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**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**

**ANNEX II**

to the Commission Implementing Decision on the Financing of the Multiannual Action Plan in favour of Lebanon 2024 and 2025

**Action Document for “EU for Enhanced border security in Lebanon”**

**MULTIANNUAL ACTION PLAN**

This document constitutes the multiannual work programme in the sense of Article 110(2) of the Financial Regulation, and Action plan in the sense of Article 23(2) of NDICI-Global Europe Regulation.

**1. SYNOPSIS**

**1.1. Action Summary Table**

<b>1. Title OPSYS Basic Act</b>	<b>EU for Enhanced border security in Lebanon</b> Multiannual Action Plan in favour of Lebanon 2024 and 2025 OPSYS business reference: ACT-62751 ABAC Commitment level 1 number: JAD. 1520161 (2024) and JAD.1520176 (2025) Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe).
<b>2. Economic and Investment Plan (EIP)</b>	No
<b>EIP Flagship</b>	No
<b>3. Team Europe Initiative</b>	No
<b>4. Beneficiary of the Action</b>	The Action shall be carried out in Lebanon
<b>5. Programming document</b>	Multi-Annual Indicative Programme <sup>1</sup> , European Union – Lebanon, 2021-2027
<b>6. Link with relevant MIP(s) objectives/expected results</b>	2.1. PRIORITY 1: Enhancing good governance and supporting reforms
<b>PRIORITY AREAS AND SECTOR INFORMATION</b>	

<sup>1</sup> C(2022)8363 final of 24/11/2022

<b>7. Priority Area(s), sectors</b>	MIP Priority Area 1: Enhancing good governance and supporting reforms 150 Government and civil society			
<b>8. Sustainable Development Goals (SDGs)</b>	Main SDG (1 only): 16 - Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels. Other significant SDGs (up to 9) and where appropriate, targets: 5 - Achieve gender equality and empower all women and girls 10 - Reduce inequality within and among countries - 10.7 To facilitate orderly, safe, regular and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies			
<b>9. DAC code(s)</b>	Main DAC Codes – 152 – Conflict and Peace, Security Sub-code 1 – 15210 Security System Management and Reform (60%) 151 – Government & Civil Society Sub-code 2 – 15110 Public Sector Policy and Administrative Management (20%) Sub-code 3 – 15160 Human Rights (10%) Sub-code 4 – 15190 Facilitation of orderly, safe, regular and responsible migration and mobility (10%)			
<b>10. Main Delivery Channel</b>	To be confirmed			
<b>11. Targets</b>	<input checked="" type="checkbox"/> Migration <input type="checkbox"/> Climate <input type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
<b>12. Markers (from DAC form)</b>	<b>General policy objective @</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women’s and girl’s empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers @</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>13. Internal markers and Tags</b>	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	EIP	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	EIP Flagship	YES <input type="checkbox"/>		NO <input checked="" type="checkbox"/>
	Tags	YES		NO
	transport	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	energy	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	environment, climate resilience	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	digital	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	economic development (incl. private sector, trade and macroeconomic support)	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	human development (incl. human capital and youth)	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	health resilience	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	migration and mobility	<input type="checkbox"/>		<input checked="" type="checkbox"/>
	agriculture, food security and rural development	<input type="checkbox"/>		<input checked="" type="checkbox"/>
rule of law, governance and public administration reform	<input type="checkbox"/>		<input checked="" type="checkbox"/>	
other	<input type="checkbox"/>		<input checked="" type="checkbox"/>	
	Digitalisation @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Tags	YES		NO	
digital connectivity	<input checked="" type="checkbox"/>		<input type="checkbox"/>	
digital governance	<input type="checkbox"/>		<input checked="" type="checkbox"/>	
digital entrepreneurship	<input type="checkbox"/>		<input type="checkbox"/>	
digital skills/literacy	<input checked="" type="checkbox"/>		<input type="checkbox"/>	
digital services	<input checked="" type="checkbox"/>		<input type="checkbox"/>	

Connectivity @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Tags	YES		NO
digital connectivity	<input checked="" type="checkbox"/>		<input type="checkbox"/>
energy	<input type="checkbox"/>		<input type="checkbox"/>
transport	<input type="checkbox"/>		<input type="checkbox"/>
health	<input type="checkbox"/>		<input type="checkbox"/>
education and research	<input type="checkbox"/>		<input type="checkbox"/>
Migration @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Reduction of Inequalities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
COVID-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

### BUDGET INFORMATION

<b>14. Amounts concerned</b>	<p>Budget line(s) (article, item): 14.020110 – Southern Neighbourhood</p> <p>Total estimated cost: EUR 25 000 000.00</p> <p>Total amount of EU budget contribution EUR 25 000 000.00</p> <p>The contribution is for an amount of EUR 15 000 000.00 from the general budget of the European Union for 2024 and for an amount of EUR 10 000 000.00 from the general budget of the European Union for 2025, subject to the availability of appropriations for the respective financial years following the adoption of the relevant annual budget, or as provided for in the system of provisional twelfths.</p>
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### MANAGEMENT AND IMPLEMENTATION

<b>15. Implementation modalities (management mode and delivery methods)</b>	<b>Indirect management</b> with the entities to be selected in accordance with the criteria set out in section 4.3.1
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## 1.2. Summary of the Action

The European Union remains committed to the stability of Lebanon, and acknowledges the difficult circumstances Lebanon is experiencing domestically and as a result of regional tensions<sup>2</sup>.

The Action seeks to strengthen border management and security in Lebanon in line with EU and international standards, including through a human rights-based approach. It is designed to strengthen the operational capacity of Lebanese stakeholders (duty-bearers) amidst the current economic crisis and for sustained effectiveness by augmenting oversight across borders. Moreover, the initiative will facilitate synergies with European agencies (among which Frontex and Europol) on matters pertaining integrated border management, fostering community outreach and engagement with civil society to ensure a Human Rights-based approach (HRBA), as well as integrating a gender equality and disability-inclusive approach.

Through this Action, the EU endeavours to enhance both the policy framework and the operational capacity, effectiveness of interagency coordination bodies, namely the Border Control Committee (BCC) and the Joint

<sup>2</sup> [European Council Conclusions of 17-18 April 2024](#)

Maritime Organization Center (JMOC), under the leadership of the Lebanese Armed Forces (LAF). This will be combined with bolstering the operational and technical capabilities of the security agencies in the management of all borders and search and rescue operations. Furthermore, the EU remains committed to fostering collaboration among all stakeholders in integrated border management, advocating for a culture of cooperation and information sharing.

The specific objectives/outcomes of the Action are: (1) Control and management of borders is enhanced in an integrated, secure and coordinated manner in line with international standards integrating a HRBA and a gender and disability-inclusive perspective and (2) Governance, Safety and security in the maritime sphere/affairs in line with the rule of law and international conventions is strengthened.

Key outputs of this Action include operational support to the Lebanese Armed Forces (LAF) and General Security (GS) to complement the reinforcement of interagency coordination mechanisms, notably the Border Control Committee (BCC) for land borders and the Joint Maritime Operations Center (JMOC) for sea borders. This involves capacity building and operational support to enable the security agencies, particularly the Lebanese Armed Forces (LAF), and other relevant border management stakeholders such as General Security, Internal Security Forces, and Lebanese Customs Authority, to effectively manage borders and respond to irregularities in accordance with international standards. Enhanced collaboration with European counterparts is paramount. The Action will facilitate increased cooperation with European agencies on border-related topics. Building upon the achievements of current programmes like "Strengthening Capability for Integrated Border Management in Lebanon - EU IBM Lebanon - phase 3" and "Disaster Management, Port and Maritime Reform for Economic Recovery", the Action will enhance and expand upon the key components of these projects to ensure a more robust border security framework that aligns with international standards.

The primary stakeholders, duty bearers and beneficiaries of this Action are the Lebanese Armed Forces, the law enforcement agencies operating in Lebanon, in particular the Internal Security Forces (ISF), the Directorate of General Security (GS), the Directorate of State Security, as well the Customs Brigade.

This action is complemented by the Actions under the AAP 2024-2025 "Promote safety, security and stability in Lebanon" and "EU support to renewable energy for the Lebanese Armed Forces and the Internal Security Forces" and aligned to the Action "EU support to improve resilience for vulnerable Lebanese and refugees from Syria and to support durable solutions to refugees' displacement" under the Special Measure on EU support for vulnerable Lebanese and Refugees from Syria and for durable solutions for refugees from Syria 2024 and 2025.

It is also foreseen that this Action directly complements, through operational support to the LAF and GS on Border Management (focusing on the green border) and Search and Rescue (focusing on the blue border), the following two Actions: "Support to Integrated border management in Lebanon" under the Annual Action Plan 2023 in favour of Lebanon (and the corresponding fourth iteration of the Integrated Border Management (IBM) programme to be contracted later in 2024); and "Component 4 – Disaster management, port governance and maritime reform for economic recovery" of the Annual Measure 2021 for EU response to the multiple crises and support to a people centred recovery in Lebanon in favour of Lebanon (and the corresponding and currently ongoing programme titled: Disaster Management, Port and Maritime Reform for Economic Recovery).

### **1.3. Beneficiary of the Action**

The Action shall be carried out in Lebanon, which is included in the list of ODA recipients.

## 2. RATIONALE

### 2.1. Context

Since late 2019, Lebanon has been facing an economic crisis, exacerbated by the COVID-19 pandemic and the August 2020 port of Beirut explosion, and the political vacuum left after the parliamentary elections in May 2022. This compounded crisis has led to a dramatic economic contraction, a large increase in poverty, unemployment and loss of human capital. In March 2020, Lebanon defaulted on its Eurobonds, which was followed by a deep recession, a dramatic fall in the value of the Lebanese currency and triple digit inflation. The deteriorating economic situation has hit the public sector to an extent that it is visibly disintegrating. Public authorities lack the necessary funds to maintain operations and to pay their staff more than symbolic salaries. Regarding gender equality, in 2020, Lebanon had one of the highest overall gender gaps in the world (ranking 145 out of 153). According to the Lebanon Country Level Implementation Plan (CLIP), despite some advancement achieved in the women's empowerment agenda over the past few years, the legal, institutional, social and sectarian dynamics did not allow Lebanese women to reach full enjoyment of their rights<sup>3</sup>.

The crisis has had devastating effects on the country's economy and its people, resulting in a massive impoverishment of the middle classes. The public sector has been particularly hard hit with the bulk of the labour force still paid in Lebanese lira, suffering from plummeting purchasing power. Thousands of highly qualified civil servants are leaving for better paid jobs in the private sector or migrating in search of better opportunities.

The current economic crisis in Lebanon is a result of a complex set of factors, including political instability, corruption, and mismanagement of public finances. The economic contraction has resulted in a sharp increase in unemployment, poverty, and inflation, making it difficult for the government to deliver essential services and for the people to access basic necessities. Furthermore, the political and economic crises have threatened the limited social progress made in previous years. Women and communities in vulnerable situations, including refugees and the LGBTI persons, are particularly vulnerable in the current climate<sup>4</sup>.

In addition, the 2020 default on public debt cut Lebanon's access to financial markets. In 2021, the devaluation of the national currency against the US dollar accelerated, affecting dramatically an economy highly dependent on imports. The Central Bank and the banking sector severely restricted access to people's savings and limited cash withdrawals. Subsidies (food, gasoline, medications) were lifted abruptly. Before the recent Gaza conflict and its repercussions, Lebanon's economy was projected to grow by 0.2% in 2023, marking its first expansion since 2018, however, the economy is now expected to reverse this growth. Exacerbated by currency depreciation and rapid dollarization, inflation averaged at 222.4% in 2023 and is expected to decrease in the coming years. Although, the World Bank has refrained from a 2024 forecast, citing high uncertainty, the economy is nonetheless expected to recover modestly, amidst a global economic slowdown and protracted regional conflict. Essential reforms, including those agreed upon with the IMF in the April 2022 Staff-Level Agreement (aimed to address inter alia banking sector restructuring and fiscal policy), have largely not been implemented. The banking system is dysfunctional, and the economy relies on cash.

Lebanon's leadership has inadequately addressed the crises due to a lack of consensus. The Council of Ministers operates in a caretaker capacity since May 2022, with no consensus on a presidential candidate since November 2022. The absence of a Head of State hinders government formation, causing a political vacuum. It also hinders legislative process. Some of the political parties consider that until a President is appointed, the

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<sup>3</sup> Gender Action Plan III 2021-2025, Country Level Implementation Plan- CLIP Lebanon, European Delegation to Lebanon, July 2021.

<sup>4</sup> [Country Brief: Lebanon, Gender, Justice & Security, March 2024](#)

Parliament is only an electoral body and can only legislate in emergency cases. Since November 2022, there have been only five legislative sessions with twelve unsuccessful electoral sessions to elect a President.

Lebanon has already started to feel the impact of the Israel-Hamas war in terms of hostilities at the southern border. The World Bank assesses that Lebanon is the hardest hit among the neighbouring countries by the conflict. Military operations unfolding along Lebanon's southern border have already caused the internal displacement of 93.040288 persons as of May 2024.

This Action is in line with the objectives established in the EU-Lebanon Multi-annual Indicative Programme defining the bilateral cooperation framework for the period 2021-2027, under the first priority area: "Enhancing good governance and supporting reforms" and its related specific objective "Human security at individual and community level is ensured". It is also aligned with the Joint Communication Renewed Partnership with the southern Neighbourhood – A new Agenda for the Mediterranean, in particular the policy areas of "Peace and security" and "Human development, good governance and the rule of law". The Action also aligns with key EU policy documents on Integrated Border management. It will focus on the priorities outlined in the Commission communication from 14 April 2023 establishing the multiannual strategic policy for European Integrated Border management that are relevant for Lebanon in relation to its neighbour states and as part of the European neighbourhood.

The Action falls under the EU Lebanon Partnership Priorities 2016 (extended until an agreement on the follow up period has been concluded) and the European Commission's Priority "Promoting our European way of life", the European Consensus on Development and the Communication on a New Pact on Migration and Asylum. It is also in line with the Regulation (EU) 2019/1896 on the "European Border and Coast Guard". It is also aligned with the Joint Communication "Renewed Partnership with the southern Neighbourhood – A new Agenda for the Mediterranean", in particular the policy area of "Migration and Mobility" and its Flagship 8 – Migration. The Action will contribute to the SDG 5 "Gender equality and women empowerment" and SDG 10 "Reduce inequality within and among countries", and more particularly to the target 10.7 "to facilitate orderly, safe, regular and responsible migration and mobility of people".

The Action supports the implementation of the IBM Strategy of Lebanon, the IBM Action plan and the Lebanese integrated maritime strategy. The IBM Strategy provides direction to the agencies involved in border management to ensure an adequate balance between secure borders and the facilitation of travel, tourism, trade and investment. The Lebanese integrated maritime strategy regulates the stakeholders' engagement in the maritime domain and are the key policy documents for support to the blue border.

The Action will contribute to strengthen and upscale achievements made through ongoing funded programmes on border management at the green and blue borders at country and regional levels. The new Action aims at strengthening the operational capacities of key stakeholders in border management, with special focus on the Lebanese Armed Forces (LAF). It will be fully in line with: (i) the Integrated Border Management programme (IBM III) implemented by the International Centre for Migration Policy Development (ICMPD); and (ii) the programme "Disaster Management, Port and Maritime Reform for Economic Recovery" and further develop the collaboration and coordination of agencies in border management and search and rescue.

The Action will ensure complementarity to the work of the United Nations in Lebanon, mainly a) the initiatives of the Maritime Task Force UNSCR 1701 (United Nations Interim Force in Lebanon - UNIFIL), that supports the Navy for technical and operational support on control of weapons at sea but is currently very much involved in search and rescue operations; b) International Organisation for Migration (IOM) support to integrated border management with the programmes "Assistance and Protection for Irregular Migrants and their Communities in Lebanon" and "Strengthening the Capacity of National Border Management and Search and Rescue Services to Address Irregular Migration from Lebanon"; c) United Nations Office on Drugs and

Crime (UNODC) support to the Lebanese Customs administration to control movement of dangerous goods in the Container Control program that operates at airport and ports.

In Lebanon, international assistance in border management and search and rescue is provided mainly by the US (largest contributor), UK, France, Germany, Italy and Denmark (through military and police programmes). Donor coordination is ensured through the Border Control Committee and bilateral meetings.

The Action will ensure complementarity with EU regional programmes in the security sector. Particularly relevant are: (i) the EU4 Border Security project, implemented by the European Border and Coast Guard Agency (Frontex), that seeks to enhance border security in the Southern Mediterranean, North Africa and the Levant by fostering bilateral and regional cooperation and sharing of best practices in integrated border management; (ii) the EUROMED Police project, implemented by the European Union Agency for Law Enforcement Training (CEPOL) and the European Union Agency for Law Enforcement Cooperation (EUROPOL), that aims at enhancing institutional transnational cooperation of Southern Neighbourhood law enforcement agencies to fight serious and organised crime in the MENA region; (iii) SAFEMED V, implemented by European Maritime Safety Agency (EMSA), that provides technical assistance to national and international stakeholders with the aim of raising maritime safety, security and protection of marine environment standards in the Mediterranean basin; and (iv) the EU4Monitoringdrugs II (2023 – 2027) that aims at the enhancement of the capabilities of the Neighbourhood partners (duty-bearers) to carry out or contribute to strategic analyses of contemporary drug markets.

Furthermore, the Action will contribute to the Gender Action Plan (GAP) III<sup>5</sup>, specifically to its key thematic area of engagement ‘Integrating women, peace, and security agenda’<sup>6</sup> as well as the EU Guidance Note on Disability Inclusion in EU external action<sup>7</sup> Also, the Action is in line with the EU Strategy on the Rights of Persons with Disabilities 2021-2030<sup>8</sup> the EU’s Action Plan on Democracy and Human Rights, and the Human Rights-Based Approach (HRBA) and its toolbox<sup>9</sup>

Finally, it is important to mention that all EU external actions should be guided by a gender transformative approach (GTA) and use a GTA lens in determining priorities and actions in policy dialogue all sector interventions<sup>[5]</sup>.

## 2.2. Problem Analysis

### Short problem analysis

Lebanon's complex context, economic downturn and disparities fuel organized crime like drug and weapons’ trafficking, money laundering and trafficking in human beings. Smuggling of goods and people is also

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<sup>5</sup> The Gender Action Plan III is a Joint communication by the Commission and the High Representative of the Union for Foreign Affairs and Security Policy which was welcomed through EU Presidency Conclusions of 16 December 2020. Drafting was led by European Commission in close consultation with EU Member States, EEAS, civil society organisations, partner governments, and international organisations (UN entities, International Finance Institutions among others). The different parties contributed to the drafting of the document through meetings and through responses to a survey conducted during the process.

<sup>6</sup> [EU GENDER ACTION PLAN \(GAP\) III – AN AMBITIOUS AGENDA FOR GENDER EQUALITY AND WOMEN’S EMPOWERMENT IN EU EXTERNAL ACTION, JOINT COMMUNICATION TO THE EUROPEAN PARLIAMENT AND THE COUNCIL, 25.11.2020](#)

<sup>7</sup> [Guidance note: Leaving no one behind | Disability inclusion in EU external action, European Commission](#)

<sup>8</sup> [Union of Equality: Strategy for the Rights of Persons with Disabilities 2021-2030, European Commission](#)

<sup>9</sup> [Commission staff working document, ‘Applying the Human Rights Based approach to international partnerships’, reference SWD \(2021\) 179 final, 30.06.2021](#)



increasing. The main entry points to the country are the Beirut-Rafic Al Hariri International Airport, the port of Beirut, and the Masna'a Border Crossing Point (BCP), with the port of Tripoli and Aboudieh BCP gaining importance after the blast at the port of Beirut. Additional smaller BCPs exist on the border with Syria. No BCP exists on the Lebanon-Israel border. Lebanon's land border with Syria spans 375 km; the coast stretches 220 km.

To manage borders effectively, Lebanon's Council of Ministers adopted an Integrated Border Management (IBM) strategy in October 2019. This strategy envisions coordinated efforts among border agencies (Lebanese Armed Forces, Internal Security Forces, General Security, Lebanese Customs Administration and Lebanese Civil Defence). The IBM Action Plan, approved in late 2022, outlines outcomes, methods and activities for strategic priorities. Drafts of Lebanon's Integrated Maritime Strategy await endorsement. Legislation and action plan for the implementation of the International Convention on Maritime Search and Rescue (SAR) have been analysed to ensure a cohesive maritime response.

Important steps have been taken in the transformation of the Lebanese border management system to an integrated and transparent system where border agencies coordinate their efforts and collaborate to ensure checks and balances. While human resources, capacity building, communication, information exchange, infrastructure and equipment are still required, the security forces are deeply affected by the consequences of the multi-dimensional crisis on the country, in general, and on the Government's budget, in particular. The operational budget of all services has been severely reduced and needs for basic equipment and maintenance are increasing. The security agencies struggle to maintain their operability under these conditions. Staff in all agencies decreased, as the workforce is seeking other job options, recruitment has stopped and the morale is at its lowest point.

Given the prolonged economic crisis in Lebanon, trafficking and smuggling in the region increased and diversified, also to include smuggling of people. In 2023, the LAF detected a significant rise in irregular border crossings, reaching 28,201 individuals compared to 18,080 in 2022. This trend continues into 2024, with over 1,000 irregular monthly border crossings from Syria to Lebanon intercepted by the LAF. Similarly, onward movement of refugees from Syria to Cyprus via Lebanon has increased. In 2023, the IOM documented 96 attempts involving approximately 5,221 individuals. By March 2024, 32 boat departures to Cyprus were recorded, carrying 2,020 passengers, some of whom were intercepted or rescued by the LAF.

In April 2024, 290 people disembarked in Lebanon following irregular migration via organised crime networks, Lebanon lacks a comprehensive migration and asylum governance framework for managing migration and forced displacement in line with international standards. Smuggling of people is not regulated under any law or political strategy, and the administrative procedures by the security forces lack transparency, procedural guarantees and safeguards.

Against this background, there is a need to continue to develop the capacity of Lebanon's border management agencies, including search and rescue, to strengthen border governance in line with international conventions and standards, and a human-rights based approach. as well as integrating a gender and a disability-inclusive perspective.

Operational support to the Lebanese Armed Forces to coordinate the interagency response in the Border Control Committee (BCC) and the Joint Maritime Operations Center (JMOC), as well as to enhance the capacity to manage the green and blue borders and lead search and rescue operations in line with international standards, taking into account a HRBA, gender and disability inclusive approach, is one of the priorities of this Action.

The role of the Ministry of Public Works and Transport in implementation of international maritime conventions will be supported to align the efforts at security and civilian levels, particularly in port governance and search and rescue.

The support to the General Security will focus on the extension of the entry/exit registration system (secure border management system – sBMS) for international passages to the blue border and the continuation of digitalization of port entry and exit systems.

The Internal Security Forces (ISF) are responsible for leading investigations into trafficking and smuggling networks in Lebanon and control the shores and the maritime territorial waters. The ISF Coastal Brigades are currently understaffed, underequipped and in significant need of support to fulfil their mandate. The Panther unit has the capacity and assets to intervene in maritime operations, but the unit does not have access to the sea.

The rise in irregular cross-border movements necessitates improved attention to Lebanese agencies' approach to border management, ensuring well managed borders in line with international standards and human rights. Policies in place and response mechanisms are currently inadequate, requiring strengthened efforts to uphold human rights.

The Action is designed with this effort in mind: through the provision of expertise, supply of equipment and infrastructural support, the Action will assist Lebanon in promoting better governance of the national borders and guarantee efficient operational capacity of security and civilian actors in charge of safety and security integrating a HRBA, and gender equality and disability-inclusive perspective.

Identification of main stakeholders (duty bearers) and corresponding institutional and/or organisational issues (mandates, potential roles and capacities) to be covered by the Action.

The primary stakeholders, duty bearers and beneficiaries of this Action, are the law enforcement agencies operating in Lebanon, in particular the Lebanese Armed Forces (LAF), the Directorate of General Security (GS), the Internal Security Forces (ISF) and the Ministry of Public Works and Transport (MoPWT).

### **Coordination structure of IBM: The Ministerial Committee and the Border Control Committee (BCC)**

A Ministerial Committee was established under Council of Ministers decree nr. 43/2008 dated 20/12/2008 with the mandate of strategic policy direction, to monitor developments and coordinate the transition to full and effective control of the eastern border. The BCC was established by Government decree 89/2006. In order to achieve an adequate level of coordination, the integrated border strategy of Lebanon foresees the development of the mandates of both entities. The proposal that the Ministerial Committee becomes the (IBM) decision-making body, chaired by the Prime Minister or deputy has not yet materialized, but at operational level, the Terms of Reference for the IBM Implementation Body under the Border Control Committee as an IBM Coordination platform for all agencies were approved in November 2022. The BCC is led by a General of the LAF and ensures coordination and collaboration of all agencies and the implementation of the IBM Strategy and action plan.

### **Joint Maritime Operations Center (JMOC)**

Established in 1984 and recently reactivated in 2018, the Joint Maritime Operations Center (JMOC) is led by the Naval Forces. It oversees Lebanon's maritime activities and enforces navigation regulations. JMOC's

mandates include monitoring of shores, ports and territorial waters, controlling ship navigation, and enforcing regulations in the exclusive economic zone. A major mandate of the JMOC is, among others, to establish a Jointed Rescue Coordination Center (JRCC) to carry out relevant missions within the area declared by the Lebanese State. Collaboration between the JMOC and the Border Control Committee (BCC) is evolving, but has to be formalized. Lebanese Armed Forces manage a great part of on- and offshore operations, but weak interagency coordination and rudimentary procedures hinder effectiveness. Operational issues include a lack of equipment, particularly for JMOC antennas in Tripoli and Zaida. Strengthening coordination and infrastructure is crucial for JMOC's efficient functioning.

#### – **The security agencies and their role in border management at land and sea**

**The Lebanese Armed Forces (LAF)**, under the Ministry of National Defence, play a dominant role in the border security and border surveillance of the land and maritime borders. Its mandate includes:

- controlling the land borders in order to prevent smuggling activities also with other agencies at legal border crossing points (BCPs);
- monitoring, surveying and controlling Lebanese national waters to prevent illegal activities;
- investigating smuggling and detecting violations;
- fighting irregular migration and arresting perpetrators of smuggling or trafficking in human beings;
- preventing the illegal entry of weapons, artillery and other banned items and apprehending and arresting perpetrators of smuggling or trafficking in human beings and referring them to the competent authorities;
- patrolling land borders in order to detect illegal infiltrations through those borders;
- surveilling, arresting suspects and referring them, along with detected goods, to the concerned authorities.

**The General Directorate of General Security (DGSG)**, under the jurisdiction of Ministry of Interior and Municipalities, is mainly mandated for managing the entry and exit of persons to and from Lebanon through land BCPs, port and airport, and for the control of irregular immigration. It is also responsible for:

- Evaluating, analysing and exploiting all appropriate sources of information;
- Participating in judicial investigations within the limits of offenses committed against the internal or external security of the State;
- Preparing prosecution cases related to search, travel and prohibition of entry;
- Participating in the surveillance of the territorial, maritime and air frontiers.

**The Internal Security Forces (ISF)** is the Lebanese police force. Under the jurisdiction of the Ministry of Interior and Municipalities, its mission involves fighting cross-border crimes on the Lebanese territory by all its units, especially the regional ones, such as police stations, platoons, brigades, investigation detachments in the Territorial Gendarmerie operating out of Beirut, as well as all sections of the Judicial Police and the Police of Beirut. The Coast Detachments of the Territorial Gendarmerie and the Police of Beirut, as well as the ISF Panthers unit, are in charge of monitoring the coast and law enforcement actions linked to the maritime territorial waters.

#### **The Ministry of public works and transport (MoPWT)**

Lebanon has ratified the main international conventions related to the maritime domain. These include the International Convention for the Safety of Life at Sea (SOLAS) and the International Convention on Maritime Search & Rescue. The MoPWT is the competent Lebanese national authority responsible for maritime affairs and the implementation of all maritime conventions ratified by Lebanon. The Directorate General of Land & Maritime Transport of the MoPWT is a member of the JMOC.

## **Civil society**

Civil society organisations (CSOs), including relevant non-governmental organisations networks active in the areas of human rights, gender equality, disabilities, anti-corruption and assistance to migrants and refugees), play an important role to ensure compliance and accountability of security agencies with human rights standards. Non-governmental organisations (NGOs) are already engaged in actions related to border management and monitoring, but their participation is envisaged to be strengthened to ensure an inclusive and transparent response.

## **Judiciary and criminal justice chain**

Special focus will be put on the collaboration between security actors and the judiciary in the criminal justice chain in offenses linked to irregular migration and smuggling, in order to enhance their ability to investigate, prosecute and adjudicate criminal cross-border crimes. Development of procedures and capacity-building on migration management will as well include the judiciary to ensure a comprehensive approach in line with international standards.

## **The Minister of Women Affairs and the National Commission for Lebanese Women (NCLW)**

The General Assembly of NCLW is composed of 24 members appointed by the Council of ministers by decree for a renewable three-year term. Women members of the Parliament and ministers are considered ex-officio members of NCLW during their term and have a consultative status. NCLW has an Executive Bureau comprised of eight members elected by the General Assembly from its members. NCLW was established by Law 720/1998 to promote women and girls' rights in Lebanon as well as gender mainstreaming in legislation and policies.

## **Right holders**

The indirect beneficiaries, and right holders, of this Action are the Lebanese citizens, refugees and migrant communities, in particular the most vulnerable groups: women, youth, persons with disability and minorities, who are the most affected by inadequate security service delivery, discriminatory legal and social norms as well as from the lack of respect of Rule of Law.

### **2.3. Lessons Learned**

The action builds on the lessons learned from the Integrated Border Management programme (IBM III) and the Advance Counter Terrorism for Lebanon security – ACT Project (2020-2024) :

- It is crucial to engage at strategic level with the Lebanese Government to strengthen and update the strategic and legal framework for the security sector. The integration of the trainings into the LAF and GS academies were initiated and further trainings will continue the interagency approach but complemented by specific specialisations in line with the mandate of the respective agencies and linked to their academies.
- In view of legal reform processes, the endorsement of the Lebanese IBM Strategy and action plan are milestones, but further legislative amendments are necessary to fully embrace the model. Policy developments were not sufficiently transparent and open for the CSOs, academia and the private sector to provide their respective views. In the design of the Integrated maritime strategy the security forces agreed to open up the discussions to a wider public, CSOs and private sector were invited to the inter-ministerial committee and the inputs were highly valuable and this engagement will continue.
- Sustainability of the results is highly dependent either on human and financial capacity as well as on political will, or all three factors combined. More specifically, the financial difficulties facing the State budget make sustainability unlikely with regard to the maintenance of the operational capabilities. The EU will convene EU Member States and further other key bilateral donors with a view to rationalise assistance

provided and engage in a sound policy dialogue with security agencies, relevant Government agencies and the Parliament.

– Implementation of IBM did not fully reflect the human rights-based approach. The participation and feedback of vulnerable groups and, in general, the right-holders, was not guaranteed throughout the implementation process. Compliance with human rights-based approach, gender equality, disability inclusion, and international and human rights standards will be strengthened in this new Action.

### **3. DESCRIPTION OF THE ACTION**

#### **3.1. Objectives and Expected Outputs**

The **Overall Objective/Impact** of this Action is to enhance border management in Lebanon

The Specific Objectives (Outcomes) of this Action are:

1. Management of borders is enhanced in an integrated, secure, coordinated manner in line with international standards;
2. Governance, safety and security in the maritime sphere is strengthened taking into account a comprehensive and inclusive approach

The **Outputs** to be delivered by this Action contributing to the corresponding Specific Objectives (Outcomes) are:

contributing to Outcome 1 (or Specific Objective 1):

- 1.1 Enhanced capacity of the Lebanese armed forces to manage its borders, integrating a gender, HR and disability-inclusive perspective
- 1.2 Enhanced capacity of other Lebanese border management agencies, in particular the General Security, Internal Security Forces to efficiently manage the borders and to prevent and respond to irregularities;
- 1.3 Enhanced cooperation with European countries and institutions in border management.

contributing to Outcome 2 (or Specific Objective 2):

- 2.1 Enhanced capacity of the Joint Maritime Operations Centre (JMOC) to coordinate interagency collaboration and response including search and rescue from an intersectional perspective;
- 2.2 Enhanced capacity of the Lebanese armed forces and other partners in maritime safety and security, including search and rescue;
- 2.3 Enhanced international cooperation between European countries and institutions and the Joint Maritime Operations Centre/Joint Rescue Coordination Centre in maritime safety and security.

#### **3.2. Indicative Activities**

Activities related to Output 1.1:

- Operational support to the Lebanese Armed Forces in line with the LAF priority plan, including support to enhance border surveillance, upgrade of facilities of the land border regiments, airport security and equipment, support enterprise resource planning system of LAF in asset management.

Specific support to the establishment of a migration management system in line with International Human Rights in integrated border management is envisaged. This will be complemented through support and dialogue with the ICRC and civil society to ensure the rights based approach.

#### Activities related to Output 1.2:

- Provision of complementary equipment and support to capacity building to GS to ensure that the Border entry/exit registration system (sBMS) is operational and expanded to the ports of Lebanon;
- Operational support to the ISF to enhance the operational and technical capacity at borders and on the shores (coastal brigades) in line with the ISF strategic plans and the IBM strategy; activities may entail rehabilitation of facilities and provision of equipment to the coastal brigades and capacity building.

#### Activities related to Output 1.3:

- Support to reinforce operational and cooperation capacities through study visits, conferences and workshops in the areas of border management, incl. risk analysis, return and readmission from the EU, taking into account the gender, human rights and disability-inclusive perspective. This may include development of a policy collaboration framework, support to the establishment and implementation of a working arrangement with Frontex, in close coordination and in complementarity with the EU4BorderSecurity programme;
- Support to Lebanese counterparts in international cooperation and the implementation of working arrangements, in close coordination and in complementarity with the EU4BorderSecurity programme.

In this context, it is to be noted that the conclusion of a working arrangement with Frontex is under negotiation. This would enable cooperation of Frontex with Lebanon, in line with Union law, and provide a crucial contribution to effective integrated border management. If concluded, the action will support the Lebanese stakeholders through technical expertise in the implementation of the agreements.

#### Activities related to Output 2.1:

- Activities to advance the policy and legal framework of JMOC/JRCC in line with international maritime conventions (inter alia policy, legislation, bylaws for Search and Rescue at Sea and management and handling of dangerous goods);
- Developing SOPs for the JMOC/JRCC;
- Strengthening the capacity of interagency coordination and communication through table top exercises and joined capacity building activities.

#### Activities related to Output 2.2:

- Support the Lebanese Navy in upgrading the physical infrastructure and equipment of JMOC/JRCC in Beirut and the antennas with focus on the port of Tripoli including communication platforms to enable interconnectivity with other maritime key stakeholders.
- Support to complete the digitalization of the entry/exit control for trade agents at the ports of Beirut and Tripoli for GS;
- Activities to support the ISF to enhance access and presence at sea in line with the ISF strategic plans; support may entail reinforcement of the access to ports for the ISF and maintenance of vessels.
- Support to the Maritime Civil Defense to upgrade its sea search and rescue capacities and increase its capability to communicate and coordinate with the JMOC;
- Capacity building through specialized trainings standardized curricula on safety, security and search and rescue at blue borders in line with international standards;
- Technical and operational support to the Ministry of works and transport in the implementation of IMO instruments.

Activities related to Output 2.3:

- Activities to intensify cooperation with European neighbouring countries and agencies (EMSA) in maritime safety and security including search and rescue, in coordination with the Ministry of public works and transport. This may entail seminars and workshops and study visits, integrating a HRBA, as well as a gender and disability-inclusive approach.

### **3.3. Mainstreaming**

#### **Environmental Protection, Climate Change and Biodiversity**

##### **Outcomes of the Environmental Impact Assessment (EIA) screening**

The EIA screening classified the Action as Category C (no need for further assessment).

##### **Outcome of the Climate Risk Assessment (CRA) screening**

The CRA screening concluded that this Action is no or low risk (no need for further assessment).

#### **Gender equality and empowerment of women and girls**

As per OECD Gender DAC codes identified in section 1.1, this Action is labelled as G1. This implies that gender equality is an important and deliberate objective, but not the principal reason for undertaking the project/programme, often explained as gender equality being mainstreamed in the project/programme. While the Lebanese Armed Forces has established a gender unit, the other security agencies have gender focal points. All security agencies have conducted a gender gap analysis and the findings from this gender analyses have informed the design of this Action. As per the key thematic area of GAP III, the Action also contributes to its key thematic area ‘Integrating women, peace, and security agenda’ The provision of sex disaggregated data will be mandatory and gender equality will be promoted across all aspects of project implementation Special activities will be designed with the Gender departments of LAF and GS.

#### **Human Rights**

The proposed Action is fully aligned to the existing EU human rights strategies and action plans. Rights of refugees and migrants is one priority of the Human Rights strategy 2021 – 2024 of the European Union to Lebanon. Specific trainings for security agencies involved in the IBM programme will be part of the implementation to ensure alignment to International Humanitarian Law and International Human Rights.. The Action has been designed following a “rights-based “and “leave-no-one behind” approach. The five working principles of the rights-based approach, namely applying all rights; participation and access to decision-making; non-discrimination and equal access; accountability and access to rule of law; and transparency and access to information, will be mainstreamed.

#### **Disability**

As per OECD Disability DAC codes identified in section 1.1, this Action is labelled as D1. This implies that Persons with Disabilities’ concerns will be mainstreamed across the Action, in line with the 3RF process which is a based on a people-centred and inclusive approach. Furthermore, it is important to mention that Lebanon signed the Convention on the Rights of Persons with Disabilities (CRPD) in 2007. In 2022, the Lebanese Parliament adopted a Law authorising the Government to proceed with the ratification of the Convention and its Optional Protocol. Also, Law 220/2000 on the Rights of Persons with Disabilities was the first disability law adopted in Lebanon<sup>10</sup>.

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<sup>10</sup> [Lebanon Inter-Agency Coordination- In Focus: Women, Girls, Men and Boys with Disabilities in Lebanon, RW, July 2023](#)

Finally, attention will be paid to ensure and enable the participation of persons with disabilities in the activities (accessibility of actions, consulting with organisations of persons with disabilities and encourage inclusive communication). The action will be aligned with the Convention on the Rights of Persons with Disabilities (CRPD) and the EU Strategy for the Rights of Persons with Disabilities (2021-2030), and the EU Guidance Note on Disability Inclusion in EU external action<sup>11</sup>

### **Democracy**

The main purpose of the Action is to actively promote the respect of Human Rights obligations by security actors. Accountability will be ensured through facilitation of regular dialogue between security actors and civil society, increase their participation in decision-making at local and national level and follow up on challenges. Through this Action, the EU promotes legally binding international standards to promote the respect of democracy, fundamental rights and the rule of law.

### **Conflict sensitivity, peace and resilience**

This Action takes into consideration conflict-sensitivity and a do-no harm approach, and addresses related priorities and recommendations.

### **Disaster Risk Reduction**

The support to search and rescue will have a direct impact on disaster risk reduction at sea, as it will enhance the capacities of the Lebanese stakeholders to respond to disasters in the maritime sphere.

## **3.4. Risks and Assumptions**

<b>Category</b>	<b>Risks</b>	<b>Likelihood (High/ Medium/ Low)</b>	<b>Impact (High/ Medium/ Low)</b>	<b>Mitigating measures</b>
1- External Environment	The political stalemate and insecure environment obstruct the execution of security reforms	High	Medium	The Action is in line with the existing strategic support framework and will be accompanied by policy dialogue to support reforms.
1- External Environment	The escalation of hostilities along the Southern Border of Lebanon intensifies and extends to a nationwide scale	Medium	Medium	Activities will be adjusted to identified needs through ongoing monitoring and maintain on stand-by the components that cannot be implemented until adequate conditions are in place.
2- Planning, processes and systems	The security services lack resources and efficient and effective structures, including for coordination with other relevant entities	Medium	Medium	EU accompanying the project with policy dialogue on economic reform and economic recovery

<sup>11</sup> [Leaving no one behind: Disability inclusion in EU external action, European Commission, 2021](#)



2- Planning, processes and systems	Reluctance of stronger collaboration of IBM stakeholders and collaboration BCC - JMOC hamper the achievement of the expected results	Medium	High	EU accompanying the project with policy dialogue on Security Sector Reform, focus on clarifying mandates and design of inter-agency coordination through collective training promoting trust and showing the need to coordinate and cooperate.
3- People and the Organisation	Poor coordination among donors	Medium	Medium	This Action will continue collaboration and coordination with other donor community in the BCC and advocate for an inclusion of the blue border.
4- Legality and regularity aspects	Non-adherence to human rights standards by security forces.	Medium	High	This Action will facilitate exchange with the UN on international standards, incl. IHL and human rights, and border management. The intervention will also cooperate with other partners supporting the accountability of security forces. Review of appropriateness of continuation of funding in line with Art 1 of Regulation (EU) 2019/1896
5- Gender equality	A gender-blind, neutral, or negative context and problem analysis could reinforce existing gender inequalities and non-realisation of human rights in the sector, and hinder the efficiency and sustainability of the action	Medium	Medium	Knowledge and tools of gender mainstreaming are available. Gender-sensitive monitoring, use of sex-disaggregated data, and gender-sensitive indicators. Gender mainstreaming is applied in all phases of the support services.

### External Assumptions

- The effective implementation of the Action depends on a stable political and security environment in the country. It is assumed that the implementation of reforms will not be hampered by instability.
- Political stalemate and social tensions do not result in an overall deterioration of the situation, including security jeopardizing the success of the project;
- Relevant political stakeholders enable the genuine conduct of the project towards its objectives;

- The current multidimensional crisis does not cause civil unrest that requires security agencies to focus on other priority tasks;
- The economic collapse and inflation do not lead to full disintegration of the Lebanese government and security stakeholders;
- Security stakeholders are not reluctant to stronger collaboration and interaction with international actors and civil society.

### 3.5. Intervention Logic

The underlying intervention logic for this Action is that: **IF** border management is enhanced in an integrated, secure, coordinated manner in line with international conventions and standards **AND IF** safety and security in the maritime sphere is strengthened, **THEN** the desired impact to enhance border security in Lebanon will be reached.

The impact is under the assumption that the current hostilities along the Southern border of Lebanon do not extend to a nationwide scale; that implementation of reforms will not be hampered by instability; that political will to enhance border management is present; that the stalemate and social tensions do not result in an overall deterioration of the situation; and that the current multidimensional crisis does not cause civil unrest that requires security agencies to focus on other priority tasks.

Management of land borders is enhanced in an integrated, secure, coordinated manner in line with international standards if the operational capacity and technical knowledge of international standards of the LAF at the green border and other Lebanese border management agencies at the regular border crossings (output 1 and 2) is supported; and if Lebanon cooperates stronger with EU Member States and institutions on border management-related matters (output 3).

The following steps are necessary to reach this result:

**IF** the capacity of the Lebanese armed forces to manage its borders is enhanced (output 1) **AND IF** the other Lebanese border management agencies (General Security and Internal security forces) have more capacity to efficiently manage the borders and to prevent and respond to irregularities (output 2) **AND IF** Lebanon increases its cooperation with European countries and institutions in border management (output 3)

**THEN** border management is enhanced in an integrated, secure, coordinated manner in line with international standards, from a gender, human rights and disability-inclusive perspective.

Comprehensive border security in line with international standards can only be reached if the blue border is equally well managed and secured. It is crucial to strengthen security on and offshore and Lebanon's capacity in search and rescue.

The following steps are necessary to reach this result:

**IF** the capacity of the Joint Maritime Operation Center (JMOC) to coordinate interagency collaboration and response, including search and rescue, is enhanced (output 1) **AND IF** the capacity of the Lebanese armed forces and other partners in maritime safety and security, including search and rescue, is enhanced (output 2) **AND IF** international cooperation with Joint Maritime Operations Centre/Joint Rescue Coordination Centre in maritime safety and security is enhanced (output 3)

**THEN** governance, safety and security in the maritime sphere is strengthened.

For successful implementation, it is assumed that the economic collapse and inflation do not lead to full disintegration of the Lebanese Government and security stakeholders; and that security stakeholders are not reluctant to stronger collaboration and interaction with international actors and civil society.

### **3.6. Indicative Logical Framework Matrix**

Results	Results chain: Main expected results [maximum 10 @]	Indicators [it least one indicator per expected result @]	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
<b>Impact 1</b>	Enhanced border security in Lebanon	1.1 Fragile state index of the Global economy 1.2 Number of irregular border crossings	1.1 91.8 (2023) 1.2 TBC	1.1 TBC 1.2 TBC	1.1. Ranking in the Global economy index 1.2. National statistics	<i>Not applicable</i>
<b>Outcome 1</b>	1. Border management is enhanced in an integrated, secure, coordinated manner in line with international standards	1.1 Number of state institutions and non-state actors supported on security, border management, countering violent extremism, conflict prevention, protection of civilian population gender equality and human rights ( GERF 2.23/ EURF 2.29) 1.2 Number of EU funded assistance interventions reporting improvement of compliance of Border and Security Systems with EU /Schengen Acquis (GERF 2.22/ IPA 2.15/ IPA III RF)	1.1 5 (BCC and BCC members) 1.2 TBC	1.1 5 (BCC and BCC members) 1.2 TBC	1.1 and 1.2 Pre- and post-evaluation	Multidimensional crisis does not cause civil unrest that requires security agencies to focus on other priority tasks  Economic collapse and inflation does not lead to full disintegration of the Lebanese government and IBM stakeholders
<b>Outcome 2</b>	2 Safety and security in the maritime sphere is strengthened	2.1 Number of government policies (with particular focus on maritime affairs) developed or revised with civil society organisation participation through EU support	2.1 0 2.2 TBC	2.1. 3 2.2 TBC	2.1 JMOC organizational degree, Search and rescue policy and action plan	

		2.2 Number of people who were rescued or died or disappeared in the process of migration towards an international destination (GERF 1.19/ SDG 10.7.3)			2.2 JMOC reports, UNHCR, IOM reports	
<b>Output related Outcome 1</b>	1.1 Enhanced capacity of the LAF to manage borders	1.1.1 Number of supported/rehabilitated LAF border crossing points 1.1.2 Number of LAF border units equipped with support of the EU-funded intervention, disaggregated by infrastructure support type 1.1.3 Status of registration of assets in LAF ERP (enterprise resource planning system)	1.1.1 0 1.1.2 0 1.1.3 ERP installed	1.1.1 TBC 1.1.2 TBC 1.1.3 xx procurements made encoded	1.1.1, 1.1.2, 1.1.3 Procurement documents and ERP documentation	
<b>Output related Outcome 1</b>	1.2 Enhanced capacity of other Lebanese border management agencies (General Security and Internal security forces) to efficiently manage the borders and to prevent and respond to irregularities	1.2.1 Number of security actors trained by the EU-funded intervention with improved competencies, as well as skills and/or knowledge of their duties and response protocols (disaggregated by sex) 1.2.2 Number of infrastructure/facilities rehabilitated and equipped with support of the EU-funded intervention, disaggregated by infrastructure support type and security agencies 1.2.3 Number of border crossings through Automated Border Control systems managed by GS	1.2.1 TBC 1.2.2 TBC 1.2.3 2	1.2.1 TBC 1.2.2 TBC 1.2.3 8 including port of Beirut and Tripoli		Lebanese Armed Forces and other security agencies ensure high-level commitment in implementing structural reforms and cooperation and collaboration
<b>Output related Outcome 1</b>	1.3 Enhanced cooperation with European countries	1.3.1 Number of national policies that incorporate regional harmonization efforts	1.3.1 0 1.3.2 0	1.43.1 TBC 1.3.2 TBC	1.3.1, 1.3.2 External evaluation	Lebanese authorities agree on enhanced

	and institutions in border management	1.3.2 Number of action organized by the EU-funded intervention to enhance cooperation Lebanon and Europe				cooperation and collaboration with European institutions
<b>Output related Outcome 2</b>	1 to 2.1 Enhanced capacity of the Joint Maritime Operation Center (JMOC) to coordinate interagency collaboration and response including search and rescue	2.1.1 Number of government policies developed or revised with civil society organisation participation through EU support 2.1.2 Number of table top exercises by the EU-funded intervention 2.1.3 Number of SOPs developed to institutionalize interagency collaboration	2.1.1 0 2.1.2 0 2.1.3 0	2.1.1 2 2.1.2 4 2.1.3 TBC	2.1.1 Publication of Ministerial decree on JMOC, action plan for search and rescue, exercise reports  2.1.2 and 2.1.3 SOPs and exercise reports	Lebanese armed forces and other law enforcement agencies ensure high-level commitment in implementing structural reforms and cooperation and collaboration
<b>Output related Outcome 2</b>	2 to 2.2 Enhanced capacity of the Lebanese armed forces and other partners in maritime safety and security including search and rescue	2.2.1 Number of infrastructure/facilities rehabilitated and equipped with support of the EU-funded intervention, disaggregated by infrastructure support type and security agencies  2.2.2 Number of security actors trained by the EU-funded intervention with improved competencies, as well as skills and/or knowledge of their duties and response protocols (disaggregated by sex)	2.2.1 TBC 2.2.2 TBC	2.2.1 To determine with stakeholders.  2.2.2 To determine with stakeholders	2.2.1 Minutes of meetings  2.2.2 Training assessments	
<b>Output related Outcome 2</b>	3 to 2.3 Enhanced international cooperation JMOC/JRCC in maritime safety and security	2.3.1 Number of national policies in line with International Maritime conventions  2.3.2 Number of action organized by the EU-funded intervention to enhance	2.3.1 No strategy for implementation of IMO instruments	2.3.1 TBC 2.3.2TBC	2.3.1 Publication of implementation records	Lebanese authorities agree on enhanced cooperation and collaboration

		cooperation Lebanon and Europe in the maritime sphere	2.3.2 TBC		2.3.2 Activity reports	with European institutions
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## **4. IMPLEMENTATION ARRANGEMENTS**

### **4.1. Financing Agreement**

In order to implement this Action, it is envisaged to conclude a financing agreement with the Government of Lebanon.

### **4.2. Indicative Implementation Period**

The indicative operational implementation period of this Action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 84 months from the date of entry into force of the financing agreement.

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

### **4.3. Implementation Modalities**

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the Action with EU restrictive measures.<sup>12</sup>

#### **4.3.1. Indirect Management with a pillar-assessed entity**

4.3.1.1 A part of this Action may be implemented in indirect management by pillar-assessed entity, which will be selected by the Commission's services using the following criteria:

- Specific Sector / thematic expertise: Expertise in capacity building in all aspects of border management, border security (land, sea, and airport); and/or specific expertise in all aspects of managing mixed migration at borders, specific experience with protection-sensitive border management and/or human rights-based approaches on border management and/or humanitarian border management
- Logistical and/or management capacities: Solid operational and programmatic capacities in Lebanon, to ensure a smooth, transparent, timely and proper implementation of the project in terms of human resource, procurement, finance, monitoring and evaluation;
- Neutrality/security reasons in conflict/crisis situations: Established trustful working relationships with the Lebanese Armed Forces and security agencies.

The implementation by this entity entails the performance of activities leading to the achievement of outcome 1 described in section 3.

4.3.1.2 A part of this Action may be implemented in indirect management by pillar-assessed entity, which will be selected by the Commission's services using the following criteria:

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<sup>12</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu) Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

- Specific Sector / thematic expertise: Expertise in all aspects of development of maritime safety and security frameworks including search and rescue, experience in security sector support and reform in Lebanon;
- Logistical and/or management capacities: Solid operational and programmatic capacities in Lebanon, to ensure a smooth, transparent, timely and proper implementation of the project in terms of human resource, procurement, finance, monitoring and evaluation;
- Neutrality/security reasons in conflict/crisis situations: Established trustful working relationships with the Lebanese Armed Forces and security agencies..

The implementation by this entity entails the performance of activities leading to the achievement of outcome 2 described in section 3.

4.3.1.3 A part of this Action may be implemented in indirect management by pillar-assessed entity, which will be selected by the Commission's services using the following criteria:

- Specific Sector / thematic expertise: Expertise in capacity building in all aspects of border management, border security (land, sea, and airport); and/or specific expertise in all aspects of managing mixed migration at borders, specific experience with protection-sensitive border management and/or human rights-based approaches on border management and/or humanitarian border management; expertise in all aspects of development of maritime safety and security frameworks including search and rescue, experience in security sector support and reform in Lebanon;
- Logistical and/or management capacities: Solid operational and programmatic capacities in Lebanon, to ensure a smooth, transparent, timely and proper implementation of the project in terms of human resource, procurement, finance, monitoring and evaluation;
- Neutrality/security reasons in conflict/crisis situations: Established trustful working relationships with the Lebanese Armed Forces and security agencies.

The implementation by this entity entails the performance of activities leading to the achievement of outcome 1 and 2 described in section 3.

#### **4.4. Changes from indirect to direct management (and vice versa) mode due to exceptional circumstances**

If the implementation modality as per section 4.3.1.1 cannot be implemented due to circumstances beyond the control of the Commission, the modality of implementation by grants under direct management would be used according to the same criteria set out in 4.3.1.1.

- (a) Subject matter of the grant: Border management is enhanced in an integrated, secure, coordinated manner in line with international standards as mentioned in Outcome 1.
- (b) Type of applicants targeted: international and/or national non-governmental organisations

If the implementation modality as per section 4.3.1.2 cannot be implemented due to circumstances beyond the control of the Commission, the modality of implementation by grants under direct management would be used according to the same criteria set out in 4.3.1.2.

- (a) Subject matter of the grant; Governance, safety and security in the maritime sphere is strengthened as per Outcome 2.
- (b) Type of applicants targeted: international and/or national non-governmental organisations

If the implementation modality as per section 4.3.1.3 cannot be implemented due to circumstances beyond the control of the Commission, the modality of implementation by grants under direct management would be used according to the same criteria set out in 4.3.1.3.

(a) Subject matter of the grant; Border management is enhanced in an integrated, secure, coordinated manner in line with international standards as mentioned in Outcome 1; and Governance, safety and security in the maritime sphere is strengthened as per Outcome 2.

(b) Type of applicants targeted: international and/or national non-governmental organisations

#### 4.5. 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 on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this Action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

#### 4.6. Indicative Budget

<b>Indicative Budget components</b>	<b>EU contribution (amount in EUR) For 2024</b>	<b>EU contribution (amount in EUR) For 2025</b>
<b>Implementation modalities</b> – cf. section 4.3.1		
<b>Outcome 1</b> composed of	7 000 000.00	
Indirect management with a pillar-assessed entity – cf. section 4.3.1.1	7 000 000.00	
<b>Outcome 2</b> composed of	8 000 000.00	
Indirect management with a pillar-assessed entity – cf. section 4.3.1.2	8 000 000.00	
<b>Outcome 1 and Outcome 2</b> composed of		
Indirect management with a pillar-assessed entity – cf. section 4.3.1.3		9 800 000.00
<b>Evaluation</b> – cf. section 5.2		200 000.00
<b>Audit</b> – cf. section 5.3		
Strategic communication and Public diplomacy - cf. section 6	will be covered by another Decision	will be covered by another Decision
<b>Totals</b>	15 000 000.00	10 000 000.00

## **4.7. Organisational Set-up and Responsibilities**

A Steering Committee will be established at the time of signature of the contract(s) foreseen for its implementation and will remain in charge for the whole duration of the implementation of the Action. The Steering Committee will be mandated to provide strategic oversight and guidance for the implementation of the projects and oversee the implementation of corrective measures when needed. The project's Steering Committee shall meet at least once a year.

The project's Steering Committee shall be made up of:

- senior representatives from the relevant line Ministries
- senior representatives from the Border Control Committee and the Joint Maritime Operations Center, relevant beneficiary agencies / organisations and from all the departments directly involved in the programme's activities
- senior representatives of the EU

Any other co-opted participant(s) may attend on ad hoc basis as observers, inter alia Lebanese civil society organisations, supervisory or control bodies with a regular statutory involvement in the programme, EU Member States that maintain a close co-operation with the specific beneficiary authorities in domains related to this programme.

The Implementing partner(s) will fulfill a technical secretariat function together with the technical and operational counterparts directly involved in the programme's implementation.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the Action.

For the sake of coherence, comprehensiveness, efficiency and respect of universal values and international standards and conventions, it is essential that complementarity be ensured and synergies be developed between the Actions to be funded by the EU in support of “Promote safety, security and stability in Lebanon”, “EU support to solarisation and renewable energy for the Lebanese Armed Forces and the Internal Security Forces” and “EU support to improve resilience for vulnerable Lebanese and refugees from Syria and to support durable solutions to refugees’ displacement”. To that purpose, an appropriate joint coordination mechanism composed of the EU; the relevant Lebanese counterparts and stakeholders, including all relevant security forces; and the respective implementing partners is foreseen, along with the cross-participation of relevant representatives of each Action.

## **5. PERFORMANCE MEASUREMENT**

### **5.1. 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 Outputs and contribution to the achievement of its Outcomes, and if possible at the time of reporting, contribution to the achievement of its Impacts, as measured by corresponding indicators, using as reference the logframe matrix (for project modality).

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).

Arrangements for monitoring and reporting, including roles and responsibilities for data collection, analysis and monitoring:

- As part of the inception phase of the project, the intervention logic will be fine tuned in line with the geopolitical developments in the region and the indicators defined in the logframe matrix will be reviewed to assess their relevance and submitted to the approval of the Steering Committee at its first meeting.
- Data related to these indicators will be collected, analysed and monitored by entities implementing the Action. The data compiled by the partner will be shared with EUD in Lebanon in regular progress reports and presented to the Steering Committee.
- Results monitoring will be requested at minimum at the end of each year during the implementation period and will be based on the principle of conflict sensitivity and promoting a learning culture to inform and, where necessary, adapt delivery.
- The EU Delegation will undertake regular project monitoring visits through its own staff for independent monitoring reviews at both operational and financial level (spot-check missions).

Monitoring and reporting shall assess how the Action is considering the principle of gender equality, human rights-based approach, and rights of persons with disabilities including inclusion and diversity. Indicators shall be disaggregated at least by sex and, where possible, by disability.

Implementation will be accompanied with regular political dialogue with Lebanese authorities in particular on respect of international human rights standards, international law and IHL – including the principle of non-refoulement.

## **5.2. Evaluation**

Having regard to the importance of the Action, a mid-term and 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 amend the Action to the fragile context in Lebanon when needed and in a view to take stock of the coherence of and complementarity of EU security programming in Lebanon.

A final or ex-post evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that the complexity and interagency approach in integrated border management may require a follow-up action to consolidate the achievements.

The Commission shall form a Reference Group (RG) composed by representatives from the main stakeholders at both EU and national (representatives from the government, from civil society organisations (private sector, NGOs, etc.), etc.) levels. If deemed necessary, other donors will be invited to join. The Commission shall inform the implementing partner at least one month in advance of the dates envisaged for the evaluation exercise and 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 following the best practice of evaluation dissemination. 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.

Evaluation reports shall assess to what extent the action is taking into account the human rights-based approach as well as how it contributes to gender equality and women's empowerment and disability inclusion. Expertise on human rights, disability and gender equality will be ensured in the evaluation teams.

Evaluation services may be contracted under a framework contract.

### **5.3. Audit and Verifications**

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 audit or verification assignments for one or several contracts or agreements.

## **6. STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY**

All entities implementing EU-funded external Actions have the contractual obligation to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the Actions concerned. To that end they must comply with the instructions given in the 2022 guidance document [\*Communicating and raising EU visibility: Guidance for external Actions\*](#) (or any successor document).

This obligation will apply equally, regardless of whether the Actions concerned are implemented by the Commission, the partner country, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU Member States. In each case, a reference to the relevant contractual obligations must be included in the respective financing agreement, procurement and grant contracts, and contribution agreements.

For the purpose of enhancing the visibility of the EU and its contribution to this action, the Commission may sign or enter into joint declarations or statements, as part of its prerogative of budget implementation and to safeguard the financial interests of the Union. Visibility and communication measures should also promote transparency and accountability on the use of funds. Effectiveness of communication activities on awareness about the action and its objectives as well as on EU funding of the action should be measured.

Implementing partners shall keep the Commission and the EU Delegation fully informed of the planning and implementation of specific visibility and communication activities before the implementation. Implementing partners will ensure adequate visibility of EU financing and will report on visibility and communication actions as well as the results of the overall action to the relevant monitoring committees.

## Appendix 1: IDENTIFICATION OF THE PRIMARY INTERVENTION LEVEL FOR REPORTING IN OPSYS

A Primary intervention (project/programme) is a coherent set of results structured in a logical framework aiming at delivering development change or progress. Identifying the level of the primary intervention will allow for:

- ✓ Differentiating these Actions or Contracts from those that do not produce direct reportable development results, defined as support entities (i.e. audits, evaluations);
- ✓ Articulating Actions and/or Contracts according to an expected common chain of results and therefore allowing them to ensure a more efficient and aggregated monitoring and reporting of performance;
- ✓ Having a complete and exhaustive mapping of all results-bearing Actions and Contracts.

The present Action identifies as

<b>Contract level</b> (i.e. Grants, Contribution Agreements, any case in which foreseen individual legal commitments identified in the budget will have different log frames, even if part of the same Action Document)		
<input checked="" type="checkbox"/>	Single Contract 1	Contribution agreement with a pillar assessed entity
<input checked="" type="checkbox"/>	Single Contract 2	Contribution agreement with a pillar assessed entity
	Single Contract 3	Contribution agreement with a pillar assessed entity