

Action Fiche for Lebanon**1. IDENTIFICATION**

Title/Number	European Union (EU) contribution to the ‘Government of Lebanon Response Plan to the Syrian Crisis’ (ENPI/2013/024-667).		
Total cost	<p>EUR 30 million.</p> <p>EU contribution: EUR 30 million.</p> <p>To be financed from the general budget of the European Union for 2013.</p>		
Aid method / Method of implementation	<p>Project approach –</p> <p>Partially Decentralised Management (Ministry of Social Affairs) and Joint Management (United Nations High Commissioner for Refugees (UNHCR), United Nations Children's Fund (UNICEF), United Nations Relief and Works Agency (UNRWA).</p>		
DAC-code	11120	Sector	Education facilities and training
	11130		Teacher training
	11220		Primary education
	11240		Early childhood education
	11320		Secondary education
	11330		Vocational training
	15110		Public sector policy and administrative management
	15112		Decentralisation and support to sub-national government
	15150		Democratic participation and civil society
	15160		Human rights
	73010		Reconstruction relief and rehabilitation
	14030		Basic drinking water supply and basic sanitation

2. RATIONALE

2.1. Summary of the action and its objectives

This action aims to mitigate the impact of the Syrian crisis on Lebanon, in particular it aims to alleviate the medium and longer term needs of both refugees from Syria and host communities in areas in Lebanon with high refugee concentrations. The action is in support of the Lebanese Government's response plan to the influx of refugees from Syria. It will seek to improve access to educational and early childhood development services for both groups; it will build capacity in Lebanese institutions to deal with crisis; it will aim to empower local communities socially and economically; and it plans to strengthen existing structures for the care of children and other vulnerable groups. In addition, the action will provide support to Palestine refugees from Syria (PRS).

2.2. Sector context

The continued conflict and increasing violence and hardship in Syria force evermore Syrians to seek refuge, in particular in neighbouring countries. Lebanon alone has so far been the main recipient with more than 325,000 refugees registered or awaiting registration by the end of February 2013. This number is expected to continue to increase.¹ As some refugees are hesitant to register with the United Nations High Commissioner for Refugees (UNHCR), the actual number of refugees from Syria is considered to be even higher. In addition to Syrian refugees, intense fighting in Palestine refugee camps in Syria led to a significant increase in the influx of PRS. These refugees fall under the mandate of the United Nations Relief and Works Agency (UNRWA) and not UNHCR. By end of February 2013, there was approximately 31,500 PRS in Lebanon. Finally, more than 20,000 'Lebanese returnees', i.e. people who formally are Lebanese, but have lived in Syria often for decades, have entered Lebanon in conditions similar to other refugees, but falling outside the mandate of the UNHCR as they are formally nationals of the host country.

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

In a major reversal of previous policy, the Lebanese Prime Ministry on 3 December 2012 launched the "*Response of the Government of Lebanon to the Crisis of Syrian Displaced Families*". This was the first official recognition of the urgency of the crisis and of the Government's responsibility in dealing with it. The response plan represents a global approach that intends to bring together all the actors – the United Nations (UN), local and international NGOs as well as donors - under the umbrella of the Lebanese Government.

¹ As of 22 February 2013 the number was 309 997, representing more than 34% of all refugees registered and awaiting registration in the region (907 100). In mid-October 2012 the forecast for the end of year 2012 was 120 000 refugees. The actual number was 180 000 – 50% higher than forecasted.

An inter-ministerial committee (IMC) headed by the Prime Minister has been set up to implement the response plan. The Ministry of Social Affairs is in charge of co-ordination. The set-up of the IMC and the distribution of responsibilities among ministries and institutions is an encouraging development as the previous lack of co-ordination and clear mandates were sources of concern among the international community. Now that the Government has taken on responsibility, it is important that the international community support its institutions to be able to manage the tasks.

The Government of Lebanon plan has to be seen in the sensitive political context of Lebanon-Syria relations. As the number of refugees increase and as the Lebanese elections in June 2013 approaches, the question of Syrian refugees could become a major political issue. This could have consequences for the Government's response to the influx of refugees. The increasing number of PRS is equally sensitive in Lebanon.

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

Humanitarian assistance is already mobilised to address the immediate humanitarian needs of the refugee population, e.g. food and shelter. In addition, non-emergency assistance has also been provided, but at a much smaller scale. It is clear that the needs of the refugees from Syria, as well as of the Lebanese host communities, will go beyond the immediacy of humanitarian assistance. In light of the vulnerability of the host communities there is an increased risk of tension emerging between the refugee population and their hosts. There are already indicators of increased tension between the groups in public discourse of public figures and parts of the general public. Tensions are often rooted in access to employment and resources. As the number of refugees continues to increase rapidly, it is important to scale up activities to address, and as far as possible mitigate, this risk by addressing the medium to long term needs of both groups.

2.3. Lessons learnt

The new approach of the Lebanese Government, finally acknowledging the crisis, is expected to have a positive impact on the overall response. The Lebanese Government has been very open to suggestions from the international donor community. There is general consensus that the donor community should engage and support the Lebanese Government in its efforts. Both previous responses through the European Neighbourhood and Partnership Instrument (ENPI) to this crisis fit into the Government of Lebanon plan. This third intervention will build on those previous decisions, expanding the scope of the activities in order to accommodate needs of the rapidly increasing group of people in need of assistance. In addition, to reinforce

ownership these funds will be committed through the signature of a Financing Agreement between the European Union, represented by the European Commission, and the Lebanese Government (previous interventions were mobilised through Commission's Decisions), thus involving officially and in practice the Lebanese Government in the implementation of this programme which is a concrete contribution to the priorities of the Lebanese Government's Response Plan.

The co-ordination between the Lebanese Government and UN agencies appears to improve. As the crisis is a refugee crisis, the main co-ordination mandate on the UN side is with the UNHCR. The co-ordination between UN agencies involved in the crisis and the donor community at Beirut and Headquarters levels has improved, but will need continued focus and support.

The EU has already had success with adopting a two-step approach to refugee crises providing emergency humanitarian assistance while at the same time addressing medium to long term needs. The improvements made to local host communities can play a significant role in reducing brewing tensions between refugees and host populations. In doing this, a particular emphasis has and will be given to the particular needs within Lebanon and challenges which pre-dated the Syrian conflict in order to insure conflict-sensitivity.

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

2.4. Complementary actions

This action is complementary to the support provided by the EU to address the needs raised by the influx of refugees as a consequence of the crisis in Syria from a humanitarian point of view as well as the activities of certain EU Member States, other donor countries, international organisations and NGOs. It comes in continuation to two previous interventions: *Support to areas affected by the influx of Syrian refugees to Lebanon*² which allocated EUR 5 million through a contribution agreement with UNHCR to address medium and long term needs in the areas of i) capacity building of host country institutions to handle the crisis (ministerial and municipal level as well as civil society organisations), ii) education and iii) local community empowerment; and *Support to areas affected by the influx of Syrian refugees to Lebanon II*³ which allocate EUR 10 million through contribution agreements with UNHCR and the United Nations Children's Fund (UNICEF), as well as a call for proposal (NGOs and UN agencies), to address i) education, ii) child needs and vulnerabilities; iii) capacity building of Lebanese institutions and structures, iv) local community empowerment, and v) vulnerabilities identified through a call for proposals.

The extension of these initiatives is justified, and urgently needed, in light of the massive and rapid increase in the number of refugees (more than quadrupled since May 2012) as well as the increased areas affected by the influx of refugees from

² C(2012)3815 adopted on 7 June 2012.

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

Syria. When the first intervention was being planned in April 2012 there were 22 000 refugees. When the second intervention was being planned in October 2012, the number was 120 000. The 200 000 mark was breached during the first third of January. With such a rapid influx the needs for support increases at least at the same rate.

By the end of February 2013, the European Commission has committed EUR 27.3 million for emergency humanitarian assistance in Lebanon addressing needs of both Syrian and Palestine refugees. In addition to this, the funds pledge, inter alia at the international donor conference in Kuwait 30 January 2013, are in the process of being contracted, including for emergency humanitarian assistance inside Lebanon. The Instrument for Stability has so far intervened with EUR 2.5 million in Lebanon with support to housing and alternative education modalities.

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

2.5. Donor co-ordination

The EU has a close working relationship with the Lebanese Government, the main UN agencies involved in the response to the influx of refugees from Syria to Lebanon inter alia UNHCR, United Nations Development Programme (UNDP), UNICEF, World Food Programme (WFP), UNRWA) as well as with a number of international and national NGOs that often act as implementing partners for UN agencies.

Since the beginning of the refugee influx, UNHCR co-ordinated the response in Lebanon with the Lebanese authorities. On a regional level, UNHCR leads the process of regional response plans. Since the launch of the Lebanese Government's response plan, UNHCR and the Lebanese Government have worked closely together on a consolidated plan for Lebanon. UNHCR has the mandate to deal with all non-PRS. UNRWA, being the specialised agency for Palestine refugees, has the mandate to care for all PRS coming to Lebanon. Due to its specialised knowledge and know-how in the areas of education and care for children, UNICEF plays an important role as co-chair of a number of co-ordination groups under the refugee response, e.g. education and child protection.

Regular co-ordination meetings are being conducted at various levels. Some are donor oriented, others are technical in nature (e.g. shelter, education, child protection, water, sanitation and hygiene (WASH) inviting all involved partners to participate. There are both meetings held at Beirut level as well as in the regions at field level. The regular meetings are co-ordinated by UNHCR and involve donors, implementing and other partners and increasingly Lebanese authorities.

This new EU contribution will address non-humanitarian needs of the refugees coming from Syria and the Lebanese host communities. The nature of the activities proposed has been closely co-ordinated with the humanitarian community to ensure the above.

In addition, all actions will be closely co-ordinated at EU level and with EU Member States.

3. DETAILED DESCRIPTION

3.1. Objectives

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

The **specific objective** of this project is: to alleviate the medium and longer term needs of both refugees from Syria⁴ and host communities in areas in Lebanon with high Syrian refugee concentrations.

3.2. Expected results and main activities

The intervention will contain five components – four will be implemented through joint management (UNHCR, UNICEF, UNRWA), the fifth will be managed in a partially decentralised manner and implemented through a call for proposals.

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

This component will be implemented through UNHCR and UNICEF.

Expected results are:

Result 1: Capacity and quality of national primary and secondary education structures in regions hosting Syrian refugees is reinforced

Activities under this result will focus on providing school care in areas affected by the influx of Syrian refugees. The activities will target refugee and host community children alike.

Main activities may include:

- Expand physical capacity of educational structures;
- Cover school running costs for second shift classes;
- Support access to schools (tuition fees, transport, school supplies);
- Provide accelerated learning programmes to facilitate transition to Lebanese curriculum;
- Learning support lessons;

⁴ "Refugees from Syria" also include persons without Syrian nationality but originally residing in Syria (e.g. Lebanese returnees, Palestine refugees) that have fled the country to Lebanon as a consequence of the crisis.

- Enforce capacity of Lebanese educational institutions;
- Train teachers, school administrators and engage parents to improve quality of educational services.

Result 2: Quality of early childhood development programmes improved

Activities under this result will focus on pre-school child care, notably kindergarten services. The activities will benefit the children enrolled in kindergartens as well as their parents. In addition to fostering physical and mental growth, kindergartens provide safe protective environments for the children.

Main activities may include:

- Provide kindergartens with early childhood development kits;
- Train teachers in early childhood education.

Component 2 – Strengthening capacity of Lebanese institutions and communities in dealing with crisis

This component will be implemented through UNHCR.

Expected results are:

Result 3: Capacity of Lebanese institutions to deal with crisis improved

Activities under this result will focus on enhancing the capacity of Lebanese institutions in dealing with crisis. Such support is needed at central as well as local levels.

Main activities may include:

- Capacity building and training of staff from relevant Lebanese authorities (e.g. Ministry of Social Affairs, Ministry of Interior, municipalities).

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

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

Main activities may include:

- Vocational training;
- Life skills training;

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

Component 3 – Strengthening existing Lebanese structures for the care of children and other vulnerable groups in areas affected by the influx of refugees coming from Syria.

This component will be implemented through UNICEF.

Expected results are:

Result 5: Existing Lebanese structures are strengthened to better care for children, youth and other vulnerable groups

Activities under this result will focus on engaging youth, among refugee and host communities alike, to build their capacity and limit the risk of exposure to conflict through life skills based education, psycho-social support and delivery of psychological assistance. In addition, activities will focus on building capacity in existing Lebanese institutions to support vulnerable groups, in particular people at risk of, or victim of, sexual and gender based violence (SGBV).

Main activities may include:

- Assist youth clubs to provide life skills training;
- Assist Lebanese structures to provide non-emergency psycho-social and psychological support;
- Strengthen Lebanese structures to provide responsive and preventive SGBV services;
- Increase capacity for confidential spaces for confidential counselling on SGBV in Lebanese facilities;
- Train Lebanese professionals in SGBV identification, referral and assistance;
- Deliver awareness campaign about domestic violence;
- Provide income generating projects for victims of SGBV.

Component 4 – Support to Palestine refugees from Syria in the areas of education and housing

This component will be implemented through UNRWA.

Expected results are:

Result 6: Children in school age are provided with access to education

Activities under this component will address the particular needs of Palestine refugees from Syria. As they are Palestine refugees, they do not fall under the mandate of UNHCR, but under that of UNRWA. Conditions in the Palestine refugee camps in Lebanon are already dire and UNRWA is suffering from funding problems, even before the influx of refugees. These activities will be complementary to the IfS-funded project ‘Ensuring the Protection of Conflict-affected Palestine Refugees from Syria’ (310-690) which is also implemented through UNWRA.

Main activities may include:

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

Result 7: Shelter support

There is insufficient resources and space in Palestine Refugee camps in Lebanon to provide shelter for all incoming refugees.

Main activities may include:

- Cash distributions for rental expenses through UNRWA;
- Rehabilitation of collective shelters.

Component 5 – Facility to provide non-emergency support to vulnerable refugee and host community populations in areas in Lebanon particularly affected by the influx of refugees from Syria

This component will be implemented through a call for proposals.

The expected results include:

High impact projects of varying sizes effectively addressing the medium and long term (12-24 month) needs of refugees from Syria and host communities in areas in Lebanon specially affected by the spill-over from the Syrian conflict.

Depending on the projects identified through calls for proposal main activities may, inter alia, include:

- Livelihood activities;
- Education activities;
- Activities in host communities to combat domestic and gender-based violence and assist victims;
- Psycho-social, psychological support and recreational activities for children and youth;

- Capacity building, vocational education/training and/or life-skills training;
- Community empowerment and community mobilisation activities in host communities;
- Conflict prevention activities;
- Capacity building for local authorities and local NGOs;
- Medium to longer term water and sanitation (WASH) activities;
- Activities targeting persons with disabilities among the target beneficiaries;
- Advocacy.

3.3. Risks and assumptions

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

Risks include:

- The Syrian conflict could spill-over into Lebanon. This could jeopardise the project and cut-off access to Lebanese territory for international organisations and actors;
- The Lebanese authorities will be hampered in dealing with the crisis due to political constraints and limitations on capacities and resources;
- Some actors in the international community (state and non-state actors) could provide interventions outside the established co-ordination mechanisms, which could lead to cases of duplication of support;
- Return of refugees to Syria due to end of conflict and improvement of living conditions in the country (positive "risk").

3.4. Cross-cutting issues

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

3.5. Stakeholders

Main stakeholders were consulted during the preparatory period.

The direct beneficiaries are:

- The refugee population and the hosting communities in areas affected by the influx of refugees from Syria;

- The local and central Lebanese authorities benefiting from capacity building activities and improvement of infrastructure;
- PRS and the existing Palestine refugee population (i.e. host community) in Lebanon;
- Other stakeholders include local and international NGOs and organisations identified as implementing partners for the various activities.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country.

4.2. Indicative operational implementation period

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

4.3. Implementation components and modules

4.3.1. Joint management with an international organisation

Components 1 to 4 will be implemented in joint management with UNHCR, UNICEF and UNRWA (as detailed under section 3.2). This implementation is justified because these organisations have a mandate to support – respectively – non-Palestine refugees, children and PRS. Joint management with these international organisations in accordance with Article 53d of Financial Regulation 1605/2002 is possible because each organisation is bound by a long-term Financial and Administrative Framework Agreement (FAFA) signed between the European Community (now Union) and the United Nations on 29 April 2003.

The international organisations will be responsible for tendering procedures, concluding and managing contracts, and carrying out payments.

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

For component 4, the Commission authorises that the costs incurred by UNRWA may be recognised as eligible as of 1 March 2013 so that the assistance to a vulnerable population severely affected by the Syrian crisis will suffer no gap of funding.

Component 5 of this action will be implemented in partially decentralised management with the Government of Lebanon in accordance with Articles 53c and 56 of the Financial Regulation 1605/2002 according to the following modalities:

The partner country will act as the contracting authority for the procurement and grant procedures. The Commission will control ex-ante all the procurement and grant procedures. Payments are executed by the Commission.

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

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

In accordance with Article 262(3) of the Rules of Application, the partner third country shall apply for procurement rules of Chapter 3 of Title IV of Part Two of the Financial Regulation. These rules as well as rules on grant procedures in accordance with Article 193 of the Financial Regulation will be laid down in the financing agreement concluded with the partner country.

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

Subject to the following, the geographical eligibility in terms of place of establishment for participating in procurement procedures and in terms of origin of supplies and materials purchased as established in the basic act shall apply.

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

4.5. Indicative budget

Component	EU Contribution (EUR million)	Third party contribution (EUR million)
Component 1: Joint Management with UNHCR & UNICEF	15.7	0
Component 2: Joint Management with UNHCR	2.9	0

Component 3: Joint Management with UNICEF	2.9	0
Component 4: Joint Management – Standard Contribution Agreement with UNRWA	5	0
Component 5: Partially Decentralised Management with Lebanon	3.2	0
Evaluation and Audit	0.3	n/a
Total	30	0

4.6. Performance monitoring

The performance of the project will be closely monitored by the project implementing bodies (UNHCR, UNICEF, UNRWA, MOSA, grant beneficiaries). Appropriate reporting and reviewing measures will be built into each contract/agreement to ensure close follow-up on part of the Commission. The Commission reserves the right to carry out verification missions as needed.

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

4.7. Evaluation and audit

The project will be subject to mid-term and final evaluations to be contracted indicatively in year 2 and year 4 of the project.

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

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

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

An amount of EUR 300,000 is earmarked for audit and evaluation purposes, which will be implemented through services contracts under centralised management.

4.8. Communication and visibility

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

All visibility activities will be implemented in accordance with the "Communication and Visibility Manual for EU External Actions"⁵. Depending on the evolution of the situation on the ground, visibility activities might need to be scaled down in order to allow a successful implementation of the project activities.

⁵ http://ec.europa.eu/europeaid/work/visibility/index_en.htm.