

ANNEX

to the Commission Implementing Decision on the
'Special Measure III 2013 in favour of the Republic of Lebanon'

Action Fiche for the "EU Response to the Consequences of the Syrian Conflict in Lebanon"

1. IDENTIFICATION

| | | | |
|---------------------------------------|--|--------|--|
| Title/Number | EU response to the Consequences of the Syrian Conflict in Lebanon CRIS number: ENPI/2013/024-838 | | |
| Total cost | Total estimated cost: EUR 40 million Total amount of EU budget contribution: EUR 40 million To be financed from the general budget of the European Union for 2013. | | |
| Aid method / Method of implementation | Project approach – Joint Management (UNHCR, UNICEF, UNRWA) | | |
| DAC-code | 11120 | Sector | 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 |
| | 73010 | | Reconstruction relief and rehabilitation |
| | 14030 | | Basic drinking water supply and basic sanitation |

2. RATIONALE

2.1. Summary of the action and its objectives

This action aims to mitigate the impact of the Syrian crisis on Lebanon, and in particular to alleviate the medium- and longer-term needs both of refugees from Syria and of host communities in areas in Lebanon with high Syrian refugee

concentrations. The action is in support of the response of the Lebanese Government, which is coordinated with the efforts of international community. It will be a concrete contribution to achieving the priority objectives identified by the Government and the UN agencies and NGOs on the ground. It will seek to improve access to education, early childhood development and youth services for both groups. It will strengthen the capacity of the national administration to deal with the crisis and to coordinate its efforts with those of the international community. In addition, the action will provide support to Palestinian refugees from Syria (PRS).

2.2. Context

2.2.1. The continued conflict, violence and hardship in Syria force evermore Syrians to seek refuge, in particular in neighbouring countries. Lebanon has so far been the main recipient with more than 521 000 Syrian refugees registered or awaiting registration with United Nations High Commissioner for Refugees (UNHCR) by 11 June 2013 in addition to approximately 57 000 PRS recorded with the United Nations Relief and Works Agency (UNRWA) in Lebanon. Finally, there is an estimated 60 000 'Lebanese returnees'. As some refugees are hesitant to register and as others still rely on own resources, the actual number of Syrian refugees is certain to be even higher. The numbers of refugees coming from Syria are expected to continue to rise: the UNHCR and the Government of Lebanon forecast 1 000 000 refugees in need of assistance (i.e. seeking registration with UNHCR) in Lebanon by the end of 2013 - for the same timeframe UNRWA projects for 85 000 PRS.

2.2.2. Country context

2.2.2.1. Economic and social situation and poverty analysis

Lebanon is characterised by regional socio-economic disparities with almost 30% of the population living under the poverty line and 8% under the extreme poverty line.¹ The influx of refugees 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 spread across more than 1 200 different locations, but the concentrations remain in the north (34.1%), including the city of Tripoli, and in the Bekaa Valley (33.9%). 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, often in private homes, the resources of host communities are stretched to the limit.

2.2.2.2. National development policy

As the Syrian conflict is highly divisive in Lebanon, the Government adopted a so-called "disassociation policy" vis-à-vis the conflict. This meant, *inter alia*, that the refugee issue remained largely un-addressed by the Government until December 2012 when the Lebanese Prime Ministry launched its plan "*Response of the Government of Lebanon to the Crisis of Syrian Displaced Families*". The plan was the first official recognition of the urgency of the crisis and of the responsibility of the Government in dealing with it. The response plan presented a global approach that intends to bring together all the actors – the UN, local and international NGOs as

¹ UNDP Poverty, Growth and Inequality in Lebanon, 2007.

well as donors - under the umbrella of the Lebanese Government. An inter-ministerial committee (IMC) headed by the Prime Minister was set up to implement the response plan. The Ministry of Social Affairs (MoSA) was put in charge of co-ordination.

2.2.3. Sector context: policies and challenges

Following the resignation of Prime Minister Mikati 22 March 2013 the caretaker Government has not taken any major policy decisions concerning the refugee crisis, but on numerous occasions cabinet ministers have referred to the refugee crisis as the main challenge facing Lebanon.

Lebanese authorities have so far allowed Syrians to enter Lebanon and they have not prosecuted Syrian refugees who crossed the border outside official border posts for illegal entry or stay alone. The same is so far the case for PRS. This is positive, but in both cases these decisions are made ad hoc and therefore offer limited protection as they could be reversed or simply discontinued.

The international response to the crisis in neighbouring countries (Egypt, Iraq, Jordan, Lebanon and Turkey) is managed by the UNHCR through the different *Regional Response Plans* (RRP) and the specific response within Syria is organised by OCHA through the *Syrian Humanitarian Assistance Response Plans* (SHARP) and organised on bi-annual basis. The RRP5 and revised SHARP (July-December 2013) were launched in Geneva on 07/06/2013 for a global amount of USD 4.4 billion to assist 6,8 million of people, the highest amount for a humanitarian appeal ever. The requirement for Lebanon is USD 1.7 billion including for the first time the appeal made by Government of Lebanon (USD 450 million).

Humanitarian assistance is already mobilised to address the humanitarian needs of the refugee population, e.g. food and shelter. In addition, non-emergency assistance has also been provided, but at a much smaller scale. It is clear that the needs of the Syrian refugees, as well as of the Lebanese host communities, will go beyond 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. There are already indicators of increased tension between the communities. As the number of refugees continues to increase, it is important to scale up activities to address, and as far as possible mitigate, the risk of tensions flaring up by addressing the development needs of both groups.

The RRP5 stipulates the following goals for the sectors relevant to this intervention:

- 252,657 children enrolled in formal education;
- 152,480 children receive psycho-social support;
- 9,471 adolescence and youth (15-24) access to formal and non-formal education;
- 9,296 teachers trained in inclusive education;
- 562 schools supported with improved facilities.

As enrolment for the 2012-2013 academic year closed, the Ministry of Education, UNHCR and UNICEF had supported some 30,000 refugee children to enter the public school system. Nonetheless, enrolment remains critically low, at 38% for primary school-aged children and just 2% at the secondary level, with partners offering accelerated and remedial learning programmes to bridge the gap. Moreover, children continue to drop out of school due to their inability to cope with the new curriculum and the absence of sufficient remedial classes to address their needs.

2.3. Lessons learnt

The EU has already had success with a two-step approach to refugee crises providing emergency humanitarian assistance while at the same time addressing development needs in host communities. The improvements made to local host communities can alleviate the pressure felt by hosts and refugees alike and play a significant role in reducing brewing tensions between the groups.

Coordination between the Government and UN agencies continues to improve, but efforts to develop it further should be kept up. Relations will need to be established and developed with any new Government that comes into power. In line with its mandate to coordinate the international response, the UNHCR has established coordination mechanisms involving UN agencies, other implementing agencies, the donor community and the Government.

All responses to the crisis, including those through the European Neighbourhood and Partnership Instrument (ENPI), have shown that the pace and extent of change on the ground outstrip projections and action plans. A large degree of flexibility will therefore be required for any development intervention to allow for an effective response to the evolving needs of the beneficiary populations.

As the crisis has a profound impact on Lebanon and as the Lebanese Government has become active through its evolving response plan, it is essential to ensure engagement with the Government and local authorities. Practically, the Government of Lebanon has on numerous occasions publically acknowledged that they have limited capacity to implement interventions at the required scale and expressed clear preference for implementation of assistance through organisations such as UN agencies which are able to deliver a concrete and timely response on the ground.

2.4. Complementary actions

This action is complementary to the support already provided by the European Commission, EU Member States, other donor countries, international organisations and NGOs, to address the humanitarian and non-humanitarian needs arising from the conflict in Syria and the substantial influx of refugees to Lebanon.

By May 2013, the Commission had allocated EUR 113 million in humanitarian and non-humanitarian assistance to Lebanon. The Instrument for Stability has so far contracted EUR 2.5 million with UNRWA to support PRS in the areas of shelter support and psychosocial support and may take further action in the future. From the ENPI budget, EUR 45 million have been allocated within the last 8 months in form of the following programmes:

- *Support to areas affected by the influx of Syrian refugees to Lebanon*,² with EUR 5 million allocated through a contribution agreement with UNHCR;
- *Support to areas affected by the influx of Syrian refugees to Lebanon II*,³ with EUR 10 million allocated through contribution agreements with UNHCR and the United Nations Children’s Fund (UNICEF), and a call for proposals;
- The *EU contribution to the ‘Government of Lebanon Response Plan to the Syrian Crisis’*,⁴ with EUR 30 million allocated under a financing agreement with MoSA through contribution agreements with UNHCR, UNICEF and UNRWA, and a call for proposals (from NGOs and UN agencies).

The three programmes address (i) education, (ii) capacity building for Lebanese institutions handle the crisis, (iii) children’s needs, (iv) local community support and empowerment, (v) support to PRS and (vi) other vulnerable groups identified through calls for proposals.

Additional commitments are justified — and urgently needed — due to the massive increase in the number of Syrian refugees and the wider areas affected. When the first intervention was planned in April 2012, there were 22 000 refugees; there were 120 000 in October 2012, when the second intervention was being planned, and 242 000 in January 2013. By June 2013, the number exceeded 520 000, more than doubling the scale of the problem in five months.⁵

Given this scale of the crisis, it has been decided – in addition to new commitments – to redirect a substantial part of the on-going and upcoming bilateral envelope for Lebanon directly to address current needs. The reoriented programmes will predominantly address the rehabilitation and upgrade of basic infrastructure needs (solid waste, water, sanitation) and contribute to economic recovery in the areas most affected by the refugee influx. In addition, efforts are being made to mobilise other EU funding, in particular from the Instrument for Stability (IfS), to address the challenges Lebanon is facing in the health sector as a consequence of the Syrian conflict.

2.5. Donor co-ordination

The EU has a close working relationship with the Lebanese Government, the main UN agencies involved in the response to the influx of Syrian refugees to Lebanon, including UNHCR, UNICEF, the World Food Programme (WFP), UNRWA, UNDP, a number of international and national NGOs that often act as implementing partners for UN agencies, EU Member States and other donors.

Since the beginning of the refugee influx, UNHCR has been responsible, together with the national authorities, for coordinating the response to the crisis in Lebanon. UNHCR is also the lead body for regional response plans. Since the launch of the Government’s response plan, UNHCR and the Government have worked together

² C(2012) 3815 adopted on 7 June 2012.

³ C(2012) 9360 adopted on 14 December 2012.

⁴ C(2013)2348 adopted on 18 April 2013.

⁵ UNHCR, which registered more than 90 000 refugees in April 2013 alone, has referred to the operation as the ‘largest operation ever [for the UNHCR] in an urban setting’ (UNHCR informal donor meeting, Beirut, 8 May 2013).

closely on a consolidated plan for Lebanon. UNHCR has a mandate to deal with all non-Palestinian refugees from Syria. As the specialised agency for Palestinian refugees, UNRWA has a mandate to care for all PRS coming to Lebanon. Due to its specialised knowledge and know-how in the areas of education and care for children, UNICEF plays an important role as co-chair of a number of coordination groups, e.g. on education and child protection.

Regular coordination meetings are held at various levels. Some are donor-oriented, while others are technical in nature (e.g. focusing on shelter, education, child protection, water, sanitation and hygiene (WASH)), with all involved partners invited to participate. Some meetings take place in Beirut and some in the field. The regular meetings are coordinated by UNHCR and involve donors, implementing and other partners and, increasingly, the Lebanese authorities. The meetings are open to all parties involved and are announced publicly on the UNHCR Syrian Refugee web-portal.⁶

Close coordination will be ensured particularly for "Component 2 – Strengthening coordination capacity among and within Lebanese institutions and agencies involved in responding to the crisis" between the different European Commission services (At HQ and local level) which are supporting the capacities of the Lebanese administration and other relevant stakeholders.

3. DETAILED DESCRIPTION

3.1. Objectives

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

The **specific objective** is to alleviate the medium- and longer-term needs both of refugees from Syria⁷ and of host communities in areas in Lebanon with high refugee concentrations.

3.2. Expected results and main activities

Action will comprise three components to be implemented through joint management (with UNHCR, UNICEF and UNRWA).

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

This component will be implemented by UNHCR and UNICEF.

Expected result 1: School-aged children in target areas are contacted and given support in enrolling in schools

⁶ <http://data.unhcr.org/syrianrefugees/regional.php>.

⁷ For the purpose of this intervention, 'refugees from Syria' includes Syrian refugees, Palestinian refugees from Syria and 'Lebanese returnees' (officially Lebanese citizens who are not refugees as such, but often face similar difficulties).

Enrolment rates shall be increased through outreach activities that will reach the most vulnerable children in the target areas. Pupils will be given support, , for enrolling in formal and informal learning programmes through the Back-to-School Package. The following activities are planned:

- A national Back-to-School Campaign;
- Providing a Back-to-School Package to children enrolled in learning programmes;
- More second shifts in public schools in high-concentration areas, and contributing to running costs and teachers' incentives;
- Providing target schools with basic educational supplies;
- Providing transport support to vulnerable children in remote areas and tented settlements;
- Accelerated learning programmes for out-of-school children.

Expected result 2: Children stay in learning programmes due to the quality of the education services provided

Drop-out rates will be reduced through teacher training, prevention of bullying, psychosocial services and involving parents in school activities.

Main activities may include:

- Training teachers in inclusive education methodologies (active learning, child-centred approach and positive discipline);
- Training school staff in psychosocial support;
- Providing psychosocial support and promoting social inclusion through extra-curricular/recreational activities;
- Providing life-skills and hygiene-promotion sessions for children, parents and school staff;
- Promoting child-protection intervention to reduce violence in schools;
- Encouraging parents' committees to promote community involvement in schools.

Expected result 3: Physical infrastructure of schools is improved to ensure safe learning environments that are conducive to learning

Due to the increased pressure on the education system from the increased number of pupils, school infrastructure will need to be improved. This includes WASH facilities, classrooms and general repairs to make schools safe environments.

Main activities may include:

- Minor rehabilitation of public schools and improvement of WASH facilities;
- Adding 150 classrooms in overcrowded schools, including WASH facilities.

Expected result 4: Pre-school care provided to the benefit of children and parents

Parents of infants and toddlers, in particular single parents, among the refugee and vulnerable Lebanese populations are under significant additional pressure from having to deal with their own and their children's basic needs, finding livelihood opportunities and caring for their children. Having the opportunity to entrust their children to safe care (day-care, kindergarten, child-friendly space) for a few hours or on a daily basis will provide parents with time to attend registration or distribution activities, for example, or look for livelihood activities or work. At the same time, it can provide children with a safe space where they can interact, follow a schedule and prepare for later schooling.

Main activities may include:

- Establishment of, and/or support for, day-care facilities for pre-kindergarten care;
- Establishment of, and/or support for, kindergartens;
- Establishment of, and/or support for, child-friendly spaces.

Expected result 5: Adolescents and young people (aged 15-24) have access to appropriate learning opportunities

Main activities may include:

- Providing vocational training for adolescents and young people;
- Providing conflict resolution/peace-building activities.

Component 2 — Strengthening coordination capacity among and within Lebanese institutions and agencies involved in responding to the crisis

This component will be implemented by UNHCR.

Expected result 6: The capacity of the Lebanese public institutions to deal with the crisis and to coordinate the response with the international community is improved

Lebanese institutions will be supported in their efforts to:

- Develop and formulate a comprehensive strategy to respond to the refugee crisis addressing short-term as well as medium- to long-term needs, including humanitarian needs, and addressing in a structured way needs relating to development;
- Enhance coordination between ministries (in particular those making up the IMC) and between central Government and local-level actors;
- Reinforce the capacity of the Lebanese administration at central and local level to contribute to the actual implementation of the response;
- Reinforce the mechanisms for coordination between the international actors involved in providing a response to the crisis.

Main activities may include capacity-building and training of staff, technical assistance and supply of equipment.

The main beneficiaries will be MoSA, the Ministry of Education and Higher Education, the Ministry of Public Health, the Ministry of the Interior and Municipalities, and the local authorities in the areas most affected by the influx of refugees coming from Syria.

Component 3 – Support to Palestine refugees from Syria in the areas of education

This component will be implemented through UNRWA.

Expected result 7: Palestine Refugee children from Syria are provided with emergency education services

Activities under this component will address the particular needs of Palestine refugees from Syria, complementing earlier support provided under the IfS. As they are Palestine refugees, they are covered by UNRWA's mandate, rather than UNHCR's. Conditions in the Palestine refugee camps in Lebanon are already dire and UNRWA was already suffering from funding problems before the influx of refugees.

Main activities may include:

- Providing to Palestine refugees from Syria with education through UNRWA schools in Lebanon;
- Training teachers;
- Provision of school supplies;
- Provision of psycho-social support.

3.3. Risks and assumptions

- The Syrian conflict could spill-over more permanently into Lebanon. This could jeopardise the project and cut-off access to Lebanese territory for international organisations and actors;
- If the current care-taker/interim government remains in place, it will hamper the government's decision making ability and thus its ability to deal with the crisis in a timely manner. A lack of decision making and adequate involvement of the government in the response to the crisis could affect the overall effectiveness of the global response;
- Non-traditional donors intervening outside the established co-ordination mechanisms could lead to cases of duplication of support.

3.4. Cross-cutting issues

Implementing entities will ensure that the design and implementation of all financed initiatives upholds core principles, e.g. human rights and gender equality.

3.5. Stakeholders

Main stakeholders are consulted during the preparatory period, and will continue to be so during implementation.

The direct beneficiaries are:

- The refugee population and host communities in areas affected by the influx of Syrian refugees;
- The local and central Lebanese authorities benefiting from capacity building activities and infrastructure improvements;
- Palestine refugees from Syria and the existing Palestine refugee population (i.e. host community) in Lebanon.

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

4. IMPLEMENTATION ISSUES

4.1. 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 the Financial Regulation.

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in sections 3.2 and 4.3 will be carried out, is 48 months, subject to amendments to be agreed by the responsible authorising officer for the relevant agreements.

4.3. Implementation components and modules

4.3.1. *Joint management with an international organisation*

This action with the objective of mitigating the impact of the Syrian crisis on Lebanon will be implemented in joint management with UNHCR, UNICEF and UNRWA. This implementation is justified because in the current crisis these international organisations have the mandate of the international community and the Lebanese Government; the specialised competences to manage specific elements related to a refugee crisis; and the coordinating role of the response to the crisis. Joint management with these international organisations in accordance with Article 53d of Financial Regulation 1605/2002 is possible because the organisations are bound by a long-term framework agreement (FAFA).

The international organisations will implement components 1 (UNHCR & UNICEF), 2 (UNHCR) and 3 (UNRWA).

The change of method of implementation constitutes a substantial change except where the Commission "re-centralises" or reduces the level of budget-implementation tasks previously entrusted to the international organisation.

4.4. Scope of geographical eligibility for procurement in direct centralised and decentralised management

The geographical eligibility, in terms of place of establishment for participating in procurement procedures and in terms of the origin of supplies and materials purchased, as established in the Basic Act, shall apply, subject to the following:

The responsible authorising officer may extend the geographical eligibility in accordance with Article 21(7) of the Basic Act on the basis of unavailability of products and services in the markets of the countries concerned, for reasons of extreme urgency, or if the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

4.5. Indicative budget

| Component | EU Contribution (EUR million) | Third party contribution (EUR million) |
|---|--------------------------------------|---|
| Component 1: Joint Management with UNHCR & UNICEF | 33.0 | 0 |
| Component 2: Joint Management with UNHCR | 2 | 0 |
| Component 3: Joint Management – with UNRWA | 3 | 0 |
| Evaluation and Audit | 0.3 | n/a |
| Contingencies | 1.7 | n/a |
| Total | 40 | 0 |

4.6. Performance monitoring

The performance of the project will be closely monitored by the project implementing bodies (UNHCR, UNICEF, UNRWA). 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. The Commission may also carry out external results-oriented monitoring missions.

4.7. Evaluation and audit

The project will be subject to a mid-term evaluation and auditing.

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

All auditing matters relating to the contribution agreements with international organisations (UNHCR, UNICEF, UNRWA) 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 may be contracted out by the European Commission for one or several contracts or agreements.

An amount of EUR 300,000 is earmarked for audits and evaluations, to be implemented through services contracts under centralised management.

4.8. Communication and visibility

The European Union will ensure that contracting parties give adequate exposure and visibility to the EU funding.

All visibility activities will be implemented in accordance with the "Communication and Visibility Manual for EU External Actions"⁸. Depending on the developments on the ground, visibility activities might need to be scaled down in order to ensure successful implementation of the project activities.

⁸ http://ec.europa.eu/europeaid/work/visibility/index_en.htm.