

**Action Fiche for Syria****1. IDENTIFICATION**

Title/Number	Support for areas affected by the influx of Syrian refugees to Lebanon II		
Total cost	EU contribution: EUR 10,000,000		
Aid method / Method of implementation	Project approach – Direct centralised management and joint management (UNHCR, UNICEF)		
DAC-code		Sector	
	11120		Education facilities and training
	11130		Teacher training
	11220		Primary education
	11240		Early childhood education
	11320		Secondary education
	11330		Vocational training
	15110		Public sector policy and administrative management
	15112		Decentralisation and support to subnational government
	15150		Democratic participation and civil society
	15160		Human rights (child protection)
	73010		Reconstruction relief and rehabilitation
	14030		Basic drinking water supply and basic sanitation

**2. RATIONALE****2.1. Sector context**

The protracted conflict in Syria has led an increasing number of Syrians to seek refuge in neighbouring countries. In Lebanon alone there were more than 90,000 refugees registered or awaiting registration by mid-October 2012. This number is expected to increase to 120,000 by the end of the year. As some refugees are hesitant to register with the United Nations High Commissioner for Refugees (UNHCR), the actual number of Syrian refugees is considered to be even higher.

Lebanese authorities have allowed Syrians to enter Lebanon. They have not prosecuted Syrian refugees who crossed the border outside official border posts for illegal entry or stay. Initially, the government's High Relief Commission (HRC) took the lead in response to the refugee influx, but as numbers have increased,

responsibilities have been spread among several institutions in particular the Ministry of Social Affairs, the Ministry of Health and the Ministry of Education. The divisions of mandate as well as co-ordination mechanisms are not clear and could be a source of concern. The international community continues to encourage the Lebanese government to establish clear responsibilities, and offers to support the Lebanese authorities in such efforts.

Relations with Syria are sensitive in Lebanese society and in particular in Lebanese politics. This continues to complicate the Government's position to the refugee crisis with consequences for the refugees and the international response to the refugee influx. The Syrian refugees are referred to as "displaced", not "refugees"; the issuance of ID cards is not allowed, nor is the establishment of camps.

The influx was initially concentrated in the northern region but quickly expanded to also include the Bekaa Valley. There are now Syrian refugees in most parts of the country, but the concentrations remain in the North, including the city of Tripoli, and in the Bekaa Valley. Both regions are among the poorest in Lebanon and are characterised by weak infrastructure and limited livelihood opportunities. Even before the influx of refugees, the resources were limited. After having hosted refugees, most often in private homes, the resources of the host communities are often stretched to the limit.

Humanitarian assistance is already mobilised to address the immediate humanitarian needs of the refugee population, e.g. food and shelter. But as it is likely that the conflict in Syria will continue, the needs of the Syrian refugees as well as of the host communities will go beyond the immediacy of humanitarian assistance. In light of the vulnerability of the host communities there is an increased risk of tension emerging between the refugee population and their hosts. It is important for the international community to help mitigate this risk by, in addition to the emergency response, addressing the medium- to long-term needs of both groups. So far, these needs have only been modestly addressed.

## **2.2. Lessons learnt**

In the region, the EU has already had success with adopting a two-step approach to refugee crises providing emergency humanitarian assistance while at the same time addressing medium- to long-term needs. One of the latest examples is the support provided in Syria to alleviate the pressure caused by the influx of Iraqi refugees there. The improvements made to the local host communities played a significant role in reducing brewing tensions between refugees and host populations. The structures supported were used by both refugees and host communities and thereby contributed to helping integration and inter-communal dialogue.

From the response to the refugee crisis in Lebanon so far, it is clear that any intervention needs to be combined with political pressure on the Lebanese government to underline that it is in the interest of Lebanon to accept and acknowledge that there is a crisis and a need to respond to it in the best possible way. This could include setting up competent and adequate co-ordination mechanisms and work closely with the international community to identify needs and adequate responses.

Co-ordination between UN agencies involved in the crisis and the donor community at Beirut and HQ levels could also be improved. As the crisis is a refugee crisis, the main co-ordination mandate is with the UNHCR in accordance with the 1951 Refugee Convention.

As the situation in Syria, and thereby the flow of refugees, is rapidly changing a large degree of flexibility will be required in any medium to long-term intervention in order to respond most effectively to the needs of the beneficiary populations.

### **2.3. Complementary actions**

This action is complementary to the support provided by the EU to address the needs raised by the influx of refugees as a consequence of the crisis in Syria from a humanitarian point of view as well as the activities of certain EU Member States, other countries, international organisations and NGOs. It comes in continuation to *Support to areas affected by the influx of Syrian refugees to Lebanon*<sup>1</sup> which allocated EUR 5 million through a contribution agreement with UNHCR to address medium and long term needs in the areas of capacity building of host country institutions to handle the crisis (ministerial and municipal level as well as civil society organisations), ii) education and iii) local community empowerment. The extension of these activities is justified, and needed, in light of the massive and rapid increase in the number of refugees (more than quadrupled since May 2012) as well as the increased areas affected by the influx of Syrian refugees.

Close co-ordination with humanitarian actors, EU Member States as well as the main national and international organisations involved in the area is already ongoing and will be maintained.

Coinciding with this initiative, similar support will be provided by the EU to Jordan to assist mitigating measures to deal with the influx of Syrian refugees there.

### **2.4. Donor co-ordination**

The EU has a close working relationship with the main UN agencies involved in the response to the influx of Syrian refugees to Lebanon (i.a. United Nations Development Programme (UNDP), United Nations Population Fund (UNFPA), UNHCR, United Nations Children's Fund (UNICEF), World Food Programme (WFP)) as well as with a number of international and national NGOs which often are the implementing partners of UN agencies.

Regular co-ordination meetings are being conducted at various levels. Some are donor oriented others are technical in nature (e.g. shelter, education, child protection, Water, Sanitation and Hygiene (WASH)) inviting all involved partners to participate. There are both meetings held at Beirut level as well as in the regions at field level. The regular meetings are co-ordinated by UNHCR and involve donors, implementing and other partners and at times Lebanese authorities. While technical co-ordination at field level is effective and efficient, the co-ordination at Beirut and HQ level leaves some room for improvement.

All actions will be closely co-ordinated at EU level and with EU Member States.

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<sup>1</sup> C(2012)3815 adopted on 7 June 2012.

### 3. DESCRIPTION

#### 3.1. Objectives

The **overall objective** of this project is: to mitigate the impact of the Syrian crisis on Lebanon.

The **specific objective** of this project is: to alleviate the medium and longer term needs of both Syrian refugees<sup>2</sup> and host communities in areas in Lebanon with high Syrian refugee concentrations.

#### 3.2. Expected results and main activities

The intervention will contain two components – one will be implemented through joint management (UNHCR, UNICEF), the second will be managed in a centralised manner and implemented through a call for proposals.

##### **Component 1 – Strengthening access to educational and related services for refugee and host community children in Lebanon**

Expected results are:

**Result 1: Pre-school and school aged children (4-14 years) in targeted communities in areas affected by the influx of Syrian refugees access quality education in safe learning environments.**

Activities under this result will focus on providing pre-school and school care in areas affected by the influx of Syrian refugees. The activities will target vulnerable children among Syrian refugees and Lebanese host community children alike. Parents, education professionals and communities will be actively involved in the process.

Main activities may include:

- Assist in ensuring school enrolment;
- Provide schools with educational supplies and improvements to infrastructure;
- Train teachers and school administrators to best deal with crisis;
- Provide at risk students with learning support;
- Assist Lebanese educational authorities in dealing with crisis.

**Result 2: Services and mechanisms are in place and operational in areas affected by the influx of Syrian refugees to address specific child needs and vulnerabilities.**

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<sup>2</sup> The term "Syrian refugees" in this action fiche should be understood broadly. It may also include persons without Syrian nationality but originally residing in Syria that have fled the country to Lebanon as a consequence of the crisis.

Activities under this result will focus on strengthening child-targeted services in areas affected by the influx of Syrian refugees. The activities will focus on providing psychosocial support to refugee children and host community children in need. Activities will also focus on strengthening Lebanese institutions and organisations in being vigilant about child protection needs and in implementing child targeted services.

Main activities may include:

- Strengthen implementation of existing Lebanese referral pathways for child protection in target areas;
- Design and delivery of multidisciplinary training on child psychosocial support;
- Provide institutional support to governmental institutions for the delivery of child protection services and to NGOs for the delivery of child psychosocial support services;
- Establish and support service delivery in relation to gender-based violence, in host communities;
- Engage vulnerable adolescents in life skills, educational support and peace education initiatives.

**Result 3: The capacity of existing Lebanese institutions and structures to deal with crisis is improved.**

Activities under this result will focus on strengthening Lebanese authorities at central and local level. Targeted support to local NGOs and organisations are also foreseen.

Main activities may include:

- Capacity-building of Lebanese authorities;
- Capacity-building of local NGOs and other institutions.

**Result 4: The social and economic tissue of local communities is strengthened (community empowerment)**

Activities under this result will focus on supporting and engaging the local communities, Syrian refugees and host populations alike through community empowerment and the establishment/creation of local structures and capacities that allow for this increased empowerment. The issue of employment is essential as the scarcity of livelihood opportunities could be a source of tension between the refugees and their hosts. Assisting the two populations finding meaningful and legal sources of income is of utmost importance for any sustainable development of the regions.

Main activities may include:

- Vocational training activities;
- Life skills training;

- Establishment or rehabilitation and upgrade of community centres (including Social Development Centres).
- Quick impact projects to improve municipal infrastructures, e.g. buildings, recreational areas, public gardens, wells, roads with a focus on providing support to the local communities and create further livelihood opportunities.

**Component 2 – Facility to support vulnerable refugee and host community populations in areas in Lebanon particularly affected by the influx of Syrian refugees**

The expected results include:

High impact projects of varying sizes effectively addressing the medium and long term (24-36 month) needs of Syrian refugees and host communities in areas in Lebanon specially affected by the spill-over from the Syrian conflict.

Depending on the projects identified through calls for proposal may include, inter alia support to:

- Livelihood activities;
- Education activities;
- Psycho-social, psychological support and recreational activities for children and youth;
- Capacity building, vocational education/training and/or life-skills training;
- Community empowerment and community mobilisation activities in host communities;
- Activities targeting persons with disabilities in host communities;
- Conflict prevention activities;
- Capacity building for local authorities and local NGOs;
- Medium to longer term water and sanitation (WASH) activities;
- Education activities;
- Advocacy;

Through this programme, particular attention will be paid to enhance the co-ordination between the stakeholders involved in the implementation of the activities, in particular between UNHCR and UNICEF. Given the prospect that the consequences of the spillover of the Syrian conflict into Lebanon will rapidly increase, effective and efficient co-ordination of the response management will become evermore critical.

Reflecting the mandate of the UNHCR, mechanisms to appropriately involve this organisation in the Facility foreseen in component II will be sought.

### 3.3. Risks and assumptions

It is widely expected that the Syrian crisis will be protracted and that the influx of Syrian refugees to Lebanon will continue. In light of the unpredictability of the political and security situation in Syria, the project will need to maintain a degree of flexibility in order to be able to adapt to an evolving context.

Risks include:

- The Syrian conflict could spill-over into Lebanon. This could jeopardise the project and cut-off access to Lebanese territory for international organisations and actors;
- The Lebanese authorities are not ready to deal officially with the crisis due to political constraints and limitations on capacities and resources;
- Some actors in the international community (state and non-state actors) could provide interventions outside the established co-ordination mechanisms, which could lead to cases of duplication of support;
- Return of refugees to Syria due to end of conflict and improvement of living conditions in the country (positive "risk").

### 3.4. Cross-cutting issues

Implementing entities will ensure that all financed initiatives respect principles in particular human rights and gender equality as core elements that will be taken into consideration when designing projects.

### 3.5. Stakeholders

Main stakeholders were consulted during the preparatory period.

The direct beneficiaries are:

- The local and refugee population in the hosting communities in areas affected by the influx of Syrian refugees.
- The local and central Lebanese authorities benefiting from capacity building activities and improvement of infrastructure.

Other stakeholders include local and international NGOs and organisations identified as implementing partners for the various activities.

## 4. IMPLEMENTATION ISSUES

### 4.1. Method of implementation

**Component 1** - Joint management through the signature of agreement with international organisations (UNHCR, UNICEF) in accordance with Article 53d of the Financial Regulation. UNHCR and UNICEF comply with the criteria provided for in the applicable Financial Regulation. Standard Contribution Agreement(s) will be concluded, in accordance with the Financial and Administrative Framework

Agreement (FAFA) signed between the European Commission and the United Nations on 29 April 2003.

A steering committee will be set up to oversee and validate the overall direction and policy of the project. It will also facilitate the co-ordination between all Lebanese institutions and actors likely to be involved in the project. The steering committee will include the Ministry of Education, the Ministry of Social Affairs, the Ministry of Interior and Municipalities, UNHCR, UNICEF, the EU Delegation and other relevant stakeholders.

**Component 2** - Direct centralised management mode which will consist in launching calls for proposals.

The change of management mode constitutes a substantial change except where the Commission "re-centralises" or reduces the level of tasks previously delegated to the beneficiary country, international organisation or delegatee body under, respectively, decentralised, joint or indirect centralised management.

## 4.2. Procurement and grant award procedures

### – *Component 1 - Joint management*

All contracts implementing the action are awarded and implemented in accordance with the procedures and standard documents laid down and published by the relevant international organisation (UNHCR, UNICEF).

### – *Component 2 - Direct centralised management*

#### 1) Contracts

All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the Commission for the implementation of external operations, in force at the time of the launch of the procedure in question.

Participation in the award of contracts for the present action shall be open to all natural and legal persons covered by the European Neighbourhood and Partnership Instrument (ENPI) Regulation. Further extensions of this participation to other natural or legal persons by the relevant authorising officer shall be subject to the conditions provided for in Article 21(7) of the ENPI Regulation.

#### 2) Specific rules for grants

The essential selection and award criteria for the award of grants are laid down in the Practical Guide to contract procedures for EU external actions. They are established in accordance with the principles set out in Title VI 'Grants' of the Financial Regulation applicable to the General Budget. When derogations to these principles are applied, they shall be justified, in particular in the following cases:

- Financing in full (derogation to the principle of co-financing): the maximum possible rate of co-financing for grants is 80% of total eligible costs. Up to full financing may only be applied in the cases provided for in Article 253 of the Commission Regulation (EC, Euratom) No 2342/2002 of 23 December 2002



laying down detailed rules for the implementation of the Financial Regulation applicable to the general budget. As provided by the crisis situation procedures, full EU funding can be considered.

- Derogation to the principle of non-retroactivity: a grant may be awarded for an action which has already begun only if the applicant can demonstrate the need to start the action before the grant is awarded, in accordance with Article 112 of the Financial Regulation applicable to the general budget.

#### **4.3. Indicative budget and calendar**

The budget available to implement the action is detailed in the Appendix.

The launching for the call for proposal is foreseen within 3 months as from the adoption of the Financing Decision.

Foreseen operational duration of the programme is of 48 months as from the adoption of the Financing Decision.

#### **4.4. Performance monitoring**

The performance of the project will be closely monitored by the project implementing body. Appropriate reporting and reviewing measures will be built into each contract/agreement to ensure close follow-up on part of the Commission. The Commission reserves the right to carry out verification missions as needed.

External results oriented monitoring missions may also be carried out by the Commission.

#### **4.5. Evaluation and audit**

The project will be subject to mid term and final evaluations.

Expenditure verifications of all grant contracts will be carried out in accordance with the provisions of the General Conditions applicable grant contracts financed by the EU General Budget.

All auditing matters related to the contribution agreement with international organisations (UNHCR, UNICEF) are governed by the Verification Clause annexed to and forming an integral part of the Financial and Administrative Agreement concluded between the European Community (now Union) and the United Nations (agreement signed on 29 April 2003).

If necessary, *ad hoc* audits or expenditure verification assignments could be contracted by the European Commission for one or several contracts or agreements.

An amount of EUR 100,000 is earmarked for audit and evaluation purposes.

#### **4.6. Communication and visibility**

The European Union will ensure that adequate communication and visibility is given by the contracting parties to the EU funding.

All visibility activities will be implemented in accordance with the "Communication and Visibility Manual for EU External Actions"<sup>3</sup>. Depending on the evolution of the situation on the ground, visibility activities might need to be scaled down in order to allow a successful implementation of the project activities.

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<sup>3</sup> [http://ec.europa.eu/europeaid/work/visibility/index\\_en.htm](http://ec.europa.eu/europeaid/work/visibility/index_en.htm).

**Appendix 1****Budget for the Action Fiche for Support for areas affected by the influx of Syrian refugees to Lebanon II****Budget**

The total EU contribution to the action will amount to maximum EUR 10 million.

The indicative budget breakdown is the following:

<b>Description</b>	<b>Budget (EUR - indicative)</b>
Contribution agreements (UNHCR, UNICEF)	6,900,000
Grants (call for proposals)	3,000,000
Evaluation/Audit	100,000
<b>Total</b>	<b>10,000,000</b>