overcrowding in schools, lack of proper diagnostic of learning disabilities and the socio-economic situation of most of the Palestine refugees families. Those children with parents with low or no education are more at risk of dropping out. The poverty headcount rate is significantly higher when the head of the household has a low level of education.

According to UNRWA, there are 900 PRS/PRL students in Lebanon with special education needs. Many of them have not been properly diagnosed and others do not receive any type of support. Children with disabilities and with special needs are especially vulnerable. Support for them is not structured when available and clearly insufficient.

The Education reform continues to move in the right direction but monitoring of results is still weak. A new EMIS system has been designed and its implementation should provide more and better data and information for decision making and monitoring and evaluation of interventions.

There are two Vocational Education and Training (VET) centres: a small one in the north of the country and the big Sibliin Training Centre (STC). The overall capacity of both centres is 1,200 students per year (annual enrolment capacity for new students 614). UNRWA VET system is believed to be better than the Lebanese public VET, but requires urgent upgrading and more applied relevant competence and skills driven practise otherwise it is at risk of becoming outdated. Equipment is old, some programmes are too traditional and trainers lack proper technical and pedagogical skills. VET could provide access to the labour market for Palestine refugees although salaries in semi-skilled jobs in Lebanon are very low. Some UNRWA VET graduates end up working in a foreign country, especially in the Gulf. However, this is getting increasingly more difficult due to visa restrictions.

1.1.1 Public Policy Assessment and EU Policy Framework

Relevant EU policy framework

The programme is fully consistent with the '*Communication on the Review of European Neighbourhood Policy*' of November 2015. In line with this communication, the intervention aims to strengthen the resilience of Palestine refugees in Lebanon, particularly of young men and women. It facilitates access to and enhances the quality of primary education tackling drop-out through preventative educational learning support programmes, improves literacy amongst youth, and ensures the development of skills among young Palestine refugees through professional development. Through its focus on youth and support to livelihood opportunities, it also seeks to address sources of instability and vulnerability across sectors by addressing poverty, inequality and social development, particularly for young men and women. The Communication also clearly recognises the key role of civil society actors.

Reinforcing social cohesion, promoting economic development and protecting vulnerable groups is the priority sector 2 of the 2014-16 Single Support Framework (SSF). It aims at addressing the needs of the vulnerable groups with a specific mention to Palestinian refugees and people with special needs.

The general cooperation programme for Palestine refugees in Lebanon target four main pillars: 1) Infrastructure, 2) Education and Employment, 3) Humanitarian aid and 4) PRS. The EU, in partnership with UNRWA and NGOs, focuses its support on improving the physical living conditions in the camps and on children and youth who constitute over half of the Palestinian population in Lebanon.

The proposed actions are in line with the *EU approach to resilience* adopted in 2012, and will play a vital role in ensuring that the resilience and livelihood needs of Palestine refugees are met and recognises the need to address the multiple, interlinked causes of poverty, fragility and vulnerability. It is also echoing the Commission Communication COM(2016) 234, 26.04.2016, entitled "Lives in Dignity: from Aid-dependence to Self-reliance - Forced Displacement and Development. Reflecting the priorities of the *EU's approach to resilience*, UNRWA has a long track record in linking humanitarian efforts with long term development needs of Palestine refugees as a mean to alleviate their vulnerabilities and strengthen their resilience, in particular through the provision of basic services and livelihood opportunities. UNRWA has adopted a comprehensive, coherent and effective multi-sectorial response to the needs of Palestine refugees in the region.

The programme also responds well to the new '*EU Gender Action Plan (GAP) for 2016-2020*', UNRWA is committed to gender equality and girls' and women's empowerment, in line also with the universal 2030 Agenda. The action will contribute to promoting the social and economic rights and empowerment of women and girls through equal access to learning support and vocational training with focus on their needs in the design of the project. Indicators of the project referring to gender reflect this.

It is also in line with the '*EU Communication on the Agenda for Change for 2014-2020*' in its support of human rights and access to quality education for Palestine refugees as well as in its promotion of inclusive and sustainable growth for human development with the intended effect of livelihood creation in the future and subsequently poverty reduction.

Relevant National Policy Framework

Lebanon became a party to the 1989 Convention on the Rights of the Child in 1991.

Lebanese Minister of Foreign Affairs Gibran Bassil recently renewed his call to the international community, the donor countries and the Arab League to "urgently intervene to provide sufficient financial support to the agency so that it can continue its functions, especially that Lebanon is burdened by the excessive flow of more than 1.5 million Syrian refugees, in addition to the security and military threats that limit the functioning of its institutions in light of the reduced available resources and capabilities."

Palestinian Refugees are not covered by the 1951 Convention relating to the Status of Refugees and its 1967 Protocol clarifying the rights of refugees and the obligations of states that are party to these instruments since they are “at present receiving from (UNRWA) protection or assistance”, unless “such protection or assistance has ceased for any reason, without the position of such persons being definitively settled in accordance with the relevant resolutions adopted by the General Assembly”, in which case they “shall ipso facto be entitled to the benefits of the Convention.”

The entity in charge of Palestinian affairs is the Lebanon-Palestinian Dialogue Committee (LPDC), which is an inter-ministerial government body established in October 2005, formed by the Lebanese Council of Ministers as well as the Palestine political representation and aimed at coordinating and implementing the policies of the Lebanese government related to the Palestinian refugees residing in the country.

In October 2014 PM Salaam stated that in spite of the security and political difficulties that Lebanon is facing, the fate of the Palestinian refugees remains top of the agenda for his Cabinet. In order to find a solution to the political and administrative strands of the issue of Palestinian refugees in Lebanon, LPDC and the UN have come up with a mid-term strategy that would cover the next 5 years.

The UNRWA Education reform aims to bring UNRWA’s education services in line with international best practice. The reform programme includes a move towards a participatory and interactive approach to learning by children. The reforms entail a significant investment in staff training and a clearer delineation of support roles². Proposed interventions are in line with reform efforts.

UNRWA's Lebanon plan for the period 2016-2021 addresses 6 main outcomes: 1) Rights/protection 2) Health 3) Education 4) Livelihoods 5) Food, shelter and environmental health plus some cross-cutting priorities/themes like gender, support to people with disabilities, youth, mental health and emergency preparedness. The agency is preparing an operational plan for Lebanon. One of the key axes of intervention is primary education with an accent on special needs and another one is livelihoods including providing opportunities for youth to access skills development programmes.

In July 2014, UNRWA launched its new Technical Vocational Education and Training (TVET) Strategy which aims at increasing access and improving the quality, relevance and responsiveness of its vocational training services to better equip Palestine Refugee Youth with relevant, market-orientated skills and abilities that will contribute to sustained livelihoods.

1.1.2 Stakeholder Analysis

Key stakeholders have expressed interest and commitment to contributing to the programme, sharing the value of a step-by-step approach as opposed to a wide-ranging reform methodology. Similarly, key civil society associations have expressed readiness to contribute

² UNRWA Reform, 2011-2015

to the objectives of the programme, including accredited NGOs. UNRWA remains the most essential stakeholder as it implements the project, and is responsible for the overall coordination of action that touches an important number of stakeholders.

Relevant actors/stakeholders:

Stakeholder	Priority	Expected Roles
EU	High	<ul style="list-style-type: none"> • Provide funding for the activities. • Monitor the implementation of the action. • Give feedback to project interventions, reports and assessments. • Dialogue with stakeholders. • Participation in related meetings
UNRWA	High	<ul style="list-style-type: none"> • Overall coordination and implementation of the action with all stakeholders. • Launches tenders/call for proposals when required. • Provides better data and information for monitoring, planning and decision making. • Regular reporting on progress and results to discuss and resolve any problems in a timely manner.
Lebanese governments, army, local authorities	Medium-High	<ul style="list-style-type: none"> • Ensure security of Palestine refugees living in Lebanon • Provide accreditation for VET centres and programmes when requirements have been met. • Facilitate access to and from the camps to beneficiaries and project related staff
Direct and indirect beneficiaries		<ul style="list-style-type: none"> • Students, teachers, trainers principals, education and VET staff as key beneficiaries • Parents are involved in the events and processes linked improving the situation of children and youth, especially of those with learning difficulties and disabilities.
NGOs, Civil Society Organisations, other UN Agencies, interagency cooperation, humanitarian country team	High	<ul style="list-style-type: none"> • Civil Society organisation, parents and other key stakeholders will be consulted so as to improve and create more ownership of the interventions. • UNRWA will implement some of the activities foreseen in the decision through NGOs. • Through the interagency co-operation and humanitarian country and sector teams and ad hoc meetings NGOS and other UN Agencies will coordinate their plans and actions with EU and UNRWA • VET centres will consult and work closer with private sector.
Other donors	High	<ul style="list-style-type: none"> • Provide funding for related/complementary activities. • Give feedback to project interventions and monitoring and evaluations.

1.1.3 Priority areas for support/problem analysis

According to a socio-economic survey conducted by AUB in 2015, education continues to be an important determinant of poverty among refugees. The constant deterioration of the economic and political situation coupled with the increased discrimination towards Palestine refugees and UNRWA's tightening budget have the potential to negatively affect the quality of education and educational outputs for a large segment of the Palestine refugee population if not addressed appropriately. It is not surprising that young people are particularly influenced by these prevailing living conditions and lack of opportunities.

Findings of the 2015 survey reveal that similar to the 2010 AUB/UNRWA, poverty in its two forms (general and extreme) affected young refugees more than other age groups. For instance, 74% of adolescents live in poverty and 5% live in extreme poverty; these rates are higher than those for the overall population.

Net enrolment has made positive progress as the share of out-of-school children has decreased compared to 2010 survey findings. Secondary school enrolment increased significantly to 61% in 2015, from 51% in 2010. 97% of school age children are enrolled at the elementary school level, 84% are enrolled in preparatory school and 61% are enrolled in secondary school. Yet refugees still face many challenges in their educational attainment. Around 70% of PRL above the age of 25 do not have a Brevet certificate, 12% are Baccalaureate holders and 6.2% are university degree holders.

There is need to improve the UNRWA's education system whose performance is affected by high pupil teacher ratios, teachers' qualifications, methodologies and motivation, children's socio-economic background and perception of lack of perspectives, ineffective pedagogical materials and manuals, amongst others. The average dropout rate for school-aged children is high (around 4%), while the rate of non-attendance is 15%. According to the survey, school dropout rates are shown to be associated with socioeconomic status. 81% of 6-15 year old students and 70% of 16-18 year old students attend UNRWA schools. However, the exact figures of drop outs are not known due to problems in the data gathering and monitoring and various definitions in specific comparative studies on this issue. The same applies to special education whereby a more detailed assessment is also needed. Pupil Teacher Ratios are above 1/30 in many schools when is around half that number in public Lebanese schools and also in the formal education programmes offered to Syrian children.

It is believed that less than 50% of the children attend Kindergarten. This creates lack of school preparedness amongst many children and hampers normal teaching processes especially in key grades 1 to 3.

Palestine children with special needs are around 900, but not all of them have been diagnosed and the mechanisms to support them are still very limited. The parents of children with disabilities do not have resources to send their children to specialised consultations. Some children are out of the schools because the parents and their environment consider them as a burden or because there is no specialised response to their needs. The EU has been providing some support to children with special needs through NGOs in the past years, a more systemic response from UNRWA in this area is necessary to reduce transaction costs give more sustainability to the interventions and ensure full complementarity.

The results of the survey mentioned above show that education can help refugees secure more and better jobs. A refugee with a vocational or university degree is more likely to be employed than one holding a Brevet (official diploma qualifying entry into secondary) or

lower. Providing knowledge, competence and skills is key to address the economic vulnerability of refugees. For this the pedagogical efficiency and relevance of the VET offer for Palestine refugees has to be enhanced.

Orientation and career guidance are crucial for new generations to choose the most suitable education and training options.

The priority areas for support will be in line with those set in the UNRWA Lebanon Field Office Strategic Plan 2016 – 2021. On the education side, the proposed programme will help develop early intervention support and strengthening the quality and inclusive education, reducing drop outs, etc. The provision of more accurate and timely data and information is also a priority of support as well as improving the employability opportunities for Palestine refugees despite local market limitations.

2. RISKS AND ASSUMPTIONS

The capacity to achieve the project’s outcomes and undertake out the activities of the intervention, is based on the following risks and assumptions.

Risks	Risk level (L/M/H)	Mitigating measures
Changes in the security situation in the region, cause important refugee flows	M	<p>In addition to monitoring of the overall security situation in each field, UNRWA will endeavour, to keep abreast of any emerging security threats at a local level to mitigate their impact to avoid potential delay in the implementation and to ensure that these are taken into account in future contingency plans. In the event of conflict, UNRWA will continue to operate in areas where security procedures allow, or set up new structures to enable the ongoing support, as well as negotiate for humanitarian access with the relevant authorities.</p> <p>UNRWA will constantly monitor the number of persons present and accessing the Agency’s services.</p> <p>The EMIS will help to ensure a more accurate and timely availability of data from schools. If no sufficient place is available in specific schools for new refugee children double shifts could be set up. Additional resources for teachers would be explored.</p>
Deterioration of the security situation does not allow the smooth implementation of the programme	M- H	<p>Most of the schools and VET centres are outside the refugee camps and a deterioration of the security situation could affect school attendance in particular and the implementation of the programme as a whole. In addition to the monitoring of the overall security situation, UNRWA will concentrate operations in areas where security procedures allow, or set up new structures to enable the ongoing support where possible. Protection squads to accompany kids to schools could be organised if</p>

		the situation requires it.
Feelings of frustration and hopelessness among the PRS and the Palestine refugee host community result in increasing rates of violent conflict and disputes in the camps.	H	Potential community frustration from within the camp is dealt with by community participation and on-going dialogue with stakeholders through communications officers in the field and the Public Information Office. This is procedural, and performed pre-emptively so as to avoid any eruption of frustration.
UNRWA offices in the camps and Lebanon Field Office are subject to closure or limited access due to sit in organised by specific groups voicing their frustration.	H	UNRWA engages continuously at all levels with issues raised by the community in order to minimise closure of installations and disruption of operations.
Sustainability of interventions will remain moderately low	H	<p>Taking into account the situation of Palestine refugees in Lebanon and the difficult financial situation of UNRWA, the sustainability of some of the proposed actions will remain moderately low.</p> <p>Where and whenever possible UNRWA will look at ways for long-term resource saving, reinforcing community involvement, and introducing innovative interventions' such as income-generating activities in VET, Recruitments and structure growth will take into account financial, legal and operational implications and will aim a being the minimum required.</p>

The assumptions for the success of the project and its implementation include:

- The project enjoys the support of the Palestine refugee communities in Lebanon;
- UNRWA is able to operate without physical, political or security constraints and the Lebanese government provides continued support to its operations;
- USD/Euro exchange rate and market prices will remain stable and commodities will be readily available;
- Number of PRS and PRL in Lebanon do not change dramatically;
- The political and security situation in Lebanon and in Palestine Refugee camps remain stable;
- School facilities remain sufficient to cope with the PRS students' number;
- Palestine refugee students in Lebanon register with UNRWA educational facilities;

- The economic and social situation does not deteriorate to the extent that students or/and their family/community may opt not to finish their courses and instead enter/re-enter the workforce;
- Channels of communication with relevant authorities remain open.
- 3. Lessons learnt, complementarity and cross-cutting issues

3.1. Lessons Learnt

One of the main lessons learned of EU support to UNRWA is the relevance of supporting education, VET and special education interventions for Palestinians. This was confirmed by the Mid-Term evaluation of decision ENPI/2012/023339 Education, Training and Employment Support for the Palestinian Refugees in Lebanon and the recent ROM monitoring of projects C-334319 "New Education perspectives for Children with Special Learning Needs" and project C-301709 Education, Training & Employment Support for Palestine Refugee Youth in Lebanon. Palestinian communities attribute a high value to education and training that provide competence, tools and resources to avoid poverty. There is indeed a relation between level of education and vulnerability.

In relation to education, it is a widely shared opinion that the rapid and effective mainstreaming of PRS into UNRWA regular classrooms since the onset of the Syria Crisis was a good practice. This was confirmed by an evaluation carried out in December 2015, under the education emergency projects 324-199, 328-494, 351-221 aiming at Palestinians from Syria and hosting education institution. Relations between PRL and PRL were more normal thanks to this approach. This required though remedial support, especially language training, as well as Psycho Social Support (PSS).

EU experience in support to special education, including projects with NGOs serving Palestinians, has demonstrated the need to invest in early effective support to meet the special needs of children showing, or at risk of, some degree of delay in development to prevent difficulties from compounding. Ensuring that children receive adequate support begins with the correct identification of their needs, which may in turn lead to a diagnosis. For this reason the development and setting up of an effective identification, referral, follow-up and response system in support to the identification of learning and developmental disorders at the earliest possible stage. The Early Intervention Support Programme will build on the strengths of the existing Learning Support Program,

Capacity building of staff, access to special education technical support, as well as planning and coordination with NGO partners will be crucial to enable UNRWA to progressively build a system which fosters the unique needs and talents of all learners.

Most children with physical, visual, speech and language impairments can be successfully included into regular UNRWA classrooms with some additional individualised supports.

Another lesson learned from previous EU funded interventions supporting Palestinians is that UNRWA and NGOs have to collaborate better and more. When necessary and to ensure the most meaningful impact and efficient use of resources and capacities activities could be

‘outsourced’ or undertaken by local NGOs where capacities at UNRWA are insufficient and/or others are better placed to fulfill the intended results.

In relation to VET, continuous improvement of the quality of vocational education and training is crucial. For this it is important that curricula, manuals, pedagogic methodologies and equipment are up to date.

An important lesson learned from VET students transition to the labour market is that if the graduated student has important difficulties with key competences such as maths or literacy, changes or getting employed or remaining in the job are very limited.

3.2. Complementarity, synergy and donor coordination

Complementary actions

Along with its Member States, the EU remains the largest and most predictable donor to the Agency in the region and in Lebanon. Since 2000, the EU has provided over €1.6 billion to the Agency. In combination with contributions from EU Member States, the overall contribution in 2014 accounted for 34 % of the total support to UNRWA. In 2015, the amount allocated for UNRWA's General Fund amounted to €2 million under the ENI bilateral allocation (it has been of around €9.27 million yearly since 2011).³ The EU's (ECHO) humanitarian funding to UNRWA amounted to €5 million in 2015, out of which €4 million were earmarked for UNRWA's shelter response in Gaza. EU cooperation with UNRWA in Lebanon, without EU Members states and ECHO, is approximately €60 million. Apart from that there are a number of contracts with other implementing partners such as NGOs delivering support services to Palestine refugees in Lebanon. €5 million are scheduled for signature in 2016 in support to shelter rehabilitation.

In Lebanon, the EU is the largest donor to UNRWA's education programme, with the most important contribution under the project ENPI/2012/301-709 focused on PRL that will end in 2017. In addition, actions are complemented by the European Union's support to Emergency education for Palestine refugees from Syria in Lebanon most recently through ENPI/2014/351-221 which supported the agency in providing education and vital psycho-social support to the additional case load of Palestine refugees from Syria. This intervention builds on and scales up current and previous actions supported by the EU such as the project “Education, Training & Employment Support for Palestine Refugee Youth in Lebanon”, which aims to enhance the employment prospects of Palestine refugee youth in Lebanon by increasing the proportion that complete secondary education and have access to vocational and tertiary education. In addition, the project complements the efforts of the ongoing EU funded project ‘*SPRING-Improving the living conditions in Palestinian Camps in Lebanon*’ (Feb 2013-Feb 2016), which aims to improve the living conditions of Palestine refugees in

³ EU support to UNRWA's General Fund ensure that the organisation can provide its core services in the areas of health, education, relief and social services, across the region, including covering associated core human resources and running costs. Additional funds, such as under the proposed programme, support the delivery of supplementary activities and capacity beyond the budget of UNRWA's General Fund, notably within schools. Such support is coordinated and complemented in-country with the specific departments responsible for implementation of the programmes.

Lebanon and increase the chance of sustainable and inclusive growth and economic development of the Palestine refugee community in Lebanon.

On 22 June 2016 the MADAD Trust Fund board took a decision amounting to 15 Million Euros to support UNRWA in Lebanon and Jordan for a programme of 2 years to build the resilience of Palestine refugees from Syria displaced to Lebanon and Jordan. The Jordan component will focus on cash assistance whilst the Lebanon component will support cash assistance and education. The education activities to be supported by the Lebanon component include the following activities inter alia: additional teaching staff capacity, remedial and recreational programmes (through NGOs), health education, back to school campaign, transportation, etc. The MADAD project and the proposed AAP 2016 intervention will be mutually reinforcing and complementary, both covering key gaps in the education sector. The proposed intervention will focus more on enhancing the quality of education and systems strengthening including educational supportive services, education management systems, training and outreach capacities, also in the area of vocational education and training. Reinforcing this, the Madad-supported programme will largely prioritise education and support services to Palestine Refugees from Syria in Lebanon (PRS), including additional teacher capacities, school materials, retention support, with complementary support to cover essential protection and livelihoods needs.

The proposed action complements also the following other projects:

- “Assistance to Palestine Refugees in Lebanon”, funded by the United Nations Children's Emergency Fund (UNICEF) and still ongoing, which complement the activities and objectives of this project.

- “Learning Support Activities in Grades 2 and 3 of UNRWA schools in Lebanon”, funded by UNICEF and in December 2015; the intervention intended to give additional support to those grades of the lower elementary cycle where the educational development of students turned out to be most vulnerable.

- “Youth Development: Improving resilience and access to livelihood opportunities for PRL and PRS”, funded by Department for International Development (DFID) and still ongoing, with the overall goal to strengthen the resilience and enhance the future prospects of young Palestinian refugees from Lebanon and Syria through provision of market-relevant short-term courses.

Finally, the project will work to build on existing efforts from civil society organisations to support actions to ensure the rights of children to education.

Donor co-ordination

The EU participates in different coordination fora regarding development and humanitarian interventions.

It is also an active actor in the formal and informal coordination meetings regarding support to Palestinians in Lebanon, including those organised by UNRWA aimed avoiding duplication and maximising the effects of interventions, A general outline/update of donor support to UNRWA in Lebanon is under elaboration.

UN agencies meet and coordinate regularly at the Country Team meetings. More direct coordination is established with UNICEF that is also a UNRWA donor. Some of the lessons learned from UNRWA system are passed to the response to the Syrian crisis interventions

and some of the experiences from that operation are incipiently being transmitted to UNRWA.

Palestinians are mentioned in the draft Government of Lebanon's 'Reaching All Children in Education II' (RACE II) strategy document, covering 2016 – 2020, although until now no concrete targets are set for them. The text is ambiguous, but seems to refer mainly to Palestinian Refugees from Syria.

This project will harness these existing relationships, and engage with existing and emerging NGO coordination structures. Regular communications and communications with UNRWA are done through its donor relations and projects office in Lebanon. Regular meetings are held at both strategic and technical levels to ensure consistent sharing of information on project implementation and needs.

3.3. Cross-cutting issues

Local participation and ownership, equity, organisational adequacy, transparency and accountability are guiding principles throughout the programme. In addition to UNRWA's clear mandate for protection of Palestine refugees, it is mandated by the General Assembly to address the protection concerns of women, children and persons with disabilities. UNRWA has a Gender Mainstreaming Strategy, a Gender Based Violence programme and a Disability Policy. UNRWA strives to ensure that its programmes are guided and adhere to protection standards including gender equality and mainstreaming. The mainstreaming of the gender component will be assured through enhancing the participation of girls and women in project's activities, both as target groups and final beneficiaries.

Furthermore, the proposed action envisages the engagement of civil society actors in the implementation of the programme objectives.

➤ Gender

The programme takes into account its contribution to gender equality. Through following up to violence in schools in the policy dialogue with UNRWA and monitoring of the intervention it should help to follow up to the prevention of gender-based violence (GBV). Disaggregated data will be provided when possible and will inform responses (for example with regards to higher drop out amongst boys and the link between early marriage and drop-out in girls)..

The Action will prevent/mitigate negative effects through ongoing needs assessments, analysis and correction of assistance to consider particular vulnerabilities and/or gender-specific needs. To strengthen its accountability in meeting its targets on gender equality and women's empowerment, UNRWA participates in the UN System-wide Action Plan on Gender Equality and the Empowerment of Women- UN-SWAP, the systems-wide gender mainstreaming accountability framework. The results of the UN-SWAP are indicative of UNRWA's successes in a number of different areas, including in strategic planning, monitoring and reporting, and capacity development. With regards to the action proposed, the activities will target all eligible Palestine refugees regardless of the gender.

Youth

Beyond the economic justifications for combating youth unemployment are the social and political cost of increased frustration and hopelessness among the young population. Without opportunities to learn and work, young people are left idle, frustrated and are much more likely to be involved in dangerous activities that put themselves and their communities at risk. Acquisition of skills through education for work is strongly correlated with positive behaviours and attitudes in leadership, health, valuing of diversity, success in school and reductions in risky behaviours such as substance abuse and violence. The intervention provides young refugees with the skills and education to secure livelihoods find employment and generate income in the future, and ultimately giving them hope for a prosperous future, both socially and economically.

➤ Disability and Special Education Needs

Physical inaccessibility of installations and camp environment can lead to social isolation and exclusion, which can restrict people with disabilities access to basic relief, health and education services and increase their vulnerability to mental health conditions. In recognition of this, any activities conducted by the project will ensure to incorporate the views of those with disabilities and to integrate the needed responses in order to respect their interests in all activities as much as possible. The UNRWA Inclusive Education policy reaffirms commitment to the realisation of the universal right of all children to an education. The project's approach will integrate children with impairments into mainstream schooling by providing them with extra support and, in cases where more specialised support is needed, will refer them to special consultations.

4. DESCRIPTION OF THE ACTION

4.1 Objectives and results

This programme is relevant for the Agenda 2030. It contributes primarily to the progressive achievement of SDG goals number 4 of providing quality education to "Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all" and 8 to "promote inclusive and sustainable economic growth, employment and decent work for all", but also promotes progress towards goal number 10 focused on "Reducing inequality within and among countries". This does not imply a commitment by the Lebanese Republic benefiting from this programme.

The overall objective of the project is to strengthen the resilience of Palestine refugees in Lebanon.

The specific objectives of the project are:

1. To provide better and more inclusive education to Palestine Refugee children
2. To improve the preparedness of Palestine refugee students to the labour market

The envisaged results linked to specific objective number 1 are the following:

- (1) **Output 1.1:** Effective educational supportive services in UNRWA lower elementary schools are in place
- (2) **Output 1.2:** Education Management system operational and providing relevant and timely data and information
The results linked to specific objective number 2 are the following:
- (3) **Output 2.1:** The provision of training and supportive services at UNRWA Training Centres is improved
- (4) **Output 2.2:** Outreach of career guidance is strengthened and improved

4.2 Main activities

The envisaged (indicative) main activities linked to specific objective 1 are the following:

Output 1.1: Effective educational supportive services in UNRWA lower elementary schools are in place

Activities will include inter alia: Provision of inclusive education assistants; Capacity building for Learning Support Advisors and Teachers, including on special needs; Development of identification, referral, follow-up and response pathway for students identified with additional learning need; Improved coordination between UNRWA and NGOs providing learning support; Assessment on the Special Education Needs of school-aged Palestine refugee children in Lebanon; Coordination between UNRWA and other stakeholders in the SEN sector; Access to diagnostic and therapeutic consultations Undertaking a research on special education needs of school-aged Palestine Refugee children in Lebanon; coordination is taking place with UNICEF. Undertaking a drop-out study to identify the current risk factors or conditions that significantly increase the likelihood of students dropping out of school, and to identify evidence-based programs relevant to the UNRWA/Lebanon context. This research could build on the UNICEF-UNESCO children out of the school survey.

Output 1.2: Education Management Information System operational and providing relevant data and information

In order to guarantee efficient use of the Education Management Information System (EMIS) database and sufficient capacity of end-users to evaluate the information collected by the system, the following support activities could be implemented inter alia: deploying of 5 area administrators (one per area) to guarantee efficient use of the EMIS, build the capacity of EMIS central and field level focal points including end-users, evaluating and responding to the needs and solutions (both at an area /school level) required for the progressive implementation and improvement of school-based ICT initiatives, supporting surveys, studies and data analysis as required, and generating regular analytical reports. To guarantee a more comprehensive monitoring, evaluation and analysis, EMIS will be linked also to the systems in place at STC and at the Career Guidance Unit. Data entry will mainly occur at school level, and it will be managed at school, area and the Education Department levels.

The envisaged (indicative) main activities linked to specific objective 2 are the following:

Output 2.1: The provision of training and supportive services at UNRWA Training Centre is improved

Activities inter alia will include: Providing STC courses up-to-date and relevant to the market needs (equipment/furniture will be purchased to keep STC courses up-to-date and relevant to the market needs, with the overall aim is to make our youth employable); Providing remedial education through tutorial classes to STC students with key competence problems to enhance their employability skills; Providing pedagogical training for STC staff (eg instructors, counsellors and registrar) with the aim at improving the quality of instructors on the dimension of their pedagogical expertise, including their ability to impart transversal skills and foster students' learning initiative (interpersonal, communication, entrepreneurship and management skills are among the tentative subjects that could be delivered).

Output 2.2: Outreach of career guidance is strengthened and improved

Activities inter alia will include: Undertaking career guidance outreach within the community and in UNRWA schools; training counsellors, teachers and educators working with primary level classes on career guidance, maintaining the network of career guidance counsellors and system.

4.3 Intervention logic

The programme will contribute to support the Education and Vocational Education and training system run by UNRWA in Lebanon for both PRL and PRS, with the overall aim to strengthen the resilience of Palestine refugees residing in Lebanon.

Two main outcomes are envisaged by the proposed action:

(1) To provide better and more inclusive education to Palestine Refugee children

The Special Education area has not been properly addressed by UNRWA until now. The agency is aware of this and has decided to address the problem and pilot some interventions with the aim to invest in early effective support to its children with special needs and provide a high-quality inclusive education system which can ensure that children in need will receive all needed adequate support (from correct identification of their needs to diagnosis, up to follow-up and tailored learning and/or therapeutic intervention). For this reason a diagnostic and referral system will be designed in support to the identification of learning and developmental disorders at the earliest possible stage. With the support to the Learning Support Programme extra resources will be provided in elementary education levels to identify and respond to diverse learning needs. Tight and effective collaboration with NGOs is envisaged by the project to provide home-work as well as therapeutic support and ensure a comprehensive quality and effective approach. With additional funds from other donors UNRWA will provide scholarships to children whose needs cannot be addressed in UNRWA regular schools.

By the end of 2016 UNICEF should have finalised a survey on children out of the school and a mapping of disability and of special education service providers. Both studies will include not only Lebanese and Syrian children but also Palestine refugee Children. The results of these studies plus the complementary studies to be undertaken by UNRWA in the context of the proposed programme on drop outs and on children with special education needs will provide important elements to address some of the key problems of UNRWA education system regarding inclusive education.

Under the current project C-301709_Education, Training & Employment Support for Palestine Refugee Youth in Lebanon, the EU has been supporting also the development and implementation of the UNRWA School Management System (SMS) and its transition into the agency-wide EMIS system. The proposed intervention will support the necessary resources from the school to the central level to improve the accuracy and timeliness in the provision of education data and information and eventually will contribute to better planning and management thus saving resources.

(2). To enhance the preparedness of Palestine refugees to the Labour Market

Two essential principles will guide and consolidate the achievement of this outcome:

- ❖ The strengthening of information and self-consciousness mechanisms among the youth and the community as a whole, through the Career Guidance work, with the aim to support school students to make informed decisions about their future educational and careers paths. Accordingly, and building on the experience gained during ongoing EU funded projects, career guidance will be continued and expanded within the community and in the schools.
- ❖ The acquisition of skills and resources needed to foster job creation. To achieve this, the project will provide support in improving the quality and relevance of the STC vocational training program to enhance students' learning and job prospects. In particular, the project will strengthen STC training courses through provision of up-to-date and market relevant equipment, at the same time supporting students with literacy difficulties through tutorial classes and by improving the quality of instructors on the dimension of their pedagogical expertise.

The Lebanese context undoubtedly presents a number of challenges in terms of Palestine refugees' restricted access to the local labour market – to this end, engagement with the wider private sector remains a challenge. UNRWA reaches out to local business and private sectors actors to the extent possible, to seek out opportunities for young Palestinians, notably through its employment services centres. The proposed action will build on key successes and further strengthen linkages to the private sector where possible.

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, referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.2 will be carried out and the corresponding contracts and agreements implemented, is **48 months** from the adoption by the Commission of this Action Document. Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute technical amendments in the sense of point (i) of Article 2(3)(c) of Regulation (EU) No 236/2014.

5.3 Implementation modalities

5.3.1 Indirect management with an international organisation

This action may be implemented in indirect management with UNRWA, in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012.

This implementation entails the provision of quality, inclusive education to Palestine Refugee children by improving supportive services at UNRWA schools in lower elementary grades and enhancing capacity and employability by extending the provision of career guidance services and improving quality of vocational training

This implementation is justified because UNRWA has already implemented similar projects in the past in both direct and indirect management mode as having a specific mandate to deal with Palestinian refugees. The entrusted entity would carry out the following budget-implementation tasks:

- Launching calls for proposals, call for tender,
- Definition of eligibility, selection and award criteria,
- Evaluation of proposals,
- Conclusion, monitoring and managing of contracts,
- Carrying out payments, and recovering amounts due when appropriate.
- Carrying out communication and visibility measures.

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 provisions.

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with Budget Article 9(2) (b) of Regulation (EU) No 236/2014 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

	EU contribution (amount in EUR)	Indicative third party contribution, in currency
5.3.1 Indirect Management with UNRWA	EUR 5,000,000 ⁴	n/a
Total	EUR 5,000,000	n/a

5.6 Organisational set-up and responsibilities

The project will be implemented by UNRWA through its Delegation in the Republic of Lebanon.

A Steering Committee shall be set up to oversee and validate the overall direction and policy of the project (or other responsibilities to be specified, such as identify and ensure the necessary synergies among the various components, where relevant). The project steering committee will be composed of UNRWA and 3-4 key NGOs/CBOs working with Palestine refugees plus an academic/research institution plus the EU. It shall meet twice a year as a general principle and can be convened whenever the project's implementation requires strategic decision or changes. Prior to each steering committee, each component will be subjected to a more technical component-specific coordination meeting where progress will be evaluated and possible synergies with the other components/projects will be identified.

The EU Delegation will maintain a constant policy dialogue with stakeholders to ensure the highest possible support and political commitment needed for successful implementation.

5.7 Performance 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). The report shall be laid out in such a

⁴ Includes provision for communication and visibility

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).

5.8 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, in particular with respect to procurement actions. Feasibility of a common evaluation with MADAD project will be assessed at the time of launching the evaluation.

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 of the interventions of the proposed programme are pilot interventions. It should be noted also that some activities have been supported by passed interventions (like the Learning Support Programme), and that some of areas of support could eventually require further support in the future.

The Commission shall inform the implementing partner at least 1 month 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 and supported with the budget indicated in section 5.5 above, in particular will be ensured by the implementing partner

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 delegation agreements.

The communication and visibility manual 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) ⁵

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action without an amendment to the financing decision. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for listing the activities as well as new columns for intermediary targets (milestones) when it is relevant and for reporting purpose on the achievement of results as measured by indicators.

No	Intervention logic	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification
Overall objective :	To strengthen the resilience of Palestine refugees in Lebanon				
Outcome 1	To provide quality, equitable, inclusive education to Palestine Refugee children by improving supportive services at school lower elementary grades.	Survival and/or completion rate (depending on availability) to the end of lower elementary education	Baseline: TBC	TBC	UNRWA Education Department Statistics and reports
		Cumulative drop-out rate to the end of elementary education	Baseline: 2.57%, Q1-2016	2.36%	UNRWA/LFO EMIS system, UNICEF out of the school survey
		Number of children supported by overall SEN services	Baseline: 0	540 students on annual basis	UNRWA Education Department Statistics and reports
Output 1.1	Effective educational supportive services in	Targeted students at final scholastic exam in lower elementary grades	Baseline: 0%	at least 70% improvement	IE toolkit/IEPs and month-1

⁵ Mark indicators aligned with the relevant programming document mark with '*' and indicators aligned to the EU Results Framework with '**'.

UNRWA lower elementary schools are on place	(G1, G2, G3)		t	examination
	% of LSAs and LSTs having improved knowledge of SEN	Baseline: 0%	At least 70% LSAs and LSTs have improved understanding of SEN	Pre and post questionnaire, and Observation tool (check-list and analysis)
	Degree to which Identification, referral, follow-up and response system is in place	Baseline: 0 (SY 2015-2016)	1 system in place and functional (by the end of the intervention although it is expected to be achieved by end of year 1)	Education Department statistics, UNRWA/LFO school management system, external monitoring visits
	Degree to which a Mapping of various learning support interventions is in place including total number of children reached (more efficient coverage of needs)	Baseline: No mapping (SY 2015-2016)	A mapping document in place (by the end of year 1)	Mapping document, meetings minutes
	Degree of Satisfaction amongst parents and teachers with regards to coverage of learning support interventions	Baseline: 0%	60%	Survey/focus group on a sample of 5% of the target group
	# of children supported by SEN therapeutic intervention	Baseline 0	360 students	EMIS and Annual reports on SEN
	Degree to which an Analysis of SEN Gaps and coordination system is in place and functional	Baseline: n 0 analysis & no system	A SEN system is in place and functional	Assessment documents, analysis reports, UNRWA/LFO school

					management system, meeting minutes & agendas
Output 1.2	Education Management Information System operational and providing relevant and timely data and information	% of end-users able to use the EMIS to report and plan.	Baseline: 0	100% (by the end of the intervention although it is expected to be reached by end of year 1)	training agendas, regular testing, reports produced, survey among staff
		Degree to which Analytical reports are generated by the Education Department	Baseline: 0	4 reports per year	Report documents
Outcome 2	To improve preparedness of Palestine refugee students for the labour market	% of employability rate for graduates SY 2013-2014	Baseline: 67.90%, SY 2013-2014	70.9 % by the end of the intervention (expected to be achieved in year 3)	Field visits Internal/External monitoring visits Placement & Career Guidance Tracking System Annual report
Output 2.1	The provision of quality training and supportive services at UNRWA Training Centers is improved	% of targeted students at final scholastic exam	0%	50% improvement (each scholastic year)	Initial and final year exams
		% of STC instructors having improved knowledge and professional skills	0%	At least 70% of instructors	Pre and post questionnaire, and Observation tool (check-list and analysis)

Output 2.2	Outreach of career guidance is strengthened and improved	% of students (from Grade 3 to 12) properly informed about vocational and academic education through career guidance sessions;	Baseline: 6645 (SY 2015-2016, gr9-12)	15,171 students reached (each year) by orientation and individual career guidance sessions	Annual report and Career guidance unit data
		Number of students having increased knowledge and awareness towards academic and vocational educational paths	0	3,793 students (each year)	KAP Survey