



This action is funded by the European Union

ANNEX 1

of the Commission Implementing Decision on
the Annual Action Programme 2016 in favour of the Republic of Lebanon

**Action Document for Local Development Programme for Deprived Urban Areas in
North Lebanon**

1. Title/basic act/ CRIS number	“North Lebanon Local Development Programme for Deprived Urban Areas”, CRIS contract number: ENI/2016/377-482 financed under the European Neighbourhood Instrument.	
2. Zone benefiting from the action/location	Lebanon, Governorate (mohafazat) of North Lebanon.	
3. Programming document	Single Support Framework for EU support to Lebanon 2014-2016	
4. Sector of concentration / thematic area	Reinforcing social cohesion, promoting sustainable economic development and protecting vulnerable groups; address the needs of the most vulnerable areas and population in Lebanon.	DEV. Aid: YES.
5. Amounts concerned	Total estimated cost: EUR 20,000,000. Total amount of EU budget contribution: EUR 20,000,000.	
6. Aid modality and implementation modality	Project Modality Indirect Management with “Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH”	
7 a) DAC code(s)	15220 - Civilian Peace-building, Conflict prevention and Resolution.	
b) Main Delivery Channel	11000	

8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	X¹
	Aid to environment	X	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	X		<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Main objective
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>
	9. Global Public Goods and Challenges (GPGC) thematic flagships			

SUMMARY

The programme's general objective is to strengthen stabilisation in North Lebanon and in particular to prevent violent extremism.

The programme will be based on the development of inclusive and participative development plans involving the local authorities and the civil society in order to improve the well-being of the inhabitants while empowering and providing opportunities for the youth. The activities will comprise inter alia initiatives aiming at reducing inter-communitarian tensions, provision of education as well as technical and vocational education and training, support to local economic development, and improvement of the urban residential environment.

The means used by the programme combine financial support to local initiatives, technical assistance and investments in social and urban infrastructures. The programme will be implemented through a Delegation Agreement with GIZ.

¹ This programme will focus strongly on “participation development”, which is one of its main objectives.

1. CONTEXT

1.1. Sector/Country/Regional context/Thematic area

Lebanon is characterised by large socio-economic regional disparities with around 28% of the Lebanese resident population living below the poverty line². In particular, the Governorate (mohafazat) of North Lebanon witnesses the highest level of poverty in the country, whatever the criteria adopted³, suffering from low economic activity, high unemployment rates, an uncontrolled urbanisation, a decayed urban environment in most of its cities, and a shortage of recreational facilities for its children, youth, women and elderly people. Tripoli is the second biggest city in Lebanon with around 500,000 residents and the regional capital city of the mohafazat of North Lebanon. The population of the mohafazat is made of a mix of religious communities with different historical backgrounds and cultural and political specificities. The city of Tripoli and its sister cities of al-Mina and Qalamoun and the northern and north-eastern Departments (cazas) of the mohafazat (cazas of Minieh-Dennieh and caza of Akkar) are predominantly Sunnis with Christian and Alawi minorities, whereas the eastern cazas (the two mountainous cazas of Zghorta and Bcharreh) and the southern cazas (the cazas of Koura (coastal plain) and Batroun (coastal and mountainous)) are almost exclusively Christians.

The weakness of rural and agricultural development policies since the independence of the country led to a considerable rural exodus from the neighbouring cazas to the capital city of the mohafazat where belts of misery developed rapidly, notably the currently Sunni area of Bab-el-Tebbaneh, the currently Alawi area of Jabal Mohsen and the formerly Christian area of el-Kobbeh.

The period of wars that started in 1975 and lasted till 1990 brought additional demographic changes in Tripoli with more of its elite moving to Beirut or emigrating and with a consistent part of its Christian population retreating into the neighbouring cazas of Zghorta and Koura. The rise of Sunni fundamentalism in the city and its sister-cities, starting from the 1980's, aggravated these trends. The tourist infrastructure of the caza of Bcharreh, which used to host guests from Tripoli during the summer season, was ruined and the interactions between the caza and the city, between the different communities that populate them, almost disappeared. Emigration was overwhelming and the caza of Bcharreh depopulated. In the caza of Batroun, small roads towards the central Christian areas of the country were enlarged, people reducing to the minimum their interactions with Tripoli, though it is their regional capital city⁴. In 2002, the last study about poverty in Lebanon *by caza* was published by the Lebanese "Economic and Social Fund for Development" (ESFD), a public institution⁵. Funded by the EU, it showed that the cazas of Akkar, Minieh-Dennieh, Batroun, Bcharreh and Tripoli (the

² UNDP-Ministry of Social Affairs of Lebanon: *Poverty, Growth and Income Distribution in Lebanon*, (2008). These are the last available and reliable figures.

³ In 2004, the number of economically poor in North Lebanon ranged between 50 and 70% according to the various studies conducted by the Ministry of Social Affairs with the support of the UNDP, depending on the criteria adopted.

⁴ Still in 2016, more roads are enlarged between the caza of Batroun and the central Christian area of Lebanon.

⁵ Economic and Social Fund for Development: *Poverty Analysis and Targeting mechanism for the ESFD Project*, Beirut, October 2002.

city of Tripoli and its sister-cities) were among the poorest of the country, the rural areas being poorer than the regional capital city.

Also, the recurrent rounds of violence between the mainly Sunni area of Bab-el-Tebbaneh and the mainly Alawite area of Jabal Mohsen that started in 2008 aggravated the separation between the two communities, the Alawi still living in Bab-el-Tebbaneh moving to Jabal-Mohsen and vice versa. The conflict was further amplified by the Syrian conflict and fights did not stop before 2014. Destructions had been severe in the residential areas close to the border lines.

In such a context, there is potential in North Lebanon with a programme to recreate the social and economic links between the various communities of the mohafazat, to reduce inter-communitarian tensions, to promote citizenship and human rights, to put again on the development map areas that have been marginalized for too long, to empower the local population and their local institutions.

1.1.1. Public Policy Assessment and EU Policy Framework

On the Lebanese government side, the current stabilization strategy is set out in the “Lebanon Crisis Response Plan” (LCRP) which was established following the arrival – in large numbers - of Syrian refugees in Lebanon starting from 2012. It foresees integrated and mutually reinforcing stabilization and humanitarian interventions as a transition toward a long term strategic framework for the period 2017-2020. This document has been a platform for the interaction between Lebanon and the members of the international community.

Considering more particularly North Lebanon, the Lebanese government had already launched programmes and initiatives aiming at increasing social cohesion and boosting local economic growth through local development plans and urban development projects:

- The Lebanese government adopted in 2009 the “*National Physical Master Plan for Lebanese Territory*” (SDATL⁶) (2005) which defines the principles for the development of different regions. Concerning North Lebanon, the SDATL recommends that the interaction between Tripoli and its countryside is increased in order to secure enough income for the rural population, contain the urban sprawl and limit rural depopulation, as they impact negatively on the stability of the city. For that purpose, the SDATL advocates the development of the economic potential of the rural areas surrounding the city, notably by preserving and developing the economic potential their natural and cultural heritage.
- The Lebanese government has demonstrated its willingness to tackle the impact of urban poverty on stability and social cohesion by launching, in 2002, “Cultural Heritage and Urban Development” programme (CHUD) following an initiative by the World Bank. The programme aims at revitalizing the old cities of Tripoli, Byblos, Tyre, Saïda and Baalbek.

⁶ « Schéma Directeur d’Aménagement du Territoire » (SDATL). This exhaustive study was financed by the Lebanese government and conducted by “Council of Development and Recontsruction” (CDR) between 2002 and 2004 with the assistance of the “Institut d’Aménagement Urbain de la Région Ile-de-France” (IAURIF) and local experts. The EU financed its diffusion and promotion in 2005-2006.

The present programme is in line with the objectives of these programmes since it aims to strengthen the stabilization of the North Lebanon by tackling the problems of urban poverty and by bringing closer together the various communities living in Tripoli and its countryside.

Economic development and, in particular, the prospects for youth is highlighted as a key to stabilising societies in the Neighbourhood. The present programme is consistent with Priority 2 of the Single Support Framework 2014-2016 for Lebanon ("Reinforcing social cohesion, promoting sustainable economic development and protecting vulnerable groups") as it aims at bringing closer together the various communities of North Lebanon and to set up opportunities for local economic and social development in the vulnerable parts of this area, primarily for young people.

The programme also meets the commitments of the EC as mentioned in its communication on "Empowering Local Authorities in partner countries for enhanced governance and more effective development outcomes" (15 May 2013, COM(2013) 280 final), notably in paragraph 3.3 "Sustainable Urbanisation": "The EU will seek to promote sustainable strategies to promote non-discrimination and break down of barriers that exclude various groups from access to resources and opportunities offered by urban development, with the view to promote social inclusion, territorial cohesion and environmental protection".

The programme also meets the objectives of the **Rights-Based Approach** as detailed in the EC Staff Working Document "Tool-Box: A Rights-Based Approach, encompassing all human rights, for EU development cooperation" (30 April 2014, SWD(2014) 152 final). It does so by focusing on vulnerable groups including persons with disabilities, by involving the various gender and age groups of these populations in the design of the programme and in its monitoring through a participatory approach and, therefore, by seeking to increase the ownership of the targeted groups, by seeking more particularly to increase the empowerment of the youth and the women inside these vulnerable groups,

1.1.2. Stakeholder analysis

- 1- The **end beneficiaries** of the programme will be the vulnerable populations of North Lebanon which are concerned by inter-communitarian tensions, all gender and age categories included, as well as persons with disabilities. The programme will target the youth as the main agents of change, but the children, the women and the elderly people will also benefit greatly from the programme as they are the most fragile direct victims of political tensions and violence. Like the youth, they will also benefit directly and greatly from an improved urban environment. Such an environment will also benefit directly the local producers and traders. Youth empowerment, support to inter-communitarian confidence-building initiatives and improvement of the urban environment will not only contribute to reduce violence, but will also have a positive impact on the local economic situation the reduction of violent extremism.
- 2- The direct beneficiaries are the local municipalities and union of municipalities, and the civil society organisations (CSO). The municipalities and unions of municipalities will be instrumental in allowing the implementing partner to establish local development and urban rehabilitation plans through a participatory approach. They will benefit directly from the programme since any reduction of violence or any increase in the local economic activity will have a positive impact.

Local associations of youth and women, where they exist, will be direct beneficiaries and partners in the implementation of the programme. Like the municipalities and the unions of the municipalities, they will be instrumental in launching and managing the participatory approach to local development plans.

The CSO that have been acting successfully in the areas benefitting from the programme and in its fields of action will also be supported and will also benefit directly from the programme.

- 3- **Other partners** will be from **the Lebanese government side**, to be included in a **Steering Committee (SC)**.

1.1.3. Priority issues for support/problem analysis

The programme aims at reducing the inter-communitarian tensions that exist between neighbouring areas of North Lebanon. In particular, its aims to reduce the tensions and strengthen the links between the areas of Jabal Mohsen (Alawi community) and Bab-el-Tebbaneh (Sunni community) and between the city of Tripoli (Sunni in majority) and its countryside, mainly Christian, after those links were badly disrupted during the period of the wars of Lebanon (1975-1990) and did not resume in its aftermath. In some cases, they continued deteriorating, notably between Sunnis and Alawis, leading to numerous rounds of armed conflict that lasted from 2008 till 2014.

Inside Tripoli, the tensions are aggravated by the marginalization of the city in the general economic and social development of the country, leading to:

- High unemployment and poverty rates,
- A weak general education system that witnesses high rates of drop-outs,
- A lack of opportunities for those who have dropped out of school to rapidly acquire basic skills that allow them integrate in the Labour market,
- High urban concentration and a very decayed urban environment in the poorest areas of the city with a lack of recreational equipment for the various categories of the population, such as playgrounds, parks, green and public spaces,
- Reduced cultural activities in the whole city, in particular in its poorest suburbs,
- Increased role of communitarian political organizations in the provision of basic social services and job opportunities, leading to a widening gap between the communitarian groups, to increased polarization along communitarian lines and, consequently, to increased sensitivity of the local security situation to external factors involving these communities at both national and regional levels.

As for the links between Tripoli and its mainly Christian countryside that were broken during the period of wars, the political, economic and social marginalization of this countryside since that period led to the following:

- Increased unemployment and poverty rates,
- High exodus to the coastal areas with a majority belonging to the same community, i.e. close to the capital city, Beirut,
- Development of new economic and social ties between the residents of this countryside and these areas, replacing the traditional ties with Tripoli,

- Decay of the natural and cultural heritage of this countryside and of their traditional role as driver of economic growth in North Lebanon and as source of economic ties and cohesion between Tripoli and its countryside and between the communities of North Lebanon⁷.
- Increased role of the local communitarian political organizations in the provision of basic social services and job opportunities, leading to a widening gap between the local communities and the population of Tripoli, to increased polarization along communitarian lines and, consequently, to increased sensitivity of the local security situation to external factors involving these communities at both national and regional levels.

The current programme aims to tackle the problems resulting from the economic and social marginalization of the above mentioned areas in view of strengthening the links between the various communities living on North Lebanon through:

- The improvement of the urban environment in the areas of Tripoli with inter-communitarian tensions and in the areas of Tripoli and its countryside where this has the potential to drive economic growth and strengthen the links between the various communities living in North Lebanon,
- Out-of-school support and the provision of basic skills,
- The support to job creation and to SMEs,
- The support to inter-communitarian activities involving the youth, notably cultural and recreational activities.

Climate change is also affecting the well-being of urban communities by increasing water stress, exacerbating the need for green areas and for alternatives to poorly insulated buildings and informal settlements.

The specific targeted areas will be determined during the inception phase on the basis of a socio-economic assessment taking into account the available statistical data as well as field research. Support of the local authorities and civil society will be essential.

2. RISKS AND ASSUMPTIONS

Category of risk	Level of risk (E/M/F)	Mitigation measures
<p>Political:</p> <p>Security incidents occur between different communities in an area where some activities are being implemented.</p>	Medium	<p>1- The programme will remain flexible, allowing a reorientation of the activities.</p> <p>2- The programme will seek to strengthen the <i>preventive</i> actions of the direct beneficiaries in the reduction of tensions.</p> <p>3- The programme will carefully balance its soft (education, confidence-building) and hard</p>

⁷ In particular, many villages of the countryside with high cultural heritage used to be summer resorts for the people of Tripoli, which stopped to be case since the start of the wars of Lebanon in 1975 and which never resumed.

		(rehabilitation works) activities according to the security threats.
<p>Local politics and governance issues:</p> <p>1- The municipal councils elected in May 2016 do not agree on the programme.</p> <p>2- Changes take place in the municipal councils during the implementation of the programme, notably changes of majority, resignation or dissolution of the municipal councils.</p>	<p>1- Low</p> <p>2- Medium</p>	<p>1- During the inception phase the programme will check the interest of the new municipal councils and adopt an inclusive and participatory approach for the local development plan.</p> <p>2- The period foreseen for the implementation of the programme falls between two successive municipal elections. The programme will not rely fully on the local authorities whose role will be mainly limited to assisting in implementing the participatory approach and overcome potential obstacles at local level. The participatory approach will increase ownership of the programme by the end beneficiaries and contribute to its acceptance by successive local authorities.</p>
<p>Economic:</p> <p>The national or regional political situation is impacting negatively the local economic activity and prevents some activities deployed in the frame of the programme to reach its objectives.</p>	<p>High</p>	<p>The programme will sort out the economic opportunities that are the least sensitive to changes in the economic situation and will support them in priority.</p>
<p>Social risks:</p> <p>Lack of support from specific groups of the civil society (parents, private sector...).</p>	<p>Medium</p>	<p>1- The approach of the programme will be flexible and rely on inclusiveness and wide participation.</p> <p>Outreach campaigns targeting the end and direct beneficiaries of the programme will ensure that they fully understand the benefits of the programme, the opportunity it offers them to express their concerns and to contribute to the</p>

		improvement of their own well-fare.
Category of risk	Level of risk (E/M/F)	Mitigation measures
<p>Sustainability</p> <p>1- Educational and inter-communitarian cultural activities of the programme are not continued after its end.</p> <p>2- The human and financial resources of the local authorities do not allow them to maintain the recreational equipment supplied or rehabilitated by the programme and the other rehabilitated equipment or areas.</p> <p>3- Creation of new SMEs and jobs opportunities stops after the end of the programme.</p>	<p>1- High</p> <p>2- High</p> <p>3- Medium</p>	<p>1- The programme will engage the dialogue with the relevant Lebanese authorities, especially with the Ministry of Education and Higher Education and with the Ministry of Culture in order to see the benefits of the results achieved by the programme.</p> <p>2- During the inception phase, the programme will check the understanding of the new municipal councils of the need to improve the urban environment of all the communities living in their constituency and to dedicate enough financial resources to maintain the supplied or rehabilitated equipment. Additionnally, the participative approach will empower the civil society to hold the local authorities accountable of their commitments.</p> <p>3- Rather than providing small grants, the programme will focus on <i>informing</i> the end beneficiaries on the various funding schemes already established by the Lebanese government, notably those managed by the ESFD or by Kafalat. The local business associations will also be partners of the programme in their areas and fields of activity.</p>
Corruption/Fraud		The participative approach should

Lack of trust between the end beneficiaries, on one hand, and the local and central authorities and their implementing agencies, on the other hand.	Medium	set up a policy dialogue between the local authorities and the civil society. Additionally, a close monitoring of the programme, at each of its stage, by the end beneficiaries is foreseen.
Assumptions		
The security situation is not deteriorating further to an extent that will prevent the continuation of the activities.		

3. LESSONS LEARNT, COMPLEMENTARITIES AND CROSS-CUTTING ISSUES

3.1. Lessons learnt

This programme builds on lessons learnt generally from Lebanon’s economic and social history and from programmes already implemented or ongoing and dealing with similar themes, notably from programmes targeting North Lebanon.

The programme builds on the literature concerning development in the mohafazat of North Lebanon. It takes notably into account the recommendations of such various reports as *Local Governance under pressure – Research on Social Stability in T-5 Area (North Lebanon)* (OXFAM, 2016) and *Rapid Needs Assessment for Bab-el-Tebbaneh and Al Gouraba, Tripoli* (Economic and Social Fund for Development (ESFD), 2014).

In its report, OXFAM confirms that “the lack of recreational activities and venues that target vulnerable children has been identified as one of the contributing factors of social tensions and future social ailments. Projects that support local communities with a small library, cinema and other facilities, can be extremely helpful for conflict mitigation and building social cohesion”. “Municipal leaders confirm the need for such investment in recreational facilities like soccer fields, swimming pools and parks for children and youth. Such investments are viewed as part of long-term mitigation strategy against street crime”. “These projects are also seen as possible rapid employment initiatives”.

As for the ESFD report, it recommends as an urgent task to support existing and organizing new accelerated vocational training. It also recommends, among others, to support the existing out-of-school support programmes, to rehabilitate and create playgrounds and gardens, to rehabilitate the old souks and the interior roads of Bab-el-Tebbaneh and Jabal Mohsen. These recommendations will be assessed against the objectives of the programme.

The programme also builds on the lessons learnt from the “Cultural Heritage and Urban Development” programme (CHUD) launched by the Lebanese government with the support of the World Bank, the AFD and the Italian Cooperation. The evaluation by the AFD, in 2014, of the components of the programme dedicated to Tripoli and Tyre has confirmed (1) the need for a **participatory approach** involving the local residents and the local authorities, (2) the positive impact of urban and cultural heritage rehabilitation on the economic activity provided the local political situation remains stable (which was the case of Tyre in 2014, but not of Tripoli – Byblos, which is located in a politically stable area, taking full advantage of the rehabilitation works), (3) the need to focus on well-identified areas and dedicate enough

resources to these areas, (4) the need to inform the local residents about the various government schemes supporting SMEs, (5) the organisational and financial weakness of the local authorities.

The evaluation of the CHUD programme in January 2016, found that the programme “plays a key role in the development process of their communities on the cultural, economic and social dimensions”. It confirms (1) the negative impact of the political situation on the economic potential of urban rehabilitation works, (2) the need for a participatory approach, (3) the need to “strengthen the stakeholders’ capabilities in terms of management, maintenance and preservation of the rehabilitated components of the project” and (4) the need for a communication strategy that places the rehabilitated places on the touristic map of the country.

Concerning the EU, its most important programme supporting local development in North Lebanon was called “*Appui au développement du Nord Liban*” (ENPI/2008/19-623, 18 million EURO, 2010-2016) and has been implemented by the Council for Development and Reconstruction (CDR). This programme focused on the economic development of the rural areas of North Lebanon. It has supported local authorities, municipalities and unions of municipalities, in the fields of sustainable development of agricultural and natural resources. The final assessment of the ADELNORD programme showed that (1) in the absence of clear indicators, initial and final situations couldn’t be compared to determine actual versus planned results and specific objectives, or to establish a cause-effect relationship between benefits reported and interventions made, (2) the impact of such activities as building, renovating, supply of materials and equipment, and upgrading of machinery can be high, (3) the impact was better for interventions that focus on rehabilitating existing infrastructure rather than building new ones when the interventions have medium to long-term goals, whereas the funded actions have limited timescale.

3.2. Complementarity, synergy and donor coordination

The programme is complementary to other EU actions, past or in progress:

- **On confidence-building, social and economic development**, the programme follows up on from such programmes and projects implemented by the EU as *AFKAR III*, a national programme managed by OMSAR⁸, and *Improvement of development process and local governance in the municipality of Tripoli* (NEAR-TS/2015/363-079). Both aim at reinforcing the capacity of Lebanese civil society organisations as actors for the promotion and consolidation of dialogue among the different constituents of the Lebanese youth through creative and innovative initiatives involving arts, play activities, sports and cultural actions and as actors for socio-economic development. The second project adds the rehabilitation of playgrounds and public gardens. The current Action will build on these two projects, expanding in scope and dimension.
- As regards to **peace, security and stability**, the EU follows up on the activities of the IcSP⁹. A close coordination process is envisaged with the existing UNDP Lebanon Host Communities Support Project (LHSP, USD 39 million), which intervenes in Tripoli and

⁸ Office of the Minister of State for Administrative Reform.

⁹ *Instrument Contributing to Stability and Peace*, formerly called *Instrument for Stability* (IFS).

aims at improving the delivery of basic services at community level, providing local economic opportunities (such as job creation, micro-small-medium enterprise development), as well as improving the capacities of municipalities in the response to the crisis among their community, promoting conflict management. Working with MoSA, this project has developed criteria to select the municipalities. The methodology could be useful for actions foreseen in the present Action Document.

Also, the EU has recently launched two projects targeting the youth and aiming at reducing tensions and reinforcing social cohesion. Funded by the “European Instrument for Democracy and Human Rights” (EIDHR), the first one is “Engaging Youth for Social Cohesion and Human Rights” (EUR 600,000, 30 months) and has as objectives to engage 1,200 youth and municipalities in 10 high-risk communities spread all over Lebanon to address youth radicalization through youth-led sports and arts-based behaviour-change activities. The second one is “Beyond Radicalization: Youth in Lebanon Speak Up!” (EUR 600,000, 36 months) and has as overall objective that “Conflicts in Lebanon are resolved through youth-gearred conciliatory approaches respecting human rights and as specific objective that “Lebanese youth are increasingly capable of influencing de-radicalization processes in their society via public platforms and media”.

There is also a strong complementarity with projects and policies in the fields of climate adaptation, urban planning and energy efficiency in buildings.

- Donor coordination will ensue on several levels. The EU will suggest the creation of an *ad hoc* “EU North Lebanon Coordination Group” with the Member States which have been active in North Lebanon or foresee to become so. The group could be enlarged to include other donors and implementers. The EU will update regularly EU MS in Beirut on the implementation of the programme. Also, in the course of the “Joint Analysis and Programming” exercise, local development will play a role and the EU will make sure to include it in the relevant sector.

3.3. Cross-cutting issues

The main targeted cross-cutting issues (important objective) are presented in the following table:

General strategic objective	Not targeted	Important objective	Main objective
Youth	<input type="checkbox"/>	<input type="checkbox"/>	X
Good governance	<input type="checkbox"/>	X	<input type="checkbox"/>
Gender equality	<input type="checkbox"/>	X	<input type="checkbox"/>
Approach based on rights	<input type="checkbox"/>	X	<input type="checkbox"/>
Environment	X	<input type="checkbox"/>	<input type="checkbox"/>

- Youth unemployment, poverty and lack of empowerment are the most pressing problem in light of the large number of youth not qualified vocationally and not educated which pushes them to potential risks such as extremism. For this reason, youth will be at the centre of the activities, in particular those involving a better cohesion between different

communities, on supporting the educational attainment and increasing their technical skills.

- Good governance will be promoted through the involvement of local authorities of designing local development plans based on a participatory and inclusive approach.
- The promotion of gender equality will be pursued through women participation at each stage of the programme and through the specific support they will benefit from in the frame of support to economic initiatives. Rapid vocational training activities specifically dedicated to women will also be considered, particularly in the most sensitive and remote areas as this will help them get out of the confinement of their family environment.
- Environment and climate adaptation is not directly targeted but we will a key concern for the upgrade of the urban environment. Youth activities could also address the sector according to the needs and the feasibility. In any case, all activities of the programme will take into account their impact on the environment and will promote a sustainable approach.
- The programme will also involve persons with disabilities according to the Rights based approach.

4. DESCRIPTION OF THE ACTION

4.1. Objectives/results and main activities

This programme is relevant for the Agenda 2030. It contributes primarily to the progressive achievement of SDG target Goal 11 (“Make cities and human settlements inclusive, safe, resilient and sustainable”) - but also promotes progress towards the following goals:

- Goal 4: “Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all”,
- Goal 5: “Achieve gender equality and empower all women and girls”,
- Goal 8: “Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all”
- Goal 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".

The programme's **long-term overall objective** is political stability in Lebanon.

Its **intermediate overall objective** is to prevent violent extremism in North Lebanon through the reduction of inter-communitarian tensions in this area.

Its **specific objectives (outcomes)** are:

1- Specific Objective SO1: “Reduction of social frustration in North Lebanon”. The programme will tackle the social frustration linked to:

- a- Poverty and unemployment**
- b- Poor urban environment,**

- 2- **Specific Objective SO2: “Strengthening of inter-communitarian relations in North Lebanon”.** The programme seeks to strengthen these relations notably by improving the inter-communitarian relations at youth and children level.

The **expected results (outputs)** as follows:

- 1- **Result R1:** “Increased livelihoods of the youth and the women of the targeted communities”,
- 2- **Result R2:** “Improved urban environment”,
- 3- **Result R3:** “Greater openness of the youth and the children of the various communities to each other”,

Results R1 and R2 are linked to the Specific Objective no1, while Results R3 is linked to the Specific Objective no2.

The main **activities** to achieve the expected results can be summarized as follows:

- 1- **Activities for Result R1 (“Increased livelihoods of the youth and the women of the targeted communities”)**

The activities related to Result R1 will include:

- Participation of youth and the women of the targeted communities in the design of the local activities and to follow up on their implementation. This **participatory approach** will not only allow greater empowerment of the youth and women but, drawing the lessons from previous urban development projects (see above), it will help increase strongly the efficiency of the programme and the chances to reach the targeted outputs.
- The conduct - in partnership with local business and economic associations and with local social and economic experts - of market studies allowing identify promising sectors for small-scale activities.
- Advisory services for those, particularly the youth and the women, willing to start their own businesses in the identified promising sectors. These services will include information about the various funding schemes already established by the Lebanese government, notably those managed by the ESFD and by “Kafalat”, by the Lebanese private sector, by Lebanese NGOs and by foreign agencies. They will include information on how to get access to these funds and on how to make business plans.
- The support of promising local economic initiatives that are put forward by the local residents of the targeted areas, particularly the youth and the women. Direct financial support through calls for proposals could be envisaged. Local NGOs and associations involved in local economic development could also be supported through these calls for proposals.
- The provision to youth and women of market-oriented technical skills. Skills for youth might include, among others, those for the construction sector and for urban rehabilitation works, which will allow their immediate and remunerated participation in the rehabilitation works that will be undertaken in the frame of the programme.

In fact, all rehabilitation activities foreseen in the programme will be conducted using to the highest possible extent local manpower, allowing notably the immediate integration of young people in the Labour market, training-by-doing, increased livelihoods for these young people, income generation for all those employed by the works and for their families, which means an improvement of the living conditions of the youth, the children, the women and the elderly people of these families. In particular, the rehabilitation activities foreseen to achieve Results R2 will contribute to a greater achievement of Result R1 too.

Also, women who stay at home will be targeted and special skills allowing them to work at home will be identified and provided to them, such as the skills needed in the textile industry or those needed for the preparation of traditional products.

- The support to vocational education provided by the public sector, by NGOs and local association through financial support and / or through teacher training or guidance in order to improve the quality of teaching.
- The rehabilitation and the modernization, when needed, of public vocational training schools since the improvement of the learning environment can contribute to improve the learning efficiency and to keep longer the youth in these schools, therefore increasing their technical skills.

2- Activities for Result R2 (“Improved urban environment”)

The activities related to Result R2 will include:

- The rehabilitation, the expansion or the creation of playgrounds for youth and children with the provision of the necessary equipment, when needed,
- The rehabilitation, the expansion or the creation of green areas and parks for the women, the children and the elderly with the provision of necessary equipment, when needed,
- The rehabilitation of streets, façades and roofs in some places with the provision of necessary equipment, when needed,
- The rehabilitation of the traditional meeting places for the various categories of the population.

As mentioned, these rehabilitation works will be conducted using to the highest possible extent the local manpower, notably youth, allowing hereby greater achievement of Result R1 too.

These activities will be carefully selected in order to bring positive change in life of the population, to address the effects of the climate change and will be accompanied by human social investment activities to ensure that their use is in line with our objectives.

3- Activities for Result R3 (“Greater openness of the youth and the children of the various communities to each”)

The activities related to Result R3 will include:

- The support to existing initiatives bringing closer together the youth and the children of various communities through recreational and cultural activities and joint community works (e.g. youth clubs, sports, music, street art, renovation of old places of exchange or transformation of old cultural centres into such places, educational and civic programmes).
- The support to initiatives aiming at restoring and relaunching the activities of old places of cultural exchange such as cinemas, theatres, libraries, bookshops, etc.
- In complementarity with the “Reaching all Children for Education” programme, the programme will support activities in the education sector, *inter alia*:
 - Support to out-of-school activities provided by local associations and NGOs to those youth and children who face difficulties at school, at the primary or intermediate levels in order to prevent drop-outs from the general education system. This support could also offer those who are out of school a second chance to reintegrate the general education system. According to the needs, activities will include e.g. homework support, remedial education or accelerated learning.
 - Support to general primary and intermediary public education through teacher training or guidance in order to improve quality teaching and a better grasp, by the school children, of universal values of openness and tolerance.
 - Rehabilitation and the modernization, when needed, of the primary and intermediary public schools since the improvement of the learning environment can contribute to improve the learning efficiency.

As mentioned, the rehabilitation works foreseen to achieve Result R3 will be conducted using to the highest possible extent the local manpower, notably youth, allowing hereby greater achievement of Result R1 too.

4.2. Intervention logic

The intervention logic of the current programme stems from the understanding that stabilization at the country level (**long-term overall objective of the programme**) cannot be reached without tackling the issue of violent extremism in the areas where it has developed during the last years and preventing it.

For this, the understanding is that the reduction of inter-communitarian tensions at local level is needed (**intermediate overall objectives of the programme**). These inter-communitarian tensions and the mistrust between communities have been particularly strong in North Lebanon during the last years inside the urban areas of Tripoli and its sister cities, and between them and their neighbourhood. Greater stability in North Lebanon will impact positively on the stability of the whole country.

The approach is two-fold: 1) reduction of social frustration through the empowerment of vulnerable people based on local development initiatives and through urban rehabilitation, 2) strengthening of inter-communitarian relations through the improvement of these relations at youth and children level (**specific objectives SO1 and SO2**).

The main target of the programme being the **youth** as the main agents of change, **the key outputs (results) of the programme will concern the youth.** In order to reach the specific objectives, the outputs of the programme specifically linked to the youth will consist, respectively, in the following:

- 1- Increased empowerment and livelihoods of the youth, i.e. more participation in the making of local development through the participatory approach, more integration in the labour market, more access finance for the development of their own business,
- 2- An improved urban environment that provides public playgrounds, recreational equipment and other meeting places.
- 3- Greater openness of the youth of the various communities to each other through joint recreational and cultural activities and joint community works.
- 4- Greater openness of the youth of the various communities to each other through a better grasp of the universal values of openness and tolerance - hence the need to limit drop-outs, to increase the number of years that youth spend in the *general education system* and to improve the quality of the latter and of the learning environment. Exchange between youth and elders will also be encouraged.

However, other vulnerable people will be targeted as well (women, children, elderly, persons with disabilities etc.) since this programme is fostering a comprehensive approach based on local initiatives and is promoting the participation of civil society.

5. IMPLEMENTATION

5.1. Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner country, referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

5.2. Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.1 will be carried out and the corresponding contracts and agreements implemented, is **60 months from the date of adoption by the Commission of this Action Document.**

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute technical amendments in the sense of point (i) of Article 2(3)(c) of Regulation (EU) No 236/2014.

5.3. Implementation modalities – Indirect Management with GIZ (Germany)

This action will be implemented in indirect management with the GIZ in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. This implementation entails financial support to local initiatives, technical assistance and investments in social and urban infrastructures. This implementation is justified because of the complexity and the political sensitivity of the programme and, after careful comparison between fields of activities and expertise of the various EU Member States development agencies, GIZ was considered as the

most appropriate to conduct the activities foreseen in this programme given its expertise in each of the following fields:

- Security, reconstruction and peace,
- Governance and democracy,
- Social development,
- Rural development,
- Vocational training,
- Labour market,
- Private sector development,
- Economic development and employment,
- Sustainable infrastructure.

The entrusted entity would carry out the following budget-implementation tasks:

- Establishment and management of a Technical Coordination Unit,
- Establishment of partnerships with the concerned local and national authorities,
- Establishment of a steering committee,
- Launching calls for tenders for works and supervision,
- Launching calls for proposals,
- Definition of eligibility, selection and award criteria,
- Evaluation of tenders and proposals,
- Conclusion, monitoring and managing of contracts,
- Carrying out payments, and recovering amounts due when appropriate.
- Carrying out communication and visibility measures.

If negotiations with the above-mentioned entrusted entity fail, the action may be implemented in indirect management with Expertise France. The implementation by this alternative entrusted entity would be justified because of their extensive experience and expertise in terms of democratic governance, crisis and post-crisis contexts as well as sustainable urban development. The alternative entrusted entity would carry out the budget implementation tasks as outlined above.

5.4. Scope of geographical eligibility for procurement and grants

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

The Commission’s authorising officer responsible may extend the geographical eligibility in accordance with Article 9(2)(b) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.5. Indicative budget

Programme Components	EU contribution (amount in EUR)	Indicative third party contribution
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5.3 Indirect Management with GIZ	20,000,000 ¹⁰	n/a
Total	20,000,000	n/a

5.6. Organisational set-up and responsibilities

The programme will be managed through a Delegation Agreement with GIZ (the implementing partner). The implementing partner will be responsible for the implementation of the programme under the direct supervision of the Commission.

The implementing partner will set up and staff a **Technical Coordination Unit (TCU)** to manage the programme. The TCU will set up the **Steering Committee (SC)**. The TCU will serve as the technical secretariat of the Steering Committee and ensure the widest possible dissemination of information about the programme and its various activities.

In the inception phase, the TCU will first elaborate the criteria for the socio-economic assessment of the vulnerabilities of the different targeted communities and will propose them to the European Commission for approval. The list of subsequently selected communities will also be proposed for approval to the Commission. The activities proposed in section 4.1 will be identified more precisely in the inception phase based on an inclusive and participatory approach of local developments plans. Once identified, an inception report and an action plan for one year will be prepared and presented to the European Commission for approval. The inception report and the action plan will be discussed with the SC, knowing that the SC will remain a consultation and coordination body and that the EU will remain free to act according to its own understanding of the local situation and challenges.

5.7. Performance monitoring and reporting

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

In addition the TCU will design a process allowing the civil society of the concerned communities to monitor the implementation of the programme.

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).

¹⁰ Includes provision for communication and visibility.

5.8. Evaluation

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

The mid-term evaluation will be carried out for learning purposes, in particular with respect to the intention to expand the geographical coverage of the project or to launch similar projects in other areas of the country in the future.

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

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

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

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

5.9. Audit

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

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

5.10. Communication and visibility

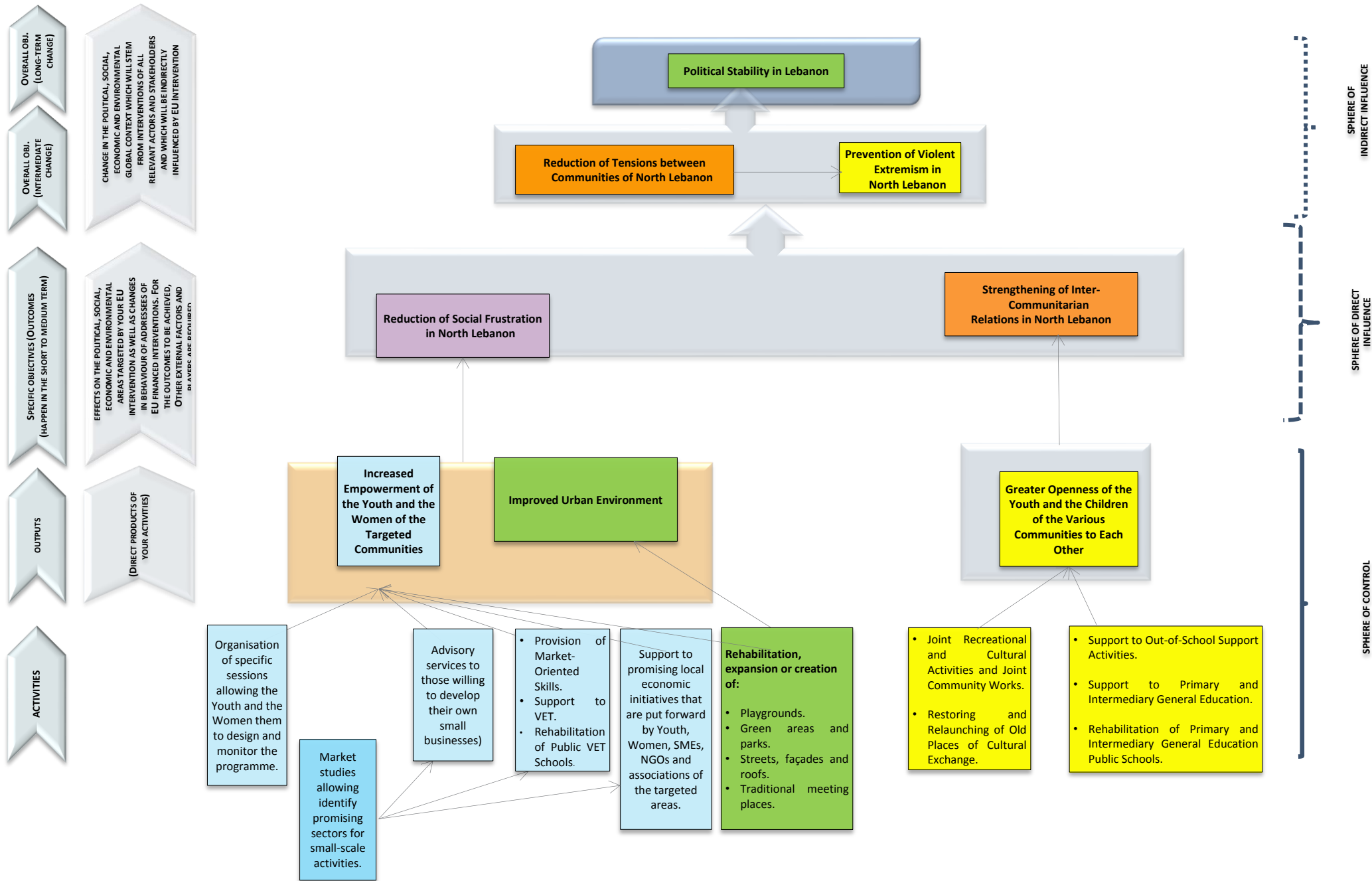
Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.5 above, concretely with the budget allocated to the implementing partner.

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

entrusted entities. Appropriate contractual obligations shall be included in, respectively, the procurement and grant contracts, and delegation agreements.

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



APPENDIX - Indicative Log-frame matrix

(The log-frame matrix will be completed during the inception phase, especially regarding baselines and targets when data are not available)

	Intervention logic	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective (long-term)	The programme's long-term overall objective is political stability in Lebanon.	Number of inter-communitarian violent acts.			<ul style="list-style-type: none"> - Reports of State institutions. - Reports of and research centres, NGOs & other implementing agencies. 	The security situation allows a smooth implementation of the activities of the programme.
Overall objective (intermediate)	The programme's intermediate overall objective is to prevent violent extremism in North Lebanon through the reduction of inter-communitarian tensions.	Number of inter-communitarian violent acts in North Lebanon.			<ul style="list-style-type: none"> - Reports of State institutions. - Reports of and research centres, NGOs & other implementing agencies working in the areas of intervention of the programme. 	The security situation allows a smooth implementation of the activities of the programme.
Specific objectives (Outcomes)	<ul style="list-style-type: none"> 1- Reduction of Social Frustration in North Lebanon. 2- Strengthening of Inter-communitarian Relations in North Lebanon. 	<ul style="list-style-type: none"> 1- Level of social frustration linked to poverty and unemployment. 2- Level of social frustration linked to the urban environment. 3- Frequency of visits to other communitarian areas. 	To be determined by the <i>ex-ante</i> / <i>ex-post</i> assessment.		<ul style="list-style-type: none"> - Reports of State institutions. - Ex-ante/ex-post assessments, through interviews with community members, of the social frustration linked to poverty and unemployment and to the urban environment. - Ex-ante/ex-post 	The end beneficiaries (the targeted populations) and the direct beneficiaries (the local authorities, the local associations and NGOs) remain involved in the programme.

					<p>assessments of the frequency of visits to other communitarian areas.</p> <ul style="list-style-type: none">- Reports of and research centres, NGOs & other implementing agencies working in the areas of intervention of the programme.	
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	Intervention logic	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Outputs	Result R1: Increased livelihoods of the youth and the women of the targeted communities.	<ul style="list-style-type: none"> 1- Number of youth and women having participated in the identification and the monitoring of the actions undertaken in the frame of the programme. 2- Number of youth and women having benefited from advisory services to launch their own business, to access finance and to draft business plans in the promising sectors identified by the programme. 3- Number of youth and women having benefited from the provision of market-oriented skills. 4- The number of new small businesses that have opened in the identified sectors, disaggregated by gender and age of owner. 5- The number of jobs created in the identified sectors, disaggregated by gender and age of employed people. 6- The survival rate of the new small businesses. 7- The number of promising local economic initiatives that have been financially 			<ul style="list-style-type: none"> - Program progress report. - Monitoring & evaluation reports. 	The security situation allows a smooth implementation of the activities of the programme.

		supported, disaggregated by gender and age of the beneficiaries. 8- Number of youth having been employed in the urban rehabilitation works.				
	Intervention logic	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Outputs	Result R2: Improved urban environment.	<ul style="list-style-type: none"> 1- The number of youth and children benefiting from the rehabilitated or expanded or newly created playgrounds. 2- The number of women, children and elderly persons benefiting from rehabilitated, expanded or newly created parks and green areas. 3- The number of people benefiting from the rehabilitation of streets, façades and roofs disaggregated by gender and age. 4- The number of people benefiting from the rehabilitation of traditional meeting places disaggregated by gender and age. 			<ul style="list-style-type: none"> - Program progress report. - Monitoring & evaluation reports. 	The security situation allows a smooth implementation of the activities of the programme.
	Result R3: Greater openness of the youth and the children of the various	<ul style="list-style-type: none"> 1- Number of youth and children having participated in inter-communitarian recreational, cultural and community works, 			<ul style="list-style-type: none"> - Program progress reports. - Monitoring & evaluation reports. 	The security situation allows a smooth implementation of the activities of the programme.

	communities to each other.	<p>disaggregated by gender.</p> <p>2- Number of youth and children having participated in the activities of restored places of cultural exchange, disaggregated by gender.</p> <p>3- Number of youth and children from the general primary and intermediary education system having benefited from out-of-school general educational support, disaggregated by gender.</p> <p>4- Changes in the rates of drop-outs, disaggregated by gender.</p>			- Tracer Studies.	
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