



# LEBANON CRISIS **RESPONSE PLAN**



**2017- 2021** (2021 update)



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List of partners



## Terminology in the Lebanon Crisis Response Plan (LCRP)

The UN characterizes the flight of civilians from Syria as a refugee movement, and considers that these Syrians are seeking international protection and are likely to meet the refugee definition.

The Government of Lebanon considers that it is being subject to a situation of mass influx. It refers to individuals who fled from Syria into its territory after March 2011 as temporarily displaced individuals, and reserves its sovereign right to determine their status according to Lebanese laws and regulations.

The Lebanon Crisis Response Plan uses the following terminologies to refer to persons who have fled from and cannot return to Syria:

1. "persons displaced from Syria" (which can, depending on context, include Palestinian refugees from Syria as well as registered and unregistered Syrian nationals);
2. "displaced Syrians" (referring to Syrian nationals, including those born in Lebanon to displaced Syrian parents);
3. "persons registered as refugees by UNHCR" and;
4. "Palestinian refugees from Lebanon" (referring to 180,000 PRL living in 12 camps and 156 gatherings) and;
5. "Palestinian refugees from Syria" (referring to 27,700 PRS across Lebanon).

## CORE PRINCIPLES AND COMMITMENTS

Building on the lessons learned from previous LCRP frameworks, as well as a needs and results-based approach used for defining outputs, targets and related budgets, key priorities for improving delivery of the LCRP include:

- Strengthening current tracking, monitoring and evaluation mechanisms;
- Improving transparency, efficiency and accountability;
- Reinforcing Government institutions' leadership and partnership with UN organizations, the donor community, international and national non-governmental organizations and other civil society actors;
- Enhancing the programmatic design and implementation systems in view of the broadened focus on stabilization and targeting the most vulnerable; and
- Improving field level coordination in light of the multi-year programming envisioned for 2017-2020.

As a basis for addressing these priorities, several core principles and commitments have been agreed between GoL and its international partners: see section 4.6, 'Principles of partnership and accountability'.

## Partners involved in the LCRP

ABAAD, ACF, ACTED, ADRA, AMEL, AND, ANERA, ARCS, AVSI, Akkarouna, Al Fayhaa, Al Majmoua, Al Midan, Alpha, Ana Aqra, Arcenciel, Arche Nova, Armadilla, azmsaade, Borderless NGO, B&Z, British Council, CARE, CESVI, CISP, CONCERN, COOPI, Caritas, Common Effort, DRC, FAO, Fair Trade Lebanon, FISTA, Fondation Mérieux, forheartassoc, GVC, HCI Lebanon, HelpAge, HI, Himaya, Humedica, HWA, ICU, IDRAAC, IECI, ILO, IMC, INARA, IOCC, IOM, IR, IRC, ISWA, International Alert, Intersos, JRS, Lactica, LAW, LECORVAW, LOST, LSESD, LebRelief, MAG, MAGNA, MAPs, MCC, MDM, MDSF, MEDAIR, MEHE, MTI, Mercy Corps, Mercy USA, MPDL, MoA, MoE, MoET, MoEW, MoFA, MoIM, MoL, MoPH, MoSA, MoSDA, Mouvement Social, NABA'A, Nabad, Near East Foundation, Nusaned, NRC, ODAIb, OXFAM, PCPM, PU-AMI, Plan-International, RET Liban, RI, RMF, RtP, SAMS, SAWA, SAWA Group, SCI, SDAid, SHEILD, Safadi Foundation, Solidarités, Taawon, Tabitha-Dorcas, Tahaddi Lebanon, TdH - It, TdH - L, UN-Habitat, UNDP, UNFPA, UNHCR, UNICEF, UNIDO, UN-OCHA UNOPS, UNRWA, UNWOMEN, URDA, Un Ponte Per, WCH, WFP, WHO, WRF, WVI, Welthungerhilfe. In addition, the LCRP includes over 50 additional partners who are indirect partners of the LCRP. For a full updated list of partners, please visit <http://ialebanon.unhcr.org/reportingpartners>

Please note that appeals are revised regularly. The latest version of this document is available on <http://www.LCRP.gov.lb> and <http://data.unhcr.org/syrianrefugees/regional.php>. Financial tracking can be viewed from <http://fts.unocha.org>.

*Cover photo credit: thirty-seven-year-old Syrian refugee Mouhamad plays with his three-year-old daughter Yasmine on the rooftop of their house in Barja, Lebanon. Photo Credit: UNHCR, Lebanon, May 2020.*

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# REFERENCE MAP



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LOCATION DIAGRAM



- ★ Capital
- Major Towns
- ..... Waterways
- ..... International Boundaries
- Governorate Boundaries
- Caza Boundaries



# PART I

## LEBANON CRISIS RESPONSE STRATEGY

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EXECUTIVE SUMMARY

LCRP AT A GLANCE

SITUATIONAL ANALYSIS

RESPONSE STRATEGY

RESPONSE MONITORING AND EVALUATION

# EXECUTIVE SUMMARY

Now in its tenth year, Lebanon remains at the forefront of one of the worst humanitarian crises of our time and continues to host the highest number of displaced per capita in the world and in one of the smallest countries in the world,<sup>1</sup> showing tremendous commitment to displaced Syrians and vulnerable populations within its borders. As of November 2020, the Government of Lebanon (GoL) estimates that the country hosts 1.5 million Syrians who have fled the conflict in Syria, including 879,598 registered as refugees with UNHCR, along with 257,000 Palestine Refugees in Lebanon, Palestinian refugees from Syria, other UNRWA eligible persons from Lebanon.<sup>2</sup> Since 2011, Lebanon has received US\$8.807 billion in support under the Lebanon Crisis Response Plan (LCRP). The assistance made possible by donor contributions and implemented by humanitarian, Government and development partners under the LCRP, along with the exceptional hospitality of Lebanese communities, has brought substantial, vitally-needed support across all sectors and has prevented an even greater deterioration of living conditions for the poorest groups. Achievements under the LCRP and through Government, include: support to Lebanese critical infrastructure such as water and waste management; a wide range of initiatives helping local municipalities address livelihoods and service provision for their communities; extensive cash assistance bringing life-saving support to the poorest populations while boosting the local economy; support to health centers and hospitals around the country; and substantial advances in helping the Government of Lebanon enrol greater numbers of children in public schools every year. The conflict in Syria has imposed a heavy economic, environmental and social toll on Lebanon. It contributed to the decreasing transit trade that had already started in 2005, and stalling service exports like tourism.<sup>3</sup> Post the Beirut Port explosions, the real GDP growth was downgraded further to -18.6<sup>ii</sup> posing further threats to the socio-economic landscape. The marginal effect of the trade shock on GDP reached -2.9 percentage points between 2012 and 2018, while the refugee arrivals boosted GDP by 0.9 percentage points by increasing aggregate demand and labour supply.<sup>iii</sup> The crisis has also had a significant toll on Lebanon's already strained natural resources (water, air, land and ecosystems).<sup>3</sup> Lebanon now faces multiple compounding crises. The COVID-19 outbreak hit the country at a particularly difficult time of economic decline and political fragility, leading to further worsening of the socio-economic situation with direct effects on unemployment and services. The devastating impact of the Beirut Port explosions further cemented the call, which started in October 2019 with the widespread protests, for urgent political and institutional

reforms to increase transparency, strengthen governance and get the country on the path to recovery. The advent of the port explosions added a tremendous strain on the country's general economy, and created additional despair, loss of jobs and tensions. Amidst the unfolding crisis, including the LBP losing 80 per cent of its value, poverty levels amongst displaced populations and Lebanese are sharply on the rise and have crippled people's ability to cope. It is estimated that approximately 23.2 per cent of Lebanese have been plunged into extreme poverty but due to existing data gaps, further data is needed to fully understand the extent of the situation.<sup>iv</sup> Some 91 per cent of displaced Syrians are living on less than \$3.8 a day. One stark illustration of the deteriorating situation is the increase in irregular onward movements by sea from Lebanon towards Cyprus in 2020 compared to previous years. Around 80 per cent of the people embarking on these movements have been displaced Syrians while most of the others were Lebanese, and a smaller number of Palestinian refugees or migrant workers, all citing the inability to survive in Lebanon as the main motivating factor. The Lebanese authorities have increased their efforts, including surveillance of the coast, to prevent such unsafe sea departures. Another example is the rising concerns about the possible increase in malnutrition as a result of decreased access to food and inadequate dietary intake for some of the most vulnerable.<sup>v</sup> The multiple crises have heightened social instability with tensions increasing as people are competing for the scarce resources for their basic survival. Tensions continue to be primarily driven by competition in access to jobs and services, catalysed by the deteriorating socio-economic situation and political differences, and aggravated by COVID-19 prevention measures. Eviction threats and evictions have been a major and rising concern in 2020 relative to the previous year, particularly for those living in urban areas. Despite its importance, the percentage of displaced Syrians aged 15 years and above having legal residency continues to show a downward trend.<sup>4</sup> <sup>vi</sup> Other major protection challenges in 2020 include, mental health, Sexual and Gender Based Violence (SGBV), child marriage and child labour as well as violence against children. The LCRP, a joint plan between the Government of Lebanon and its international and national partners, aims to respond to these challenges in a holistic, comprehensive and integrated manner through longer-term, multi-year planning to achieve the following strategic objectives: ensure the protection of displaced Syrians, vulnerable Lebanese and Palestinian refugees; provide immediate assistance to vulnerable populations; support service provision through national systems; and reinforce Lebanon's economic, social and environmental stability. The LCRP uses a needs-based approach which adapts to changes in experiences and context. The yearly appeal is developed based on this annual review of needs. The LCRP takes note of the Policy of Return of Syrian Displaced.

(1) Surface area 10,452Km<sup>2</sup>.

(2) 27,000 Palestinian refugees from Syria (PRS), a pre-existing population of an estimated 180,000 Palestinian refugees and other eligible persons.

(3) Without taking into account the cost of global environment, the Cost of Environmental degradation for Lebanon in 2005 reached 3.2 percent of GDP (US\$ 686 million or US\$ 830 million in 2008 prices) (World Bank, 2011) and in 2018 this cost was about 4.4% of GDP (equivalent to US\$ 2.35 billion) (UNDP, 2018). The influx of large number of refugees has added pressure to the environmental degradation, particularly in increased wastewater discharge and air emissions, as well as solid waste and impacts on land and ecosystems. (MOE/EU/UNDP, 2014).

(4) Decrease from 27 per cent in 2018, to 20 per cent in 2020.

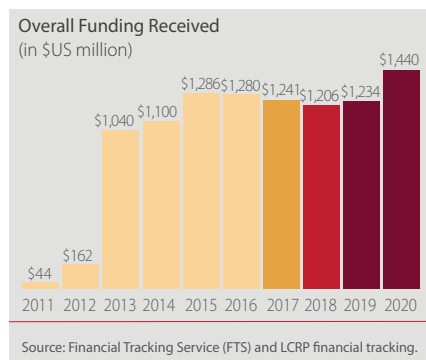


# AT A GLANCE

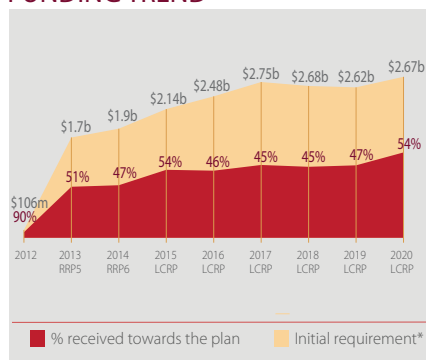
## 2021 PLANNING FIGURES



## DONOR CONTRIBUTION



## FUNDING TREND



## STRATEGIC OBJECTIVES



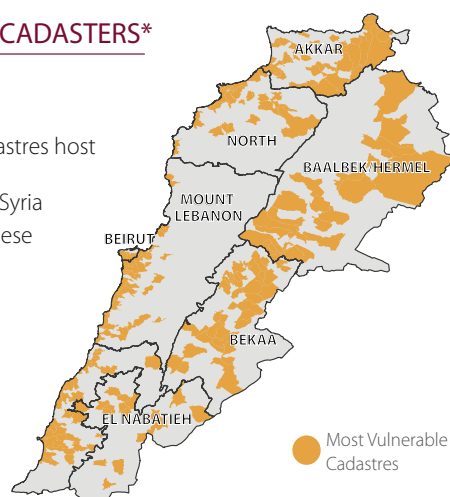
## 2021 TARGETS & REQUIREMENTS BY SECTOR

PEOPLE TARGETED		SECTORS	REQUIREMENTS (US\$)
2,400,037		Social Stability	131m
2,475,381		Health	239m
1,883,700		Protection	213m
1,810,843		Water	183m
1,799,475		Food Security & Agriculture	826m
1,651,498		Basic Assistance	414m
727,682		Shelter	88m
678,487		Energy	22m
680,833		Education	430m
92,036		Livelihoods	199m

## MOST VULNERABLE CADASTERS\*

251 Most Vulnerable Cadastres host

87% Displaced from Syria  
67% Deprived Lebanese



\* The map will be reviewed and updated based on an agreed methodology for targeting as part of the LCRP Mid-Term Review process scheduled for the second quarter of 2019.

# SITUATIONAL ANALYSIS<sup>5</sup>

The concerted response by the Government, international partners and civil society prevented a sharp decline in socio-economic vulnerability levels for displaced Syrians between 2015 and 2019, compared to the steep deterioration witnessed between May 2014 and April 2015. Support to public institutions under the LCRP has continuously increased, from \$171.5m in 2015 to more than \$245.4m in 2019 to ensure ongoing access of all populations to basic services. However, the multiple crises in 2019 and 2020 that Lebanon is experiencing has deteriorated socio-economic conditions, further compounded vulnerabilities<sup>vii</sup> and the conservation of the environment to the extent that many of the positive gains made under the response are expected to be reversed.

Efforts of unprecedented magnitude are needed in 2021 to meet the rising needs in the country, including for the 1.5 million displaced Syrians (51 per cent women and 54 per cent children<sup>6</sup>), an estimated 257,000 Palestine Refugees in Lebanon, Palestinian refugees from Syria, other UNRWA eligible persons from Lebanon that the country hosts as well as 1.5 million vulnerable Lebanese.<sup>viii,jx</sup> There are also 16,631 refugees of Iraqi, Sudanese and other origins in Lebanon.

Relative to its national population, Lebanon hosts the largest number of refugees in the world in one of the smallest countries in the world,<sup>7</sup> and there is rising frustration over the protracted stay of persons displaced from Syria, and the limited number of returns to Syria. This can be increasingly found in public narratives and translates into heightened antagonist sentiments in traditional and social media, as well as within communities. Furthermore, the economic crisis as well as the COVID-19 outbreak and the Beirut Port explosions have exacerbated tensions around hospitality fatigue as competition for survival resources is increasing, all with negative implications on the state of natural resources. While over 80 per cent of refugees have expressed their

(5) This situational analysis relies on a combination of datasets collected through surveys and focus group discussions with affected men, women, boys and girls from the refugee and Lebanese communities. The needs of different segments of the population have been considered in relation to their exposure to threats, vulnerabilities and coping capacities.

(6) Out of the 54% of registered displaced Syrian children, 43% are considered at risk. This includes 3500 unaccompanied and separated children (53% are boys and 47% are girls).

(7) Surface area 10,452Km<sup>2</sup>.

ultimate intention to return,<sup>x</sup> only a smaller number have gone back in 2020, due also to the impact of the COVID-19 outbreak. The main barriers to return cited by refugees remain the lack of sustainable safety and security in Syria, housing, land and property issues, lack of access to services and livelihood opportunities in areas of return.<sup>xi,8,xii</sup> In addition, requirements related to PCR testing and exchange of \$100 upon entry to Syria are further impediments.

## Humanitarian Crisis within an Economic Crisis

On 2 September 2019, Lebanon's political leaders declared a "state of economic emergency" as a result of the country's long standing structural problems, including the mounting public debt of \$91 billion (close to 170 per cent of Gross Domestic Product, one of the highest in the world), low GDP growth and a high fiscal deficit (almost 10 per cent of GDP).<sup>xiii</sup> The political and economic concerns led to widespread protests starting in October 2019. The civil unrest was accompanied by an economic contraction. In April 2020, the real GDP was forecasted to contract by 12%<sup>xiv,9,xv</sup>, this was then revised to 18.6%.<sup>xvi</sup> The rapid deterioration of the LBP in the parallel market that started in the four quarter of 2019, led to the loss of nearly 80 per cent of its value.<sup>10</sup> This, coupled with the shortage of dollars, resulted in major price increases and a lack of key items in the Lebanese consumption basket, primary food items, medicine and fuel.<sup>xvii</sup> Also, the depletion in the foreign reserves of the Central Bank, is posing serious threats to phasing out of subsidies. From March 2020, the COVID-19 outbreak and its containment measures<sup>11</sup> have further worsened the economic crisis.

(8) A study carried out in August-October 2019 with a representative sample of 3000 Syrian refugees in Lebanon found that most refugees wanted to go back to their place of origin, and local conditions in people's hometowns—namely safety, economic conditions, availability of public services, and personal networks—were the most important predictors of return intentions.

(9) This estimate is from April 2020 and hence likely to not capture the full impact of the compounded crises, as the COVID-19 related measures continued after April and the Beirut Port explosions in August.

(10) During the period 2007-2010 the economy grew 8% on average, for the period 2012-2018 it grew 1.5% on average, while during the year 2019 it is estimated to have declined by 5.6% (concentrated in the last trimester of 2019).

(11) On March 16 2020, the Government of Lebanon (GoL) declared a State of General Mobilization in response to the COVID-19 outbreak, halting all non-essential commercial activity.



**80%**  
of **refugees** have expressed  
their ultimate intention to **return**

Lebanese Pound (LBP) loss nearly  
**80%** of its value

Besides the loss in human lives, the physical damages caused by the Beirut Port explosions are calculated in US\$3.8 to 4.6 billion (the most severely affected being housing and culture sectors); and the losses in economic flows are estimated to be in the range of US\$ 2.9-3.5 billion (the most severely affected being housing, followed by transport and port and culture).<sup>xviii</sup> Furthermore, the impact of the Beirut Port explosions on August 4 extend far beyond Beirut, severely damaging the main logistical entry and exit point of a country heavily reliant on imports, as well as impacting the productive sectors and small to medium size businesses. More than 90 per cent of Lebanon's imports are through Port of Beirut, and with the damage of most of the nation's stockpiles, there is a real threat to food security in the country.

Micro, small and medium enterprises (MSMEs) constitute 95 per cent of the total of formal enterprises in Lebanon and employ over 50 per cent of the workforce,<sup>xix</sup> and self-employment constitutes 30 per cent of the employed population.<sup>xx</sup> The current crises have negatively impacted MSMEs by further complicating the access to financial capital on one hand and reducing the demand for goods and services on the other. Reportedly, the main reason for disruption of work among vulnerable populations was that employers had to close businesses or were forced to reduce staff, with displaced Syrians disproportionately affected by these layoffs.<sup>xxi</sup> Displaced Syrian men are 6 times more likely to participate in the labour market than displaced Syrian women, with a labour force participation of 66 per cent for men, and 11 per cent for women in 2019. Female-headed households are largely engaged in agriculture (28 per cent), compared to 15 per cent of men-headed households. The average per capita weekly income of men is almost double that of women on the national level (US\$ 75 for men vs US\$ 41 for women). One sector that has been heavily impacted is the agriculture sector which is characterized by relatively high costs of production and relatively low value outputs.

**The impact has been severe on farmers and the agriculture sectors.** The agricultural sector has now moved to a low input system, which will likely result in a decline in yields and marketable production. Many farmers lack liquidity to purchase inputs in adequate amounts and have started to substitute, where possible, various inputs such as imported chemical fertilizers (compound and simple) and imported composts for

local manure or composts or saved their own seeds for imported certified ones. In addition, many farmers are trying to reduce their use of imported chemical pesticides. Responding to the restrictions on foreign currency transactions, importers and retailers of agricultural inputs are now only accepting payments in cash instead of selling on credit as in the past. Cash payments are made either in US dollars or LBP equivalent using the exchange rates of the parallel market.<sup>xxii</sup> Particularly in mid-2020, the cost of production in various agricultural systems increased by more than 50 per cent.<sup>xxiii</sup>

The multiple crises have exacerbated pre-existing fragilities, vulnerabilities and an already challenging humanitarian situation for the most vulnerable Lebanese, and for displaced persons from Syria, Palestinian refugees from Syria, Palestine refugees in Lebanon, and migrant workers. They are disproportionately affecting persons with specific needs, including children.<sup>12</sup> The crisis has also had a significant toll on Lebanon's already strained natural resources (water, air, ecosystems and land).<sup>13</sup> In addition, the deteriorating conditions of both Lebanese and displaced populations, can increase radicalization and extremism, thus adding more pressure on Lebanon's security.

## Policy Environment

Lebanon is not a party to the 1951 Convention Relating to the Status of Refugees as the Lebanese constitution prohibits integration. However, in December 2018, Lebanon joined the UN General Assembly in affirming the Global Compact on Refugees.<sup>14,xxiv</sup> The LCRP takes note of the Policy of Return of Syrian Displaced. Lebanon is signatory to the core human rights conventions.<sup>15</sup> The Government of Lebanon has consistently affirmed its commitment to the principle of non-refoulement, which provides that no person should be expelled or returned

(12) Guidance on the Use of Standardized Specific Needs Codes <https://emergency.unhcr.org/entry/43322/persons-at-heightened-risk>

(13) Without taking into account the cost of global environment, the Cost of Environmental degradation for Lebanon in 2005 reached 3.2 percent of GDP (US\$ 686 million or US\$ 830 million in 2008 prices) (World Bank, 2011) and in 2018 this cost was about 4.4% of GDP (equivalent to US\$ 2.35 billion) (UNDP, 2018). The influx of large number of refugees has added pressure to the environmental degradation, particularly in increased wastewater discharge and air emissions, as well as solid waste and impacts on land and ecosystems. (MOE/EU/UNDP, 2014).

(14) The Global Compact on Refugees, adopted by the United Nations General Assembly on 17 December 2018, is a framework for more predictable and equitable responsibility-sharing, recognizing that a sustainable solution to refugee situations cannot be achieved without international cooperation.

(15) Signatory of core human rights conventions such as the Convention Against Torture, the International Conventions on Civil and Political rights and Economic, Social and Cultural Rights and the Convention on the Rights of the Child.



Micro, small and medium enterprises (MSMEs) constitute **95%** of the total of formal enterprises in Lebanon and employ over **50%** of the workforce



Displaced Syrian men are **6 times** more likely to participate in the labour market than displaced Syrian women

or subject to rejection at borders or compelled to return in any manner whatsoever to the frontiers of territories where his/her life or freedom would be threatened or where there are substantial grounds for believing that he/she would be in danger of being subjected to torture.<sup>xxv</sup> Access to the Lebanon territory for Syrians is continuing to be regulated by clearly prescribed visa and residency categories including, among others, sponsorship, tourism, business and transit put in place in 2015, with registration of refugees suspended the same year. Following decisions by the Higher Defence Council and the Directorate General of General Security (GSO) in April and May 2019, displaced Syrians and Palestinian refugees from Syria – men, women and children – apprehended for lack of legal residency and found to have entered Lebanon irregularly after 24 April 2019 are subject to deportation and handed over to the Syrian immigration authorities. Discussions are ongoing between the authorities and partners about securing procedural safeguards to eliminate the risk of refoulement while ensuring effective border management.<sup>16</sup>

**Legal residency is critical to the ability of persons displaced from Syria to receive protection, access basic rights, and live in safety and in dignity during their exile in Lebanon.** It has a positive impact on the physical and emotional health of displaced Syrians and their families, improving mobility, access to essential services and civil documentation, such as marriage and in turn birth registration, reducing negative coping mechanisms like child labour and child marriage, and decreasing the risk of arrest for immigration related offenses and/or deportation. Despite the importance of legal residence permits, the percentage of displaced Syrians aged 15 years and above having legal residency continues to show a downward trend, from 27 per cent in 2018 to 22 per cent in 2019 and 20 per cent in 2020.<sup>xxvi</sup> While in 2014, 58 per cent of Syrian households had all of their members holding legal residency, this has decreased to only 11 per cent in 2020.<sup>xxvii</sup> To ease legal residency processes and increase access, in March 2017 the General Security Office (GSO) announced a waiver of legal residency and overstay fees (\$200 per year, per person aged 15 years above). The waiver applies to displaced Syrians registered with UNHCR

before 1 January 2015<sup>17, xxviii</sup> and who had not renewed their residency previously based on tourism, sponsorship, or property ownership of tenancy.<sup>18, xxix</sup> As a result, legal residency rates are higher among registered Syrian refugees (28 per cent) than among non-registered Syrians (12 per cent).<sup>xxx</sup> Refugees under the age of 30 are less likely to hold legal residency than those 30 years and above.<sup>xxxi</sup> Only 20 per cent of Syrian women refugees registered with UNHCR were holding legal residency in December 2019, compared to 34 per cent of their male counterparts.<sup>xxxii</sup> In addition, the more economically vulnerable the Syrian households are, the less likely they are to have legal residency. Overall, there are geographic variations in the level to which displaced Syrians have obtained legal residency with Akkar (11 per cent) having the lowest level of legal residency nationally and the South of Lebanon (43.6 per cent) having the highest. This is partially indicative of differing levels of implementation of the waiver; the inability to pay the fees or to obtain a sponsor for those ineligible for the fee waivers, as well as lack of trust in the process and motivation due to the variation in the application of the procedure in the country are cited as the main barriers.<sup>xxxiii</sup> Other barriers to legal residency include: concerns over arrest and detention on the way to GSO offices due to lack of residency; lacking the required identity documents, especially among youth; having previously renewed residency based on sponsorship and unable to obtain a Lebanese sponsor; arriving after 2015; being unaware of new GSO regulations; and heightened movement restrictions and institutional closures due to COVID-19. Furthermore, there is a risk that people are deprioritizing legal residency due to other pressing issues because of the current context. Lack of legal residency of displaced Syrians hampers their mobility and increases risk of arrest at checkpoints which reduces access to health services and livelihood opportunities. To encourage eligible refugees to renew their residency, GSO agreed in 2019 for UNHCR to accompany groups to GSO offices across the country and this process is showing positive results, especially in the South and increased interest of displaced Syrians to participate in the Bekaa.

In July 2017, a fee waiver was made also available for Palestinian refugees from Syria who entered Lebanon legally before September 2015. However, the waiver excludes all

(16) Lebanese law provides for such safeguards and can be implemented without requiring legislative changes.

(17) Since the instruction by the Government to stop new registration of Syrians in early 2015, the number of Syrian refugees registered with UNHCR in Lebanon continues to gradually decrease (down 2.4% compared to end-2019), mainly due to departures (resettlement and repatriation) and deaths.

(18) The Government of Lebanon has committed, during the 2017 Brussels Conference, to consider gradually expanding the waiver to cover other categories of refugees.



Percentage of displaced Syrians aged **15 years** and above having legal residency continues downward trend from **27% in 2018 to 22% in 2019 and 20% in 2020**



who entered irregularly and those with a departure order, thus a considerable number of Palestinian refugees from Syria are unable to regularize their stay in Lebanon. From July 2017, Palestinian refugees from Syria continued to be granted free residency permits for six months (renewable multiple times). However, according to the conditions of the July 2017 memorandum, only Palestinian refugees from Syria, who entered Lebanon regularly before September 2016, are entitled to apply for the residency renewal. Therefore, this issue continues to impact Palestinian refugees from Syria to a disproportionate degree. Hence, an inclusive waiver of residency renewal fees encompassing all refugees is required in light of the exceptional socio-economic and public health situation prevailing in the country.

**Birth registration** is essential to ensuring a child's legal identity under domestic and international law and reduces the risk of statelessness. It also increases their access to justice, education, freedom of movement and healthcare. Simplification measures were adopted by the GoL to facilitate displaced persons from Syria's access to birth registration and other civil documentation. A memorandum issued by the Personal Status Department in March 2018 allowing for birth registrations of displaced Syrian children and Palestinian refugee children from Syria above one year and born in Lebanon between 1 January 2011 and 8 February 2018, was extended in 2019 and 2020.<sup>19</sup> Despite these positive steps, the registration rate at the Foreigners' Registry level slightly decreased to 28 per cent in 2020.<sup>20, xxxiv</sup> This decrease can be attributed to lower processing capacities of the institutions due to the lockdown and the related backlog, mobility challenges faced by families, lack of legal residency, and inability to cover the costs associated with the procedure. The birth registration rate for Syrian refugees remains far higher in Beirut, at 49 per cent (65 per cent in 2019), than the national average, partially due to easier access to the civil registry offices. The rates in Akkar, in Baalbek-El Hermel as well as in the Bekaa and the South, are below the national average of 28 per cent.<sup>xxxv</sup>

Lack of legal residency has an impact on birth registration rates, as residency of at least one spouse/parent is

(19) Laws 160 and 185 published in 2020 suspended all statutory, judicial and contractual deadlines, including the one-year deadline for birth registration, during the period from the 18 October 2019 until 31 December 2020. After this date, children for whom the deadline was passed will be subject to the normal birth registration procedures, including a one-year deadline for registration at the Nofous level, after which court procedures would be required to finalize birth registration.

(20) 30 per cent of births of children born in Lebanon registered in 2019, 21 per cent in 2018 and 17 per cent in 2017.

required for marriage registration at the Foreign Registry, which in turn is needed for birth registration. Other remaining barriers include the complex administrative procedures, lack of documentation, inconsistent administrative practices, and retention of the birth notification or parents' IDs by hospitals due to inability to pay hospital fees for the delivery.

Inability to register other civil status events in Lebanon, certifying marriage, divorce or death, can have implications on protection, including legal guardianship over children and on inheritance rights. **Marriage and divorce registration** require multiple steps and are often not completed, mostly due to costly fees, lack of documentation, lack of awareness and the complexity of procedures. The percentage of displaced Syrians without any legal marriage documentation in 2020 remains constant at 27 per cent<sup>21, xxxvi</sup> despite simplification of the procedure in September 2017 requiring only one spouse (instead of both) to have legal residency to register their marriage. In 2020, marriage and divorce registration are likely to decrease due to institutional closures<sup>22</sup> (e.g. judiciary courts), movement restrictions associated to the COVID-19 lockdown measures.<sup>xxxvii</sup> The lack of marriage certificates can be problematic for women and girls, especially those in child or forced marriages, mixed Lebanese and Syrian couples or for Lebanese mothers,<sup>23</sup> to divorce or annul a marriage, or contest the custody and support of children. Since marriage registration is a requirement for birth registration, the low level of marriage registration also affects parents' ability to register births. Death registration for Syrians deceased in Lebanon remains very low, for similar reasons as marriage registration and tight deadlines to register a death before being fined, overall negatively impacting family members, particularly women wishing to access inheritance rights (including in Syria upon return).

There are an estimated 3,000 to 5,000 undocumented (non-ID) Palestinians in Lebanon.<sup>xxxviii</sup> These are Palestinians who began to arrive in Lebanon in the 1960s and do not hold formal valid identification documents. They are not registered as Palestinian refugees with UNRWA in Lebanon and are not recognized by the

(21) This is stable compared to 27% in 2019 and 28% in 2018. While there have been slight improvements at some of the steps in the marriage registration process, 5% still do not have any documentation and 22% only a marriage contract from an uncertified Sheikh.

(22) For the COVID-19 lockdown as well as for the August recess.

(23) Lebanese mothers by law do not have the right to pass on Lebanese nationality to their children.

#### Birth registration rates



**2020: 28%**  
**2019: 30%**  
**2018: 21%**  
**2017: 17%**



The percentage of displaced Syrians without any legal marriage documentation in 2020 remains constant at **27%**

Government of Lebanon as they do not have valid legal status in the country. Without documentation and legal status in Lebanon, non-ID Palestinians face restrictions of movement, risk detention and face severe obstacles in completing civil registration procedures. Their lack of documentation limits their access to public services (medical and educational), their access to formal employment and their access to justice in Lebanon, as well as their ability to exit the Lebanese territory.

In accordance with the Ministry of Labour decision and Lebanese labour law, displaced Syrians are only authorized to work in three sectors: agriculture, construction, environment/cleaning services. The LCRP will link to and ensure alignment to relevant MoL policies and strategies.<sup>24</sup> Enforcement of existing Lebanese regulations in 2019 coupled with the Higher Defence Council decision to ensure compliance with work permit regulations for foreign workers to increase formality and subsequently protection of the labour force, has led to a series of illegal shop and business closures. This has impacted several poor and displaced families who were working informally, either within or outside the authorized sectors. Further steps are required to prevent risks of exploitation and negative coping mechanisms, in particular, the risk of child labour, including the worst forms of child labour.<sup>xxix</sup> Palestinian refugees in Lebanon have a special labour-status in Lebanon but still face barriers in terms of access to work; they are required to obtain a work permit, they do not benefit from the National Social Security Fund (NSSF) and are still prevented from employment in 39 professions, such as medicine, law and engineering. Livelihoods opportunities are important to prevent the escalation of economic grievances, which are a powerful driver of conflict and instability. This is particularly true for young people given the link between employment, the sense of hope for the future and their ability to positively contribute to society.<sup>xl</sup>

## Communities under Pressure

Underlying frustrations are growing with the protracted nature of the crisis. Inter-communal relations between displaced persons from Syria and Lebanese communities are deteriorating and positive inter-communal relations are at the lowest point since the beginning of the tensions monitoring in 2017, particularly in vulnerable

localities. From 2017 to 2020, the percentage of negative relationships doubled from 21 per cent to 43 per cent. Almost half of this increase was observed between July and August following the Beirut port explosions, where negative relations jumped from 32 per cent to 43 per cent.

There are multiple, compounding sources of tension that continue to drive negative perceptions and increase the risk of violence between persons displaced from Syria and Lebanese. In July 2020, access to jobs was reported as the main reason for tensions between Lebanese and Syrian refugees, with raising concerns for competition over services.<sup>25, xli</sup> In five out of eight governorates, more than 20 per cent of their population reported having lost their job or having an activity interruption without pay due to COVID-19.<sup>xlii</sup> A WFP web-based survey conducted between April and May 2020 to assess the impact of the COVID-19 outbreak revealed that one third of Lebanese respondents became unemployed and one in five witnessed salaries being reduced. This is increasingly leading to Lebanese seeking less conventional jobs (in agriculture, construction, handcraft and solid waste collection) in which Syrians are traditionally employed. The tensions over jobs have translated into physical confrontations and vandalism of businesses owned by Syrians. Akkar, Baalbek-El Hermel, Bekaa and North are the governorates that have registered the highest level of social tensions, with increased competition for lower-skilled jobs identified as a key driver of inter-community tensions.<sup>26, xliii</sup> Perceived aid bias is also increasing, with perceptions that Lebanese have been neglected in international aid at 84.1 per cent as of July.<sup>xliiv</sup>

These tensions exist in an already complex landscape of sectarian and political differences within Lebanese communities in addition to an overarching economic anxiety and uncertainty about the future that affects all groups.

The growing frustrations within the host communities are translated in more hostile living environments, especially for the refugees. For instance, 17.1 per cent of the displaced Syrians report having experienced verbal harassment, compared to 3.8 per cent of Lebanese.<sup>xlv</sup> In

(24) Key policies and strategies are outlined in the Livelihoods Sector strategy.

(25) The ARK/UNDP Perception Survey (Wave 8) found that when asked about the reasons for tensions, 65.4 per cent said access to jobs, 11.4 per cent electricity and 7.4 per cent medical care.

(26) Findings of the ARK Perception Survey (Wave 8) from July 2020 show that both Lebanese (67 per cent) and Syrians (44 per cent) consider competition for low-skilled jobs as the main source of inter-community tensions.



Reported reasons for tensions

**65.4%** Access to jobs



**11.4%** Access to electricity



**7.4%** Access to medical care



Displaced Syrians reporting daily or regular interactions in social circles:

**July 2019: 37.3%**

**July 2020: 26.4%**

addition, there has been an increase in intercommunal violent incidents in 2020, particularly from March to July when several incidents led to evictions, physical assaults and confrontations, and denied access to ATMs. The COVID-19 outbreak has further limited the interaction between displaced populations and Lebanese. In July 2020, only 1 out of 4 Syrians (26.4 per cent) reported having 'daily' or 'regular' interactions in social circles, a large decrease from 37.3 per cent in July 2019.<sup>xlvi</sup> In the short term, this may result in greater senses of safety and security. However, in the long run, this trend poses a threat to trust building as negative misconceptions of the



Women beekeepers, Maten Area-© FAO Lebanon, Hadi Bou Ayash. Oct 2020

other community can grow if not countered by regular positive interactions. Studies highlight an erosion of the social fabric, mostly in areas with large refugee shares, where different demographic groups feel somewhat powerless to enact change in their communities and are displaying competitive attitudes in interpersonal relations.<sup>xlvii</sup> There has been some stigmatization against all populations due to COVID-19, with some measures applied by municipalities specifically targeting refugees.

Another pressing challenge is the need to address the security concerns of residents, particularly of women and children from both communities.<sup>xlviii</sup> Lack of legal residency remains the most common reason for the arrest and detention of persons displaced from Syria, with most being released within 24 to 48 hours. Persons displaced from Syria, in particular those without legal residency, including children, remain at risk of arrest and deportation since the Higher Defence Council decisions in April 2019. Displaced Syrians are also now less likely to turn to local authorities for help. In August 2020, just nine per cent of displaced Syrians reported that they would turn to local authorities for help, compared with 19.3 per

cent in January 2018. Instead, displaced Syrians, including children, will tend to self-censor their engagement with both Lebanese communities and local authorities. At the same time, the number of measures affecting Syrians have increased,<sup>xlix</sup> including specific measures imposed by municipalities related to COVID-19 in the form of lockdown and quarantine imposed on some families and settlements,<sup>l</sup> prohibition to receive visit, curfews, evictions, confiscation of IDs, and instances of additional service charges. Some 84 per cent of Lebanese believe that some measures on foreigners' movements help to keep their areas safe.<sup>li</sup> As the first responders, many municipal leaders prefer to introduce municipal police forces as a more effective way to address a perceived increase in security incidents, mediate disputes, and often request support to do so.

## Struggling to Survive

Despite being a country with high human development<sup>lii</sup> and high rates of tertiary education, between 27 and 30 per cent of people in Lebanon were already living below the national poverty line of \$3.84 per person per day before the crisis that started in 2011.<sup>27,liiiiv</sup> The headcount poverty rate for Lebanese is now estimated to have increased from 28 per cent in 2019 to 55 per cent in May 2020, with an increase extreme poverty rate from 8 per cent in 2019 to 23 per cent in May 2020.<sup>lv</sup>

Within the National Poverty Targeting Programme (NPTP),<sup>28</sup> in April 2020, 43,000 Lebanese households were identified as living in extreme poverty, and the poorest 15,000 households have been targeted for food assistance through e-vouchers.<sup>lvi</sup> Due to the current crises, all Lebanese areas are vulnerable although according to NPTP database updated in 2018, North and Bekaa areas are more vulnerable than other Lebanese areas. A verification of NPTP and IMPACT database is currently taking place to have an updated socio-economic condition of Lebanese households in different governorates and districts. Reported needs for vulnerable Lebanese include basic elements such as food, health, rent, and specific needs such as rehabilitation support and equipment to persons with disabilities and older persons. Around 22 per cent of these households have

(27) According to UNDP's multi-purpose household survey (2008), 28.5 per cent of the Lebanese population lived below the poverty line pre-crisis.

(28) The NPTP is the only poverty-targeted social safety net program in Lebanon for the poorest and most vulnerable Lebanese families. The NPTP targets extreme poor Lebanese households, defined as households who are unable to meet their basic food needs.



Poverty rate for Lebanese:

**28%** in 2019 to **55%** in May 2020

Extreme poverty rate of Lebanese

**8%** in 2019 to **23%** in May 2020



Extreme poverty among the displaced Syrians:

- In 2019, **55%** were living below the Survival Minimum Expenditure Basket (SMEB)

- In 2020, **89%** are living below the SMEB

members with disabilities.<sup>lvii</sup> The impact of the economic crisis is also exacerbating the risk of broader protection concerns. Due to the data gaps on vulnerable Lebanese, it is difficult to compare vulnerabilities across regions.

The overlapping crises are exacerbating the economic vulnerability, with the share of displaced Syrians living in poverty increasing in 2020 compared to 2019. In 2019, 55 per cent had monthly expenditures below the Survival Minimum Expenditure Basket (SMEB) of 87 USD, while in 2020, preliminary estimates show that 88 per cent had expenditures below the SMEB of 308,722 LBP. The governorates with the highest share of households under the SMEB in 2020 are Bekaa (96 per cent) and Baalbek-El Hermel (94 per cent), while Beirut, Nabatieh, the North and the South have seen their share of households under the SMEB increase more than 40 percentage points from 2019 to 2020.<sup>29</sup> <sup>lviii</sup> It is worth highlighting the jump registered in Beirut from 24 to 72 per cent.

For Syrian refugees, households living in extreme poverty tend to have similar characteristics that contribute to increased risk of vulnerability. These households are more likely to have more members, more dependent members and members with disability or chronic illnesses. For parents, living in poverty impacts their capacity to provide adequate care and protection for their children and increases psychosocial distress, domestic violence, abuse, neglect and exploitation of girls and boys.<sup>30</sup> Among Syrian refugees, households headed by women are slightly less affected by poverty compared to those headed by men (89 per cent vs 92 per cent). The income of female-headed families is eight per cent lower than the income of their male-headed counterparts, and women are more likely to have lower levels of education.<sup>lix</sup> Increase of debt, coupled with less access to legal residency<sup>31</sup> and other civil documentation restricting mobility and access to jobs, have created barriers to sustainable improvements.<sup>lx</sup> Gender norms and risks of gender-based violence further restrict mobility. Female-headed households are also more

often living in non-permanent shelters than male-headed households. The vulnerability of these families is compounded by the limited capacity of municipalities to provide basic services to host and displaced populations and manage intercommunal relations. Vulnerable Lebanese households also have characteristics that contribute to increased risk of vulnerability, particularly those living in extreme poverty. They tend to have a bigger family size, with an important share of dependent members headed by someone with relatively low levels of education, and with no member of the family of working age employed. There are less females participating in the labour force in Lebanon (23 per cent compared to 47 per cent worldwide)<sup>lxi</sup> due to gender norms among other factors. Living in poverty affects their access to services, particularly education and health.

The socio-economic situation for Palestinian refugees in Lebanon (PRL) is precarious with two thirds living under the poverty line in 2015.<sup>32</sup> <sup>lxii</sup> Compared to PRL households, extreme poverty levels among Palestinian refugees from Syria are three times higher.<sup>lxiii</sup> In 2015, a total of 94.5 per cent of Palestinian refugees from Syria reported to be food insecure, out of which 63.2 per cent reported to be severely food insecure.<sup>lxiv</sup> According to UNRWA's post-distribution monitoring exercise conducted in April 2019, the overwhelming majority (92%) of Palestinian refugees from Syria rely heavily on assistance provided by UNRWA as a main source of income and are also heavily indebted as their access to formal employment is limited. Palestinian refugees from Syria are relying on negative food-related coping strategies, such as relying on less preferred and less expensive food of lower quality, reducing the number of meals and limiting the portion size of meals.<sup>lxv</sup> UNRWA's cash-based food assistance programme is supporting close to 27,000 Palestinian refugees from Syria on a monthly basis.

**Food insecurity is increasingly a concern for refugee and Lebanese communities.** Between October 2019 and August 2020, the cost of the national food Survival Minimum Expenditure Basket (SMEB) increased 168 per cent.<sup>lxvi</sup> An inflation rate of 120 per cent has been observed for the Consumer Price Index (CPI) and 367 per

(29) The Survival Minimum Expenditure Basket (SMEB) is the expression of the monthly cost per capita, which is the minimum needed for physical survival and implies the deprivation of a series of rights. The SMEB has changed considerably from 2019 (measured in USD) to 2020 (measured in LBP). The change from USD to LBP was because LBP is/was the only currency that one can withdraw from ATMs.

(30) In general, substantial gaps remain related to the national Child Protection system, regarding legislation and policies and inconsistent implementation across the country, further hampering vulnerable children having access to protection and safety.

(31) These areas struggle with the lowest rates of individuals above 15 years old holding legal residency, with 13% in Akkar, 14% in Baalbek-El Hermel (except for Aarsal at 51%), and 18% in the Bekaa.

(32) The poverty calculation used in the UNRWA/AUB survey from 2015 is based on the national poverty line calculated in 2004, while accounting for the inflation rate of 2015: \$6/capita/day for the upper (poverty line) and \$2.50 for the lower border (extreme or absolute poverty line). Data for computing poverty indicators is not available through the recent CAS/PCBS/LPDC Census exercise, and there is a need to supplement the census with exercises to fill the data gaps through sample surveys.



**92%** of Palestinian refugees from Syria rely on UNRWA assistance



In 2020, **49%** of Syrian refugees were food insecure



The cost of the national food SMEB increase by **168%** between October 2019 and August 2020



**46%** of Lebanese households report reducing adult consumption in favour of children in the household



cent for the food price index. The planned removal of import subsidies is expected to put an unbearable strain on household purchasing power, with prices potentially increasing by up to 209 per cent for wheat and 351 per cent for fuel. This means that the price of bread could be multiplied by 1.5 to 3 and that of diesel, cooking oil and gasoline by up to 4.5<sup>33</sup>. The increase in fuel prices is expected to rapidly push up prices of food and non-food items, as transport costs are a main input included in the final prices of commodities and necessary for agricultural and industrial production. This could have a direct impact on food security.<sup>lxxvii</sup>

By June 2020, 50 per cent of Lebanese and 75 per cent of displaced Syrians reported feeling worried about not having enough food to eat in the last month, as a result of income and job losses. In August, 40 per cent of households had difficulties accessing markets to cover their food and other basic needs. Deteriorated purchasing power is the main reason why household food security is at risk. An estimated 20 per cent of households are consuming inadequate diets. The vast majority (9 out of 10) are relying on less expensive and less preferred food and almost every second household is reportedly reducing portion sizes.<sup>lxxviii</sup> Partners report that many are also borrowing food or relying on friends and relatives and restricting consumption of adult family members. In May 2020, some 41 per cent of Lebanese and 64 per cent of Syrians reported not having stockpiled food mainly due to unaffordability.<sup>lxxix</sup> Difficulties in accessing food, particularly in rural areas have led to an increase in food-based negative coping mechanisms for 62 per cent of the Lebanese and 78 per cent of the displaced Syrians. Between July and August 2020, 19 per cent of Lebanese households consumed inadequate diets.<sup>lxxx</sup>

There are rising concerns about the possible increase in malnutrition as a result of decreased access to food and inadequate dietary intake for some of the most vulnerable.<sup>lxxxi</sup> Lack of access to nutritious food is a major cause of malnutrition and remains an obstacle to nutrition security. In 2020, only 4 per cent of the Syrian refugees were food secure, 45 per cent were food insecure and 4 per cent had severe food insecurity.<sup>lxxxi</sup> Some 46 per cent of Lebanese households report reducing adult consumption in favour of children in the household.<sup>lxxxiii</sup>

(33) In detail, diesel price is foreseen to increase from LBP/L 810 to LBP/L 3,651, the price of cooking gas is expected to rise from LBP/Kg 1,480 to LBP/Kg 6,671, while price of Gasoline 95 will increase from LBP/L 1,225 to LBP/L 5,552 according to the VAM Update on Food Price Trends from August 2020.

and some 65 per cent of the Syrian refugees are restricting the number of meals consumed per day as well as portion sizes.<sup>lxxiv</sup> It is estimated that over 20 per cent of the assessed mothers and their children under 2 years of age require referral for lactation and/or nutrition practices.<sup>lxxv</sup> A recent UNFPA report suggests 45 per cent of pregnant and lactating women in Beirut need support, including for nutrition and breastfeeding counselling.<sup>lxxvi</sup> Several rapid assessments led by nutrition partners between June and August 2020 confirmed that infant and young child feeding (IYCF) remains suboptimal across all populations, with 50-60 per cent of assessed women with infants less than six months old are using infant formula and/or other products that are not



suitable for their children.<sup>lxxvii</sup> Malnutrition is associated with higher risk of death, particularly for mothers and children.<sup>lxxviii</sup> Unfortunately, there is no recent nutrition assessment data available to document the scale and the impact on acute and chronic malnutrition in Lebanon, as well as data on nutrition baselines to be able to measure changes in nutrition status and to inform the nutrition response.

The two main sources of income for displaced are humanitarian assistance and informal credit. In 2020, 36 per cent of displaced Syrians rely on humanitarian assistance (WFP food e-cards and ATM cards issued by UN and NGOs) as their main income source (31 per cent in 2019) and 17 per cent rely on informal credit or debt from shops, friends or hosts as their main income source.<sup>lxxix</sup> In 2020, 92 per cent of families are living in debt (similar to 2019), which is higher than 900,000 LBP for 63 per cent of them.<sup>lxxx</sup> Between March and September of 2020, when asked about how they were coping with the COVID-19

**70%** of displaced Syrian households report going further into debt to pay for



food



rent



healthcare



and medicines

**Two-thirds** of Lebanese households report a reduction of income in 2020 compared to 2019

**54%** of female-headed households do not have a working member

outbreak, around 70 per cent of displaced Syrian households reported going further into debt to pay for basic necessities, 70 per cent and 20 per cent asking for support from extended family or relatives.<sup>34, lxxxix</sup> Some 70 per cent also reported a reduction in food consumption. When asked about the top priority needs for their family in relation to the COVID-19 outbreak, around 50 per cent of displaced Syrian households report need for assistance to cover food costs and 40 per cent to cover rent.<sup>35, lxxxii</sup> A spike in the number of calls requesting rental assistance was observed during the first half of the year, with 9,047 calls received by the UNHCR/WFP national refugee call centre in June, from a high of 1,817 calls received in April 2020. The situation has been especially acute for those who do not receive assistance with many displaced Syrians expressing that everyone is now in the same dire situation. The main reasons to borrow money are to buy food and pay rent for both male and female-headed households, though a larger share of female-led-households borrows to pay for healthcare and buy medicine than male-headed households.

In terms of jobs, a web-based survey that took place between April and May 2020 found that in the context of the outbreak, including containment measures, and the economic crises, approximately 30 per cent of Lebanese respondents lost their jobs since the COVID-19 outbreak.<sup>lxxxiii</sup> In 2019, the national unemployment rate was estimated to be 11 per cent among those aged 15 years and over and women's participation in the labour market is considerably less than men (29 per cent vs 70 per cent).<sup>lxxxiv</sup> More than 220,000 jobs were either temporarily or permanently lost between October 2019 and February 2020<sup>lxxxv</sup> and two out of three Lebanese households report experiencing a reduction of income in June 2020 compared to the previous year. Employing cheaper informal labour is one of the coping mechanisms that farmers resort to when facing economic challenges, exacerbating protection concerns. In general, there has been an additional burden put on farmers as most organizations suspended their interventions for three months and farmers are not able to sell produce due to mobility restrictions. Women and children make up 73 per cent of the labour force in farms, children constitute

30 per cent and women 43 per cent.<sup>36, lxxxvi</sup>

Among persons displaced from Syria, the situation is worse, with 52 per cent of Syrian respondents and 38 per cent of Palestinian respondents reporting to have lost their jobs. In addition, more than 20 per cent of Lebanese respondents, 21 per cent of Palestinian refugees and 18 per cent of displaced Syrians who didn't lose their job reported salary reductions.<sup>lxxxvii</sup> In May 2020, 51 per cent of displaced Syrian households reported that at least one household member (above 15) lost a job, compared to 34 per cent in March 2020, and 47 per cent of displaced Syrian families reported unemployment and loss of jobs among the main problems they faced.<sup>lxxxviii</sup> In the context of the economic and COVID-19 crises, displaced Syrians were sending their children to work and begging, more than Palestinians and vulnerable Lebanese, as a coping strategy.<sup>lxxxix</sup>

Even before the crises, there were issues with employment, especially for women and youth. Estimates for 2019 found that the Syrian labour force in Lebanon constitutes an estimated 332,000 people, of whom about 69 per cent were employed (63 per cent of women and 70 per cent of men).<sup>xc</sup> However, those working typically worked about 27 hours per week on average for all of their jobs, spread over three days of the week, suggesting high rates of underemployment.<sup>37</sup> The labour force participation rate of Syrian women was very low at about 11.5 per cent, as compared to 77 per cent for men, due in part to culturally defined roles about work. Overall, 59 per cent of households have at least one working member in charge of providing for their entire family. The situation remains critical for female-headed households, 54 per cent of which do not have a working member, compared to 39 per cent of male-headed households, contributing toward further reliance on negative coping strategies. When looking at the situation of displaced Syrian youth, Beirut has the highest employment-to-population ratio at 40 per cent (youth aged 15 and over), in stark contrast to Baalbek-El Hermel and Bekaa, where the employment-to-population rate is just over 15 per cent. Displaced Syrians who have found work congregate primarily in

(34) Protection Monitoring survey carried out to 21,573 households (98% Syrian refugees, 2% refugees and asylum seekers of other nationalities).

(35) Protection Monitoring survey carried out to 21,573 households (98% Syrian refugees, 2% refugees and asylum seekers of other nationalities).

(36) More than half of children working permanently in small farms in the Bekaa are girls (56%) and up to 64% in medium and large farms in the same area. In addition to being engaged in economic activity as much as boys, it is also assumed that girls are expected to also take on far more household chores and domestic duties than boys.

(37) Livelihoods data from VASyR 2019 shows that displaced Syrians are primarily engaged in temporary work (70%) and that the average monthly earning is below \$200 for an average of 14 days of work per household, less than half of the minimum survival needs (SMEB) for a household of five.



**80%** of Palestinian refugees report having **lost their jobs** or had their **salaries reduced**



Almost **50%** of displaced Syrians are living in shelters that are **below humanitarian standards**, overcrowded or in degrading conditions

sectors that have traditionally used Syrian labour,<sup>38</sup> such as construction (21 per cent) and agriculture (17 per cent).<sup>xcii</sup> Women are more vulnerable and less able to emerge from poverty due to lower incomes throughout the life-course; as a result of historically low levels of female labour force participation, a high gender wage gap and high levels of unpaid work. The most recent estimation states that the economic contraction would result in an estimated 22 per cent reduction in women's overall employment in 2020.<sup>xcii</sup>

Some 56.2 per cent of Palestinian refugees are economically inactive, this is largely due to the low participation of women (11.9 per cent) compared to that of men (59 per cent). The labour force participation rate is at 43.8 per cent with 8.5 per cent unemployed. The unemployment rate is therefore comparable to the Lebanese rate at eight per cent at the start of the Syria crisis, however the large percentage of economically inactive is cause for concern. For Palestinian refugees from Syria the unemployment is significantly higher, with two thirds of those in the labour force being unemployed. The challenges facing young people are even higher: Unemployment among Palestinian refugees aged 20–24 years is at 32.2 per cent for males and 48.8 per cent for females. Similar to the displaced Syrians, employment is mostly informal, with 93.5 per cent not in possession of a work permit.<sup>xciii</sup>

In May 2020, around 80 per cent of the surveyed Palestinians in Lebanon reported having lost their jobs or had their salaries reduced since the outbreak of COVID-19 or even before.<sup>xciv</sup> An UNRWA socio-economic survey of PRS in March 2020 indicated that before COVID-related lockdowns started, and that 83.3 per cent of PRS respondents worried about not being able to provide their families with the daily basic necessities or about losing their source of income. This survey indicated that 87 per cent of PRS are living in poverty. During the COVID-19 outbreak there has been a reported increase in child labour, including in more dangerous sectors such as waste collection, drug dealing, begging and stealing as families struggle to get by. Child marriage is also reported to have increased as a survival tactic.

The majority of the population in Lebanon live in residential buildings where many vulnerable households

(38) Persons displaced from Syria face additional challenges accessing the formal labour market. Even though they are allowed access to the agriculture, construction and environment sectors, this is limited in practice due to onerous legal and administrative frameworks.

live in poor urban settlements, a high proportion being affected by intermittent and poor water and wastewater services, which has consequences for Lebanon's environmental health, economic well-being and stability.<sup>39,xcv</sup> Almost half of displaced Syrian households (48 per cent) were living in shelters that were either below humanitarian standards, overcrowded or in degrading conditions in 2020. Beirut had the highest rate of households living in those conditions (60 per cent), followed by South Lebanon. The southern districts had the highest rates of households living in dangerous conditions (35 per cent of households compared to 11 per cent nationally). Due to the deteriorated economic situation and the subsequent reported loss of livelihood opportunities, increased debt and landlord's enforcement of payment of rent, families with limited finances are either downgrading their residential shelter conditions or are moving from residential shelters into informal settlements or into structures not originally built for human habitation (non-residential shelters).



Provision of equipment for a sustainable development centre (SDC) in Aarsal in Baalbek-Hermel Governorate. Photo Credit: UNDP, Rana Swedan, June 2020.

Among the displaced Syrians, there has been a slight decrease in the share of households that live in residential shelters (from 69 per cent in 2019 to 67 per cent in 2020), and slight increase in non-residential (11 per cent in 2019 and 12 per cent in 2020) and non-permanent shelters (10 per cent in 2019 and 21 per cent in 2020).<sup>xcvi</sup> This, in turn, and due to the nature of both these shelter types, increases the demand for unsustainable humanitarian shelter support exacerbating the Shelter sector's limited resources.<sup>xcvii</sup> This will increase the likelihood of people suffering from poor mental health due to a protracted

(39) A national exercise in 2015 correlating poverty data and UNHCR registration data identified 251 cadastres as particularly vulnerable – home to 87% of displaced Syrians and Palestinian refugees, and 67% of deprived Lebanese.



**45%** of Palestinian refugees from Syria (PRS) live in **overcrowded, unplanned camps** and settlements



**87%** of PRS are living in **poverty**



lack of private and dignified housing conditions.<sup>xcviii</sup>

Families relocating to informal settlements in many localities have reported restrictions from local authorities to establish new tents or were required to pay municipal taxes for renting land for tents. Both actions have implications on overcrowding, an obvious concern during COVID-19, and the financial situation of vulnerable families. Almost one third of displaced Syrians (29 per cent) live in overcrowded conditions (32 per cent in 2019), which is defined as having less than 4.5m<sup>2</sup> per person. Overcrowding is more common in non-permanent (39 per cent) and non-residential (35 per cent) shelters than in residential shelters (26 per cent).<sup>xcix</sup> Whilst lower than among Syrian households, overcrowding<sup>40</sup> for Lebanese households is also a prevalent feature.<sup>c</sup> Overcrowding in Lebanese prisons is also a concern which affects the health and security of the detainees, especially during the COVID-19 outbreak. Lack of access to adequate housing raises risks such as COVID-19 transmission, due to lack of privacy linked to restrictions on the erection of new tents and lack of access to materials used to build/ weatherproof shelters, overcrowding, or lack of separation of sleeping space. This is particularly problematic and prevalent in informal settlements.<sup>41, ci</sup>

The Palestinian camps and gatherings across the country where 45 per cent of Palestinian refugees from Syria live are overcrowded. These camps are affected by substandard infrastructure, sanitation and housing. The absence of rule of law contributes to an environment characterized by insecurity of all camp habitants, including displaced Syrians and poor Lebanese. This has resulted in limited access to safety and justice for survivors of gender based violence and children at risk of violence exploitation and abuse.<sup>42</sup> Persons at risk of harassment, threats, or abuse cannot seek protection from the Lebanese authorities inside the camps. While Palestinians registered with the Directorate of Political Affairs and Refugees are entitled to seek judicial redress in all civil and criminal courts, challenges with respect

to judicial notification inside camps and execution of court decisions and orders negatively impact Palestinian and other camp residents' rights to access justice. The majority of shelters in Palestinian camps are unplanned, at risk of collapse and with unhygienic conditions due to leaks and inappropriate construction materials.<sup>cii</sup>

The most vulnerable Lebanese and displaced Syrian and Palestinian populations also face seasonal shocks. During winter, when average temperatures range from 10°C to -5°C at high altitudes, families are exposed to the cold and associated risks which create seasonal needs and related costs. The most vulnerable live in poor quality and unprotected shelters<sup>43</sup> and need weatherproofing kits, plastic sheeting, stoves and additional fuel for heating, winter clothes and blankets, as well as food to reach the required minimum caloric intake. The cost of covering these additional needs ranges between \$70 to \$150 per month.<sup>ciii</sup> Winter assistance programmes represent a critical seasonal support for households with limited economic means. Financial and in-kind assistance provided help families address the additional winter-related expenditures and mitigate exposure to cold hazards.

For displaced Syrian families, mitigating the deterioration of physical conditions of non-permanent structures within informal settlements can become unmanageable when faced with harsh weather conditions, particularly for female-headed families, older persons, or persons with other specific needs. Female-headed households reported difficulties in weatherproofing their shelters mostly due to lack of technical skills given the differences in gender roles. Having to rely on external support to install the material can also lead to other risks, including exploitation for women and girls. The improper use of shelter material can increase the chances of households having to purchase materials multiple times during the year, constituting an additional financial burden that may lead to decreased spending on other basic needs such as food and healthcare. Access to shelter materials is also restricted by the cost of travel and protection concerns related to mobility, such as crossing checkpoints. Many municipalities and local stakeholders are increasing restrictions on the establishment of new tents and in certain cases have enforced payment of tax on residents of informal settlements. Funding for

(40) Overcrowding describes three or more persons sleeping in the same room. This definition is not currently consistent with that used in VASyR. The definition is adopted from UNICEF's 2016 Household Baseline Survey.

(41) There are 297,722 individuals living in informal settlements (IAMP 66, August 2019).

(42) Support of children in contact with the law and cases of children at heightened risk through the judicial and non-judicial pathways and case management remains insufficient and leaves already very vulnerable children without the protection they need and are entitled to. There is a lack of appropriate alternative care for unaccompanied and separated children, street connected children, children in detention and all other children in need of such support.

(43) Around 80% of poor households live in substandard conditions as per the Interagency 2015, Households Profiling Questionnaire Data, and confirmed by the VASyR in 2016, 2017, 2018 and 2019.



More than **250 nurses** and  
**310 doctors** reportedly left  
Lebanon in 2020



**11%** of reported **sexual** and  
**gender-based violence**  
incidents involved children

immediate emergency shelter assistance is declining, a trend that presents challenges for informal settlements in particular. This heightens protection, health and malnutrition risks linked to the privacy and dignity for families living in informal settlements, as well as to safety and security in the face of climatic events and fire. In addition, those not included for short-term shelter and water assistance are likely to require longer-term interventions, partly due to the inevitable deterioration of temporary shelter materials. Displaced Syrian women report that gender discrimination is due to landlords' concerns over women's inability to afford rent and cultural concerns about their reputation and living alone.<sup>civ</sup>



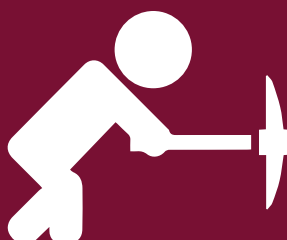
The ability of displaced Syrians to survive and ensure their safety becomes increasingly challenging when faced with additional shocks or emergencies. Six per cent of displaced Syrians have been evicted at some point during their time in Lebanon, and one per cent of households more than once.<sup>cv</sup> In 2020, the increasingly limited household income has made paying rent more difficult for already vulnerable populations. The majority of individual evictions are due to the inability of displaced Syrians to pay rent and are carried out mostly by landlords (over 95 per cent).<sup>cvi</sup> Some 40 per cent of displaced Syrian families surveyed who had changed accommodation since October 2019 reported doing so because they could no longer afford the rent, and another 25 per cent were evicted.<sup>44,cvii</sup> The percentage of Syrian households living under an eviction notice increased to 4.9 per cent in 2020, from 3.7 per cent in

(44) Some 75% of refugee households report inability or increased difficulty to pay rent as an impact of COVID-19 on their household or personally, and this percentage is 85 for the South.

2019 and 2.7 per cent in 2018, with the largest in the South (7.3 per cent) and Mount Lebanon (6.8 per cent). Of those currently living under an eviction notice, 23 per cent were requested to leave within a week (4 per cent in 2019) and 98 per cent received the eviction notice from the landlord.<sup>cviii</sup>

More than 12,553 individuals remained at risk of collective eviction as of 30 June 2020.<sup>cix</sup> Partners report an increase in eviction notices and threats, particularly in urban settings and that the extensive damage caused by the Beirut Port explosions is expected to lead to more evictions. In the Bekaa, evictions threats were issued due to the breaking of COVID-19 related curfew rules. Evictions further exacerbate a multitude of protection risks, including homelessness, secondary displacement, exploitative housing arrangements, child trafficking, school drop-out, and child labour. This is particularly concerning for the most vulnerable, such as persons with specific needs, female heads of household and children. Women with young children or children with disabilities face additional difficulties to pay rent, as they are unable to leave the house to generate income. Working female heads of household report that their salaries barely covered their rent fees, exposing them to an increased risk of eviction.

One stark illustration of the deteriorating situation is the increase in irregular onward movement by sea from Lebanon towards Cyprus in 2020 compared to previous years. Passengers are predominantly displaced Syrians, though a notably number of Lebanese have embarked on these dangerous journeys this year. Some boats have arrived in Cyprus, while others have been intercepted when attempting to depart or sent back to Lebanon, without having been given the possibility to claim asylum in Cyprus. These desperate journeys have tragically led to cases of death and disappearance at sea. Individuals and families reported having been pushed to undertake such perilous journeys because of their inability to survive in Lebanon due to the economic hardship.<sup>cx</sup> Lebanese authorities are taking measures to prevent and intercept such sea departures. Partners are at the same time sensitizing the community to the dangers involved in embarking on such journeys to ensure people are aware of the risks. Another example is in the increased number of Lebanese people emigrating through legal channels, which may contribute to 'brain drain' and furthering the country's economic decline.<sup>cxii</sup>



**4,500** Palestine refugee **children** are estimated to be **working in 2018**

For example, within the health sector, more than 250 nurses and 310 doctors have left the country, according to the Order of Nurses and Physicians.<sup>45</sup>



Photo credit: WHO, Hala Habib, 2020

**Sexual and gender-based violence (SGBV) is one of the main protection concerns** affecting both host and displaced populations. According to the data collected through the Gender-Based Violence Information Management System (GBVIMS),<sup>46</sup> an average of 90 per cent of sexual and gender-based violence incidents reported to specialized service providers involved women and girls, indicating that they continue to be disproportionately affected, with grave consequences to health, security, psychosocial and socio-economic well-being. Men and boys are also affected, with male survivors constituting two per cent of all cases reported (one third of which are under 18 years of age). As of September 2020, 11 per cent of reported sexual and gender-based violence incidents involved children and one per cent of reported incidents affected persons with disabilities. Identifying survivors of gender-based violence may be particularly challenging, considering inherited gender and social norms that work against survivors of SGBV

(45) Information obtained from the Order of Nurses on October 20.

(46) The data and analysis presented refers to reported cases, as well as protection concerns raised during focus group discussions and activities with the community. In Lebanon, 14 organizations are using the GBV Information Management System (GBVIMS). These eleven SGBV service providers contributed to the statistical trends which are based on data collected from January to August 2020. The GBVIMS captures information on incidents reported in the course of seeking services and allows to safely collect, store and analyse data related to SGBV. Since only information on reported incidents is recorded, and shared with the informed consent of survivors, it does not represent a comprehensive overview of SGBV incidents in Lebanon.

and under-reporting due to stigmatization and blames, mobility restriction, economic dependency, and the notion of seeing key SGBV issues as a private matter.

The COVID-19 lockdown measures have further exacerbated the SGBV situation in Lebanon, in line with global trends, with prolonged periods of isolation, income insecurity and restricted access to medical and social services which in turn created risks for ongoing violence against women and girls to continue and new forms to occur.<sup>cxii</sup> Incidents of harassment, discrimination and verbal, physical and economic abuses have been seen amongst particularly vulnerable groups, including domestic house workers, LGBTQI+ communities, and youth.<sup>cxiii</sup> With GBV response services relying more heavily on mobile and online platforms, technology gender gaps, limited access to communication devices and internet as well as lack of privacy have left some women and girls cut off from reliable sources of information and services, contributing to reporting challenges.<sup>cxiv</sup> Since the lockdown measures under COVID-19, the GBVIMS has observed disproportionate violence against women and girls (99 per cent female survivors), 3 per cent increase of violence perpetrated by an intimate partner or family member since the lockdown (69 per cent), 5 per cent increase of physical assault incidents, 9 per cent increase of incidents that occurred in the survivors' home (65 per cent).<sup>cxv</sup> However, SGBV remains underreported for fear of reprisals, social stigma and mistrust of the official response systems. Women and girls remain unsafe at home,<sup>47</sup> while economic vulnerability and a change in gender roles has increased interpersonal tensions and domestic violence. Vulnerable Lebanese are also affected, with an average of one in two persons reporting knowing someone who has been subjected to domestic violence.<sup>cxvi</sup> There is an increased risk of sexual exploitation and abuse due to the inability to provide for themselves particularly female headed and child-headed households as well as others such as persons with disabilities, illiterate, undocumented migrant/domestic workers. This includes reliance on survival sex due to severe legal, social and economic discrimination. Experience from previous health emergencies have also shown that the risk of sexual exploitation and abuse (SEA) is exacerbated, with affected populations expressing increased concerns over SEA.<sup>48/cxvii</sup>

(47) Women and girls continue to feel unsafe in their homes, with 76% of incidents taking place at the survivor's and perpetrator's house, according to data collected in the GBVIMS.

(48) The COVID-19 and PSEA Guidance Note by the Lebanon PSEA Network includes analysis of risks factors as well as additional references to PSEA in previous health emergencies, primarily the Ebola response.



**62%** of Syrian households report having to reduce health expenditures in the past month to make ends meet



**23** primary health care centres and **4** main hospitals in Beirut were damaged in the Beirut Port explosions



Child marriage is a deeply rooted form of sexual and gender-based violence that affects both host and displaced communities. These practices were pre-existing in Syria and among Palestinian communities prior to the displacement crisis. However, there are indications that the prevalence of child marriage among displaced Syrians has risen due to the compounded crises, and that the marriage of girls continues to be used by their families as a harmful coping mechanism in an attempt to protect them and/or alleviate financial burden.<sup>49,cxviii</sup> Partners have reported lower numbers of child marriage cases identified as a result of COVID-19, but an increased risk of it happening, particularly in the North, South and Bekaa, with insufficient income and less access to schools.<sup>cxix</sup> Girls continue to be at much higher risk of being subjected to child marriage than boys,<sup>50</sup> to reduce household expenditures or to care for older persons or medical cases.<sup>cxx</sup>

Some 8.9 per cent of Palestinian refugee young women aged 20 to 24 were married before their 18th birthday.<sup>cxxi</sup> Overall data suggests a gradual increase in median age at marriage, as of 2017 at 27.3 years for men and 21 years for women who married in during the last five years.<sup>cxii</sup> Overcrowded living conditions, insufficient livelihood and employment opportunities and high poverty rates are some of the factors exacerbating the exposure of Palestine refugee children to different forms of violence, exploitation and abuse in Lebanon. Violence within the home is a main child protection issue. The use of physical and psychological violence against children, including violent discipline and hitting, is considered as a generally accepted and commonly applied method of discipline in PRL and PRS households, most commonly psychological violence and physical punishment. Overall, 77 per cent of PRL children and 72 per cent of PRS children experienced psychological aggression, while 59 per cent of PRL children and 55 per cent of PRS children were subjected to some form of physical punishment.<sup>cxiii</sup>

Specialized service providers for mental health and those responding to incidents of GBV and child protection are scarce for all people living in Lebanon. In addition, safety concerns and stigma as well as the challenges in maintaining confidentiality and a within the Palestinian camps can hinder access to existing services. Accessing

(49) VASyR 2019 indicates that 28% of girls aged 15-19 are married.

(50) VASyR 2019 indicates that 14% of Syrian girls aged between 14 and 17 years are married, compared to 1% of boys. Overall, 7% of children between 14 and 17 years old are married.

services outside the camps is challenging due to people's lack of awareness about available services, an inclination to resort to keep issues within communities rather than resorting to formal structures, limits (actual or perceived) to freedom of movement, and the general strain on available services in the country.

A trend among Palestine refugee children of being exposed to armed conflict has been documented in the Palestine refugee camps, including recruitment and use of children by armed actors, with disruption of education and severe consequences on their wellbeing and development.<sup>cxxiv</sup> Substance abuse and involvement in often violent drug related networks is anecdotally reported as being on the rise, in particular for adolescents and youth. The worsening socio-economic context, limited perspectives for the future and lack of economic opportunities, combined with the presence of drug networks in the camps, increase adolescents resorting to the distribution or transportation of drugs. Data is limited on this growing phenomenon due to its sensitive nature.

Child labour and families resorting to negative coping mechanisms are increasing. Five per cent of PRL and four per cent of PRS children are reportedly involved in different forms of child labour, with a rise among Palestine refugee families' common belief that labour provides more opportunities than education in a context of limited access to the job market.<sup>cxv</sup> As a result, many children are spending a considerable amount of time on the streets, vulnerable to all kinds of exploitation, and missing out on their education in the process. In November 2018, an estimated 4,500 Palestine refugee children were engaged in different forms of child labour.<sup>cxvi</sup>

## Access to Services

The multi-dimensional crises have negatively affected the equitable access to services such as health, education, electricity, water and solid waste management for the vulnerable Lebanese and displaced population. The quality of different services has deteriorated, and their cost has considerably increased which has a direct effect on the individuals' wellbeing and mental health. As households have been forced to resort to negative coping mechanisms, their access to basic services has been reduced. At the same



**Nutrition** support for children under five and pregnant and lactating women is a critical priority for 2021

time, the crises have impacted the quality of services. At the regional level for example, many municipalities are unable to deliver services under their mandates due to limited municipal funding. Worryingly, competition over access to services is increasingly cited as a source of inter-communal tensions, especially with regards to electricity (11.4 per cent) and medical care (7.4 per cent). Displaced Syrian and Lebanese women and girls of diverse backgrounds continue to confront widespread and systemic gender inequality, which manifests in less access to resources, services, and opportunities.<sup>cxxvii</sup>

Access to healthcare services was challenging already at the beginning of the year but has further deteriorated with the multiple crises. The COVID-19 lockdown, movement restrictions and fear of infection have a direct impact on the demand of services especially preventive care. From the supply side, COVID-19 outbreak has decreased the worldwide availability of medications and therefore led to delays in the procurement of acute and chronic disease medications in Lebanon. Additionally, understaffing, reduced working hours and the preventive measures taken by health facilities have affected the capacity of the health system to deliver needed primary and hospital care for the Lebanese and displaced population. Health staff are subjected to increased risks of exposure to COVID-19 which negatively impacts their working environment. Older persons, people with specific needs and female headed households are the most affected groups. The Beirut Port explosions further impacted the overstretched health system as it heavily damaged key health infrastructure including 23 primary health care centres which provide on average 33,000 consultations a month<sup>cxxviii</sup> and 4 main hospitals in Beirut area. The demand on health services considerably increased and also affected other regions given the internal movement of the affected population beyond Beirut. The demand on nutrition and disability services including rehabilitation and specialized care have also become a rising concern.

Primary healthcare<sup>51</sup> is available to all Lebanese and non-Lebanese, through a variety of healthcare facilities. These include 242 primary healthcare centres (PHCs) within the Ministry of Public Health's (MoPH) network, and around 1,000 other health facilities. Subsidized healthcare is available to displaced Syrians and vulnerable Lebanese

at around 106 PHC facilities<sup>cxxix</sup> distributed across the country, which aims to reduce additional expenditure for the vulnerable population.

Approximately 40 Mobile Medical Units (MMUs), operated by partners, provide free of charge primary health care consultations and medications and often refer patients back to PHCs for services not available through MMUs<sup>52</sup>. These are used as a last resort to reach vulnerable populations living in remote areas where fixed primary health care centres are not available. Informal medical services are also available to displaced populations through a number of practices run by Syrian doctors or midwives in informal settlements. The latter exacerbates health and protection risks since uncertified midwives are unable to provide new-borns with birth notifications, thus reducing their chance to officially register the birth. Primary healthcare is also available to Palestinian refugees, primarily through the 27 UNRWA health clinics which offer services free of charge.

For access to primary health care, there has been a slight decrease in demand amongst displaced Syrians. In 2020, 57 per cent of displaced Syrians, compared to 63 per cent in 2019, reported requiring primary health care in the last 6 months. Of those requiring primary health care, 90 per cent was able to access it, similarly to 2019.<sup>cxxx</sup> The respondents report that the main reason for not being able to access primary healthcare is cost related (cost of medications, treatments tests and doctor fees), which is more prominent and is expected to worsen with the economic crisis. In May 2020, 62 per cent of Syrian households reported reducing expenses on health costs in the past month as a coping strategy, compared to 54 per cent in 2019.<sup>cxxxi</sup> When asked about the impact of COVID-19, 29 per cent of displaced Syrian households report an inability to procure essential medicine between July and September 2020.<sup>cxxxii</sup> The situation is more acute among the displaced Syrians with specific needs, where around 60 per cent report shortage of medicine as one of the main problems they are facing in relation to COVID-19.<sup>53, cxxxiii</sup> The COVID-19 outbreak is also likely hindering accessibility to primary health care, which will have negative health impact over short, medium and long-term.<sup>cxxxiv</sup> The need for sexual and reproductive health services is reportedly higher in 2020.

(51) Primary healthcare includes services such as: vaccination, medication for acute and chronic conditions, non-communicable diseases care, sexual and reproductive healthcare, malnutrition screening and management, mental healthcare, dental care, basic laboratory and diagnostics, as well as health promotion.

(52) From a sustainability perspective, MMU are not within the MoPH response strategy.

(53) This Protection Monitoring presents findings from a survey carried out between March 20th to 6th September, 2020 to 21,573 households (98% Syrian refugees, 2% refugees and asylum seekers of other nationalities).



**99%** of Palestinian refugees have **no health insurance coverage** and rely solely on **UNRWA services**



**70%** of Lebanon's **natural water sources** are contaminated (up to **90%** in urban areas)



Nearly **13,000** displaced families moved to informal settlements in 2020, increasing pressure on **WASH services**



While great strides have been made in the overall vaccination coverage, considered to be high in Lebanon, the expanded programme on immunization survey, together with localized field assessments, point to lower coverage in certain districts.<sup>54</sup> More outreach activities are required to target Lebanese and non-Lebanese children out of school. Indeed, 39 per cent of interviewed households reported having paid for additional costs while being vaccinated.<sup>55, cxxxv</sup> Access challenges to vaccinations voiced by displaced Syrians are consultation costs<sup>56</sup> followed by transportation costs to the facility. Poor knowledge about available services seem to play a role in low vaccination coverage as only 59 per cent of households were aware that vaccination for children under 12 years is free at the MoPH's PHCs. Nevertheless, barriers to access healthcare remain including physical access, such as referrals, lack of documentation, cost, social stigma and risk of irregular ID confiscation. In the first quarter of 2020, the number of children under 5 receiving routine vaccination was reported to be below the yearly average. This was mainly attributed to the COVID-19 lockdown and the interruption of the preventive care at the primary health care level. Numbers went back to meet the yearly average in July 2020, after lockdown measures were eased. To strengthen routine vaccination and ensure continuation of care, the MoPH has started a second phase national measles vaccination campaign in October 2020 noting that a measles outbreak was declared by MoPH in 15 March 2018 and continued in 2019 when the first phase of the measles campaign was implemented in high priority governorates.

In addition, the number of children under five screened and identified for acute malnutrition is reported to be increasing at the primary health care center levels and the demand on nutrition management supplies is at the rise as well. Therefore, nutrition support for children under five and pregnant and lactating women is becoming increasingly critical given the food insecurity and the decreased household's purchasing power. Additional data is needed<sup>57, cxxxvi</sup> to confirm the extent of the risk

to malnutrition, not only for children under 5, but also of pregnant and lactating women and other and other groups at risk such as adolescents and older people. The lack of nutrition data undermines planning and remains a critical priority for 2021. In particular, data on anaemia and chronic malnutrition is needed.<sup>58</sup>

Mental health has been negatively affected due to the increased stress and anxiety that the current difficult situation is causing. The most vulnerable are frontline



Kawkab is a mother of four living in Tripoli and owns her own, but faces hard times with food prices, inflation, poverty and unemployment rising. Photo Credit: UNHCR, Lebanon, June, 2020.

healthcare workers, older people, people with chronic disease conditions, adolescents and young people, and those with pre-existing mental health conditions.<sup>cxxxvii</sup> In the context of the COVID-19, youth express need for psychosocial support and worry that a family member or a close friend will be infected.<sup>59, cxxxviii</sup> Partners report increased demand for mental health services in all regions; however, mental health services remain largely unavailable and lockdown measures have further reduced the availability. Before the crisis, in 2014, it was estimated that 51 per cent of Lebanese children and adolescents were suffering from anxiety and 13 per cent were suffering from depression, and among displaced Syrians was 56 and 17 per cent respectively.<sup>60, cxxxix</sup> During COVID-19, between March and September of 2020, 8 per cent of displaced Syrian families indicated psychological distress or anxiety, with more than 70% indicating that this distress or anxiety manifest in adult

(54) The WHO Expanded Programme on Immunization (EPI) Cluster Survey shows that, at a national level, completed vaccination (three doses at least) for polio is 90.1%, DTP 87.3%, Hib 88.7% and Hepatitis B 89.9%. More specifically, a polio coverage of less than 85% is reported in the districts of Jbeil, Metn, Akkar, Minieh-Dennieh, Bcharreh and Jezzine.

(55) This survey was conducted in 2018 among persons of concern living in Lebanon, to monitor their access to and utilization of available healthcare services.

(56) If the vaccination is administered at a PHC, it is offered free of cost. However, if a doctor is examining the child, a consultation fee could be charged. An MoPH memo exist to regulate consultation costs.

(57) Data was supposed to come from Lebanon MICS 2020, but the data collection set to start in March 2020 was cancelled because of COVID-19 restrictions.

(58) The Ministry of Public Health (MOPH), UNICEF and WHO recommend that all children should be exclusively breastfed during the first six months of life, and up to at least two years of age.

(59) A survey carried out by Save the Children on children and youth's views on the COVID-19 lockdown found that 40% of 15 to 18 years olds asked for psychosocial support services, while some respondents also mentioned they worry that a family member or a close friend will be infected.

(60) Measured in various ratings or indices: Screen for Child Anxiety Related Disorders (SCARED), Children's Depression Inventory (CDI), post-traumatic stress disorder (PTSD); Child / Adolescent PTSD Reaction Index.



**64%** of the population **lack access** to safely managed **drinking water**



**42%** people living in informal settlements rely on **trucked water** provided by the private sector or from **unknown sources**

members as mild or isolated symptoms like disrupted sleep and appetite and over 20 per cent reported that it manifests as increased aggressivity or anger.<sup>61, cxl</sup>

Over the years, private and public hospitals have been supported by Health partners to withstand the increasing pressure to access medical supplies and equipment and cover hospitalization fees for Syrian and non-Syrian displaced populations. Access to hospital care for displaced Syrians, whether registered or unregistered, is through a network of 40 public and private hospitals. Subsidized care for displaced Syrians is limited to obstetric and life-threatening conditions and currently covers around 75 per cent of hospitalization fees. Coverage not only increased to 90 per cent for severely vulnerable households in 2019, but also for patients with acute burns and psychiatric conditions, as well as infants in need of neonatal and paediatric intensive care. Some 13 per cent of displaced Syrian households in need of hospital care in 2020 were unable to attain it, compared to 19 per cent in 2019.<sup>cxli</sup> This support was the milestone for the COVID-19 refugee response plan at the hospitals' level where Health partners were able to further support and expand the capacity of the hospitals to equitably implement free of charge testing and case management for the displaced populations. The additional capacity built to support the COVID-19 response can be used in the future for

general health responses in the supported hospitals given their multi-use specifications.

Given the current economic crisis, the loss of livelihoods and the lack of health insurance for almost all displaced Syrians and for an increased number of Lebanese, there is an increased need for increased support to the hospitals and to subsidized hospital care across all populations. Many Palestinian refugees from Syria and from Lebanon face challenges in accessing healthcare, since 99 per cent of the population has no health insurance coverage and relies solely on UNRWA services. Despite different barriers (legal residency, movement restrictions, limited resources), access to UNRWA hospitalization services is high.<sup>cxlii</sup>

**With regards to water and sanitation,** the Water sector in Lebanon is undermined by a lack of financial and human resources. The sector lacks institutional support, suffers from structural issues and has not been able to generate sufficient funds to sustain water provision. The 2010 National Water Sector Strategy has not achieved its regulatory, legislative and management targets hampering the effectiveness of service delivery and responsibility lies primarily with users to pay for and sustainably utilize available water services. As a result, municipalities continue to support Water Establishments in management of water and wastewater systems. The Ministry of Energy and Water updated the National Water Sector Strategy in 2020, in close coordination with the donors and Water Sector partners. The strategy is

(61) Between March 20th and Sept 6th, 2020. This Protection Monitoring presents findings from a survey carried out between March 20th to 6th September, 2020 to 21,573 households (98% Syrian refugees, 2% refugees and asylum seekers of other nationalities).



Shakiba, a Syrian refugee, shares a meal with her husband in their makeshift shelter in snowy Aarsal. Photo Credit: UNHCR, Lebanon, February 2020.

yet to be approved by Council of Ministries by the end of the year. The updated strategy analyses the challenges and draws the road map of legislative, infrastructure and management aspects required to achieve safe and equitable services.

The already poor capacity of Water Establishments is further reduced by the deterioration of the LBP (most of the spare parts should be imported in the Country and paid in USD) and general lack of financial resources. As a result, they struggle to maintain basic operations and need further support in order to provide sufficient water to mitigate the spread of COVID-19. The lack of comprehensive quantifiable data on water and wastewater service deficiencies, as well as environmental health impact data, makes it hard to prioritize and target with the limited available funds. Water production is deficient at every stage of the value chain from protection and treatment to transmission, storage and distribution. For example, 70 per cent of Lebanon's natural water sources are bacteriologically contaminated (up to 90 per cent in urban areas).<sup>cxliii</sup> As a result, an estimated 64 per cent of the population lack access to safely managed drinking water and 92% of all Lebanon's sewage is not receiving any form of treatment.<sup>62, cxliv</sup> Water quality is severely compromised, with over half of all water supply networks past their useful life, unchecked urban sprawl, unsafe solid waste management, thousands of informal settlements, absence of continuous and reliable water service monitoring, and only 11% of wastewater is receiving a primary treatment. Waste management activities remain delayed in most areas, increasing the risk of water borne diseases and polluting the environment and water resources. Waste management activities remain delayed or unmanageable in most areas, increasing the risk of water borne diseases and polluting the environment and water resources. Wastewater treatment and disposal is poor, with many existing wastewater treatment plants dormant due to lack of connection to sewer networks, in addition to the lack of water establishment capacity to maintain and operate wastewater systems. It is estimated that only 45 per cent of informal settlements, representing 69 per cent of people living in informal settlements, are benefitting from desludging services compounding the contamination of water sources and soil (since 2017).<sup>cxlv</sup> Adding to the complexity of this

(62) WHO/UNICEF Joint Monitoring Program for Water Supply, Sanitation and Hygiene (JMP), to establish a clear baseline from which to measure progress on achieving universal and equitable access to safe and affordable drinking water for all (SDG6.1).

situation is the proliferation of illegal private boreholes which lead to unaccounted-for-water losses from decrepit systems and intermittent power supply, and quantities which eventually reach the population are substandard and unreliable. The demographic pressure brought on by the displacement from Syria has further impacted the demand for water and wastewater services, adding additional strain to an already deficient system. A holistic and sustainable approach to project implementation is required, along with governance and infrastructural investment, as well as legislation governing both private and business water consumption.<sup>63</sup>

In 2020 compared to 2017, 12,795 additional persons have moved to informal settlements, increasing the need for WASH services.<sup>64</sup> The COVID-19 outbreak has increased the needs for water, sanitation and hygiene services across all populations. Particularly, there was an increased need for water trucking with the demand for water trucking going from 40 to 60 L/capita/day to prevent the spread of the virus.<sup>65, cxlvi</sup> COVID-19 also increased the need for a reliable and efficient water system for institutions such as health facilities. With the Beirut Port explosions, some water infrastructure was damaged and structural rehabilitation is needed. 11 per cent of assessed households in affected areas report inaccessible toilets/latrines. Partners report that the needs for WASH support in informal settlements are increasing, particularly in Bekaa, as there has been a movement of households from BML to Bekaa.<sup>cxlvii</sup> Waste management activities remain delayed in most areas and reports indicate high water supply and latrine rehabilitation needs.

Even before the Syria crisis, many people have resorted to unsustainable coping mechanisms, such as an estimated 55,000-60,000 unlicensed wells that have been dug over the past few decades, according to ground water assessment in 2014 due to unreliable services and poor coverage.<sup>cxlviii</sup> In urban areas, nearly 40 per cent of untreated wastewater is disposed of through makeshift, unregulated cesspits or perforated tanks, while piped sewage is predominantly disposed of in waterbodies. The use of improved sanitation facilities by displaced Syrians

(63) This section is pending final data from the Ministry of Energy and Water.

(64) In 2020 is around 326,000 person and in 2017 was around 314,000 persons (Source: WAP 2019-2020, cited in workshop presentation).

(65) 100% of households that rely on water trucking received 60 L/cap/day from July to September 2020. In Bekaa, teams were unable to reach field due to travel/movement restrictions and water trucking and desludging have been delayed due to lockdowns and increase in prices.



Only **4%** of the public are satisfied with the quality of public environment services in **2020**, compared to **31%** in **2018**



Over **1.2 million** school-aged children have had their education disrupted in **2020**



decreased slightly from 94 per cent in 2019 to 91 per cent in 2020.<sup>66</sup> The use of improved drinking water sources has remained stable at 87 per cent,<sup>67</sup> with the percentage reaching 99 per cent in Akkar, but only 74 in El Nabatieh and North Lebanon.<sup>cxlix</sup> However, only 8 per cent of the wastewater is treated before being discharged into the environment.<sup>cl</sup> At the same time, displaced Syrians living in informal settlements, both tented and (peri-) urban, as well as vulnerable Lebanese people, have become dependent on relatively expensive bottled water, water trucking and desludging services.<sup>cli,68</sup> More critically, in 2019, 42 per cent of the around 326,000 people residing in informal settlements rely on trucked water provided by the private sector and often from unknown sources, while the rest meet needs from mostly unsafe wells or illegal network tapping.<sup>69,clii</sup> In addition, many informal settlements that are already connected to water networks or rely on alternative water sources (borehole, private wells) are now suffering from insufficient water availability, mainly due to the lack of fuel and electricity. This means that reliance on water trucking is increasing.

The access to latrines and adequate water supplies is limited in informal settlements and camps. On average, 7.5 displaced Syrians share a latrine in informal settlements<sup>70</sup>, but only 38 per cent of these latrines are equipped with septic or holding tanks.<sup>cliii</sup> The sanitation vulnerability in informal settlements is 52 per cent. It is mostly due to the average number of improved latrines per site (1 for 7.5 people) not reaching the sector standard of 1 improved per family in 45 per cent of the sites. High desludging frequency is also largely contributing to the sector vulnerability. Most of the high desludging rates are related to undersized or inappropriate containment facilities. Finally, the low proportion of proper greywater management and the absence of treatment in most of

the sites are also increasing the sanitation vulnerability of the sites.<sup>cliv</sup> NGOs have continued to deliver short-term WASH solutions approved by authorities, which have mitigated many of the potential environmental impacts of large refugee populations in regions with limited government service delivery. More sustainable solutions that can serve all communities are feasible, especially where maintenance of humanitarian modalities will prove costly and increasingly challenging to sustain in a context of Water Establishment instability.

The ongoing presence of displaced Syrians and Palestinian refugees from Syria in Palestinian camps and gatherings has drastically increased the stress on the water supply and wastewater systems.<sup>clv,71</sup> Although several functioning water sources exist in the Palestinian camps, the quantity of water provided is insufficient to meet the daily domestic requirements and, in some, is not potable due to high salinity, forcing residents to purchase water from private water suppliers within or near the camps. Wells are progressively drying up as seawater intrusion increases in coastal aquifers.<sup>72</sup> In Palestinian gatherings, access to water networks has improved during the past years, but both quality and continuity of water supply remain a challenge whilst 64 per cent of households are still reliant on bottled water.<sup>73,x</sup>

The adoption of Law 80/2018 on Integrated Waste Management Systems has clarified roles and responsibilities of stakeholders and laid the foundation for the approval of the Integrated Solid Waste Management (ISWM) Road Map on August 27, 2019 by the Council of Ministers (CoM), revisited in a report dated July 10, 2020 by a technical committee established by virtue of PCM decision 96/2020. The Road Map and its update identifies the infrastructure gaps and needs of the sector. Despite these significant changes at the policy level, structural issues remain as waste accumulation exceeds the national capacity to address it. Indeed, Lebanon continues to lack sufficient solid waste management facilities, and particularly sanitary landfills, which has resulted in the continuation of dumping in open sites

(66) This slight decrease is reportedly due to delays in implementing sanitation infrastructure in IS because of COVID-19 restrictions.

(67) It was 88% in 2019 and 2018.

(68) Sixty per cent of individuals rely on trucked water provided by NGOs and 8 per cent purchase trucked water directly as a first source. Furthermore, only 23 per cent of all individuals, residing in 11 per cent of all informal settlements, benefit from safe on-site boreholes, wells, springs or networks. To be considered 'safe' requires that water meets the minimum drinking water standards of the water sector. <1cfu/100mL FC, <5 NTU Turbidity, <45mg/L Nitrate. (WAP, 2018).

(69) According to WAP 2019-2020, regarding water primary sources in informal settlements, 42% of sites rely on water trucking in 2020 (from 28% in 2019), of which 3% are paid by NGOs; and 52 % of sites have access to protected sources (41% of borehole, 10% network and 1% protected spring), compared to 41% in 2019.

(70) The UNHCR minimum standard for refugee emergencies is no more than 50 persons per shared latrine during the emergency phase. This increases to no more than 20 persons per latrine in the post-emergency phase. The SPHERE minimum standard for latrine access is 1 shared latrine per 20 people. More information about UNHCR's minimum sanitation emergency standards can be found here: <https://emergency.unhcr.org/entry/116007/emergency-sanitation-standard>

(71) Eight per cent of the total population of Palestinian refugee camps and gatherings are Palestinian refugees from Syria, and 13% are Syrian.

(72) UNRWA has had to increase the pumping hours of the water wells inside camps, and as a consequence some wells having dried up in Beddawi and Burj Shemali. Salinity has increased in Naher El Bared and Beirut camps, for instance, the R.O. system in Mar Elias camp is no longer providing the designed quantity and quality of water.

(73) Twenty-five per cent of households use tap water for drinking and 64% of households periodically purchase potable water according to the results of a household survey carried out by UNDP in Palestinian gatherings in 2017.



**40%** of school-aged Syrian children are **out of school**



Bekaa and Baalbek-El Hermel have the **lowest enrolment rates** of children aged **6-14 years**



Only **17%** of **secondary-school** aged **non-Lebanese youth** are enrolled in secondary school programmes

throughout the country. Estimates indicate that there are nearly 900 open dumpsites.<sup>clvi</sup> Lack of adequate solid waste management is an issue faced by both host and displaced communities. The level of satisfaction with environmental services, specifically, has steadily declined, with only 4.1 per cent of the public rating the quality of such services as 'excellent' or 'good' in August 2020 compared to 31.4 per cent in January 2018.<sup>clvii</sup>

Lack of adequate solid waste management is an issue faced by both host and displaced communities. Furthermore, the poor access to waste services (wastewater, solid waste, hazardous/ infectious waste) exacerbates pressure on land, ecosystems, water and air, thus threatening the natural capita of the country and the living conditions. Beyond the risks to people's health and the environment, there is a risk that this dissatisfaction with the services increases inter-communal tensions as witnessed in 2019 and 2020.



Roukaya visits the Ministry of Public Health's Primary Health Care Centre in Aranissa with her two children during the COVID-19 pandemic. Photo Credit: Première Urgence Internationale (PUI), Fatima Razouk, July 2020.

Women-headed households, women, girls, elderly and children are most at risk of adverse impacts from water supply and sanitation gaps. Due to a lack of access to safe sanitation and means for personal and menstrual health hygiene, women and adolescent girls face risks to health, protection and dignity, especially when living in informal settlements or substandard shelters. The inability to solve sanitation issues can also increase pressure on the environment and risk of disease outbreak. Increasing access to appropriate hygiene items remains important but more critical is elevating the knowledge on appropriate hygiene practices, particularly around menstrual hygiene management.<sup>74, clviii</sup> Displaced Syrian children and older people are most at risk of negative health impacts from water shortages and sanitation

(74) In all domains, women report that they abstain from showering and bathing during the first days of menstruation. Some even refrain from showering and bathing for the entire period. The recommendation is to conduct an awareness campaign that demystifies what menstruation is and debunks myths surrounding the period.

gaps.<sup>clix</sup> An ongoing challenge is the inability of displaced Syrians to use the public water and sanitation network.<sup>clx</sup> Reported stigmatization against displaced Syrians living in informal settlements is a compounding factor.

The critical need of the electricity sector is recognized through the adoption of the GoL Policy Paper for the Electricity Sector in June 2010, which outlines policies, investments and reforms aimed at ultimately improving service delivery and reducing the fiscal burden. The Policy Paper also identifies a deficit in installed generating capacity, reaching only 61 per cent of the instantaneous peak demand in summer. A study undertaken by the Ministry of Energy and Water and UNDP in 2016, estimated the required increase in the production capacity in electricity as a result of the Syrian crisis at 486MW. This is equivalent to five hours of electricity supply per day, and is incurring losses estimated at around \$333 million per year. The study also indicated that more than 45 per cent of displaced Syrian households were illegally connected to the national grid, thus to the subsidized electricity grid.<sup>75</sup> Insufficient electricity supply forces Lebanese, as well as displaced Syrians, to further rely on private and environmentally unfriendly generators, which is expensive and further increases their economic vulnerability. According to the VASyR 2019, 93 per cent of displaced Syrians report having access to electricity, and whereas 81 per cent report paying their bills in addition to the rent, only 31 per cent of these bills are collected by EdL staff.

The exacerbated situation of electricity access and quality has negatively impacted the provision of multiple services. The strain is notable in education, particularly for Syrian students in second shifts. It is also felt near hospitals as a result of additional care required. Furthermore, the increased use of water pumps and bad power quality affecting wastewater treatment has negatively impacted health and the environment. Lebanese businesses face increased costs, production disruptions, and reduction of profitability, causing major impediments to the business environment and loss of economic opportunities.<sup>clxi</sup>

The situation for schools in 2020 is vastly different from 2019, mainly due to the school closures on 2 March from the COVID-19 outbreak and the general economic crisis. This interrupted the education of over 1.2 million school-aged children, including public, private, semi-private, and UNRWA schools. In this context, a higher rate of out-of-school children is expected compared to last year, as well as some migration of children from private to public schools. MEHE has responded by prioritizing the registration of Lebanese students for the first shift, followed by non-Lebanese students with Lebanese mothers. In May 2020, 18 per cent of Syrian households declared having withdrawn a child from school in the past three months.<sup>clxii</sup> The move from private to public schools has created funding problems for private schools and has added pressure to the public system. In June

(75) A further analysis by the World Bank in 2020 estimated the cost at USD 132 M annually after offsetting the average cost paid by refugees.

2020, 80 per cent of the country's private schools, which provide education for 700,000 students, are reportedly facing closure due to economic reasons; for comparison, an estimated 490,000 students are enrolled in public education institutions.<sup>clxiii</sup> Additionally, nearly 30,000 children and young people in non-formal education had their education disrupted.<sup>clxiv</sup> Currently, 40 per cent of school-aged children displaced from Syria (6 to 14-year-old) are out of any type of learning<sup>76</sup> – all of whom are at an increased risk of exploitation, physical or sexual violence and discrimination, given the critical years of education they have missed and protection challenges they face during displacement.

From the supply side, the remote learning implementation presented challenges in the absence of a distance learning plan in the National Educational system, as well as with teachers and administrators lacking technical skills to manage online learning modalities and provide support to students. Challenges are likely to continue in the 2020/2021 school year. From the demand side, remote learning remains inaccessible to those who cannot afford to pay for a reliable internet connection and those with special needs. This is particularly challenging for persons displaced from Syria who often lack the conducive learning environments at home and/or financial means to obtain the required resources to allow children to follow distance-learning organized by the schools, including internet access, devices, TV subscription (or even electricity), and printing costs. In all regions, children with disabilities are most in need, and no alternative system has been developed to support access. The Learning Readiness Rapid Assessment (LeaRA) in March-April 2020 reached approximately 10,000 households and found that over 25,000 children need some form of learning support. Families worry about the increasing costs of the internet and electricity required for remote learning and parents can only offer limited support as 21 per cent of them are illiterate.<sup>clxv</sup>

The Ministry of Education and Higher Education (MEHE) continues to address critical education needs in Lebanon despite the protracted Syria crisis which has overstretched the capacity of the education system. According to MEHE, the premises of over one third of public schools are in bad condition and need major rehabilitation. This situation has worsened due to the Beirut Port explosions which damaged at least 203 public and private schools, impacting over 70,000 students and 7,600 teachers. Public schools, due to accommodating large number of students and operating as one or double shifts, are depreciating quicker than normal. For the 2019 – 2020 school year, around 344 out of 1234 public schools were operating second shifts.<sup>77</sup> As per MEHE/CERD 2020 Statistical Bulletin, the total number of Lebanese children in public and subsidized schools had increased to around 409,000 for the school year 2019-2020 (as compared to around 400,000 for the previous year), with some 288,000 in public and 121,000 in subsidized schools. There were around 201,000 non-Lebanese in

public schools during the 2019-2020 school year. In addition to the 65 functioning UNRWA schools, which cater to the educational needs of Palestinian children, Lebanese public schools also register Palestinian children where no UNRWA schools are available, especially in the secondary system. Despite this, it is worth noting that in addition to 197,000 displaced school aged children from Syria enrolled in official public school, around 104,000 non-Lebanese children<sup>78</sup> are enrolled in UNRWA and Private and Semi-Private Schools, of whom 73 per cent are displaced children from Syria and Palestinian refugee children from Lebanon. This means that an additional 26 per cent of compulsory school aged non-Lebanese children (6 to 14-year-old) are enrolled in formal education. Sector qualitative data and detailed profiling for out of school children is still lacking. The majority live in remote areas, making reintegration into formal education a challenge due to higher transportation costs that can lead to low attendance. There is limited support for transportation with only 67,358 children in the second shift receiving assistance during the 2019-2020 school year. The lowest enrolment rates of children aged 6-14 are found in Bekaa and Baalbek-El Hermel, with a drop of four per cent and six per cent respectively since 2018. It is also important to ensure that students obtain their educational documentation<sup>79</sup> from formal basic, secondary, or vocational education they have attended and/or are attending in Lebanon. This will facilitate obtaining equivalent educational documents and resuming their education upon safe return to Syria.

Youth are also provided with few opportunities to complete their education; they are often forced to drop out of school and work to provide for their families.<sup>clxvi</sup> Enrolment in post-basic education remains low, with only around 9 per cent of secondary-school age non-Lebanese youth enrolled in public schools and another 8 per cent are enrolled in private secondary, technical and vocational education schools.<sup>80,clxvii</sup> Socio-economic issues, namely the need to work and limited prospect of employability, together with insufficient funding, have also negatively impacted the attainment of secondary education, which falls outside of compulsory education.<sup>clxviii</sup> Demand-side barriers, including the mismatch of skills and market-needs, and family priorities have driven many displaced Syrian adolescent girls into child marriage and prevented them from continuing their education. Many young men work to support their families at the expense of continued education.

Working girls and boys, particularly those involved in the worst forms of child labour, are among the most vulnerable leaving them further behind.<sup>81</sup> Partners are reporting increases in child labour for all population

(76) Estimations based on MEHE/CERD, 2020 and UNHCR Dec. 2019 registration figures.

(77) Figures provided by the Education Sector.

(78) 30,000 non-Lebanese children are enrolled in UNRWA, 53,000 in Private and 12,000 in Semi-Private schools. CERD, 2019

(79) Documentation for formal education can be obtained from public schools, validated at the regional or central Ministry of Education and Higher Education offices, and subsequently recognized/attested by the Lebanese Ministry of Foreign Affairs.

(80) In total, 5700 Non-Lebanese students and 58,700 Lebanese students.

(81) Child labour is a main protection concern for unaccompanied and street-connected children which can lead to physical and emotional violence, exploitation and risks of trafficking, impacting their protection, development and well-being in the short and the long term.





COVID-19 lockdowns led Nahed, 12, to drop out of school to pick vegetables with her mother to support their family after her father injured his back and can no longer work. Photo Credit: UNHCR, Lebanon, August 2020.

groups, especially in agriculture particularly in the North and Bekaa) as well as an increase in the number of children working on the streets.<sup>clxxix</sup> Poverty is known to incentivize the entry of children into the labour market at an age they would normally be attending school, reducing demand for education.<sup>clxxx</sup> The negative perceptions of parents and children regarding the value of education in relation to income-earning potential also contribute to low demand for- and perceived limited value of education. Household-level education-related expenditures (including transportation, uniforms, and learning materials) and the potential opportunity cost of sacrificed income, continue to be major deterrents to education access. In May 2020, 11% of Syrian households reported engaging children in income generating activities in the past three months (compared to 6% in 2019).<sup>clxxxi</sup> With the COVID-19 outbreak and the economic crisis, it is expected that more boys and girls will resort to child labour (and its worst forms). With the increasing challenges to access basic services, education, and livelihoods, coupled with increasing indebtedness of families and challenges related to delivering protection support remotely, children are increasingly at risk and exposed to various forms of violence, neglect, exploitation, abuse and distress.

Children with disabilities, including those newly disabled, their caregivers and specialized disability

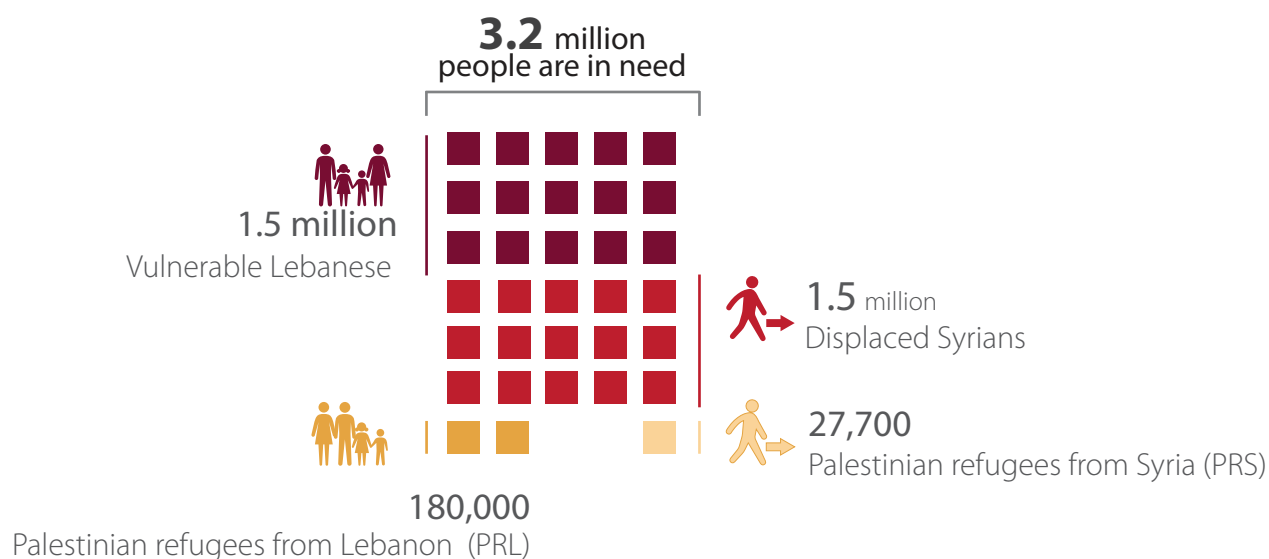
institutions have also been negatively affected by the crises. Specialized disability institutions have shifted to remote modalities or blended approaches of remote and face-to-face learning. Main challenges are related to the lack of time and resources that parents have to support their children. Children and persons with disabilities are among the most marginalized groups in Lebanon. Although the Law 220/2000 on Rights of Persons with Disabilities addresses the rights of people with disabilities, most of its provisions are not being implemented. Children with disabilities continue to face considerable barriers accessing formal education despite their right for integration in society and schools. 70 per cent of respondents perceived that children with physical disability should be integrated into society and participate in the life of the community, while only 25 per cent of the respondents perceive the same of children with intellectual disability.<sup>clxxxii</sup>

Public institutions face financial, civic, operational and resource constraints that limit their ability to respond during an emergency. The High Relief Commission (HRC), although mandated to serve Lebanese communities in emergency situations, is unable to cover all humanitarian needs. Other government institutions, such as the Ministry of Social Affairs (MoSA) and the NPTF, as well as local NGOs, have relief programmes; yet, these are insufficient to cover needs.

# POPULATION IN NEED AND TARGETED IN 2021



## PEOPLE IN NEED



Note: PRL, PRS figures pertain to the 12 camps and 56 gatherings as covered by the recent CAS/PCS/LPDC census.



## PEOPLE TARGETED



Note: PRL, PRS figures pertain to the 12 camps and 56 gatherings as covered by the recent CAS/PCS/LPDC census.



## APPEALING PARTNERS BY SECTOR

Total of **112** appealing UN and NGO partners



Protection  
71



Livelihoods  
60



Education  
59



Health  
46



Social Stability  
43



Food Security  
41



Basic Assistance  
36



Water  
32



Shelter  
27



Energy  
10



# RESPONSE STRATEGY

## Strategic Objectives

As in the previous years, the Government of Lebanon (GoL) and national and international partners work together to deliver integrated and mutually reinforcing humanitarian and stabilization interventions.

The LCRP promotes the strategic priorities identified by the GoL and partners, with interventions aligned to national policies and strategies, responding to evolving needs, and seeking to complement and build on other international assistance in the country.

The response plan focuses on humanitarian assistance to vulnerable communities, including persons displaced from Syria, vulnerable Lebanese and Palestinians, but it also strongly seeks to expand investments, partnerships and delivery models for stabilization as a transition towards longer-term development strategies.



### 1 Ensure protection of vulnerable populations



### 2 Provide immediate assistance to vulnerable populations



### 3 Support service provision through national systems



### 4 Reinforce Lebanon's economic, social and environmental stability

## 1 Ensure protection of vulnerable populations

Recognizing that the imperative of protecting people lies at the heart of humanitarian action, this response objective aims to strengthen protection services and interventions for displaced persons from Syria and other vulnerable populations, empower individuals and mainstream protection across all sectoral interventions. It promotes protection of, and access to, affected people in accordance with relevant principles and instruments of international refugee and human rights law ratified by Lebanon.

- Ensure that persons displaced from Syria have access to temporary legal residency in accordance with Lebanese laws and regulations, while anticipating their return in safety and dignity as the preferred durable solution, and while abiding by the principle of non-refoulement;<sup>(82)</sup>
- Continue granting access to Lebanon for exceptional humanitarian cases through the approval of the Minister of Social Affairs, while upholding the principle of non-refoulement;
- Continue to provide durable solutions such as resettlement and other admissions to third countries;
- Continue facilitating access to civil documentation, including birth, death and marriage registration, for persons displaced from Syria as per Lebanese laws, regulations and policies;
- Ensure tailored provision of protection and other services for persons with specific needs, such as persons with disabilities and older persons, as well as for women and children;
- Build the capacity of Lebanese, Palestinian and Syrian communities to identify protection concerns, provide feedback on programmatic interventions, and contribute to the referral of cases to specialized service providers; and raise complaints regarding misconduct, including Sexual Exploitation and Abuse (SEA). This involves ensuring safe and confidential access to Complaints and Feedback Mechanisms (CFM) and awareness raising on how/where to provide feedback and complaints.<sup>(83)</sup>

(82) The position of the Government of Lebanon is that any form of local integration is unconstitutional and, therefore, not an option. The Government considers that the only durable solution being available for displaced Syrians in Lebanon is their safe return to Syria, in accordance with applicable norms of international law and taking into full consideration the vital interests of Lebanon as a host country. Resettlement to third countries is seen as an alternative durable solution. In any refugee situation, the ultimate goal for the United Nations is the realization of durable solutions to the plight of refugees. While local integration is not an option for displaced Syrians in Lebanon, the dignity and well-being of displaced Syrians must be preserved until they can attain durable solutions outside of Lebanon. The LCRP takes note of the Policy of Return of Syrian Displaced.

(83) Prevention and response to SEA will be prioritize within humanitarian and development/stabilization interventions in line with global UN and IASC standards.

- Support the GoL to enforce laws to prevent and address child abuse, sexual and economic exploitation, and the worst forms of child labour.
- Ensure protection, PSEA, gender, Accountability to Affected Populations and inclusion are mainstreamed and integrated across sectors through joint cross-sectoral and cross ministerial efforts

## 2 Provide immediate assistance to vulnerable populations



This response objective aims to address the immediate needs of the vulnerable populations (displaced Syrians, vulnerable Lebanese, Palestinian refugees from Syria and Palestinian refugees from Lebanon), prioritizing the most vulnerable through temporary solutions, with the aim to mitigate the rapid deterioration of social and economic conditions which exacerbate protection risks.

- Provide direct and targeted assistance (including remote assistance) to the most vulnerable populations to ensure their protection and meet their survival needs, including needs caused by displacement, while ensuring complementarity across sectors;
- Reduce exposure to hunger, malnutrition<sup>84</sup>, inadequate housing and homelessness, health complications, mental health issues and disease outbreaks, violence, abuse and exploitation as well as the worst effects of poverty, including resorting to negative coping mechanisms, with practices such as child labour, begging and child marriage;
- Continue immediate and temporary service delivery in informal settlements, collective shelters, sub-standard dwellings and gatherings; and
- Expand emergency response to meet increasing humanitarian needs through immediate and medium-term interventions, including those that can prevent or mitigate the impact of future shocks and emergencies

## 3 Support service provision through national systems<sup>85</sup>



This response objective aims to strengthen national and local capacities to meet the increasingly overwhelming service-related needs and seeks to reinforce confidence in the equitable access to and quality of public services for vulnerable populations. It aims to establish or upgrade basic public service infrastructure, ensuring functioning service delivery in the most vulnerable communities affected by the crisis through the support of the Ministry of Social Affairs' (MoSA) network of Social Development Centres, and

(84) Key need is to scale up understanding of the nutrition needs by conducting a series of assessments including an integrated nutrition survey as soon as possible, in alignment with latest COVID-19 guidance. Response needs to be scaled up with nutrition and infant and young child feeding awareness sessions

(85) "National systems" is inclusive of national government and local institutions, NGOs/civil society and private sector.

other national and local authorities such as municipalities as key gateways.

- Ensure that all children, including children displaced from Syria, can access, learn and be retained in a quality learning environment (formal and non-formal<sup>86</sup>), widening the absorption capacity of education premises (rehabilitation, expansion and construction), in addition to strengthening the education system to be able to cater for all children;
- Ensure support to strengthening social safety nets,<sup>87</sup>
- Ensure that the most vulnerable Lebanese and displaced populations can access disease prevention interventions and affordable healthcare, with a focus on accessibility and quality of services and controlling disease outbreaks, including mainstreaming COVID-19;<sup>88</sup>
- Protect the most vulnerable, especially children and women, older persons and persons with disabilities, and other minority groups including children of migrants<sup>89</sup> at risk of violence (including abuse, exploitation and neglect), through:
  - increased outreach and responsiveness of community and institutional systems;
  - referrals and a full package of services, including appropriate support to survivors through a robust and coordinated national system; and
  - extending safe water, sanitation, hygiene and energy services to the most vulnerable Lebanese and persons displaced from Syria by reinforcing existing infrastructure.
  - support the national health system to scale up its capacity to screen, detect and manage cases of acute malnutrition.
- Scale up service delivery mechanisms that are cost-efficient, yet responsive to needs, and offer clear benefits to all vulnerable communities; and
- Strengthen government ownership of investments made by supporting national planning and implementation, monitoring and management processes.<sup>90</sup>

(86) Non-formal education is conceived as a means to bridge the gap with formal education.  
(87) According to MoSA, NPT is the cornerstone for providing social safety net to poor Lebanese and in the ongoing Social Protection strategy. This remains under the existing framework of LCRP.

(88) The 3RP guidance: COVID-19 specific activities should be mainstreamed into each sector plan on the basis of an assessment of on-going needs. Alignment and complementarity is to be ensured.

(89) This is in line with 3RP 2021-2022 PLANNING GUIDANCE NOTE 11 One Refugee Approach: For 2021, though the 3RP will continue to outwardly center on Syrian refugees given its origins and focus on a comprehensive protection and solutions strategy, it is important that it takes into account to the extent possible other nationalities of refugees and asylum seekers, migrants, and stateless persons from planning, response, resource mobilization and advocacy perspectives.

(90) This is done through support to service delivery (support to projects/services provided by institutions), policy development and system strengthening through for example capacity building and financing of staff based on the sectors strategies defined in partnership with line ministries.

## 4 Reinforce Lebanon's economic, social and environmental stability



This response objective aims to strengthen productive sectors in expanding economic and livelihood opportunities, benefiting local development and the most vulnerable communities. It aims to invest in mitigating the environmental impact of the Syria crisis, ensuring that actions are taken to maintain long-term sustainability of the natural ecosystem and avoid its further degradation. Furthermore, it will invest in national and local capacities to promote dialogue that mitigates tensions and conflicts at municipal and local levels, with a particular focus on youth and adolescents.

- Promote job creation and support businesses to generate income for local economies in poor areas benefiting all vulnerable communities, in accordance with Lebanese laws and regulations,<sup>91</sup> and the outcomes of the Brussels conferences;
- Enhance the productive capacities of local micro- and small-to-medium enterprises (MSME) and cooperatives through improving local economic infrastructure and supporting their capability to respond to market demands;
- Promote sustainable agriculture production by supporting vulnerable food producers and communities and improve agricultural livelihood activities;
- Reduce the impact of the crisis on Lebanon's environment, with a particular focus on integrated solid waste management, water and wastewater management, use of renewable energy sources and energy-efficient products, protection of air quality, conservation of land use and ecosystems by strengthening good management of natural resources and sustainable investments abiding by environmental regulations;
- Support government institutions and government partners to implement necessary economic, labour, social welfare, disaster risk management and environmental protection reforms;
- Address social and economic risks faced by Lebanese, displaced Syrians and Palestinian adolescents and youth with a particular focus on empowering young women and girls, including through technical and vocational education and training (TVET) and decent work opportunities;<sup>92</sup>
- Prevent social tensions from further rising within stressed communities by ensuring the functioning of government, local systems and mechanisms, and individuals to address critical needs through service delivery and promote intra- and inter-community dialogue, with full respect of the Lebanese laws and regulations; and

- Strengthen national emergency preparedness and response capacity.

### Planning assumptions

The planning assumptions for the LCRP 2021 were developed through a participatory process with representatives from government institutions, UN agencies, international and national NGOs. In addition to the below key assumptions, each sector strategy has incorporated an analysis of planning assumptions, risks and mitigating measures in their respective theories of change.

#### Context:

- Pending a political solution in Syria, the crisis will continue. While important obstacles to large-scale returns in safety and dignity remain, some spontaneous returns of displaced Syrians from Lebanon to Syria are taking place, particularly since 2017. Group returns are also facilitated by the Directorate General of General Security (GSO) since early 2018. In 2020, the number of returnees significantly dropped including because of border closures as part of COVID-19 response measures and the halt of group movements organized by the GSO as of February 2020. Nevertheless, the number of Syrians in Lebanon is expected to remain relatively stable in 2021. The number of sustainable returns to Syria will substantially increase if obstacles to voluntary, safe and dignified returns are removed and the UN can begin to facilitate voluntary repatriation.
- Inter-community tensions and public pressure for returns are likely to increase if sufficient support is not provided to Lebanon to mitigate the impact of the multiple crises and reverse the deteriorating socio-economic trends and rising unemployment.
- COVID-19 will likely continue throughout the year and therefore, the effects of COVID-19 should be considered together with other factors affecting the population and mainstreamed throughout the plan.<sup>93</sup>

Despite ongoing efforts, the number of displaced populations who live below the poverty line is increasing and the pressure on Lebanese institutions to accommodate these increased needs, with many needing to be upgraded prior to the crisis, continues. A sense of fatigue is growing among the communities, as are concerns over increase in the use of negative coping mechanisms, impeding access to services and ability to cover basic needs.

Vulnerable households are shifting to living in non-residential and non-permanent structures as living in residential, urban settings becomes unaffordable due to the increasingly wide-spread poverty.

The crisis in Syria continues to have a negative impact on the sustainable development in Lebanon. The pressures felt by public system can be mitigated with the following:

(91) As per MoL annual decisions related to businesses, occupations and crafts, and jobs that must be limited to Lebanese only.

(92) As per MoL annual decisions related to businesses, occupations and crafts, and jobs that must be limited to Lebanese only.

(93) 3RP 2021- 2022 Guidance Note 12 - Mainstreaming COVID-19

- An improved relationship and trust between service providers and customers to increase cost recovery and result in better water service provision.
- Additional resources, analysis of barriers and cost structures for the education sector to absorb an increased number of children and youth in formal education.
- Increased support to municipalities and local institutions such as Water Establishments as they face further financial deficiencies, hampering their ability to provide essential public services.
- More standardized service provision across primary healthcare providers to increase quality of services across all regions.

At the end of 2020, poverty levels are unprecedented, with increased poverty across populations, including those in extreme poverty:

- Displaced Syrians, most without a network with resources to support, have been hit very hard by the situation with well over 88 per cent now below the extreme poverty line. At the same time, more than 55 per cent of Lebanese are now estimated to be below the poverty line.
- Unemployment levels and informal labour are on the rise, especially in some of the country's poorest localities and is having a disproportionate effect on young people. Without further investment in the strengthening of public systems and economic opportunities the situation will continue to deteriorate.
- Increased access to sustainable livelihoods, including through provision of work permits, will decrease the need for cash and food assistance. Having a work permit will be taken into consideration when identifying the most vulnerable in need of assistance.
- In accordance with the principle of international solidarity and accountability, the response will be developed based on priorities, needs, and capacities, and partners will continuously seek feedback from the populations that they serve and address concerns about the response raised by the affected populations.

**Governance:** The LCRP underscores its national leadership by the Government of Lebanon through the Ministry of Social Affairs and reaffirms the international community's commitment to support and reinforce the response capacity of national/local institutions and national/local humanitarian actors.

- The response strategy allows for linkages and complementarity with longer-term development plans and in line with the Global Compact on Refugees and Sustainable Development Goals, enabling a shift towards more sustainable delivery of support and services.
- Partnerships with development actors and civil

society actors are in place to allow for complementary approaches to the response, within a whole-of-society approach.

- The coordination framework is sufficient to allow integrated approaches that avoid overlap and ensure adequate coverage and prioritization.
- Support to public institutions builds sustainable capacities and strengthens service delivery.

**Population planning figures:** The LCRP addresses the very diverse needs of four target groups: 1.5 million vulnerable Lebanese (49.7% are female; 50.3% male; 31.15% children); 1.5 million displaced Syrians (51% female; 49% male; 54% children); 27,700 Palestinian refugees from Syria (49.58% female; 50.42% male; 42.11% children) and 180,000 Palestinian refugees<sup>94</sup> (49.58 per cent female; 50.42 per cent male; 34.78 per cent children) from Lebanon living in 12 camps and 156 gatherings.<sup>95</sup>

**Funding trends:** The calls for burden-sharing continue throughout the five-year plan that asks for investment in Lebanon and support to the population that Lebanon hosts. At the same time, increasing advocacy with donor countries will focus on putting in place mechanisms that provide persons displaced from Syria with humanitarian access to third countries, as well as mechanisms for economic development.

The international community should also bring essential support to Lebanon through other funding streams, including recovery and development assistance and other funding mechanisms, as it is assumed that the level of funding to the LCRP may not be sustained throughout the duration of the five-year plan. Predictable, balanced and multi-year funding is required to implement more sustainable solutions.

## Alignment with other planning frameworks

The LCRP is aligned with the following key processes and frameworks:

- As the second edition of the LCRP, **the 2017-2021 framework response is the successor of the 2015-2016 LCRP**. Within the five-year framework, this plan seeks to expand the stabilization and development focus and facilitate the transition of crisis response to national structures and systems, while maintaining a robust and integrated humanitarian and stabilization response to the protracted crisis. This medium-term strategic planning framework aims to address national objectives and priorities to respond to the impact of the Syrian crisis in Lebanon, and has been

(94) There is also around 50,000 other UNRWA eligible persons from Lebanon included in the planning figures.

(95) The interventions of the LCRP may also have an impact on the 16,631 refugees of Iraqi, Sudanese and other origins in Lebanon as well as migrants living in Lebanon, despite them not being specifically targeted. This is in line with 3RP 2021-2022 PLANNING GUIDANCE NOTE 11 One Refugee Approach: For 2021, though the 3RP will continue to outwardly center on Syrian refugees given its origins and focus on a comprehensive protection and solutions strategy, it is important that it takes into account to the extent possible other nationalities of refugees and asylum seekers, migrants, and stateless persons from planning, response, resource mobilization and advocacy perspectives.



developed and implemented in collaboration with the Government of Lebanon, the UN, national and international NGOs, and donors. Yearly appeals, including multi-year programmes, are developed based on an annual review of needs.

- The 2017-2021 LCRP is the Lebanon chapter of the **Regional Refugee and Resilience Plan 2018-2019 and 2020-2022 (3RP)** led by UNHCR and UNDP. The 3RP is a regional plan that sets out the response to the humanitarian, protection and assistance needs of persons displaced from Syria and other impacted persons, communities and institutions in the five countries hosting displaced Syrians, i.e. Turkey, Lebanon, Jordan, Iraq and Egypt. As a nationally-owned chapter of the 3RP, the LCRP is tailored to respond to the specific needs of Lebanon and vulnerable populations within this ongoing regional crisis. It ensures that humanitarian and stabilization interventions are mutually reinforcing to deliver value, and emphasizes support to Lebanon's national capacities, including its aid and assistance management efforts.
- The LCRP incorporates priority measures articulated in the **GoL's 2013 Roadmap of Priority Interventions for Stabilization from the Syrian Conflict**<sup>clxxiii</sup> and its updated projects, and furthers its three objectives: (i) to restore and expand economic and livelihood opportunities for vulnerable groups; (ii) to restore and build resilience in equitable access to and quality of sustainable public services; and (iii) to strengthen social stability. Programmes implemented directly by line ministries are represented in the LCRP's results matrix. All LCRP projects investing in Lebanon's capacities are linked to needs articulated in the Roadmap, particularly the first two tracks. Furthermore, the LCRP is fully aligned with the priority outcomes of **international donor conferences in London (February 2016) and Brussels (April 2017, April 2018, March 2019 and June 2020)**.
- The shorter-term funding appealed for through the LCRP is complemented by the **Global Concessional Financing Facility (GCFF)** currently benefiting Lebanon and Jordan. This facility is focused on providing concessional financing to middle income countries most affected by the presence of large numbers of refugees. With an initial focus on the Syrian crisis as it impacts Jordan and Lebanon, and with a primary focus on infrastructure, the GCFF has been adapted to address the impacts of current and future refugee crises on a global scale. So far, \$745 million for four projects has been approved for Lebanon, with \$154.6 million of concessional funding received by Lebanon.<sup>96</sup>
- The LCRP specifically focuses on the impact of the Syrian crisis in Lebanon and is complemented by a number of multi-lateral and bi-lateral cooperation

agreements such as the **EU-Lebanon Partnership Priorities and Compact 2016-2020**,<sup>clxxiv</sup> the **World Bank Country Partnership Framework for Lebanon**<sup>clxxv</sup> and, most notably, the **United Nations Strategic Framework** (see point 6 below).

- The LCRP is fully aligned with and complementary to the 2017-2020 **United Nations Strategic Framework (UNSF)**,<sup>clxxvi</sup> the UN's cooperation framework with Lebanon, which provides the overall vision for UN-wide engagement in-country implemented through the country programmes of its specific UN agencies, funds and programmes. The UNSF articulates the UN's support to the Government of Lebanon towards achieving the following priorities: (i) all people in Lebanon have peace and security; (ii) Lebanon enjoys domestic stability and practices effective governance; and (iii) Lebanon reduces poverty and promotes sustainable development while addressing immediate needs in a human rights/gender sensitive manner. The UNSF reaffirms humanitarian principles in relation to the impact of the Syrian crisis, including the needs of 1.5 million displaced Syrians, and acknowledges the continued requirement for a Lebanon Crisis Response Plan (LCRP) that supports vulnerable populations affected by the crisis while also strengthening the resilience of local institutions and the host community to manage the current situation. UN support for the 2017-2021 LCRP is outlined in the UNSF.
- The LCRP links to the World Health Organization (WHO)-led COVID-19 Country Preparedness Response Plan (CPRP) for Lebanon. This plan aims to support the preparedness and response capacity of the Lebanese health system in coping with the COVID-19 emergency. The LCRP supports the COVID-19 preparedness and response through an integrated approach as many of the preparedness and response mechanisms cut across population cohorts and are multi-sectoral. COVID-19 will continue to have a severe cross-cutting impact on key LCRP interventions such as health, livelihoods and education. The LCRP links to the COVID-19 national response structure through various entry points at both national and regional level including the National Technical Committee, the National Task Force, Response Pillars and the Disaster Risk Management Unit.
- The LCRP will strive to ensure complementarity and coherence between responses in sectors both covered by the LCRP and the Reform, Recovery and Reconstruction Framework (3RF) so that the efforts and resources invested yield maximum collective results for the people and systems targeted. The Beirut Reform, Recovery and Reconstruction Framework, (3RF) aims to provide a roadmap to operationalize findings from the Beirut Blast Rapid Disaster Needs Assessment and set ground for ground for comprehensive reform, recovery and

(96) More information on Lebanon's projects and financing under the GCFF can be found in the 2019-2020 Annual Report – Global Concessional Facility Financing: [https://globalcfff.org/wp-content/uploads/2020/11/GCFF\\_Annual-Report\\_19-20\\_FINAL\\_DIGITAL\\_Singlepgs.pdf](https://globalcfff.org/wp-content/uploads/2020/11/GCFF_Annual-Report_19-20_FINAL_DIGITAL_Singlepgs.pdf)

reconstruction program based on a "whole of Lebanon, whole of society" inclusive approach.<sup>clxxvii</sup>

- The LCRP aligns with GoL's strategies and contains interventions developed as part of the regional **No Lost Generation strategy (NLG)**, specifically through support to the RACE II Strategy, and other sectoral investments in protection, psychosocial support and skill development for children, adolescents and youth, such as the Ministry of Social Affairs' National Plan to Safeguard Children and Women in Lebanon (MoSA NP) and the Ministry of Education and Higher Education National Child Protection Policy. The LCRP Education and Protection Sectors contain the GoL-endorsed budget for RACE II and the MoSA NP implementation, captured through UN agencies, donors and participating NGOs, and the funding appeals by MEHE and MoSA, with a view to moving to full government implementation.
- The LCRP is coherent with the **Dead Sea Resilience Agenda**<sup>clxxviii</sup> endorsed at the Resilience Development Forum held in Jordan in November 2015, which brought together representatives of governments of countries affected by the Syrian crisis, UN, international and national NGOs, the donor community and the private sector to discuss key guiding principles and elements of a medium-term regional response.
- The LCRP strives to implement the commitments made by more than 30 of the largest humanitarian partners through the **Grand Bargain**<sup>clxxix</sup> at the **World Humanitarian Summit in 2016**. Ten key commitments were made to: ensure greater transparency; more support and funding tools for local and national responders; increase the use and coordination of cash-based programming; reduce duplication and management costs with periodic functional reviews; improve joint and impartial needs assessments; include people receiving aid in making the decisions which affect their lives; increase collaborative humanitarian multi-year planning and funding; reduce the earmarking of donor contributions; harmonize and simplify reporting requirements; and enhance engagement between humanitarian and development actors.
- Many LCRP projects also integrate the principles of the **UN Sustainable Development Goals**,<sup>clxxx</sup> a set of globally-agreed goals to end poverty, protect the planet and ensure prosperity for all as part of the 2030 Agenda for Sustainable Development.
- The LCRP strives to ensure the commitments in the New York Declaration for Refugees and Migrants, and the recommendations contained in the **Comprehensive Refugee Response Framework**<sup>clxxxi</sup> annexed to the Declaration.
- Under the oversight of the Deputy Prime Minister, the Ministry of Social Affairs has taken the lead in initiating the process of developing a **National**

**Social Protection Strategy**, with the aim to develop an actionable and comprehensive framework for social protection that stimulates social cohesion, human development, and inclusive growth, within the context of Lebanon. LCRP partners will support this process.

## Financing the LCRP

The financing of the LCRP presents an opportunity to strengthen aid architecture and harmonization in Lebanon. Humanitarian and development needs set out in the LCRP will continue to be funded on an appeal basis, both bilaterally through a variety of donor mechanisms and trust funds, as well as pooled funds such as the Multi-Partner Trust Fund (MPTF) managed by the World Bank, and the OCHA-managed Lebanon Humanitarian Fund (LHF) and Lebanon Recovery Fund (LRF) chaired by GoL.

Cost-sharing opportunities will be explored with the Government, along with public-private partnerships, to support government implementation of Roadmap projects.<sup>clxxxii</sup> The introduction of an overall Lebanon Financial Aid Tracking System, building on existing systems, has enabled better planning of investment coordination between GoL and its international partners to ensure a predictable level of support to communities. Further efforts will focus on broadening the diversity of funding, including through donors from the MENA region, members of the Gulf Cooperation Council, and other partners.

## Communicating the LCRP

The LCRP will be supported by an integrated multi-agency communication strategy, led by the Government (MoSA). Communication priorities will include: (i) maintaining international momentum in support of Lebanon's stability and finding durable solutions to the crisis; (ii) fostering an international sense of accountability for Lebanon's vulnerable populations; (iii) strengthening government leadership of Lebanon's assistance frameworks; (iv) fostering inter-communal understanding and acceptance; and (v) joint messaging on key achievements and critical needs.

## Principles of partnership and mutual accountability

As a basis for addressing its key priorities, strengthening partnership and enhancing the overall effectiveness of the LCRP, several core principles and commitments have been agreed between GoL and its international partners in order to:

- Enhance the effectiveness, operationalization and transparency of the LCRP, by complementing its guiding principles.
- Ensure predictable, multi-year funding that enables actors to reach intended impact.
- Provide guidance, applicable to all LCRP partners,

for a timely, effective and coordinated response, by clarifying requirements with respect to key functions and processes: information sharing and tracking, planning and implementation.

- Ensure synergies between national planning and partner responses, by aligning LCRP efforts with national strategies and agreed plans, and by enabling line ministries to play a stronger role in leadership and coordination at the national and local levels under the guidance of MoSA, while benefiting from the support of the UN, donors and NGOs.
- Enhance the localization of the response with national actors, including local authorities, involved in the design and coordination with adequate efforts to build Lebanon's capacity and systems for future crisis prevention and response.<sup>97,clxxxiii</sup>
- Ensure accountability to affected populations. LCRP partners will continue to ensure that the response

(97) Within the Regional Refugee and Resilience Response Plan (3RP), principles for a localized response are as follows: (a) local actors influence the design of the response by feeding in the needs, priorities and social dynamics of populations affected by the Syrian crisis; (b) coordination mechanisms are led by government actors where possible, and all local actors are able to participate in and contribute to coordination processes at national and sub-national levels; (c) partnerships between international and local organizations/institutions ensure equity and joint responsibility, as well as visibility for local actors within the 3RP response; (d) initiatives jointly undertaken by international and local organizations include a strong element of capacity development in order to build local capacity and systems for future crisis prevention and response in the region; and (e) the maximum amount of direct, quality funding as possible is channelled to national and local actors in order to allow them to respond to the needs of crisis affected populations while simultaneously investing in their own institutional capacities.

engages affected populations in local programme design, under the guidance and coordination of MoSA and relevant UN coordinating agencies. This includes, where possible, regular visits aimed at obtaining feedback from vulnerable communities on needs, targets and effectiveness of LCRP interventions. Plans in 2017-2021 will facilitate access of affected populations to communication processes in which they are able to ask questions, provide feedback and contribute to discussions about current and longer-term strategies, in line with the Accountability to Affected Population strategy.

- Enhance the multi-sectoral approach of the LCRP based on a comprehensive and a common understanding of risks, taking into account threats, vulnerabilities and coping capacities at the individual, community and institution level, in support of the Sustainable Development Goal Agenda of leaving no one behind.



A Syrian family sells fruit from their shop near their home. Photo Credit: UNHCR, Lebanon, September 2020.



## Principles for LCRP

### Planning

- The LCRP Steering Committee guides the allocation of unearmarked funding and other resources among the sectors following participatory consultations with the relevant stakeholders, and in a timely manner.
- In line with LCRP Steering Committee guidance, sector steering committees<sup>98</sup> ensure alignment of unearmarked funding<sup>99</sup> to key priorities and underfunded needs of the LCRP.
- For unearmarked funding, sectors present their recommendations to the MoSA and UN lead partners, which would coordinate with the relevant donors on the allocation of funding, working through funding instruments such as the Lebanon Recovery Fund.
- Appealing partners commit to use earmarked funding in coordination with sector steering committees and in adherence to agreed LCRP sector outcomes and outputs. The LCRP partners review progress on agreed objectives and impact through regular and ad hoc meetings of sector steering committees and the LCRP Steering Committee.
- Planning of programmes should be coordinated through sectors, in close collaboration with line ministries under MoSA's leadership, through a bottom-up field-based approach that takes into consideration the national priorities and needs identified by each line ministry and in line with the Lebanese laws, rules and regulations.

(98) Sector Steering Committees (hereafter SSCs) are led by senior level representatives from line ministries, and also composed of UN agencies, donors, NGOs, and as appropriate, other concerned ministries or public institutions as well as specialized agencies. Sector Steering Committees contribute with sector expertise to the MoSA Inter-Sector Response Management.

(99) Unearmarked funding, in this context, refers to a contribution or commitment for which the donor does not require the funds to be used for a specific project, sector and/or organization (Financial Tracking System definition). This refers to un-earmarked funding that is not specific to an agency.

### Implementation and coordination

Sector steering committees provide relevant information and facilitate operation of partners for successful implementation of projects in the field, under the direct leadership of and in coordination with MoSA's LCRP team throughout Lebanon. To ensure efficiency and avoid duplication, the LCRP coordination structure remains the only system through which partners coordinate efforts to respond to the Syrian crisis in Lebanon.

### Information sharing and tracking

- Appealing partners are responsible for reporting fully and in a timely manner on funding and other resources received, through agreed coordination and reporting mechanisms that are systematic and transparent to the Government of Lebanon's Inter-Ministerial Committee on Displaced, through MoSA and the UN Resident/Humanitarian Coordinator.
- Funding and other resources received and/or committed should be reported to the LCRP Steering Committee led by MoSA and the UN Resident/Humanitarian Coordinator.
- LCRP implementing partners are responsible for reporting on a regular basis, through agreed systems, to the relevant sector steering committee on the progress/achievements of the activities that they are implementing.
- Sector steering committees report on progress and achievements to the LCRP Steering Committee. The format, content and frequency of reports will be decided at the start of the implementation period.

## Cross-cutting issues

The following six cross-cutting issues are mainstreamed across sectors under the LCRP, as they have been designated as key priorities by all partners.

### Better understanding vulnerability and risk to strengthen multi-sectoral approaches

The term "most vulnerable" is currently defined within the sectors, mainly using socio-economic, geographic or categorical concepts of vulnerability. These concepts have informed sectors in targeting their response. Understanding vulnerability by focusing on risks will facilitate a more multi-disciplinary and integrated approach that incorporates different perspectives and promotes involvement of a wide range of actors.

Complementary targeting across sectors is increasingly important to ensure as well as filling ongoing data gaps, mainly on vulnerable Lebanese. It will allow for a tailoring of interventions to the specific context. Circumstances and factors at the individual, community and institutional level can increase a person's vulnerability and/or reduce their capacity to cope with a particular situation. The LCRP will increasingly ensure a multi-dimensional understanding of vulnerability, including vulnerable Lebanese – considering internal risk factors, likelihood to experience harm, capacity to recover and adapt to new situations, ability to resist and insurance against new shocks - to better harmonize the response. Programming decisions and targeting of displaced populations will be informed through a comprehensive analysis of risk, considering vulnerability in relation to threats and



coping capacities.

Sectors will build on the thematic conversations developed since 2018 to further strengthen the alignment of targeting approaches, systematise referral mechanisms and co-design mechanisms for redress when persons are left behind as particular types of assistance shift in scope and scale.

## Protection

The protracted nature of displacement in Lebanon has impacted different segments of the population differently, due to their particular vulnerabilities, coping capacities and susceptibility to threats. The LCRP is committed to a protection-centered response. All assistance promotes meaningful access, safety, dignity and basic rights of affected people. Protection is mainstreamed through the response, at the national and field levels. Through a common understanding of the protective environment, sectors ensure due consideration, and responses which take into account the respective needs and multi-dimensional vulnerabilities of individuals they serve, allowing for more integrated approaches to service provision. These efforts will be guided by a joint-protection analysis highlighting threats, vulnerabilities and coping capacities, which will be shared across sectors to inform targeting and tailor common multi-sector approaches. Protection mainstreaming through the inter-sector will continue to be strengthened, with an increased focus on feedback and complaints mechanisms as well as monitoring and evaluation.

## Protection against sexual exploitation and abuse

All actors and sector partners are to ensure that protection against sexual exploitation and abuse (PSEA) is integrated into their interventions throughout the programme management cycle (including risk assessment, mitigation, post-distribution monitoring and at the organizational level. PSEA is a cross-cutting issue to be prioritized, linking closely with accountability to affected people, centrality of protection and do-no-harm.

## Gender and gender-based violence

Achieving gender equality and eliminating gender-based violence (GBV) is one of the Sustainable Development Goals (SDGs)<sup>100</sup> of the 2030 Agenda for Sustainable Development.<sup>clxxxiv</sup> Mainstreaming gender efficiently requires assessing the implications of any planned action for women, girls, men and boys, as well as making their concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all spheres.<sup>101</sup>

Furthermore, recognizing that GBV represents a

(100) Sustainable Development Goal 5 states: "Achieve gender equality and empower all women and girls".

(101) See for the full definition of gender mainstreaming: Economic and Social Council, Mainstreaming the gender perspective into all policies and programmes in the United Nations system, ECOSOC Agreed Conclusions 1997/2, in: A/52/3, p. 28.

particular challenge in humanitarian contexts and that preventing and responding to GBV constitutes a collective accountability, the LCRP ensures risk mitigation across all sectors of intervention.<sup>clxxxv</sup>

## Youth

The 2017-2021 LCRP prioritizes mainstreaming youth programming as a clear and harmonized component within its different relevant sector plans. The main goal of the youth component is to foster economically, personally and socially active and resilient youth in order to increase education, entrepreneurship, TVET, empowerment, participation, and civic engagement of this cross-cohort.<sup>102</sup>

Partners continue to expand their focus on youth programming across all sectors to provide this vulnerable and marginalized group with a holistic and harmonized package of services. These initiatives aim to motivate the youth to positively influence their peers and communities. As such, youth programming has been expanded under the Livelihood sector through job creation in accordance with the Ministry of Labour decisions and the Lebanese labour law, increased market-based skills training and employability, apprenticeships, income generation opportunities, and innovation and entrepreneurship programmes. The Education sector tackles youth challenges through increasing their access to formal education, vocational training and regulated non-formal education programmes. The Social Stability sector has defined a clear output for the active role of youth in stabilizing and building resilience in their communities and among their peers. Finally, the Protection sector has further detailed the focus on youth at risk of engagement in risky behaviours, ensures provision of psycho-social support, and addresses gender-based violence, building community referral and response mechanisms for at-risk girls and boys.

## Environment

The environment remains a priority and a key area for mainstreaming within the LCRP. Under the LCRP 2017-2021, the Ministry of Environment (MoE) leads an Environment Task Force (cf. the TORs in Annex 7) in close coordination with the Government, MoSA and the Inter-Sector Working Group with the aim of addressing priority environmental impacts and mainstreaming environmental considerations into activities and projects.

In order to do this, MoE will adopt a two-level approach:

- i. Ensure the mainstreaming of environmental safeguards in emergency relief and stabilization activities and ensure that the institutional capacities of MoE are enabled to continue the assessment and monitoring of the environmental impacts of the Syrian conflict and the provision of relevant technical guidance for environmental interventions; and

(102) As per MoL annual decisions related to businesses, occupations and crafts, and jobs that must be limited to Lebanese only.

- ii. Cooperate with all concerned LCRP sectors in the identification and implementation of environmental interventions, with a specific focus on priority sectors (Social Stability, Food Security, Water, Energy) and aim for a further roll-out to additional sectors as appropriate.

## Conflict sensitivity

Given the complex social fabric of Lebanon and the political impact of the Syrian conflict on the domestic scene, the response in Lebanon's most vulnerable localities both shapes conflict dynamics and is shaped by them. This must be taken into account in all interventions through a conflict-sensitive approach that includes 'do-no-harm' principles. This approach is generally defined as organizations: (a) understanding the context in which they operate, particularly the conflict dynamics, drivers of tensions and local capacities for stability; (b) understanding the interaction between the context and their intervention; and (c) acting on this understanding in order to minimize negative impacts of interventions and maximize positive impacts on conflict. The response as a whole will ensure that this approach is mainstreamed across the sectors in a coordinated effort to support the continued resilience of Lebanon through the crisis under the leadership of MoSA and MoIM.

Conflict sensitivity is fully incorporated into the LCRP: each sector strategy analyzes its potential adverse effects on local conflict dynamics and how to maximize its contribution to social stability, which in turn guides partners' respective programmes. In addition, regular information on tension trends and risks are provided to partners as well as research and evaluations on the impact of different types of LCRP programming on the

level of tensions. These analyses are complemented by regular training and guidance on conflict-sensitivity and 'do-no-harm' approaches, which are provided both to front-line workers and programme management staff to ensure that they are able to adjust their programmes accordingly.

## Urban areas

Urban areas accommodate almost 90 per cent<sup>clxxxvi</sup> of the population in Lebanon, including the vast majority of displaced Syrians. Already strained by high levels of deprivation, inadequate access to basic services, housing and social stability challenges, poor urban areas have been particularly impacted by the Syrian crisis.

By expanding multi-sectoral needs analysis, such as the already ongoing Neighbourhood Profiles, partners will expand their coverage into urban areas based on a multi-dimensional vulnerability approach to provide immediate assistance and sustainable solutions in partnership with the local authorities.

## Malnutrition

Malnutrition is an emerging concern for 2021 and needs to be prevented and tackled through multi-sectoral interventions. In particular, the health, water and sanitation, food security and protection sectors can make key contributions by mainstreaming nutrition in programme's objectives and indicators. Interventions should be focused on the most nutritionally vulnerable (children under 5 and particularly under 2, their mothers or caregivers, pregnant and lactating women, elderly people over 65).



Thirteen Institut de Reeducation Audio-Phonetique (IRAP) in North Lebanon. Photo Credit: UNDP, Rana Sweidan, November 2020.

# RESPONSE MONITORING AND EVALUATION

Reinforced and objective monitoring and evaluation (M&E) is critical to improving effectiveness and accountability. All sector log frames are technically reviewed on a yearly basis in consultation with sector working groups and stakeholders. Revisions have been made based on sector strategies to strengthen results chains of change, indicators and measurement methodologies at sector level. In parallel, an inter-sector M&E framework for 2017-2021 provides a multi-year framework for measuring progress against the LCRP's expected impacts, ensuring transparency and facilitating strategic and programmatic adjustments. Six impact statements aligned with the four strategic objectives of LCRP are as follows:

## **Strategic objective 1: Ensure protection of vulnerable populations**

- Impact 1: Displaced persons from Syria and vulnerable populations live in a safe, protective environment.

## **Strategic objective 2: Provide immediate assistance to vulnerable populations**

- Impact 2: Immediate humanitarian needs of the most vulnerable populations are met.

## **Strategic objective 3: Support service provision through national systems**

- Impact 3: Vulnerable populations have equitable access to basic services (health, education, water, energy, solid waste management, shelter and social protection) through national (public and private) system.

## **Strategic objective 4: Reinforce Lebanon's economic, social and environmental stability**

- Impact 4: Mitigated deterioration in the economic condition of vulnerable populations.
- Impact 5: Social stability is strengthened in Lebanon.
- Impact 6: Mitigated environmental impact of the Syrian crisis, to avoid further degradation of the natural eco-system and ensure its long-term sustainability.

The inter-sector M&E framework provides clarity on impact measurement and the causal linkages from sector outcomes to impact. These causal relationships are further detailed in each sector strategy and can guide subsequent independent evaluations of the overall response by partners.

Since 2018, the response M&E system has been strengthened further, as follows:

- A list of research questions at inter-sector and sector levels have been identified to better shape data collection and prioritize learning needs across the

response. These research questions have fed into the mid-term review of LCRP and will feed into the final evaluation. The questions have been made available online to interested parties. Academic institutions have been directly contacted to organize information sessions for students and researchers on addressing these research gaps.

- New qualitative indicators have been incorporated in sector logframes to capture the response's accountability to affected populations. Reporting on these indicators will help to assess the level of engagement of beneficiaries in the response;
- A monitoring framework of the commitments made by the international community and the Government of Lebanon at the Brussels conferences, organized in 2018, 2019 and 2020 has been developed and incorporated into the LCRP M&E system and reporting for greater accountability. Progress will be reported to the LCRP Steering Committee on a yearly basis; and
- Finally, a mid-term review of the response was conducted in the first quarter of 2019 to: 1) take stock of progress since January 2017; 2) review the existing response coordination model, and; 3) identify possible evolutions of existing frameworks beyond 2021. The findings of the mid-term review are used to support decision-making and strategic planning.

**Coordination and management:** M&E is coordinated and managed at all three levels of the LCRP institutional and coordination architecture:

- At the sector level, individual appealing/implementing partners are responsible for reporting updates on progress and resources allocated/used against sector strategies and corresponding results frameworks, using ActivityInfo. These will be provided to the sectoral steering committees, which will be responsible for reviewing and preparing periodic monitoring and progress reports (see below).
- At the inter-sector level, the Inter-Sector Working Group is responsible for monitoring progress against the LCRP's impact statements, across the LCRP against sector outcomes and outputs. It reports to the LCRP Steering Committee.
- The LCRP Steering Committee will periodically review progress on LCRP implementation to inform its discussions and decisions on overall strategy and implementation issues.

## **Tracking and information management system:**

- At sector output and, to a lesser extent, outcome level, the 2017-2021 LCRP continues to be monitored

through ActivityInfo, which reports against a standard set of disaggregated indicators agreed by sectors and which helps inform progress against sector log frames.

- At impact and outcome level, macro-level data related to each strategic objective is collected to inform progress. The LCRP M&E system links to ActivityInfo as well as a number of national surveys using mixed methods. In addition, a series of qualitative enquiry processes, including participatory assessment and case studies, will be conducted to further explore causal relationships from sector outcomes to impact statements.

At the same time, the LCRP's knowledge management function will be strengthened to better reflect on and disseminate lessons learned across sectors, key findings from surveys and policy recommendations. GoL/MoSA and international partners will examine options for strengthening the existing tools and systems to make them more accessible, improving compatibility with existing government aid coordination mechanisms, and expanding analytical and reporting functionality.

**Financial tracking and reporting** Funds for LCRP programmes will be received and programmed in three ways: 1) bilaterally through government ministries and institutions; 2) through UN/NGO response partners; and 3) through pooled funding arrangements.

MoSA, supported by the UN Resident/Humanitarian Coordinator and in collaboration with members of the Inter-Ministerial Committee on Displaced, will report on funds received for the LCRP as part of its quarterly and annual reporting, based on consolidated information

captured in existing financial tracking systems. All humanitarian contributions to the LCRP through government and response partners will be captured through the financial tracking system managed by OCHA. While Lebanon's aid coordination platform is being strengthened, the LCRP financial tracking will feed into an overall Lebanon Aid Tracking System supported by the RC/HC Office, to improve management of multi-lateral and bilateral funding received in Lebanon or funding committed.

**Monitoring and evaluation products:** A series of M&E activities and events will take place during the LCRP programming cycle. The LCRP M&E calendar includes several M&E products that will be developed and disseminated during 2017-2021, including, but not limited to, biyearly sectoral dashboards, monthly inter-sectoral dashboards, thematic dashboards ("in focus"), reviews and an external evaluation.

**Review:** Every year, mid-year and final reports on the LCRP appeal will be presented by MoSA, supported by the UN Resident/Humanitarian Coordinator, under the auspices of the Inter-Ministerial Committee on Displaced. As part of this process, the scope of the LCRP will be reviewed to ensure that the response continues to match evolving needs and the increasing level of development support outside the LCRP (if available). The Government of Lebanon and its partners will review the progress of the LCRP in a process supported by the inter-sector mechanism and coordinated under the leadership of MoSA and the UN Resident/Humanitarian Coordinator, with support from the Inter-Ministerial Committee on Displaced, UNDP, UNHCR, and other key response partners. The mid-year consultation will set the direction for the second half of year and inform the next annual appeal.

## Results Framework

### Strategic Objective 1: Ensure protection of vulnerable populations

**Impact 1:** Displaced persons from Syria and vulnerable populations live in a safe protective environment

Impact Indicator	Sector	Sector outcomes contributing to impact
1.1 Percentage of displaced persons at protection risk.	Protection	1: Women, men, boys and girls have their fundamental rights respected
	Protection	2: Women, men, boys and girls are protected by a strong and accountable system against all risks of violence, exploitation and abuse, including sexual and gender-based violence (SGBV), violence against children, sexual abuse and exploitation (SEA)
1.2 Percentage of displaced persons from Syria and vulnerable populations receiving protection services and assistance	Protection	3: Women, girls, men and boys live with dignity and are resilient to shocks.
	Education	2: Enhanced quality of education services and learning environment to ensure grade-appropriate learning outcomes for children and youth adapted to multi-crisis situations
	Food security	4: Promote and stabilize food security through support/ capacity building and strengthening of national public institutions and their decentralised services
	Health	1: Improve access to comprehensive primary healthcare (PHC)
	Health	2: Improve access to hospital (including Emergency Room (ER) Care) and advanced referral care (including advanced diagnostic laboratory and radiology care)
	Health	3: Improve Outbreak Control & Infectious Diseases Control
	Health	4: Improve Adolescent & Youth Health
	Livelihoods	2: Improve workforce employability
	Livelihoods	3: Strengthen policy development and enabling environment for job creation



**Strategic Objective 2: Provide immediate assistance to vulnerable populations****Impact 2: Immediate humanitarian needs of the most vulnerable populations are met**

Impact Indicator	Sector	Sector outcomes contributing to impact
<b>2.1 Percentage of vulnerable population whose immediate basic humanitarian needs are met</b>	Basic Assistance	1: Strengthen the ability of vulnerable HHs, including female-headed, to meet their basic survival needs
	Basic Assistance	2: Strengthen the ability of populations affected by seasonal hazards and emergencies to secure additional basic survival needs
<b>2.2 Percentage reduction of the population who is severely economically vulnerable</b>	Food security	1: Improve food availability through in kind food assistance and sustainable food/ agriculture value chain
	Food security	2: Improve food access through cash -based food assistance and support to sustainable agricultural livelihoods.
	Health	1: Improve access to comprehensive primary healthcare (PHC)
	Health	2: Improve access to hospital (including Emergency Room (ER) Care) and advanced referral care (including advanced diagnostic laboratory and radiology care)
	Health	3: Improve Outbreak Control & Infectious Diseases Control
	Health	4: Improve Adolescent & Youth Health
	Shelter	1: Reduce immediate protection-related shelter needs of the most vulnerable households
	Water	1: More vulnerable people in Lebanon are using safely managed drinking water and sanitation services whilst reducing health and environmental risks and improving water quality by increasing the proportion of wastewater that is safely treated.

**Strategic Objective 3: Support service provision through national system****Impact 3: Vulnerable populations have equitable access to basic services through national systems**

Impact Indicator	Sector	Sector outcomes contributing to impact
<b>3.1. Percentage of population with access to quality public and private services</b>	Basic Assistance	3: Support the National Poverty Targeting Programme (NPTP and social protection system)
	Education	1: Enhanced access to, and demand from children, youth and their caregivers in Lebanon for inclusive equitable formal education or regulated non-formal education
	Education	2: Enhanced quality of education services and learning environment to ensure grade-appropriate learning outcomes for children and youth adapted to multi-crisis situations
	Education	3: Enhanced governance and managerial capacities of RACE 2 implementing institutions to plan, budget, deliver, monitor and evaluate education services
	Energy	1: Increase energy production through implementation of renewable energy sources
	Energy	3: Improve access to electricity through Rehabilitation and Reinforcement works on the Transmission and Distribution networks
	Energy	4: Enhance capacity of MoEW to plan, budget and oversee energy sector initiatives
	Energy	2: Reduce energy demand due to implementation of energy efficient initiatives
	Food security	2: Improve food access through cash -based food assistance and support to sustainable agricultural livelihoods.
	Food security	3: Improve food utilization through food safety and nutrition practices (promotion of consumption of diversified/quality food AND IYCF practices).
	Food security	4: Promote and stabilize food security through support/ capacity building and strengthening of national public institutions and their decentralised services .

Health	1: Improve access to comprehensive primary healthcare (PHC)
Health	2: Improve access to hospital (including Emergency Room (ER) Care) and advanced referral care (including advanced diagnostic laboratory and radiology care)
Health	3: Improve Outbreak Control & Infectious Diseases Control
Health	4: Improve Adolescent & Youth Health
Livelihoods	1: Stimulate local economic growth and market systems to foster income-generating opportunities and decent and safe employment
Shelter	3: Enhance the contribution of national institutions and organizations to the housing situation in Lebanon
Social Stability	1: Strengthen municipalities, national and local institutions' ability to alleviate resource pressure, reduce resentment, and build peace
Water	1: More vulnerable people in Lebanon are using safely managed drinking water and sanitation services whilst reducing health and environmental risks and improving water quality by increasing the proportion of wastewater that is safely treated.

#### Strategic Objective 4: Reinforce Lebanon's economic, social and environmental stability

##### Impact 4: Mitigated deterioration in the economic condition of vulnerable populations

Impact Indicator	Sector	Sector outcomes contributing to impact
4.1 Percentage of the population living below the poverty line	Education	2: Enhanced quality of education services and learning environment to ensure grade-appropriate learning outcomes for children and youth adapted to multi-crisis situations
	Food security	1: Improve food availability through in kind food assistance and sustainable food/ agriculture value chain
	Food security	2: Improve food access through cash -based food assistance and support to sustainable agricultural livelihoods.
4.2 Percentage of the active population who has access to decent employment opportunities	Livelihoods	1: Stimulate local economic growth and market systems to foster income-generating opportunities and decent and safe employment
	Livelihoods	2: Improve workforce employability.
	Livelihoods	3: Strengthen policy development and enabling environment for job creation
	Shelter	2: Improve access to adequate shelter as part of a multi-sectoral approach in disadvantaged areas for enhanced stability.

##### Impact 5: Social stability is strengthened in Lebanon

Impact Indicator	Sector	Sector outcomes contributing to impact
5.1. Percentage of municipalities enforcing restrictions	Shelter	2: Improve access to adequate shelter as part of a multi-sectoral approach in disadvantaged areas for enhanced stability.
5.2. Percentage decrease in population living in vulnerable areas reporting tensions in their community	Social Stability	1: Strengthen municipalities, national and local institutions' ability to alleviate resource pressure, reduce resentment, and build peace
5.3. Percentage increase of population living in vulnerable areas reporting sense of solidarity in their community	Social Stability	2: Strengthen municipal and local community capacity to foster dialogue and address sources of tensions and conflicts
	Social Stability	3: Enhance the LCRP's capacities on tensions monitoring and conflict sensitivity

**Impact 6:** Mitigated environmental impact of the Syrian crisis, to avoid further degradation of the natural eco-system and ensure its long-term sustainability

Impact Indicator	Sector	Sector outcomes contributing to impact
<b>6.1. Percentage increase in emissions of particulate matter (PM) reduced</b>  <b>6.2 Level of adoption of Environmental Marker</b>	Energy	4: Enhance capacity of MoEW to plan, budget and oversee energy sector initiatives
	Food Security	1: Improve food availability through in kind food assistance and sustainable food/ agriculture value chain
	Food Security	4: Promote and stabilize food security through support/ capacity building and strengthening of national public institutions and their decentralised services
	Social Stability	1: Strengthen municipalities, national and local institutions' ability to alleviate resource pressure, reduce resentment, and build peace
	Water	1: More vulnerable people in Lebanon are using safely managed drinking water and sanitation services whilst reducing health and environmental risks and improving water quality by increasing the proportion of wastewater that is safely treated.



A young Syrian child receives support for post traumatic stress disorder (PTSD) in the aftermath of Beirut Port explosions. Photo Credit: UNHCR, Lebanon, October 2020.

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# PART II

## OPERATIONAL RESPONSE PLANS

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BASIC ASSISTANCE  
EDUCATION  
ENERGY  
FOOD SECURITY  
HEALTH  
LIVELIHOODS  
PROTECTION  
SHELTER  
SOCIAL STABILITY  
WATER







# BASIC ASSISTANCE SECTOR

## PEOPLE IN NEED



1,800,246

NEEDS-BASED APPEAL  
\$ 527.5 million

## PEOPLE TARGETED



1,651,498

## PARTNER APPEAL



\$414 million

## PARTNERS



46

## GENDER MARKER



1<sup>1</sup>

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## SECTOR OUTCOMES

### Outcome #1

Strengthen the ability of vulnerable households, including female-headed, to meet their basic survival needs

#### Indicators

% population that is severely vulnerable socio-economically vulnerable  
% of assisted vulnerable households report being able to meet their basic survival needs

### Outcome #2

Strengthen the ability of populations affected by seasonal hazards and emergencies to secure additional basic survival needs

#### Indicators

% newly displaced households who are faced with seasonal or emergency shocks are provided basic assistance  
% of assisted households affected by seasonal shocks who are able to meet their additional basic survival needs

### Outcome #3

Support the National Poverty Targeting Programme (NPTP and social protection system)

#### Indicators

Increased knowledge on vulnerability assessments and targeting among NPTP social workers  
National Social Protection Strategy endorsed

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	Female	Male
Vulnerable Lebanese	227,546	227,546	113,090	114,370
Displaced Syrians	1,365,000	1,335,000	680,850	654,150
Palestine Refugees from Syria	27,700	27,700	14,350	13,350
Palestine Refugees in Lebanon	180,000	61,252	33,181	28,071

<sup>1</sup> The sector plan is designed to contribute in some limited way to gender equality. The design could be stronger and advance gender equality more.

## Overall Sector Strategy

The Basic Assistance Sector derives its interventions objectives from an understanding that vulnerability evolves over time, starting with an initial shock as a result of being displaced or having to adjust to a major life-changing event or natural disaster, and continues to more protracted multidimensional deprivation, resulting in the development of acute persistent poverty over many years.<sup>I</sup> The Sector aims to prevent socio-economically vulnerable households from falling deeper into poverty and resorting to negative coping mechanisms through the provision of in-kind and cash assistance to improve access to basic goods and services available in markets, and therefore to meet basic survival needs.

Persons displaced from Syria (both displaced Syrians and Palestinian refugees from Syria) and vulnerable Lebanese are the primary persons of concern for sector partners, with a particular focus on potentially marginalized groups, including female-headed households, the elderly and persons with specific needs (e.g., disabilities, chronic illness). With Lebanon facing one of the worst economic crises in its history, compounded by the COVID-19 outbreak, which has further deteriorated the economic capacities of already struggling communities, assistance to the most vulnerable is of utmost importance. The stark increase in prices of basic commodities<sup>II</sup> coupled with a significant loss in jobs<sup>III</sup> is expected to disproportionately affect the most vulnerable groups in the population. Assistance is provided by the Government of Lebanon, several agencies of the United Nations and NGO partners.

Since 2014 cash as a prime modality to assist vulnerable households has proven to be successful due to the existing financial sector infrastructure in the country. While strains on the Lebanese banking sector has made the provision of cash assistance more challenging than in previous years, cash remains the preferred modality to deliver basic assistance for both beneficiaries and partners. To date, there is no evidence suggesting that cash as a modality for assistance is no longer feasible in the current context. On the contrary, recipients continue to express their preference for cash over in-kind assistance.<sup>IV</sup> In instances where delivery of assistance through cash is not preferred (for example, when delivery is needed immediately, such as emergency situations such as fires or floods), the Sector will rely on the provision of in-kind assistance in the form of core relief items distribution.<sup>1</sup>

The focus of the Sector will be to maintain regular assistance in the form of cash transfers, targeting the most economically vulnerable households through a needs-based approach. The aim of maintaining cash interventions stems from the understanding that cash assistance offers households the flexibility to determine and prioritize their needs while preserving their dignity. Regular assistance is complemented with more targeted interventions in times of emergencies where additional needs are identified. This includes additional assistance (through cash or in-kind distributions) when households

are faced with seasonal shocks (primarily during winter) and/or other types of emergencies.<sup>2</sup> With the extremely high and growing rates of poverty across populations in Lebanon, the Sector will focus on prioritizing assistance to the most economically vulnerable households and on ensuring proper coverage of communities at risk of marginalization, including female-headed households, persons with disabilities and elderly people.

This assistance is planned and implemented taking into consideration other complementary interventions and services available within different sectors and responding to other types of needs and vulnerabilities. Strengthening linkages and supporting referral processes of individual cases in and out of the Basic Assistance Sector will be prioritized. This will be further coordinated under the umbrella of inter-sectoral collaboration with relevant sectors by upholding minimum standards for referrals.

With reports of rising tensions not only between Lebanese citizens and displaced persons from Syria but also within communities, ensuring conflict sensitivity and do-no-harm is more vital than ever. The Sector will apply a conflict-sensitive approach to support tensions mitigation efforts, including ensuring equitable access to assistance, supporting national safety nets, increasing confidence in national institutions and conducting close monitoring of perceptions related to assistance provision.

### Basic needs support through cash-based assistance

Cash is chosen as the preferred modality for assistance as it empowers and promotes the dignity of choice for recipients, stimulates local markets and achieves economies of scale (compared to in-kind modalities). Furthermore, this assistance modality increases access to cash liquidity for households in need of regular yearlong support as well as on a seasonal basis and during emergencies and unexpected shocks/events.

Many cash assistance programmes have been implemented under the Basic Assistance Sector since 2016, yet they can be grouped into two main categories: large-scale cash assistance programmes and niche/tailored programmes.

The multipurpose cash assistance programme is the largest type of yearlong assistance under the Basic Assistance Sector (and second after the food e-vouchers programme of the Food Security and Agriculture Sector). Serving as a lifeline to assisted families, this programme aims to provide households with increased liquidity to meet their basic needs through a monthly cash transfer. The package is calculated using a survival minimum expenditure basket that estimates different levels of monthly expenditures on essential items such as food, shelter, water, hygiene items and access to services.<sup>3</sup>

The cash package aims to bridge the gap between what

(2) Other emergencies could include fires or evictions.

(3) To date, the survival minimum expenditure baskets developed in 2014 (\$435/family/month) had been used to determine a multipurpose cash transfer value of \$175/family/month and a food assistance transfer value of \$27/person/month.

(1) Core relief items typically include blankets, mattresses, stoves, and clothing kits.

households receive in the form of food assistance and the amount assumed to be generated from work or received through remittances to reach a survival expenditure level. The multipurpose cash transfer is calculated based on the non-food component of the basket and is complementary to food assistance provided under the Food Security and Agriculture Sector. The overlap of these two programmes ensures that all food and non-food basic needs can be met.

With increasing inflation rates, devaluation of the national currency and subsequent rise in market prices, a revision of living costs and related transfer values using updated data has been a priority for the Sector to ensure that vulnerable households continue to receive a meaningful assistance package that reflects actual needs. Given that cash assistance is currently being disbursed exclusively in Lebanese pounds (LBP), the Sector must be able to ensure that transfer values are enough to cover a household's basic needs at current prices.<sup>4</sup> Throughout 2020 the monthly transfer value, previously set at LBP 260,000 (\$175), has been increased to reach LBP 400,000 (\$103)<sup>5</sup> by the third quarter of 2020. A technical review of the survival minimum expenditure basket took place during the second half of 2020 under the leadership of the Basic Assistance Sector and in collaboration with the Food Security Working Group to reflect updated data on needs, consumption and pricing. The Sector will lead further discussions with partners on the impact of the revised basket and recommendations on transfer values for multipurpose cash will be developed. The Sector will continue to closely monitor prices and exchange rates to ensure that an evidence- and needs-based approach is maintained when determining the appropriate level of assistance.

Seasonal cash assistance is provided to vulnerable households in response to the increased needs and expenditures identified during the winter period, a season during which income-generating opportunities become less available (for example, in key such employment sectors as agriculture and construction). Winter-related increased expenditures include purchasing of heaters, winter clothes, blankets and heating fuel. Targeting for winter cash assistance follows a blanket approach whereby all households living in poverty are targeted for assistance.<sup>6</sup> For the 2020–2021 winter season transfer values have been adjusted for inflation and local currency devaluation, with the lower threshold of winter cash assistance calculated at LBP 238,500 per month (\$61 at an exchange rate of LBP 3,900 to the US dollar), based on the annual change of the Consumer Price Index from July 2019–July 2020. The Sector will continue to update winter cash assistance guidelines, as the economic situation is

expected to further evolve throughout 2021.

Addressing seasonal needs requires a multisectoral approach. While monetized winter assistance for basic needs is intended to cover increased expenses faced during the season, the impact of the programme may be diluted if families prioritize other critical unmet needs (for example, gaps in shelter weatherproofing or in food assistance). In-kind assistance is also scaled up during the winter season as families are exposed to cold temperatures, floods and other adverse weather conditions. Targeting for in-kind assistance during the winter typically follows a geographical and needs-based geographical ad-hoc approach, providing core relief items to families living in areas affected by adverse weather.

The second category of regular assistance provided through unrestricted cash transfers identified as niche programmes are much smaller in scale and are based on an integrated multidimensional understanding of vulnerability. During the past year UNICEF has launched their Integrated Child Wellbeing Programme. This programme focuses on providing integrated social assistance to out-of-school children who are excluded from learning. Targeting for this programme uses a categorical approach. In addition to child protection services, children and families benefiting from this programme receive a monthly, unconditional cash grant. In addition, children with disabilities have begun receiving a social grant since mid-2020. Shock responsiveness programmes are other examples of smaller-scale cash programmes, where eligible households are economically vulnerable, with inherited protection vulnerabilities. These integrated programmes are implemented with a protection lens and typically include a strong case management component. The Sector will continue to work and coordinate closely with the Protection Sector, which also provides specific protection cash assistance programmes, in order to avoid duplication and to ensure full complementarity of the various assistance packages.

Coordination with other sectors will remain a key priority for the Basic Assistance Sector. More specifically, the Sector will maintain strong coordination with the Food Security sector on issues such as assessments, targeting and assistance coverage, while continuing to explore how the impacts of basic assistance can be strengthened through enhanced coordination with other key sectors, such as Livelihoods, Shelter, Education and Health. Discussions with these sectors will mainly focus on ensuring optimal complementarity of the various assistance interventions, as the context is expected to become increasingly challenging. A link will be maintained with other response frameworks and with the coordination efforts that have emerged following the 4 August Beirut port explosions to ensure complementarity across the board.

## National and local service delivery

The National Poverty Targeting Programme (NPTP) is the

(4) Prior to October 2019, cash assistance could be redeemed in either US dollars or Lebanese pounds.

(5) Most partners have been able to secure a LBP 3,900 to the USD preferential exchange rate through their financial service providers, which places the transfer value at \$102.56. The discrepancy between the Banque du Liban (BDL)-authorized exchange rate applied by financial service providers and the one prevailing on the parallel market has led to significant losses of dollar value each time transfers are carried out, and further discussions and negotiations with the central bank will have to be undertaken to address this issue.

(6) Households living in poverty are defined as those with expenditures below the Minimum Expenditure Basket: \$571 (LBP 856,500)/month/household as defined by the 2014 expenditure baskets, and LBP 1,751,542/family/month as per the 2020 revision.



primary channel to assist vulnerable Lebanese, providing critical support to ensure that families can meet their basic needs and mitigate the consequences of economic shocks. Partners are and will continue to be encouraged to use resources available through the NPTP to target vulnerable Lebanese. Specific funding streams should be allocated to assist families who have been identified as extremely poor and in dire need of support. This is especially important in the current context with national poverty rates on the rise and an increased risk of Lebanese falling further into precarity and poverty. A more harmonized approach to assistance targeting vulnerable Lebanese communities and displaced Syrians is also needed to mitigate growing tensions. Some areas to be explored include targeting methodologies and ensuring coherent communication strategies highlighting the importance of fundraising to cover the needs of both Lebanese and displaced people. The Sector will continue to work closely with the Ministry of Social Affairs (MoSA) as plans to enhance and scale up the existing scope of the NPTP and its database are rolled out. This includes plans to validate and strengthen the existing database used for identifying and targeting vulnerable Lebanese. This process will lay the foundation for a robust and reliable targeting system. With the expertise of Basic Assistance Sector partners that have years of experience with econometric targeting methods, technical support will be provided to this national system. The Sector will also work with partners to increase confidence in the NPTP and its structure and ensure that this system is used to the largest extent possible to provide aid to vulnerable households.

Another main component is the approval and roll out of a National Social Protection Framework to contribute to the improvement of national systems and to mitigate tensions between host and refugee communities. This strategy aims to provide immediate and longer-term solutions to growing poverty, vulnerability and risks within the Lebanese population, as well as to address the sizeable gaps and weaknesses in the existing system. An assessment of the existing system has been completed; and through consultations with specific technical and expert groups, a draft of the strategy is being developed. The priority for the coming period will be to ensure endorsement and subsequent implementation of the strategy.

From a conflict sensitivity perspective, the Basic Assistance Sector will work with relevant stakeholders among the various sectors to increase knowledge and communications regarding the targeting and assistance of Lebanese households to decrease intra-communal tensions. The risk of negative aid perception biases can be mitigated by enhancing communication and through the dissemination of accurate information. Given that there are reports of increasing tensions between displaced Syrian and Lebanese communities, improved targeting of vulnerable Lebanese people and delivery of harmonized assistance is critical. Support to national systems, specifically the NPTP, remains a central pillar of the Basic Assistance Sector and the overall LCRP

strategic vision. Sector efforts to strengthen the NPTP are a contribution to a wider effort driven by a capacity development strategy transcending the LCRP. These efforts are complementary and redesigned in close collaboration with other responses outside the LCRP. It will also be important to ensure that cash assistance interventions are delivered in a way that promotes safety, including the prevention of gender-based violence, and is coupled with awareness-raising of available protection services targeting both displaced Syrian and vulnerable Lebanese households.

## Sector results: LCRP impacts and sector outcomes and outputs

The interventions under the Basic Assistance Sector contribute to two of the LCRP's impact and strategic objectives:

**Strategic Objective 2:** Provide immediate assistance to vulnerable populations

**Impact 2:** Immediate humanitarian needs of the most vulnerable populations are met

Regular and seasonal/emergency cash or in-kind assistance represents a primary source of income for the most economically vulnerable households in Lebanon. Cash received through these programmes is primarily used by beneficiaries to cover food, rent and health-related expenditures, as well as fuel for winter heating, while in-kind assistance covers the distribution of core relief items to families in need.

**Strategic Objective 3:** Support service provision through national systems

**Impact 3:** Vulnerable populations have equitable access to basic services through national systems

The Sector has an established partnership with the NPTP to transfer assistance modalities and systems-related technical knowledge through capacity-building and training. The NPTP is the primary mechanism for partners to identify and target vulnerable Lebanese households in need of assistance. Additionally, sector partners have been engaging in broader discussions related to the development of an institutionalized social protection framework in Lebanon.

### Expected results

The Sector's planned outputs and interventions feed into three main outcomes:

**Outcome 1: Strengthen the ability of vulnerable male and female-headed households to meet their basic survival needs**

**Output 1.1:** The most economically vulnerable households benefit from unconditional, unrestricted cash assistance grants. Regular support through the multipurpose cash assistance to Lebanese households, displaced Syrians and Palestinian refugees makes up the bulk of interventions under this output. Key activities

linked to this include socio-economic vulnerability profiling and monitoring; paying attention to potentially marginalized groups such as female-headed households and persons with specific needs (e.g., the disabled and elderly), which encompasses the annual review of the targeting system to identify economically vulnerable households; contributing to research and learning; and regular and consistent reviews of the potential impact of risks and the evolving context.

With available data consistently showing an increase in poverty rates, it is of the utmost importance to ensure that most vulnerable households can, at minimum, meet their most basic needs. This is key to achieving other results under the LCRP, as the lack of adequate support or reduced household capacity to meet basic needs may dilute efforts to improve health and living conditions, achieve greater positive child welfare and decrease severe negative coping mechanisms as households struggle to survive.

### **Outcome 2: Strengthen the ability of populations affected by seasonal hazards and emergencies to secure additional basic survival needs**

Building on Outcome 1, Outcome 2 strives to ensure that households do not fall deeper into poverty when faced with shocks or additional contextual challenges outside of their control. Two outputs will contribute to this outcome:

**Output 2.1: Population affected by seasonal hazards and emergencies benefits from cash grants.** Cash grants and vouchers will be distributed to: 1) households affected by seasonal hazards; and 2) households affected by emergencies as defined by the Inter-Agency contingency plan. The Sector will conduct assessments, monitoring and an impact evaluation of seasonal needs and interventions.

**Output 2.2: Populations affected by seasonal hazards and emergencies benefit from in-kind assistance.** In-kind assistance is provided to households affected by seasonal hazards on an ad-hoc/needs basis, and often uses a geographical approach to targeting. Activities under this output include maintaining and monitoring contingency stocks, identification of households and distribution of core relief items (blankets, mattresses, clothing, stoves/heaters).

### **Outcome 3: Support the National Poverty Targeting Programme (NPTP) and social protection system**

Two outputs are contributing to the achievement of the outcome:

**Output 3.1: NPTP has enhanced capacity to provide social assistance.** Activities under this output will include institutional support to the NPTP through capacity-building of staff and social workers involved in the programme.

**Output 3.2: A National Social Protection Framework is developed.** Sector partners will work closely with MoSA for the development of a social protection framework that will lay the foundation for a strong social assistance

system for the most vulnerable individuals. Specifically, this includes assessing the existing system from a child and gender perspective and supporting the implementation of the strategy.

## **Assumptions and Risks**

A key challenge for the Sector, given the ongoing economic instability of the country, is the ability to provide a meaningful assistance package. The transfer value of the regular cash assistance programmes is very much affected by the volatility of exchange rates and highly dependent on local market prices, which in turn may be further impacted should the government decide to remove subsidies. This situation poses a risk to the stability and consistency of the cash transfers, potentially affecting the value of amounts transferred to assisted families. The Sector will maintain evidence-based approaches to determine adequate transfer values, ensuring that assistance provided adequately covers survival needs. It will do so through regular monitoring of prices and markets, which will feed into contingency planning. Through the continuous monitoring of the evolving context, including further increases in prices and the removal of government subsidies, the Sector will work towards developing up-to-date guidance to mitigate these identified risks. Exploring linkages and strengthening cross-sector referral pathways for complementary approaches to assistance will provide an opportunity to support populations beyond basic assistance. The sector strategy to maintain and scale up cash-based assistance relies on the assumption that the banking sector in Lebanon will remain conducive to sustaining this modality. This mainly includes ensuring enough liquidity through banks (the primary type of financial service provider) in such a way that beneficiaries can redeem cash adequately and safely. Throughout the past year, when movement restrictions were in place due to the pandemic, some partners adjusted their cash transfer modalities to enable beneficiaries to also redeem assistance through point of sale at WFP-contracted shops, rather than at ATMs only. This flexibility was developed even further as partners introduced more options for beneficiaries to redeem assistance at any merchant equipped to accept e-card payments. This modality can be further explored and expended if accessing cash at ATMs becomes more challenging. Additionally, advocacy with the various financial service providers to increase ATM coverage in rural areas will also help increase safety and accessibility to assistance.

Tensions at ATMs have been reported across regions between displaced Syrian individuals redeeming assistance and Lebanese communities. One mitigation measure for this risk is the monitoring of ATMs by partners, which began in early 2020 and has had a positive impact, as beneficiaries reported feeling safer when accessing ATMs. While the monitoring is resource intensive, the approach has also proved beneficial to mitigate tensions. Additionally, partners with large caseloads have also started planning more careful cash assistance delivery, for instance, by avoiding known dates of national salary disbursement and introducing staggered assistance delivery in order to reduce overcrowding at ATMs. Perceptions among the host community that aid to Syrian households is disbursed in US dollars rather than the Lebanese pound, which is untrue, further increased tensions

around cash assistance. The Sector will continue to ensure proper communication regarding the currency of cash assistance to counter this misconception.

The Sector's activities consider women's and men's ability to safely access cash assistance and mitigate the risks of exploitation and fraud at cash points. The Sector also tries to limit and decrease as much as possible negative coping mechanisms specific to women and girls, such as early marriage and sexual exploitation, as well as the pressure on boys to find work. From a do-no-harm perspective, it is also important for the Sector to recognize and mitigate any potentially negative effects that assistance (particularly case-based assistance) might generate or have on intra-household dynamics, including the risk of gender-based violence. The Sector will work closely with gender experts in the Protection Sector to identify methods of identification and prevention.

### Identification of sector needs and targets

Using a prioritization approach, targeted assistance for regular cash will focus on socio-economically vulnerable households among the Lebanese and the displaced populations, while linking the interventions to other sector-specific activities to ensure complementarity and effectiveness. Specific targeting of seasonal assistance is based on socio-economic vulnerability and exposure to seasonal hardship and shocks. Sector partners will maintain the necessary resources to allow for timely responses to unforeseen circumstances.

The geographical coverage of the Basic Assistance Sector's partners is complementary to the interventions of other sectors (mainly food assistance on a regular basis and shelter support during winter) and is proportional to the concentration of needs and vulnerabilities to make the best use of available resources in a conflict-sensitive manner. For regular assistance, this entails prioritizing the most socio-economically vulnerable households with available resources. For example, some partners ensure a specific geographical coverage, based on the concentration of vulnerability in different regions, to avoid potential pull and push factors related to assistance. In the winter season, distribution of core relief items follows a clearly regional targeting based on areas that have been affected by seasonal shocks.

Coverage of assistance will be coupled with a sound gender analysis of achieved results that considers the needs and capabilities of all the affected populations. If assistance fails to reach specific populations in need, the cycle of vulnerability continues.

### Displaced Syrian households

Economic vulnerability is measured by a household's expenditure level. The minimum expenditure basket (MEB) and the survival minimum expenditure basket (SMEB) serve as thresholds to estimate and identify the proportion of the population in poverty. The annual vulnerability assessment of Syrian Refugees in Lebanon

estimates that 89 per cent of the displaced Syrian population is living below the SMEB and 91 per cent under the MEB.<sup>7</sup> Using these percentages and based on the government's estimate of 1.5 million displaced Syrian people in the country, some 1,365,000 individuals are under the MEB and 1,335,000 individuals are under the SMEB (273,000 and 267,000 households, respectively<sup>8</sup>).

Specific targeting for assistance is done through an econometric model that builds off the data gathered in each annual assessment. This model predicts expenditure and socio-economic vulnerability for every displaced Syrian person known to UNHCR and whose data is available. One of the key advantages of this method is that it enables the Sector to prioritize the poorest households within the overall vulnerable population by ranking households based on their vulnerability score. Scaling up assistance is also quick and efficient, as categorical layers of targeting can be added if further prioritization is warranted.

Alternative inclusion pathways for assistance were developed to tailor to the needs of specific groups of people displaying special protection vulnerabilities and which otherwise would not be identified through the main targeting system. The Grievance Redress Mechanism is a refugee-driven approach for inclusion, where individuals can submit a claim if they have been excluded from assistance via an accessible, inclusive and confidential complaint channel.<sup>9</sup> Through in-depth consultations with the Protection Sector and other stakeholders, specific profiles are selected for inclusion where heightened protection and socio-economic vulnerabilities have been identified. Another mechanism for inclusion is the Score Improving Household Visits, which seeks to address cases excluded by the econometric model and targets households that failed to be included in the ranking. In the 2019–2020 targeting cycle, this was piloted and focused on small households with a high share of elderly persons. For the upcoming cycle, this will be expanded following further analysis to identify specific groups of families and persons systematically excluded from assistance.

### Lebanese households

The NPTP database houses data of vulnerable Lebanese households that have been identified through self-referrals and applications from Lebanese citizens. Limitations of this approach that have been acknowledged in the past reveal that some poor Lebanese households are not identified due to this self-referral approach. However, with the roll-out of plans to verify up to 50,000 Lebanese families, including from sources other than the NPTP database, this gap in the data is expected to be reduced. Still, poverty rates among Lebanese are increasing, with estimates showing

(7) As of the August 2020 revision the Survival Minimum Expenditure Basket stood at LBP 1,543,613/family/month, and the Minimum Expenditure Basket stood at LBP 1,751,542/family/month.

(8) At an average of five members per household.

(9) While the Grievance Redress Mechanism addresses grievances linked to the exclusion from assistance, other outlets exist for other complaints and feedback, including reporting of sexual exploitation and abuse. These include field hotlines and a joint call centre set up by UNHCR and WFP.

that extreme poverty has increased to 22 per cent.V Women are more vulnerable and less able to emerge from poverty due to lower incomes throughout their life-course as a result of historically low levels of female labour force participation, a high gender wage gap and high levels of unpaid work. UN Women estimated that the economic contraction would result in an estimated 22 per cent reduction in women's overall employment in 2020.VI Through the expansion and validation of the NPTP database, the Lebanese population eligible for basic assistance is expected to rise. Similar to the approach used for displaced Syrians, the NPTP database also relies on econometric modelling of predicted vulnerability. Data are gathered through household visits, which are then used to generate predicted expenditure and thus eligibility for assistance.

Still, major gaps in up-to-date information on the detailed conditions of Lebanese remain. This includes information on consumption and expenditures, which is of specific interest to the Sector. The Sector will remain engaged in the various forums that discuss plans and initiatives to address this gap. Specifically, the National Household Budget Survey, preparations for which are expected to start in 2021, will provide key data to fill these gaps.

### Displaced Palestinian refugees from Syria

Based on the high level of vulnerability among this population, all Palestinian refugees from Syria are targeted for basic assistance, which includes 24,650 families who are registered with UNRWA. Palestinian refugees are also suffering under Lebanon's harsh economic conditions. A vulnerability assessment was conducted in March 2020, the results of which will provide additional details to better understand the

needs and vulnerabilities of this population group.

### Displaced Palestinian refugees from Lebanon

UNRWA also targets Palestinian refugees from Lebanon with Basic Assistance. In 2021, UNRWA will target around 60,000 individuals (over 16,000 families) with winter assistance. The multiple crises hitting the country, including the COVID-19 pandemic, is affecting all populations in Lebanon, including the Palestinian refugees from Lebanon. Due to increasing needs among this population, UNRWA is also planning to target the full population of Palestinian refugees from Lebanon with a one-off cash payment to offset the decrease in income and the increase of prices to help families meet their basic needs.

### Partnerships

Partnerships with MoSA and NPTP counterparts become more important as priorities to scale up targeting and assistance to Lebanese people are taken forward. The Sector will continue to support their capacity to achieve results related to strengthening the mechanisms in place to identify and assist vulnerable Lebanese households.

The Basic Assistance Sector works closely with the Food Security and Agriculture Sector for a harmonized approach to joint targeting because the ability of households to meet their basic survival needs also builds on the ability of households to meet their food needs. Targeting for basic assistance and food assistance to displaced Syrians uses the same methods of identification, thus close collaboration to ensure harmonized coverage of basic assistance and food assistance is an important priority.

The Basic Assistance Sector will also work closely with

Total sector needs and targets in 2021

Population Cohorts	Total Population	Total Population in Need Persons	Total Population Targeted Persons	Total Population in Need Households	Total Population Targeted Households	Total Population Targeted									
						# Female	# Male	% Female	% Male*	# Children (0-18)	% Children	# Adolescent (10-17)	% Adolescent (10-17)	# Youth (18-24)	% Youth (18-24)
Lebanese	3,864,296	227,546	227,546	42,935	42,935	113,090	114,456	50%	50%	70,881	31%	37,181	16.3%	7,016	16.3%
Displaced Syrians	1,500,000	1,365,000	1,335,000	273,000	267,000	667,500	667,500	50%	50%	720,900	54%	307,050	23.0%	106,800	8.0%
Palestinian Refugees from Syria	27,700	27,700	27,700	8,450	8,450	14,349	13,351	52%	48%	11,171	40%	4,770	17.2%	3,451	12.5%
Palestinian Refugees from Lebanon	180,000	180,000	61,252	45,000	16,181	33,181	28,071	54%	46%	18,016	29%	11,444	18.7%	5,199	8.5%
<b>GRAND TOTAL</b>	<b>5,571,996</b>	<b>1,800,246</b>	<b>1,651,498</b>	<b>369,385</b>	<b>334,566</b>	<b>828,120</b>	<b>823,378</b>			<b>820,968</b>		<b>360,445</b>		<b>122,466</b>	



the Livelihoods Sector to identify areas of common interest, including defining vulnerability, impacts of cash assistance, assessment tools and analysis complementarity. While a graduation approach to basic assistance has its limitations in the current context, exploring potential linkages between interventions under the Basic Assistance and Livelihoods sectors may help in defining a more holistic approach to assistance delivery.

Close collaboration with the Protection and Social Stability Sectors will play a key role in ensuring a do-no-harm approach to assistance delivery. The Basic Assistance Sector will particularly rely on support regarding conflict-sensitive communication regarding cash assistance, with the aim to mitigate as much as possible expected rising tensions. Given extensive experience in the delivery of cash-based assistance to populations in need, the Sector remains available to provide support and technical advice to other sectors pursuing cash-based assistance – particularly on cash-based support and targeting for child-specific programming under the Protection Sector.

Given the multisector nature of basic assistance, the Basic Assistance Sector will also continue to explore linkages with other Sectors such as Shelter, Health and Education, to increase the impact of basic assistance and to identify complementary approaches to assistance. As the Basic Assistance Sector continues to receive an increasing number of referrals, mainstreaming of the Inter-Agency Minimum Standard for Referrals and updating intersectoral service mapping tools become increasingly important. This will require strong collaboration with other sectors, including the Protection Sector in particular.

Additionally, the Basic Assistance Sector will provide key support to ensure that sector partners are aware of guidelines and standards, that they are implementing them and that they are generating and sharing referral trend analysis in order to provide meaningful insights on the needs of vulnerable populations. Ensuring the efficient processing of referrals is also important when considering complex vulnerabilities that targeted populations face in Lebanon. Acknowledging that basic assistance alone may not be enough, sector partners will continue to refer individual cases to specialized agencies for closer follow-up.

In terms of research, the Sector will work closely with key players, such as the World Bank, on strengthening the knowledge base around poverty and vulnerability. Specifically, the Sector will pursue research on better understanding how the current crises in Lebanon have impacted poverty trends among affected populations. The Sector also acknowledges the importance of maintaining a continuous and close engagement with donor partners to ensure a shared understanding and alignment of needs and priorities. This will be key to ensuring a meaningful contribution to real and measurable results.

**Mainstreaming accountability to affected populations, protection, conflict sensitivity, age, gender and persons with specific needs.**

### **Protection and accountability to affected populations**

Since 2018, the Basic Assistance Sector has deployed additional efforts to mainstream accountability into ongoing interventions. Specific focus has been placed on communication with affected communities, especially with regards to transparent communication on targeting and eligibility, and to understand community perspectives to improve communication through consultations and discussions with targeted populations. In 2021 ensuring a participatory approach remains key, with the inclusion of communities in programme planning and design and special attention paid to potentially marginalized groups and communities. Further to communications, mainstreaming accountability to affected populations within the Basic Assistance Sector includes paying special attention to the needs of marginalized groups and striving to address risks of sexual exploitation and abuse.

A Protection Risk Assessment was initiated in 2019 and was updated in 2020 to reflect priority areas in 2021, which include strengthening the availability of information to at-risk groups, strengthening safe identification and referrals and addressing and mitigating tensions. There are several aspects in the sector strategy that have been identified where accountability to specific populations, protection and conflict sensitivity play key roles. This includes ensuring safe access for at-risk groups (particularly elderly and disabled), maintaining refugee-driven pathways for inclusion to assistance (such as the Grievance Redress Mechanism) and placing importance on age, gender and disability disaggregated data and results for conducted assessments.

**Reports from field observations and consultations have indicated that persons with disabilities and older persons are at risk of not having equitable access to cash assistance.** Adequate arrangements need to be made by service providers to ensure that these groups have equitable access to validation or distribution sites or ATMs. Furthermore, female-headed households and households headed by a person with a disability or an older person may be at a higher risk of exploitation due to the challenges they may face in accessing assistance. The Sector should ensure safe and equitable access to assistance for this population. This includes consulting specifically with female-headed households, older persons and persons with disabilities to understand their preferred consultation, communication and distribution methods, and to arrive at collectively agreed upon measures. Additionally, monitoring activities and assessments can be reviewed to allow for a more specific assessment of these communities so as to ensure that

their needs are adequately met, while also ensuring that existing and current needs assessment and monitoring tools reflect gender, agenda disability responses through disaggregated data.

Acknowledging that as vulnerabilities increase so too does the risk of sexual exploitation and abuse due to the increase in negative coping mechanisms undertaken by families and individuals, the Sector will pay specific attention to protection from sexual exploitation and abuse (PSEA). At a minimum, this includes ensuring that all relevant partner staff have signed a code of conduct and participated in specific training on this subject, as well as through the integration of core standards throughout programme cycles. Given that in-kind assistance is a common modality under the Basic Assistance Sector to respond to emergency needs, the sector recognizes the high risk of exploitation associated with these distributions, and thus will work closely with partners to establish mitigation measures, with the support of the PSEA Network.

## Gender

Research conducted by UNHCR in 2017 on the potential impact of cash-based assistance in Lebanon on the prevention and mitigation of sexual gender-based violence showed that integrated programming yields positive results on women and girls' empowerment.

<sup>vii</sup> However, to ensure positive outcomes, clear communication on targeting, eligibility and other programmatic considerations (for example, transfer values and duration of assistance) were found to be key. Unfamiliarity with the details of the programme can have negative effects, including hindered planning for the future, ill-informed decision-making and the continued use of potentially harmful coping mechanisms during the period of assistance to mitigate the risk of an abrupt discontinuation. Thus, strengthening communication with beneficiaries about planned interventions may support better protection outcomes – particularly for women and girls, but also for all assisted groups.

Assessments conducted under the Sector (for regular monitoring or context analysis) will be approached with a social/gender component. This will lead to a better understanding of the roles and responsibilities of women and men within households and communities, addressing existing structural inequalities as well as the specific gender implications of the cash assistance in order to enhance the capacity of women, girls, men and boys to drive change.

In addition, the Sector recognizes the need to ensure that basic assistance is more gender-responsive, recognizing existing disparities and striving to address the needs of all crisis-affected people equally. Cash assistance has the potential to positively impact women, girls and the most vulnerable groups by improving their protection and promoting their empowerment, while also strengthening sector-specific impacts that lead to more empowered households and communities in recovery from crises.

## Conflict sensitivity

The implementation of humanitarian cash-based interventions at scale creates an aggregate demand and has a multiplier effect on the local economy, as cash assistance received is subsequently spent in local Lebanese shops. This has contributed to the mitigation of negative perceptions of cash transfers and tensions between struggling communities of vulnerable Lebanese and displaced Syrians<sup>viii</sup>

Exogenous resources such as additional cash injections are meant to alleviate social tensions by empowering the most vulnerable with better access to local markets and in meeting their basic needs. Further monitoring and analysis on how cash is spent is currently being carried out, in coordination with the relevant sector stakeholders, to trace the social effect of cash assistance

Conflict-sensitivity measures will play a key role to ensure that assistance is provided to the most vulnerable households with a do-no-harm approach.<sup>ix</sup> Increased inflation of living costs, higher unemployment rates and reductions in wages have all contributed to increasing the vulnerability of Lebanese communities that feel that they have been excluded from assistance. These kinds of grievances have been directed towards banks and the financial system and have led to increased hostility towards Syrian communities that are perceived to be unaffected by these conditions and are seen as contributing to limiting the availability of cash in banks.

Enhancing communications with vulnerable Lebanese communities about the kind of assistance and support available to them under the LCRP, specifically focusing on existing support systems such as the NPTF, may help in mitigating misperceptions around assistance to displaced persons, with a specific focus on existing support systems. While raising the profile of the NPTF among vulnerable Lebanese communities can be positive, there is a risk of fuelling intra-communal Lebanese tensions if perceptions around the fairness of the targeting process are not addressed.

## Environment

In Lebanon seasonal assistance (both monetized and in-kind) aims to support households in meeting and minimizing domestic energy needs, while at the same time addressing other concerns such as alleviating associated conflict with host communities over the use of natural resources, and decreasing indoor air pollution through the introduction of quality stoves, thermal clothing, and blankets.

Furthermore, monetization of assistance under the Basic Assistance Sector reduces energy costs and consumption related to in-kind distribution, transportation, and storage.





## Endnotes

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## Sector Logframe

### Outcome 1: Strengthen the ability of vulnerable HHs, including female-headed, to meet their basic survival needs

Indicator 1A	Description	Means of Verification	Unit	Frequency
% population that is severely socio-economically vulnerable	Percentage of households that have a monthly expenditure equal to or above the survival minimum expenditure basket.	Economic vulnerability measured based on declared expenditure through a representative sample. i.e. if total expenditure is below the survival minimum expenditure basket then household is severely economically vulnerable.	Percentage of HH	Yearly





 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
10%	8%*	10%	53%	55%	88%	98%	N/A	98%	65%	N/A	65%

Indicator 1B	Description	Means of Verification	Unit	Frequency
% of assisted vulnerable households report being able to meet their basic survival needs.	Numerator: # of assisted reporting ability to meet their basic survival needs	Impact studies and PDMs for all population cohorts	Percentage of HH	Quarterly

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
N/A	N/A	90%	90%	73%	90%	90%	N/A	90%	N/A	N/A	90%





### Outcome 2: Strengthen the ability of populations affected by seasonal hazards and emergencies to secure additional basic survival needs

Indicator 2A	Description	Means of Verification	Unit	Frequency
% newly displaced households household who are faced with seasonal or emergency shocks are provided basic assistance	"numerator: # newly displaced households assisted  denominator: # households newly displaced"	RNA, field offices to estimate newly displaced. ActivityInfo, RAIS, Emergency response for assistance.	Percentage of households	Ad-hoc

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
N/A	N/A	100%	N/A	N/A	100%	N/A	N/A	100%	N/A	N/A	100%

\* ESCWA (2020). Poverty in Lebanon: Solidarity is vital to address the impact of multiple overlapping shocks



Indicator2B	Description					Means of Verification			Unit	Frequency	
% of assisted households affected by seasonal shocks who are able to meet their additional basic survival needs	"numerator: # of households receiving seasonal and emergency assistance who were able to meet their additional needs denominator: # population found to be seasonally vulnerable and assisted"					PDM, outcome monitoring			Percentage of households	yearly	
<div><div> Lebanese</div><div> Displaced Syrians</div><div> Palestinian Refugees from Syria (PRS)</div><div> Palestinian Refugees from Lebanon (PRL)</div></div>											
Baseline:	Result 2019	Target 2021	Baseline:	Result 2019	Target 2021	Baseline:	Result 2019	Target 2021	Baseline:	Result 2019	Target 2021
N/A	N/A	100%	90%	90%	100%	90%	N/A	100%	N/A	N/A	100%

### Outcome 3: "Support the National Poverty Targeting Programme (NPTP and social protection system) "

Indicator3A	Description	Means of Verification	Unit	Frequency
Increased knowledge on vulnerability assessments and targeting among NPTP social workers	Trained social workers demonstrate increased knowledge	NPTP / pre-post assessments	system	yearly

#### Institutions

Baseline:	Result 2019	Target 2021
N/A	N/A	N/A

Indicator3B	Description	Means of Verification	Unit	Frequency
National Social Protection Strategy Strategy endorsed	Strategy outlining the long-term vision of the social safety net system	MoSA / NPTP/ UNICEF	Binary (Yes/No)	yearly



#### Institutions

Baseline	Result 2019	Target 2021
No	No	Yes



Nayfa's portrait picture in Aarsal.

Photo Credit Relief International, Cash for Protection and Education (CPE) project, funded by United States Government (USG)/ Bureau of Population, Refugees and Migration (PRM), Wael Kahled, 05/03/2020.



# EDUCATION SECTOR

## PEOPLE IN NEED



1,185,023

NEEDS-BASED APPEAL  
\$ 404.7 million

## PEOPLE TARGETED



528,213

## PARTNER APPEAL



\$ 430 million

## PARTNERS



62

## GENDER MARKER



1<sup>1</sup>

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## SECTOR OUTCOMES

### Outcome #1

Enhanced access to- and demand from children, youth and their caregivers in Lebanon for inclusive equitable formal education or regulated non-formal education

#### Indicators

# of students (aged 18-3 years) enrolled in formal education

# of learners (aged 24-3 years) enrolled in regulated non-formal education

### Outcome #2

Enhanced quality of education services and learning environment to ensure grade-appropriate learning outcomes for children and youth adapted to multi-crisis situations

#### Indicators

Completion rates by cycle

Retention rates by cycle

Transition rates by cycle

# of students in public schools successful in grade 3 and grade 6 learning assessment tests

% of children and youth attending regulated non-formal education who transitioned to formal education

### Outcome #3

Enhanced governance and managerial capacities of RACE II implementing institutions to plan, budget, deliver, monitor and evaluate education services

#### Indicators

CERD Annual Statistics yearbook is published by 1 August every year for the last academic year inclusive of all refugee education data

Annual RACE II operational and financial plan and report available

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	Female	Male
Vulnerable Lebanese	451,323	356,000	181,560	174,440
Displaced Syrians	687,661	313,000	159,681	153,419
Palestine Refugees from Syria	9,753	4,922	2,510	2,412
Palestine Refugees in Lebanon	36,286	6,811	3,474	3,337

<sup>1</sup> The sector plan is designed to contribute in some limited way to gender equality. The design could be stronger and advance gender equality more.

## Overall Sector Strategy

To address the critical education needs of thousands of school-aged vulnerable Lebanese and non-Lebanese children (predominantly refugees) in Lebanon, the Ministry of Education and Higher Education (MEHE) has drawn up the Reaching All Children with Education Plans (RACE I: 2014-2016 and RACE II: 2017-2021). The overarching goal of the LCRP Education Sector Response Strategy (i.e., RACE II) is that the Lebanese national education system is able to provide equitable access to quality education opportunities for all children and youth.

2020 has proven to be an exceptionally difficult year for Lebanon, with a severe impact on the Education Sector. In addition to the overstretching of the public education system caused by the protracted nature of the Syria crisis, the deteriorating economic situation and the COVID-19 outbreak have taken a heavy toll on learning. The Beirut port explosions added to the vulnerability of children with schools being damaged and with severe psychological impact on children, parents and education personnel. Increased risk of school dropout, increased vulnerability of marginalized and special needs children and post-traumatic impacts on learners has put the continuity of quality education at risk. The COVID-19 outbreak in particular has laid bare the inequities within communities by highlighting the challenges children faced during remote learning. The hindered outreach to the most vulnerable groups was prevalent, especially with the uneven access to devices and connectivity critical for quality distance learning. The situation has not only adversely affected refugees but has affected the most vulnerable regardless of nationality. It is expected that the number of Lebanese children between 6-14 years who might drop out of school to support their families economically will increase. This is in addition to the number of students who have had to move from private to public schools for the same reasons. In secondary education, which is not compulsory or free, the most vulnerable Lebanese children are at high risk of dropping out for not being able to pay their registration fees and education-related costs, including textbooks. To respond to the increasing number of Lebanese children in public schools, schools will be forced to prioritize them in the first shift, thus pushing more Syrian children into second shift schools.

This is in addition to the growing pressure on parents and caregivers to play a much bigger and proactive role in supporting their children's education without having the necessary tools and literacy. Furthermore, the compounded situation is adding to the challenges facing children with disabilities, who continue to face considerable barriers accessing education opportunities, including prevailing social norms and attitudes towards disability, a lack of budgetary allocations supporting inclusion to the public education system, limited teacher capacity, a lack of effective teaching strategies to provide appropriate instruction and limited access to schools with adequate facilities.

The LCRP Education Sector is led by MEHE and collaborates to achieve its goal through three main and equally important areas of intervention:

1. **ACCESS** to education opportunities: By enhancing access to- and demand from children, youth and their caregivers for equitable formal or regulated non-formal education;
2. **QUALITY** of education services: By enhancing quality of education services and learning environments to ensure grade-appropriate learning outcomes for children and youth; and
3. **GOVERNANCE** of education systems: By enhancing governance and managerial capacities of RACE II implementing institutions to plan, budget, deliver, monitor, and evaluate education services.

By achieving these three main aims, interventions by sector stakeholders will contribute to ensuring the protection of vulnerable populations, support service provision through national systems and support to reinforce Lebanon's economic, social and environmental stability. The sector strategy is based on the premise that by strengthening Lebanon's education system for inclusive gender-equitable access to quality education and learning and by providing better employability, personal empowerment and skill sets to its people, all children will have the opportunity to learn, especially the most vulnerable. Sector partners aim to support children, schools and learning centres with the necessary resources to ensure their safe return to learning and to invest in efforts to support children to make up for the lost time incurred during the interruption phase through adequate support for blended learning approaches. All of this is in addition to partners' efforts, led by MEHE, to strengthen the efforts toward the system to focus on the best interest of the child as a whole, balancing between social emotional skills and academic skills or executive functioning skills. The LCRP Education Sector Strategy Response aims to contribute directly to keeping Sustainable Development Goal (SDG) 4<sup>1</sup> on track, which requires the 2021 strategy to focus on preparedness to face existing and future crises that might impact the learning of children in Lebanon. This includes introducing more focus on engaging the parents in the education and learning of their children and providing them with the necessary support and skills for that purpose.

The education plan for Palestinian refugee children is led by UNRWA and focuses on enrolment support for formal basic education, including education and psychosocial support. UNRWA continues to engage with partners to expand educational and learning support services for children to provide them with targeted support, including psychosocial support, learning support, vocational training opportunities and referrals to alternative education pathways. During the 2020-2021 school year, UNRWA will continue to support the inclusion and integration of Palestinian refugee students from Syrian with their peers among Palestinian refugee students from Lebanon.

(1) Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all



To achieve all of the above, the sector response aims to drive measurable changes at three key levels:

- **Child and community level:** Sector partners will continue to reach out to the most marginalized and vulnerable populations, including Lebanese and refugee individuals alike, taking into account the new COVID-19 related measures. This requires the Sector to adapt its normal response to the current context and to work more closely with other Sectors to ensure that the needs of children, families and communities are responded to in a manner that facilitates children's access to education. The Sector will support communities with the necessary services to offset the opportunity costs of poorer children enrolling in education opportunities, as well as proper awareness of- and guidance on COVID-19 related issues to ensure that demand for education does not decrease due to the compounded crises that vulnerable populations are facing. This is in addition to sharing information with them about the available services and/or referring people in need to the required services, as indicated in the Inter-Sector Service Mapping.
- **Service delivery level:** Sector stakeholders, led by MEHE, will coordinate to improve the quality of instruction and learning environments both in public schools and non-formal education (NFE) learning centres, as well as increased support to parents to ensure their effective engagement in their children's learning. These interventions are predicated on policies/reforms organized at the institutional level.
- Inside public schools – This includes the roll out of the MEHE Child Protection Policy (iteratively across all schools in Lebanon), training of public-school teachers on child-centred pedagogy that is flexible and adaptable to the multi-crisis situations faced in the country (including modules developed by the Educational Center for Research and Development [CERD] in differentiated instruction, inclusion, gender, teaching with technology, etc.) and continued support for inclusive schools to mainstream children with disabilities into public schools. This year, MEHE and partners will have a particular focus on improving the psychosocial support (PSS) response to help schools and teachers better respond to the emerging stress and needs of children and parents while returning to schools after a long interruption and under the ongoing COVID-19 situation.
- For those children who are out of formal education – MEHE has designed, in collaboration with key technical partners, the Non-Formal Pathway as a means for out-of-school children to transition into formal education. This is an important initiative because it includes the standardization of non-formal education content (which mirrors the Lebanese curriculum) for all age groups, from 3-18 years of age. This is in addition to strengthening the PSS component of these programmes and broadening the delivery modalities to include the use of low-tech approaches that help in responding to the arising challenges imposed by the COVID-19 outbreak and the

deteriorating economic situation.

- **Institutional level:** MEHE will continue to invest in strengthening existing systems (i.e., data collection, deployment of trained teaching corps and DOPS staff, developing teacher-performance and monitoring standards for formal education, data systems, administering the public-school system and systemizing the assessment of school buildings). MEHE will also invest in new horizons, such as the design of evidence-based and data driven child-friendly policies, the measurement of learning achievements beyond grade-to-grade transition and public examinations, developing durable partnerships, designing a comprehensive contingency plan and creating a platform to coordinate the delivery of education programming.

This strategy is developed on the assumption that the other Sectors will be working under the same general guiding principles and will cooperate in the best interest of children and youth. This will be important considering that a better response is achieved through complementarity across Sectors, and that the best way to ensure that all school-aged children are reached with learning and are retained in education programmes is through ensuring that the wellbeing of the child is addressed and catered to through a more integrated and inclusive approach to the programming and the response. Close collaboration will take place with the Food Security Sector in support of student nutrition, in particular ensuring that learners both formal and non-formal education have access to healthy snacks to elevate some of the economic pressure from parents.

The Sector will be focusing on ensuring that children are healthy during their school-aged years mainly by working with the Health Sector. This is particularly important given the COVID-19 outbreak and will also be important in ensuring that collaboration is also taking place around children's vaccination programmes. This effort will be done through schools by MEHE, as well as through partners with children in both formal and non-formal education, complimented by ensuring that schools and learning spaces are safe, caring, functioning and have responsive education services. The LCRP Education Sector will ensure that proper health awareness is done at the level of schools and NFE centres, with close follow up with parents and children in addition to the dissemination of all health messages produced by the Health Sector and enhanced referral pathways between the two Sectors.

## Sector Results: LCRP Impact, Sector Outcomes and Outputs

### LCRP Education Sector Response Plan 2020

By the end of February 2020 and due to the spread of Covid-19, the 2019-2020 school year in Lebanon was cut short, leaving over 1 million children and youth in Lebanon out of formal and non-formal education. While

MEHE and sector partners have tried to ensure continuity and engagement of students and learners in education through remote learning, not all children were able to have access.

Despite the increasing pressures on the education system in Lebanon, by end of 2021, the Education Sector response plan should set the basis for future responses. The plan will ensure that the links to the activities in the Theory of Change are established and that the relevant policies and procedures that have been developed are implemented, reviewed and strengthened to ensure that all children have access to inclusive quality education.

In order to ensure that all school-aged children in Lebanon have the needed literacy, numeracy and social-emotional skills to help strengthen their chances of a better future, the LCRP Education Sector will be focusing on ensuring that girls, boys and youth have access to quality education opportunities by contributing to the LCRP Strategic Objective 1, under which Outcome 2 of the sector strategy contributes directly to LCRP Impact 1; Strategic Objective 3 under which all sector outcomes contribute to LCRP Impact 3; Strategic Objective 4 where the education strategy contributes to LCRP Impact 4 through Outcome 2. All three strategy outcomes contribute to ensuring that children and their parents have equitable and inclusive access to education services through the strengthening of existing public and private systems. The sector strategy aims to support the provision of quality education services and an enhanced learning environment, and to ensure that children are provided with the opportunity to spend their time in safe environments that help them advance in life through the provision of quality education. This would also ensure they would have the skills to engage in the workforce and contribute to the mitigation of the impact of the deteriorating conditions of the families.

## Expected Results LCRP Education Sector Response Plan 2021

### **Outcome 1: Enhanced access to- and demand from children, youth and their caregivers in Lebanon for inclusive equitable formal education or regulated non-formal education**

In order to achieve this outcome, the Sector will work to maintain enrolment rates by ensuring the availability of flexible and inclusive learning opportunities that are adapted to the changing context. This includes maintaining the opening of an additional shift in public schools to accommodate non-Lebanese students, as well as subsidies for enrolment fees (both for formal and non-formal education), transportation, textbooks and learning supplies. In addition, partners will support the improvement of learning spaces in both public schools and NFE centres to ensure their ability to accommodate blended or hybrid learning approaches while respecting health protocols for COVID-19 related prevention measures. All of this includes, but is not limited to, supporting the winterization of premises, rehabilitation of built spaces and accessibility modifications, providing

necessarily health and sanitation supplies.

To achieve improved access to education opportunities, the Sector's response plan focuses on two outputs.

### **Output 1.1 - Children, youth and their caregivers are provided with the necessary support to increase their demand for formal education or regulated non-formal education**

To ensure that families have access to information about the availability of formal and non-formal education programmes and to increase demand for such programmes, the Sector will adopt innovative and creative methods and approaches. These include more integrated outreach approaches that take into consideration inter-sectoral referrals and coordination with other Sectors, especially Child Protection and Health, as well as the engagement of parents in their children's education in order to influence their thinking and help them to prioritize the education of their children and send them to school and NFE programmes. This outreach will also include follow-up with children who are out of education and those who have dropped out, through an informed approach based on monitoring, wherever possible, the number of students dropping out of school disaggregated by sex and age and tailoring outreach interventions and follow up to those cases in collaboration with other relevant Sectors.

The Sector will continue to provide basic assistance and transportation, in line with COVID-19 health guidelines, to contribute to retention of children in schools. The Sector will also contribute to alleviating some of the economic pressure on parents who are sending their children to schools and learning centres through providing healthy meals/snacks access to the most vulnerable learners while they are at school. Close coordination with the Basic Assistance and Livelihoods Sectors will be necessary to ensure that needs and ways forward are identified in the best interest of children and for the prevention of school dropout. This is especially true with the newly implemented blended learning modality, where the needs of families and children need to be addressed to make sure they are able to stay engaged in distance learning, while ensuring equal access is provided to boys and girls in families.

### **Output 1.2 - Children and youth have improved access to appropriately equipped public schools and learning centres especially in underserved areas.**

Rehabilitation and construction of schools remains a priority in underserved areas and areas with a high concentration of displaced Syrians, particularly after the damage caused by the Beirut port explosions. MEHE will adopt a comprehensive approach to school rehabilitation, building on best practices and lessons learned through various donor-, government- and partner-led interventions to increase educational access, with a particular focus on girls and children with special needs. The focus will be on equipping schools with the needed ICT infrastructure, equipment and other relevant supplies to support the blended learning modality that

has been adopted since the COVID-19 outbreak.

In addition, the Sector will focus on adding physical improvements to NFE centres to ensure a safer learning environment that complies with international child protection standards, including proper accessibility and equipment for children with special needs. The Sector will seek the support of the Child Protection and WASH Sectors to ensure that the appropriate standards of water safety and hygiene, in schools and learning spaces, including distribution of sanitary pads where necessary, in line with the health protocols for COVID-19.

### **Outcome 2 - Enhanced quality of education services and learning environments to ensure grade-appropriate learning outcomes for children and youth adapted to multi-crisis situations**

Outcome 2 focuses on delivering quality education services and learning environments throughout the continuum of formal and non-formal schooling pathways to ensure meaningful and grade-appropriate learning for children and youth. In the RACE II plan, MEHE has been able to improve access to- and quality of a range of complementary educational services, including non-formal education, which have been mostly enrolling non-Lebanese children and youth. However, due to the compounded socio-economic and health crises and despite the fact that the current NFE programmes are also open for Lebanese children and youth, there might be a need for such pathways or similar adapted ones to be expanded to cater for the emerging needs of vulnerable Lebanese families. This is mainly due to the fact that Lebanese children may require a different content to address the missing competencies caused by their interrupted education. Therefore, if sector partners implementing NFE programmes are approached by Lebanese children for access, the Sector will coordinate with MEHE's Program Management Unit (MEHE-PMU) to work on an updated version of the content that addresses the needs of Lebanese students.

In spite of all of the efforts made to improve the quality of education services and learning environments, the challenges posed in 2020 have delayed the full achievement of this outcome. However, the Sector will continue to aim for improved results through providing professional development to education personnel, as well as through ensuring a child-friendly environment in schools and learning centres.

The corresponding NFE programmes that have been deployed in communities are Community-Based Early Childhood Education (CB-ECE), Basic Literacy and Numeracy (BLN) and the Accelerated Learning Programme (ALP). MEHE has also introduced standard operating procedures to maintain minimum standards for the operationalization of these programmes. Going forward, more effort will be put toward ensuring minimum standards on child protection, accessibility and learning measurement are mainstreamed in NFE programmes.

Given the alarming percentages of children who are

out of school, especially refugees, and the deteriorating economic situation, the Sector has a joint responsibility to design more innovative and inclusive programmes and initiatives that are aimed to address the unmet educational needs of children and youth who are out of school and are the hardest to reach.

To achieve this, the LCRP Education Sector Strategy Response includes three main outputs:

#### **Output 2.1 - Teachers, education personnel and educators have enhanced capacities to provide learner-centred pedagogy in public schools or learning spaces**

The role of teachers, educators and school directors is essential during these unprecedented times. Despite several learning packages, system support policies and plans that have been developed throughout the last couple of years, including the CERD stand-alone gender module, additional effort is required to improve the quality of formal and non-formal education to respond to the emerging needs of teachers and students during distance- and blended learning modalities, including the focus on ensuring gender equal trainings that do not reproduce stereotypes.

The development of online training modules for all categories of education personnel, including public school teachers, school staff, directors, supervisors and educators in NFE, has become the most viable way forward. These modules will be self-paced and asynchronous, allowing teachers and education personnel to access and complete them at their own pace, at school or at home, offline or online, and to get certification of completion once done. Such modules will also be more cost efficient and sustainable, can be accessed by the whole teaching workforce (including Palestinian teachers) and can address any topics related to child-centred pedagogy, child protection, PSS and wellbeing, online teaching and learning, the blended learning approach, teaching with technology and more.

Similarly, a combination of management and financial training packages will support the development of competencies required for the implementation of School Improvement Plans aimed at strengthening the educational role of school directors. Finally, training modules need to be developed to address parents and parental engagement during distance learning, especially that the role of caregivers and parents has changed and they are now requested to play a larger and complementary role to that of the teachers.

#### **Output 2.2 - Teachers and education personnel at the school level and educators in learning spaces have enhanced capacities to contribute to inclusive, safe, healthy and protective environments**

Accountability and governance at the school level is an area that requires support from school personnel and school administration, as well as the involvement of communities in the education of their children. Activities with school directors, teachers and parents will focus on

greater engagement, meaningful classroom and online instruction and inclusive child-friendly leadership. The Sector will focus on school improvement plans to provide inclusive, safe, healthy and protective environments in second shift schools and regulated NFE learning spaces.

Under the supervision of the MEHE-PMU, frequent health checks during the school year have been ongoing since the start of RACE I implementation. Two health checks per year are conducted in second shift schools and one health check per year in the first shift. This will continue to be a high priority during the 2020-2021 school year and should be guaranteed for each student in public schools, especially in light of the COVID-19 outbreak. Second shift health counsellors will follow students' medical files and monitor the quality of health checks performed by school doctors. The health counsellors will continue to follow up and conduct hygiene, nutrition and health awareness sessions and observations to improve the health of students.

In line with MEHE's Child Protection Policy, more focus will be put on PSS and social-emotional learning for children, parents and education personnel to be able to cope with the impact of the COVID-19 outbreak and distance learning, in addition to responding to the identification and referral of any student impacted by violence at school, at home or in their community. All second shift schools will have PSS counsellors that conduct weekly hours in class in addition to their interventions as outside of classroom hours.

UNRWA's school counsellors will work alongside school administrations, children, caregivers, student parliaments and parent-teacher associations to create an enabling environment for children to be safe and protected and will serve as frontline focal persons for all PSS, as well as for disability and protection matters in schools.

Referral pathways and processes will be developed and will be used by school personnel and NFE educators for children and youth with specific needs (physical or cognitive). School personnel and NFE educators will be trained by the CERD and relevant partners, either face-to-face or online on developed pathways to ensure active involvement in the appropriate referral.

The Sector will work with the Child Protection Sector on ensuring minimum protection safeguards are available in NFE classrooms and online learning, which are the same standards required for referrals and follow up with caregivers. The Sector will also work with the Health Sector to ensure children in NFE spaces have access to proper healthcare and follow-up.

There Sector will also pursue capacity strengthening to ensure that all sector partners have the same level of knowledge concerning international standards and the current implementation measures of online learning, including: child protection (identification and referral); gender-based violence; sexual exploitation and abuse; inclusion; and water, sanitation and hygiene (WASH), in order to ensure that children's well-being is supported

in all NFE centres and activities to the highest standards.

Another concern for the Sector is the ways in which the COVID-19 outbreak continues to hinder outreach of the most vulnerable groups. Many children have been unable to follow distance learning due to limited access to internet, lack of electricity and electronic devices, non-conducive learning environments at home and limited literacy and foreign language skills of parents to support their children. The result is a high risk of refugee children losing interest in learning, dropping out and never returning to school or other learning opportunities. This is in addition to the automatic promotion of children to higher grades without acquiring the needed competencies for their original grades, which will cause them to struggle to learn the new competencies and limit their capacity to move smoothly through the next scholastic year, which also increases risk of drop-out. There will be a high need for retention support due to disruption of the 2019-2020 academic year, as well as the need to increase the capacity of public schools in delivering remote learning. The sector considers that increased focus on effective and efficient retention support for children is crucial to prevent dropouts, counter-act potential reduced learning outcomes and keep children engaged in education. This will be done through academic support to children mainly by ensuring that they receive proper remedial and homework support adapted to the new challenges faced during the distance learning phase.

Partners will also benefit from additional support in contingency planning and preparedness on scenarios that have not been previously accounted for in contingency plans, especially at the field level.

Education Community Liaisons in second shift schools and Community Liaison Volunteers will continue to take on the responsibility of providing personalized follow-up to Syrian students and to assist communities in addressing or finding solutions to issues, such as absenteeism, bullying (including cyber bullying), violence or discrimination that often lead to children dropping out.

All of the above interventions will contribute to improving the teaching and learning environment for students enrolled in public and UNRWA schools, with the assumption that these interventions will help maintain the trust of parents in the system, improve attendance, reduce drop-out and improve real learning outcomes for children.

### **Output 2.3 - Children in public schools and learning spaces have enhanced capabilities and life skills through additional operational subjects and extra-curricular activities**

Additional engagement with parents and children to increase their capacity to deal with the pressure of distance learning during the compounded crises situation is also a priority for sector partners. This is considered an additional contribution to retention support that revolves around the wellbeing and capacity



strengthening of parents and children during the phase of confinement and distance learning.

Lebanese and non-Lebanese children in public schools and learning spaces will benefit from additional support to develop their technical and life skills, wherever possible considering the COVID-19 outbreak. Sector partners and MEHE will work on including recreational activities and operational or practical activities for children and youth to work on during the weeks that they are doing distance learning.

MEHE, through the support and implementation of sector partners, will also continue to engage in the provision of recreational activities for boys and girls and the distribution of recreational kits to mitigate the psychosocial impact of confinement, violence and displacement, as well as to foster inclusion.

### **Outcome 3 - Enhanced governance and managerial capacities of RACE II implementing institutions to plan, budget, deliver, monitor and evaluate education services**

There are several instances of key successes under this outcome; however, it is imperative that these successes are translated to a national level to ensure that all children in Lebanon are able to benefit from them. For example, the Child Protection in Schools Policy launched by the MEHE in 2018 needs to continue to be rolled out to include second shift schools. Similar child protection guidance needs to be provided to NFE centres through collaboration with- and under the guidance of the Ministry of Social Affairs. Institutionally, a central Child Protection Hotline was established directly with schools and school communities in 2019 and is currently being used to support the safe and confidential reporting to MEHE on instances of child protection violations.

To strengthen all existing important initiatives in the public education system, more efforts must be directed toward collecting and analyzing national education data, improving the quality of teaching and developing curricula. One of the major sector gaps is the availability of timely national education data disaggregated by age and sex that can be used for programming or policy interventions.

The Sector does not have a comprehensive contingency plan to respond to potential emergency scenarios that might disrupt schools and NFE activities, which affects the quality of learning for students, as observed with the COVID-19 outbreak.

Despite all of the challenges, MEHE is progressing on policy formation and implementation to properly address barriers and strengthen education delivery and has indicated that the following main axes will form its strategic plan under Outcome 3.

#### **Output 3.1 - CERD has improved capacities to administer an effective education-management information system**

As the statistical and research institution, CERD will lead the design, training and rollout of a national education-

management information system that will enable the timely and accurate collection and analysis of education-related data. For enrolment data on Syrian students, RACE and MEHE-PMU will ensure data credibility within the same timelines for second shift public schools, as well as regulated NFE progress. CERD will ensure the timely analysis and dissemination of disaggregated education data with partners to identify gaps and inform programmatic decision-making.

#### **Output 3.2 - Revised curricula for schools and NFE programmes are developed and endorsed to improve quality learning, life skills and employability for children and youth**

The curriculum revision process, led by the National Higher Committee and conducted by CERD, will be guided by the conceptualization of a learner-centred pedagogy, and will include key competencies that cover the cognitive, individual, instrumental and social dimensions of learning. The revised curriculum will address life skills, personal empowerment, employability and social cohesion, such as analytical thinking, problem solving, creativity, teamwork, tolerance, respect for diversity, etc. CERD envisions a consultative revision process and will solicit inputs from technical experts, education partners, teachers and parents using an online platform. On approval from the National Higher Committee, the curriculum will be piloted in selected schools. The feedback from this process will be incorporated into the final curriculum before national textbooks are designed.

Furthermore, there is need for an updated and more crisis adapted curriculum and teaching modalities both for formal and non-formal education given the current context, especially with recurring COVID-19 related movement restrictions. CERD will work on developing minimum standards for remote- and blended learning, including expectations, assessments, needs, basic skills/attitudes/competencies, technology, etc. The Sector, led by MEHE-PMU, will ensure that all new standards are also adapted to the NFE context. It will also ensure that the new BLN curriculum released in 2020 is distributed and is being used by partners, and will support the revision of NFE policies to expand them to meet the needs of potentially new learners that will be out of school due to the current economic crisis.

Furthermore, when it comes to non-formal education, the Sector, led by MEHE-PMU, will aim to review the current non-formal education pathways to transition to formal education and adapt NFE programmes to reach more children in terms of modality and targeting, which will potentially include updated versions of learning content to respond to the emerging needs of Lebanese children to attend programmes, given the expectation of increasing dropouts due to the economic crisis.

#### **Output 3.3 - Appropriate policy frameworks are endorsed and implemented to regulate education programmes and services, strengthen school management and professionalize teaching services**

To better support systems interventions planned in RACE II, the following frameworks, standards and strategies being developed for operationalization will be further supported:

- The Sector will support the work of MEHE-PMU to assess the situation of children with special needs in second shift schools, which will inform decision making on interventions needed to address gaps in the current response for children with special needs.
- **Policy framework for special needs education** –A Ministry of Social Affairs led national study, supported by MEHE, is currently assessing existing national safety nets and social discourse on children with specific needs. The study will assess the extent to which legal, welfare and social rights are afforded to children and youth in Lebanon with cognitive, physical and sensory difficulties. The study aims to serve as a reference for relevant ministries and to support them to better address existing policy gaps.

Based on lessons learned from the inclusive education pilot programme and consultations with organizations, parents, schools and relevant ministries, MEHE will develop an inclusive education policy to ensure access for every learner to quality education in safe inclusive settings. The Sector, led by MEHE-PMU, will define standards for the learning spaces and for educator profiles for implementation of regulated NFE programmes. This will be linked to the mainstreaming of child protection efforts overseen by the Ministry of Social Affairs MOSA, and in NFE centres aiming to increase their credibility as protective, inclusive spaces for child-centred learning with capacity to prevent violence and provide a safe learning environment to all children. Upon endorsement, such spaces will be formally referred to as “learning spaces.”

- Risk screening of public schools, vocational schools, and Teaching Training Centres under the National School Safety Plan (NSSP) including rollout of the Government’s Disaster Risk Management (DRM) – DRM concepts and disaster risk reduction (DRR) principles, developed under the NSSP, are in need of updating and integration into the curriculum. Sector partners will support MEHE on this, including to refine the qualitative risk assessment and categorization of school buildings into different structural categories. The feasibility of different retrofitting options for each structural type will also be assessed. The results will further strengthen the evidence-based approach of DRR policy for school construction and rehabilitation.

The Sector will also work towards reviewing already developed standards to make sure they are applicable to the new context and include COVID-19-free and safe learning spaces, and establish standards for remote learning in NFE centres.

**Output 3.4 - MEHE-PMU, in collaboration with CERD and GDE, is capacitated to lead RACE II with MEHE departments and relevant education stakeholders**

MEHE-PMU will continue to coordinate with several entities, including UN agencies, donors, the NGO sub-committee and academic institutions, in addition to the high-level engagement at the RACE Executive Committee (REC) and the Sector. MEHE-PMU will ensure inter-departmental coordination within MEHE so that RACE II implementation is guided by coherent decisions from the relevant MEHE institutions and to develop a lessons learned-based transitional strategy to ensure that all entities moving forward post –RACE, including the GDE and CERD, are well capacitated in areas of in the areas of project administration, procurement, monitoring and financial management.

To ensure that MEHE is well positioned to manage current and future crises, it will develop a lessons learned-based transitional strategy with help from sector partners, building on lessons learned from the current economic and health crises and leading to the streamlining of a contingency plan to respond to emerging crises. This can help feed into the five-year national education sector strategy that MEHE is aiming for.

### Identification of sector needs and targets at the individual, institutional and geographical levels

The Education Sector’s work will benefit children from all nationalities at the individual and community levels. Direct activities will focus on girls, boys and youth by providing them with access to quality and inclusive education opportunities. The Sector will work directly with these children and their families to ensure that they not only have access to education but are also receiving the necessary wellbeing-related support and access to information through the work of partners, as well as through schools, teachers and other education personnel.

In addition, both MEHE and sector partners will be supported at the institutional level in terms of targeting public and technical and vocational education training (TVET) schools with renovation/rehabilitation, supply of furniture and equipment and targeting education personnel and ministry staff with capacity building programmes that ensure child well-being is met in all education premises and activities to the highest standards.

### Assumptions and Risks

The assumptions around these sets of interventions are that sustained behaviour change interventions and comprehensive subsidies will increase the demand for and access to formal and non-formal education. This will support the overall goal of reducing the number of children who are either out of school or out of learning.

For both formal and non-formal education, the first assumption is that parents and caregivers have the time and capacity to increase their support of their children’s learning with distance learning modalities.

This is important considering that the financial crisis and COVID-19 outbreak have negatively affected household income, creating more financial pressure on parents and caregivers.

It is also assumed that standardizing the quality of NFE programmes with a clear transition pathway will allow for all children engaged in NFE programmes to have an accessible pathway to formal education opportunities. This will in turn support out of school children to catch-up on learning in order to be eligible for entry into formal education.

Lastly, it is assumed that MEHE public schools will have the absorption capacity to enroll all children that successfully complete NFE programmes and are willing and ready to continue their education.

With distance learning modalities implemented by MEHE and Sector NFE providers, one risk is if teachers and educators do not receive the appropriate professional development package to support teaching and learning in online and remote contexts. This will cause children to become frustrated and disengage in the learning process. This is especially relevant to subjects taught in foreign languages, which parents and caregivers may not be able to support.

Due to financial constraints and the increased vulnerability of many Lebanese and non-Lebanese families, another risk is that children may drop out of formal or non-formal education to support their families. Compounding this is an increased risk of early marriage for girls, which negatively affects retention. These constraints have also increased the vulnerability of Lebanese families now requiring more support, including education support. Aid perception bias concerning the prioritization of refugee families may also increase and materialize in confrontations between parents, schools and the implementing organizations.

Lastly, the safety of children accessing schools and NFE centres is a key risk with observed increases in social tension for between Lebanese and non-Lebanese students in some areas, continued protests and road blockages due to political unrest and community spread of COVID-19. This is in addition to the exacerbation of tension leading to denied access to refugee children to second shift schools in a few areas, which could lead to a ripple effect in surrounding communities if not tackled properly.

In order to mitigate these risks, MEHE will ensure that public schools are functioning and have enough capacity to absorb all children both for first and second shifts. Sector partners will also make sure that they maintain and expand their outreach and programmes to respond to the needs of out-of-school children. The Sector will ensure a proper intersectoral approach to work with families impacted by the economic crisis and who are at risk of having their children drop out of school or learning. This will require strong referrals and follow up with other Sectors, as well as comprehensive planning around the best interest of the child. In addition, the Sector will

focus on supporting parents to be able to better engage in their children's learning, through awareness sessions, capacitating them on learning strategies and positive parenting and enhancing partner relations with- and outreach to parents.

## Partnerships

The main partnership for the LCRP Education Sector, led by MEHE, will be with children and their parents through strengthening direct relations with them and ensuring that they have a say in the future of their learning, as well as ensuring that parents have the necessary support based on their self-identified needs.

The Sector will also continue working closely with the Ministry of Public Health, the Lebanese Red Cross and the Health Sector to ensure that a strong joint approach to mainstreaming interventions to prevent the spread of COVID-19 is in place, and that children are able to safely return to schools and learning centres.

In addition, the Sector will have close collaboration with other Sectors to ensure to the best interest of the child are responded to in an integrated manner. Strong partnerships will be established and maintained with the Protection Sector to work on child protection and sexual- and gender-based violence issues jointly and to ensure that children's parents and education personnel are all supported through safe identification, referrals and follow-up. The Livelihoods, Social Stability and Food Security Sectors will all play major roles in ensuring that the most vulnerable children have the opportunity to remain enrolled in learning by jointly addressing the multi-dimensional vulnerabilities of children and their families.

## Mainstreaming of Accountability to affected populations, Protection, Conflict sensitivity, Age and Gender, Youth, Persons with Specific Needs and Environment

### Accountability to Affected Populations

- Information sharing and clear communication channels between affected communities and service providers are a priority for the Education Sector. It is important for the Sector to ensure that the people receiving support are heard, are involved in the identification of their needs, are aware of all information related to the services being provided to them, including available referral pathways, and that they have access to effective feedback channels and complaints and response mechanisms. In order to have a more effective accountability to affected populations, the Sector will work closely with other sectors to identify collective barriers and opportunities and to build on these to ensure an integrated approach is used with affected

communities. The Sector has worked with the Child Protection Sector to ensure that child protection cases in schools are reported and followed up through a clear system based on child protection policy. More work will be done this year with both child protection and youth actors to make sure that children in non-formal learning spaces have similar child protection safeguards and access to feedback/complaint mechanisms that are available in formal education programmes. In addition, the Sector will work closely with relevant protection from sexual exploitation and abuse stakeholders to ensure proper measures are in place to prevent and respond to sexual exploitation and abuse (SEA) risks. This will mainly be done through ensuring all education personnel undergo mandatory SEA trainings.

## Protection

The Education Sector will continue its collaboration with the Protection Sector to advance child well-being within formal and non-formal education systems by continuing to support the implementation of the child protection policy in schools and by mainstreaming PSS in non-formal education. The Sector will also work closely with the Child Protection Sector to ensure the timely and effective safe identification and referral of children out of learning, including those who have recently dropped out of school, by ensuring proper linkages are made between "other" family needs and risk assessments for dropping out of school. Specific programme considerations and joint planning need to be made for boys and girls at risk, including those engaged in child labour or those at risk of child marriage, through comprehensive and adapted programmes that take into consideration their learning capacities, needs and availability.

## Conflict sensitivity

Education builds bridges between children and parents from different groups and can have a strong mitigating impact on potential conflicts and sources of tension. The strategy aims to collaborate with the Social Stability Sector to have a unified approach to address new challenges, especially with the increasing competition on access to resources, including the increased need for Lebanese children to enroll in public schools and the perception of these families that enrolment of refugees does not leave enough places for their children. Two key measures will include: training partners on conflict sensitivity and do-no-harm, and ensuring regular information sharing between the Sectors; and advocacy and awareness raising interventions with local communities on the importance of equitable and inclusive education for all children from all nationalities and on the risks of having children out of learning on the future of communities.

## Gender

Gender parity in outreach to children seeks to provide both girls and boys with equal opportunities for

enrolment in public schools. Gender parity is achieved at the primary school level with girls comprising 50 per cent of non-Lebanese students and 53 per cent of Lebanese students. At the secondary school level, gender parity is achieved with 51 per cent boys. Gender disparities at the district level and by socio-economic status are more pronounced. The number of girls and boys not enrolling in school or dropping out is similar; however, this is triggered by different reasons. According to field reporting, child marriage case figures are lower during the COVID-19 outbreak; however, the risk of child marriage has increased due to lack of household income and reduced access to school. Adolescent girls also face gender-based violence. Some of the most vulnerable boys and youth are being recruited as workers, often in exploitative conditions. The Education Sector is also looking to strengthening collaboration with the Protection Sector to jointly achieve goals on violence risk reduction through disseminating information on cyber bullying issues and raising awareness among caregivers, school counselors and teachers, especially for remote learning settings.

## Youth

Youth are an integral part of the Education Sector's work. In 2021, more targeted outreach for youth is required to refer those who are out of learning to appropriate opportunities and to raise awareness on the value of education for the future of young girls and boys. Therefore, programmes are needed to support school-readiness, retention and transition to higher grades, specifically for youth. So far, most programmes for youth have focused on access to formal secondary education and life-skills education. In 2021, a stronger focus will be placed on enrolling adolescents and youth in TVET, including short technical courses implemented in MEHE TVET schools under the guidance of Director General of Technical and Vocational Education and in collaboration with MEHE-PMU, as well through non-formal education and remedial support. The Sector will also collaborate with the Livelihoods Sector to ensure that programmes targeting youth are based on market needs identified by the Livelihoods Sector and that effective referrals are in place for families who might need economic support to keep their children enrolled in education.

## Persons with disabilities

The Sector will continue to work towards improved inclusivity and non-discrimination, with a focus on improved physical accessibility, as well as inclusive programming, curricula and professional development of teachers, staff and educators on inclusive education models. Inclusion is a main component in all the outcomes and outputs in the Sector's 2021 strategy.



## Environment

Environmental education is part of the hygiene-promotion curriculum and will be implemented through teacher training and the provision of teacher tools, including awareness of home waste disposal, rationalization of water and electricity use, recycling, etc. In addition, health counselors are requested to include the above-mentioned topics in their interventions inside and outside of class hours.

Type of institution	# Targeted
MEHE/ Schools	1232
MEHE	1

### Total sector needs and targets in 2021

Population Cohorts	Total Population	Total Population in Need	Total Population Targeted	Total Population Targeted			
				# Female	# Male	% Female	% Male
Lebanese	3,864,296	451,323	315,000	160,650	154,350	51%	49%
Displaced Syrians	1,500,000	687,661	202,000	103,020	98,980	51%	49%
Palestinian Refugees from Syria	27,700	9,753	4,812	2,454	2,358	51%	49%
Palestinian Refugees from Lebanon	180,000	36,286	6,401	3,265	3,136	51%	49%
GRAND TOTAL	5,571,996	1,185,023	528,213	269,389	258,824	51%	0







A girl reads a book in a local school supported by the International Rescue Committee (IRC). Photo Credit: IRC, Lebanon, 2020.




## Sector Logframe

**Outcome 1:** Enhance access to, and demand from, children youth, and their caregivers, for equitable formal or regulated non-formal education

Indicator 1A	Description	Means of Verification	Unit	Frequency
Number of students (age 3 to 18) enrolled in formal education	Covering costs for public school 1st shift/school rent / counselors/provision of transportation for vulnerable boys/girls	SIMS/MEHE Second Shift database (Compiler), MEHE	Child	Yearly





 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
N/A	219,455	315,000	N/A	210,964	202,000	N/A	5,901	4,812	N/A	7,927	6,401





Indicator 1B	Description	Means of Verification	Unit	Frequency
# of learners (age 3-24) enrolled in regulated non-formal education	Covering costs for non-formal education/center rent /provision of transportation for vulnerable boys/girls	Activity info	N/A	N/A





 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
N/A	N/A	N/A	N/A	N/A	80,000	N/A	N/A	N/A	N/A	N/A	N/A





**Outcome 2:** Enhanced quality of education services and learning environment to ensure grade-appropriate learning outcomes for children and youth adapted to multi-crisis situations

Indicator 2A	Description	Means of Verification	Unit	Frequency
Completion rates by cycle				

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
Cycle 1 96%			Cycle 1 68%								
Cycle 2 87%			Cycle 2 51%								
Cycle 3 78%	N/A		Cycle 3 52%	N/A		N/A	N/A	N/A	N/A	N/A	N/A

Indicator2B	Description			Means of Verification			Unit	Frequency			
Retention rates by cycle											
 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
99%	N/A		Cycle 1 99%								
			Cycle 2 94%								
			Cycle 3 93%	N/A		N/A	N/A	N/A	N/A	N/A	N/A

Indicator 2 C			Description			Means of Verification			Unit	Frequency	
Transition rates by cycle											
 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
Cycle 1 - Cycle 2 100%			Cycle 1 - Cycle 2 96%								
Cycle 2 - Cycle 3 94%			Cycle 2 - Cycle 3 82%								
Cycle 3 - Secondary 91%	N/A		Cycle 3 - Secondary 82%	N/A		N/A	N/A	N/A	N/A	N/A	N/A

Indicator2D	Description					Means of Verification			Unit	Frequency	
Percentage of children and youth attending regulated NFE who transitioned to formal education	Transition rates from NFE to Formal Education					Cross check of CLM with MEHE registration database/SIMS. Education Partners and MEHE			%	Yearly	
 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
N/A	N/A	N/A	ALP 35%	N/A		N/A	N/A	N/A	N/A	N/A	N/A

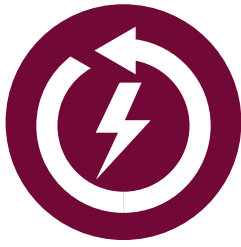
### Outcome 3: Enhanced governance and managerial capacities of RACE 2 implementing institutions to plan, budget, deliver, monitor and evaluate education services

Indicator3A	Description			Means of Verification			Unit	Frequency
CERD Annual Statistics yearbook is published by 01 August every year for the last academic year inclusive of all refugee education data				MEHE/CERD			Binary (Yes/No)	Yearly

Institutional	Baseline	Result 2019	Target 2021
	No	Yes	Yes

Indicator3B	Description			Means of Verification			Unit	Frequency
Annual RACE 2 operational and financial plan and report available	RACE II operational and financial plan			MEHE/CERD			Binary (Yes/No)	Yearly

Institutional	Baseline	Result 2019	Target 2021
	No		



# ENERGY SECTOR

## PEOPLE IN NEED



2,524,067

NEEDS-BASED APPEAL  
\$ 99.2 million

## PEOPLE TARGETED



678,487

## PARTNER APPEAL



\$ 22 million

## PARTNERS



10

## GENDER MARKER



1<sup>1</sup>

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## SECTOR OUTCOMES

### Outcome #1

Increase energy production through implementation of renewable energy sources.

#### Indicators

Amount of MWh produces through new renewable energy sources.

### Outcome #2

Reduce energy demand due to implementation of energy efficient initiatives.

#### Indicators

Reduction resulting from installed capacity through energy efficient measures in MWh.

### Outcome #3

Improve access to electricity through Rehabilitation and Reinforcement works on the Transmission and Distribution networks.

#### Indicators

# of people benefiting from rehabilitation and reinforcement works on the transmission and Distribution networks.





### Outcome #4

Enhance capacity of MoEW to plan, budget and oversee energy sector initiatives.

#### Indicators

# of new energy initiatives and projects resulting from capacity development and support to MoEW.

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	Female	Male
 Vulnerable Lebanese	1,500,000	406,365	207,246	199,119
 Displaced Syrians	816,367	272,122	138,782	133,340
 Palestine Refugees from Syria	31,502			
 Palestine Refugees in Lebanon	277,985			

<sup>1</sup> The sector plan is designed to contribute in some limited way to gender equality. The design could be stronger and advance gender equality more.



## Overall Sector Strategy

The overarching objective of the Energy Sector in Lebanon is to improve access to electricity at agreed minimum standards to households affected by the Syria crisis, and across sectors providing vital services. It aspires to provide electrical services to Lebanese host communities and displaced Syrians equitably, while also reducing the negative impacts of the crisis on the environment and limiting the financial impact on the Lebanese Government and consumers (especially vulnerable households, as female-headed households). This overall objective of the Energy Sector is as follows:

“By the end of 2021, all vulnerable populations in Lebanon will have improved and equitable, sustainable access to all forms of the electricity.”

The theory of change of the Energy Sector towards these overall objectives is that by increasing the capacity of electricity generation through the installation of renewable energy systems (Outcome 1) or decreasing the demand for electricity through the provision of energy efficient products (Outcome 2) by rehabilitating and reinforcing the electricity infrastructure network (Outcome 3), and by enhancing the capacity of implementing partners, such as the Ministry of Electricity and Water (MoEW) and other actors in a gender-sensitive manner (Outcome 4), the Sector can partially and locally reduce the supply/demand gap created by the displaced population and increase the network's capacity to deliver non-fluctuated/intermittent electricity access to the most vulnerable (including women headed households) in an environmentally friendly manner, reducing the reliance on diesel generators and the air pollution caused by it.

Before the outbreak of the Syria crisis, the MoEW had been improving Lebanon's electricity infrastructure, guided by the Policy Paper for the Electricity Sector (MoEW, 2010), which was updated in 2019,<sup>i</sup> and the other national action plans for renewable energy<sup>ii</sup> and energy efficiency.<sup>iii</sup> The strategy for the Lebanon Crisis Response Plan 2017–2020 (LCRP) Energy Sector is built on these national strategies, while also considering various vulnerability assessments to understand and identify where the most urgent and critical needs exist.

While the MoEW continues to implement its Policy Paper for the Energy Sector, a number of short and medium-term projects will be selected and accelerated in order to directly target the impact of the Syria crisis on the Sector. The proposed interventions can be summarized as follows:

- Capital investment in decentralized energy generation capacity (Outcome 1), energy efficiency measures (Outcome 2), and associated transmission and distribution networks (Outcome 3) to partially meet the additional demand created by the displaced Syrians while also supporting vulnerable communities and public institutions by improving access, availability, and affordability of electricity, and;
- Supporting the implementation of the government's development plans for the Energy Sector through increased institutional capacity and technical assistance in a gender-sensitive manner (Outcome 4).

All vital services in Lebanon depend on the provision of

electricity. Therefore, by improving the overstretched condition of the Energy Sector, the Sector's interventions can also contribute to achieving outcomes identified by the other sectors. Cross-sector contributions have been identified in relation to Health, Education and environment, as well as tension mitigation.

**Health:** The current COVID-19 pandemic put additional stress on public hospitals, which have been experiencing financial hardships due to the country's decreasing purchasing power. A stable, reliable, and affordable electricity supply is vital for public hospitals to continue providing the first line of defence against the pandemic as well as other health services. Without adequate electricity supply, health facilities cannot run equipment, such as vaccine refrigerators, or use many of the most basic life-saving medical devices in an optimal fashion. As such, Lebanese health facilities have been forced to run diesel generators to preserve uninterrupted cold chains for 24 hours, further constraining their already scarce financial resources and threatening its sustainable service provision. Given the worsening financial situation in Lebanon, there is a risk that the cost for stable and reliable electricity could further increase or even be unaffordable for these hospitals. While humanitarian aid focuses on access to health care services through their subsidization, there is much less support on improving the service provision capacity of hospitals, which is now in dire straits due to the compounded economic, financial, and COVID-19 crises. Thus, initiatives that assist the public health care sector in freeing income for backstopping services in a budget-constrained environment, such as installation of renewable energy and energy efficiency measures, will provide more resilience and sustainability in the provision of health care.

**Education (out-of-school children):** To host displaced Syrians, a large number of public schools are now providing second shifts, which strain the operational capacity of the schools. The implementation of energy efficiency and renewable energy measures are a cost-effective way to reduce the electricity bills of schools. The Education Sector and the Energy Sector, under the guidance of the Ministry of Education and Higher Education (MEHE), will implement renewable energy projects, mainly the distribution of solar photovoltaic (PV) systems and the installation of energy efficient (LED) lighting in public schools. The installation of solar PV can generate monetary savings throughout its lifespan (about 20 years). The financial savings from reducing electricity bills can be re-directed to core education activities, such as school enrolment.

Environment and tension mitigation: Renewable energy sources, use of energy-efficient products, and connections to the grid are the best examples on how the Sector would help in reducing the impact of the Syria crisis on air quality in Lebanon through reducing the use of diesel generators. Solar street lighting around public spaces (e.g., municipal roads) will enhance security within the communities, especially for women, and contribute to the protection of vulnerable populations and increased social stability between host communities and displaced Syrians. Installation of solar street lighting or replacement with LED lighting would be considered for this purpose.

Electricity was identified as the number one priority in terms of access to services at 38.8 per cent in July 2020, with 11.4 per cent linking it as a tension driver.<sup>iv</sup> To improve the quality of electricity supply at the municipality-level, the installation of transformers could be an effective intervention, which can potentially mitigate the tensions caused by perceived overuse of limited electricity supply by the displaced population. In fact, such an overload of the electricity supply has led to eviction and forced disconnection from the grid for refugees, especially in the Bekaa. MOEW is undertaking the reinforcement of the distribution network, operated and maintained by Electricité du Liban (EDL), by prioritizing the sites based on both local needs and technical assessments.

## Sector Result: LCRP impacts and Sector Outcomes, Outputs, and Indicators

By enhancing electrical services and capacity at the national and local level in a sustainable manner, the Energy Sector contributes to the LCRP's third objective of supporting service provision through national systems, and the fourth objective of reinforcing Lebanon's economic, social, and environmental stability.

The Sector has four outcomes contributing to Impact 3 of the LCRP (Vulnerable populations have equitable access to basic services through national systems) and to Impact 6 (Mitigated environmental impact of the Syrian crisis to avoid further degradation of the natural eco-system and to ensure its long-term sustainability).

### Outcome 1: Increase energy production through implementation of renewable energy sources

This outcome seeks to increase the capacity of the electricity supply to reduce the expanded gaps due to the presence of displaced populations through the installation of distributed renewable energy systems in vulnerable host communities and public institutions that are under severe financial pressure to meet the increase in demand brought about by the Syria crisis. As demonstrated in the Sector's achievements, the installation of renewable energy systems has sustainable and long-lasting direct impacts on vulnerable communities and public institutions through monetary savings. Also, given its positive net-present-value, the renewable energy project can also catalyze private finance, multiplying the impact of the grant support.

For community-scale support, the innovative initiative called the "Village 24 Initiative," developed by UNDP-CEDRO with the European Union Fund based on the experience of the first community-led solar PV systems in Kabrikha, could be of great potential.<sup>v</sup> Although it is still at the pilot stage (as of October 2019), this community-scale hybrid microgrid (utility, diesel generator, renewable energy) can provide clean and affordable electricity to multiple households by utilizing the digitization of a net-metering scheme while also promoting community cooperation. A community-scale solar PV system

can lower the investment cost (economies of scale), potentially enabling the communities to tap into private finances such as soft-loans, microfinancing, as well as crowdfunding.

### Output 1.1: Solutions adopted to improve access to clean, affordable, and sustainable energy

Given these comparative advantages of renewable energy projects, Lebanon's current market and legal situation, and technical studies, the installation of the following cost-effective renewable energy systems can be considered as sustainable measures that would remain as renewable energy sources for the country beyond the current crisis with proper consideration for end of life disposal:

- Solar water heaters (SWH): Solar water heaters are a highly cost-effective way (good turnover) to reduce electricity consumption. While most Lebanese households still use electricity to heat water and pay expensive bills, the capacity of local manufacturing and deployment of solar water heaters is already well-established.
- Solar off-grid lighting
- Solar pumping for public wells
- Distributed renewable energy power generation: The Energy Sector strongly recommends the installation of renewable energy systems, such as solar PV systems, biomass energy, and ground source heat pumps to serve communities and public institutions. As Lebanon has numerous renewable energy resources, including affluent solar irradiation, wind, and biomass but it currently generates most of the electricity from imported oil with massive deficit, the promotion of renewable energy has multi-fold benefits such as cash fluidity/circulation within the community, multiplier effects on the national economy, and job creation as described above.

### Outcome 2. Reduce energy demand due to implementation of energy efficient initiatives

While Outcome 1 targets the upstream/supply side of electricity provision, Outcome 2 targets the downstream, demand-management side of the Sector. Through the activities under this Outcome, energy efficiency measures will be deployed with the aim of reducing energy consumption in Lebanese communities, shelters for displaced Syrians, schools, health care centres, hospitals, and social development centres. In these locations, electricity is primarily used for heating, domestic-water heating, lighting, and cooking (mainly in residential facilities).

### Output 2.1. Households and institutions have access to energy efficient products

Based on the type of shelter/facility and the same population assumptions as in Outcome 1, the following energy efficiency activities can be considered with proper management of the resulting waste:

- LED lighting and solar cookers in households;
- LED lighting and lighting control in public schools;

- Energy audits in hospitals and public establishments, and the implementation of measures;
- Walk-in energy audits in primary and secondary health centres, social development centres and implementation of measures;
- Energy-saving measure in the agriculture sector – e.g., variable speed drives for water pumps;
- Capacity-building to uphold the energy-efficient measures are conducted in a gender-responsive manner; and
- Enabling women to take decisions that ultimately reduce greenhouse gas emissions.

### **Outcome 3. Improve access to electricity through rehabilitation and reinforcement works on the transmission and distribution networks**

This outcome is divided into two Outputs – one related to work on the transmission network, the other to the distribution network, as described hereafter. This needs to be done while taking into account the Polychlorinated Biphenyls (PCB) national inventory that had been carried out by the Ministry of Environment on all transformers, thus identifying 1,129 PCB contaminated transformers in addition to hot-spot sites.

#### **Output 3.1: Transmission network reinforced through the installation of high and medium-voltage transformers**

The transmission network serves to transmit the energy produced by the generation sites to the distribution networks through overhead transmission lines, high-voltage substations, and underground high-voltage cables. Substations of the transmission network reduce the high voltage from power plants to medium voltage. The crisis has had a direct impact on the transmission sector, because it has led to overloading the high-voltage substations and transmission lines. This is forcing many large consumers, such as hospitals and industries, to rely on private generators – not only because of power shedding but also because of the significant drop in voltage due to additional loads carried substations. Therefore, the transmission network can be upgraded or completely reconstructed, depending on the available space as part of the LCRP interventions in close coordination with Ministry of Energy and Water and Électricité du Liban as well as the Ministry of Environment for environmental safeguards.

#### **Output 3.2: Distribution network reinforced through the installation of medium and low-voltage transformers**

Overloading of the distribution network due to increased demand, especially in localities hosting large numbers of displaced Syrians, causes a decline in the quality of electricity supply to households and increases the risk of fire and damage in overburdened transformers. Thus, the reinforcement of the distribution network is one of the key interventions aiming to increase the capacity to deliver quality electricity to additional end-

users, especially to the most vulnerable people and communities. If this proposed work on the distribution network is implemented, Lebanese host communities and displaced Syrians will experience an improvement in the quality of the electric current supplied and an increase in the number of hours electricity is available, decreasing their reliance on private generators and thereby electricity cost. The intervention would also include the prevention of illegal connections to the grid because it is crucial that illegal connections are prevented to reduce technical losses through the distribution system and appropriately recover the cost of electricity generation.

### **Outcome 4. Enhance capacity of MoEW to plan, budget, and oversee Energy Sector initiatives**

#### **Output 4.1: MoEW staff have improved capacities to oversee implementation and completion of projects and short-term interventions in electricity supply.**

The Energy Sector Policy Paper is being implemented by a group of specialized experts and consultants under the employment of the Ministry, who have become overburdened in responding to the impact of the Syria crisis. Therefore, to implement and manage the activities proposed in this strategy, a dedicated gender-balanced team of experts and consultants is required to provide necessary support, due diligence, and supervision. The international community is requested to provide immediate support to ensure sufficient institutional capacity to oversee implementation and completion of the above-mentioned projects and the short-term improvement interventions in electricity supply, as well as environmental health and safety.

#### **Identification of sector needs and targets at the individual/household, community, and institutional/physical environment level<sup>1</sup>**

The needs of displaced Syrians depend on the type of their settlement:

- Informal settlements (non-permanent shelters): These are typically located in agricultural areas. They require comprehensive assistance in basic services, especially electricity, to provide them with basic household lighting, cooking appliances, and hot water for bathing and other uses. Provision of street lighting in informal settlements is also a major benefit to the security of displaced Syrians, as well as Lebanese host communities, and reduces social tensions between both populations. However, it should be noted that the policy of the Government of Lebanon is that no permanent infrastructure should be installed in informal settlements.
- Host communities (residential and non-residential): These typically concentrate in densely populated urban centres, particularly in already impoverished neighbourhoods and in informally developed urban areas, where access to essential electricity is insufficient. Lebanese and displaced Syrians living

(1) This can include Governorates, Districts, Cadasters, villages ...etc.

in substandard shelters require improved electricity services, ensuring sufficient access for all.

As for the Palestinian refugees from Lebanon and Palestinian refugees from Syria living in camps in Lebanon, the Ministry of Energy and Education and Electricité du Liban have pending claims with UNRWA extending from 2003 until 2018, which are currently further extended. These claims are currently being handled by the Ministry of Foreign Affairs. As such, the MoEW is in no position to consider the demand of these populations within the LCRP. If solutions are reached within the 2018–2021 period, the Energy Sector strategy under the LCRP will be revisited accordingly.

The Sector's response targets the needs of the most vulnerable first, using the following criteria to prioritize activities and projects:

- Focus on geographical areas with the highest concentration of affected people and with no/poor access to sufficient quantity, quality, and continuity of services related to electricity;
- Implement pre-planned priority projects that are part of the Government of Lebanon's strategies and masterplans, which ensure vital service provision to the most vulnerable communities in a sustainable and gender-responsive manner;
- Focus on the highest risks of environmental degradation in areas with the highest concentrations of displaced Syrians, impacting natural resources;
- Focus on areas presenting security challenges and social stability issues;
- Focus on vulnerable groups, households, and individuals (i.e., female/child-headed households,

elderly or disabled persons and minors, children in schools or hospitals) for specific assistance;

- Focus on public institutions providing vital services to displaced Syrians and vulnerable host communities affected by their presence.

## Assumptions and Risks

The following general assumptions have been considered:

- The implementing partners can provide effective and coordinated support to the national government;
- External agendas will not substantially influence intersectoral coordination (e.g., confessional, political division lines); and
- Increased priority to renewable energy and energy efficiency measures leads to increased allocations from donor support, which catalyse private investment in the Energy Sector.

## Inter-sector linkages

All vital services in Lebanon depend on the provision of electricity. Therefore, the overstretched condition of the Energy Sector is negatively affecting most other sectors. In addition, the Energy Sector has close inter-sector linkages with other sectors in terms of interventions. For instance, the installation of renewable energy (solar water heaters) or energy efficiency products (LED lighting) will directly benefit vulnerable populations and communities by reducing electricity costs while mitigating the burden on the national grid, which is perceived by many Lebanese as strained due to the Syrian crisis.

### Total sector needs and targets in 2021

Population Cohort	Total Population in Need	Targeted Population		
		No. of Female	No. of Male	Total
Vulnerable Lebanese	1,500,000	207,247	199,118	406,365
Displaced Syrians	1,500,000	138,783	133,339	272,122
Palestine refugees from Syria	31,502	-	-	-
Palestine refugees in Lebanon	277,985	-	-	-

Type of Institutions	Total	Targeted
Municipalities	251	Most vulnerable municipalities hosting displaced Syrians
Hospitals, including health care institutions (PHC, etc)	608	29 Governmental hospitals, 218 PHC, 128 SHC, 233 SDC.
Schools	364	364
Central ministries	1	MoEW
Electricité du Liban	1	1
Water establishments	4	4



## Mainstreaming of accountability to affected populations, protection, conflict sensitivity, age and gender, youth, persons with specific needs, and the environment

**Conflict Sensitivity:** Electricity generation through renewable energy, provision of energy-efficient products, off-grid solar photovoltaic streetlights, and reinforcement of the transmission and distribution network are all activities that improve the quality and quantity of electricity supply, thus reducing social tensions between Lebanese host communities and displaced Syrians, as well as intra-Lebanese tensions. In addition, given the critical nature of electricity, recognition of the need to ensure the maintenance of such interventions needs to be a priority for both communities, as does the inability of local actors to maintain solar interventions.

**People with specific needs:** Special attention should be given to prioritize service provision to persons with a disability, families with young children, women-headed families, and elderly persons.

**Environment:** Renewable energy sources, use of energy-efficient products, and connections to the grid are the best examples of how the Sector would help in reducing the impact of the Syria crisis on air quality in Lebanon by reducing the use of diesel generators, along with proper consideration for their end-of-life disposal.

## Endnotes

- i MoEW (2019), Update Policy Paper for the Electricity Sector.
- ii MoEW and the Lebanese Center for Energy Conservation (2016), The National Renewable Energy Action Plan for the Republic of Lebanon 2016–2020.
- iii MoEW and Lebanese Center for Energy Conservation (2016), The Second National Energy Efficiency Action Plan for the Republic of Lebanon 2016–2020.
- iv ARK-UNDP (2020), Perception Survey, July 2020).
- v UNDP (2018), Sustainable Energy for Lebanese Villages and Communities: The Village 24 Initiative.



Harvesting of wheat grown on terraces, Akkar -Photo Credit: FAO , Lebanon. Ralph Azar, 2020.

## Sector Logframe

### Outcome 1: Increase energy production through implementation of renewable energy sources



Indicator 1	Description	Means of Verification	Unit	Frequency
Amount of MWh produced through new renewable energy sources	N/A	Project reports from partners in Activity info.	MWh/year	monthly
<b>MWh/year</b>				
Baseline:	Result 2019	Target 2021		
0	89	116,300		

### Outcome 2: Reduce energy demand due to implementation of energy efficient initiatives

Indicator 2	Description	Means of Verification	Unit	Frequency
Reduce energy demand due to implementation of energy efficient initiatives	N/A	Project reports from partners in Activity info	MWh/year	monthly
<b>MWh/year</b>				
Baseline:	Result 2019	Target 2021		
0	N/A	30,000		

### Outcome 3: Improve access to electricity through Rehabilitation and Reinforcement works on the Transmission and Distribution networks

Indicator 3	Description	Means of Verification	Unit	Frequency
Number of people benefiting from rehabilitation and reinforcement works on the transmission and Distribution networks		Partners report in activity info	Individuals	Monthly

 Lebanese			 Displaced Syrians		
Baseline:	Result 2019	Target 2021	Baseline:	Result 2019	Target 2021
N/A	0	263,912	N/A	820	107,828

### Outcome 4: Enhance capacity of MoEW to plan, budget and oversee energy sector initiatives

Indicator 4	Description	Means of Verification	Unit	Frequency
Number of new energy initiatives and projects resulting from capacity development and support to MoEW (disaggregated by gender)	"The types of reinforcement are as follows: - Rehabilitation of existing MV/LV transformers including LV cables and poles - Installation of new transformers including LV cables and pole - Installation of reinforcing MV/LV feeders - Installation of legal electrical connections"	Activity Info and/or direct reporting to LCEC/MoEW	project	N/A
<b>Projects</b>				
Baseline	Result 2019	Target 2021		
0	0	66		



# FOOD SECURITY & AGRICULTURE SECTOR

## PEOPLE IN NEED



2,314,700

### NEEDS-BASED APPEAL

\$ 858 million

## PEOPLE TARGETED



1,799,475

## PARTNER APPEAL



\$ 826 million

## PARTNERS



56

## GENDER MARKER



2<sup>1</sup>

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## SECTOR OUTCOMES

### Outcome #1

Improve FOOD AVAILABILITY, using in-kind food assistance modality and sustainable food/agricultural value chain

**Indicators** % of targeted households with borderline or acceptable food consumption score based on the food groups consumed over a recall period of 7 days  
Number of farmers with increased production, access to markets, reduced produce waste and losses, and those benefitting as a result of trans-boundary animal and plant disease control and prevention # of farmers applying climate-smart practices disaggregated by gender  
# of farmers adopting Good Agricultural Practices (GAP) including the conservation of natural resources disaggregated by gender

### Outcome #2

Improve FOOD ACCESS through cash-based food assistance and support to sustainable agricultural livelihoods.

**Indicators** % of targeted households with borderline or acceptable food consumption score disaggregated by sex and by cohorts  
Number of households with increased agricultural livelihoods disaggregated by sex and by cohorts

### Outcome #3

Improve FOOD UTILIZATION through food safety and nutrition practices (promotion of consumption of diversified/quality food and infant- and young child feeding [IYCF] practices)

**Indicators** % of women with a minimum dietary diversity score based on the Household Diet Diversity Scale (HDDS) by cohort  
% of beneficiaries supported who improved their food safety, quality and dietary diversity practices disaggregated by gender and by cohort

### Outcome #4

Promote and stabilize food security through support/capacity building and strengthening of national public institutions and their decentralized services

**Indicators** Number of national and decentralized institutions with improved capacities in food security, agriculture and social protection  
Number of national and decentralized institution staff with improved capacity to provide better delivery of services

## POPULATION BREAKDOWN

POPULATION COHORT*	PEOPLE IN NEED	PEOPLE TARGETED	Female	Male
Vulnerable Lebanese	850,000	435,304	224,617	210,687
Displaced Syrians	1,320,000	1,313,620	669,946	643,674
Palestine Refugees from Syria	27,700	27,057	14,016	13,041
Palestine Refugees in Lebanon	117,000	13,494	6,990	6,504

<sup>1</sup> The response plan is designed to contribute significantly to gender equality.

\* The sector also targets 10,000 people of other nationalities

## Overall Sector Strategy

### Emerging new challenges

In the past years Lebanon has been facing a wave of multiple unprecedented shocks – the impact of the Syrian conflict, the acceleration of the financial and economic crisis, the ensuing political crisis and civil unrest, the outbreak of COVID-19 and the port explosion in Beirut, all of which have taken a toll on the purchasing power and livelihoods of the vast refugee population and poor Lebanese households. These crises have changed the face of poverty and food insecurity in Lebanon, making them significantly more acute and widespread.

Vulnerable and disadvantaged populations<sup>1</sup> have been affected by the rapid depreciation of the Lebanese Lira, which lost nearly 80 per cent of its value since October 2019;<sup>2</sup> and the spike in the cost of the national food Survival Minimum Expenditure Basket (SMEB).<sup>3</sup> Compounded by job losses, underemployment and reduced incomes, these crises have severely affected access to adequate food. The planned removal of import subsidies is expected to add an unbearable strain on household purchasing power, with the price of bread potentially multiplied by 1.5 to 3 and that of fuel by 4.5.

In June 2020, according to WFP web survey, 50 per cent of Lebanese and 75 per cent of Syrian refugees reported feeling worried about not having enough food in the last month as a result of income and job losses.<sup>4</sup> An UNRWA socio-economic survey of Palestinian refugees from Syria conducted in March 2020 indicated that even before COVID-19 related lockdowns started, 83.3 per cent of respondents worried about not being able to provide their families with the daily basic necessities or about losing their source of income.

In August 2020, a WFP/World Bank phone survey found that 40 per cent of households across the country had financial difficulties accessing markets to cover their food and other basic needs, and that deteriorated purchasing power is the main reason why their food security is at risk.

Food availability in Lebanon is also at peril. Lebanon's low foreign currency reserves will hinder food imports, with direct implications on the replenishment of supplies, as the country depends on imports for 80 per cent of its food needs. From January to June 2020 the total imports volume decreased by 41 per cent compared to the first half of 2019, while total food imports volume (excluding cereals) decreased by 17.6 per cent. However, the volume of imported cereals slightly increased, at an approximate total of 660,000 tons in the first half of 2020.

In the absence of an efficient social safety net system,

(1) The response plan focuses on vulnerable communities, including persons displaced from Syria and vulnerable Lebanese and Palestine refugees. Refugees from other nationalities can also be covered under the "one-refugee" approach.

(2) Assuming an average informal exchange rate of 8,000 LBP/1USD, while the official rate remains at 1,505 LBP/1 USD.

(3) The food SMEB increased by 177 per cent since October 2019. WFP-Vulnerability Analysis and Mapping (VAM) (October 2020), "Lebanon VAM Update on Food Price Trends, August 2020." Period covered until August 2020.

food needs of the most vulnerable will go unmet. It is now estimated that 23 per cent of Lebanese populations live in extreme poverty and that a fifth of all Lebanese are consuming an inadequate diet. The percentage of displaced Syrians living under the extreme poverty line<sup>4</sup> is estimated to have jumped in 2020 to 88 per cent (1,320,000 affected individuals), almost the entire refugee population.

The UNRWA socio-economic survey 2020 indicated that 87 per cent of Palestinian refugees from Syria are living in poverty.

Even before the COVID-19 outbreak and the deepening of the economic and financial crisis during the summer of 2020, in January 2020 the Centre de Recherches et d'Etudes Agricoles Libanais estimated that, on average, the value of the 2020 agricultural production would decrease by about 38 per cent, and that there would be a 47 per cent decline in plant production and 26 per cent in animal production.

In fact, Lebanese farmers, mainly small-scale, are seriously affected by these cumulative crises, in particular the increase in costs of imported agricultural inputs and the lack of financial resources to purchase them in cash and in foreign currency (USD). The agricultural sector has moved to a low input system, which will likely result in a decline in yields and marketable production.

The context for food security and agriculture in Lebanon has therefore radically changed in the past year, exacerbating structural problems in the economy, including for the agriculture and agri-food sectors, and putting at risk the food security, especially of the most vulnerable groups and across all population cohorts. The economic outlook for 2021 does not suggest an improvement of the food security situation, but rather the worrying prospect of increased needs and instability in the coming months.

In this context of emerging new challenges, issues and needs related to food security and agriculture, the two main overarching objectives of the Food Security and Agriculture Sector to: **i) reduce food insecurity; and ii) improve the resilience of the agricultural sector to the impact of the Syria crisis, compounded with other crises – remain relevant and valid.**

Achieving these objectives addresses the two main challenges that the Sector has been facing regarding the impact of the Syria crisis and replies to the degraded economic situation. **The first challenge to address is to reduce the rising worrying food insecurity levels among vulnerable communities and households,** and ensure that at all times they have physical, social and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life. **The second challenge, closely linked to the first one, relates to the impact of the Syria crisis on the Lebanese food system/agricultural sector and how to support the government in enhancing agricultural production, productivity and profitability as well as agricultural livelihoods.**

(4) Revision of SMEB/MEB threshold based on the increase in prices of food and non-food items in 2020.



The sector strategy will adopt a dual track approach to these challenges through a humanitarian-stabilization continuum, as multiple actions are needed to ensure that all four pillars of food security are adequately addressed (For a definition of the pillars see box below.)

Syrian households are increasingly resorting to a variety of food and livelihoods coping strategies,<sup>7</sup> which shows that households have reached a point where their assets have been already depleted and they now have a much lower capacity to cope with future shocks. Such coping strategies are not only damaging and unsustainable but,

### Four pillars of Food Security:

**Food availability:** The availability of sufficient quantities of food of appropriate quality, supplied through sustainable agricultural domestic production, food value chain, and marketing or imports, including food assistance targeting vulnerable households affected by the Syrian crisis.

**Food access:** Access by individuals to adequate resources (entitlements) for acquiring appropriate foods for a nutritious diet. Entitlements are defined as the set of all commodities bundles over which a person can establish command given the legal, political, economic, and social arrangements of the community in which they live.

**Utilization:** Utilization of food through adequate diet and clean water by promoting diversified and quality foods to improve food safety and nutritional practices.

**Stability:** To be food secure, a population, household or individual must always have access to adequate food. They should not risk losing access to food as a consequence of sudden shocks or cyclical events. The concept of stability requires enhancing information on food security, coordination of agriculture activities, and supporting national policy formulations.

### Objective 1: Reducing rising food insecurity levels in a context of multiple crises

The first challenge for the Sector to address is to reduce the rising food insecurity levels among vulnerable communities and households, and ensure that at all times communities have physical, social and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life.

Nine out of ten displaced Syrians households live below the SMEB (extreme poverty) and are not capable of covering expenses<sup>5</sup> through employment.<sup>ii6</sup> While the LCRP 2021 Chapeau provides a situation analysis from a food security perspective, it is important to reiterate here that **half of the total Syrian refugee population is now food insecure, with moderately or severely food insecure households increasing from a combined 29 per cent in 2019 to 49 per cent in 2020.**

An unprecedented 20 per cent of Lebanese households consume inadequate diets and are considered food insecure, compared with 10 per cent of households deemed to be vulnerable to food insecurity in 2015.<sup>iii</sup> The vast majority (9 out of 10) are relying on less expensive and less preferred food and almost half of all households are reducing their portion sizes (less diverse diet, cheaper options, smaller portions, skipping meals), with a potentially negative impact on their nutritional and health status. As a result, 19 per cent of all Lebanese have an inadequate diet,<sup>iv</sup> and displaced Syrians are also at increasing risk of malnutrition, based on the negative coping strategies explained below.

once exhausted, have great impact on the population, mainly on women, girls and boys, and increase exposure to more harmful practices such as child labour (including in its worst forms), early marriage and other exploitative practices.

In 2015 a total of 94.5 per cent of Palestinian refugees from Syria reported to be food insecure, out of which 63.2 per cent reported to be severely food insecure.<sup>v</sup> According to UNRWA's post-distribution monitoring exercise conducted in April 2019, the overwhelming majority (92 per cent) of Palestinian refugees from Syria rely heavily on assistance provided by UNRWA as a main source of income and are also heavily indebted, as their access to formal employment is limited. Palestinian refugees are relying on negative food-related coping strategies, such as less preferred and less expensive food of lower quality, reducing the number of meals and limiting the portion size of meals.<sup>vi</sup>

Referrals and requests for food assistance by refugees have therefore increased exponentially, compared with 2019. Since March 2020 the WFP/UNHCR call centre has been receiving an unprecedented number of calls from non-beneficiary refugees requesting assistance for food, non-food stuffs, or both – reaching 26,277 calls in the month of July alone.<sup>vii</sup> A similar trend is expected for vulnerable Lebanese households.

**The Sector's strategic approach to the first challenge** – given the sharp rise in food insecurity of vulnerable communities and households – will be to increase the level of humanitarian assistance to ensure the availability of and access to nutritious and adequate food for the

(5) Namely, their Survival Minimum Expenditure Basket.

(6) According to Lebanese laws and regulations, displaced Syrians can only work in the agriculture, construction, and waste management sectors.

(7) This includes relying on reduced portions, fewer meals per day (especially by women), borrowed food and help from friends or relatives. In general, there has been a decrease in the adoption of crisis and emergencies coping strategies, despite the worsening food consumption scores.

most vulnerable, including women, children and persons with specific needs, through the provision of in-kind or cash-based food assistance, as also recommended by the mid-term review of the LCRP.

The protracted nature of the Syria crisis, the increased socio-economic vulnerability and widespread food insecurity across all populations cohorts, the unabating COVID-19 outbreak and the uncertainties related to the lifting of food subsidies make it imperative and more relevant than ever for the Sector to continue to provide lifesaving food assistance to the most vulnerable populations to reduce their food insecurity by 2021. The provision of humanitarian assistance to the most vulnerable populations will remain the prerequisite sine qua non for sector interventions as well an enabler of stability in the country, mitigating rising violence, insecurity and social tensions. By providing assistance to those families and removing the uncertainty of where the next meal will come from, sector activities will allow for a minimum standard of living and satisfy basic food needs and the adoption of a healthy and nutritious diet, which might ultimately also free up resources for families to access health and education services and instil a sense of hope in the midst of continuing multiple crises.

As the Sector may not have sufficient funds to cover all the needs, it is important to reach people assessed as food insecure through a harmonized selection and targeting criteria by the Sector's various partners to meet monthly food and nutritional needs through the most feasible and contextually appropriate modality. Integrating a context analysis based on the location of the interventions, especially those with any degree of conflict and tension, might also be useful.

Furthermore, partners of the Food Security Sector Working Group will aim for food-insecure households to receiving meaningful assistance, through which they can access a proper food basket as per the latest SMEB review.

The Sector's food assistance will continue to be provided through **in-kind and cash-based modalities**, preferably through cash assistance. As the increase in food coping strategies could lead to micronutrient deficiencies and in the long run to widespread malnutrition, assistance to vulnerable households will need to be expanded to consider the nutrition needs of newly food-insecure households and to ensure better nutrition practices.

In 2020 sector partners increased the **provision of in-kind assistance** (food parcels, hot meals and community kitchens, school feeding) during the outbreak of the COVID-19 pandemic and the Beirut Port explosions, because the measures taken to prevent COVID-19 transmission (lockdowns, isolation and quarantines for positive or suspected cases) and the destruction to residential buildings caused by the port blast triggered a need for the urgent provision of immediately available food for vulnerable populations. Regular food parcels and food voucher programmes under the LCRP also continued. However, the school meals modality switched

to take-home food parcels for the families of students who could not be in school due to the closures related to COVID-19.

In 2021 the in-kind modality will continue to be adopted to improve the availability of food to individuals and communities in a predictable and safe way. As a strategy to better improve the health and prevent malnutrition of recipient, the Sector will specifically focus on women, households with pregnant and lactating women, children, elderly and people with specific needs who are more at risk of food insecurity and micronutrient deficiencies.<sup>8</sup> Coordination with other sectors and/or community-based structures is suggested for partners to reach out to vulnerable people affected by lockdown/restriction of movement, especially in hard-to-reach areas.

However, the in-kind modality will be intended in the context of contingency planning to specifically address time-bound emergencies (e.g., winter storms,<sup>9</sup> COVID-19) and to be provided on a punctual basis, such as during the Holy month of Ramadan, as a number of partners have traditionally done to supplement vulnerable families' needs. The reason this rests on the fact that market functionality in Lebanon still allows for the implementation of cash-based transfer programmes, which inject much needed cash in the local economy and do not disrupt local markets.

For 2021 the Sector strategy aims to enhance local production through the procurement of locally produced/sourced food parcels with the objective to increase the percentage of food parcel contents and hot meals that are locally produced. The Sector recognizes, however, that there are some limitations to this effort due to the limited range of food products produced in Lebanon, the high prices and issues related to ensuring food safety. Where conditions are in place, the Sector will promote linkages between cooperatives, MSMEs (micro, small and medium enterprises) and local producers and the partners implementing in-kind programmes to encourage and improve local sourcing of some food items in the Sector's food parcel suggested composition. This would allow support to local producers and the sustainability of in-kind interventions, without disrupting local markets, while at the same time facilitating the adoption of good agricultural and sustainable practices by local producers.

In a similar spirit to support local livelihoods, the Sector will collaborate with the Livelihoods and Basic Assistance Sectors to create effective referral pathways and encourage linkages between cash-for-work initiatives involving vulnerable population, especially youth and

(8) Coordination with other sectors and/or community-based structures to outreach vulnerable people in light of lockdown/restriction of movement especially in the "hard-to-reach" areas to ensure that the in-kind assistance is reaching them

(9) Lebanon is vulnerable to a number of seasonal shocks, such as flooding, snowstorms and storms that in combination with the current refugee crisis have compounded effects on vulnerable populations. For example, because of floods and snowstorms in early 2019, refugees in Aarsal and Bekaa struggled to access basic services including food. The sector will therefore coordinate the responses from partners, in consultation with the inter sector systems in place namely the extreme weather and emergencies tools, to provide for seasonal/one-off assistance to address temporary needs in such small and medium emergencies. Given the seasonal and one-off type of interventions, they are not reflected in the target for regular in-kind assistance.

the implementation and delivery of in-kind modalities.

Sector partners will be encouraged to adopt the sector guidelines on the composition of the food parcel;<sup>10</sup> the standard operating procedures (SOPs) on the dissemination of food parcels, and to abide by the Infant and Young Child Feeding (IYCF) SOPs;<sup>11</sup> adding IYCF messaging when possible to go along with in-kind donations.

The Sector will encourage partners in their monitoring exercises to assess the access of food of all individuals and their control over resources and assets.

Sector guidelines on the composition of the food parcel ensures that the quantity and quality of the food provided by different organizations and individuals respond to the recommended nutritional needs and that household members have access to a minimum and balanced nutritional content, including culturally acceptable foods. It covers most of the energy/caloric needs for a family of five for one month (73 per cent of the full daily requirement of 2,100 kcal/person/day, with minimum macronutrient and micronutrient requirements). It is therefore recommended that the dry food ration distribution is accompanied with fresh food baskets whenever possible, including vegetables that have a long shelf-life. Similarly, the composition of school snacks follows nutritional standards and includes fresh fruits.

**Cash-based food assistance**, which represents the bulk of sector food assistance, improves refugee families' access to food in an innovative way through the provision of cash redeemable at contracted shops and ATMs. Cash transfers allow the most vulnerable households to acquire much-needed essential food items and meet their basic needs in a dignified manner by allowing them to prioritize their purchases according to their needs and to do so with greater purchasing power and the possibility to buy fresher and more healthful food items. This can also help to prevent negative coping strategies, such as sending children to work.

The changed context and increased needs will require increases in the targeted vulnerable population and value of cash-based transfers for both refugees and Lebanese (under the National Poverty Targeting Programme (NPTP) to catch up with the loss of purchasing power and loss of income. Over the course of 2020 partners have already increased the number of people assisted, accompanied by revisions of the transfer value up to 100,000 LBP per person per month starting in October 2020;<sup>12</sup> and they will continue to support the NPTP, Lebanon's only national social assistance programme and to complement the Ministry of Social Affairs' efforts by supporting additional households in 2021.

In 2020 an increase in aid perception bias related to cash,

(10) See <https://fsccluster.org/lebanon/document/fss-guidance-food-parcels-composition>.

(11) See <https://fsccluster.org/lebanon/document/sop-infant-and-young-child-feeding>.

(12) For NPTP beneficiaries of food card; in November 2020 for Syrian refugees. The market price of the SMEB food component was measured in 2014 and adjusted in 2015 to determine the transfer value for food assistance: USD 27 equivalent to LBP 40,500 at the official exchange.

in-kind assistance and targeting was witnessed, resulting in increased tensions. In some cases, these tensions materialized in incidents related to aid distribution and withdrawal of cash assistance in Beirut, Mount Lebanon, the North and the Bekaa. This concerning development highlights the need for partners to ensure conflict sensitivity and the do-no-harm principle in their programme design and to adopt mitigation measures. This includes modifications to their modality of distribution, employing a more inclusive approach and communication as well as adopting measures that take into account potential tensions and community specific dynamics. (For more on this, please see Section 3.)

### **Objective 2: Improve the resilience of the agricultural sector to the impact of the Syria crisis in a context of multiple crises**

Until 2019, the second sector challenge, which is closely linked to the first one, was mainly related to the impact of the Syria crisis on the Lebanese food system/agricultural sector and how to support farmers, associations/cooperatives and the government in enhancing agricultural production, productivity and profitability as well as agricultural livelihoods. This challenge is structural in nature as, since the end of the Civil War in 1990, the agricultural sector has operated with no financial or enabling policy support from the government.

During the past year the multiple crises have highly affected the agriculture and agri-food sectors. The estimated cost of agricultural production increased by more than 50 per cent for various agricultural systems and the cost of basic agriculture inputs rose by 400 per cent. This was coupled with difficulties accessing traditional forms of credit and the reduction of sales due to lower purchasing power. Farmers now face high input costs and low output prices.

As many farmers lack liquidity to purchase inputs they have started to substitute, where possible, various inputs: using lower quality inputs such as manure or compost for compound fertilizer and their own seeds for certified ones, changing crops and reducing cultivated areas by 20–80 per cent. As a consequence, the **agricultural sector has moved to a low-input system, which will likely result in a decline in yields and marketable production.**<sup>viii</sup> This is also likely to result in further employment losses for Syrian refugees, for whom agriculture remains a critical livelihood and one of the few sectors where they are allowed to work according to Lebanese laws and regulations.

Challenges for the agriculture sector and food production are also likely to be exacerbated by the impact of climate change on natural resources, intensifying water scarcity, loss of pasture lands and shifts in production zones.<sup>ix</sup> Analysis suggests that higher temperatures and fluctuating rainfall patterns will likely decrease agricultural productivity,<sup>x</sup> which could then negatively impact food security outcomes.

At the same time, the changing context has also drawn

attention to agriculture as a productive sector that – with the much needed reforms and funding – could open up the door to new opportunities for farmers domestically and abroad and can play a positive contribution to Lebanon's socio-economic stability.

Support to resuming food production is important for Lebanon's food security and to overcome some of the critical limitations of overwhelming import dependency. Such support should be a priority not only for saving lives but also to make possible recovery and development. Under Objective 2, **the Sector is therefore proposing a twin-track approach that: i) addresses immediate agriculture recovery needs; and ii) builds agriculture's longer-term resilience.** Both require increased investment in primary food production, food transformation and food utilization.

### i. Address immediate agriculture recovery needs

Supporting farmers in need will ensure that they will not miss the sowing seasons and will be able to supply their communities and domestic markets with more affordable produce than imported food. The Sector will therefore focus part of the response in 2021 on emergency/short-term agriculture support interventions, aiming at restoring the livelihoods and productive capacities of farmers and producers.

Emergency/short-term agriculture support interventions include cash and voucher schemes for farmers, particularly small farmers, who have limited access to imported quality agricultural inputs, livestock feed and other essential items for production due to the sharp currency devaluation and drastically reduced liquidity. Therefore, one strategy is to improve smallholders' access to these inputs. Voucher schemes provide poor, vulnerable and food insecure farmers with a voucher that they can redeem to purchase inputs from selected suppliers who have agreed to honour the vouchers. The schemes support farmers to maintain their production, but they also enhance productivity by facilitating access to improved seeds, fertilizers, hand-tools, etc. Partners can rely on the sector guidance note developed by FAO on the agricultural inputs vouchers scheme.<sup>xi</sup> Interventions supporting immediate recovery of the agricultural sector and to enhance food production for home consumption should be nutrition sensitive and foster the cultivation of different varieties of produce that provides for a diverse and adequate diet.

### ii. Build longer-term agriculture resilience

More than ever there is a need to strengthen domestic food production and enhance its quality and safety for Lebanese farmers to have a greater share of the domestic food market as well as improved access to export markets. The agriculture sector, although employing only 8 per cent of Lebanon's total labour force, is a primary source of income and employment in rural areas, where it might reach up to 25 per cent of the labour force and 80 per cent of the local GDP<sup>xii</sup>

In keeping with the previous year's strategy, the Sector is adopting a **"food system"** approach,<sup>13</sup> which in a comprehensive and inclusive framework encompasses food production, transformation and consumption.<sup>14</sup> Improving the performance of the food system can improve access to food and spur productivity and income. The food system approach to stabilization intends to guide partners to intervene at different intersections of the system, be it production, transformation, or consumption; identifying synergies among partners; and facilitating the coordination needed to achieve them.<sup>xiii</sup>

**Food production:** Investments need to support small-scale farmers to increase local production capacities and food availability, boost productivity and incomes and ultimately expand employment opportunities for both displaced Syrians and vulnerable populations living in Lebanon, with a particular attention to youth. In the context of the devaluation of the local currency, there is an opportunity for Lebanese farmers to better compete with imported products and to expand their share of the domestic market as well as to enhance their competitiveness in external markets.

Given the impact of the Syria crisis on the environment<sup>15</sup> and the increasing climate risks faced by the Lebanese agriculture sector, the Food Security and Agriculture Sector will support investments in climate-smart agricultural production,<sup>16</sup> climate adaptation and the rehabilitation of agricultural infrastructure and assets, such as small-scale irrigation canals, ponds, land reclamation, water reservoirs, roads linking farms to markets, as well as sustainable management of land and water resources to improve soil and water conservation as to avoid soil and surface water contamination.

The rehabilitation of agricultural infrastructure mentioned above strengthens agricultural production and mitigates climate risks and shocks, fosters temporary/seasonal job creation in compliance with Lebanese laws and regulations and contributes to long-term livelihood and environmental benefits.<sup>17</sup>

Forestry projects remain relevant as well because they support government efforts in reforestation and sustainable forest management and provide stable environmental conditions on which sustainable food production depends.<sup>18</sup> This is also relevant in the context

(13) Food systems are networks of relationships that encompass the functions and activities involved in producing, processing, marketing, consuming, and disposing of goods from agriculture, forestry, or fisheries. Performing food systems deliver sufficient, safe, and nutritious food to consumers. However, food systems do not always function in a way that meets the needs of the vulnerable sections of society.

(14) Functions covering land preparation, inputs, planting, and harvesting under food production; transport, storage, handling, processing, wholesaling, and retailing under food transformation; and on purchasing, consumption, and utilization under food consumption.

(15) In 2014 the Ministry of Environment (MoE) assessed the environmental impact of the Syria crisis, which showed an increase in water and soil contamination directly affecting the quality of agricultural produce.

(16) Through assessments of resilient crops and plants and the provision of seasonally appropriate agricultural inputs.

(17) The assets and infrastructure rehabilitated or built are handed over to the municipalities, which own or co-own the assets.

(18) Lebanon is among the countries where FAO is supporting the Forest and Landscape Restoration mechanism, aiming at seeking a balance between restoring ecosystem services (soil, water conservation) and the productive functions of agricultural lands that provide food, energy, and other products for sustainable livelihoods. This is done through restoration of areas vulnerable to climate change and enhancing communities' adaptation to the negative impact of climate change.



of the recent forest fires spreading in Lebanon.<sup>19</sup>

Investments in the agriculture sector need to be accompanied by building skills and competencies that target youth, individual farmers, producers' associations and displaced people, according to Lebanese laws and regulations, and paying attention to women. Trainings on food production -- integrated crop and pest management, good agricultural practices and conservation techniques, as well as other functions of the food system -- remain crucial to equip vulnerable farmers and youth with much needed skills that can open up the door to new employment opportunities and profitable farm business, including those skills that refugees might need to rebuild their livelihoods once they return to Syria and their countries.

Given the constraints faced with organizing face-to-face training sessions while the COVID-19 outbreak is ongoing, agricultural technical education and vocational training have adopted an online remote learning modality. Though not always effective, this modality has allowed some activities to continue. In 2021 the Sector will support partners to develop a harmonized online learning and TVET (Technical and Vocational Education and Training) approach for the agricultural sector.

The implementation of assets-building projects and/or the provision of trainings/capacity-building will ensure that work arrangements and norms are mindful of women's and men's needs and constraints and that the content and delivery of education and training sessions are tailored to the particular needs of women and men, for example, by providing participating women with childcare options.

When it is possible to have similar trainings for both displaced Syrians and vulnerable populations in Lebanon<sup>20</sup> the Sector will encourage organizing joint trainings, as evidence from other contexts show that joint trainings are a means of reducing social tensions and that decreasing interactions is usually negative.<sup>xiv</sup>

**Food transformation:** Investments in the development of agricultural value chains lend themselves very well to interventions along a humanitarian stabilization continuum for the value addition they provide in the production, transformation and marketing of Lebanese agricultural products. In the current context there is an opportunity to revitalize the agriculture sector because of the production possibilities. The sector strategy will seek to sow the seeds to improve in the long run the value chains building blocks and to increase their value added. It will be done by promoting quality; adopting innovative approaches and postharvest management practices

to reduce food wastages and losses;<sup>21</sup> and enhancing agri-food processing, packaging and marketing. To this end, sector partners will work to improve the capacities of key actors, such as cooperatives, those whose members are women and MSMEs to make value chains in agriculture and food production more competitive and profitable. The Sector will promote market linkages to generate sustainable growth and employment and enhance competitiveness of the Lebanese agricultural products. These are considered essential for agriculture cooperatives' sustainability and their ability to respond to the current challenges, phrased in terms of access to markets and the marketing of products (strategies, quality controls, marketing and labelling) by recent partner assessments.

The Sector will continue to promote seasonal and casual agricultural job opportunities in support of Lebanese private agriculture investment, in consideration of demand by local agricultural businesses and cooperatives; and, in the case of displaced refugees, in support of temporary agricultural workers, in accordance with Lebanese laws and regulations. Short-term opportunities can provide a cushion for rural populations in the current unemployment and underemployment crisis and a means to partially fill existing food gaps through food-for-assets and food assistance for training programmes.

**Food consumption:** Promoting and protecting nutritional well-being in a protracted crisis requires targeted interventions that take into account increasing needs, including the nutrition needs of newly food-insecure households and that expand assistance to promote better nutrition practices.

Food-based coping strategies have increased, as highlighted in Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) 2020 results -- including meal skipping and portion reduction. Partners' assessment of vulnerable families showed that in addition to adopting food-based negative coping strategies, they had significantly reduced their consumption of meat, dairy and fresh vegetables and fruits.<sup>xv</sup>

As stated above, 19 per cent of Lebanese have an inadequate diet. The diet of a quarter of Syrian refugee households was inadequate in 2019 and it is particularly the case of young children (VASyR 2019). Targeted interventions are particularly needed in favour of women-headed households, of which only 24 per cent consume 6.5 or more food groups per day (such as dairy products, meat, fish, eggs and vegetables).<sup>xvi</sup> Micronutrients intake, in particular of iron, remains problematic.<sup>xvii</sup>

Infant and young child feeding practices are poor. For example, exclusive breastfeeding for infants less than six months was recorded as only 14.8 per cent, one of the lowest rates in the world; and more than 72 per cent of children do not breastfeed at all beyond their first birthday. Women are particularly in need. A recent

(19) The number of forest fires occurring during the months of October and November seems to be increasing over the past two years. While the effect of climate change is leading to longer and dryer summers, extending until the end of October, all forest fires are of human origin (either accidental or arson). The increasing number of fires in rural areas coincides with traditional agricultural practices, mainly in olive groves, that consist of cleaning the lands and then burning the biomass in order to have a clean orchard and make the olive harvest operations easier. Remote sensing images and field visits confirm the fact that many fires are starting on the interface between orchards and woodlands. With the drought and the strong winds, the fire runs fast and becomes quickly uncontrollable. Awareness should be raised on the importance of avoiding any form of fire during risky periods.

(20) This will not always be possible given the differences in needs and training for different population cohorts.

(21) It seems that there are no comprehensive figures available to show the magnitude of food wastage on the national scale. In 2016 academic research showed that Lebanese households throw away at least 250 grams of still consumable food each week, equivalent to about US\$6 per month. Journal of Food Security (2016), "Preliminary Insights on Household Food Wastage in Lebanon," <http://pubs.sciepub.com/jfs/4/6/2/>.

UNFPA report highlights that 45 per cent of pregnant and lactating women need nutrition support. Among vulnerable families, more than 20 per cent of mothers of children under two need immediate referral for nutrition<sup>xviii</sup>

All these changes in food consumption are bound to have a negative impact on the nutritional status of the population and to impact the most vulnerable the hardest. However, there is no recent nutrition survey on the scale of acute malnutrition, chronic malnutrition and micronutrient deficiencies, such as anaemia. This kind of survey is urgently needed to detect and monitor malnutrition and is advocated for by the Health Sector and to be ready to scale up nutrition and IYCF awareness under the Food Security and Agriculture Sector.

The Sector will continue to advocate for a nutrition survey; to scale up the ability to prevent malnutrition; to improve communities' and households' availability and access to nutritious food through micro-gardening, school-gardens, fresh food vouchers and nutritional education/awareness, including adequate IYCF practices, as well as to support food preservation, particularly targeted at women, which will promote dietary diversity and increased nutritional intake.

Food safety remains a major issue, which affects the ability among consumers to eat safe and nutritious food as well as the competitiveness among exporters.<sup>xix22</sup> Efficient functioning of the food safety sector is vital for Lebanese agriculture exporters' ability to market in countries where stringent food safety practices, including rigorous residue traceability standards, are in place.<sup>xx</sup>

## A strategy for stabilization

**A strategy for stabilization sets the stage for transitioning towards enhancement of national and local service delivery**, which is one of the LCRP impact statements. Although the current multiple crises do not warrant an improvement in local service delivery in 2021, close collaboration with and support to Lebanese public services and institutions (Ministry of Agriculture, Ministry of Social Affairs, Ministry of Energy and Water and Ministry of Environment) remains critical to recuperate the LCRP gains lost in the past year and contribute towards achieving the overarching objectives of the Food Security and Agriculture Sector, as recommended by the LCRP mid-term review. Across the strategy, national institutions are supported in their efforts to improve the effectiveness and efficiency of the services they provide and to increase the number of vulnerable host communities having access to basic services through national systems. This response objective aims to strengthen national and local capacities to meet the increasingly overwhelming service-related needs.

## Key priorities of the Sector remain to strengthen the capacity of national and local institutions in food

(22) In terms of food safety, the institution of the farm-to-fork principle will be essential towards ensuring that local agricultural products can be safely consumed and marketed, both at home and abroad. Economic and Social Commission for Western Asia (2016), Strategic Review of Food and Nutrition Security in Lebanon.

**security/agriculture and social safety nets** through support to service delivery, system strengthening, capacity strengthening and building and policy development.

To this end, the Sector, through the interventions of its partners, aims to strengthen national and local institutions involved in agricultural delivery, such as the Directorate General of Agriculture, the Lebanese Agricultural Research Institute, the Green Plan, the Directorate General of Cooperatives, technical agricultural schools, decentralized agricultural centres and agricultural cooperatives, etc.<sup>xxi</sup> Examples of previous support include upgrading the Baccalauréat technique programme, water quality labs, performance and capacity in planning and management, monitoring and evaluation, etc.

Outreach service centre systems at the governorate and caza level in particular have been highlighted as in need of support, given their role in delivering to small-scale producers simplified farm business concepts and climate-smart information on the sustainable management of natural resources and agro-ecosystems.

With an increasing number of Lebanese falling into extreme poverty, a fifth of the population estimated to be food insecure and a limited social protection system for the most vulnerable, the Sector will continue to provide support to the Social Development Centres and the NPTP (the first national safety net in the country, under the Ministry of Social Affairs) through technical assistance programmes, with the goal to **further complement national social safety nets** and social protection programmes.

The Sector will support the NPTP and the Ministry of Social Affairs to strengthen the provision of social assistance in response to the rising socio-economic vulnerability and food insecurity in hosting communities. WFP will continue and scale up the provision of food assistance to the most vulnerable through the NPTP Food e-card that uses WFP's electronic food voucher, increasing the caseload to 50,000 households with the goal of helping 300,000 people get through the triple shock caused by the economic crisis, the COVID-19 lockdown and the longer-term impact of the Beirut Port explosions.<sup>23</sup>

WFP supports the NPTP food e-card through: i) appeals for donor support to fund the monetary value of the food assistance; ii) delivery of the food assistance using WFP's e-card delivery system and network of locally contracted shops nationwide; and iii) technical support to the Ministry of Social Affairs and Social Development Centres on enhancing the implementation and monitoring of the NPTP Food e-card.

Moreover, sector partners will contribute towards expanding social protection coverage to rural farmers and support the Ministry of Agriculture in developing a legal and institutional framework required for the establishment of a register for farmers.

(23) Beneficiaries can redeem their food assistance by purchasing food commodities at any WFP-contracted shops across Lebanon.

School meals programmes, in collaboration with the Ministry of Education and Higher Education, also support the agriculture sector and farmers through the provision of school snacks during the school year. Snacks, including fresh fruits and milk, are locally produced and constitute a predictable and stable outlet for farmers' products, contributing to enhancing their income. Furthermore, to mitigate the impact of COVID-19 related school closures on children's food intake, the school meal programme will continue to deliver food parcels for the families of children attending schools where a school snack programme is run. In 2021 these activities will be reported under the LCRP Education Sector.

## National priorities

The sector strategy will be implemented in line with the recently issued **National Agriculture Strategy 2020–2025 (NAS)**,<sup>24</sup> developed by the Ministry of Agriculture (MoA) with technical support from FAO, that reflects both the immediate and long-term priorities of the agri-food sector in Lebanon. The NAS long-term vision is to make the agri-food system a main contributor to the achievement of food security and a key driver of resilience and transformation of the Lebanese economy into a productive economy.

The NAS suggests a comprehensive national approach in various subsectors of agriculture and agri-food in production, trade, social protection, environmental sustainability, adaptation and mitigation to climate change and rural development. Its core structure is built around five strategic axes (pillars), structured in programmatic areas of interventions. The Food Security and Agriculture Sector strategy mirrors the five pillars of the NAS, presented below.

**Pillar 1:** Restoring the livelihoods and productive capacities of farmers and producers

**Pillar 2:** Increasing agricultural production and productivity

**Pillar 3:** Enhancing efficiency and competitiveness of agri-food value chains

**Pillar 4:** Improving climate change adaptation and the sustainable management of agri-food systems and natural resources

**Pillar 5:** Strengthening the enabling institutional environment

The renewed focus on agriculture as a key productive sector, as highlighted by the McKinsey report<sup>xxii</sup> and by the new National Agriculture Strategy 2020–2025, needs to be accompanied by adequate support by donors to allow sector partners to provide emergency assistance to farmers and to increase access to sustainable agricultural livelihoods and employment opportunities in the agricultural sector.

(24) See <http://www.agriculture.gov.lb/getattachment/Ministry/Ministry-Strategy/strategy-2020-2025/NAS-web-Eng-7Sep2020.pdf?lang=ar-LB>. As the country's economic outlook remains highly uncertain, the NAS is purposely considered as a living document, subject to regular monitoring and open to continuous dialogue and updates to ensure relevance and responsiveness to the needs emerging in the rapidly evolving Lebanon context.

## Sector results: LCRP impacts and sector outcomes and outputs

The sector strategy contributes to the achievement of LCRP impacts and overall strategic objectives by linking humanitarian and stabilization interventions as follows:

### LCRP Strategic Objective 1: Ensure protection of vulnerable populations.

Sector Outcomes 2 and 4 (see section 2.1, below) will contribute to the achievement of a safe protective environment for vulnerable populations through the systems put in place by partners on **accountability to affected populations**, grievance redress mechanisms, complaint feedback mechanisms and referrals to ensure the safe, dignified delivery of assistance and the do-no-harm approach, using the Complaint and Feedback Mechanisms Minimum Standards as guidance.<sup>25</sup>

At the same time, the Sector's support to national institutions and specific interventions on child labour and decent working conditions in agriculture will contribute to the achievement of Impact 1 of the LCRP: Displaced persons from Syria and vulnerable populations live in a safe, protective environment.

### LCRP Strategic Objective 2: Provide immediate assistance to vulnerable populations.

Sector Outcomes 1, 2 and 3 will contribute to achieving LCRP Impact 2: Immediate humanitarian needs of the most vulnerable populations are met. Needs were exacerbated by the current multiple crises; and their impact on food security and nutrition will be met by increasing food access through cash-based food assistance and the promotion of agricultural livelihoods. Together these will improve access to markets for vulnerable populations and reduce their exposure to hunger by promoting food availability through in-kind food assistance and sustainable food agricultural value chains, and by promoting adequate infant and young child feeding practices. The Food Security and Agriculture Sector and the Basic Assistance Sector complement their respective work on provision of cash assistance by harmonizing the targeting process, developing common referral systems, exchanging information on household profiles and collaborating towards the harmonization of impact monitoring tools. To identify eligible households for cash-based assistance, the two Sectors rank vulnerabilities to capture the most vulnerable based on the VASyR economic vulnerability. The Sectors will coordinate assistance for emergency humanitarian needs during Ramadan and winterization through immediate and temporary food assistance interventions. The Sectors will coordinate preparedness activities through the assessment of contingency stocks and emergency capacity in line with the central coordination and management arrangements currently in place (SOPs and Rapid Needs Assessment Geosplits).

(25) Link to the document: <https://data2.unhcr.org/en/documents/details/79144>.



### **LCRP Strategic Objective 3: Support service provision through national systems.**

Sector Outcome 4 will contribute to the achievement of Impact 3: Vulnerable populations have equitable access to basic services (health, education, water, energy, solid waste, shelter and social protection) through national (public and private) systems. As mentioned above, service provision through national systems will be enhanced through improving the capacity of national institutions to promote climate-smart agriculture and good agricultural practices, food safety and quality and strengthening existing national programme for social protection, e.g., the NPTF, including by ensuring social protection policies and frameworks are nutrition sensitive.

### **LCRP Strategic Objective 4: Reinforce Lebanon's economic, social and environmental stability.**

Sector Outcomes 1, 2 and 4 will contribute to the achievement of Impact 4: Mitigated deterioration in the economic condition of vulnerable populations; and Impact 6: Mitigated environmental impact of the Syrian crisis, to avoid further degradation of the natural eco-system and ensure its long-term sustainability. The objectives will be supported by mitigating the deterioration of the economic conditions of vulnerable populations through cash-based food assistance and cash injections in the local economy. The promotion of emergency/short-term agriculture support interventions to the economic crisis and COVID-19 outbreak will support vulnerable small-scale farmers; and together with greater access to casual work and employment opportunities, the agricultural sector will generate income for local economies and support to agricultural livelihoods. Furthermore, mitigation of the environmental impact of the Syria crisis will be framed along national strategies through support to sustainable and climate-smart food production and the conservation of natural resources.

Sector participation in the Environment Task Force, led by the Ministry of Environment, will help to guide partners to mainstream environmental concerns in agriculture. The Sector is supporting the Environment Task Force in applying environmental safeguards to agricultural activities by ensuring that sector partners adopt environmental markers when planning their projects. Farmers, community groups and members of agricultural cooperatives will be targeted to ensure management of soil and water resources, application of integrated pest and crop management, protection of agro-biodiversity and agro-ecosystems.

As mentioned above, agriculture is the primary livelihood source for vulnerable populations affected by the Syria crisis in rural areas and holds a potential to help the recovery of productive sectors in Lebanon. The Sector will therefore work closely with the Livelihoods Sector to minimize duplication and/or underreporting and will coordinate the support from the two Sectors to agricultural livelihoods through the Sectors' work plans. Partners will appeal for funding under the Sector that is representing the most relevant objective of the activity they plan to

implement under the LCRP in 2021. The Food Security and Agriculture Sector will coordinate agriculture-related activities that aim at improving agricultural livelihoods through increased production, income and opportunities for employment. On the other hand, the Livelihoods Sector will give prominence to employment creation and economic/business development initiatives related to the agriculture sector. The coordinators of the two Sectors share information and results on the development of agricultural value-chains and labour-intensive projects. They jointly coordinate support to agricultural cooperatives through regular joint national sector working groups at thematic meetings. The establishment of a common thematic group on support to agriculture cooperatives and the revitalization of the technical working group on agricultural value chains will also support better coordinated interventions by the two Sectors and other key institutional partners, such as the Ministry of Agriculture, Directorate General of Cooperatives, Ministry of Economy and Trade, Ministry of Industry, Lebanese Standards Institution and Investment Development Authority of Lebanon.

### **Expected results**

**The Food Security and Agriculture Sector will continue and expand its humanitarian role in providing lifesaving food assistance** to sustain/improve food consumption for targeted groups and to stabilize food security and nutrition for an additional number of Syrians and hosting communities, whose food security has deteriorated in the past year. In parallel and in alignment with the five pillars of the Lebanon NAS 2020–2025, the Sector will expand its role in addressing immediate recovery needs in the agriculture sector and contribute towards longer-term stabilization in the country, adopting a food system approach and remaining anchored to the four dimensions of food security: availability, access, utilization and stabilization.

The Sector will prioritize emergency interventions in support to farmers, at the same time providing support to the agriculture sector and to the rural local economy to counter the economic crisis through the interventions highlighted below.

#### **Outcome 1: Improve FOOD AVAILABILITY using in-kind food assistance modality and sustainable food/agricultural value chain**

The outcome will be achieved if the following outputs are achieved:

**Output 1.1: The most vulnerable individuals have access to locally produced and nutritionally balanced in-kind food assistance**, as part of contingency planning (as mentioned above) through food parcels, ready-to-eat foods, hot meals and community kitchens. In this way the Sector will meet nutrition needs, supplemented with fresh food (fruits and vegetables) when possible, and provided in compliance with Lebanese Law 47/2008 and the IYCF SOPs. Preference should be given to food parcels or hot meals that are locally sourced.



**Output 1.2: Lebanese small-scale farmers have strengthened agricultural production capacities along the value chain and adopted sustainable and climate-smart agriculture practices and the conservation of natural resources.** Strengthened capacities of Lebanese small-scale farmers will be achieved through tailored training programmes and inputs for sustainable agriculture and livestock production (with inputs seasonally appropriate); for natural resources conservation (water use efficiency and conservation, efficient irrigation practices); climate smart sustainable agriculture and energy-saving farming practices (tolerant cultivars, organic farming, conservation agriculture, mixed farming, crop rotation); and management of soil resources and pest management, including management of fertilizers and pesticides.

**Output 1.3: Lebanese small-scale farmers have strengthened capacities along the value chain on processing, marketing, access to markets and reduction of food waste and food losses** through: the promotion of food transformation and preservation; the creation and reinforcement of linkages between small-scale producers and retailers, exporters and domestic traders; and market-based diversification/contract farming. Post-harvest trainings on marketing (labelling, packaging, etc.) and post-harvest and storage management and valorisation of organic waste will be prioritized. Increasing capacities to reduce food wastage along the perishable food supply will also improve affordability of food to the most vulnerable.

**Output 1.4: Small-scale farmers have access to prevention and control measures for transboundary animal diseases and plant pests** through support to the monitoring and early warning systems for animal diseases and plant pests, capacity-building and interventions to control the spread of transboundary animal diseases and plant pests during emergencies.

## **Outcome 2: Improve FOOD ACCESS through cash-based food assistance and support to sustainable agricultural livelihoods**

This will be achieved through the following outputs:

**Output 2.1: Vulnerable populations have access to meaningful cash-based food assistance<sup>26</sup>** and improve their access to food. They will also have access to adequate nutrition and IYCF education.

**Output 2.2: Farmers associations, cooperatives and agricultural MSMEs have increased capacities in production, transformation and governance along the value chain and improved agricultural livelihoods** through a holistic approach (for cooperatives in particular) aimed at building their capacity to be more business-oriented. Through the adoption of farmer field and business schools, cooperatives or groups receive financial, technical and material support and capacity-

building that ultimately improve agricultural livelihoods. Support will also focus on adding value in production and transformation, including marketing and access to markets. The Sector will enhance coordination among all partners and institutions working/supporting agricultural cooperatives in collaboration with the Livelihoods Sector.

**Output 2.3: Lebanese small-scale farmers have access to emergency and/or long-term support (in kind/inputs, financial, technical) that promote agricultural investment.** Lebanese small-scale farmers, both men and women, will receive emergency short-term support through, for example, cash and voucher schemes to resume production while facing the constraints described above. Longer-term financial and technical support for projects such as land reclamation, efficient irrigation/water management and/or agricultural inputs (e.g., seeds, livestock, equipment) will enhance private agriculture investment, which will ultimately improve incomes and agricultural livelihoods.

**Output 2.4: Youth aged 15–25 years and those aged 25 years and above have access to improved agricultural technical education and vocational training.** Both groups will receive training in agricultural schools, skills training (internships, on job training/apprenticeships) and literacy and numeracy skills training to enhance their employability in the labour market and ultimately improve agricultural livelihoods and access to food. Particular attention needs to be paid to the digitalization of learning and online modalities to adapt to the continuation of the COVID-19 pandemic.

**Output 2.5: Vulnerable individuals have improved opportunities to access temporary and casual labour in agriculture, in exchange for cash-based food assistance to increase their access to food and to agricultural infrastructure and assets.** Vulnerable individuals can participate in programmes that rehabilitate/build agricultural productive infrastructure and communal assets (agricultural roads, irrigation networks, forests, hill lakes, water reservoirs<sup>27</sup>) and have more opportunities to access temporary and casual labour in agriculture and related sectors<sup>28</sup> in exchange for cash-based food assistance that increases their access to food.

**Output 2.6: Vulnerable individuals have strengthened technical and operational capacities to access temporary and casual labour, in exchange for cash-based assistance that increases their access to food.** These individuals can receive trainings and inputs that develop their skills and competencies and thus have more opportunities to access temporary and casual labour in exchange for cash-based assistance that increases their access to food (food assistance for training modality).

(27) In line with MoE's environmental safeguards.

(28) As in previous years, such projects will be implemented in compliance with Lebanese laws and regulations. They will therefore primarily be implemented using an indirect modality, channeling investments through local third parties, such as private-sector contractors and municipalities that will be responsible for project delivery and workforce management. In addition, the sector will increase engagement of its partners with the Ministry of Labour to establish a mechanism to provide guidance and follow-up on these projects as per the legal framework.

(26) Sector members are encouraged to provide direct food assistance through the Common Card platform (LOUISE), which allows for better coordination of assistance and ease of use by beneficiaries as assistance from various actors is provided through the same e-card.

### **Outcome 3: Improve FOOD UTILIZATION through food safety and nutrition practices (promotion of consumption of diversified/quality food and IYCF practices)**

This will be achieved through the following outputs:

**Output 3.1: Households that are particularly vulnerable to food insecurity (women-headed households, households with pregnant and lactating women and children under five, households with individuals over 65 years) adopt optimal nutrition practices** through the promotion of the consumption of diversified/quality food and IYCF practices, of nutrition awareness and of small-scale production of diversified nutritious food. Trainings, awareness and behaviour change activities, micro-gardens and the promotion of food preservation/transformation technologies at the household level ultimately improve food utilization.

**Output 3.2: Households and individuals have improved capacity on food safety and quality to improve their food consumption and nutrition practices** through trainings on good practices and the promotion of policies supporting the local production of high-value nutritious foods.<sup>29</sup>

### **Outcome 4: Promote and stabilize food security through support/capacity-building and strengthening of national public institutions and their decentralized services**

The outputs to achieve this outcome will include the following:

**Output 4.1: National institutions working in food security/agriculture, disaster reduction and social protection have strengthened capacities to improve service delivery for vulnerable population.** Targeted national institutions will receive technical assistance and have strengthened capacities in areas such as vulnerability analysis, targeting, beneficiary management, communication, monitoring and evaluation, climate-smart agriculture, good agricultural practices and standards (management of soil resources, pest management, efficient use of water resources) and food safety and quality. This will strengthen the capacities of national institutions and ultimately support the provision of basic services through national services.

**Output 4.2: Regional/decentralized public institutions involved in agriculture, food security, disaster reduction and social protection have strengthened capacities to improve service delivery for vulnerable population.** Targeted regional/decentralized public institutions, including outreach service centres and Social Development Centres staff, receive equipment/material and capacity-building to provide delivery of services to vulnerable local populations.

## Identification of sector needs and targets at the individual/household, community and institutional/physical environment level

The proposed sector target population is flexible in order to consider unexpected needs that may arise, and any supplementary needs identified by sector partners in the field. In light of the current multiple crises and uncertain economic outlook, the strategy will remain flexible to account for partners' changing caseloads and operational capacities.

Escalating food and non-food prices and the lack of job opportunities in Lebanon have driven a marked increase in the number of people living in extreme poverty and in need of assistance, to an estimated 2.3 million across all population cohorts (including displaced Syrians, Palestinian refugees from Lebanon, Palestinian refugees from Syria, other refugees and host communities).<sup>30</sup> Out of the estimated 2.3 million people in need, the Sector will target about 1,839,000 people prioritized as the most in need, with both humanitarian and stabilization support, to improve the four pillars of food security and agricultural livelihoods. Of these, cash-based and in-kind assistance will target about 1,779,000 individuals from all population cohorts, including other refugees. It is recommended that this food assistance is also targeted to households with pregnant or lactating women or under-five children. In 2021 the Sector will target approximately 40,000 vulnerable small-scale farmers with support to agricultural production and livelihoods (see below).

**Displaced Syrians:** For planning purposes, the Sector will target approximately 1,320,000 displaced Syrians, currently living under the SMEB programme.<sup>31</sup> Food-insecure households will be identified based on the recalibration formula. Ranking variables are mostly demographic, with a strong statistical correlation with the latest VASyR results on economic vulnerability and food insecurity and relate to households' characteristics, including but not limited to: arrival date, size, gender, education level, presence of members with disabilities, age, as well as working family members. The ranking methodology is regularly updated. New inclusions will be based on the ranking in combination with an appeal mechanism to minimize formula errors.

Displaced Syrians will be targeted through food access programmes (cash-based transfers for food).<sup>32</sup> The Food Security and Agriculture Sector will continue to advocate for cash-based interventions, given that favourable conditions continue to exist for such a modality. However, based on partners' recommendations and interventions to promote food availability to individuals with limited access to food and according to the strategy identified above, in-kind food

(30) Sources: FSS working group WFP/VAM presentation April 2020 and World Bank FACTSHEET APRIL 21, 2020

(31) The identification of the households eligible for direct assistance will be done by applying the ranking of vulnerability that captures households that are vulnerable according to the VASyR 2020 economic vulnerability categories.

(32) WFP and partners provide LBP 120,000 per person per month, after the modification of the SMEB threshold in 2020.

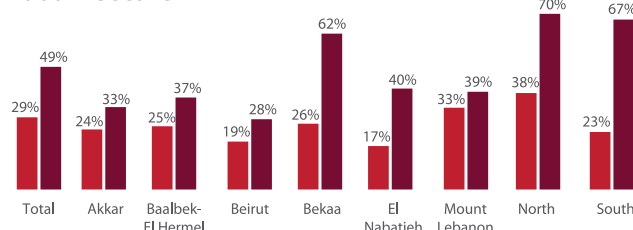
(29) Training will also include how to budget to purchase nutritious foods with limited resources.

assistance will continue to target 40,000 displaced Syrians.<sup>33</sup>

In terms of operational capacity, the Sector benefits from a wide range of national and international organizations involved in the delivery of humanitarian assistance and agricultural livelihoods support. The number of humanitarian partners has continued to increase since 2017, given the increased strategic focus on stabilization.

At the governorate level, food insecurity is most prominent in the North (70 per cent) and the South (67 per cent).<sup>xxiii</sup>

#### % households who are severely or moderately food insecure



**Palestinian refugees from Syria:** The number of people in need of food assistance is 27,700 and the LCRP 2021 will target about 27,700 people.

**Palestinian refugees from Lebanon:** It is estimated that there are about 180,000 Palestinian refugees in Lebanon<sup>34</sup> and 117,000 are living below the poverty line and therefore eligible for partners' assistance.

(33) Although the sector will target 40,000 displaced Syrians for regular in-kind assistance, it is understood that there will be variations to this target based on seasonal or one-off assistance addressing temporary needs. During winter and Ramadan, for example, the number of displaced Syrians receiving in-kind food assistance increases (with partners providing food parcels, hot meals, dates, and so forth). However, this is not reflected in the target for regular in-kind assistance.

(34) Lebanese Palestinian Dialogue Committee, Central Administration of Statistics, Palestinian Central Bureau of Statistics (2018). The Population and Housing Census in Palestinian Camps and Gatherings – 2017, Key Findings Report (Population, Buildings and Housing Units, )Beirut, Lebanon, [http://www.cas.gov.lb/images/PressRoom/censusper cent20findings\\_2017\\_en.pdf](http://www.cas.gov.lb/images/PressRoom/censusper cent20findings_2017_en.pdf) (LPDC & Country Assistance Strategy 2017).

**Refugees of other nationalities:** Refugees and asylum seekers of other nationalities are also seeking refuge in Lebanon. This group face serious challenges securing their needs and they continue to exhibit high levels of vulnerability. By the end of April 2019 there were slightly more than 17,600 registered refugees and asylum seekers from countries other than Syria in the country. This group is primarily comprised of Iraqis (83 per cent), who have mostly arrived in 2014 and 2015. The second largest group are the Sudanese, who make up 9 per cent of the population. In 2021 partners will reach out to 10,000 among them through cash transfers.

**Vulnerable Lebanese:** Twenty-three per cent of Lebanese are estimated to be living below the extreme poverty line and unable to satisfy their essential food and non-food needs.<sup>xxiv</sup> The post recertification caseload of the NPTP in 2019 amounted to 43,000 households (229,760 people).<sup>35</sup> In 2021, WFP is planning to mitigate the impact of the current multiple crises on vulnerable Lebanese by further expanding its support to 50,000 households.

Targeting of Lebanese farmers was initially done based on the Ministry of Agriculture 2010 census, whereby vulnerable small-scale farmers represented 70.2 per cent of the farming community. Subsequently, the 2015 Food Security and Livelihoods Assessment of Lebanese communities reported that 73 per cent of farmers declared to be in need of assistance, representing 86,700 farmers across Lebanon.<sup>xxv</sup> With the multiple crises affecting the agriculture sector and the farmer community, FAO estimates that the number of vulnerable farmers might have increased.<sup>36</sup> The targeting of farmers at the output level is likely to shift, as farmers have multiple needs that implementing partners need to address.

(35) The National Poverty Targeting Programme provides \$27 per person per month, and this level of assistance is planned for 2020.

(36) Based on the Agriculture Census carried out by the MoA in 2010, a calculation has been made to estimate the number of "vulnerable" farmers taking into account agriculture farming being their main activity and considering their farm size as less than 5 dunums for all governorates except for Bekaa and Baalbeck-Hermel, where the ceiling farm size is less than 10 dunums.

#### Total sector needs and targets in 2021

Population Cohorts	Total Population	Total Population in Need	Total Population Targeted	Total Population Targeted by Sex and Age								
				# Women	# Men	% Men	# Children (0-19)	% Children	# Adolescent (12-17)	% Adolescent (12-17)	# Youth (19-24)	% Youth (19-24)
Lebanese	3,864,296	850,000	435,304	224,617	210,687.14	48.4%	135,815	31.2	53,977.7	12.4	39,613	9.1
Displaced Syrians	1,500,000	1,320,000	1,313,620	669,946	643,673.80	49.0%	697,532	53.1	176,025.1	13.4	109,030	8.3
PRS	27,700	27,700	27,057	14,016	13,041.47	48.2%	10,309	38.1	3,165.7	11.7	2,489	9.2
PRL	180,000	117,000	13,494	6,990	6,504.11	48.2%	5,141	38.1	1,578.8	11.7	1,241	9.2
Other Nationalities			10,000	5,000	5,000	50.0%	3,300	33.0	1,150.0	11.5	920	9.2
GRAND TOTAL	5,571,996	2,314,700	1,799,475	920,568	878,907	48.84%	852,097	47.4%	235,897	13.1%	153,294	8.5%

Type of Institutions	Total	Targeted
<b>Social Development Centers (SDCs)</b>		120
<b>Ministry of Agriculture (national level)</b>		1
<b>Ministry of Agriculture (Regional Services)</b>		7
<b>Agriculture Centers of MoA</b>		32
<b>Lebanese Agriculture Research Institute(LARI)</b>		1
Green Plan and decentralized offices		8
General Directorate of Cooperatives and decentralized offices		8
Agricultural technical Schools of MoA		7
Ministry of Agriculture Forest Centers		3
Ministry of Agriculture Nurseries		4
Ministry of Social Affairs (NPTP)		
National Council for Scientific Research (CNRS)		
Municipalities		10
Water Establishment		1
Schools	4001	
Other (Chamber of Commerce, Industry and Agriculture-CCIA)		2
Other (specify)	Community Kitchens	3000
	Education centers	2
	Agriculture centers rehabilitated in training centers	6
MSMEs (agriculture/ agro-food)		127
Cooperatives (agriculture/agro-food)		330
CBOs		2
Churches		15

## Assumptions and Risks

The key assumptions to achieve sector objectives are mainly contextual in nature and relate to the overall situation analysis and needs overview.

The first assumption is that in 2021 food insecurity will increasingly be a concern for refugees and host communities. As such, the strategy will remain supple to be able to adapt in response to future possible threats to food security arising from currency devaluation, removal of food subsidies and/or limited functioning of the banking and financial sectors.

The second assumption is that there will be sufficient operational space for partners to operate and that the assumption will be that interventions and support can be properly delivered. However, it is recognized that the operational space is shrinking, as observed in 2020 in some regions. Issues to date have mainly been related to tensions around in-kind food distributions and the targeting modality. In some instances, this has resulted in physical confrontations. These trends remain isolated

to certain areas, but a further deterioration in the overall situation in Lebanon may lead to accelerated trends.

The third assumption is that funding levels of the Sector will remain at a similar level to previous years or decrease and that international financial support can be properly delivered. At the same time, needs are expected to increase. As such, continued international financial support is essential to achieve sector objectives, as partner assistance is increasingly becoming the only source of income for persons displaced from Syria and provides the only food safety net for vulnerable Lebanese. To avoid further deterioration in the food security and nutrition situation, additional funding is needed to fill existing and projected gaps in assistance.

The Food Security and Agriculture Sector strategy foresees the following major risks, which could arise during the implementation of the 2021 sector plan and undermine the scope of its interventions:

There is a risk that the rapidly deteriorating economic and financial situation, the devaluation of the Lebanese pound and increasing inflation could have a major



negative impact on the food security of both refugee and host communities. This could be coupled with known and unknown food security risks, such as negative coping mechanisms and pressure on food supply and availability. The Sector will aim to mitigate this risk to the extent possible through continuous data collection, monitoring, analysis and advocacy.

Additionally, with an increasing number of vulnerable people needing assistance, both persons displaced from Syria and vulnerable host communities, partners will be asked to increase assistance, which could be challenging, considering their already limited financial and human resources. Furthermore, partners could be put under additional pressure by various stakeholders such as local communities and local authorities to increase assistance or shift targeting, which risks having an impact on their operational space. The partners will mitigate these risks by advocacy for increased funding, community engagement and close collaboration with key stakeholders such as local authorities and the Social Stability Sector.

The negative impact of the anticipated removal of food subsidies by the government is another major risk, as it would amplify the impact of the multiple crises on food security. The removal of subsidies will likely lead importers to cover the difference between exchanging the cost from US dollars to LBP if they are using the informal exchange rate rather than the official exchange rate, a cost that they will most probably transfer to the end consumer. This is expected to put an unbearable strain on households' purchasing power, with the price of bread potentially multiplied by 1.5 to 3 and that of fuel by 4.5.

This risk requires higher-level mitigation measures beyond the Sector, as it is crucial that the government moves into a more targeted subsidy system that allows it to reach those who are the most affected and to make better utilization of foreign currency reserves. To this end, the Sector will advocate to key stakeholders on the need for policy dialogue and high-level discussions, including on a unified exchange rate to be applied to available external funds. At the same time, sector partners will need to take mitigation actions, such as adaptive programming; prioritization of resources; revising the market value of the food basket under the SMEB and, in consequence, the transfer value; prepare contingency planning; and consider alternative modalities for food assistance.

Another major risk is the rising social tensions. Inter-communal tensions are primarily being driven by three issues: competition over jobs, competition over access to services and perception of aid bias. Aid bias is particularly related to cash, in-kind assistance and targeting modalities. There is a perception that assistance to refugees is provided in US dollars despite it being provided in Lebanese pounds, which is causing further tensions. There is a risk that this could result in antagonistic reactions both online and offline and in some instances materialize into incidents of confrontation

and escalation.<sup>xxvi</sup> These tensions, exacerbated by the economic crisis and COVID-19, all represent a risk for partners' implementation of programmes and for the safety of front liners, vulnerable groups and communities at large.

Mitigation measures for this risk include conflict sensitivity mainstreaming and do-no-harm trainings for partners and national institutions and utilization of the conflict-sensitivity guidance notes on matters related to: i) procurement, recruitment and individual accountability; ii) programme design process; and iii) outreach, needs assessment and beneficiary criteria. It is also important to ensure enhanced communication, transparency, accountability and external oversight of the use of the available funds. The approach would also integrate community engagement and continue measures such as streamlined and coordination cash assistance; staggering the loading of food cards; increasing the numbers of ATMs to avoid lines of refugees at redemption points; ensuring that distribution points are located outside camps perimeters; and continuing door-to-door distributions while observing COVID-19 protection measures.

Another risk is the impact of climate stressors that affect agricultural production, such as increased temperatures, seasonal shocks (heavy or reduced rainfalls and snow cover), increased incidence of drought, more frequent heatwaves, fewer frost days and rising sea levels.<sup>xxvii</sup> To mitigate this risk, the Sector promotes that partners adapt climate-smart agricultural practices to prepare small-scale farmers to partially mitigate climate risks, particularly water scarcity, reduced productivity of land and decreased crop quality. Risk mitigation actions also include the adoption of good agricultural practices and integrated pest management to reduce agrochemical pollution, increase water use efficiency and capacity-building on sustainable natural pasture management, including innovative pasture rehabilitation and grazing management.

## Partnerships

The Sector's national and field working groups count on the participation of partners that appealed under the Sector and on local partners that attend the working groups to learn and share experiences. The joint meetings on selected themes with the Livelihoods Sector also provide for an enlarged circle of practitioners and enrich the discussions. In 2021 the Sector will aim at establishing a community of practice among partners on selected themes, such as linking farmers to markets, support to agriculture cooperatives and value chains. Sector partners will continue pursuing partnerships and collaborations with a variety of actors, including private partners, chambers of commerce, professional associations, vocational and training centres, agricultural departments of universities and with the central bank and banking system, in relation to exchange rate and cash based programmes.

Engagement with MoA will also continue in the context

of the NAS 2020–2015, and in aligning the sector strategy and its implementation to the MoA flagship projects concept notes and to raise nutrition issues for the strategy action plan. An enhanced coordination mechanism will be put in place to make sure that the Ministry provides guidance to projects implemented under the Sector and to ensure alignment with its strategy and policies. In this regard, the Sector will link up with the oncoming NAS M&E system that aims at collecting the relevant information on the agriculture sector and providing the evidence-based knowledge on the progress and sharing of lessons learned. At the regional level the sector coordination will pursue greater collaboration with the MoA regional offices and outreach service centres at the governorate and district level in order to strengthen their role and relationship with farmers (distribution, use of pesticides) through in-kind and capacity-building support.

Better coordination with the Directorate General of Cooperatives will also be pursued, including work towards using common tools to identify cooperatives and report on the assistance to them.

The agriculture sector strategy addresses many SDGs, including SDG 1 and SDG 2. The sector strategy and partners' programmes are working to further improve food security and sustainable agriculture under these two goals. While access to food by many poor households has been severely curtailed in recent months, the Sector will continue to work towards reaching the SDGs in Lebanon through support to the MoA and its institutions.

## Mainstreaming of accountability to affected populations, protection, conflict sensitivity, age and gender, youth, persons with specific needs and environment

### Conflict sensitivity

In light of the risks for the Sector in terms of tensions identified above, overall, sector activities will be designed in consideration of concerns and rising tensions expressed by the host community and authorities, especially those related to perceived aid bias on food assistance and targeting as well as competition over jobs for both Lebanese and displaced refugees. Data on competition on 'lower skilled work', including manual and casual labour, is often quoted as the main source of inter-communal tension – at 64 per cent of respondents as of July 2020, an increase from 57 per cent in July 2019. In terms of aid perceptions bias, as of August 2020, 80 per cent of Lebanese agreed with the statement "vulnerable Lebanese have been neglected in international aid/assistance programmes."<sup>xxviii</sup>

The sector strategy promotes targeting of Syrian refugees based on the desk formula recalibration exercise. Sector partners in food assistance interventions will explain the results of the exclusion/inclusion exercise based on the recalibration of the desk formula in all regions to avoid tensions related to targeting, as well as increased communications around support to vulnerable Lebanese communities. This will be achieved through trainings on targeting and communications with refugees, community reference groups, Facebook group administrators and outreach volunteers. Partners have enhanced the Q&A on targeting and eligibility and introduced a Grievance Redress Mechanism, which is an alternative inclusion pathway for cash and food assistance based on a refugee-initiated process. These measures should mitigate the risk of instability potentially caused by grievances around the fairness of assistance among Syrian communities. Non-WFP partners will coordinate with WFP to meet needs and fill gaps.

To respond to the needs of the various population cohorts, it is crucial that the NPTP is strengthened and provides food assistance to vulnerable Lebanese and agriculture workers, which can reduce tensions related to perceived unbalanced assistance, compounded by the current economic crisis. Enhanced communications around the support will mitigate the rising aid perception bias among host community members and thus reduce tensions. The massive increase in WFP support to reach 50,000 households in 2021, in line with the government request for more support to host communities, aims to complement the government efforts to provide a food safety net for the most vulnerable Lebanese families and redress the perceived unbalanced assistance.

In 2021 the Social Stability Sector will carry out further trainings on conflict sensitivity and do-no-harm to increase the organizational capacities of partners/actors in operationalizing and integrating this approach. While these trainings ensure that staff involved in the response are able to identify conflict-sensitivity concerns, the Social Stability and the Food Security and Agriculture Sector will work together to further enhance conflict sensitivity mainstreaming across the Food Security and Agriculture Sector's partners. Also, the production of conflict sensitivity guidance notes on matters related to: i) procurement, recruitment and individual accountability; ii) programme design process; and iii) outreach, needs assessment and beneficiary criteria, which will be provided to partners for reference and guidance. The Social Stability Sector will support the sector in identifying gaps in conflict sensitivity, assessing risks and mitigation measures through a dedicated focal point to assess whether conflict sensitivity is integrated at the design phase by all partners and working closely with the Food Security Sector Core Group and regional coordinators to ensure that these gaps are addressed. Lastly, food security and agriculture partners are also encouraged to engage the Social Stability Sector on their tension mapping to examine which areas are vulnerable to conflict, as this will have an impact on targeting and

implementation decisions for partners. Similarly, sector field coordinators will engage and reach out to their Social Stability counterparts to flag perceived threats and risk to partners' operations.

## Youth and children

The majority of working Lebanese and Syrian youth are either employees or casual workers, with half of them having achieved no more than a primary education. More than half of young displaced Syrians in the workforce are employed, of which around 45 per cent work as daily and/or seasonal workers in the sectors that have traditionally used Syrian labour, such as agriculture (both men and women). The youth unemployment rate is more than double the national average.

The Sector will target youth aged 15 to 24 years, through: a) supporting the enrolment of vulnerable youth in one of the seven technical agricultural schools of the Ministry of Agriculture; b) providing youth with short-term and medium-term skills trainings linked to market demands and those in agricultural fields; c) providing youth workers with basic literacy and numeracy life skills; and d) providing technical support to agricultural technical schools. This is in line with the Ministry of Agriculture's 2021–2025 NAS strategy, which clearly states that agricultural livelihoods should be promoted among youth and women.<sup>xiv</sup> These interventions are considered a positive strategy to address child labour in agriculture for the age cohort of 15–17 years.

Displaced youth will be supported in enrolling in vocational skill training and technical schools at the ministries of Education and Higher Education, Agriculture and Labour or other centres to increase their vocational opportunities. By promoting the elaboration of innovative learning tools, these interventions will contribute to training a generation to transition towards agro-ecology and to adopt alternatives to the use of hazardous pesticides.

Partners are reporting increases in child labour for all population groups, especially in agriculture (particularly in the North and Bekaa). In line with previous years, the Sector will continue its efforts in collecting information and contribute to referrals in collaboration with the Protection Sector (and with the Child Protection sub-sector in particular) to better understand the underlying reasons, the market dynamics and the legal frameworks. Child labour in agriculture, which has been the object of recent studies by sector partners (FAO, UNICEF and ILO), affects children's education and is likely to harm their health, safety and mental health. It encompasses several hazards, including exposure to chemicals (pesticides and fertilizers) and hazardous working conditions with long hours working in the sun.<sup>xxix</sup>

The Sector will continue addressing child labour in agriculture by raising awareness on the Decent Work Standards, with a special focus on occupational, safety and health-related issues in the Ministry of Agriculture and non-governmental organizations; and it will organize

a new round of trainings on child labour in agriculture for local partners under the Food Security, Protection and Livelihoods Sectors at the national and regional level. The Sector will try to document better what would be the cost for families to renounce sending their children to work; and it will formulate integrated programmes to address the economic vulnerabilities of families through complementary actions, such as cash interventions or productive cash transfers, thus helping families to improve their food security and livelihoods as well as school feeding and higher education opportunities.

**In consultation with the Education Sector,** school feeding activities – aimed at enhancing school attendance and retention rates, addressing short-term hunger and nutritional intake and enhancing the social protection of children enrolled in schools – will be reported under the Education Sector ActivityInfo platform, but joint results will also be reported under in the Food Security and Agriculture sector reports. The Education and Food Security and Agriculture Sectors will work together to assess the type of snacks that partners in the non-formal education sector provide to children attending their programmes. The provision of snacks is crucial to enhancing attendance and from a food security and nutrition perspective, it is important to know the type of food provided (e.g., ready to eat, hot meal, etc.).

## Gender

As the crisis affects men and women differently, the Sector will promote targeting interventions focusing on the specific needs of affected populations. Assessments and monitoring surveys will collect data disaggregated by gender and age to the extent possible, promoting gender and age analysis and participation of all groups in programme design. Similarly, both groups will be involved in programme implementation and provision of support, focusing on the most vulnerable groups such as women-headed households, women of reproductive age and pregnant and lactating women. Examples of similar gender-related sector interventions are the inclusion of women-headed households as a variable in determining vulnerable households to target for assistance and the targeting of women farmers equally as men. These efforts will help to mainstream gender throughout all stages of the humanitarian programming cycle.

Particular attention should be devoted to the elderly, given their specific needs and concurrent vulnerabilities. Inclusive service delivery and response and inclusive communication should be integrated into partner programmes in order to cater to the elderly's specific needs.

The agricultural livelihoods projects aim to target women and men equally as much as possible. Partners need to continue working on improving social protection systems to foster sustainable and equitable rural development, poverty reduction and food security, taking into consideration the specific needs of women-headed households.

Food security is a critical sector for women's livelihoods, and the sector strategy recognizes that the specific vulnerabilities of men, women, boys and girls call for targeted measures. Understanding and addressing how men and women of different ages are affected by protracted crises is critical for effective and sustainable food and nutrition security interventions. Limited opportunities and less access to assets and resources leave many women and girls with untenable options for their own and their families' survival, falling back on negative coping mechanisms, such as transactional sex and early or forced marriages. Gender-based violence (GBV) is the most extreme manifestation of gender inequality and a fundamental human rights violation. Protracted crises can create and/or exacerbate many forms of GBV. This has a devastating impact on the agriculture sector and food security by reducing the capacity and productivity of survivors as a result of illness, injury, stigma and discrimination. The Sector will further use the Global Food Security Cluster/sector guidelines on Protection and the Inter-Agency Standing Committee guidelines for integrating gender-based violence interventions in humanitarian action accordingly.

Agriculture is a critical sector for women's livelihoods and the sector strategy recognizes this and is committed to strengthening the capacity of women farmers through trainings. However, support for women must go beyond just capacity development. Women are responsible for children's access to food in Lebanon and so women's weaker bargaining power in the household also reflects negatively on children's health.

The Sector recommends that food security measures prioritize women's access to food and that they also support women's role in agricultural production, which has been interrupted due to COVID-19, given that women small-scale farmers in particular are unable to continue production as their incomes plummet due to lack of resources to purchase inputs.

### Protection and accountability to affected populations

Members of affected populations often face a wide range of issues beyond those that partners in the Sector can address alone. In this regard, the Sector will continue to strengthen the safe identification and referral of persons with specific needs and individuals at risk. In 2020, with increasing food assistance needs linked first to the COVID-19 pandemic, the deepening of the socioeconomic crisis and Beirut port explosions, the sector: i) reviewed and adopted the inter-agency minimum standards for referral; ii) developed a sector service mapping for partners and those in other sectors to support timely and accurate referrals to the Food Security and Agriculture Sector services; iii) organized referral trainings for the Food Security Sector Working Group partners on the Inter-Agency Service Mapping and Inter-Agency Referral Monitoring system; and iv) improved its understanding and learning from referrals. This was done by a) adopting the inter-agency reporting

requirements for partners to report on referrals in ActivityInfo; b) developing an internal guidance for WFP related to referring non-beneficiary calls to the UNHCR-WFP call centre to sector partners; and c) providing external guidance for sector partners on how to refer food assistance calls, with related trainings.

The work of the Persons With Specific Needs (PWSN) subcommittee of the Protection Sector will guide the Sector to understand better access barriers to PWSN and potential ways to reduce them. In this vein, through a regional-led protection risk analysis exercise to be organized in 2021, sector partners will contribute to an improved sectoral understanding of the barriers to safe and dignified meaningful access, accountability and participation in relation to food security and agriculture interventions. Mitigation measures will be suggested to strengthen these components through the Sector. It is expected that inclusive programming models for persons with disabilities may emerge as a gap, so particular attention will be given to promote best practices within the Sector and explore avenues for further inclusion in 2021.

Accountability to affected populations will be part of partners' work over the coming year. Sector partners have different internal complaint and feedback mechanisms, including the UNHCR/WFP call centre and helpdesks located at distribution sites for refugee cash assistance, as well as independent agency hotlines. WFP set up a time-bound pilot Grievance Redress Mechanism representing a window of opportunity for cases that were discontinued from cash assistance to appeal. In 2019 more than 75,000 calls were captured through the call centres from families that were discontinued from assistance as a result of the recalibration of the desk formula.<sup>37</sup> In 2020 the Sector reviewed and promoted the inter-agency minimum standards on complaint and feedback to ensure alignment and that standards are met.

In addition, given the large number of women and adolescent girls working on agricultural sites across Lebanon and the exploitation and protection risks for women and girls linked to increased food assistance, the Sector has a role to inform and raise awareness among this cohort and with employers of protection from sexual exploitation and abuse (PSEA) in-country complaint mechanisms in Lebanon, how to access these mechanisms and what response is expected. Similarly, as during 2020, in 2021 the Sector will continue to encourage the participation of partners in PSEA training and the dissemination of PSEA materials and tip sheets during national and regional working group meetings. It will also encourage budgeting to produce leaflets to be disseminated at the time of food distributions.

Partners working on livelihoods projects are asked to report on main protection risks, incidents, or patterns in relation to their activities and operations and to input referrals from WFP-funded activities

<sup>(37)</sup> In 2020 the recalibration exercise for assistance to Syrian refugees took place later than in 2019 due to the impact of COVID-19 on the implementation schedule of the VASyR 2020.







## Endnotes

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## Sector Logframe

### Outcome 1: Improve FOOD AVAILABILITY using in-kind food assistance modality and sustainable food/ agricultural value chain

Indicator 1A	Description	Means of Verification	Unit	Frequency
% of targeted HH with borderline (B) or acceptable (A) food consumption score based on the food groups consumed over a recall period of 7 days.	"The Food Consumption Score (FCS) is a composite indicator that considers diet diversity, frequency of consumption and nutrient value of the food groups consumed over a recall period of seven days. According to this score, households are classified into three categories: poor, borderline and acceptable food consumption. The UN, NGOs and NGOs will collaborate for collecting and analyzing data during 2021 period.	Food Security Outcome Monitoring (FSOM)	Percentage HH	Yearly

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
A:63%	A: 86%	A: 90%	A:49%	A: 59%	A:70%	A: 59%	N/A	A: 65%	N/A	N/A	N/A
B:25%	B: 12%	B: 10%	B: 33%	B : 32%	B: 25%	B: 29%		B: 20%			


Indicator 1B	Description	Means of Verification	Unit	Frequency
Number of farmers with increased production, access to markets, reduced produce waste and losses, and those benefitting as a result of Trans-boundary animal and plant disease control and prevention.	Estimation of the level of production and the application of sustainable farming practices. In order to inform the level of food availability and the adoption/practices of the good farming practices: under output 1.2, output 1.3, output 1.4 and output 1.5 of assisted farmers . (UN, INGOs, NGOs, MOA- responsible for collecting data)	ActivityInfo	Individuals	Quarterly

 Lebanese		
Baseline	Result 2019	Target 2021
2,379	942	40,000

Indicator 1C	Description	Means of Verification	Unit	Frequency
Number of farmers applying climate - smart practices disaggregated by sex (men and women)	The UN agencies, INGOs and NNGOs analyze the extent to which the targeted farmers apply climate smart agriculture practices during 2021	AI, Sample survey	Individuals	Yearly





 Lebanese		
Baseline	Result 2019	Target 2021
N/A	N/A	40,000

Indicator 1D	Description	Means of Verification	Unit	Frequency
Number of farmers adopting Good Agricultural Practices (GAP) including the conservation of natural resources disaggregated by sex (men and women)	The UN agencies, INGOs and NNGOs analyze the extent to which the targeted farmers apply good practices /measures to conserve the natural resources particularly in water efficiency/water conservation during 2021	AI, Sample survey	Individuals	Yearly





 Lebanese		
Baseline	Result 2019	Target 2021
N/A	138	40,000

## Outcome 2: Improve FOOD ACCESS through cash -based food assistance and support to sustainable agricultural livelihoods.

Indicator2A	Description	Means of Verification	Unit	Frequency
% of targeted HH with borderline (B) or acceptable (A) food consumption score disaggregated by sex and by cohorts.	The UN agencies and NNGOs and INGOs (IPs) collect data to assess the level of food accessibility. The Food Consumption Score (FCS) is a composite indicator that considers diet diversity, frequency of consumption and nutrient value of the food groups consumed over a recall period of seven days. According to this score, households are classified into three categories: poor, borderline and acceptable food consumption during 2021 period.	Food Security Outcome Monitoring (FSOM)	Percenta (HH)	Yearly





 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
A: 63% B: 25%	A:86% B: 12%	A:90% B: 10%	A:49% B: 33%	A:59% B: 32%	A:70% B: 25%	A: 59% B: 29%	N/A	A: 65% B: 20%	N/A	N/A	N/A

Indicator2B	Description	Means of Verification	Unit	Frequency
Number of HH with increased agricultural livelihoods disaggregated by sex and by cohorts.	The UN agencies, NNGOs and INGOs (IPs) calculates the number of the HHs with improved livelihood opportunities as resulting from activities 2.2 2.3 2.4 2.5. 2.6. It also involves assessing the perception of the households/farmers targeted to understand changes in their livelihoods during 2021.	Partners' reporting	Households	Yearly

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
855	2,932	9,750	N/A		5,250	N/A	N/A	N/A	N/A	N/A	N/A





## Outcome 3: Improve FOOD UTILIZATION through food safety and nutrition practices (promotion of consumption of diversified/quality food and IYCF practices).

Indicator3A	Description	Means of Verification	Unit	Frequency
Percentage of women with a minimum dietary diversity score based on the Household Diet Diversity Scale (HDDS) by cohort	The UN agencies INGOs and NNGOs will be responsible in collecting data on and analysis done centrally once a year. The dietary diversity is a qualitative measure of the level of food consumption. It reflects the level of access to a variety of foods, and is also a proxy for nutrient adequacy of the diet of individuals or households. The Household Dietary Diversity Scale (HDDS) is based on 5 out of 10 food groups to calculate the proportion of women or individual	PDM	% women	Yearly

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
N/A	N/A	65%	N/A	19%*	65%	N/A	N/A	N/A	N/A	N/A	N/A

\*based on ACF-endline value of women in Fresh Food Voucher project. Very little improvement from 2018 baseline of 18%.

Indicator3B	Description	Means of Verification	Unit	Frequency
Percentage of beneficiaries supported who improved their food safety, quality and dietary diversity practices disaggregated by sex and by cohort.	he aim is to evaluate the adoption levels of beneficiaries on improved food safety and quality measures. The IPs will conduct a sample survey to evaluate the level of the practices involving the entire food chain- production, storage, preparation/cooking including hygiene etc.: as resulting from output 3.1 and 3.2	Partners' Reports, Activity Info	individuals	Yearly

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
N/A	N/A	21,840	N/A	N/A	8,425	N/A	N/A	N/A	N/A	N/A	935

#### Outcome 4: Promote and stabilize food security through support/ capacity building and strengthening of national public institutions and their decentralised services

Indicator4A	Description	Means of Verification	Unit	Frequency
Number of national and decentralized institutions with improved capacities in food security, agriculture and social protection.	Record the number of national institutions and their decentralized services working in the food security sector whose capacities have been strengthened in different areas of agriculture, social protection and others to improve delivery of services through capacity strengthening activities	Sample survey	Institutions	Yearly



#### INSTITUTIONS

Baseline	Result 2019	Target 2021
N/A	250	202

Indicator4B	Description	Means of Verification	Unit	Frequency
Number of national and decentralized institutions staff with improved capacity to provide better delivery of services.	Record the number of national institutions and their decentralized services working in the food security sector whose capacities have been strengthened in different areas of agriculture, social protection and others to improve delivery of services through capacity strengthening activities	Sample survey	institutions staff	Yearly



#### INSTITUTIONS

Baseline	Result 2019	Target 2021
N/A	450	500





Pasta, chickpeas, beans, lentils, rice, bulgur, sugar and salt are all part of a food ration WFP is distributing. As a response to the growing needs of families who were impacted by the economic crisis and Coronavirus lock-down measures in Lebanon, WFP is adapting its school meals programme by distributing food assistance to families of more than 50,000 students who attended public schools.

Photo Credit: WFP



# HEALTH SECTOR

## PEOPLE IN NEED



NEEDS-BASED APPEAL  
\$ 325.5 million

## PEOPLE TARGETED



## PARTNER APPEAL



## PARTNERS



## GENDER MARKER



## CONTACTS

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#### UNHCR

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## SECTOR OUTCOMES

### Outcome #1

Improve access to comprehensive primary healthcare (PHC).

#### Indicators

% of displaced Syrians, vulnerable Lebanese, Palestine Refugees from Syria (PRS) and Palestine Refugees in Lebanon (PRL) accessing primary healthcare services.

% of vaccination coverage among children under 5 residing in Lebanon.

### Outcome #2

Improve access to hospital (including emergency room care) and advanced referral care (including advanced diagnostic laboratory and radiology care)

#### Indicators

% of displaced Syrians, Lebanese, PRS and PRL admitted for hospitalization per year.

### Outcome #3

Improve outbreak control and infectious diseases control.

#### Indicators

# of functional early warning and surveillance system (EWARS) centres.


### Outcome #4

Improve Adolescent & Youth Health.

#### Indicators

Prevalence of behavioural risk factors and protective factors in 10 key areas among young people aged 13 to 17 years.

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	Female	Male
 Vulnerable Lebanese	1,500,000	1,062,681	552,594	510,087
 Displaced Syrians	1,365,000	1,365,000	701,610	663,390
 Palestine Refugees from Syria	27,700	27,700	14,349	13,351
 Palestine Refugees in Lebanon	117,000	20,000	9,920	10,080

<sup>1</sup> The response plan is designed to contribute significantly to gender equality.

## Overall Sector Strategy

After a decade of responding to the health needs of displaced Syrians, vulnerable Lebanese, and Palestinian refugees from Syria and Lebanon, in 2020 the Health sector was faced with an unprecedented crisis, which started late in 2019 with country-wide protests and a deteriorating socioeconomic situation. The economic and financial crisis has hindered the access of vulnerable populations to health services from both the supply and demand sides. The 2019 novel coronavirus (COVID-19) outbreak<sup>1</sup> further hampered the access for both vulnerable Lebanese and displaced individuals to needed primary health care<sup>2</sup> and hospital care. At the beginning of August 2020, the devastating Beirut Port explosions<sup>3</sup> topped off the exceptional situation and hindered access to physical and mental health care services even further not only in Beirut and Mount Lebanon but across the country. In the blast area, around 27 primary health care (PHC) facilities became non-functional, three major hospitals had to close, and three more had to reduce their capacity. In some facilities, COVID-19 preventive measures were not being adhered to.<sup>4</sup> The medical supplies were depleted in all health facilities, especially first aid and trauma kits. Outside the blast area the PHC facilities and the hospitals were faced with an increased demand, which put them under pressure given the already compromised capacity in terms of human resources and equipment as affected population sought care.

Considering the unique situation, the Health sector under the Lebanon Crisis Response Plan (LCRP) remains committed in 2021 to supporting an equitable continuation of quality physical and mental health care services for displaced Syrians, vulnerable Lebanese individuals, Palestinian Refugees from Syria, and Palestinian Refugees from Lebanon through the national health system. Displaced non-Syrians,<sup>4</sup> including undocumented migrant workers, will benefit from the support offered by the Health sector's partners on a non-discriminatory basis.

The Health sector's theory of change is based on the premise that the removal of access barriers for the underserved, vulnerable, and marginalized groups through safe, dignified, accountable, and inclusive health and nutrition service provision will require coordinated interventions in different areas: a strong comprehensive and complementary primary, secondary,

and tertiary physical and mental health care system; effective outbreak and infectious diseases control; and increased access to adolescent and youth health programmes. These systems and programmes should be supported by accessible and good quality national data to inform monitoring of the situation and decision making. Data systems are available at the PHC and hospital care levels and are linked to the epidemiology surveillance unit under the Ministry of Public Health. The Health sector will extend its support in 2021 to enhance data collection and analysis, aiming for improved evidence-based programming. Using the national health system, these coordinated interventions aim to increase the equitable access to quality primary and hospital care of displaced Syrian and non-Syrian populations, including non-sponsored migrant workers, vulnerable Lebanese individuals, and Palestinian refugees from Syria and Lebanon. Additionally, excess mortality, morbidity, and disability, especially in poor and marginalized populations, will be reduced; healthy lifestyles will be promoted, with a highlight on smoking cessation; and risk factors to human health that arise from environmental, economic, social, and behavioural causes will be reduced. Health systems that equitably improve physical and mental health and nutrition outcomes and respond to people's legitimate demands will be promoted and financially fair. In addition, national policies will be framed; an institutional environment for the Health sector will be reinforced; and an effective health dimension to social, economic, environmental, and development pillars will be promoted.

Based on lessons learned during the implementation of the LCRP 2017–2020, the Health sector will keep on committing to align its areas of work in 2021 with the Sustainable Development Goals (SDGs), in particular SDG 3<sup>5</sup> with a focus on universal health coverage. The Ministry of Public Health response strategy,<sup>6</sup> drafted in 2015 and updated in 2016, serves as the guiding document for the LCRP Health sector.<sup>ii</sup> Activities under the LCRP fall within the scope of this strategy, starting from community outreach, awareness, and preventive activities to curative and referral services. By 2021 the strategy aims for the progressive expansion and integration of these services in the existing national health care system, in an effort towards universal health coverage.

The Health sector will continue its work to strengthen planning and coordination by reinforcing the existing coordination mechanisms, which are essential to ensuring a harmonized response and prioritization of services. The sector will also maintain close coordination and communication with the response mechanisms in place for the COVID-19 outbreak and the Beirut Port explosions. Strengthened planning and coordination will enable a more efficient and effective delivery of services, which is particularly important when considering the

(1) The response to the outbreak, considered a Public Health Emergency of an International Concern (PHEIC), was implemented following the eight universal pillars: country-level coordination, planning, and monitoring; risk communication and community engagement; surveillance, rapid-response teams, and case investigation; points of entry, national laboratories; infection prevention and control; case management; and operations support and logistics.

(2) Primary health care includes services such as: vaccination, medication for acute and chronic conditions, non-communicable disease care, sexual and reproductive health care, malnutrition screening and management, mental health care, dental care, basic laboratory and diagnostics, as well as health promotion.

(3) On 4 August 2020 a large amount of ammonium nitrate stored at the port of the city of Beirut, the capital of Lebanon, exploded, causing at least 203 deaths, 6,500 injuries, and US\$15 billion in property damages, leaving an estimated 300,000 people homeless. The response to the explosions was planned in line with both the COVID-19 action plan and the existing Health sector strategy, which aims to ensure equitable and sustainable access to quality physical and mental health care services for the vulnerable population in Lebanon.

(4) Displaced populations from other nationalities include people from Bangladesh, Egypt, Eritrea, Ethiopia, Iran, Iraq, Jordan, Nigeria, Sudan, and Yemen.

(5) SDG3: "Ensure healthy lives and promote well-being for all at all ages."

(6) The Ministry of Public Health Response Strategy serves four strategic objectives: increase access to health care services to reach as many displaced persons and host communities as possible, prioritizing the most vulnerable; strengthen health care institutions and enable them to withstand the pressure caused by the increased demand on services and the scarcity of resources; ensure health security, including a strengthened surveillance system for the control of infectious diseases and outbreaks; and improve child survival rates.

multifactorial nature of the ongoing crisis. Regular meetings, guidance development, information dissemination, consistent reporting, contingency indicators monitoring, and situation analysis will be maintained and reinforced to ensure a delicate and fluid coordination between the various forums,<sup>7</sup> avoid duplication, identify gaps in service provision, and advise on programme designs accordingly.

The Health sector's main priority will continue to be to shift the health response towards investments in strengthening the public health system and enhancing institutional resilience to sustain the provision and quality of services in order to achieve a positive and sustainable impact on health indicators for the medium and long terms. Direct service delivery components of the strategy will also be maintained to cover critical short-term needs for vulnerable people. In 2021 the sector will coordinate with the Immediate Response Model<sup>8</sup> and the national task force that it is working towards the development of a national unified long-term PHC subsidization protocol. The unified financial model will help to reduce out-of-pocket expenditure in a sustainable long-term approach that will enhance the resilience of the Health sector. Health partners will be encouraged to implement this model in the supported centres and to continue exploring in detail ways to further optimize the package of services offered (including financing mechanisms) to ensure an effective, cost-efficient and sustainable response. Health partners will additionally work to conduct an outcome and return on investment evaluation to measure the efficiency of the implemented activities. The sector will continue the work to strengthen the national health system by carrying out the interrelated health system functions of human resources, finance, governance, capacity-building, information, medical products (including personal protective equipment), vaccines, and data technologies. Because of variations among geographical areas, populations and facilities, the sector supports that decisions are made at all government levels (national, provincial, district, and regional) to empower decentralized decision-making and to encourage greater, more efficient and more homogenous delivery of health services. Given the large increase in demand for public services, the Health sector will explore innovative ways to engage with the private sector at the primary, secondary, and tertiary health care level. This will allow the public system to withstand the pressure caused by the increased demand and scarcity of resources.

The Health sector will also ensure that mental health

services are improved across Lebanon while having as an immediate priority the need to increase access to quality and evidence-based mental health services, including psychotropic medications<sup>9</sup> at three levels: 1) the PHC level, through trained and supervised staff as part of the subsidized packages; 2) the community-based level, through a multidisciplinary specialized team; and 3) the hospital level, through the establishment of psychiatry wards. The sector will additionally work to enhance key nutrition interventions, including skilled breastfeeding counselling, detection and management of all forms of malnutrition, and the provision of recommended micronutrient supplementation. To face the lack of up-to-date data on nutrition and the different forms of malnutrition, the sector will support a series of multisectoral assessments.<sup>10</sup> It will also actively contribute to the setting up and implementation of a multisectoral nutrition action plan and will support existing nutrition policies and surveys.

The sector will ensure that COVID-19 preventive measures are mainstreamed throughout all activities, including the safety of both health care workers and targeted populations.

Considering the economic situation, the increasing tensions between population groups around the issue of access to services, and the increasing poverty in the country, the Health sector will focus on balancing its targeting across all population groups, including displaced Syrians, and will increase its contribution to the Lebanese host community. Additionally, in an increased effort to mitigate social tensions, non-Syrian displaced populations, including non-sponsored migrant workers, will indirectly benefit from an increased access to primary and hospital care services offered by the sector's partners. Health programmes will be designed and planned to target the most vulnerable from all population cohorts based on a non-discriminatory approach, and therefore displaced population from different nationalities will benefit from the health activities offered under the LCRP following a targeting and prioritizing mechanism.<sup>11</sup> The sector will work to enhance referral mechanisms and to ensure equitable access to quality physical and mental health care to vulnerable populations, while prioritizing the most marginalized groups<sup>12</sup> and taking into consideration the gender balance and emerging needs (such as mental health and nutrition) of the most vulnerable populations, including infants, pregnant women, lactating mothers, adolescent girls, and older people.

In 2021 additional attention will be placed on strengthening the Health sector's commitment to mainstreaming protection through its interventions, reducing barriers for affected persons in accessing

(7) Lebanon Crisis Response Plan; Beirut Port explosions; COVID-19 outbreak; and the Reform, Recovery, and Reconstruction Framework for Lebanon.

(8) The primary health care department developed the Immediate Response Model (IRM) to coordinate the Beirut blast response and ensure the subsidization of a standardized package of services across all primary health care centres supported by national and international non-governmental organizations. The IRM is a temporary model that delineates the protocols of subsidizing primary care service packages and provider payment mechanisms. The IRM is to be implemented for three months in the area affected by the blast, while a more advanced long-term primary health care subsidization protocol is prepared and fine-tuned with the aim to be applied in a uniform way throughout the Ministry of Public Health's primary health care centres network. For this purpose, a joint national taskforce composed of the Ministry of Public Health primary health care department, relevant donors, United Nations agencies, and national and international non-governmental organizations was created.

(9) In line with the National Guide for Rational Prescription of Medication for priority mental health and neurological conditions.

(10) Assessments include a survey including anthropometric measurements; anaemia screening; and knowledge, practices, and attitudes on maternal, infant, and young child feeding.

(11) The targeting and prioritization mechanism for the Health sector are decided by every partner in coordination with the sector based on the programme and objectives.

(12) Marginalized groups include out-of-school, street, and working children, adolescents, and youth.



health services, improving accountability, and improving the quality of health care services. Particular attention will be paid to improving the responsiveness of complaint and feedback mechanisms within the primary health care centres; strengthening referrals of affected persons between PHC and other service providers; improving the use of data collected through referral and complaint and feedback channels to inform organizational learning; and promoting the adaption of the Vulnerability Assessment of Syrian Refugees in Lebanon and other surveys. Steps will also be taken to promote the inclusion of persons with disability and older persons<sup>13</sup> through their greater participation in needs assessments, disaggregated reporting, and adapted information provision and infrastructure. In this respect, specific efforts will also be made to adapt information materials and health awareness campaigns to reach working and street children to promote their access to health services. The sector will closely work with the Protection, Sexual and Gender-Based Violence, and Child Protection sectors to identify and respond to the needs of the target population and to mitigate protection risks associated with health activities, namely the access of undocumented individuals to health care and the retention of bodies and the confiscation of personal identification documents by hospitals.<sup>14</sup> Special attention will be paid to health interventions children under five years of age, pregnant and lactating women, adolescents (including adolescent girls married before the age of 18), youth, persons with disabilities, older persons, survivors of gender-based violence, persons living with HIV/AIDS, persons facing gender-based discrimination and other vulnerable groups. To assess challenges around access to health services, people of all ages and both genders will be equally consulted. Access to information on services and primary health care in general will be regularly monitored through consultations, assessments, and other forms of engagement, as well as through existing complaint systems.

The Health sector will increase its contribution in 2021 to strengthen public health knowledge and evidence-based practices implemented by sector partners. For this, the sector has established a research committee<sup>15</sup> with the objectives of decreasing duplication of assessments, channelling available research resources to the gap in information and not merely to academic interest, and ensuring ethical considerations are accounted for when the assessments or research target displaced populations and vulnerable communities. This LCRP health research committee will review planned assessments for justification and indications, methodology, ethical principles, and coordination with existing or planned assessments; and will review proposed research relating

(13) Older people were particularly affected by the blast and they continue to be a relatively high percentage of the population in the affected area. According to the assessment results of the Beirut port explosions by the Lebanese Red Cross, 57 per cent of people surveyed were aged 18–60 years (n=12,072), 24 per cent were over 60 years (n=5,038), and the remaining 19 per cent were under 18 years old (n=3,978). See <https://reliefweb.int/sites/reliefweb.int/files/resources/dm-rp-msna-dana-200825.pdf>.

(14) Hospitals implement such practices to pressure the patient to pay required fees.

(15) The research committee is composed by members nominated and selected with the possibility of rotational membership. Members are composed of the Ministry of Public Health, United Nations agencies, and international and national non-governmental organizations from the Health core working group.

to health among displaced and vulnerable populations and ensure that agreed criteria are met.

## Sector results: LCRP impacts and sector outcomes, outputs, and indicators

The Health sector has identified four main outcomes for the sector strategy in 2021 and its direct contributions to Impact 3: “Vulnerable populations have equitable access to basic services through national systems.” These outcomes are based on the sector’s analysis of the protective environment, taking into account the different challenges faced by age, gender, and diversity groups in accessing health services. The sector’s approach to the delivery of equitable services is strongly rooted in a vulnerability and rights-based approach to programming. Outputs and activities under each outcome of the strategy are designed to ensure that different groups have equitable access to affordable, essential, and high-quality prevention, promotion, treatment, and care services.

### Expected results

#### Outcome 1: Improve access to comprehensive primary health care (PHC)

Strengthening the health system remains a key priority in 2021 in light of the increasing demand on services and scarcity of resources. This will ensure greater geographical coverage and accessibility, including for people with disabilities, to quality primary and inclusive health care services. Under this outcome, it is assumed there will be an increased need for primary health care and that health partners will continue to provide support to the Ministry of Public Health’s PHC network, which provides equitable and affordable access to quality health services.

#### Output 1.1: Financial subsidies and health promotion provided to targeted population for improved access to a comprehensive primary health care package

The Health sector aims to support equitable access to comprehensive<sup>16</sup> quality primary health care to displaced Syrian and non-Syrian individuals (whether registered or non-registered as refugees by UNHCR) and vulnerable Lebanese, primarily through the Ministry of Public Health’s network of PHC centres and dispensaries (including the Ministry of Social Affairs’ social development centres in instances where there is uneven geographical coverage, or where the caseload is too heavy for the network to bear).<sup>17</sup> A specific focus will be to increase mental health and nutrition awareness and services to account for the increasing needs. Displaced non-Syrians will benefit from the PHC support offered by partners on a non-discriminatory basis. Support to the comprehensive PHC package in 2021 will take into consideration preventive measures to cope with the promotion.

(17) Palestinian refugees from Syria and Lebanon are an exception as their access to primary health care is through UNRWA clinics.

COVID-19 situation. Key elements under this output include:

- **Prioritize comprehensive financial support:** An improved comprehensive financial support will be provided to displaced Syrian and vulnerable Lebanese individuals, Palestinian refugees from Syria, and Palestinian refugees from Lebanon who are unable to access health services due to their economic conditions. Non-Syrian displaced populations, including non-sponsored migrant workers, will benefit from increased access to primary and hospital care services offered by sector partners based on a non-discriminatory approach. Health partners will continue to support better access by reducing cost-related barriers, such as doctor's fees, additional treatment, and transportation expenses through complementary programme activities. Partners will provide additional focus to ensure a balanced targeting among population cohorts and to increase targeting to vulnerable Lebanese individuals, considering the ongoing crisis and financial hardship. The sector's partners will be encouraged to adopt the long-term primary health care subsidization protocol<sup>18</sup> that is elaborated by the national taskforce and that should be implemented in all PHC centres. This will be closely monitored in 2021 to identify best practices that can be further developed and expanded to ensure better health outcomes over the long term.
- **Use of mobile medical units on exceptional basis:** The Health sector will aim to provide PHC services through mobile medical units only on exceptional basis. In areas where there is no primary health care coverage and in security-related and emergency situations, activities such as vaccination campaigns, outbreak investigation and response, and the provision of PHC will be provided through mobile medical units linked to the closest fixed PHC centre. While implemented in-line and in collaboration with existing national structures/mechanisms, this will allow the sector to contain outbreaks and to increase access to PHC services in case of a deteriorated situation. Consequently, this will contribute to decreasing morbidity and mortality rates. While using mobile medical units when necessary, the sector will at the same time ensure that access to primary PHC centres is promoted and restored as soon as possible.
- **Strengthen health promotion and community outreach:** The Health sector will strengthen facility-based health promotion and community outreach activities on various health topics (e.g., vaccination, pregnancy care, family planning, communicable and non-communicable diseases, mental health, COVID-19 prevention, etc.). Considering the increased needs across all population groups, the sector will support a scale up of awareness-raising activities related to recommended infant and young

child feeding practices, optimal nutrition, and malnutrition detection management and prevention. The availability of skilled breastfeeding counselling services will be ensured in the PHC centres. Efforts will aim at increasing awareness on the availability and acceptability and therefore accessibility of services (including nutrition, mental health, and gender-based violence services) at the facility and community level. This will always be conducted through making updated information available to the population in need, including service mapping, both online and in printed health brochures, with targeted and relevant health information. The use of media will also be considered for a broader communication when needed given the role that the media can play in promoting healthy lifestyles. Health partners will harmonize health messages and target women and men within communities to influence decision-making and ensure an environment that is supportive of positive health-seeking behaviours. Awareness-raising will also include the development and design of information packages and employing various dissemination methods, in consultation with affected communities to ensure that the materials are appropriate and accessible to all groups, including people with specific needs and older persons. Where possible, intersectoral linkages will be made to maximize health education dissemination channels including through education facilities and after-school accelerated learning programmes for children who work, and through the Protection and Child Protection sectors for the dissemination of health related messages and information in women's and girl's safe spaces, community centres and child-friendly spaces. The sector will also expand its support to the Ministry of Education and Higher Education to strengthen COVID-19 preventive measures in schools. The provision of information and education along with addressing other accessibility barriers will contribute to decreasing social stigma and increasing demand for primary health care. Consequently, health promotion will increase equitable access to quality PHC, including increased demand for preventive care; and thus, help to avoid preventable medical complications.

- **Strengthen complaint and feedback mechanisms:** Fifty out of 242 Ministry of Public Health's PHC centres have active complaint and feedback mechanisms to ensure patients can report any challenges. The mechanisms are accessible for all groups, including people with disabilities, older people and youth, and the data is recorded and managed confidentially. In addition, information on the Ministry's 24/7 hotline, which displaced populations can call for feedback and complaints, is circulated on a regular basis. The Ministry of Public Health uses all possible resources to respond to all complaints; however, additional support from the Health sector is still needed to strengthen and expand the current feedback mechanism<sup>iii</sup> and to collect and analyse

(18) See note 8.

data. Supporting the complaint and feedback mechanism will improve the service delivery and the accountability for affected populations, enhance public trust, and inform the design of the programmes – thus, increasing demand for and access to primary health care, including mental health services. In 2021 the sector will support the roll out of a hotline to request infant and young child feeding support, and will report violations of Law 47/2008 regarding breastfeeding protection and the promotion and aggressive marketing of breastmilk substitutes.

The target for 2021 is 4,950,763 subsidized or free consultations provided at the PHC level to displaced Syrian and vulnerable Lebanese individuals and Palestinian refugees from Syria and Lebanon. Consultation monitoring will be disaggregated by age and sex to allow for gender analysis of potential barriers to PHC access that need to be addressed. To improve access of the vulnerable population to mental health, 5 per cent of the population in need will be targeted, and monitoring of mental health consultations will be disaggregated by population cohort, age, and gender. To monitor malnutrition among children under five, 30 per cent of the total number of children in need will be screened, and the actual numbers will be monitored through clinic-based growth monitoring screenings for acute malnutrition data.

#### **Output 1.2 - Free of charge chronic disease medication provided at primary health care centre level**

The Health sector will continue to advocate for the timely procurement of quality chronic disease medications and the equitable distribution to the population in need. Health partners will support the Ministry of Public Health to accurately estimate the medication needs based on utilization, co-morbidity data, and previous stock interruptions. The provision of chronic disease medications free of charge will contribute to enhancing the quality of life for persons with chronic diseases, increase financial access to primary health care, decrease the burden on secondary health care, and reduce the high cost of hospitalization resulting from poorly controlled chronic medical conditions. Consequently, it will also decrease the morbidity and mortality rates. Institutional support and health system strengthening initiatives, such as training on medication and stock management, remain key to improving the existing health network. Improved supply chain management remains essential since even when funds are available medications should be distributed in a timely and consistent way. This includes electronic health records, electronic stock inventory, and data-driven decision-making to maximize the efficient use of resources. By investing in supply chain management, the efficiency of the system will increase when the supply of medications will be available.

In 2021 the Health sector will target 230,000 individuals

who are enrolled in the national chronic disease medications programme at the Ministry of Public Health. This includes 172,500 Lebanese and 41,400 displaced Syrian individuals, 9,177 Palestinian refugees from Syria and 6,923 Palestinian refugees from Lebanon, all of whom are receiving chronic medication free of charge through UNRWA clinics. The sector will be flexible to target additional 10 to 15 per cent of vulnerable Lebanese given the current deteriorated economic situation.

#### **Output 1.3: Free acute disease medication, medical supplies, and reproductive health commodities provided at the PHC centre level**

The Health sector will support the Ministry of Public Health in the provision of acute disease medications free of charge, as well as medical supplies and reproductive health commodities for displaced Syrian and vulnerable Lebanese individuals while taking into consideration the current chronic disease medications shortage.<sup>19</sup> Displaced non-Syrians will also benefit from the primary health care support offered by partners on a non-discriminatory basis. Increasing support for the growing number of vulnerable Lebanese individuals will be key in 2021, given the deteriorating economic situation and the potential subsidies withdrawal. Another focus will be extending support to an efficient and timely supply chain management. The sector will continue to advocate for funding and will aim at aligning the list of acute disease medications with the treatment protocol. Health partners will closely coordinate to accurately estimate the needs and support in the procurement of acute disease medications as well as other medical commodities. This support will lead to increased availability of supplies, decreased financial barriers and support for greater access to primary health care. Furthermore, the free provision of acute disease medication contributes to an enhanced preventive programming, thus decreasing the risk of complications and the need for hospital care. Without timely access to quality acute disease medications, medical supplies – including personal protective equipment and reproductive health commodities – the risk of COVID-19 infection and preventable hospitalization will increase in Lebanon, which will increase the financial burden and negatively impact health indicators, especially for morbidity and mortality rates, including neonatal and maternal mortality. The sector will aim to ensure that the current mechanisms of national drug procurement for acute disease medications, medical supplies, and reproductive health commodities (including family planning commodities and post-exposure prophylaxis kits) are aligned with the existing needs of vulnerable Lebanese and displaced Syrian individuals, as well as other population groups, and should avoid any duplication for parallel procurement mechanisms by health partners.

(19) Procurement of personal protective equipment and infection, prevention, and control kits for the prevention of COVID-19, as well as trauma and first aid kits as a response to the Beirut Port explosions, will be ensured through the stand-alone respective emergency responses.



In 2021 the Health sector will increase its target to some 2.4 million displaced Syrian and vulnerable Lebanese individuals within the existing primary health care channels, as well as to 47,700 Palestinian refugees from Syria and Palestinian refugees from Lebanon through UNRWA clinics.

**Output 1.4: Free routine vaccination provided for all children under five at the PHC centre level and through vaccination campaigns**

Due to the multiple crises in 2020, the number of children under five receiving their routine vaccination was reported to be below the annual average. In 2021 the Health sector aims to support the Ministry of Public Health to achieve 100 per cent vaccination coverage of displaced Syrian children, Palestinian refugee children from Syria and Lebanon, and vulnerable Lebanese children,<sup>20</sup> based on the national vaccination calendar. This requires the enforcement of the Ministry of Public Health's policy related to the provision of free vaccination at the primary health care level as well as the expansion/acceleration of routine vaccination activities with a focus on low vaccination coverage areas<sup>21</sup> and the improvement of the cold chain and supply systems. Outreach activities related to vaccination will be coupled with malnutrition screenings under Output 1.3, and referrals, if needed, to maximise impact of outreach efforts. This will be done through increased awareness on the availability of free vaccination services coupled with infection, prevention, and control measures at PHC centres, and by supporting the Ministry of Public Health to increase its COVID-19 prevention activities and its internal monitoring, especially when the patient is being charged for vaccination. Vigilance is required to ensure that Lebanon remains Polio free, and to contain any possible outbreak. To this end, a national measles campaign, initiated in 2019, was expanded through 2020 to ensure the interruption of the disease transmission and to allow Lebanon to accelerate its progress towards the elimination of measles. Despite multiple challenges,<sup>22</sup> the Ministry of Public Health launched the second phase of the measles campaign on 14 October 2020 with the aim of targeting all the remaining Lebanese cadastres. Advocacy to endorse legislation on free vaccination in PHC centres remains key to ensure greater vaccination coverage and to prevent further outbreaks. In addition, a more systematic vaccination process needs to be developed and endorsed for official return activities. The efforts of the Health sector to ensure that free vaccination is provided for all children under five will positively impact the vaccination status of the children in Lebanon, prevent vaccine preventable diseases and consequently decrease morbidity and mortality.

In 2021 the sector is targeting 482,000 children under

five<sup>23</sup> to receive routine vaccinations to be distributed among displaced Syrians, vulnerable Lebanese, and Palestinian refugees from Syria and Lebanon at the PHC level.

**Output 1.5: Free COVID-19 vaccine provided to priority groups**

Lebanon has officially requested to reserve COVID-19 vaccine doses for 20 per cent of the resident population from all population cohorts, including displaced individuals. Due to the high cost of the vaccine doses<sup>24</sup> and to the ongoing economic crisis, the support of the international community will be needed to help the Government of Lebanon procure the needed quantities, identify the priority groups,<sup>25iv</sup> and implement an efficient vaccination programme accordingly. Support to strengthen the national cold chain management system and vaccine logistics remains key for the provision of quality vaccination services.

The 20 per cent target is equivalent to around 1,115,000 individuals segregated by nationality.

**Output 1.6: Primary health care institutions' service delivery supported**

The expansion of the Ministry of Public Health's network of PHC centres to up to 250 centres distributed equitably across Lebanon and the enhancement of the quality of services and the physical structure will all strengthen the capacity of the Ministry to respond to the PHC needs of displaced Syrians and vulnerable Lebanese. Moreover, support across most primary health care centres is required in terms of increasing human resources, as they are understaffed and overloaded. By providing staffing support, the Health sector will contribute to enhancing central data collection and analysis, to decreasing the workload at the facility level, and to increasing the ministerial capacity to respond to increased demand.

Nevertheless, the sector needs to identify and prioritize support for essential staff whose services are critical over the long run, which will allow the Ministry to retain trained and qualified personnel. Health partners will continue providing equipment, including personal protective equipment and infection, prevention, and control kits not only to respond to current needs, but also to replace old and deteriorating equipment. This will allow the centres to deliver quality services and to expand the current coverage, which increases availability and therefore enhances access to primary health care services for vulnerable groups. Additionally, the sector will aim to build the capacity of staff through ongoing training, coaching, and supervision according to identified gaps. These trainings will include modules

(20) It is estimated that 50 per cent of vulnerable Lebanese children receive vaccination through the public health system, while the remaining 50 per cent receive vaccination through private health systems.

(21) Results of the annual WHO Expanded Programme on Immunization coverage cluster survey.

(22) The main challenges are represented by acceptance, lockdown and mobility, and fear of COVID-19 infection.

(23) Based on the LCRP population package for 2021, children under five are 5.5 per cent of the Lebanese population, 16.7 per cent of the displaced Syrian population, and 9.7 per cent of the Palestinian population.

(24) It is estimated that one vaccine dose costs around \$10.55 as ex-factory price, with an expected two-dose regimen per person.

(25) Based on the Fair Allocation Framework for COVID-19 the three groups of people as highest risk who should get priority access to COVID-19 vaccines are frontline health and social care workers, people over the age of 65, and people under 65 who have underlying health conditions.



on soft skills,<sup>26</sup> safe identification and referral of survivors of sexual and gender-based violence, and survivor-centred approaches – all with a focus on respecting confidentiality and non-discrimination. In 2021 the sector will support the roll out of a training led by the Ministry of Public Health on infant and young child feeding, counselling, and standard operating procedure<sup>v</sup> to improve knowledge and address inadequate practices related to inadequate breastfeeding initiation and the separation of mother and baby at birth. Trainings will target midwives, but also paediatricians, gynaecologists, and infectious diseases specialists, among others. Building the capacity of health care providers will lead to enhanced quality of service provision and therefore to increased trust towards the public services, which will in turn positively impact the access of vulnerable groups to PHC services. Notably, the sector will encourage an equal ratio of female/male staff to be trained.<sup>27</sup> It will also focus on capacity-building as well as monitoring key quality indicators for improved quality of care through increased coordination between partners and the use of common tools.

The sector will support the Ministry of Public Health to strengthen its accreditation programme<sup>28</sup> and internal monitoring and evaluation measures at the primary health care level. It will particularly focus on compliance with the national health strategy, especially in relation to harmonized costs for services on the basis of the unified model under elaboration by the national health taskforce, and on ensuring free immunization services at all centres – especially in relation to a unified costing system, including the provision of free vaccination.

Additionally, the Health sector will explore ways to support the expansion of the existing health information system. Electronic patient files for beneficiaries were established, along with a medication electronic monitoring system,<sup>29</sup> in 13 PHC centres. The data collected through the centres will be further expanded and strengthened to ensure harmonized reporting through common tools and indicators as well as on the quality of service provision, including relevance, accuracy, completeness, and timeliness. This will lead to more regular access to data, which will help to inform future health care priorities. The nutrition surveillance system will be strengthened and used to inform nutrition programming. In addition, a multisectoral nutrition assessment will be conducted, including a survey to identify the prevalence of acute and chronic malnutrition and anaemia. This survey will be used as a basis to scale up nutrition programming.

The sector aims to target all the primary health care centres in 2021 within the Ministry of Public Health's network.

Risks associated with the outputs under Outcome 1 range from the lack of available funds to ensure timely and quality subsidized PHC services to the non-compliance of PHC centres with the instructions provided by the Ministry of Public Health, regarding hidden costs.<sup>30</sup> This may result in decreased access to PHC services and could increase demand for complicated secondary health care. Therefore, vulnerable populations face challenges to access needed health care, which will jeopardize their health status and put them at risk of health complications. In addition, financial hardship will increase and national health indicators, including morbidity and mortality, will be negatively affected. Efforts from health partners are needed to advocate for funding in order to support strengthening the health services for the growing number of vulnerable populations, given the ongoing multiple crisis. Partners need also to maintain and expand support to the Ministry of Public Health in order to improve internal monitoring and evaluation measures. With time, and as the Ministry's capacities are strengthened, the institutional support is expected to progressively decrease.

## **Outcome 2: Improve access to hospital (including Emergency Room care) and advanced referral care (including advanced diagnostic laboratory and radiology care)**

The sector aims to provide hospital care to 12 per cent of each population group. In addition, through health partners, in 2021 the sector will encourage and support hospitals to join the World Health Organization's baby-friendly hospital initiative<sup>vi</sup> and to follow the national nutrition guidelines for pregnant women with COVID-19.<sup>vii</sup>

### **Output 2.1: Financial support provided to targeted population for improved access to hospital and advanced referral care**

The Health sector aims to ensure access to hospital and specialized referral care for all displaced Syrian individuals (whether registered or non-registered as refugees by UNHCR), Palestinian refugees from Syria, and Palestinian refugees from Lebanon in need of hospital care.<sup>31</sup> Health partners will continue to provide financial support to targeted populations through the implementation of cost-sharing mechanisms. The main activity under this output is the provision of financial support to access hospital services. This is currently done primarily through the UNHCR referral care programme,<sup>viii</sup> which covers 75–90 per cent of the hospital bill and targets displaced Syrian and non-Syrian individuals,<sup>32</sup> as well as through UNRWA's hospitalization policy for

(26) As an example, the Clinical Management of Rape Training targeting health staff includes a module on soft skills

(27) It is observed that more female health staff attend trainings compared to male health staff, which is reflective of the general health workforce.

(28) In 2008 the Ministry of Public Health initiated work on an accreditation mechanism for primary health care centres aiming to include all network centres to monitor and ensure quality. The accreditation programme is fully funded by the Ministry of Public Health and is implemented by the primary health care department

(29) PHENICs: a health information system to link and unify the network of primary health care centres.

(30) Examples of hidden costs are a charge for opening a file and a consultation fees prior to providing free vaccination.

(31) This includes advanced diagnostics, laboratory tests and radiology (on an outpatient basis), and admission to hospital, including Emergency Room care.

(32) As of July 2018, changes were implemented in relation to the Referral Secondary Healthcare Programme to reduce the overall cost of the referral care programme, to increase protection for beneficiaries whose patient shares are substantially high, and to simplify and improve the efficiency of the process. The new cost-sharing mechanism requires displaced Syrians to first contribute \$100, with the remaining 75 per cent of the cost being covered. Nevertheless, beneficiaries never pay more than \$800. In 2020, given the decreased capacities to pay patient shares, the referral secondary health care programme (updated in 2018) was revised to reduce financial hardships for both displaced populations and hospitals. The revised cost-sharing scheme was implemented for a limited time period (five months) and will probably not be extended beyond 2020.

Palestinian refugees from Syria and Palestinian refugees from Lebanon. In complementary manner, health partners will continue to provide financial support to cover 10–25 per cent of the patient's share based on a prioritization approach specified by every partner in consultation with the Health sector. Partners will also aim to cover those conditions that fall outside of UNHCR or UNRWA hospitalization schemes.

Given the ongoing crisis and the growing number of vulnerable Lebanese, health partners in 2021 will aim to add vulnerable uninsured Lebanese individuals as a new target in a cost-sharing scheme mechanism that includes public and private hospitals for those covered by the Ministry of Public Health as a last resort. Health partners will also aim to cover the patient share for vulnerable Lebanese individuals after being admitted and supported by the Ministry of Public Health. Partners will on exceptional basis and following a prioritization approach cover uninsured Lebanese patients who fall outside the coverage criteria of the Ministry of Public Health. The sector will consider public communication channels to inform the Lebanese population about the hospital care support programmes.

A national taskforce will be established to develop a unified model for the subsidization of hospital care for the vulnerable population where the mechanism put in place is well defined and coordinated among relevant stakeholders, including the Ministry of Public Health. This will help in identifying coverage criteria and avoiding duplication, and therefore support donors in financing the new target group of vulnerable population to access hospital care.

The financial support provided helps to decrease mortality rates and enhances the quality of life. In addition, it will contribute to enhancing neonatal and maternal health by supporting hospital-based deliveries and neonatal services. Social tension will also be mitigated through the balanced targeting approach. Considering the high cost of hospital care services in Lebanon and the increasing economic vulnerabilities across all populations, health partners need financial resources to maintain the current levels of financial support provided. Additional resources are also needed to expand the support to medical conditions that do not fall under the current schemes, and to support hospitalization for mental health conditions given the increased needs and scarce resources in terms of financials and hospitals capacity.<sup>33</sup>

In 2021 the sector will target 105,553 displaced Syrian individuals,<sup>34</sup> 123,580 Lebanese individuals,<sup>35</sup> 3,324

(33) Considering the COVID-19 situation, some hospitals shifted the beds dedicated to mental health towards COVID-19 treatment.

(34) This figure is based on the number of displaced Syrians registered by UNHCR as refugees, equivalent to 879,529 (as of end of September 2020). It is important to note, however, that all displaced Syrians (estimated by the Government of Lebanon at 1.5 million), whether registered or non-registered with UNHCR as refugees, are eligible for hospital coverage according to UNHCR Standard Operating Procedures for Referral Care.

(35) The Health sector target is 50 per cent of the Lebanese population in need. Estimates reveal that more than 55 per cent of the country's population is now trapped in poverty and struggling for bare necessities and that more than half of the Lebanese population (53.3 per cent) is not covered by any form of health insurance. The number is calculated based on the assumption that 12 per cent of the uninsured population will need access to hospital care (half of which is targeted in the LCRP).

Palestinian refugees from Syria and 2,400 Palestinian refugees from Lebanon receiving hospital services. The targets are calculated based on a 12 per cent hospitalization rate for all population cohorts.<sup>36</sup>

## Output 2.2: Public and private hospital service delivery supported

The sector aims to support public hospitals through the provision of equipment to address shortages and replace old and deteriorated ones, and to establish psychiatric wards in the North, South and Bekaa governorates. Interventions will also include supporting hospital staffing capacity, as well as building the capacity of hospital staff through trainings and follow up (including management of psychiatric emergencies). The sector will encourage training of an equal ratio of female to male staff. In response to the COVID-19 outbreak in refugee settings, the Health sector built on the financial support provided over the years for the hospitals to withstand the increasing pressure and to cover hospitalization fees for Syrian and non-Syrian displaced individuals. Further, it supported and expanded the capacity of hospitals<sup>37</sup> to equitably implement free testing and case management for displaced populations. The additional capacity built to support the COVID-19 response can be used in the future for general health responses in the supported hospitals given the multi-use specification of the support. The Health sector will support public hospitals with fuel distribution to reduce their financial hardship, and it will continue to advocate that support of governmental hospitals be permitted in US dollars rather than in only the Lebanese pound. Additional funding needs to be provided for hospitals to join the World Health Organization's baby-friendly hospital initiative.<sup>38</sup> In terms of data collection and analysis and given the increased rates of neonatal mortality among the displaced population, the sector will work closely with and support the Ministry of Public Health to monitor and analyse the neonatal mortality rates among Lebanese.

Given the current multiple crises and the lack of intensive care unit bed capacity at the hospital level, the Health sector will work in 2020 to elaborate an initiative for an effective home-based treatment linked with the national initiative of the Ministry of Public Health to promote palliative care.

In 2021 the sector will support 15 hospitals to respond to COVID-19 needs and 20 hospitals to join the WHO's baby-friendly hospital initiative.

The risks associated with the outputs under Outcome 2 are both institutional and individual. At the institutional level, public and private hospitals are facing financial challenges to procure and maintain their medical equipment due to their limited ability to pay in hard

(36) The hospitalization rate does not include health interventions done on an outpatient basis, such as dialysis.

(37) UNHCR is expanding and rehabilitating the capacity of public and private hospitals across Lebanon to receive and treat COVID-19 patients free of charge and to avoid competition for care. Support includes beds, intensive care units and equipment installation.

(38) WHO, UNICEF (2018), "Protecting, promoting, and supporting breastfeeding in facilities providing maternity and new-born services: The revised Baby-friendly Hospital Initiative," <https://www.who.int/nutrition/publications/infantfeeding/bfhi-implementation/en/>.

currency. Consequently, some have decreased staffing, working hours and have even closed several wards. COVID-19 has further challenged the hospitals, which were obliged to implement strict infection, prevention, and control measures to deal with the outbreak. Three major hospitals in Beirut were severely damaged following the Beirut Port explosions, which has increased the burden on the already overstretched health system. At the individual level, vulnerable populations are unable to access hospital care easily due to the higher costs resulting from currency inflation and countrywide COVID-19 lockdowns and fear of infection. The decreased funding and the consequences of the revised UNHCR referral care standard operating procedure that imposes a higher patient share on displaced Syrian individuals<sup>(39)</sup> presents an addition risk.

In 2020 the referral care standard operating procedure was revised again to support both displaced individuals and hospitals, but this was temporary and will not likely be extended to 2021. An additional risk is the lack of interest in the support of expensive services, such as dialysis, cancer, thalassemia, haemophilia and others, which will decrease health access and contribute to an increase in morbidity and mortality rates. Health partners can mitigate these risks through advocacy for funding, extended support for public hospital care, reinforced public-private hospitals partnership to cover uninsured populations in private hospitals and increase access to care and strengthened coordination, whereby available funds equitably target the most urgent needs. An additional mitigation measure would be to increase and strengthen preventive primary care, such as vaccinations, antenatal/postnatal care, family planning, and early detection and non-communicable diseases programmes so that complications are prevented and hospital care is not needed.

### **Outcome 3: Improve outbreak and infectious disease control**

Ensuring that Lebanon has in place a national diseases surveillance capacity, with emphasis on early warning alerts and response system (EWARS), is essential considering the numerous challenges that exist. The system helps in estimating the number of children who have dropped out from routine immunization; understanding the potential health risks associated with environmental degradation, such as waterborne diseases; as well as evaluating the impact of poor water, sanitation and hygiene (WASH) conditions in informal settlements. Moreover, it allows the identification of risks associated with acute intoxication by chemicals, pesticides, or bacteria (e.g., food poisoning). The health system should be reinforced in line with the international health regulations' requirements, especially for cross-border population. Additionally, outbreak preparedness and response should be maintained; and the surveillance unit at the Ministry of Public Health needs to be further strengthened with human resources and information and communication technology to be able to maintain the

testing, tracing and referral for treatment strategy. The epidemiology surveillance unit will need to be supported for accelerating decentralization of surveillance at the district level. In 2021 the sector is targeting 906 EWARS centres.

#### **Output 3.1: The National Early Warning and Response System (EWARS) expanded and reinforced**

The sector will strengthen outbreak control by expanding and building the capacity of the Ministry of Public Health to use the EWARS. This system provides critical data in a timely manner and helps to inform monitoring, planning, and decision-making in any outbreak containment and response. Between 2015 and 2019 support was provided for the development of an information technology platform (DHIS2) established in around 950 health facilities.<sup>(40)</sup> In the surveillance strategic framework and plan of action, support in 2021 will focus on: the harmonization of the health reporting system, the expansion of the national early warning and response system to multidisciplinary stakeholders (such as the Ministry of Agriculture), and the improvement of information flow within the Ministry of Public Health departments and between the Ministry and other concerned stakeholders.<sup>(41)</sup> Further support is needed in terms of data analysis and the decentralization of surveillance and decision-making in terms of public health measures at the district level.

The expansion of the national EWARS and its decentralization will target all primary health care centres within the Ministry of Public Health's network, laboratories, and hospitals, as well as the epidemiology surveillance unit at the national level. Priorities for 2021 include the reinforcement of 50 existing surveillance sites and the expansion to 100 new sites, in addition to the expansion of COVID-19 testing and tracing capacity and the decentralization of surveillance in the 27 Lebanese districts. To ensure positive outcomes, staffing and logistical support together with IT systems development and equipment is required, as are technical support missions, joint training for surveillance and response teams and close monitoring of the accuracy, timeliness and completeness of reporting.

#### **Output 3.2: Availability of selected contingency supplies ensured**

The sector will ensure that a four-month stock of selected contingency vaccines, emergency medications, therapeutic foods, micronutrients, laboratory reagents, response kits, and personal protective equipment for quick and effective response to outbreaks is available and maintained.

#### **Output 3.3: The National Tuberculosis and Acquired Immunodeficiency Syndrome (AIDS) Programmes strengthened**

(40) Health facilities include primary health care centers, dispensaries, and hospitals.

(41) With the advent of COVID-19, additional support was provided in terms of human resources, provision of testing kits and personal protective equipment to the surveillance teams, as well as development of information technology applications for the call centre, the positive cases tracing programme, and other technical support.

(39) UNHCR reported a lower admission rate to hospital care in 2019 compared to 2018, and this is believed to be related to the new referral care standard operating procedures (SOPs).



The Health sector will continue supporting the national tuberculosis programme through staffing, capacity-building, procurement of necessary material, the renovation of centres (especially after the Beirut Port explosions) and the procurement of anti-tuberculosis drugs, ancillary medicines, and other consumables. Additional support will be provided to implement infection, prevention, and control measures in the centres to prevent the spread of COVID-19. By implementing these activities, the Health sector will contribute to preventing, identifying, and treating tuberculosis cases in a safe and dignified manner, which will decrease morbidity and mortality rates.

In 2021 the sector is targeting 658 beneficiaries.

As for the national AIDS programme, the sector aims at supporting the development of a protocol for testing, including screening for the Human Immunodeficiency Virus (HIV) and sexually transmitted infections in key population groups, doing confirmatory testing for positive cases, and starting antiretroviral therapy for all HIV cases as soon as diagnosis is confirmed. This will lead to a dramatic reduction in HIV-associated morbidity and mortality<sup>xi</sup> and to an increase in life expectancy of patients with HIV infection.

In 2021 the sector is targeting 1,800 patients. In addition, the sector aims to train 65 health care workers on the detection and care for Tuberculosis and HIV.

If support of the Health sector is not maintained under the above-mentioned outputs under Outcome 3, the ability of the country to ensure the continuation of care amid the ongoing crises and to respond to outbreaks will be jeopardized, which could lead to increased outbreaks of vaccine preventable diseases, and in turn to subsequent morbidity and mortality. Hence, the need to: i) maintain the level of support provided to the national surveillance system; ii) increase trust towards public services; iii) strengthen the preventive care system; iv) mainstream COVID-19 prevention; and v) increase outbreak preparedness.

#### **Outcome 4: Improve adolescent and youth health**

Investments in adolescent and youth health, in parallel with building the capacity of local institutions, including community centres and schools, is considered an added value to the community that will have lifelong positive effects on both the individuals and the local institutions. Consequently, this outcome will be achieved through the following two outputs.

##### **Output 4.1: School health programme (MoPH/WHO/MEHE) maintained**

The Health sector will continue supporting the Ministry of Education and Higher Education/Ministry of Public Health/WHO's school health programme, which will be expanded to an additional 25 public and 25 semi-private schools and 25 vocational trainings in 2021. Activities within this programme consist of school health and nutrition education; opportunities for physical education and recreation; and programmes

for counselling, social support, adequate nutrition, and mental health promotion. Maintaining the school health programme will lead to creating a healthier physical and emotional environment for adolescents and youth, and will enhance education outcomes that will lead in the long run to a more productive community. Other activities include the provision of support for the school E-health medical records (procurement of information technology equipment and capacity-building) as well as support for the healthy school environmental project. Support for the school health programme in 2021 will focus on awareness-raising and on ensuring COVID-19 protection and prevention measures.<sup>42</sup> Physical distancing techniques and personal hygiene kits will be made available in all public schools. Guidelines for reporting, isolation, quarantine, and case referral at schools will be widely disseminated.

In 2021 the sector is targeting 1,300 schools.

##### **Output 4.2: Access to health care information for the most vulnerable adolescent and youth increased**

Marginalized adolescents and youth will be targeted to ensure that health care information reaches out-of-school, street and working children, young people and adolescents through a gender-sensitive approach. Information will include: i) the adoption of awareness materials and outreach methods; ii) strengthened referral of at-risk children and adolescents to case management agencies; iii) promoting other agencies to refer at-risk young people to health care providers; and iv) improving the reach of vaccination through tailored vaccination campaigns and COVID-19 prevention, mental health and sexual and reproductive health activities.

In 2021 the sector is targeting 444,914 adolescent and youth.

Whereas, the turnover may be a risk factor associated with the above-mentioned Output 4.1, identifying and building the capacity of essential staff remains key to sustaining the available services at different levels. The lack of data on out-of-school children, youth, and adolescents is a risk for the programming of Output 4.1. Social stigma is another risk to engage adolescents regarding mental, sexual, and reproductive health issues. A participatory community approach and close coordination with the Protection and Child Protection sectors are needed to increase evidence-based programming and to mitigate the above-mentioned risks. In addition, greater coordination with these sectors is needed to adapt health awareness and information materials and campaign outreach methods to reach working and street children.

In line with the assumptions, associated risks and mitigation measures mentioned at every outcome level, needs prioritization remains vital to ensure a timely response to any funding gap. While the Health sector will aim to ensure that all activities under the strategy are covered, while keeping close coordination

(42) WHO will secure around 50,000 rapid COVID-9 antigen tests, which will allow rapid diagnosis of suspected cases at schools and timely decisions for public health measures.



and communication with the COVID-19 and Beirut Port explosions responses, priority will be given to increasing equitable and inclusive access of vulnerable population to lifesaving primary and hospital care and to strengthening outbreak prevention and control. In line with LCRP Steering Committee guidance, the Health sector Steering Committee will ensure the alignment of un-earmarked funds to key priorities and underfunded needs of the LCRP. The sector strategy does include different levels of priority needs for various vulnerable groups, but the implementation of activities is conducted based on the most urgent lifesaving ones. Second priority outputs will only be tackled when and if the urgent needs are met. In addition, supplementary research is ongoing<sup>43</sup> for increased evidence-based programming and decision-making. This is particularly applicable in the case of developing cost-effective strategies for the provision of subsidized packages of care that are harmonized and complemented to strengthen the national health system.

## Identification of sector needs and targets at the individual/households, community and institutional/physical environment level

The Health sector calculates the number of displaced Syrian individuals in need based on economic vulnerability, whereby data from the 2020 Vulnerability Assessment of Syrian Refugees in Lebanon<sup>xii</sup> indicates that 91 per cent of displaced Syrian individuals are living below the poverty line compared to 73 per cent in 2019. The number of displaced Syrian individuals in need and targeted by the sector is 1,365,000.

All 27,700 Palestinian refugees from Syria are considered in need and are targeted by the Health sector. The number of Palestinian refugees from Lebanon considered in need is based on economic vulnerability data indicating that 65 per cent of Palestinian refugees from Lebanon (equal to 117,000) are living below the poverty line. Although 117,000 Palestinian refugees from Lebanon are considered in need, 20,000 are targeted under the LCRP, with the remaining eligible for support through UNRWA.

The sector targets 50 per cent of the Lebanese population in need,<sup>44</sup> <sup>xiii</sup> which is equivalent to about 1,063,000 individuals for general health services (vaccination, medication, etc.) and 12 per cent (123,580) in need of hospital care.<sup>45</sup> <sup>xiv</sup>

It is important to note that there is a wide array of health services provided by actors outside of the LCRP who therefore do not report against the LCRP targets. Solid

coordination, consolidation, and exchange of health information are to be strengthened under the LCRP 2021.

## Assumptions and Risks

In addition to the ones associated with every outcome, assumptions and risks divide into three main areas: funding, equity, and data.

It is assumed that the global community continues to support the Health sector and that support to health system strengthening will increase. There is a risk that weakened global financing for health coupled with the current Lebanese socioeconomic crisis and austerity plan (including the subsidies withdrawal) may weaken the health care system and delay or impede health programming. This, in turn, would further restrict the access of vulnerable populations to primary, secondary and tertiary health care.

It is safe to assume that the Health sector remains determined to equitably expand access to health services and information. There is the risk, however, that the focus is on health access and quality for the broad majority, with insufficient attention to equity. Pressures to support health systems without a strong equity focus could exacerbate inequities in both the supply and demand side of accessibility. A key role will be to draw attention to those 'left behind' and the most marginalized and priority groups, and to review systems and policies not only for achieving better averages but to become more inclusive and equitable.

Administrative data systems should be able to track access and health outcomes and point to health system gaps. There is a real risk that the available data do not sufficiently disaggregate, preventing the development of measures to reach and support those left behind. Data may not be available, especially on quality, or may not be sufficiently or systematically used, with limited accountability for results. Support for the strengthening of health data systems is required, including staffing and technical support at the national and local level. This includes support for more disaggregation of data – including information on people with specific needs.

## Partnerships

Effective partnerships are essential for advancing health equity by making it a shared vision and value, increasing the community's capacity to shape outcomes, and fostering multisector collaboration. Under the leadership of the Ministry of Public Health, WHO and UNHCR co-lead the Health sector under the Lebanon Crisis Response Plan. Many different stakeholders, including donors and international and national non-governmental organizations, participate in financing and implementing the Health sector strategy. These include organizations with a health mission, such as public health agencies, hospitals, or qualified health centres.

(43) The European Union launched a third-party monitoring that will, among other things, analyse current programming.

(44) Estimates reveal that more than 55 per cent of the country's population is now trapped in poverty and struggling for bare necessities.

(45) More than half of the Lebanese population (53.3 percent) are not covered by any form of health insurance, or an estimated at 3.86 million individuals.

The Health sector will also closely work with all sector partners by conducting systematic sector working groups, bilateral consultations, and field visits. The sector remains committed to meet on a monthly basis for a comprehensive unified central health working group, to share all needed decisions and guidance with partners, and to monitoring the sector's outcomes and indicators. Core group meetings will be conducted on a trimester and ad-hoc basis when needed to follow up on the situation and make strategic sector decisions. Service mapping segregated by outcome and output will be updated on a routine basis to prevent duplication of activities and to advise on programmatic gaps. In addition to new ways to bring cross-sector partners together across levels, new forums will likely emerge. Innovative approaches to fostering multisector collaboration to achieve health equity will require participation from many partners. Research on cross-sectoral initiatives will focus on how to strengthen cross-sectoral collaboration. The Health sector will closely work with other sectors – notably Social Stability, Protection, Child Protection, and WASH – to mitigate risks and mainstream notions of conflict sensitivity, gender, youth, persons with specific needs, and environment.

## Mainstreaming of accountability to affected populations, protection, conflict sensitivity, age and gender, youth, persons with specific needs, and environment

The Health sector's strategy aims at mainstreaming accountability to affected populations, protection, conflict sensitivity, age and gender, youth, persons with specific needs, and environment throughout all planned activities.

### Accountability to affected populations & protection

In 2021 the sector will maintain efforts to strengthen the mainstreaming of the core protection principles: meaningful access without discrimination, safety, dignity, and do-no-harm, accountability, and participation and empowerment.

In 2019 the sector conducted a protection risk analysis in each regional field office to identify protection risks and barriers faced by different age, gender and diversity groups in accessing quality and accountable health care. Mitigation measures to address these barriers, including sexual exploitation and the risk of abuse, have been designed and will continue to be implemented by the sector in 2021. To fulfil these commitments, the Health sector will work closely with the Protection, Child Protection, and Sexual and Gender-Based Violence sectors over the course of 2021.

The Health sector will review and adapt the inter-agency minimum standard for referrals and will train health care staff to ensure they are aware of these steps and what they are accountable for. The sector will also work on the establishment of a reporting system for partners to report and track referrals conducted to other service providers, and will make sure to update the health service mapping as well as to share other sectors service mapping with the health care providers.

### Conflict sensitivity

The sector recognizes that the pressure on health care institutions caused by the increased demand for services is a potential source of conflict. In addition, the differences in out-of-pocket expenses for primary health care between vulnerable Lebanese and displaced Syrian individuals remain a source of tension. To address this, efforts are geared towards balancing the targeting among all population cohorts while increasing the support to vulnerable Lebanese individuals and strengthening the Ministry of Public Health nationally and regionally, as well as the primary health care system overall. This includes the ability of the Ministry of Social Affairs' social development centres to deal with the increased burden on the system and to ensure continued access for vulnerable Lebanese. The sector will aim at sharing information about the balanced support and the available services. Trainings for partners on conflict sensitivity and the 'do no harm' principle will also be considered.

### Age and gender

Special attention will be paid by the Health sector to children under five years of age, pregnant and lactating women, adolescents (including adolescent girls married before the age of 18), youth, persons with disabilities, older persons, survivors of gender-based violence, persons living with HIV, persons facing gender-based discrimination and other vulnerable groups. Acceptability barriers will also be tackled, including social stigma issues related to gynaecologic health seeking behaviour among adolescent girls. The sector will aim for a female gynaecologist to be available in each health facility.

Pregnant women often cannot pay for their deliveries, which can lead to their babies being retained in incubators and not returned to the mother until the bill is paid. In addition, pregnant women are not fast tracked for delivery appointments at hospitals, which is a barrier to a safe and dignified delivery. Mothers are often unfamiliar with the hospital system and call for appointments late. This means there are often no available delivery spaces, and the mother gives birth at home with an uncertified midwife, which puts the female at risk if there are birth complications. It also means that the newborn does not have a birth notification and so the birth cannot be registered at the personal status department.

## Youth

The 2017–2021 Health sector strategy aims to contribute to improvements in youth health (14–25 years), recognizing that the age 20–24 year bracket has a considerably higher percentage of women.<sup>xv</sup> The sector will target youth by promoting healthy practices through outreach activities at primary health care centres. Alcohol and tobacco use, lack of physical activity, unprotected sex and/or exposure to violence can jeopardize youth health and have long-term consequences. The 2016 Global Health School Surveys reported high rates of substance use (tobacco and alcohol) and mental health conditions (bullying, suicide ideation) among youth.<sup>xvi</sup> The sector will also target youth through public schools and community centres adhering to the School Health Programme. The access of street and working children and of adolescent girls and boys to health care, as well as their knowledge of health issues will be increased through targeted awareness sessions and inclusive health programming, including through out-of-school vaccination campaigns in coordination with the Education, Protection and Child Protection sectors.

## Persons with specific needs

Many of the Ministry of Public Health's primary health care centres and dispensaries are currently not accessible to persons with physical disabilities. This is gradually being addressed by the accreditation process. Moreover, in several health care centres, financial

support/subsidies to cover the cost of laboratory and diagnostics tests is provided to people with disabilities. Specialized organizations also provide physical therapy to people with disability in addition to rehabilitative support, prosthetic and orthotic devices, hearing aids, and eyeglasses.

## Environment

Lack of safe water, poor wastewater management, solid and medical waste management, poor hygiene and living conditions, and unsafe food all influence the incidence and spread of communicable and non-communicable diseases. Lebanon has been struggling with a national waste management crisis since 2015. This is dealt with by the multidisciplinary national committee for waste management in coordination primarily with the WASH sector. In addition, in 2020 Lebanon was faced with exceptional environmental hazards following several bush fires and the chemical nature of the Beirut Port explosions. The Health sector strategy focuses on providing technical advice and disseminating information to the public on safe practices. Additionally, it emphasizes supporting the Ministry of Public Health to minimize and manage medical waste at the primary health care and hospital level and to strengthen disease surveillance systems to contribute to improved outbreak control. The sector commits to adhering to procedures of the Environmental Marker for the LCRP when implementing activities that might have any negative environmental risks.

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## Total sector needs and targets in 2021

Population Cohorts	Total Population	Total Population in Need	Total Population Targeted			Total Population Targeted								Add additional disaggregation (ex. With Sp Needs)	% additional disaggregation
						# Female	# Male	% Female	% Male	# Children (0-18)	% Children	# Adolescent (10-17)	% Adolescent (10-17)		
Lebanese	3,864,296	1,500,000	1,062,681			552,594	510,087	52%	48%	331,025	31%	173,642	16.3%	7,016	2.0%
Displaced Syrians	1,500,000	1,365,000	1,365,000			701,610	663,390	51%	49%	723,450	53%	263,445	19.3%	106,800	2.0%
Palestinian Refugees from Syria	27,700	27,700	27,700			14,349	13,351	52%	48%	11,171	40%	4,770	17.2%	3,451	2.0%
Palestinian Refugees from Lebanon	180,000	117,000	20,000			9,920	10,080	50%	50%	6,956	35%	3,056	15.3%	5,199	2.0%
GRAND TOTAL	5,571,996	3,009,700	2,475,381			1,278,000	1,197,000			1,073,000		445,000			

Type of institution	Total	# Targeted
MEHE/Schools		1,300
MoPH		1
MoPH/PHC		250
MoPH/SHC, THC, Hospitals		40
MoSA/SDCs		12







Roukaya going to the Ministry of Public Health's Primary Health Care Center in Aranissa with her two children during the COVID-19 pandemic. Photo Credit: Premiere Urgence Internationale, 07/2020.







## Sector Logframe

### Outcome 1: Improve access to comprehensive primary healthcare (PHC)

Indicator 1A	Description	Means of Verification	Unit	Frequency
Percentage of displaced Syrians, vulnerable Lebanese, Palestinian Refugees from Syria (PRS) and Palestinian Refugees from Lebanon (PRL) accessing primary healthcare services.	Number of displaced Syrians, vulnerable Lebanese, Palestinian Refugees from Syria (PRS) and Palestinian Refugees from Lebanon (PRL) accessing primary healthcare services out of those who report needing primary healthcare services	Vulnerability Assessment of Syrian Refugees (VASyR) UNHCR Health Access and Utilization Survey (HAUS) Ministry of Public Health (MoPH) Health Information System (HIS) UNRWA Assessments UNRWA Health Information System	Percentage	Yearly





 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
N/A	90%	100%	89%	90%	100%	N/A	90%	100%	N/A	90%	100%

Indicator 1B	Description	Means of Verification	Unit	Frequency
Percentage of vaccination coverage among children under 5 residing in Lebanon	"Percentage of infants who received: - The 1st (DTP1) / 3rd (DTP3) dose, respectively, of diphtheria and tetanus toxoid with pertussis containing vaccine - The 3rd dose of polio (Pol3) containing vaccine. May be either oral or inactivated polio vaccine. - One dose of inactivated polio vaccine (IPV1) - The 1st dose of measles containing vaccine (MCV1) - The 2nd dose of measles containing vaccine (MCV2) - The 1st dose of rubella containing vaccine (RCV1) - The 3rd dose of hepatitis B containing vaccine following the birth dose. (HepB3) - The 3rd dose of Hemophilus influenza type b containing vaccine. (Hib3) Percentage of births which received: - A dose of hepatitis B vaccine (HepB) within 24 hours of delivery (Source: WHO and UNICEF estimates of national immunization coverage - July 4, 2017)"	MoPH/WHO Expanded Programme on Immunization (EPI) Cluster survey	Percentage	Yearly

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
N/A	N/A	100%	N/A	N/A	100%	N/A	N/A	100%	N/A	N/A	100%


## Outcome 2: Improve access to hospital (including. Emergency Room (ER) Care) and advanced referral care (including advanced diagnostic laboratory and radiology care)

Indicator2A	Description	Means of Verification	Unit	Frequency
Percentage of displaced Syrians, Lebanese, PRS and PRL admitted for hospitalization per year	Percentage of displaced Syrians,Lebanese, PRS and PRL admitted for hospitalization per year	Number of displaced Syrians, Lebanese, PRS and PRL admitted for hospitalization per year over total population	Percentage	Yearly

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
12%	N/A	12%	7%	8%	12%	12%	1%	12%	12%	0%	12%

## Outcome 3: Improve Outbreak Control & Infectious Diseases Control

Indicator3A	Description	Means of Verification	Unit	Frequency
Number of functional EWARS centers	<p>"The sector aims to contribute to strengthening outbreak control through building the capacity of the MoPH in surveillance and response. The focus will be on public health Early Warning and Response System strengthening and expansion</p> <p>Functional EWARS centers are those that report through the EWARS system Baseline: 50 Target: 396 "</p>	<p>MoV: - MoPH periodical bulletins and alerts on website - MoPH list of EWARS functional centers every 6 months Responsibility: MoPH, WHO</p>	Functional EWARS centers	Yearly

 Institutions		
Baseline	Result 2019	Target 2021
50	668	906

## Outcome 4: Improve adolescent & youth health

Indicator4A	Description	Means of Verification	Unit	Frequency
Prevalence of behavioural risk factors and protective factors in 10 key areas among young people aged 13 to 17 years.	To improve Adolescent & youth Health, the sector will implement school health activities to contribute to a healthy environment in 10 key areas: Alcohol use, Dietary behaviors, Drug use, Hygiene, Mental health, Physical activity, Protective factors, Sexual behaviors, Tobacco use and Violence and unintentional injury.	WHO Global school-based student health survey (GSHS) to be issued in 2021	Percent	Every 5 years

### Total

Baseline	Result 2019	Target 2021
78%	N/A	N/A



# LIVELIHOODS SECTOR

## PEOPLE IN NEED



202,361

NEEDS-BASED APPEAL  
\$ 274.9 million

## PEOPLE TARGETED



92,036

## PARTNER APPEAL



\$ 199 million

## PARTNERS



73

## GENDER MARKER



2<sup>1</sup>

## CONTACTS

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## SECTOR OUTCOMES

### Outcome #1

Stimulate local economic development and market systems to foster income generating opportunities and employment.

#### Indicators

# number of decent jobs created/maintained (30 % created and 70% maintained).

# target Lebanese micro, small and medium enterprises (MSMEs) and cooperatives that report increased performance and expanded market access (i.e., new clients, contracts, market access) as a result of programme activities

### Outcome #2

Improve workforce employability.

#### Indicators

# of job seekers placed into jobs (at least 50% women); % of women among job seekers placed into jobs

# targeted vulnerable men and women engaged in home-based 127 income generation (at least 50% women); % of women among vulnerable persons engaged in home-based income generation

### Outcome #3

Strengthen policy development and enabling environment for job creation.

#### Indicators

# of policies, regulations and strategies amended and/or proposed approved by the Government.

Increase in ranking of Doing Business (World Bank).

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	51% Female	49% Male
Vulnerable Lebanese	114,525	50,951	25,985	24,966
Displaced Syrians	77,987	36,538	18,634	17,904
Palestine Refugees from Syria	2,953	1,364	696	668
Palestine Refugees in Lebanon	6,896	3,183	1,623	1,560

<sup>1</sup> The response plan is designed to contribute significantly to gender equality.

## Overall Sector Strategy

Already weakened by a multitude of financial, economic, and political challenges, Lebanon has faced multiple crises over the past few months with the COVID-19 pandemic and the Beirut Port explosion. Combined, these have resulted in extensive disruptions to the country's businesses as well as in job losses, deteriorating livelihoods, and an overall worsening of its economy. Across the country, Lebanese and refugees are facing consequences ranging from salary reductions to loss of employment as employers and business owners are forced into reducing their costs at best or even closing their businesses entirely in many instances.<sup>1</sup> With an economic situation likely to further deteriorate, vulnerable groups<sup>2</sup> could increasingly resort to informal employment, exposing themselves to increased exploitation risks. It is therefore vital to invest in decent employment opportunities, allowing communities to meet their basic needs without resorting to negative coping mechanisms. Challenges faced by micro, small, and medium-sized enterprises (MSMEs), cooperatives, entrepreneurs, and small-scale farmers will continue to grow, making it crucial for the Livelihood Sector to invest in businesses across the key economic sectors. This would help the latter to sustain operations and protect their workers, particularly women, youth, and other vulnerable groups. In an already deteriorated context and with challenges on the rise, the three main overarching objectives of the Livelihood Sector remain relevant and valid. As the situation is likely to remain volatile throughout 2021, the Sector highly emphasizes the need to reinforce the sustainability of livelihoods interventions,<sup>3</sup> taking into consideration COVID-19 restrictions and by ensuring a better intersectoral coordination to target those severely affected by the crisis. The Sector aims to support the creation<sup>4</sup> and preservation of 3,535 long-term jobs (70 per cent of which will be maintained, and 30 per cent created) and 15,000 short-term employment opportunities in 2021, while ensuring decent working conditions.

(1) "Rapid assessment highlights impact of COVID-19 pandemic on vulnerable workers and small-scale businesses in Lebanon," (June 2020); [https://www.ilo.org/beirut/media-centre/news/WCMS\\_747082/lang-en/index.htm](https://www.ilo.org/beirut/media-centre/news/WCMS_747082/lang-en/index.htm).

(2) The sector emphasizes the need to coordinate at the local, regional, and national level with authorities and between partners to better address the new and existing vulnerabilities and needs.

(3) Supporting businesses and value chains in key economic sectors, developing online solutions such as e-commerce and online delivery services, and better linking vocational and technical trainings with the labour market are a few examples of some of the sector's potential contributions. This includes work-based learning in vocational education and training in order to develop basic work habits and specific work competencies. Including work-based learning is also a way to motivate disadvantaged individuals by giving them the opportunity to experience success through applied learning in practical settings. This linkage should be done early in the process by, for example, ensuring agreements with local businesses, entrepreneurs, or cooperatives to offer on-the-job training, apprenticeships, or internship placements.

(4) Definition of jobs creation: Businesses and cooperatives that have hired new employees for a minimum duration of three months since the support was provided. This includes individuals who work part-time or full-time, formally or informally. It also includes businesses directly supported by value chain interventions as well as overall results of value chain programming. For further information, please refer to the sector's glossary and the reporting guide of the Livelihoods sector response plan and logframe. Definition of jobs maintained/improved: This refers to jobs that were maintained through support received by partners. It can also include jobs that were created/maintained in 2020 and are still active in 2021. For micro-businesses, it includes support that has helped maintain the jobs in the business. This will include the number of jobs that improved as a result of the support, including improved employment conditions and employment status. For further information, please refer to the sector's glossary and the reporting guide of the Livelihoods sector response plan and logframe.

Given the protracted and compounded nature of the crises facing refugees and hosting communities in Lebanon. The overall objective of the Livelihoods Sector strategy is to evolve from alleviating the socio-economic shocks on the most vulnerable groups (especially youth, women, and people with special needs), to also move towards longer-term recovery and stabilization by improving their access to income and employment. The theory of change underpinning the overall Livelihoods Sector strategy built on the premise that supporting businesses in key economic sectors stimulates local economic development and market linkages contributing to job creation<sup>5</sup> and retention, as well as bolstering short term income-generating opportunities particularly for the most socio-economically vulnerable; and working with the private sector and governmental institutions to enable a conducive policy environment for sustainable job creation<sup>6</sup>, reduction of the gender gap in the economy<sup>7</sup> and enforcing decent working conditions will contribute to improving the livelihoods of vulnerable groups and mitigate a source of tensions between Lebanese host communities and refugees.

With the support of the Ministry of Social Affairs (MoSA) and the Ministry of Economy and Trade (MoET) and based on relevant market analysis, the Sector will support partners in identifying key economic sectors that have the potential for growth and income generation. Moreover, the Sector will encourage partners to focus on inter-sectoral collaboration within value chains as part of planned support to cooperatives. Interventions will seek to stimulate and scale up the quantity and quality of local productions and to improve competitiveness, while also exploring international markets, to contribute to economic recovery development. A more market-driven environment can support job retention and creation for women and men in the Lebanese labour force and for refugees from Syria and Palestine working in the productive sectors, in accordance with the Government of Lebanon's regulations.

Livelihoods interventions will encompass cash for work, financial and business development support, technical and soft skills vocational training, and labour-intensive activities to value chains development. A conflict-sensitive approach to livelihoods programming will be applied by creating equal economic opportunities and contribute to reducing social tensions between different community groups. Livelihoods interventions will employ targeted approaches to equitably reach diverse populations and their specific needs.

Interventions will support and align with the Government of Lebanon Stabilization Roadmap, the strategy of the

(5) See note 4..

(6) Address decent work deficits such as lack of sufficient regulations and enforcement of existing ones that safeguard labour rights in informal work, improve working conditions, and reduce the worst forms of child labour through capacity support and policy development to the Ministry of Labour.

(7) Lebanon ranks 145 out of 153 countries in the World Economic Forum Global Gender Gap 2019 Report, due to low rates of economic participation of women, poor political representation, and patriarchal sociocultural norms.



Ministry of Social Affairs,<sup>8</sup> the Ministry of Economy and Trade's Lebanon SME Strategy (Roadmap to 2020),<sup>9</sup> the Ministry of Agriculture's National Agriculture Strategy 2020–2025,<sup>10</sup> the Ministry of Labour's Decent Work Country Programme 2017–2020,<sup>11</sup> the Lebanon's National Action Plan on Women's Economic Empowerment,<sup>10iv</sup> and the National Action Plan to Eliminate the Worst Forms of Child Labour in Lebanon by 2016.<sup>v</sup> The Sector will also support the Ministry of Industry's (MoI) Strategic Plan for the Development of the Industrial Sector 2020–2025.<sup>vi</sup> All interventions will be in line with the applicable legal frameworks on national laws and regulation<sup>11</sup> on labour and employment, and with the government policy paper on Syrian displacement to Lebanon. Of particular relevance to the Livelihoods Sector is the economic opportunities and jobs component of the Capital Investment Plan (CIP) Vision for Stabilization and Development that the Lebanese Government presented during the Economic Conference for Development through Reforms with the Private Sector (CEDRE) in Paris in 2018 (in addition to Rome II and Brussels). In this vision, the Government of Lebanon has emphasized the need to "i) meet the need of an expanded population and economy; ii) generate meaningful employment opportunities for a large and growing youth population and for displaced persons; and iii) stimulate long-term<sup>12</sup> and sustainable economic growth."<sup>vii</sup> Furthermore, the reform pillars on "Building a competitive workforce and inclusive community," "Empowering women in the workplace," and "Providing safety net assistance" in the MoET's Economic Plan have been emphasised by the Government of Lebanon to be of great importance if the country is to 'build back better'.

Interventions in the Livelihoods Sector will remain rooted in the 'Making Markets Work for the Poor' (M4P) approach<sup>13viii</sup> which promotes the sustainability of economic gains and was the underlying basis of most activities of the Sector in the past few years. Vulnerable groups face several market constraints in their capacity as employees, employers, or consumers, including lack of information, skills, or quality products and services. M4P aims to change the way market systems work so they become more effective and sustainable for the vulnerable Lebanese to improve their livelihoods, and benefit displaced Syrians as well, within the legal framework. The M4P approach is founded on enhancing

the capacity of local service providers,<sup>14</sup> as well as MSMEs, entrepreneurs, and cooperatives (both women and men-led), to increase employment opportunities and ensure inclusive and sustainable economic development. It also embeds the 'do-no-harm' principle in limiting interventions that might distort markets, such as interventions providing support and new opportunities to a group of beneficiaries at the expense of another already established one.<sup>15</sup> This will also contribute to mitigating social tensions, as job competition is the most cited source of tensions,<sup>ix</sup> hence promoting the overall stabilization of social relations in most vulnerable communities and beyond.

By remaining focused on the demand side of the labour market, the Livelihoods Sector will support the private sector to enhance productivity in order to support their operations, boost local economic development and protect employment by providing technical and financial support to MSMEs and cooperatives into identified value chains and/or contribute to complement area-based interventions.<sup>16</sup> While recognizing that long-term employment opportunities can only be achieved by the private sector,<sup>17</sup> the Livelihoods strategy is built on the premise that businesses need support to boost their development and their employment-generation capacity, especially in the most vulnerable areas. The Livelihoods Sector organized a roundtable on "How to build linkages with the Private Sector within the scope of the Lebanon Crisis Response Plan 2017–2020 (LCRP)" in 2018 to take stock of partners' engagement with the business community in Lebanon. Livelihoods partners also developed "Recommended Parameters on Outreach, Identification, and Selection of Beneficiaries," which provide recommendations to partners on how to identify, select, and engage with businesses that present growth potential. In 2021 the Sector will promote discussions around knowledge transfer surrounding the various mechanisms of formalization, while maintaining open dialogue and engagement with private sector institutions using a gender equitable approach, particularly in the field. Lastly, support to labour-intensive initiatives will be scaled-up to increase income opportunities for extremely vulnerable people, in response the ongoing multiple crises.

The Sector remains committed to ensuring that it creates decent work opportunities.<sup>18,x</sup> Recent findings on the work conditions of displaced Syrians and the increase

(8) It includes the National Social Protection Policy and the National Poverty Targeting Programme (<http://www.socialaffairs.gov.lb/en/MSASubPage.aspx?News=9>), including the Rural Development Plan by the Rural Development Committee and the Lebanon Host Communities Support Programme. The Rural Committee includes the following ministries: Economy and Trade, Finance, Industry, Agriculture, Public Health, Labour, Social Affairs, Tourism, Youth and Sports, and the Displaced. The Committee will design and implement a study to develop a plan for rural development and create social safety nets at the national and local level.

(9) MoET has reported that priorities under the current road plan will be extended.

(10) Where the Government of Lebanon committed to increase women's labour force participation by 5 per cent over five years.

(11) Issued by the government following the COVID-19 pandemic.

(12) MoET highlights the need to create inclusive and decent long-term jobs and ensuring equal opportunities to women and men.

(13) Improving the lives of the poor – stimulating growth and expanding access – means transforming the systems around them. Market systems development recognizes this reality and provides a coherent, rigorous approach to understanding and intervening in market systems so that they function more efficiently and sustainably for poor women and men.

(14) The performance and capacities of local implementers could be reinforced through tailored capacity-building activities developed in a way to fulfil internationally recognized criteriam, such as the Core Humanitarian Standards and the Minimum Economic Recovery Standards. For instance, besides TVET provision, local NGOs should be enabled to implement their programmes effectively and take decisions with a market-oriented approach in synergy with public and private-sector stakeholders. This effort would feed into the localization agenda of the Grand Bargain – which multiple donors have committed to – and could ensure institutional sustainability in the long run.

(15) For more information on the M4P approach, see <http://beamexchange.org/en/>.

(16) Providing legal support and consultations to private businesses established by vulnerable communities to be registered officially as per local legal frameworks can mitigate harm caused by and within the black market. Also, advocating with the municipalities and the Ministry of Labour to facilitate the registration of businesses established by non-Lebanese residents, to be renewed on yearly basis not to raise fears of settlement.

(17) Therefore, the increasing need to create a policy-friendly environment for businesses development.

(18) Decent work has been defined by the International Labour Organization and endorsed by the international community as "productive work in conditions of freedom, equity, security and human dignity."

of child labour are a testament of increasing protection concerns in an already largely informal economy.<sup>19xi</sup> The Sector will guide partners on how to mainstream and implement decent work conditions across all interventions.<sup>20</sup> This will include ensuring equal pay for women, preventing and responding to sexual harassment in the workplace, and ensuring access to quality childcare services. The latter is particularly relevant in the context of the COVID-19, outbreak as one of the challenges faced by women is having to deprioritize work because their household duties have increased since the lockdown measures of COVID-19.<sup>21</sup>

In addition to mainstreaming decent work aspects in its interventions, the Sector will require close collaboration with the Ministry of Labour and its national and regional employment offices. The Ministry, as the key administrative authority in the field of labour, responsible for employment conditions, labour relations, and shaping employment policy, will be supported in developing and implementing labour policies within Lebanese laws. This will notably require support to the labour inspection capacity and system to ensure enforcement of labour regulations that protect employees and employers. However, advocacy and attentiveness are required to make sure that this collaboration will not be used to further crack down on displaced Syrian labour. Policy advice will be provided to various ministries to tackle legal and factual barriers to private-sector development and to increase coordination and collaboration among the government, the private sector, and donors. Despite delay, legislative reforms are expected to happen following CEDRE commitments; and there are many technical issues to address and follow up that the Sector could contribute to. In addition, the Sector will continue to collect data to evaluate the impact of MSMEs support, building on the work started by the Employment Task Force.<sup>22</sup> In addition, along with the objective to support vulnerable Lebanese in sustaining and developing businesses, the Sector will further explore areas related to access to capital and inclusive loans. The increased opportunity for multi-stakeholder dialogue on economic opportunities and jobs, and the existence of the Sector Steering Committee,<sup>23</sup> will help to build stronger ties between the Sector and various ministries involved in

Livelihoods at the national level;<sup>24</sup> with the chamber of industry, commerce, and agriculture; with local economic development agencies; as well as with the private sector to engage in constructive policy discussion on the current regulatory environment and the development of a national livelihoods plan.

## Sector Results: LCRP Impact, Sector Outcomes, and Outputs

The Sector's theory of change primarily contributes to LCRP Strategic Objective 4 ("Reinforce Lebanon's economic, social, and environmental stability") by supporting the recovery and development of MSMEs; job retention, creation, and income-generating opportunities; workforce employability; and an enabling environment as a means to transit vulnerable individuals towards self-reliance, which in turn is expected to enhance the country's stability and resilience to social and economic shocks. By improving municipal infrastructure through labour-intensive work, the Sector seeks to contribute to local economic development through longer-term benefits.<sup>25</sup> Labour-intensive activities also contribute to Strategic Objective 2 ("Provide immediate assistance to vulnerable populations"), providing access to income/cash to the most vulnerable and helping them to meet their basic needs. Furthermore, the strategy contributes indirectly to Strategic Objective 3 ("Support service provision through national systems") by supporting municipalities in infrastructure rehabilitation and vulnerable populations in accessing basic needs,<sup>26</sup> as well as enhancing the capacity of government institutions, such as MoSA's social development centres to provide services. Finally, it serves Strategic Objective 1 ("Ensure protection of vulnerable population") by providing awareness-raising sessions on employees' rights and how to safeguard those, promoting advocacy and encouraging policy development, and putting in place mechanisms to ensure accountability.<sup>27</sup>

### Expected results

The Livelihoods Sector framework is structured around three outcomes reflecting priorities in terms of employment/income generating opportunities, workforce employability, and institutional support.

In line with the LCRP impact statements, the Livelihoods Sector will provide a critical contribution to Lebanon's stability by expanding economic opportunities benefiting local economies and the most vulnerable communities and individuals in line with the government's rules and regulations. Overall, the Sector will also contribute to achieving decent work and economic growth (Sustainable Development Goal [SDG] 8), while working

(19) "In the period between 2011 and 2014, Lebanese nationals owned 84.1% of new businesses established near Syrian refugee settlements in Lebanon. Syrians created 66% of the stock of informal businesses. According to research from 2016, this informality in the Lebanese economy is the result of numerous bureaucratic hurdles, excessive costs to formalize activities, and low risks of being caught. Informal businesses offer economic opportunities for refugees, but can also have many downsides, such as the lack of enforceability of basic standards (health, safety, working conditions, etc.), and limited potential for growth." Extracted from Nasser Yassin, "101 Facts & Figures on the Syrian Refugee Crisis"; [https://www.unhcr.org/lb/wp-content/uploads/sites/16/2018/06/AUB-IFI-101-fact-Sheet-2018\\_-English.pdf](https://www.unhcr.org/lb/wp-content/uploads/sites/16/2018/06/AUB-IFI-101-fact-Sheet-2018_-English.pdf); source: Errighi, J., & Griesse, L. (2016, May). The Syrian refugee crisis: Labour market implications in Jordan and Lebanon. European Commission discussion paper No. 029. Luxembourg: Retrieved from [ec.europa.eu/info/sites/info/files/file\\_import/dp029\\_en\\_2.pdf](https://ec.europa.eu/info/sites/info/files/file_import/dp029_en_2.pdf)

(20) It is recommended to ensure strict monitoring and evaluation measures with random visits or third-party monitoring throughout the project with accountability measures in place.

(21) Gender alert on COVID-19: Lebanon (15 May 2020); see <https://reliefweb.int/report/lebanon/gender-alert-covid-19-lebanon-may-15-2020-issue-no-2-enar>.

(22) The Employment Task Force was established in 2019 by the Beirut/Mount Lebanon Working Group to enhance the quality and rate of employment in the field and to identify main challenges/way forward on job creation/maintenance and working conditions.

(23) The Steering Committee is composed by various stakeholders, such as representatives of UN agencies and ministries.

(24) Representation of the three ministries in the Working Group and Core Group at the national level is helping to build better understanding and is contributing to easier planning.

(25) The sector creates access to income-generating opportunities while improving infrastructure and environment assess, such as irrigation canals.

(26) This includes the rehabilitation of schools, hospitals, and other facilities.

(27) Examples are the complaint and feedback mechanisms that several organizations established at the field level.

towards ending poverty (SDG 1) and ensuring gender equality (SDG 5).<sup>xii</sup> The impact of sector interventions will be measured according to the number of jobs maintained or created as a result of partners' interventions. All activities of the Sector are grouped under three main outcomes, which are aimed at fostering the creation of employment/income-generating opportunities and at improving the workforce's capability to find jobs, as well as at enhancing policy development/institutional support.

**Outcome 1: Stimulate local economic growth and market systems to foster income-generating opportunities and decent and safe employment**

Under the first outcome, the work of the Sector will be structured into three outputs, all aimed at stimulating local economic growth and market systems to encourage the creation and maintenance of short and longer-term employment opportunities to protect vulnerable individuals, particularly youth and women, against risks and shocks.

**Output 1.1: MSMEs strengthened to enable decent job retention and creation, boost productivity and competitiveness**

Interventions aim to directly support 3,000 Lebanese nano, micro, small, and medium enterprises, start-ups, and cooperatives. To enhance local economic growth in the most vulnerable areas, interventions will support these enterprises, cooperatives, entrepreneurship, and small-scale farmers in:

- Technology transfer, business skills and financial management trainings to support the efficiency of operations in key sectors<sup>28</sup> to increase product quality, reduce production cost, and enhance competitiveness, particularly of women-led MSMEs and enterprises.
- Strengthening commercial linkages between farmers and producers with traders and consumers, while promoting Lebanese products. This can also be facilitated by linking MSMEs and cooperatives to existing and secure online platforms while ensuring access to technology and equipment.
- Enabling access to financial and non-financial services. Considering the high share of micro and small enterprises that operate in survival mode, MSME support would need to ensure both financial and non-financial support, such as access to inclusive loan products coupled with business development services. In this context, it is vital to ensure responsible financing to protect micro-finance clients from being further indebted, i.e., subsidized loans. Notably, vulnerable groups, including women-led MSMEs, are often discriminated against in accessing credit and thus forced to close. The impact of the multiple crises in Lebanon has severely challenged

(28) The support should be focused on key sectors with high potential for employment and income generation, and on subsectors prioritized by MoET, such as industrial sectors, including agriculture and agro-food, pharmaceutical and medical equipment, manufacturing and construction, textile and furniture, and creative and cultural industries.

the financial sector and livelihoods partners are therefore encouraged to work more directly with the financial sector – particularly microfinance institutions, incubators, and venture capital funds – to identify and pilot alternative and innovative financial models.<sup>29xiii</sup>

- Ensuring equitable engagement of female workers in MSMEs by reducing gender barriers for their access, including sexual harassment in the workplace, gender discrimination, and lack of access to affordable and quality childcare services.

### Output 1.2: Competitive integrated value chains strengthened and upgraded

The target is to create/maintain 1,300 jobs in 2020 by strengthening and upgrading 16 local and four national value chains. To support the operations of MSMEs, partners should ensure that MSMEs, cooperatives, and farmers shift to key value chains with high potential for employment and income. These value chains have been identified and prioritized by MoET and MoI and include:

- Agriculture and agro-food;
- Manufacturing and construction;
- Pharmaceutical and medical equipment;
- Renewable and green energy;
- Creative and cultural industries;
- Textile and furniture.<sup>30</sup>

In close coordination with international financial institutions and the government, key areas of intervention include:

- Financial support, including grants, seed funds, and subsidized loans to businesses in most affected sectors;
- Technical support to improve marketing, productive capacity and skills of cooperatives, MSMEs, and farmers in priority value chains to make Lebanese products more competitive;
- Supporting the continuity of key value chains to reduce the potential disruption in the imports and exports of essential raw material and items;
- Supporting and enhancing national and regional production and market linkages among farmers, distributors, marketers, and traders, as well as common storage facilities;
- Supporting knowledge and compliance of quality standards to improve and promote Lebanese products in international markets;
- Enhancing linkages of Lebanese businesses to regional and international market trade fairs;

(29) The Beirut-Mount Lebanon Livelihoods Working Group initiated this discussion in November 2020 and is organizing technical discussions with key experts. The sector will be elevating these discussions to the national level to support and promote the outcomes of these discussions.

(30) Ministry of Industry (2020), Strategic Plan for the Development of the Industrial Sector 2020–2025, [http://www.industry.gov.lb/getattachment/2020-2025\\_الخطط\\_الاستراتيجية\\_للصناعة/الخطط\\_الاستراتيجية\\_للقطاع\\_الصناعي.pdf?lang=ar-LB](http://www.industry.gov.lb/getattachment/2020-2025_الخطط_الاستراتيجية_للصناعة/الخطط_الاستراتيجية_للقطاع_الصناعي.pdf?lang=ar-LB).



- Ensuring women-led businesses have equal access to the above support.

The Livelihoods Sector will be working closely with the Food Security and Agriculture Sector and the Ministry of Agriculture (MoA) on agriculture and agro-food cooperatives to ensure a coordinated approach. A joint thematic working group has been established on a bi-monthly basis to: 1) ensure linkages with the General Directorate of Cooperatives and data sharing with this Directorate; 2) strengthen coordination among actors supporting agricultural and agro-food cooperatives to ensure complementary interventions and avoid duplication; and 3) hold technical discussions on improving productivity and capacity of cooperatives to be more business-oriented.

### **Output 1.3: Vulnerable men and women have access to temporary employment in productive public infrastructure and environmental assets that have a local economic impact**

Immediate decent employment opportunities for the most vulnerable groups, including women and people with specific needs, can be achieved through labour-intensive investments in productive public infrastructure and environmental assets. The aim is to create 15,000 short-term opportunities, 50 per cent of which should benefit displaced Syrians and Palestinian refugees.<sup>31</sup> In total, 67,500 beneficiaries will benefit (both direct and indirect) from labour-intensive interventions.

While employment may be temporary, it contributes to helping vulnerable Lebanese and refugees maintain income and develop new skills. It is important the Sector ensures that labour-intensive interventions address local municipal priorities to reduce tensions and deliver tangible benefits to host communities by rehabilitating productive assets to support local economic development.

The Lebanon Employment Intensive Project Guidelines,<sup>xiv</sup> endorsed by MoSA and Ministry of Labour (MoL) in October 2020, covers three main options for increasing labour intensity in public investment programmes. These are through: 1) focusing on activities that are by default labour intensive, such as forestry works, land and environmental improvements, community works, and sanitation;<sup>32</sup> 2) adding additional labour-intensive activities to required capital-intensive works, such as slope protection, drainage and construction of sidewalks to enhance the overall employment impact; and 3) modifying technologies and increasing the labour

intensity of selected construction activities.<sup>33</sup> The work of the Sector related to infrastructure upgrading will be closely coordinated with the Shelter, Water and Energy Sectors through proactive information sharing on planned interventions.

### **Outcome 2: Improve workforce employability**

Under the second outcome, the Sector will focus on increasing supply capacities bridging the gap in the labour market through two main outputs aimed at expanding beneficiaries' skills needed in the Lebanese labour market through marketable and soft skills training, as well as through career guidance, job matching and work-based learning opportunities. It is encouraged to ensure psychosocial support in livelihoods activities, where relevant, to support the psychosocial wellbeing of the beneficiaries and their ability to attain employment. The aim will be to prepare 2,000 people to find a job (at least 50 per cent women) and to engage another 2,000 people in home-based activities (at least 50 per cent women). Home-based activities for displaced Syrians are in the three sectors, as per MoL policies.

#### **Output 2.1: Vulnerable men and women have strengthened and appropriate technical skills to match the needs of the job market**

Lebanon faces an important skills gap despite high levels of tertiary education. Lebanese companies have been struggling to find the necessary skilled labour.<sup>xv</sup> This mismatch is partly caused by the insufficient responsiveness of educational programmes to meet the needs of the labour market.<sup>xvi</sup> To address this issue, the Sector will target 10,000 people in 2021 with short-term courses aimed at addressing gaps in the labour market and increasing employability of the most vulnerable. Moreover, due to the decrease in imports and disruptions in value chains, there is an increasing demand for new skillsets within key industrial sectors, including agriculture and agro-food, pharmaceutical and medical equipment, manufacturing and construction, textile and furniture, and creative and cultural industries.

- To address this gap and to create greater access to the labour market for vulnerable groups, livelihoods interventions should aim at:
- Delivering technical skills to increase employability. This includes facilitating access to business skills training, including financial literacy and numeracy where needed, while also providing soft-skills training to promote employment readiness.

Conducting online trainings options and career opportunities, where possible, in the view of the COVID-19 outbreak. However, it is recognized that access to Internet infrastructure and technology devices may be limited or not an option in vulnerable communities, and face-to-face activities are thus required to ensure continuity without compromising the health and safety

(31) As for support to businesses, these beneficiaries will need to be integrated into the tracking system of the sector and cross-referenced with other forms of humanitarian assistance so as to optimize complementarity and efficiency.

(32) Interventions will include small to medium-scale infrastructure upgrades in municipalities and villages (road rehabilitation, cleaning services), in the agricultural sector (irrigation canals, agricultural roads, rainwater harvesting), and environmental work and disaster risk reduction (solid waste sorting initiation projects, forestation, reforestation, cleaning of drainage, canals and rivers for flood prevention, construction of structures such as contour walls, checking of dams, and plantation of green areas in order to reduce flood risks) Such projects will be implemented in compliance with Lebanese laws and regulations and will primarily be used as an indirect modality, channelling investments through local third parties, such as private-sector contractors, NGOs, and municipalities that will be responsible for project delivery and workforce management. Procurement needs to make sure that it does not feed into political or sectarian clientelist structures that empower/disempower certain groups.

(33) Infrastructure works require materials and services and can therefore create indirect job opportunities. It is encouraged to ensure that interventions are designed to provide decent and acceptable employment opportunities to women, youth, and people with specific needs.



of the trainees and trainers (ensuring access to personal protective equipment).

Marketable skills training sessions will be integrated with soft skills training sessions (team working, client orientation, etc.) as well as protection sessions (labour laws, rights, decent work conditions, etc.) to increase awareness and beneficiaries' chances to be retained in the labour market. The Sector is working with the Technical and Vocational Education (TVET) Directorate of the Ministry of Education and Higher Education and with the Ministry of Labour to support ongoing efforts on reforming vocational education in Lebanon through the Higher Council of TVET at the Ministry of Education and Higher Education in partnership with MoL and MoSA.<sup>34</sup> Investing in existing public vocational training centres must be prioritized to support governmental institutions in improving the system (curricula, equipment, infrastructure) but also to ensure sustainability. In alignment with the do-no-harm principle, sector partners must provide training based on market demands and on topics in which beneficiaries have legal work opportunities for Syrians and non-Lebanese.<sup>35</sup> Beneficiaries will be periodically tracked and monitored, and their acquired skills will be adequately profiled. Furthermore, vocational training will be linked to work-based learning opportunities that enable them to be competitive in the labour market upon completion. The Sector will work closely with the Education Sector in order to refer those who are out of learning to appropriate opportunities and to raise awareness on the value of education.

### **Output 2.2: Career guidance, awareness-raising sessions, job matching, and work-based learning opportunities offered to female and male jobseekers**

The Sector will target 11,000 beneficiaries in 2021. Partners are encouraged to link market-based skills training as well as work-based learning opportunities to support MSMEs that have been targeted through the value chains and/or area-based approach, contributing to complement other partners' interventions. Lessons learned from several years of experience in providing market-based skills training<sup>36</sup> highlighted the need to implement integrated programmes. These programmes include strong soft skills<sup>37</sup> support as well as work-based learning opportunities under a dual system to transition to the labour market, or at least employment services in the form of career guidance and job-matching. This can be done by developing agreements with local businesses, entrepreneurs, or cooperatives to offer on-the-job training, apprenticeships, or internship

placements to refugees and vulnerable Lebanese, while promoting the principles of decent employment and job sustainability.

These programmes will prioritize targeting new entrants to the labour market, such as youth, but also women – including survivors of gender-based violence (GBV) and female heads of households – whose ability to generate income will be crucial to lift themselves and their families out of poverty. Moreover, shared learning experiences, particularly for youth, could contribute to reducing tensions and improving relations between displaced Syrians and host communities. For displaced Syrians, for example, such programmes will prioritize skills relevant to sectors in which they are allowed to work in Lebanon, namely agriculture, construction, and environment/cleaning. This will be done alongside skills leading to home-based opportunities (within the sectors specified by MoL for displaced Syrians) with a conflict-sensitive approach, ensuring that competition with the host community is not exacerbated through such programmes. To harmonize the content and modalities of non-formal skills training, the Livelihoods Sector has developed recommendations and guidelines to guide partners in the implementation of such training and ensure they are market-orientated.<sup>38</sup> It is also recommended that partners prioritize work-based learning opportunities in registered businesses to ensure traceability of decent work conditions.

### **Outcome 3: Strengthen policy development and enabling environment for job creation**

Under the third outcome, the Sector will strengthen policy development and the enabling environment for job creation through two complementary outputs.

#### **Output 3.1: Government of Lebanon supported to approve decrees/regulations/awareness-raising material on decent work conditions**

This output will be addressed by working with the Ministry of Labour, both at the policy and enforcement levels, with a focus on eliminating the worst forms of child labour, implementing the 2017–2020 Decent Work Country Programme<sup>39</sup> and increasing labour inspection capacity. In addition, the Livelihoods Sector will work with Lebanese-owned enterprises and cooperatives to improve decent work conditions (and support the formalization of businesses, which should also contribute to this objective), while engaging in advocacy and awareness-raising activities focusing on minimum labour standards and regulations.

#### **Output 3.2: Policies, strategies, and plans supporting job creation, MSMEs, and livelihoods developed to improve the business eco-system**

The Sector will encourage policy and strategy level development and institutional level support in order to improve the enabling environment for job creation.

(38) The sector has developed National Recommendations on Financial Incentives for Vocational Training with the collaboration of MoSA and MoET, as well as Guidelines for Work-Based Learning that have been discussed with relevant ministries (MoSA, MoL, and others).

(39) Signed by ILO, MoL, Association of Lebanese Industrialists and General Confederation of Lebanese Workers on 2 May 2018.

(34) Notably, UNICEF and ILO have established a joint initiative "Support of Technical and Vocational Education in Lebanon and enhancing enrolment in it." The sector will establish a platform bringing together the various ministries, agencies, and partners working on short-term skills training to standardize their interventions, increase linkages with the private sector and market needs, and provide guidance to partners. A taskforce composed of MoA, MoSA, MoL, and MEHE will be reactivated.

(35) Vocational training for displaced Syrians must be in the three specified sectors, as per MoL policy. Any other type of training – not linked to income generation – does not fall under the Livelihoods sector but under other sectors (such as Education and/or Protection) and must be appealed for and reported on under those sectors.

(36) See the report "Livelihoods Sector Lessons Learnt Workshop on Market Based Skills Training," June 2016.

(37) Such as teambuilding, self-confidence, and communication skills.

Overall, the Sector aims at developing six policies, strategies, and plans amended, formulated, and/or proposed to the government. The Ministry of Economy and Trade and its network of local Chambers of Commerce will be supported in the implementation of the Lebanon SME Strategy.

## Identification of sector needs and targets at the individual, household, institutional, and geographical level

The Livelihoods Sector suffers from data gaps on vulnerable Lebanese at the household and individual level, which hampers its targeting and requires partners to go through local assessments to inform programming.<sup>40</sup> Other data gaps include detailed local market assessments to identify intervention types, and a national labour market assessment.

The Sector has developed the “Recommended Parameters on Outreach, Identification, and Selection of Beneficiaries.” This document looks at the various livelihoods services/interventions, and provides recommendations for each of them on the best modalities and criteria to be used to identify potential beneficiaries. The Sector assumes that at least one member in each poor household is in need of livelihoods assistance to raise the household over the poverty line. For individual's dependent on direct humanitarian assistance, the Sector aims to provide support through labour-intensive programmes, as well as empowerment activities such as a combination of market-based and life skills, with work-based learning initiatives that enable them to be competitive in the labour market. These activities can be integrated with psychosocial support and protection sessions, particularly when beneficiaries are highly vulnerable individuals who present post trauma and/or high levels of distress.

While the Sector aims at adopting a value chains and/or area-based approach, this will need to be complemented by specific programmes prioritizing the most vulnerable at the household or individual level, such as women-headed households, households with persons with specific needs, and other severely vulnerable groups, such as survivors of gender-based violence, persons with disabilities, but also families at risk of or engaging in child labour. National systems will be crucial in this regard, such as the (updated) National Poverty Targeting Program database, as well as the local information provided by social development centres, municipalities, or local associations. In order to maximize its impact on stabilization and protection, the Sector will prioritize youth (to keep them engaged in their communities and prevent marginalization) and women (who are marginalized and, as such, more affected by poverty and unemployment, and for whom additional income is crucial, notably to counteract child labour and other

negative coping mechanisms). Moreover, the Sector will be coordinating with the Basic Assistance Sector to try to update Livelihoods partners on information recorded in the Risk Assessment Information System database.<sup>41</sup>

The Sector will use available data on poverty, tensions and deprivation as a basis for area-based targeting to analyse the situation in the areas and to identify which institution/private sector, entity/value chain to target. As per the value chains approach, the Sector will use available data stored on the Inter-Sector Service Mapping to identify ongoing interventions and advice implementing partners on how to complement activities. The national employment regional offices should play a critical role in matching vulnerable individuals with opportunities generated by these programmes and will be supported through the third outcome of the strategy.

The mapping of the most vulnerable cadastres<sup>42</sup> provides a good basis to identify areas where displaced populations are concentrated alongside vulnerable Lebanese, using a multidimensional poverty index. Both the poverty dimension and the host/displaced ratio are relevant for livelihoods interventions. Partners also need to consider recent changes in the socio-economic situation among the Lebanese population and the unemployment and poverty rates in host communities. The Sector will work with Child Protection partners to identify areas with higher prevalence of child labour, which should also be prioritized by livelihoods programming. Finally, the state of inter-communal relations is another important lens for geographic targeting, as perceived job competition remains a widely cited source of tension.<sup>43</sup> The Livelihoods Sector will direct partners to target high-tension areas, based on the Social Stability Sector's analysis and mapping of tensions, in line with the do-no-harm principle.

## Assumptions and Risks

The key assumptions to achieve the Sector's objective are mainly related to the contextual situation in the country, as the financial and economic situation is likely to deteriorate further, and the impact of COVID-19 will exacerbate vulnerabilities.

The first assumption is that the Sector lacks adequate financing to carry out interventions that can ensure access to decent and durable employment and income-generating opportunities. International assistance is therefore highly needed in order to protect and increase access to livelihoods opportunities. This can be achieved through supporting businesses in key economic sectors to protect and stimulate local economic development and create/maintain livelihoods opportunities that are key to preventing vulnerable households from resorting to negative coping mechanisms. The renewed focus

(40) Despite the Labour Force and Household Living Condition Survey 2018–2019 Lebanon issued in 2019; [https://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms\\_732567.pdf](https://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/publication/wcms_732567.pdf).

(41) Such information includes the socio and economic vulnerability of displaced Syrian households and the support they have already received from other sectors.

(42) The sector will be coordinating closely with MoSA to update the strategy and targeting with the new vulnerability map once finalized.

(43) The context analysis needs to be updated periodically as tensions and conflicts are dynamic and change depending on internal/external elements, especially those related to the political and socioeconomic situation.

on subsidizing imports and improving the quality and competitiveness of Lebanese products also needs increasing international assistance to allow the Sector to improve the capacity and efficiency of MSMEs, cooperatives, and enterprises through integrated value-chains interventions and businesses support while supporting exports.

The second assumption is that there will be a need to have additional budget allocations to cover additional costs to ensure beneficiaries' accessibility to and benefit from livelihoods programmes. This includes and is not limited to, support to transportation and in-kind and/or food support. Through these, the Sector aims to explore alternative options to protect the purchasing power of beneficiaries engaged in income-generating activities. Simultaneously, the Sector will continue to advocate for the Government of Lebanon to improve the regulatory framework for businesses; to address deficits such as the lack of regulations and enforcement that safeguard informal work; and to respond to deteriorating working conditions and increasing child labour.

The third assumption is that the COVID-19 pandemic will likely continue to limit the movement due to lockdown restrictions. The Sector is therefore planning to ensure high flexibility in order to allow for the continuation of critical activities, such as income-generating activities and business support. This can be achieved through the provision of unconditional cash for active cash-for-work beneficiaries, the adaptation of online modalities for businesses and soft-skills trainings, and the development of online platforms to better link consumers with businesses.

The Livelihoods Sector has analysed risks that could arise in 2021 and undermine the quality and accountability of interventions, and it plans to address these risks through collective mitigation measures as detailed here:

**Risk 1:** Individuals are at risk of in-work poverty due to the volatile exchange rate and soaring inflation that is affecting the value of money and purchasing power. The daily wage, currently set at 50,000 LBP<sup>44</sup> for unskilled workers, will not guarantee decent living conditions, that is, household incomes will fall below the poverty line. Thus, vulnerabilities will accelerate despite Cash for Work interventions. Partners are encouraged to continue to top-up assistance to workers to ensure a meaningful value transfer. Furthermore, the Sector will explore different methodologies/systems that can ensure decent wages in a context where inflation is not stabilized, working closely with other key sectors, partners and relevant line ministries.

**Risk 2:** In 2020 the COVID-19 outbreak and subsequent lockdown measures negatively affected the achievement of expected results as livelihoods partners had to alter/suspend most activities or shift to remote implementation, delaying the implementation and targeting of livelihoods interventions. Further lockdown

measures in 2021 risk causing the suspension of livelihoods activities, further implementation delays and reduced beneficiary targets. To mitigate this risk, sector partners are encouraged to: 1) plan for alternative modalities, such as web-based operations and online businesses trainings and consultancies; 2) budget for personal protective equipment procurement; and 3) put in place flexibility measures that allow for a contingency plan in terms of continue conditional cash transfers in the case of a lockdown.

**Risk 3:** For the purpose of formalizing foreign labour in Lebanon, the Ministry of Labour requires all foreign labourers, including seasonal workers, to have work permits.<sup>45</sup> The enforcement mechanisms are not yet completed, especially for seasonal workers, which keeps certain workers at risk of exploitation. Further efforts will be made to strengthen MoL's capacity in facilitating work permits procedures and reduce market informality to ensure that safeguards of labours are in place and decent work conditions are applied and respected. Efforts are also needed to ensure that workers are aware of their rights, the rules and ways to comply.

**Risk 4:** There is a risk that financial and technical support provided to MSMEs and cooperatives does not lead to sustainable businesses and job creation. Actions to overcome this include: a) shifting support towards key small and medium enterprises and cooperatives that have growth and job creation potential;<sup>46</sup> b) linking small companies with bigger enterprises on the supply side; c) diversifying supply and encouraging investment in economic sectors that have growth potential; and d) assisting a few small enterprises and cooperatives with proven potential, allowing for longer incubation and business coaching phases.<sup>47</sup>

**Risk 5:** The lack of access to employment and income-generating opportunities initiatives in vulnerable areas risks exacerbating tensions, as service delivery locations or types of services offered to benefit one village or community over another could result in perceived discrimination or favouritism. This coincides with tensions within communities that may arise in this regard. The Livelihoods Sector, working in close coordination with the Social Stability and Protection Sectors, will ensure a conflict-sensitive, coordinated and complementary approach, encouraging implementing agencies to keep abreast of conflict and protection analysis and

(44) MoSA/LCRP agreed to adjust the daily wages of the workers in Cash for Work projects to 50,000 LBP due to the growing needs among vulnerable groups with the requirement to ensure a targeting of 50 per cent Lebanese and 50 per cent non-Lebanese.

(45) In June 2019, MoL launched the "Action Plan Against Illegal Foreign Employment on the Lebanese Territory," a plan that includes 13 measures to combat unauthorized labour, with particular emphasis on Syrian refugees. Consequently, the MoL has begun a crackdown on foreign labourers who do not possess work permits, inspecting businesses, issuing fines and warnings, and closing down shops. The Action Plan emphasizes the application of already existing policies, binding each foreign labourer to a valid work permit.

(46) This should be done ensuring that small and medium enterprises that have growth potential are targeted, while guaranteeing that job creation does not destroy jobs within the competition at the local level.

(47) At their inception phase, small enterprises need substantial technical and financial support to start their operations along with proper coaching and follow-up. It may be unrealistic to envision for nascent MSMEs creation of employment in interventions of one or two years (or even three), especially taking into consideration the current financial and economic situation of the country. Business sustainability and profit-making require time, prototyping, investments, mistakes, and constant tests in the market – even in normal conditions for entrepreneurs who are not vulnerable. It is highly advisable to align expectations to the realities of the market and the Lebanese economy. This could translate in fewer targeted MSMEs and beneficiaries in the short run, but higher possibilities of success in the long run.

to coordinate at the local level with organizations before entering an area. The mapping of the most vulnerable cadastres, which includes a layer of tensions analysis, will support the prioritization of municipalities. Moreover, Livelihoods partners are encouraged to ensure a conflict-sensitive approach throughout the programme cycle. This includes continuously analysing project risks on the context and contextual risks that may affect the project, making necessary adjustments accordingly and mitigating harm to host communities and displaced persons from Syria. The Livelihoods Sector will also work with the Social Stability Sector on facilitating 'do-no-harm' and context analysis workshops for partners working in the same area to help them to conduct participatory analysis and to share a common understanding of the dynamics, connectors and dividers in their specific area of intervention. All initiatives under the Livelihoods Sector will be implemented in alignment with the government's laws and policies regarding employment and job creation.

**Risk 6:** Gender barriers reduce equal participation of women in livelihoods interventions. Key gender barriers include unpaid domestic care work for women (also intensified by COVID-19 prevention measures), patriarchal norms that prioritize men as breadwinners, gender discrimination and strict social and legal norms impacting women's behaviour and their expectations about economic empowerment. In response to this, the Livelihoods Sector requires gender equitable participation of beneficiaries in livelihoods programmes, and it encourages all livelihoods partners to include access to childcare services for women and men in their programmes.

## Partnerships

The Sector works closely with MoSA and MoET in order to address the needs for income and employment in the most vulnerable municipalities, and it supports the MoL in improving decent work conditions and countering child labour. The Sector will also be coordinating closely with the MoA on activities related to agri-food value chains, rehabilitation/development of agriculture infrastructure and reforestation. Further coordination will be sought with the Child Protection Sector to identify areas of work with a high degree of child labour to better address the issues with the MoL. Moreover, the Sector aims at supporting the capacity of key ministries and relevant institutions in order to improve the regulatory framework on doing business by supporting MoET in the implementation of their Economic Plan and SME strategy, while working closely with MoL on developing and implementing decent work policies and strengthening the capacities of regional employment offices. The Sector will support the Ministry of Education and Higher Education in reforming the vocational education in Lebanon and to better link market needs with vocational trainings through collaboration with MoSA and MoL. In this context the sector will coordinate with the Education Sector to strengthen referrals to ensure access

to technical and soft skills training, particularly of youth and elderly. To ensure sustainability of interventions, it is important to coordinate and consult with the line ministries on livelihoods programmes.

Due to the increasing focus on supporting agriculture and agro-food business, the Sector will be closely working with the Food Security Sector and MoA to ensure linkages and complementarities in value chains interventions and support to MSMEs, cooperatives and entrepreneurs. Through this collaboration the Sector will be working with the General Directorate on Cooperatives to support the development of sustainable cooperatives and with MoA in the implementation of its 2020–2025 strategy.

As vulnerabilities are increasing, the Sector will also be working closely with the Protection Sector, including the SGBV and Child Protection sub-sectors, to strengthen advocacy around the needs to include people with special needs in livelihoods interventions. Furthermore, all sectors will work together closely to strengthen referrals to address the immediate needs for income and employment.

## Mainstreaming of accountability to affected populations, protection, conflict sensitivity, age and gender, youth, persons with specific needs and environment

### Accountability to affected populations

It is recommended that all livelihoods partners ensure that people of different age/gender/- vulnerability/ nationality are consulted and engaged in the sector/ programme assessments and sector response planning. Furthermore, sector partners are encouraged to use the Inter-Agency referral tools and follow the minimum standards on referrals to ensure a timely and accountable response to a person's needs, therefore preventing any tension and issue of aid perception bias.

### Protection and persons with specific needs

The Livelihoods Sector takes a protection mainstreaming approach to addressing protection issues – inclusive of gender, youth and persons with specific needs – through identification of risks to meaningful access, accountability and participation and by taking steps to mitigate these. In this way, as one of the key components, the Sector will work on improving decent work conditions for affected populations, ensuring that guidance is age and gender sensitive. This will also mean raising awareness on child labour among employers and raising awareness of employees' rights and how to safeguard them. In this vein, specific focus will be paid to developing a harmonized complaint and feedback mechanism, inclusive of persons with disability, youth



and women.<sup>48</sup> Moreover, the Sector will review and promote among its partners the use of the Inter-Agency minimum standards on complaints and feedback, drafted in 2019, while also encouraging partners to engage in the Inter-Agency trainings on minimum standards and referrals mechanism. Moreover, this also entails ensuring regional cross-sectorial meetings on referrals barriers and response between implementing partners and regular follow-up to ensure effective referrals between protection and livelihoods partners.

To ensure that protection is mainstreamed across livelihoods programmes, the Protection Sector has conducted sessions for Livelihoods partners at field-level to familiarize them with safe identification and referral. Moreover, the Sector will encourage further training to improve data collection processes on persons with specific needs.<sup>49</sup> In return, Livelihoods partners would need to tailor their interventions to ensure that these are inclusive, secure and accessible to everyone, particularly to vulnerable people. Specific attention will continue to be paid to improving the meaningful access of vulnerable groups to livelihoods support through the Livelihoods Sector's referral mechanism,<sup>50</sup> but also building on this, additional efforts will aim to strengthen referrals to other services. At both national level and regional level, the Sector will work closer with the Protection Sector, including Child Protection and SGBV, on improving referrals. This includes developing a short guideline/two-pager on livelihoods opportunities for people facing protection risks who are not complex protection cases.

For persons with specific needs, the Sector will adopt a twin-track approach. First, partners will identify key economic sectors in which people with disabilities could work, based on new market assessments and lessons learned. It is encouraged to tailor livelihoods programmes to their needs to ensure meaningful access to the labour market, notably through specialized training as well as equipment and devices, thus facilitating their full integration into the workforce. Such programmes currently exist but are very limited and will need to be scaled up by involving specialized agencies in the work of the Sector. In parallel, the specific needs of persons with disabilities will also be integrated as part of the work of partners promoting decent work. Finally, households with a member with specific needs will be prioritized in targeting, reflecting their higher dependency ratio and care-taking duties, through the existing vulnerability assessments.<sup>51</sup>

## Conflict sensitivity

The Livelihoods Sector primarily contributes to social stability by alleviating competition for jobs as a source

of tension between groups.<sup>52</sup> To protect access to livelihoods opportunities, the Sector will take into account: 1) the need for stronger, collaborative and trusted relationships among government authorities, host communities and refugee communities to prevent tensions; and 2) the need for inclusion of marginalized groups (women and people with special needs) into the local economy. However, the economic impact of the multiple crisis in Lebanon, that is, the loss of income, closure of markets and shops and the loss of daily work opportunities, are increasing the competition over jobs, which is a key driver of tensions.<sup>53</sup> Therefore, of particular importance that the Livelihoods Sector is able to meet its full targets in 2021, avoiding unequal assistance and gaps in targeting.

Additionally, interventions must be conflict sensitive in that they avoid strengthening local clientelist networks or fuelling competition and tensions between groups. The Sector will ensure to do-no-harm while strictly following Lebanese labour laws. This will require partners to undertake careful situation and market analyses before developing programmes, and to ensure that selection criteria are fair and transparent and that MoL policies are followed. Social stability data and analysis will be used to guide livelihoods programming in order to reduce tensions in areas where competition over low-skilled jobs is already prevalent, with particular focus on critical periods when seasonal labour is limited. At-risk youth will be prioritized to ensure that livelihoods programmes are complementary to youth community engagement initiatives and to mitigate risks of unmet expectations and frustration in the face of insufficient livelihoods opportunities. Similarly, livelihoods programmes in highly vulnerable urban areas will need to be implemented in close cooperation to alleviate the multiple sources of pressure in these areas.

## Youth and gender

Youth and women remain specific priority target groups across all activities of the Sector, taking into consideration their vulnerability and their higher unemployment rates. While the Sector has successfully ensured that youth and women are the primary groups benefitting from skills training, further emphasis is needed to increase their access to income and employment, notably through support to business start-ups and development schemes and to work-based learning programmes. The Sector will therefore carefully review the type of job creation investments to ensure that these benefit both youth and women. For women, particular focus will be on providing targeted support to female-headed households. This will mean ensuring that the Livelihoods Sector also works to ensure that childcare services are available, either through providing child-friendly spaces in livelihoods centres, by supporting home-based income generation or developing mobile outreach for beneficiaries.

(48) Inter-agency complaint and feedback mechanism minimum standards: <https://data2.unhcr.org/en/documents/details/79144>.

(49) Such as the training provided on the Washington Group questions.

(50) The Livelihoods sector is monitoring the roll-out of the Referral System, and joint meetings have been conducted to identify challenges and improve the system.

(51) Partners can receive support from MoSA, given its mandate.

(52) ARK/UNDP perception surveys on social tension confirm that competition over jobs remains one of the most cited drivers of tensions between host and refugee communities.

(53) ARK Quarterly Perception Survey, July/August 2020. The survey was conducted using a RDS methodology to ensure a statistical representativity at the district level while conducting the survey remotely.

Women and persons with specific needs are in most cases more disadvantaged than men in the context of value chain interventions due to limited access to information, training and markets, as well as gender discrimination about roles and responsibilities. Thus, all actor must couple interventions with gender and inclusion strategies in their value chain interventions.<sup>54</sup> Moreover, to ensure women's participation in labour-intensive programmes, implementing agencies are encouraged to design their projects taking into consideration women's needs and priorities and adjusting workspaces accordingly

Efforts will be made by livelihoods actors to use gender transformative approaches when feasible, and to engage women in non-traditional sectors. Moreover, the Livelihoods Sector will work closely with the Protection Sector, including GBV and Child Protection, to support advocacy efforts on decent work for a safe and non-exploitative environment, with a special focus on the elimination of child labour. The Sector will further continue to support advocacy efforts to increase funding for critical livelihoods opportunities for people with special needs, including those with disabilities. This will be done with an aim to reduce the vulnerability of displaced persons to exploitation, mitigate potential dependency on humanitarian aid and to support their contributions to the local economy.

## Environment

The Livelihoods Sector will continue to support environmental protection through the implementation of labour-intensive interventions, such as reforestation projects, soil conservation activities (e.g., restoration of terraces), water conservation (e.g., shallow ponds for conserving soil moisture, re-building of stone weirs) and litter cleaning campaigns (along waterways and roadsides). These cross-sectoral activities are aimed at preserving and maintaining the economic viability of rural and municipal livelihoods, while fostering job creation. To ensure that livelihoods activities do not negatively affect the environment, the Environment Task Force at the Ministry of Environment has developed an "environmental marker" for the LCRP to ensure that environmental safeguards are applied to LCRP's activities.<sup>55, xvii</sup> In addition, the Sector will consider an environmental approach to value chains interventions to assess the environmental impacts on the level of production, processing, consumption, waste disposal and recycling.

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- xvi. GIZ (2016), Employment and Labour Market Analysis (ELMA).
- xvii. See: <https://data2.unhcr.org/en/documents/details/69474>.

(54) Food and Agriculture Organization (2018), "Developing gender-sensitive value chains: Guidelines for practitioners," Rome.

(55) The MoE Task Force Guide has been distributed among Livelihoods practitioners, and presentations have been made during the National and Field Livelihoods Working Groups to support partners to familiarize with the new procedures. The Guide is also available online on the MoE website.

## Total sector needs and targets in 2021

Population Cohorts	Total Population	Total Population in Need	Total Population Targeted	Total Population Targeted			
				# Female	# Male	% Female	% Male
Lebanese	3,864,296	114,524	50,951	25,985	24,966	51%	49%
Displaced Syrians	1,500,000	77,987	36,538	18,634	17,904	51%	49%
Palestinian Refugees from Syria	27,700	2,953	1,364	696	668	51%	49%
Palestinian Refugees from Lebanon	180,000	6,896	3,183	1,623	1,560	51%	49%
GRAND TOTAL	5,571,996	202,360	92,036	46,938	45,098	51%	49%

Type of institution	# Targeted
MSMEs	3000
Municipalities	500
Ministries (MOSA, MOET, MOL, MOInd, MOA, MEHE)	6







A farmer works in a newly established agro-processing factory with cold storage rooms in Jezzine, South Lebanon. Photo Credit: UNDP, Rana Sweidan, September 2020.

## Sector Logframe

### Outcome 1: Stimulate local economic growth and market systems to foster income-generating opportunities and decent and safe employment

Indicator 1A	Description	Means of Verification	Unit	Frequency
# total number of decent job created and/or maintained (30 % created and 70% maintained)	New jobs created in supported Lebanese nano, MSMEs - Businesses and cooperatives who have hired new employees since the support was provided. Jobs maintained in supported Lebanese MSMEs - For nano and micro-businesses, it can be considered that any support provided helps the nano and micro-business to maintain the jobs in this business = the #employees of the micro-businesses they support as well as self-employed individuals (for micro-finance support). For SMEs this should be asked as part of the follow up underlined above.	Project reports from partners based on follow up individually (by phone or through visit) with all supported businesses after the support (grant, training) has been provided , 3 to 6 months after the support to the business ended.	Jobs	Quarterly

#### Total

Baseline	Result 2019	Target 2021									
494	4203	5,777									
 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
N/A	N/A	4372	N/A	N/A	1225	N/A	N/A	55	N/A	N/A	125

140

Indicator 1B	Description	Means of Verification	Unit	Frequency
# target Lebanese MSMEs and cooperatives that report increased performance and expanded market access (new clients, contracts, market access) as a result of programme activities	Supported Lebanese MSMEs and cooperatives who report increasing profitability / production / expanded market access (new contracts, clients, market) 6 months after receiving support	Project reports from partners based on follow up monitoring to supported Lebanese MSMEs, activity info	job	Bi-yearly

#### Total

Baseline	Result 2019	Target 2021									
N/A	2174	2370									
Microbusinesses			SME			Startup			Cooperatives		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
N/A	N/A	1738	N/A	N/A	419	N/A	N/A	126	N/A	N/A	87



## Outcome 2: Improve workforce employability

Indicator2A	Description	Means of Verification	Unit	Frequency
Number of job seekers placed into jobs (at least 50% women). Percentage of women among job seekers placed into jobs.	Individuals using the skills gained in trainings for activities at home	activity info	Individuals	Monthly

### Total

Baseline	Result 2019	Target 2021
N/A	1,522	2000



### Lebanese



### Displaced Syrians



### Palestinian Refugees from Syria (PRS)



### Palestinian Refugees from Lebanon (PRL)

Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
N/A	N/A	1400	N/A	N/A	500	N/A	N/A	30	N/A	N/A	70

## Outcome 3: Strengthen policy development and enabling environment for job creation

Indicator3A	Description	Means of Verification	Unit	Frequency
Number of policies, regulations and strategies amended and/or proposed approved by the Government	Decree, regulation, policy and strategy in place to support livelihoods, job creation, MSMEs or business eco-system	Official Gazettes & Official document from GoL and partners report	Institutions	Quarterly

### Total

Baseline	Result 2019	Target 2021
7	0	13

Indicator3B	Description	Means of Verification	Unit	Frequency
Increase in ranking of Doing Business (World Bank)	Doing Business provides objective measures of business regulations (and their enforcement) and enables investors and entrepreneurs to assess the quality of a country's business environment	World Bank Doing business ranking	institutions	Annually

### INSTITUTIONS

Baseline	Result 2019	Target 2021
126th	142th	120th



# PROTECTION SECTOR

## PEOPLE IN NEED



3,207,700

## NEEDS-BASED APPEAL

\$ 214.3million

## PEOPLE TARGETED



1,883,700

## PARTNER APPEAL



\$ 213million

## PARTNERS



68

## GENDER MARKER



2<sup>1</sup>

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## SECTOR OUTCOMES

### Outcome #1

Women, men, boys and girls have their fundamental rights respected

#### Indicators

Percentage of persons with legal stay

Percentage of children born in Lebanon whose birth is registered at the Nofous level

Percentage of children born in Lebanon whose birth is registered at the Foreigners' Registry level

Percentage of households who have moved accommodation in the last 6 months due to eviction

### Outcome #2

Women, men, boys and girls are protected by a strong and accountable system against all risks of violence, exploitation and abuse, including sexual and gender-based violence (SGBV), violence against children, sexual abuse and exploitation (SEA)

#### Indicators

Percentage of children aged 14-2 years who experienced violent disciplinary practices

Percentage of women and girls aged 49-15 years who state that a husband is justified in hitting or beating his wife

### Outcome #3

Women, girls, men and boys live with dignity and are resilient to shocks

#### Indicators

Percentage of persons referred provided with services

Number of persons benefitting from resettlement or other humanitarian pathways

Percentage of children aged 5-17 years engaged in child labour

Percentage of children (boys and girls) who reported an improvement in their psychosocial well-being as measured through the SDQ

Percentage of women married before 18 years of age

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	52% Female	48% Male
 Vulnerable Lebanese	1,500,000	336,000	174,720	161,280
 Displaced Syrians	1,500,000	1,500,000	780,000	720,000
 Palestine Refugees from Syria	27,700	27,700	14,404	13,296
 Palestine Refugees in Lebanon	180,000	20,000	10,400	9,600

<sup>1</sup> The response plan is designed to contribute significantly to gender equality.

## Overall Sector Strategy

There has been a general deterioration of the protection situation in Lebanon affecting displaced persons of all ages and gender and vulnerable Lebanese communities, especially those with specific needs. The compounding crises are heightening protection risks, which are aggravated by insufficient respect for the rule of law, discriminatory practices, and inadequate access to law enforcement, justice, and basic services. The COVID-19 crisis has exacerbated critical needs across all population groups, with a particular impact on those with heightened vulnerabilities, and it has placed unprecedented stress on protection services and community structures.

There remain critical issues that are negatively affecting the protection of persons displaced from Syria, Palestinian refugees from Lebanon and vulnerable Lebanese:

- **Limited ability of persons displaced from Syria to enjoy basic rights**, such as civil documents and legal residency, security of tenure, and protection against discriminatory measures, arbitrary arrest, and refoulement;
- **Increased violence** against women, children, and those facing multiple vulnerabilities;
- **Heightened risks of exploitation and abuse**, in particular for children who are subject to child labour, including in its worst forms, and sexual exploitation and abuse (SEA);
- **Increased use of negative coping mechanisms;**
- **Further deterioration of the mental health of adults and children;**
- Increase in vulnerabilities of **persons with specific needs**; and
- **Limited access to durable solutions.**

The overarching objective of the Protection Sector is that **persons displaced from Syria and persons from host communities who are in a vulnerable situation have their rights respected and that they live in safety and dignity**. To address the critical issues identified as priorities, the Sector will aim to ensure that all persons:

- **Have their fundamental rights respected;**
- **Are protected by a strong and accountable system against all risks of violence, exploitation and abuse; and**
- **Live in dignity and are resilient to shocks.**

To achieve this, the Sector response aims to ensure measurable and positive changes to the protection situation of persons displaced from Syria, Palestinian refugees from Lebanon, and vulnerable Lebanese as follows:

- **To ensure that all women, girls, men, and boys have their rights upheld, that they are able to secure civil documentation and legal stay, and to be protected against arbitrary**

**arrest, refoulement, discriminatory restrictive measures, and unlawful eviction**, the Sector will promote a revision of the legal frameworks to foster their alignment with international standards and commitments to be more protective of all persons. The Sector will consistently advocate for legal procedures to be more accessible, affordable, and inclusive. The Sector will increase respect for due process and the rule of law by strengthening national and local institutions to facilitate consistent and more precise implementation of these procedures. It also aims to ensure that all persons are aware of their rights and able to exercise them.

- **To protect women, children, and persons who are at risk or who are vulnerable** the Sector will strengthen child protection (CP) and sexual and gender-based violence (SGBV) prevention and response systems, and will work to improve the legal framework and ensure adequate implementation of laws and access to justice. Where gaps exist, mechanisms will be established to prevent and respond to SEA to ensure that all persons are less exposed to violence, abuse, and exploitation.
- **To ensure that persons with heightened protection risks will be adequately protected and not forced to rely on coping mechanisms that are harmful** to themselves or their families, the Sector will promote the provision of comprehensive, inclusive, available and accessible protection; SGBV and CP services, including mental health psychosocial support services, to individuals of all ages and backgrounds, including persons with disabilities, older persons, women, and children at risk. The Sector will support the empowerment of communities, families, and individuals to restore their social networks, decrease tensions, and to engage in their own protection while at the same time promoting positive social norms and behaviours. The Sector will also advocate for increased resettlement options for those most at risk.

The three key outcomes will be reached by taking into account positive changes that can be made at the institutional, community, family, and individual levels through strategic collaboration and joint objectives with other sectors, governmental entities, and development actors to uphold the rule of law, foster good governance, enhance accountability, increase capacities to ensure accessible public services, and address discrimination. The Sector will also pursue evidence-based advocacy required to improve protection outcomes in Lebanon. The sector strategy incorporates a stabilization approach by supporting reform within the legal system and promoting equal access to relevant and quality protection services for all children and adults in need. The Sector will also strengthen the link between humanitarian aid and development and systematically combine direct delivery of protection services, including CP and SGBV case management, psychosocial support, rehabilitation services, emergency and protection cash,

and a solid component of community empowerment, system strengthening and capacity-building.

The Protection Sector will strengthen its coordination with the Inter-Sector Working Group (ISWG) and key sectors around critical priorities. The ISWG will be supported to ensure that protection mainstreaming is applied when planning sector interventions, including child protection and GBV risk mitigation. The Protection Sector will also support the ISWG to move towards more integrated packages of services targeting vulnerable families. This will promote the comprehensive and sustainable nature of the response by addressing the multiple drivers that increase a person's risks of becoming more vulnerable. It will be particularly relevant when managing complex issues, such as out-of-school children, child labour, child marriage, and violence against children. The Protection and Social Stability Sectors will strengthen existing joint analysis of protection risks and tensions, and will ensure an integrated approach to build on community-based initiatives that promote peaceful coexistence. The Protection Sector will also engage closely with the Health and Education Sectors to jointly prevent and address increasing mental health and psychosocial needs, violence against women and children, child marriage and child labour.

The Sector will work closely with the **Ministry of Social Affairs and the Ministry of Interior and Municipalities** at the central and local level on protection interventions, including access to territory, legal residency, access to justice, civil status documentation, and evictions. The Sector will also engage with other line ministries, including **Ministry of Education and Higher Education (MEHE), Ministry of Public Health (MoPH), Ministry of Justice (MoJ), Ministry of Labour (MoL), Higher Council for Childhood, National Commission for Lebanese Women, Disaster Risk Management Unit, Internal Security Forces, municipal police, judges and bar associations, non-governmental agencies and civil society to strengthen national systems on protection, child protection and protection against SGBV.** This will include legislative and national policies to maintain a protective environment for everyone affected by the Syria crisis, and to increase access to justice for affected populations and ensure equitable treatment for all in accordance with global human rights standards.

The Protection Sector's strategy will follow **a rights-based approach, ensure the 'do no harm' principle and integrate conflict sensitivity** through timely identification and mitigation of risks across all activities. It will mainstream **age, ability and gender sensitivity**, systematically considering the specific risks, needs and capacities of the different groups and ensuring regular programmatic adaptation. A comprehensive understanding of the **threats, vulnerabilities and coping capacities of persons with specific needs and those most at risk, including persons with disabilities and socially marginalized groups, including those discriminated against on the basis of their gender,**

will continue to shape the Protection Sector's response to ensure inclusion of those most at risk. Refugees from other nationalities will be included in all advocacy efforts to improve access to civil documentation and legal residency.

## Sector results: LCRP impacts, sector outcomes, outputs

### Expected results and planned interventions

The Protection Sector contributes to the Lebanon Crisis Response Plan 2017–2020 (**LCRP Strategic Objective 1** (Ensure the protection of vulnerable populations), and to **Impact 2** (Immediate humanitarian needs of the most vulnerable populations are met) and to **Impact 5** (Social stability is strengthened in Lebanon). The Sector also contributes to the Sustainable Development Goals (SDG), especially to SDG 5 on Gender Equality, SDG 8 on Decent Work, and SDG 16 on Peace, Justice, and Strong Institutions.

The overarching sector objective is to ensure that persons from both the refugee and the host communities live in safety and dignity and can enjoy their basic rights. This is articulated through three main outcomes.

### Outcome 1: Women, men, boys, and girls have their fundamental rights respected.

In order to achieve this result, the Sector will promote the strengthening of Lebanon's legal framework related to civil documentation, legal residency, security of tenure, and protection against discriminatory measures, arbitrary arrest, and refoulement, as well as respect for the rule of law in the implementation of laws and regulations by public institutions. It will also increase the knowledge of all persons on their rights and ability to access procedures.

### Output 1.1: Legal procedures related to civil documentation, legal residency, and security of tenure are inclusive, accessible, and affordable, and are implemented accurately and evenly by the relevant institutions.

The Government of Lebanon and international partners have highlighted, in the Lebanon Partnership Paper, the importance of supporting and upholding the rule of law to preserve the dignified stay of persons displaced from Syria.<sup>1</sup> To achieve this, the Sector will prioritize interventions that help to maintain the protection of persons from both host and displaced communities, and will support the strengthening of a national system that ensures that the rights of all persons of all abilities are respected and fulfilled. This will be done through continuous advocacy to improve the legal framework and enhance the rule of law, and through the capacity-building of relevant institutions.

More specifically, the Protection Sector will enhance

(1) Brussels II Conference (24–25 April 2018), Supporting the future of Syria and the region: Lebanon Partnership Paper, para. 46, <https://www.consilium.europa.eu/media/34145/lebanon-partnership-paper.pdf> [further "Lebanon Partnership Paper"].



efforts to ensure continuous improvement in **access to civil documentation, including birth, marriage, divorce, and death registration**, for persons displaced from Syria and other vulnerable populations.<sup>2</sup> The Sector will advocate to expand the late birth registration waiver as of 1 January 2021 and for the inclusion of other nationalities, including Lebanese children. The Sector will also advocate for the harmonization and reduction of fees related to obtaining civil documentation. Capacity-building interventions will be conducted to enhance the capacities of local and national institutions to register civil events and deliver documentation, including through support in the form of equipment and staffing to the Personal Status Department. Interventions will be prioritized based on the specific needs of various institutions, on identified knowledge gaps, and on the results of capacity-building activities previously conducted.

The reversal of the downward trend in terms of access to residency is of primary importance.<sup>3</sup> Access to legal residency has a critical impact on the overall protection of displaced persons and on their ability to enjoy all basic rights and to access all services. Lack of valid legal residency remains the main reason for arrest and detention both for Syrians and refugees of other nationalities, which may in certain circumstances also put these individuals at risk of deportation. The Lebanon Partnership Paper<sup>4</sup> will continue to provide strategic direction to the Sector in **fostering legal stay**. The paper points to expanding the fee waiver to all displaced persons to ensure free-of-charge access to legal residency independent of registration status or means of entry. Advocacy for extension of the fee waiver in 2021 is a top priority given that most displaced persons are unable to cover the fees and/or obtain/maintain a sponsor. The paper also outlines the need for enhanced efforts to ensure that the 2017 residency fee waiver is consistently and evenly applied across the General Directorate of the General Security Offices (GSO) in all regions. The Protection Sector will continue to provide financial and technical support to strengthen the GSO's capacities, based on regular assessment of its needs, capacities, and performance in the field in order to roll out tailored, sustainable, and effective capacity-building interventions.

The Protection Sector will continue to engage with the government to promote **protection-sensitive border management**, in line with Lebanon's legal framework and international law, to avoid immigration detention, **to uphold Lebanon's non-refoulement obligations**, and to secure procedural safeguards in case of deportations, including the determination of the best interests of the child and respect for the principle of family unity. Furthermore, and in accordance with the Lebanon Partnership Paper,<sup>5</sup> the Sector will continue advocating

for the **resumption of UNHCR registration of Syrian refugees**, which will contribute to a fuller understanding of the scale and scope of needs and consequently of the support required. This will also help facilitate **solutions** in the form of resettlement to third countries and the safe, dignified, non-coercive returns of refugees when conditions permit.

The Protection Sector will also continue to **track collective evictions as well as curfews and other restrictive measures targeting specifically refugees**, including at the municipal level. It will work with the Ministry of Interior and Municipalities, MSA, local authorities and partners **to prevent the application of discriminatory measures and of forced and unlawful evictions** (both individual and collective), including when related to the COVID-19 outbreak and to discrimination.

#### **Output 1.2: Women, men, boys, and girls know and exercise their rights, especially in relation to civil documentation, legal residency and security of tenure**

To improve **access to civil documentation**, emphasis will be on raising awareness and disseminating harmonized information to ensure people are able to seek assistance or obtain registration by themselves. Messages will be localized and adapted in consultation with target populations of different ages, gender, and backgrounds to better address the specific challenges and knowledge gaps among different groups, including persons with specific needs. Legal counselling, assistance, and representation will be provided as needed to persons who require additional tailored support. The Protection Sector will also increase efforts to provide information and outreach to all persons of concern on the criteria and procedures used to obtain **legal residency**, as well as legal counselling and assistance including through accompaniment to the General Security Offices.

Tailored awareness-raising activities and legal activities will be guided through regular analysis of the ability of persons displaced from Syria to obtain legal residency, as well as analysis of the evolution of legal, policy, and practical barriers, such as mobility restriction or an increase in associated costs. Standardized information on the importance of securing legal residency and civil documentation, especially birth registration, will be systematically included in all outreach and awareness-raising activities by CP, SGBV, and Protection actors. This will assist in scaling up the number of individuals reached. Youth (especially those between 15 and 17 years due to specific legal requirements)<sup>6</sup> and women will be particularly targeted, and information sessions will be adapted to address specific misconceptions and concerns among those groups for which the percentage of individuals without legal stay remains particularly high. Inclusive and efficient remote modalities, such as **legal counselling via the phone on simple issues that**

(2) Non-Syrians where relevant will be included in interventions of the Protection sector to ensure that a non-discriminatory and "one refugee" approach is being applied.

(3) In 2020, 80 per cent of displaced Syrians are without residency. Vulnerability Assessment of Syrian Refugees in Lebanon, 2020.

(4) Lebanon Partnership Paper (April 2018), para. 42.

(5) Lebanon Partnership Paper (April 2018), paras. 44 and 47.

(6) Youth under 18 years can use a civil extract no older than three years as an Identity document. If they obtain the residency based on sponsorship, they are exempted from the legal residency fees.

do not require face-to-face discussion, will be used to address access and mobility challenges, including those related to civil unrest and to restrictive measures in relation to the Covid-19 outbreak.

The Protection Sector will also work closely with the Shelter Sector to address issues related to **security of tenure**, including through **an area-based approach**. This approach aims at ensuring a holistic response to communities' most urgent needs. Priority sites will be identified based on a joint review of needs conducted by the Shelter, WASH, and Protection Sectors that will take into account protection risks, social tensions, and shelter and WASH technical assessments. Safe identification and referral of cases, including persons with specific needs, will be systematically mainstreamed in the approach. It will also consider existing inter-agency standards and the capacities of partners to provide complementary interventions. Information, counselling, and legal assistance in relation to housing, land, and property rights will be provided broadly to individuals, including as part of the area-based approach. These interventions will also be part of prevention and response to evictions in a context where this increasingly represents a major risk to affected populations. In addition to legal mediation and counselling, persons at risk of eviction or who have been evicted due to their inability to pay rent will be supported in close coordination with the Shelter and Livelihood Sectors through the provision of specific assistance. Those who experience aggravated risks due to having to change their shelter arrangements will be prioritized, such as persons with specific needs (including persons with disabilities and older persons) and women and children at risk.

### **Outcome 2: Women, men, boys, and girls are protected by a strong and accountable system against all risks of violence, exploitation, and abuse**

The Protection Sector has observed an increase in neglect, violence, abuse, and exploitation, which has led to a worsening of the child protection and SGBV situation in country. There are high levels of violence against women and children, such as domestic violence, sexual harassment, child marriage and child labour (including its worst forms<sup>7</sup> and children affected by armed violence), as well as heightened risks of sexual exploitation and abuse. In partnership with the Government of Lebanon, the Sector will continue to support public systems with the development and roll out of strategies and frameworks at the national, regional, and local level to protect all persons, especially those most at risk of violence, exploitation, abuse, or neglect.

#### **Output 2.1. The national protection system and its legal framework are strengthened to better respond to protection concerns of women, girls, men and boys at the national and local levels**

(7) ILO Convention No. 182 defines the worst forms of child labour as slavery, debt bondage, prostitution, pornography, forced recruitment of children for use in armed conflict, use of children in drug trafficking and other illicit activities, and all other work harmful or hazardous to the health, safety, or morals of girls and boys under 18 years of age.

The Protection Sector will reinforce national SGBV response and child protection systems through close engagement in the development and implementation of the government's **SGBV response and child protection policies and plans**. For Child Protection, this will include advancement of the MEHE's and MoPH's child protection policies and support to MoJ to undertake steps towards children's rights reform. For SGBV response actors, this will entail advancing implementation of the Child Marriage Action Plan with the Higher Council of Childhood and the Ministry of Social Affairs, the national SGBV Standard Operating Procedures, and the National Action Plan 1325 of the United Nations Security Council Resolutions on Women, Peace, and Security. SGBV response actors will also support the roll out of the national Clinical Management of Rape strategy implemented with MoPH.

Strengthening the commitment, accountability, and national capacity of the social, justice, education and health sectors in Lebanon will promote the sustainability of protection mechanisms through enhanced SGBV response and child protection structures and procedures across the country.

Building on the progress made towards developing policy frameworks for the protection of women and children in Lebanon, the Protection Sector will continue to support MoSA in rolling out its Strategic Plan for the Protection of Women and Children 2020–2026<sup>8</sup> and to advance the Child Marriage Action Plan, as well as to strengthen the legal and policy framework. Efforts will continue to be made for the amendment of Law 25 of bill 422 on Child Marriage and Law 293 on Family Violence coupled with the provision of quality services for women and boys and girls who are at risk or survivors of violence.

In Palestinian refugee camps, the Protection Sector will work with relevant authorities, including security forces, to improve knowledge of and adherence to these laws. Technical support will continue to be provided to MoJ in order to bring about the necessary legal reform that is relevant to child justice and to provide the needed judicial support to children in contact with the law. The Ministry of Interior and Municipalities will also be supported to integrate child protection standards into their curriculum/resources used by the Internal Security Forces academy to train municipal police. Other line ministries, such as MEHE and MoPH, will also be supported to operationalize and effectively enforce commitments made in 2018 through the MEHE Policy for the Protection of Students in the School Environment and through policy recommendations to MoPH on Strengthening Child Protection Practices in Health Care Institutions and the implementation of national Clinical Management of Rape strategies.

The Sector will also invest in ongoing training and coaching on child protection and SGBV response for case management agencies and relevant government staff to ensure case management and psychosocial support

(8) Part of this strategy is also an element of 'Qudwa', a national social behavioural change and communication plan to prevent child marriage, child labour, and violence against girls, boys, and women that was also launched. The Qudwa initiative is designed to encourage behaviours that promote the well-being, dignity, and equality of women, girls, and boys.

services are provided in a safe and consistent manner, in line with global minimum standards.

Furthermore, this will be further complemented by the continuous use of the Gender-Based Violence Information Management System and the gradual roll out of the new Child Protection Information Management System. The Sector will continue to support the development of harmonized child protection and SGBV response tools and learning resources as well as the mainstreaming of existing guidance and tools, including those on providing remote service delivery to all persons and caregivers, with specific focus on male engagement.

**Output 2.2: Known, accessible, and available mechanisms are in place to prevent and respond to sexual exploitation and abuse (SEA)**

The Protection Sector will scale up efforts to reduce the risk of SEA for all vulnerable populations, in particular children and persons with disabilities, through adapted awareness-raising interventions **on protection from sexual exploitation and abuse (PSEA) mechanisms**. The Sector will **mitigate the risk of SEA across all interventions**, with a focus on areas of particular concern, such as cash assistance.<sup>9</sup> Partners will ensure that vulnerable populations are able to access SEA reporting mechanisms through regular and inclusive consultations with communities. **Mechanisms to handle complaints will be strengthened by all organizations and their implementing partners**. Strengthening of PSEA systems will be more systematically integrated into the partnerships of international organizations, with local actors for project implementation. The Sector will address the risk of SEA by providing partners with the relevant guidance and support to mainstream appropriate mechanisms to handle SEA complaints. Links will be made to the Inter-Agency Community-based Complaint and Feedback Mechanism, which is being established under the PSEA network; and efforts will be made to ensure that Codes of Conduct include commitments on PSEA are signed by all partner staff, consultants, volunteers and contractors.

**Outcome 3: Women, girls, men and boys live in dignity and are resilient to shocks**

The Protection Sector will foster an environment that is safe and empowering for vulnerable populations to enhance their ability to protect themselves, to adapt to the constantly evolving environment, and to recover from the successive shocks. This will be done using a participatory approach to meaningfully engage all persons at the individual and community level. The Sector will continue to strengthen public protection services and to ensure the provision of complementary services by humanitarian actors both in person and through remote modalities to respond to emerging gaps, while ensuring a continuous review and adaptation of tools and guidance for the provision of safe and accessible programming in the context of the COVID-19 outbreak.

Community groups will be expanded to allow for the reliable and efficient dissemination of information, and will be further engaged for promoting practices and behaviours that protect children and women.

**Output 3.1: Protection, CP, and SGBV services, including mental health and psychosocial services, are available, accessible, and inclusive to all, including persons with specific needs**

In addition to strengthening systems, the sector will strive to ensure that all persons, including survivors of violence and persons with specific needs, have access to an integrated package of quality prevention and response services that improve their safety and psychological well-being.

To ensure that all individuals are equally protected, the Sector will prioritize activities that aim to enhance the **delivery of quality and inclusive protection services** to those most at risks or who are marginalized, including women and children at risk, SGBV survivors, persons with disabilities and those discriminated against on the basis of their gender. The Sector will promote equal access to services to all, including to specialized rehabilitation services for persons with disabilities. **Disability inclusion mainstreaming** will be ensured through systematic identification of disability using a functional approach<sup>10</sup> (e.g., Washington Group Questions) and through prioritizing interventions based on risk assessments and vulnerability criteria that include disability together with age, gender, and other relevant factors. The adaptation of general services and the systematic inclusion of disability in monitoring to measure access to services will also be critical interventions to ensure an inclusive approach.

**Case management** will remain the cornerstone for providing individual support and to protect the most vulnerable and at-risk populations, including women and children. Individual case management will be complemented by **focused psychosocial support** (FPSS) group activities that also target women at risk, including SGBV survivors, children, and their caregivers for promoting their safety and empowerment. Services for children will be reinforced through the engagement of their caregivers in FPSS activities and positive parenting sessions. Taken separately, sector-specific programmes can be limited in their effectiveness as the opportunity costs of participation may be high and inaccessible for the family, for instance, when attending FPSS sessions will prevent a child from participating in income-generating activities for some hours to support his or her family. Combining interventions through an **integrated multisectoral package of services** (including cash assistance) is essential to support families facing multiple deprivations and complex issues, such as child labour, child marriage, and violence in the household. Although multidimensional poverty is often the strongest driver of deprivation, other factors such

(9) Protection Sector Guidance Note on the Use of Cash for Emergency Protection Responses, p. 5.

(10) A functional approach is designed to identify in a comparable manner people with a greater risk than the general population of not participating by collecting information on difficulty performing basic activities.



as strong cultural and social norms, civil or legal status (e.g., child of single mother, migrant worker, stateless person) and disability, also contribute to exacerbating deprivation. Moreover, there is a demonstrated need to maintain both physical and virtual safe spaces for adolescent girls and women to support their safety and empowerment, and to allow them to access information on available services for sexual and reproductive health, mental health and others.

**Protection and emergency cash assistance** are critical interventions to respond to specific protection risks. In line with the Protection Sector Guidance Note on the Use of Cash for Emergency Protection Response,<sup>11</sup> cash will be used to complement sector interventions, often as part of integrated multisectoral packages, and to enhance the capacity of vulnerable populations to cope with shocks. The provision of cash plays a critical role in reducing the risk of individuals and families to resort to adopting **harmful coping mechanisms**. The Protection Sector will continue to work closely with the Basic Assistance and Livelihoods Sectors to increase referrals between sectors, to ensure that persons and families at risk are prioritized and supported adequately based on their needs and capacity, and to enhance the sustainability of interventions. Close cooperation between the Sectors will be reinforced to identify linkages on ability to meet basic needs and protection risks, in particular harmful coping mechanisms. The Sectors will also work closely on joint advocacy to ensure sufficient funding that takes into account the increased vulnerability of all populations and the need for more inclusive livelihoods opportunities. The Protection and Livelihoods Sectors will support advocacy for an inclusive recovery plan that takes into consideration the needs of displaced persons to access safe livelihood opportunities. This will be done with an aim to reduce the vulnerability of displaced persons to exploitation, to mitigate potential dependency on humanitarian aid, and to support their contributions to the local economy.

Emphasis will be on further enhancing access to **mental health** assistance by collaborating closely with the **Health Sector**, the **Mental Health and Psychosocial Support Task Force**, and the **National Mental Health Programme**.<sup>12</sup> Provision of remote quality psychosocial support will be reinforced to address access barriers and movement restrictions, in coordination with the Health Sector. Additionally, the safe identification and referral of cases between the Health and Protection Sectors, including at primary health care centres and social development centres as well as from other sectors, will be improved through joint capacity-building initiatives. Psychological first-aid training will also be rolled out in collaboration with the Mental Health Psychosocial Support Task Force and priority Sectors, such as Health,

Shelter, WASH, Food Security and Education, with a specific focus on frontline workers.

### **Output 3.2: Women, men, boys and girls are enabled to improve their protection, including through strengthened community and family support**

The Protection Sector will foster meaningful **engagement with both displaced and host communities across gender, age, nationality, disability and socioeconomic status** throughout the programme cycle. It will partner with local influencers and other community groups and networks, civil society, local leaders, and key gatekeepers. The sector strategy will prioritize the following interventions:

- **Empowerment of displaced and host communities to enhance resilience, inclusion, and participation** and to **reduce social isolation and mitigate inter/intra-communal tensions** that have been magnified by the compounding crises. Access to reliable and timely information is critical for individuals to enjoy their rights and access services. Therefore, the Protection Sector will enhance the dissemination of accessible, accurate, and updated information to all on services and eligibility criteria, and on protection related concerns. Innovative and inclusive outreach modalities will be used to address mobility constraints, access barriers, and other limitations faced by specific groups, including persons with disabilities and older persons. Targeted capacity-building plans based on regular assessment of communities needs and strengths, community-based interventions and social mobilization will be used to support communities and local influencers in the identification and referral of adults and children with protection concerns, and to enhance the inclusion of the most marginalized groups. In addition, the capacity of the community to prevent and respond to community risks and concerns will be further supported. The inclusiveness of community groups will be improved and specific attention will be paid to the inclusion of women, youth and persons with disabilities. Finally, coordination with the Social Stability sector will be strengthened through joint engagement with host and displaced communities, with a specific focus on tension 'hot spots' to reduce tension, create space for positive interactions and enhance positive narratives. The finalization and dissemination of the inter-agency standards for community-based interventions will aim to harmonize and strengthen community engagement approaches within the Protection Sector and then other sectors. These efforts will include the following:
- **Challenging harmful social norms and practices and promoting positive norms and behavioural change** towards protective practices, gender equality (including women empowerment and positive masculinity fostering), disability inclusion, inclusion of socially marginalized groups (including those discriminated against on the basis of

(11) As stated in the Guidance note, "The eligibility criteria for ECA is based on three key cumulative criteria. Are eligible individuals/households who: face a specific protection risk (as a result of a shock or accumulation of factors); and have limited coping mechanisms due to a specific vulnerability (incl. persons with disabilities, older persons at risk, female-headed households); and for whom a one-off payment of cash assistance may address or mitigate a serious and direct harm."

(12) See <https://www.moph.gov.lb/en/Pages/6/553/the-national-mental-health-program>.



their gender), stronger child participation<sup>13</sup> and engagement of men. The Protection Sector will foster meaningful engagement of communities **in social and behavioural change**, which will contribute to a protective environment for vulnerable groups. Targeted community-based initiatives will be supported to further engage and empower communities, including adolescents and youth, to identify their own child protection/gender-based violence issues and solutions and to find their own 'champions' and role models. The Sector will also aim to stimulate a substantive dialogue within communities around the main drivers leading to harmful traditional practices and violence, such as child labour, child marriage, intimate partner violence, the use of violent discipline and sexual exploitation and abuse. It will continue to promote non-violent approaches to manage relationships within the family and the community, enhancing positive parenting skills, and building resilience to deal with the stressful consequences linked to the protracted nature of displacement. This will allow the Sector to capitalize on community allies, including men and boys, to challenge harmful social norms and promote behavioural change and gender equality.

- **Strengthening accountability of local institutions and service providers vis-à-vis affected people.**

This will be done by promoting an open dialogue with communities on protection risks and needs by encouraging feedback on programmatic interventions and modalities, including remote modalities, through adapted and inclusive complaint and feedback mechanisms to inform design and delivery of services; and by fostering the development of contextualized, effective, and sustainable solutions with the communities. Efforts will be made to ensure that these mechanisms are designed in consultation with all groups and are appropriate for and accessible to all vulnerable populations, including persons with specific needs, such as persons with disability, older persons, women at risk, and children.

### **Output 3.3: Displaced persons from Syria have access to durable solutions**

To ensure the protection of displaced Syrians, it is essential that they are able to access and make free and informed decisions on durable solutions. In that respect, "the Government of Lebanon and its international partners reiterated that the main durable solution for Syrian refugees in Lebanon is their safe, dignified and non-coercive return to their country of origin, in accordance with international law and the principle of non-refoulement."<sup>14</sup> The Protection Sector will provide basic counselling, and will support displaced persons who have decided to return to Syria to assist them to re-establish

themselves and to access basic services upon return. The Sector will continue to advocate that discussions on plans to return take into account protection thresholds.<sup>15</sup> At the same time, the identification of persons displaced from Syrians with compelling protection needs and their referral to resettlement or other humanitarian admission programmes will be strengthened; and the Sector will also advocate for increased opportunities in line with the Lebanon Partnership Paper,<sup>16</sup> as these remain limited.

## **Identification of sector needs and targets at the individual, institutional, and geographical level**

Services and activities supported by protection partners will focus on all persons with immediate legal or physical protection needs or for whom protection risks are exacerbated due to their age, gender, disability, or other diversity background. Categorical targeting will be completed by need assessment to ensure a thorough identification of vulnerabilities for each individual and family in need. The Sector will also target communities across nationalities to enhance empowerment, participation and social stability. Targets are set based on needs identified at the onset of the LCRP and have been adjusted to reflect increased needs based on the 2020 protection monitoring results, the Vulnerability Assessment of Syrian Refugees in Lebanon and other key surveys, as well as continuous exchanges with partners on gaps.

National and local institutions will be targeted for capacity-building, namely government institutions that manage the border and those that are responsible for civil documentation, legal residency permits, and law enforcement, such as General Security Offices, the Internal Security Forces (ISF) and the Lebanese Armed Forces. Also targeted will be the Personal Status Department, local civil society actors, the Ministry of Social Affairs, social development centres that are used for child protection services and safe spaces for survivors of violence, the ISF academy and the municipal police under the Ministry of Interior and Municipalities. Legal aid systems will be reinforced for the more vulnerable through close engagement with the MoJ, the courts, and the bar associations. Health facilities will receive capacity-building and training on clinical management of rape in collaboration with the MoPH and the Clinical Management of Rape Taskforce under the national Clinical Management of Rape strategy. Institutions will be prioritized based on capacities, needs, and the results of previous capacity-building initiatives. Partnerships will be encouraged over one-off interventions to foster a comprehensive, effective, and durable approach to capacity-building.

(13) This, for instance, will be achieved through positive parenting sessions, encouraging role models and positive alternatives, and psychosocial support activities for adolescent girls addressing child marriage.

(14) Lebanon Partnership Paper (April 2018), para. 41.

(15) Comprehensive Protection and Solutions Strategy: Protection Thresholds and Parameters for Refugee Return to Syria (2018, UNHCR).

(16) Lebanon Partnership Paper (April 2018), para. 47.

## Assumptions and Risks

The Protection Sector will operate based on three assumptions in 2021:

- Despite the fragile political situation and deteriorated socioeconomic conditions, **the Government of Lebanon along with its local level structures/ municipalities**, will continue to provide and facilitate access to essential protection services (such as legal residency, civil documentation, and enforcement of law to better protect women, girls, and boys against CP and GBV concerns), while continuing to facilitate the work of humanitarian actors to provide quality and impartial assistance to all vulnerable individuals in Lebanon.
- The **social context will remain relatively stable and safe**, with social tensions remaining contained and with only minor incidents that can be safely mitigated through programmatic adaptations (similar to adaptations made during COVID-19 lockdowns) **and** complemented through **engagement in community-based protection initiatives** that are inclusive to all.
- **Lebanon continues to be prioritized by the donor community** and sufficient aid is allocated to protection programmes in line with the increased need to continue supporting the most vulnerable people in Lebanon, including displaced Syrian and Palestinian refugees and other population groups

The main risk is that the deterioration of the country's socioeconomic and political situation will further exacerbate existing vulnerabilities, contributing to negative coping mechanisms, including dangerous onwards movements. Another risk is that social tensions could further escalate, leading to an increase in inter/intra-communal disputes, security incidents, and increased harassment of refugees. This could also limit the mobility of vulnerable populations and service providers, including hampering their access to protection and basic services. This will be mitigated through the regular review of preparedness and contingency plans at the inter-agency level.

Considering the impact of COVID-19 on the global economy, funding may be reduced, resulting in a higher level of basic needs being unmet and leading to protection needs being increasingly deprioritized while violence within the household and at the community level continue to increase. Those with specific needs could more easily fall through the cracks. One key mitigation measure in that regard will be to continue advocacy efforts. Limitation in in-person delivery of services due to safety measures will be addressed through innovative service provision modalities.

In general, in order to mitigate these risks the Protection Sector will ensure proper targeting and prioritization through a comprehensive and integrated/multisectoral approach tailored to the needs of people with protection risks; programme adjustments; and the introduction of new approaches, including remote modalities, that are

inclusive and accessible as well as adapted to the country situation. This will be possible through continuous collaboration with other sectors – namely the Social Stability Sector for monitoring and addressing tensions; and the Basic Assistance, Food Security, Shelter, Health and Livelihood Sectors for enhancing referrals for a comprehensive and timely response. The Protection Sector will also continue to advocate for sufficient funding for the sector and its programmes.

### Partnerships

In partnership with the Government of Lebanon, the Protection sector will continue to support the **strengthening of national, regional, and local community systems** to protect all individuals who are most at risk of violence, exploitation, abuse or neglect. A holistic approach for engaging different stakeholders and establishing partnerships will continue to be applied, mainly through **civil society organizations (both national and international) and UN agencies**, accompanied by stronger engagement with the government and line ministries, in particular the Ministry of Social Affairs, Ministry of Justice and Ministry of Interior and Municipalities, and in coordination with the Ministry of Health and Ministry of Education. In addition, the sector will continue to engage local authorities, social development centres, informal and community-based structures and civil society. The sector will increase coordination with all other sectors, in particular on safe identification and referrals and the monitoring and analysis of the protection environment.

## Mainstreaming of conflict sensitivity, gender, persons with disabilities, youth, and environment

The Protection Sector will incorporate protection mainstreaming principles across the 2021 response plan. It will foster the mainstreaming of conflict sensitivity and will ensure that specific attention is paid to gender, youth, persons with disabilities, and environment in its interventions. The Sector will also continue to provide technical support at the inter-sector level to pursue **protection mainstreaming** actions, and to other sectors to strengthen the systematic identification of protection risks and the implementation of mitigation measures within their sectoral interventions.

### Conflict sensitivity

The conflict sensitivity and 'do no harm' principles are a core tenet of protection programming. Protection partners develop activities based on a thorough analysis of the protective environment, including the threats, coping capacities, and vulnerabilities of the communities in which they work. Identified pre-existing individual and community-level coping strategies are built upon, and efforts are taken to avoid undermining positive coping capacities within the community and to avoid causing unintended harm. This is one of the fundamental

principles underpinning a community-based protection approach. At the same time, opportunities will be sought to contribute positively to social stability, while complying fully with humanitarian principles. Protection programming partners will undertake, and programming will be closely informed by, appropriate tensions monitoring and conflict sensitivity analysis, in a context where tensions related to perceived bias in aid provision are increasingly a source of tensions. Coordination with the Social Stability Sector will be enhanced to ensure that regular tensions monitoring and protection risks analysis are used to develop joint guidance and tools in order to support other sectors.

## Gender

Protection risks that pose barriers to equitable access for individuals to protection programming – including socially marginalized groups, in particular those discriminated against on the basis of their gender and people with disabilities – will be identified and addressed through enhanced analysis of risks within the Protection Sector. This is required to ensure that programming remains gender-responsive, does not reinforce existing stereotypes, and that it considers the different risks, perspectives, barriers, and opportunities these groups face. Existing gender norms, including entrenched masculinity models, will be more systematically assessed and consistently addressed to ensure that the Sector tackles gender dynamics that are the root causes of some of the most complex protection issues, such as child marriage. The Sector will promote the inclusion of gender mainstreaming and targeted action for gender equality and empowerment of women and girls in all protection mainstreaming activities, building on the existence of the pool of certified protection mainstreaming trainers in the operation.

Efforts will be made to ensure that gender, ability, and age-specific perspectives are systematically reflected in assessment and monitoring exercise through separate consultations with all demographic groups. The Sector will continue to promote the collection and analysis of gender, age, and disability disaggregated data through all sectors.

The roll out of the 2015 IASC Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action<sup>17</sup> was initiated in 2017 across seven key sectors of the Lebanon response to support them in the implementation of effective risk mitigation measures in their programming. Specific action plans have been developed and the capacity strengthened for safe identification and referrals of sexual and gender-based violence survivors by partners, including governmental institutions, as well as communities. The Protection Sector will coordinate with the relevant technical sectors to enhance ownership and implementation of work plans.

## Persons with disabilities

As indicated in the strategy above, the Protection Sector will continue to enhance inclusivity of programmes and ensure that barriers – environmental, attitudinal, institutional, and communication – to the full access and participation of persons with disabilities are removed through capacity-building and programme adjustment. Persons with disabilities and their caregivers will be more systematically consulted and their contributions will be reflected in programme design, implementation, and monitoring. The inter-agency mapping of services<sup>18</sup> will be regularly reviewed to ensure that specialized services for persons with specific needs are identified, strengthened, and included in referral pathways. The Sector will also actively promote the use of contextually appropriate and verifiable data collection tools in the Protection and other sectors as well as through inter-sectoral tools. This will allow for greater identification, better understanding of barriers to services and for humanitarian activities being equitable for all. Close coordination with other sectors will be fostered to promote the accessibility of all services across sectors to persons with disabilities, including through the development and dissemination of adapted guidance.<sup>19</sup>

## Youth

Protection activities and programmes will be adapted following consultations to ensure that the distinctive needs, concerns, and expectations of youth, including those with disabilities, are considered, and their active participation in tailored community-based interventions is promoted. Where possible, programmes will include youth in community groups. Child protection and SGBV programmes will support high-risk adolescent girls, boys and adolescents to be engaged in activities to prevent and respond to such risks and protection concerns. As described in the above strategy, the Protection Sector will engage with other sectors, such as Education, Livelihoods, and Health, to promote the inclusion of youth in their activities, including through targeted outreach for youth who do not benefit from public health services because they are out of school.

## Environment

Given the implication of environment-related issues on protection risks, including in terms of the threat of collective evictions and community tensions, the Protection Sector will increasingly coordinate with the WASH Sector and the Solid Waste Management Task Force to enhance communications and the inclusion of protection criteria in the prioritization of the sites to be supported. The Sector will also support the dissemination of environment and hygiene related messages to communities through community-based activities, as well as the inclusion of environmental considerations in programmes related to social behaviour change.

(18) See <http://lalebanon.unhcr.org/ServiceMapping/index.html>.

(19) Such as IASC (2019), *Inclusion of Persons with Disabilities in Humanitarian Action*, and DG ECHO (2019), *The Inclusion of Persons with Disabilities in EU-funded Humanitarian Aid Operations*.

(17) See <https://interagencystandingcommittee.org/working-group/iasc-guidelines-integrating-gender-based-violence-interventions-humanitarian-action>.





Two beneficiaries reading and coloring in their new booklets that himaya distributed during the lockdown. The booklets include games and activities about COVID-19, children rights, and more.

Photo Credits: Himaya, 04/2020.

### Total sector needs and targets in 2021

Population Cohorts	Total Population	Total Population in Need	Total Population Targeted	Total Population Targeted			
				# Female	# Male	% Female	% Male
Lebanese	3,864,296	1,500,000	336,000	174,720	161,280	52%	48%
Displaced Syrians	1,500,000	1,500,000	1,500,000	780,000	720,000	52%	48%
Palestinian Refugees from Syria	27,700	27,700	27,700	14,404	13,296	52%	48%
Palestinian Refugees from Lebanon	180,000	180,000	20,000	10,400	9,600	52%	48%
<b>GRAND TOTAL</b>	<b>5,571,996</b>	<b>3,207,700</b>	<b>1,883,700</b>	<b>979,524</b>	<b>904,176</b>	<b>52%</b>	<b>0</b>

Type of institution	Total	# Targeted
Municipalities	1,005	249
Primary health care centres	102	35
Secondary health care centres/Hospitals	153	25
Schools	n/a	n/a
Water establishments	n/a	n/a
Social development centres	233	57
Central ministries	23	6



## Sector Logframe

### Outcome 1: Women, men, boys and girls have their fundamental rights respected;

Indicator1A	Description	Means of Verification	Unit	Frequency
Percentage of persons with legal stay	Percentage of persons who have legal residency, out of the total displaced Syrian population. This indicator will be disaggregated by age group, sex and disability	VASyR	Percentage	Yearly



#### Displaced Syrians

Baseline	Result 2019	Target 2021
26%	22%	40%

Indicator1B	Description	Means of Verification	Unit	Frequency
Percentage of children born in Lebanon whose birth is registered at the Nofous level	Percentage of children (0-5 years) born in Lebanon whose birth is registered at the level of the Nofous. This indicator will be disaggregated by sex.	VASyR	Percentage	Yearly



#### Displaced Syrians

Baseline	Result 2019	Result 2020	Target 2021
36%	48%	N/A	50%

Indicator1C	Description	Means of Verification	Unit	Frequency
Percentage of children born in Lebanon whose birth is registered at the Foreigners' Registry level	Percentage of children (aged 0-5 years) born in Lebanon whose birth is registered at the level of the Foreigners' Registry (Personal Status Department). This indicator will be disaggregated by sex.	VASyR	Percentage	Yearly



#### Displaced Syrians

Baseline	Result 2019	Target 2021
17%	30%	40%

Indicator1D	Description	Means of Verification	Unit	Frequency
Percentage of households who have moved accommodation in the last 6 months due to eviction	Percentage of households who have moved accommodation in the last 6 months due to eviction. This indicator will be disaggregated by age group, sex and disability.	VASyR	Percentage	Yearly







#### Displaced Syrians





Baseline	Result 2019	Target 2021
3%	15%	2.8%

## Outcome 2: Women, men, boys and girls are protected by a strong and accountable system against all risks of violence, exploitation and abuse, including sexual and gender-based violence (SGBV), violence against children, sexual abuse and exploitation (SEA)

Indicator2A	Description	Means of Verification	Unit	Frequency
Percentage of children aged 2-14 who experienced violent disciplinary practices	"UNICEF Multi-Indicator Cluster Survey Indicator 8.3 Numerator = Number of children age 2-14 years who experienced psychological aggression or physical punishment during the last one month Denominator = Total number of children age 1-14 years"	MICS 2018 & 2021	Percentage	Every 2 years


 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
57%	N/A	40%	65%	N/A*	45%	77%	N/A	45%	82%	N/A	45%

Indicator2B	Description	Means of Verification	Unit	Frequency
Percentage of women and girls aged 15-49 who state that a husband is justified in hitting or beating his wife	Standard MICS indicator used to assess the attitudes of women age 15-49 towards wife beating by asking the respondents whether husbands are justified to hit or beat their wives in a variety of situations, including (i) goes out without telling him, (ii) neglects the children, (iii) argues with him, (iv) refuses sex with him, and (v) burns the food. The purpose of these questions are to capture the social justification of violence (in contexts where women have a lower status in society) as a disciplinary action when a woman does not comply with certain expected gender roles. By 2018, a reduction of 12% of the baseline in targeted communities is expected. By 2020, a reduction of 20% in targeted communities is expected.	MICS 2018 & 2021	Percentage	Every 2 years

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
6%	N/A	5%	10%	N/A	8%	5%	N/A	4%	11%	N/A	9%

## Outcome 3: Women, girls, men and boys live with dignity and are resilient to shocks

Indicator3A	Description	Means of Verification	Unit	Frequency
Percentage of persons referred provided with services	Percentage of persons referred, provided with services under the categories of the Inter-Agency Referral Database, e.g.: Legal, Persons with Specific Needs, etc.), and whose cases were successfully closed. This indicator will be disaggregated by age group, sex and disability	"Inter-Agency Tracking System through ActivityInfo= [Referrals accepted and successfully closed, all sectors] / [Total referrals to all sectors]"	Percentage	quarterly

 Displaced Syrians		
Baseline	Result 2019	Target 2021
34%	30%	40%

\*UNICEF data forthcoming in 2020. However, VASyR 2019 results indicate that 2.6% of children aged 5 to 17 are engaged in child labour and 3.8% children aged 6-17 reported working in the past 7 days.

Indicator3B	Description	Means of Verification	Unit	Frequency
Number of persons benefitting from resettlement or other humanitarian pathways	Number of persons who have benefitted from resettlement or other humanitarian admission programmes procedures who have departed. This indicator will be disaggregated by age group, sex and disability.	Progress reports	Individuals	quarterly



## Displaced Syrians

Baseline	Result 2020	Target 2021
7,771	7,442	12,000

Indicator3C	Description	Means of Verification	Unit	Frequency
Percentage of children aged 5-17 engaged in child labour	"UNICEF Multi-Indicator Cluster Survey Indicator 8.2 Numerator = Number of children age 5-17 years who are involved in child labour Denominator = Total number of children age 5-17 years"	MICS 2018 & 2021	Percentage	Every 2 years



## Lebanese



## Displaced Syrians



## Palestinian Refugees from Syria (PRS)



## Palestinian Refugees from Lebanon (PRL)

Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
6%	N/A	3.6%	7%	N/A*	4.5%	4%	N/A	3.5%	5%	N/A	4.5%

Indicator3D	Description	Means of Verification	Unit	Frequency
Percentage of children (boys and girls) who reported an improvement in their psychosocial well-being as measured through the SDQ	Children (who are enrolled in PSS programmes) who report and increase in their well-being based on SDQ carried out in PSS activities.	SDQ administered in PSS programmes	Percentage	Semi-annual

## Total

Baseline	Result 2019	Target 2021
45%	32%	80%

Indicator3E	Description	Means of Verification	Unit	Frequency
Percentage of women (20-24) married before 18	Standard MICS indicator on Child Marriage targeting women aged 20-24 married before age 18. The indicator will be measured every two years. By 2018, a reduction of 12% of the baseline in targeted communities is expected. By 2020, a reduction of 20% in targeted communities is expected.	MICS 2018, 2021	Percentage	every 2 years



## Lebanese



## Displaced Syrians



## Palestinian Refugees from Syria (PRS)



## Palestinian Refugees from Lebanon (PRL)

Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
6%	N/A**	5%	41%	N/A***	32.8%	25%	N/A	20%	12%	N/A	10%

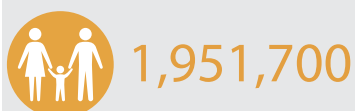
\*\*The CAS LFHLC survey 2018-2019: 0.4% of men and 7% of women aged 15-18 are married. LFHLC survey covers the population of Lebanon living only in residential dwellings and excludes persons living in non-residential units, such as construction and agriculture sites, shops, stores, factories, unfinished buildings, army barracks, refugee camps or adjacent gatherings and settlements, and so on.

\*\*\*UNICEF data forthcoming in 2021. However, VASyR 2019 results indicate that 27% of Syrian females between ages 15 and 19 are married.



# SHELTER SECTOR

## PEOPLE IN NEED



NEEDS-BASED APPEAL  
\$ 179,6 million

## PEOPLE TARGETED



## PARTNER APPEAL



## PARTNERS



## GENDER MARKER



## CONTACTS

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## SECTOR OUTCOMES

### Outcome #1

Reduce immediate protection-related shelter needs of most vulnerable households.

#### Indicators

% of most vulnerable households whose shelters in informal settlements or in substandard residential and non-residential buildings have improved privacy, safety and security.

### Outcome #2

Improve access to adequate shelter as part of a multi-sectoral approach in disadvantaged areas for enhanced stability

#### Indicators

% of residential households in disadvantaged areas benefitting from shelter upgrades to minimum standards

% of households in disadvantaged areas benefitting from shelter upgrades to mainstream standards

% of 251 most vulnerable localities (cadastral level) containing a multi-sectorally assessed or profiled area

### Outcome #3





Enhance the contribution of national institutions and organizations to the housing situation in Lebanon.

#### Indicators

% of institutions and organisations participating in the Shelter sector response that are Lebanese.

# of Lebanese institutions and organisations with improved ability to contribute to housing policy discussions through exposure to new housing-related evidence.

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	Female	Male
 Vulnerable Lebanese	889,000	118,237	60,301	57,936
 Displaced Syrians	855,000	573,445	292,457	280,988
 Palestinian Refugees from Syria	27,700	18,000	9,180	8,820
 Palestinian Refugees in Lebanon	180,000	18,000	9,180	8,820

<sup>1</sup> The sector plan is designed to contribute in some limited way to gender equality. The design could be stronger and advance gender equality more.



## Overall Sector Strategy

The Shelter Sector aims to ensure the protection of vulnerable populations and to contribute to social stability through improving access to physically adequate shelters with security of tenure for shelter-vulnerable households. Improved access to adequate shelter will be accomplished by providing protection-focused assistance that addresses the shelter inadequacies of vulnerable households. For this, two complementary points of entry will be used:

- Through responding to the needs of individual households. This approach aims to alleviate protection concerns linked to safety, privacy and security, as well as mitigating health risks both physical and psychosocial.
- Through responding (in coordination with other sectors) to the needs of identified **vulnerable geographic areas**<sup>1</sup> with area-based interventions. This approach aims to promote peaceful coexistence and social stability with multisectoral initiatives offering improved sustainability compared to single-sector responses.

The Shelter Sector targets displaced Syrian, Palestinian and other refugees in addition to poor Lebanese communities. Within these cohorts the Sector prioritizes female-headed households, households with at least one person with specific needs (e.g., physical disability), the elderly, households with at least one person from a marginalized group (including those with distinct sexual orientation and gender identity) and those who have suffered sexual- and gender-based violence (including sexual exploitation and abuse).

With a view to enhancing the sustainability of all forms of shelter assistance, the Sector aims to strengthen the capacities of Lebanese institutions and national organizations to respond to immediate shelter needs and to support housing sector stabilization. This aim is achieved through proactively engaging national entities in shelter-response programming and implementation, through dedicated training and sensitization initiatives and by improving the shelter and housing-related knowledge base to support evidence-led decision-making.

In 2021 the sector strategy considers the following considerations in the planning of targeted shelter interventions for vulnerable households:

- The population with acute shelter needs remains large and includes an increased number of economically vulnerable Lebanese and displaced Syrian and Palestinian households in all parts of the country. This requires partners, with already limited resources, to spread thinner, as the Sector responds to multiple crises, i.e., the displaced, COVID and the Beirut port explosions.
- The proportion of displaced Syrian households living in the least adequate shelter type (non-permanent structures in informal settlements) has marginally increased each year since 2017. Government

restrictions remain on the type and durability of permitted shelter materials that can be utilized in informal settlements and the number of actors supporting this assistance has reduced significantly.

- While efforts to reduce overcrowding in residential and non-residential shelters are supported in principle, this has proven achievable only when available housing options are adequate and affordable. It is also recognized that moving households from their existing social networks, work and educational opportunities is not favoured by households.
- Some substandard buildings, particularly those in the non-residential category,<sup>2</sup> offer such inadequate living conditions that the cost and legal documents/permits required to upgrade them to minimum standards are beyond the scope of sector partners.
- The impact on vulnerability of shelter assistance is optimized when enhanced security of tenure is leveraged from landlords on behalf of beneficiaries in return for work that improves the shelter's physical quality.
- The multidimensional vulnerabilities of those in need of shelter assistance means that coordination of shelter activities with other sectors, taking into consideration cross-cutting issues, has the potential to achieve more sustainable impacts relative to single-sector approaches, especially when organized within a holistic area-based framework.

The practice of COVID-related precautionary measures by shelter partners is crucial in implementing<sup>3</sup> shelter assistance, as interventions typically depend on household visits to assess, implement and monitor tailored shelter assistance.

### Main sector objectives

The Shelter strategy for 2021 aims to achieve three specific and complementary objectives:

#### **Objective 1: Delivering humanitarian assistance to ensure the protection of the most vulnerable households**

Shelter offers more than just physical protection; it also affects the overall well-being of households. Some 33 per cent of displaced Syrian households reside in non-residential buildings and informal settlements, where hazardous conditions<sup>4</sup> can often only be mitigated temporarily. Repeated shelter assistance is required to safeguard the health, privacy, safety, security and dignity of vulnerable households. This helps to reduce the shock of emergencies caused by fire, floods, evictions and adverse weather events. A lack of shelter assistance can have knock-on effects, including worsening the protection and health needs of households.<sup>5</sup> The Shelter Sector utilizes several modalities to improve the shelter conditions of vulnerable households living in informal settlements and non-residential structures. These

include the provision of shelter materials through in-kind assistance, provision of fire-fighting equipment coupled with fire prevention sensitization and the improvement of site conditions for enhanced accessibility and assistance delivery, especially in informal settlements.

The Sector shares technical guidance and manuals on recommended practices in shelter maintenance. It also takes into consideration female-headed households, people with specific needs and women and girls at risk through tailored shelter assistance and the provision of labour support where needed.<sup>6</sup>

The surge in the number of displaced Syrian households evicted or under threat of eviction in 2020, as compared to 2019, is attributed to the economic crisis and exacerbated by the economic repercussions of the COVID-19 outbreak. Evictions and threats of eviction have disproportionately affected households living in urban areas, specifically those living in residential shelters, where 67 per cent of the displaced Syrian population resides. It is estimated that 4.9 per cent<sup>i</sup> of displaced Syrian households are currently living under an eviction notice, of which 82 per cent were given four weeks or less to evacuate their homes. It is also estimated that 2.7 per cent<sup>ii</sup> of displaced Syrian households plan to change accommodation by the first quarter of 2021 due to either eviction, inability to pay rent, or unacceptable shelter and WASH conditions. An assistance package will be provided to support vulnerable households to adjust to the challenging socio-economic situation consisting of physical upgrading and tenure security enhancements through the provision of a dedicated cash mechanism.<sup>7</sup> As such, shelter partners will facilitate the signing of lease agreements between landlords and tenants for a minimum period of twelve months after shelter improvements have been executed.

Such an intervention will be targeted towards people with specific needs, the elderly, female-headed households, women at risk and other marginalized groups who are particularly susceptible to exploitation by landlords and at a higher risk of resorting to negative coping mechanisms. For these groups, shelter actors will provide an added layer of protection by acting as mediators with landlords. This will assist in reducing the risk of exploitation while supporting access to adequate and safe shelter. Linkage to livelihood programmes is crucial so that beneficiaries' ability to self-sustain following the end of the shelter assistance period is enhanced. Close coordination with the Protection Sector is necessary to appropriately prioritize case management for protection cases and to ensure complementarity with existing protection cash programming (i.e., protection cash assistance programme and emergency cash assistance). In parallel, shelter partners will be trained to safely identify and refer persons with specific needs to protection actors or other relevant service providers.

The Sector has developed and continues to enhance

technical guidance on recommended practices in shelter maintenance. It also takes into consideration female-headed households, people with specific needs, as well as at-risk women and girls through tailored shelter assistance and the provision of labour support where needed.<sup>8</sup>

### **Objective 2: Supporting sustainable living conditions by contributing to multisectoral approaches in disadvantaged areas<sup>9</sup>**

In geographically defined disadvantaged areas, partners will gather and/or use existing multisectoral data to analyse aspects of the local context relevant to shelter conditions, including population characteristics, demographic pressure on basic services, community-level livelihoods opportunities, housing stock quality, housing market prices, governance characteristics and intercommunity tensions. Partners will use such holistic understandings of places and their resident communities to programme shelter assistance that is integrated with other types of assistance, such as WASH, protection and health. By adopting an area-based approach in delivering assistance, partners aim to optimize the positive impact on beneficiary communities by engaging in efforts to coordinate sectors and partners around the evidence-based needs of a given place. To the extent that both emergency and stabilization-related needs can be identified through data-gathering, the data can inform not only humanitarian interventions but also longer-term planning for sustainable development.

The Sector will encourage partners to focus on sectoral and geographical coordination, particularly in dense urban areas where vulnerable households are not readily distinguishable from other households through visual inspection; where communities are mixed and inter-community tensions may exist; where basic services and social services are shared; and where governance institutions with mandates over the area may lack the capacities to regulate and/or deliver public services and goods. Partners will use area-based coordination mechanisms as organizing frameworks for better coordination between the humanitarian community and national institutions and organizations in ways that contribute to stabilization. The Sector will also encourage area-based interventions that improve living conditions for all resident cohorts in order to contribute to social cohesion.

In 2021 the Sector will pursue efforts to include more stabilization-oriented interventions alongside relief-related ones. This will be done through: 1) conducting multisector assessments of vulnerable areas (e.g., disadvantaged neighbourhoods, adjacent areas of Palestinian refugee camps and villages) that will serve as a basis for coordinating shelter upgrading interventions; 2) promoting and implementing shelter upgrading within

(6)

(7) Refer to the technical note on Mitigating or Preventing Eviction Risk for Vulnerable Households, 2020.

(8) Such assistance includes partitioning of internal spaces for enhanced privacy and improvement of accessibility and circulation within and around shelters.

(9) The identification of such areas will be based on integrating the findings of existing tools to provide valuable secondary data such as: neighbourhood profiling (UN-Habitat), Maps of Risks and Resources (Ministry of Social Affairs/UNDP) and social tension mapping (Social Stability Sector) with the consideration of the vulnerable localities framework agreed to by the Government of Lebanon and the United Nations.

multisectoral area-based frameworks that augment the stock of low-income housing in coordination with other sectors, mainly Protection, Water and Social Stability; and 3) identify and implement improvements to building, plot and community-level spaces driven by community involvement and engagement and (where possible) utilizing the skillsets of local tradesmen. The Sector will work with municipalities and other service providers to build their capacities to lead these processes, so that multidimensional risks facing vulnerable urban households can be mitigated holistically and through sustainable, accountable institutional structures. In order to support this work, the development of technical guidelines on the Shelter Sector's approach to area-based coordination, with input from relevant sectors, will help to clarify the underlying principles and put forward best practices.

### **Objective 3: Strengthening the ability of national institutions and organizations to contribute to improving the shelter and housing situation in Lebanon**

The Shelter sector will continue to build on cumulative efforts to promote shelter assistance provision through national systems.<sup>10</sup> In 2021 the Sector will specifically focus on engaging more national organizations in the response. This will be achieved by collaborating with Lebanese institutions and organizations to conduct and disseminate assessments and to undertake interventions. To this end, the Sector will encourage international NGOs and UN agencies to foster the active engagement of local organizations in projects.

In collaboration with national organizations and institutions, the Sector will promote knowledge-generation through national studies and reports relevant to shelter and housing.<sup>11</sup> In 2021 this body of knowledge will be consolidated, synthesized and augmented by partners to contribute to a better understanding of Lebanon's housing sector with regards to both short-term shelter needs and longer-term housing market supply-demand issues. A robust evidence base will be necessary to inform the Government of Lebanon's national housing policy discussions and for development-orientated actors. The Reform, Recovery and Reconstruction Framework (3RF, launched December 2020), designed to address immediate and medium-term needs following the 4 August Beirut port explosions, articulates in its housing chapter evidence and information management needs that the Sector will seek to address through knowledge-generation in 2021 and beyond.

The Sector will also compile and maintain a list of entities with an existing or potential interest in or mandate for housing from both a humanitarian and development perspective, noting the positive increase in actively engaged stakeholders in the response to the port explosions and their engagement in the production of the 3RF, including governments, the private sector,

academia, relevant UN agencies, NGOs and donors. The Sector will actively disseminate new knowledge products on relevant issues, recognizing the continuum of housing challenges for displaced Syrians outside informal settlements, other migrant groups and vulnerable Lebanese.

The Shelter Sector will continue to scale up linkages with national and subnational organizations and institutions<sup>12</sup> in the shelter response for host and displaced communities to support efficiency and stabilization. Further, as current shortages of adequate and affordable shelter accessible to vulnerable households is influenced by longstanding challenges in the Lebanese housing market, strengthening the capacities of Lebanese entities (through sensitization, information generation and dissemination) should also help foster an enabling environment for addressing structural housing problems.

The 3RF housing chapter, which has been considered in the formulation of this Shelter strategy, recognizes that "there is a strong need to immediately address the recovery of urban housing with early steps towards conceptualizing and consensus-building around a reform agenda for an inclusive housing sector and with a recovery strategy and investments at the city and neighbourhood levels, paired with technical and financial support, as well as capacity-building." The 3RF provides a complementary 'whole of society' framework for the Shelter strategy<sup>13</sup> that will support ongoing planning around humanitarian-development nexus issues, focused on the Beirut blast-affected area and consistent with those specified under this Objective 3.

### **Principles**

The Shelter Sector will continue to apply the following principles in the implementation of its strategy to maximize impact, ensure complementarity and avoid duplication within the framework of the Lebanon Crisis Response Plan 2017-2020 (LCRP) and according to established standards.<sup>14</sup>

### **Inclusion**

The Sector will target the shelter needs of displaced Syrian households, Palestinian refugees in Lebanon, Palestinian refugees from Syrian and vulnerable Lebanese households while ensuring the inclusion of the

(12) National NGOs as well as public, private and academic sector entities.

(13) The 3RF Housing Chapter results framework contains the following specific deliverables, divided into 'Recovery' and 'Reforms and Reconstruction':

Recovery: Developing a detailed housing recovery strategy and action plan by end 2020; Repairing minimally and partially damaged housing units of the poor and vulnerable households by end 2020; Launching a rental subsidies programme for the most vulnerable displaced, by end 2020; Establishing a city-wide multi-stakeholder platform in charge of the development of housing/urban recovery strategy and organization and its implementation measures. Reforms and Reconstruction: Adopting policy interventions to lower housing costs and incentivizing investment in affordable housing solutions as part of the reconstruction efforts; Developing a national housing policy with an emphasis on affordable housing markets and urban regeneration; Incentivizing and assisting with repairs and conservation of historic housing buildings by end 2021; Reconstruction of housing units of the most vulnerable, including provision of strategic guidance, technical and financial support and capacity-building for home-owners; Establishing a monitoring system for the housing supply chain (construction materials and price levels) and the rental market, including rental market indicators such as individual evictions (targeting poor and refugees/migrant workers) and vacancies.

(14) Standards are set through technical guidelines on selected shelter activities drafted by Temporary Technical Committees.

(10) Involved stakeholders will be encouraged to serve the most vulnerable based on common targeting and eligibility criteria.

(11) Like all shelter products, such information production and dissemination will be managed in ways that do no harm in regard to social cohesion.

different age, gender and diversity groups in the design and delivery of shelter assistance.

### Targeted and tailored assistance

Beneficiaries will be identified through harmonized and participatory assessments that determine eligibility and take into account the shelter needs of vulnerable households, with particular focus on female-headed households, people with specific needs (particularly those with physical disabilities, which often includes elderly people) and other marginalized groups. Complementary targeting from other sectors that may increase the sustainability of shelter assistance and reduce any negative impacts of, for example, a household coming off cash assistance, will be integrated mainly with the Water, Protection, Basic Assistance and Livelihoods Sectors.

### Coordination

Assistance shall engage and be coordinated primarily with local authorities, communities and landlords. Further, understanding the holistic needs of affected communities, including cross-cutting issues such as gender, requires an effective inter-sectoral collaboration. Shelter assistance will be coordinated between partners within the Sector and with the activities of other sectors for improved impact and complementarity of interventions where applicable.

Special attention is given to the intersectoral coordination of activities within the following thematic areas:

**Identifying vulnerability and complementary targeting: Linkages to Basic Assistance, Social Stability and Protection.**

**Social assistance and services: Linkages with the Water, Energy, Social Stability and Livelihoods Sectors**

The Shelter Sector will collaborate with the above sectors on interventions in disadvantaged areas, integrated within an area-based framework. Regular meetings at the field level will foster efficient joint coordination and programming. The Sector will pursue the following:

- Coordinate efforts to upgrade the conditions not only of shelters but also of water and sanitation in poor areas with overburdened basic services, particularly those exacerbated by an influx of displaced households leading to inter-community tensions.
- Advocate with landlords for the instalment of legal electrical connections to the national grid in line with guidance from the Energy Sector. The Shelter Sector also promotes the installation of proper electrical connections and lighting in buildings and informal settlements. This includes assisting in: 1) installing lighting in latrines and common areas to mitigate the risk of gender-based violence (GBV) as well as to enhance accessibility for the elderly and people with disabilities; 2) improving electrical wiring to enhance the safety of the connection within residential and non-residential shelters; and 3) improving electrical

wiring in informal settlements to mitigate shelter safety risks, including that of fire.

- By addressing shelter needs through an area-based approach, the Sector can contribute to the mitigation of tensions between displaced host communities, particularly for those living in dense urban settings. This is because competition for access to resources – from basic services, housing and jobs to humanitarian aid – is a key source of tension. Improvement in access to services for all can contribute to mitigating inter-community tensions.
- A coordinated response on household health and sanitation issues can contribute to enhancing the living conditions of vulnerable populations<sup>15</sup> and minimizing the impact on Lebanon's environment while simultaneously contributing to social stability.
- Shelter activities are also an opportunity to generate income in areas with high unemployment. The Sector will actively inform the Livelihoods Sector of urban areas where livelihoods have emerged as a crucial need as identified through area-based approaches to assessments and interventions. To maximize the impact of the Sectors' respective interventions, the possibility of providing trainees and beneficiaries of Livelihoods Sector activities with employment opportunities through Shelter contractors will be explored.

### Strengthening referral pathways

For the Shelter Sector to achieve its strategic outcomes for the protection of vulnerable populations, clear referral mechanisms to and from other sectors<sup>16</sup> are important. The main areas of coordination will continue to be on the following:

- Referral pathways between the Shelter and Protection Sectors, in particular for cases of forced/ security-based evictions and for people with specific needs, including older persons at risk and persons with disabilities. These and other protection-sensitive cases will continue to be referred. The Protection sector will continue ensuring that Shelter Sector front-liners are trained on the safe identification and referral of protection cases. This includes for people with specific needs, GBV survivors and child protection cases, including awareness of hub-specific service mapping.
- Housing, land and property rights mainstreamed throughout sector interventions, with sensitization programming already undertaken by some partners and to be adopted more widely. Shelter partners will be supported to conduct information and awareness sessions on HLP rights with beneficiaries. As was the case in the Beirut port explosions response, the Sector will continue to work closely with the Protection Sector to develop and update

(15) Especially the living conditions of women, including those related to female hygiene.

(16) Particularly Protection, Basic Assistance and Water Sectors.



housing, land and property technical guidelines<sup>17</sup> that foster security of tenure, especially for female-headed households, persons with special needs and marginalized groups.

- Site improvements in informal settlements and mitigation of flooding risks through separate but coordinated activities. The Shelter Sector will consider the Water Sector's ongoing needs assessments in informal settlements in order to coordinate assistance and to accordingly prioritize its informal settlement-related activities, such as weatherproofing, site improvement and fire risk mitigation.
- The upgrading of common areas within buildings, a Shelter Sector activity involving repairing and improving the infrastructure at the building level and within its plot boundary, e.g., water and sewage pipes, stairwells and lockable doors and gates. The Sector will refer buildings that are not connected to public water and sewage networks to the Water Sector.

## Sector results: LCRP impacts and sector outcomes and outputs

### Expected results

The Shelter Sector contributes to all four of the LCRP's Strategic Objectives:

- Strategic Objective 1: Ensure protection of vulnerable populations
- Strategic Objective 2: Provide immediate assistance to vulnerable populations
- Strategic Objective 3: Support service provision through national systems
- Strategic Objective 4: Reinforce Lebanon's economic, social and environmental stability

The Sector's response is organized around three outcomes:

#### **Outcome 1: Reduce immediate protection-related shelter needs of most vulnerable households**

This first outcome contributes to Impact 1 of the LCRP: Displaced persons from Syria and vulnerable populations live in a safe protective environment. This outcome will be achieved by mitigating the deterioration of shelter conditions for households with acute shelter needs through the provision of protection-focused assistance.

For the outcome to be achieved, it is assumed that assisted households will properly utilize shelter materials provided in accordance with the Sector's guidance in relation to their particular needs. These interventions will prioritize female-headed households, persons with

special needs and marginalized groups.

#### **Output 1.1: Temporary shelters (informal settlements and non-residential buildings) and residential shelters (for protection/referral cases) hosting vulnerable displaced populations are maintained at liveable and safe conditions**

Activities under this output include:

- 1) Weatherproofing and repair of substandard residential and non-residential structures;
- 2) Upgrading of substandard residential shelters to meet minimum humanitarian standards for the benefit of protection cases, female-headed households, people with specific needs and other marginalized groups;
- 3) Stabilizing residential buildings with compromised structural/architectural elements at risk of collapse (complemented with temporary relocation via cash-based or in-kind modalities);
- 4) Weatherproofing and maintenance of make-shift shelters within informal settlements;
- 5) Providing cash for rent for vulnerable households living in adequate shelters;
- 6) Conducting site improvements in informal settlements; and
- 7) Providing fire risk mitigation in informal settlements and in buildings, including awareness sessions, firefighting trainings and distribution of firefighting kits.

#### **Outcome 2: Improve access to adequate shelter as part of a multisectoral approach in disadvantaged areas for enhanced stability**

This second outcome is contributing to both Impact 4: Mitigated deterioration in the economic condition of vulnerable populations; and Impact 5: Social Stability is strengthened in Lebanon. This outcome will be achieved by improving access to adequate shelters of minimum standards and affordable to vulnerable populations through targeting geographic areas of multisectoral vulnerability, as well as through multisectoral assessments/profiling and upgrading of vulnerable areas.

For this outcome to be achieved, it is assumed that involved sectors will coordinate successfully towards implementing a multisectoral programme. It is also assumed that landlords will approve of the upgrading of their property in exchange for favourable tenure conditions benefitting the targeted population.

#### **Output 2.1: Residential shelters for vulnerable communities are upgraded as part of a multisectoral approach**

Activities under this output include:

- 1) Upgrading of substandard residential shelters to minimum standards;
- 2) Upgrading of common areas within substandard residential and non-residential buildings.

<sup>(17)</sup> Following the Beirut port explosions, a Housing, Land and Property Temporary Technical Committee was established to help address issues related to housing, land and property rights and to advise on integrating housing, land and property programming into the planned shelter rehabilitation and repair programme.

### Output 2.2: Multisectoral assessments are produced for areas of vulnerable populations to facilitate sectorally-integrated responses

The main activities under this output include:

- 1) Multisectoral assessments/profiles of areas hosting vulnerable populations;
- 2) Community support for projects at the building, building plot and neighbourhood level (e.g., infrastructural or recreational projects).

### Outcome 3: Enhance the contribution of national institutions and organizations to the housing situation in Lebanon

This third outcome contributes to Impact 3: Vulnerable populations have equitable access to basic services through national systems. Progress already made in 2020 on this 'transition' outcome will be built upon, with the aim of continuing to diversify the Sector's focus on short-term humanitarian activities towards building the capacity of national systems to provide adequate housing for vulnerable populations on a sustainable basis.

For this outcome to be achieved, it is assumed that national institutions and organizations will actively participate in capacity-building initiatives, such as training sessions and workshops held by the Shelter Sector. Continued interest from the Government of Lebanon in exploring steps towards establishing a national housing policy is also assumed.

### Output 3.1: National organizations and institutions have strengthened capacities to contribute to the shelter and housing situation in Lebanon

Activities under this output include:

- 1) Strengthening the shelter-related capacity of local and national organizations through training, coordination and collaboration;
- 2) Conducting and disseminating studies to better understand the housing context; and
- 3) Engaging the private sector, national state entities and academic and local organizations in expertise and research-sharing on the housing sector at the national and field levels.

## Identification of sector needs and targets at the individual/households, institutional and geographical level

In 2021 the Shelter Sector is targeting 727,682 individuals,<sup>18</sup> including Lebanese, Syrian and Palestinian households.<sup>19</sup> The total count of individuals targeted has increased by 9 per cent, up from 666,352 in 2020 due to the economic downturn. At the same time, an increase in

the cash for rent targets is due to increased evictions and the inclusion (for the first time) of residential structures in dangerous conditions within the scope of the Sector, prompted by the prevalence of structurally damaged buildings caused by the Beirut port explosions.

The Shelter sector will continue targeting people with specific needs, particularly those with physical disabilities affecting their mobility (which often includes the elderly) and those with specific vulnerabilities (particularly female-headed households) with tailored shelter assistance. To track progress against this aim, Shelter Sector partners will provide, where possible, disaggregated data on beneficiaries.<sup>20</sup>

### Baseline figure

The shelter needs of Syrians registered with UNHCR are identified through the 2020 Vulnerability Assessment of Syrian Refugees in Lebanon and extrapolated over the entire displaced Syrian population figure of 1.5 million individuals. In practice, shelter agencies assist socio-economically vulnerable displaced Syrian households that live in inadequate shelter conditions regardless of their registration status. The Shelter Sector's scope of work, however, excludes the following:

- a) Shelters located in geographical settings that are particularly unfavourable for residential uses.<sup>21</sup>
- b) Residential and non-residential shelters that are inadequate based on overcrowding criteria only. Living in overcrowded shelters is particularly common as a coping mechanism to reduce rental outlay, but the response<sup>22</sup> is beyond the Sector's scope of interventions. However, informal settlements are amenable to measures to reduce overcrowding through the distribution of shelter kits that would permit the extension of existing structures or establishing new ones.<sup>23</sup> Decongestion of informal settlements is an important COVID-19 response mechanism because these are the densest shelter type.

### Target figures by nationality

Targets by shelter type at the country level are as follows:

### Target figures for vulnerable Lebanese

Currently, 23.2 per cent of vulnerable Lebanese individuals are living under the extreme poverty line,<sup>24</sup> but their shelter situation remains poorly understood. The Sector will target the shelter needs of extremely vulnerable households with the assumption that the proportion of this group living in substandard conditions in residential buildings is similar to that of displaced Syrians. It is also assumed then that 13.3 per cent of the extremely vulnerable Lebanese households are living in substandard shelter conditions, accommodated in

(20) Activities reported on ActivityInfo are set up to be disaggregated by nationality cohort, gender (female-headed households) and persons with special needs.

(21) Areas in proximity to physical danger that are remote from services or that are otherwise uncondemned to being used for dwelling.

(22) Overcrowding does not necessarily require a response involving building upgrading, but is likely to require financial assistance (e.g., unconditional cash grants).

(23) This is applicable when there is extra land space within an informal settlement and conditional to the approval of landlords and local authorities.

(24) Based on "Poverty in Lebanon: Impact of Multiple Shocks and Call for Solidarity," a report by the United Nations Economic and Social Commission for West Asia, 2020.

(18) This excludes the 75,000 individuals who are budgeted for assistance in the case of security-related evictions as a contingency plan.

(19) Other nationalities are also targeted, primarily in Beirut and Mount Lebanon, based on referrals and needs identified through field visits.

residential buildings. Based on the above, in 2021 the Sector will target:

- 118,237 vulnerable Lebanese individuals living in substandard physical conditions in residential buildings (2020: 77,280; 2019: 77,280; 2018: 74,166; 2017: 77,298).

#### **Target figures for displaced Syrians**

- 252,000 individuals<sup>25</sup> (17 per cent of all displaced Syrians) with shelter needs living in informal settlements (2020: 240,000; 2019: 246,000; 2018: 208,800).
- 133,665 individuals<sup>26</sup> (9 per cent of displaced Syrians) living in substandard physical conditions in residential buildings (2020: 237,374; 2019: 225,300; 2018: 182,998).
- 47,940 individuals (3 per cent of displaced Syrians) living in residential shelters with compromised structural/architectural elements at risk of collapse.
- 74,520 individuals<sup>27</sup> (6 per cent of displaced Syrians) living in substandard conditions in non-residential buildings (2020: 53,198; 2019: 87,400; 2018: 67,680).
- 65,320 individuals assisted with cash for rent (4 per cent of displaced Syrians) (2020: 22,500).
- 75,000 individuals (5 per cent of displaced Syrians) indicating that they are threatened by security-related evictions (2020: 60,000 individuals).

Overall, there are 573,445<sup>28</sup> displaced Syrians targeted with shelter assistance (2019: 581,200).

#### **Target figures for Palestinian refugees from Syria and Palestinian refugees from Lebanon**

As for 2020, for parity, an equal number of Palestinian refugees in Lebanon and Palestinian refugees from Syria are targeted for shelter assistance. However, the percentage of each cohort targeted (65 per cent of Palestinian refugees from Syria, 10 per cent of Palestinian refugees in Lebanon) is not a direct reflection of the assumed shelter need, noting the absence of representative data similar to that available for displaced Syrians. Instead, the figures are a replication of those agreed with UNRWA in 2019 and it is assumed that funding assistance specific to Palestinians will augment

the overall population target reached in practice. Specific targets are as follows:

- 18,000 of the most vulnerable Palestinian refugees from Syria in substandard shelter conditions (65 per cent of the 27,700<sup>29</sup>), the same absolute target as 2020.
- 18,000 of the most vulnerable Palestinian refugees in Lebanon living in substandard shelter conditions (10 per cent of the 180,000 Palestinian refugees in Lebanon as for 2020).

### **Geographical**

In all governorates and districts, the Sector targets both displaced and vulnerable Lebanese populations affected by the Syria crisis.

#### **Lebanese**

In reference to economically vulnerable Lebanese households, a better understanding of the spatial distribution of their shelter needs will be pursued. This will partly depend on published and planned multisectoral profiling of disadvantaged areas. The potential for using shelter-related information gathered to inform the targeting within the Government of Lebanon's National Poverty Targeting Programme will be explored.

#### **Displaced Syrians**

Updated and detailed information allows for the identification and location of displaced Syrian households in need.<sup>30</sup>

##### **Governorates of Akkar, Baalbek-Hermel and Bekaa:**

Some 44 per cent of all displaced Syrian individuals (646,811 people) reside in these governorates bordering the Syrian territories.<sup>31</sup> The Shelter Sector will target in the three governorates 308,054 displaced Syrians, split between temporary assistance to 217,241 individuals in informal settlements and 31,355 individuals in non-residential buildings. Upgrading, rehabilitation and conditional cash for rent will support the shelter needs of 59,458 displaced Syrians.

##### **Governorates of North, South and Nabatiye:**

Some 26 per cent (386,302 people) of all displaced Syrians reside in these three governorates.<sup>32</sup> The Shelter Sector will target 142,265 displaced Syrian individuals. The target is to cover the acute humanitarian needs of 37,525 displaced Syrian individuals, split between emergency assistance for 28,442 individuals in informal settlements and 29,701 individuals in non-residential buildings. Upgrading, rehabilitation and conditional cash for rent will support the shelter needs of 84,122 displaced Syrian individuals.

(25) Eighty per cent of the 315,000 displaced Syrians in informal settlements are assumed to require shelter assistance based on unified assessments undertaken by Shelter partners. VASyR 2020 indicates that 46.1 per cent of displaced Syrians in informal settlements require shelter assistance. However, the 80 per cent figure is used as in 2020 because it is derived from comprehensive assessments across informal settlements, unlike the sample-based VASyR and because the response in informal settlements needs to factor in the high seasonality of shelter vulnerability and contingencies for emergency events that particularly affect this shelter type (especially climate and fire events).

(26) 13.3 per cent of the 1,005,000 displaced Syrians in residential shelters are assumed to be living below physical humanitarian standards (VASyR 2020). This corresponds to individuals who are living in shelters with at least three substandard physical conditions out of the eight conditions identified by the Sector to determine the severity of shelter vulnerability. While it is not expected that actual needs have decreased on the ground, the decrease in 2020 of people in need relative to 2019 is due to a change in data analysis method.

(27) Of the 165,000 displaced Syrians in non-residential structures (VASyR 2020), 41.4 per cent are deemed to be below physical humanitarian standards.

(28) The decrease in the number of targeted displaced Syrians is mainly due to a change in the targeting approach of displaced Syrian individuals living in substandard residential shelters. This is explained in footnote 26. This figure, however, excludes the 75,000 individuals who are budgeted for assistance in the case of security-related evictions as a contingency plan.

(29) The total count of Palestinian refugees from Syria for the Lebanon Crisis Response Plan 2017–2020 planning purposes dropped marginally from 28,800 to 27,700 from 2019 to 2020, based on UNRWA data.

(30) UNHCR Refugee Assistance Information System (RAIS) or figures for persons registered as refugees by UNHCR extrapolated onto the results of VASyR 2020.

(31) Here, 41 per cent (274,957 individuals) live in informal settlements spread out in rural areas, 11 per cent (71,723 individuals) live in non-residential buildings and 48 per cent (318,131 individuals) reside in apartments in semi-urban and urban areas.

(32) Here, 9 per cent (33,169 individuals) live in informal settlements, 16 per cent (60,712 individuals) live in non-residential buildings and the majority of 76 per cent (292,421 individuals) live in residential buildings.

**Governorates of Beirut and Mount Lebanon:**

Some 30 per cent (448,887 people) of all displaced Syrian individuals reside in Mount Lebanon and Beirut.<sup>33</sup> In 2021 the Shelter Sector aims to assist around 123,127 displaced Syrian individuals. The target includes covering the acute shelter needs of 19,781 displaced Syrian individuals living in informal settlements and substandard non-residential buildings. Upgrading, rehabilitation and conditional cash for rent will support the shelter needs of 103,345 displaced Syrian individuals.

**Palestinian refugees in Lebanon and Palestinian refugees from Syria**

Assistance to Palestinian refugees from Syria and Lebanon will focus on Palestinian refugee camps and particularly on their adjacent areas in light of UNRWA's ongoing work inside the camps. The population is located mainly in the South (48 per cent of all Palestinian refugees), with secondary concentration in Mount Lebanon (18 per cent), Akkar (13 per cent) and the North (10 per cent).

(33) With few informal settlements accommodating only a small number of displaced Syrians in Beirut/Mount Lebanon (6,875 persons, amounting to under 2 per cent of all displaced Syrians), limited attention has been afforded to vulnerable populations living in less visible but nonetheless precarious shelter conditions. Currently, 394,448 individuals reside in residential buildings and 47,565 individuals in non-residential structures.

**Assumptions and Risks**

The ability to achieve the above objectives is likely to be reduced should the following scenarios and their associated risks occur:

- Further shrinkage in funding availability to the Sector, which would further limit the ability of partners to assist households with shelter vulnerabilities, particularly affecting those outside informal settlements and reinforcing the established trend of increased proportions of displaced Syrian individuals moving into informal settlements as the least sustainable and adequate shelter type. Vulnerable households have also been moving to increasingly substandard or dangerous shelter conditions, particularly outside of informal settlements where funding shortfalls are most felt. The Sector will continue to advocate with donors on the protection dividends of adequate shelter and the criticality of the housing sector to sustainable development generally, as set out in the housing chapter of the 3RF.
- The dramatic increase in poverty over the past year will inevitably place additional strain on the ability of already vulnerable populations to

**Total sector needs and targets in 2021**

Population Cohort	Total Population	Total Population in Need	Total Population Targeted	Total population targeted							
				#female	#male	#female	#male	#adolescence	#adolescence	#youth	%youth
Lebanese	3,864,296	889,000	118,237								
Displaced Syrians	1,500,000	855,000	573,445								
Palestine Refugees from Syria	27,700	27,700	18,000								
Palestine Refugees in Lebanon	180,000	180,000	18,000								
<b>GRAND TOTAL</b>	<b>5,571,996</b>	<b>1,951,700</b>	<b>727,682</b>								

Type of institution	Total	Targeted
<b>Municipality</b>	Municipalities, Unions of Municipalities	90
<b>Hospital</b>	-	
<b>Schools</b>	-	
<b>W Est</b>	-	
<b>SDCs</b>	-	
<b>Central ministries</b>	MOIM, MoSA	
<b>Public institutions and Directorate</b>	Public Corporation for Housing [within MoSA] Directorate General of Urban Planning [within MoPWT]	
<b>Syndicates</b>	Real Estate Development Association of Lebanon [REDAI]; order of Architects and Engineers [OEA]	



access adequate shelter, with evictions<sup>34</sup> on the rise and pressure to downgrade shelter standards in order to meet households' other basic needs. The impact can be expected to disproportionately affect already vulnerable groups, including female-headed households, persons with disabilities and the elderly. The Sector will continue to prioritize these demographics for tailored assistance and will also work to raise awareness of housing, land and property rights among households, landlords and relevant national entities.

- Difficulty in demonstrating to donors and other sectors the added value of working at an area-based level in a multisectoral coordinated manner, which may compromise the ability of partners to secure funding. The Sector will formulate good practice guidelines, including local case studies for dissemination among donors, other sectors and local entities.
- Further shocks stemming from the regulatory environment that may generate pressure on emergency contingency stocks, with implications for the ability to meet immediate needs. The Sector will continue to update the contingency stock database and assess existing warehousing capacity in the four regions to allow for the prepositioning of shelter stock. The Sector will remain prepared to utilize the available shelter stock, earmarked for regular programming, to respond to emergency situations and to advocate for replenishment so as not to jeopardize the yearly winterization programme.
- COVID-19 lockdowns will disrupt shelter programmes and field activities, from shelter works in urban settings to kit distributions and site improvements in informal settlements. The Sector will continue to keep business continuity and contingency plans updated to mitigate the effects of the pandemic while maximizing service delivery.
- The economic crisis that is affecting international trade as well as the banking system could delay partners in implementing shelter activities requiring procurement of shelter material, contractor engagement and cash disbursement. The Shelter sector will constantly monitor the procurement plan of shelter materials and ensure alignment with the Sector's winterization programme. The sector will also flag programme implementation delays/interruptions resulting from banking restrictions to donors and other relevant stakeholders for advocacy purposes.
- There is a risk of overlapping and duplication of assistance related to assisting Lebanese beneficiaries with shelter interventions given the lack of a central database for Lebanese beneficiaries (i.e., UNHCR Refugee Assistance Information System [RAIS]). The Shelter Sector will emphasise the need to abide by the geographical division established by

shelter actors and it will ensure that there is regular information sharing takes between partners that are handing over responsibilities or are working in the same geographical areas.

## Partnerships

The sector strategy is formulated under the co-leadership of the Ministry of Social Affairs, UNHCR and UN-Habitat. For the successful implementation of the strategy, sector partners (including a diverse network of operational local and international organizations and institutions), donors, ministries and other stakeholders must work together and in harmony with a shared objective of strengthening the shelter and housing-related response.

The Shelter Sector will partner with thematically relevant institutions and organizations to form Temporary Technical Committees tasked to develop technical guidelines and standard operating procedures for the harmonized implementation of shelter and to explore innovative approaches to addressing the shelter needs of vulnerable populations.

The Sector will partner with other LCRP sectors with operational interests in thematic areas related to humanitarian shelter practices and shelter sector coordination. Coordination with the Water, Social Stability, Protection, Livelihoods, and Basic Assistance Sectors will be key to implementing integrated area-based programming that is responsive to various issues, including conflict sensitivity, gender, youth, persons with specific needs and environment.

Partnering with academic institutions in close collaboration with the Information Management Working Group is essential to strengthen tools and methodologies related to secondary data review, primary data collection and the dissemination of data and data-processing into maps and reports.

The Sector will advocate that agency-level partnerships already established with umbrella groups (syndicates, professional associations and federations) related to land use, housing, real estate and construction [such as the Order of Engineers and Architects] be increasingly drawn into discussions on the advancement of sector aims.

## Mainstreaming of accountability to affected populations, protection, conflict sensitivity, age, gender, persons with specific needs and environment

### Protection (including persons with special needs and referrals)

In 2021 the Shelter Sector will strengthen the mainstreaming of the core protection principles within its activities, including: meaningful access without

(34) Reported evictions are largely due to the increasing inability of tenants to pay rent and the increasing unwillingness of landlords to extend credit.

discrimination; safety, dignity and do-no-harm; accountability; and participation and empowerment. In order to operationalize these principles, the Shelter Sector will continue to update a protection risk analysis to better develop ways to identify and mitigate protection risk within its interventions.

Equitable access to available shelter will be achieved through a protection mainstreaming approach incorporating the core protection principles within each stage of the humanitarian programming cycle. The sector will also assist, within its capacity, the most shelter-vulnerable and socio-economically vulnerable host communities. Data will be disaggregated by age, gender and diversity in 2021.

In support of inclusive programming approaches, the Sector will continue to ensure that data collected and reported against is disaggregated by aspects of gender, age and other special needs in 2021. This will support the Sector to provide inclusive services and to better understand the impact of programming on the cohorts it targets. Activities will be regularly monitored and evaluated to ensure their effective impact on different groups in accordance with sector standards and to ensure they contribute to achieving overall sector objectives.

People with specific needs shall be respected and accounted for in all relevant shelter programmes using technical guidelines that respond to the specific shelter needs of vulnerable groups, particularly elderly people and people with physical disability or mobility impairments. Interventions may include improving accessibility and circulation within common areas of shelters.

The Shelter Sector will also take concrete steps to improve the safe identification and referral of vulnerable individuals to needed services. In 2021 sector members will review and adopt the inter-agency minimum standard on referrals. Training will be offered to sector staff on this and the Sector will support shelter partners to report on referrals conducted through the inter-agency reporting system in order to enhance accountability for referrals. Close coordination and capacity support from the Protection Sector and its subsectors (i.e., Sexual and Gender-based Violence and Child Protection) will be drawn on.

### Accountability to affected populations

The Shelter Sector promotes the active participation of men, women, girls and boys in age and gender disaggregated consultations regarding the appropriateness of shelter assistance, such as the distribution of shelter kits in informal settlements. Needs assessments and post-monitoring forms will include the collection of information on qualitative indicators on how current shelter arrangements are affecting beneficiary feelings of privacy, safety and security, with the understanding that these differ depending on the age, gender and protection profile of the served population.

The Sector will take steps to strengthen complaint and feedback mechanisms for affected populations, which is also an inter-sector priority. In this respect, the Sector will promote the review and adoption of the inter-agency minimum standards on complaints and feedback mechanisms. Reporting mechanisms will be enhanced for households and individuals at risk of exploitation and/or abuse to be able to report complaints and grievances. They will also take into consideration the age, gender and other diversity factors of the served population where applicable.

Close work will be undertaken with the Protection Sector and focal points on protection from sexual exploitation and abuse focal points to ensure there are robust reporting mechanisms in place that are inclusive and accessible to all.

### Gender

Gender dimensions are considered during the assessment of needs and in the design of shelter activities. The Shelter Sector has participated in the roll-out of the gender-based violence guidelines that were launched by the Inter-Agency Standing Committee; and it has worked on incorporating GBV guidelines into shelter programming, giving special consideration to gender dimensions in the revision of existing technical guidelines. This has become more crucial in the context of recurring lockdowns due to COVID-19. The Shelter Sector has also suggested that field staff receive training on GBV issues related to shelter as well as on referral pathways for victims. Gender mainstreaming in shelter activities will foster a more effective response leading to safer environments for women, girls, boys and men alike.

Specific needs of women, girls, boys and men will be accounted for in the Sector's guidelines on three levels: 1) ensuring spatial separation between living and sleeping spaces for privacy and the mitigation of GBV risks; 2) Installation of lighting and lockable doors inside shelters, common areas of buildings and areas within building/settlement plot boundaries; and 3) providing labour assistance where needed (often for female-headed households) for the implementation of shelter interventions to ensure the effectiveness of provided assistance.

### Conflict sensitivity

The Shelter Sector will prioritize beneficiaries who are severely or highly vulnerable through an inclusive process, encompassing displaced Syrian, Palestinian refugee and Lebanese households. Their identified shelter needs are addressed taking into account their regional and local context, regardless of nationality. Shelter interventions have the potential to mitigate tensions between refugees and host communities of different gender and age groups by reducing frictions particularly related to security of tenure and evictions that result from the incapacity to pay rent. Area-based multisectoral assessments will actively identify inter-community connectors and dividers to inform

community-level responses that are conflict-sensitive and respect the do-no-harm principle. In addition, the rehabilitation of substandard shelter units as well as continuously conducting maintenance activities in informal settlements increases the supply of affordable housing, which in turn contributes to the stagnation of rent prices and thus to a reduction in tension between tenants and landlords. In coordination with the Social Stability Sector, the Shelter Sector aims to strengthen the shelter-related capacity of local authorities and national organizations to become aware of aspects of conflict sensitivity in the shelter response and how to mitigate – practically and technically – conflicts arising from the cohabitation between Lebanese and displaced persons. The Sector will also continue to participate in conflict-sensitivity trainings and commits to regular information sharing with the Social Stability Sector on tension drivers linked to assistance delivery and rental/housing market inequity.

## Environment

- The Shelter Sector contributes to minimizing the negative impacts on the environment through the following in collaboration with other sectors, primarily Social Stability and Water Sectors:
- In informal settlements, the planning and implementation of activities will take into account the facilitation of proper wastewater and solid waste management systems to minimize negative effects on the water supply and land, in line with endorsed sector guidelines. This will be done through site improvements and maintenance as well as awareness-raising initiatives. The Sector will advocate for and raise awareness on the need to minimize the burning of weatherproofing materials discarded during the refurbishment or evacuation of shelters. Installing insulation can contribute to the reduction of carbon emissions by enabling people to heat their homes more efficiently. This reduces air pollution and supports climate change mitigation.
- In residential and non-residential buildings, the Sector will advocate for energy-efficient solutions, in terms of both materials and techniques, within given resource constraints. This will be at the level of both minor and major repairs.
- In its contribution to fostering government-led discussions about national housing, the Sector will refer to the Energy Sector for advice on opportunities for improving the energy efficiency of both existing stock through retrofitting as well as that of new builds.

## Fire risk

The risk of fire outbreak is especially high in informal settlements, where the ad-hoc planning and absence of breaks between tents can facilitate the spread of fire. Fire risks are also high in substandard residential and non-residential buildings where poor quality and/or damaged doors do not provide a good barrier to the

quick spread of fire from one apartment to the next.

The Shelter Sector, in collaboration with the Lebanese Civil Defence and the Lebanese Red Cross, has elaborated technical guidelines, as well as information, education and communication materials to raise awareness on fire risks. It also trains at-risk populations on how to fight fires and make good use of the fire-fighting kits that are installed in informal settlements and in substandard residential and non-residential buildings. The Shelter Sector also plans to inform and sensitize other sectors and authorities and to promote joint training activities.

## COVID-19

As established at the onset of the pandemic, the Shelter Sector will continue to support the COVID-19 response through providing guidelines and shelter assistance that permit self-isolation in overcrowded settings. The Sector will also assist with the decongestion of shelters, especially for households with elderly individuals or individuals at high risk, to decrease risk of the virus transmission. This is conditional to the availability of shelter space within the vicinity of the original shelter and with the consent of the eligible family. Such assistance will be in the form of shelter kit distribution in informal settlements and shelter rehabilitation/repairs in residential and non-residential shelters. Lastly, the Sector will continue to ensure that COVID-19 preventive measures are mainstreamed throughout all activities, including the safety of both shelter staff and targeted populations.

## Endnotes

- i. UNHCR, UNICEF and WFP 2020 (VASyr 2020).
- ii. Ibid.

## Sector Logframe

### Outcome 1: Reduce immediate protection-related shelter needs of most vulnerable households

Indicator 1A	Description	Means of Verification	Unit	Frequency
Percentage of most vulnerable households whose shelters in informal settlements or in substandard residential and non-residential buildings have improved privacy, safety and security.	Shelter assistance that addresses climate and fire risks, eviction risk and partitioning and security of access needs.  = ([total HHs reached] / ([total targeted HHs in IS] + [total targeted HHs in non residential] + [ALL female-headed HHs in residential buildings] + [ALL PwSN-affected HHs in residential buildings]))*100	Activity Info-Responsibility of the Shelter Sector	Percentage of households	Quarterly



#### Displaced Syrians

Baseline	Result 2019	Target 2021
40%	35%	72%

### Outcome 2: Contribute to multi-sectoral upgrading of disadvantaged areas for enhanced stability





Indicator 2A	Description	Means of Verification	Unit	Frequency
Percentage of residential households in disadvantaged areas benefitting from shelter upgrades to minimum standards.	The upgrading of residential shelters to mainstream standards in accordance with the Shelter sector guidelines in disadvantaged areas. = ([total HHs reached] / [total targeted HHs in substandard residential buildings in disadvantaged areas])*100  NB Excludes FHH/PWSN residential upgrading for protection/referral cases covered in objective 1. NB The denominator in the above is assumed to be equivalent to all substandard residential buildings accommodating all cohorts."	Activity Info-Responsibility of the Shelter Sector	Percentage of households	Monthly

168

<b>Lebanese</b>			<b>Displaced Syrians</b>			<b>Palestinian Refugees from Syria (PRS)</b>			<b>Palestinian Refugees from Lebanon (PRL)</b>		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
N/A	1%	13%	N/A	1%	15%	N/A	3%	65%	N/A	0.2%	10%



Indicator 2B	Description	Means of Verification	Unit	Frequency
Percentage of households in disadvantaged areas benefitting from shelter upgrades to mainstream standards.	<p>"The upgrading of substandard residential shelters in disadvantaged areas beyond minimum standards to mainstream standards in accordance with Shelter sector guidelines.</p> <p>= ([total HHs reached] / [total targeted HHs in substandard residential buildings in disadvantaged areas])*100</p> <p>NB The denominator in the above is assumed to be equivalent to all substandard residential buildings accommodating all cohorts."</p>	Activity Info-Responsibility of the Shelter Sector	Percentage of households	Monthly

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
0%	0%	N/A	0%	0%	N/A	0%	0%	N/A	0%	0%	N/A

Indicator 2C	Description	Means of Verification	Unit	Frequency
Percentage of 251 most vulnerable localities (cadastral level) containing a multi-sectorally assessed or profiled area.	<p>Localities in Lebanon listed amongst the 251 most vulnerable, with a high percentage of vulnerable populations, contain areas that are profiled in a multi-sectoral manner; or their shelter and other needs are assessed in such a manner that the main results are compatible between the assessments and profiles.</p> <p>= ([total number of cadastres containing assessed areas] / [total number of cadastres with a high percentage of vulnerable households in Lebanon in accordance with the 251 list])*100</p>	Activity Info-Responsibility of the Shelter Sector	% of 251 most vulnerable localities in Lebanon	Quarterly

#### Institutions

Baseline	Result 2019	Target 2021
2%	2%	16%

### Outcome 3: Enhance contribution of national institutions and organizations to the housing situation in Lebanon

Indicator 3A	Description	Means of Verification	Unit	Frequency
Percentage of institutions and organisations participating in the Shelter sector response that are Lebanese.	<p>Lebanese institutions and organisations include national and sub-national state entities as well as Lebanese NGOs.</p> <p>= ([number of Lebanese institutions and organizations participating in the Shelter sector] / [total number of institutions and organizations participating in the Shelter sector])*100</p>	Activity Info-Responsibility of the Shelter Sector	Percentage of all institutions and organisations	Quarterly

#### Institutions

Baseline	Result 2019	Target 2021
N/A	20%	80%

Indicator 3B	Description	Means of Verification	Unit	Frequency
Number of Lebanese institutions and organisations with improved ability to contribute to housing policy discussions through exposure to new housing-related evidence.	Reports and studies that contribute to a better understanding of the Shelter and housing situation in Lebanon on topics such as mapping organisations with a housing-related mandate; data and information needs, HLP issues. These reports will be made accessible and actively disseminated to contribute to an enabling environment for evidence-based national housing policy discussions.	Activity Info-Responsibility of the Shelter Sector	Number of institutions and organizations	Quarterly

#### Institutions

Baseline	Result 2019	Target 2021
N/A	1	40



A Syrian refugee and father of two recently received shelter assistance to winterize their shelter and protect his family over the winter months. Photo Credit: UNHCR, Lebanon, October 2020.



# SOCIAL STABILITY SECTOR

## PEOPLE IN NEED



3,207,700

NEEDS-BASED APPEAL  
\$ 140.1million

## PEOPLE TARGETED



2,400,037

## PARTNER APPEAL



\$ 131million

## PARTNERS



50

## GENDER MARKER



2<sup>1</sup>

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## SECTOR OUTCOMES

### Outcome #1

Strengthen municipalities, national and local institutions' ability to alleviate resource pressure.

#### Indicators

Percentage of people reporting positive impact of municipalities on their lives.

Percentage of people reporting competition for Municipal & Social services and utilities as source of tension.

Percentage of people who feel that they can voice concern with authorities in case of dissatisfaction.

Percentage of waste diversion rate.

### Outcome #2

Strengthen municipal and local community capacity to foster dialogue and address sources of tensions and conflicts.

#### Indicators

Percentage of people able to identify conflict resolution mechanisms/actors in their community they would turn to.

Percentage of people identifying factors that could improve inter-community relationships.

Percentage of people displaying propensity for violence.

### Outcome #3

Enhance LCRP capacities on tensions monitoring and conflict sensitivity.

#### Indicators

Percentage of partners reporting that they have their own mechanisms to ensure conflict sensitivity.

Number of LCRP sectors taking steps to ensure conflict sensitivity in their strategy and delivery of work plans.

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	Female	Male
Vulnerable Lebanese	1500,000	1,250,000	644,694	605,306
Displaced Syrians	1,500,000	942,337	468,517	473,820
Palestine Refugees from Syria	27,700	27,700	14,350	13,350
Palestine Refugees in Lebanon	180,000	180,000	93,247	86,753

<sup>1</sup> The response plan is designed to contribute significantly to gender equality.

### Defining Social Stability:

Social Stability is defined as: "A state of intergroup relations at the community level where sources of tension between groups are addressed and managed through formal institutions or systems so as to prevent them from resulting in collective violence, human rights abuses, or further loss of opportunities for vulnerable groups."

## Overall Sector Strategy

Given the multiple crises Lebanon is facing, tensions within and between communities are likely to persist and potentially escalate in 2021. The deteriorating economic conditions are already increasing tensions related to competition for jobs and access to services.<sup>1</sup> In parallel, gaps in services such as solid waste management and electricity are increasing as local authorities are facing financial challenges. This is hampering their ability to deliver local services and works under their mandate, and is further decreasing the trust of populations in local authorities<sup>2</sup> while also increasing the risk of tensions due to competition for services and resources. These difficult circumstances are increasingly challenging the ability of the Social Stability Sector's partners to support communities, and they further emphasize the need to ensure that interventions are conflict sensitive.

The overall objective of the Social Stability Sector is to mitigate interlinked inter/intra-communal tensions so that stability prevails throughout 2021, and to ensure that mechanisms are in place to prevent tensions and violent conflict. The Sector contributes to building resilience within host communities and among persons displaced from Syria, and it aims to strengthen the social contract between communities and authorities by supporting local and national mechanisms to address and mitigate drivers of tensions and build social stability.

The Sector strategy's **theory of change** is as follows:

- Improving public service delivery, such as infrastructure and solid waste management, in a participatory manner will strengthen the legitimacy of public institutions, particularly municipalities and unions of municipalities, and thus will engender a greater sense of trust. This will both alleviate pressure on resources and services while also strengthening social contracts between communities and the state.
- Building the capacity of local communities, municipalities, and national institutions to address sources of tensions through dialogue and promoting positive interactions will strengthen connections and reduce divisions, which will assist in finding common solutions to grievances and to reducing propensities for violence, particularly among the most vulnerable.
- Mainstreaming conflict sensitivity and do-no-harm approaches throughout the Lebanon Crisis Response

(1) Between 2018 and 2020 the number of positive relations between Syrians and Lebanese decreased from 32 per cent to 16 per cent. Specifically, over the summer of 2020 and following the Beirut blast, the number of reported Syrian-Lebanese interactions that were negative increased from 32 per cent to 43 per cent.

(2) Between 2018 and 2020 the percentage of the population that believed the municipal authorities somewhat improved life decreased from 80 per cent to 60 per cent (July 2020) and fell to 44 per cent after the Beirut blast (August 2020).

Plan 2017–2020 (LCRP) and providing partners with regular data and analysis on tensions will enable them to design and implement interventions that are sensitive to local contexts, thus minimizing harm and maintaining stability.

To achieve these outcomes, the Social Stability Sector will be guided by a conflict prevention agenda, taking into account both development needs (e.g., joint assessments, long-term peacebuilding, work on infrastructure), but also arising needs (e.g., service continuity of municipal services, immediate mediation mechanisms<sup>3</sup>). Effective and sustainable social stability outcomes will be achieved by continuing a mixed approach of strengthening capacities while also providing financial and technical support to municipalities as well as to other local entities, such as social development centres, public spaces, civil society organizations, associations, water establishments, libraries, and clubs. At the same time it is necessary to ensure a participatory decision-making process involving volunteers, youth, women, and older persons. These entities will also be leveraged as key gateways to reaching and bridging communities in the most affected areas.

The virtual space is increasingly becoming a platform where individuals and groups engage and interact. While it offers opportunities for positive engagement, it could also risk driving tensions and leading to polarization. This was witnessed in 2019 and 2020, even more so with the COVID-19 outbreak. Working in the virtual space is therefore becoming increasingly important, not only to ensure the continuity of activities but also to mitigate tensions and contribute to more positive engagement. Therefore, in 2021 the Sector will mainstream the use of the virtual space as a tool for dialogue and conflict mitigation (Outcome 2), as well as to support the implementation of projects with local authorities (Outcome 1). To that effect, several components of soft and hard support will be provided to key local actors involved in programme implementation, including:

- Material, equipment, and other hard costs. Based on local needs, hard costs could include generators for internet connections and computers, and financial support for Internet bundles and other network costs.
- Training on soft skills for internet and IT use as well as social media, taking into account that many municipal authorities do not have the capacity to maintain the same level of efficiency with remote approaches, given staff not being familiar with digital practices.

(3) Such as Tensions Task Force taking actions on specific issues, immediate field level follow-up with LCRP co-lead (UNDP, MoSA, and MoIM), as well as local mechanisms of dialogue with specific processes and peace committees liaising with local leaders.



- When it is necessary to conduct face-to-face training, focus will be on the training-of-trainers approach, with a limited number of participants, respect for social distancing, and the provision of personal protection equipment (PPE).
- Support to municipalities in building capacity to manage and dispose safely of infectious and other types of hazardous waste, including support to enhance infrastructure. It is also important that capacity-building of staff takes into consideration COVID-19 measures, such as the provision of organizational and protection training for staff, PPE, and other material and equipment needs.

The Sector will continue to implement its work under the same three key pillars and related outcomes, with few adjustments to take into account rising tensions, increasing challenges faced by local authorities to provide services under their mandate, and the impact of COVID-19 and the economic crisis on communities. The three outcomes are:

1. Strengthen the ability of municipal, national and local institutions to alleviate resource pressure, mainly through supporting them to deliver services under their mandate and strengthening their capacity to maintain social stability.
2. Strengthen local and municipal dialogue mechanisms and initiatives to mediate disputes, build trust, and thus improve intercommunal relations.
3. Support the response contributions of partners to social stability as a whole to maximize their positive impact on social stability and minimize the adverse consequences of their interventions.

**To contribute to achieving this Outcome 1, the Sector will help local government to conduct mapping and hold dialogues to identify key changes, risks, and sources of tensions at the local level, ensuring the participation of different vulnerable groups** categorized by age and gender, as well as inclusion of persons with special needs and members of the lesbian, gay, bi-sexual, transgender and intersex (LGBTI) community. In cases where the direct inclusion of these groups is deemed unfeasible, alternative channels for their grievances will be established to ensure their participation in an ethical, rights-based, and dignified manner.

The Mechanisms for Stability and Resilience (MSR)<sup>4</sup> and other similar participatory processes will be implemented and will actively involve community stakeholders and the Ministry of Social Affairs (MoSA) social development centre staff. These processes are indispensable both for identifying community priorities and for strengthening the links and trust among municipalities, social

development centres, and the people they serve. **They could also contribute to facilitate the dissemination of best practices when it comes to the transparency and accountability of local authorities.**

Social Stability Sector partners will continue to **support service delivery at the municipal level to alleviate resource pressure while building public confidence** that local institutions are able to respond to their needs, thus contributing to supporting local social contracts. Building public confidence will require maintaining and, where possible, enhancing access to services, as well as ensuring that the diversity of needs – including gender-related needs – is reflected in the selection of priority project interventions (relying on mechanisms such as the above mentioned MSR). In this way, the Sector will directly feed into the LCRP's Impact 4 on mitigating the deterioration in the economic condition of vulnerable populations, and Impact 3 on ensuring that they have equitable access to basic services (health care, livelihood, education, water, energy, solid waste management, shelter, and moving towards social safety nets) through national (public and private) systems as well as other service providers. Given the large number of municipalities in Lebanon and their limited resources, such activities will also target clusters and unions of municipalities to achieve better economies of scale and to facilitate planning of larger interventions.

A number of existing initiatives should be capitalized on extensively, such as the Lebanon Host Communities Support Programme, which was developed under the framework of the Lebanon Stabilization and Recovery Programme. To mitigate the risk of inter- or intra-communal tensions as a result of service delivery locations, sector partners will ensure that thorough context analyses and risk mitigation strategies are developed prior to and during implementation. Renewed emphasis will be placed on the communication of activities and around the impartiality and neutrality of humanitarian action to target population groups. As aid perception bias is increasing, specific attention will be given to support partners and sectors in their risk assessments as well as provision of conflict sensitivity guidance. Previous evaluations of stabilization programming in Lebanon underline this need for any effect on local stability to be felt by all population groups and regions, and to ensure sustainability and independence of humanitarian action in the future.<sup>5&6</sup> Research on the social media landscape in Lebanon points to the need to address the issues of the environment, returns, and crime, in particular, and the need to work much more closely in partnerships with national stakeholders in this regard.<sup>7</sup> Recent events have also demonstrated that domestic issues of economic and financial mismanagement and accountability are also key discussion themes both online and offline.

(4) Mechanisms for Stability and Resilience (MSR) are a new approach aiming at increasing local stability and the resilience of host communities in facing and addressing several challenges through targeting immediate community needs (pressure in service delivery, population density, lack of resources, etc.) and enhancing the partnership between local authorities and the local community. The MSR also aim to strengthen municipal capacities for basic services provision through investment projects and to promote safe and diverse spaces through supporting local groups in the targeted communities.

(5) Protection mainstreaming will be prioritized by the Social Stability Core Group and conducted with a focal point from the Protection Sector.

(6) Aktis Strategy (May 2016), Impact Evaluation Report, Lebanon Host Communities Support Project, <https://www.daleel-madani.org/ar/file/impactevaluationreport-aktisstrategy-2016pdf>.

(7) UNDP & Build Up (April 2019), Analyzing Refugee-Host Community Narratives on Social Media in Lebanon, [https://www.lb.undp.org/content/lebanon/en/home/library/Response\\_to\\_the\\_Syrian\\_Crisis/69992.html](https://www.lb.undp.org/content/lebanon/en/home/library/Response_to_the_Syrian_Crisis/69992.html).

As municipalities are facing increasing financial challenges to ensure service continuity, they are less likely to invest in projects such as infrastructure since they would struggle or be unable to maintain future operational costs. Sector partners will have to put in place financial sustainability plans and ensure that investments are channelled towards the most strategic services that can be financed in the future. This is necessary to ensure service continuity and the sustainability of basic services in the long run. Components for better transparency and accountability also need to be integrated into support to municipalities. Incentives for transparency and continued systematic participatory approaches with local communities will be essential in that regard.

Partners will also support MoSA's collaboration with local institutions and social development centres (SDCs), as they play an important role in enhancing community solidarity through the provision of social services, such as childcare and activities for the elderly. This will include training and staff support to deliver important social and medical services to the local community and outreach services, which will in turn empower SDCs to play a crucial role in reducing local tensions and, critically, providing assistance towards vulnerable Lebanese. Supporting medium-term capacity-building within local institutions is essential to ensure a more sustainable impact of the Sector, as research demonstrates that residents' trust in local institutions is a key component of social stability. Given the risk that staff working at social development centres may have biases that marginalize certain groups, sector partners will aim to strengthen staff commitment to a rights-based approach to their work to ensure inclusive participation and improve accountability. The Sector will meet this objective by working closely with Protection Sector partners on mainstreaming<sup>8</sup> and code of conduct commitments.

Support to municipalities will finally be provided in the form of training to local police forces (municipal police). Given that they are often the first responders to community issues, they can make an important contribution to community security. It is imperative that police officers act in a way that is sensitive to the needs of all communities, regardless of age, gender, sect, ethnicity, etc., while ensuring that protection principles are embedded when engaging with vulnerable groups. A focus should also be provided in terms of environmental training. Work will also cover supporting existing institutions in community engagement. As part of this initiative, the Ministry of Interior and Municipalities (MoIM) has undertaken extensive consultations to develop new standards and codes of conduct that have the support of mayors, civil society, community representatives, and the municipal police themselves.

## Solid waste management

Under the first outcome, and given the tensions related to Lebanon's solid waste, investment in the management of solid waste is critical to address the

potential for instability. As such, the Sector will aim to improve integrated solid waste management in order to reduce social tensions. The various elements of such an integrated approach are:

- **Safe disposal sites:** Widespread and uncontrolled dumping causes a range of environmental impacts on air, water, and land, resulting in serious public health risks for vulnerable local communities. Uncontrolled dumping leads to increased contamination of land and soil, as well as surface and groundwater pollution. The Sector will focus on improving integrated solid waste management practices, including cleaning, collection, storage, treatment, and final disposal. Open, unsanitary, and/or illegal dumpsites will be tackled either by transporting waste to environmentally sound waste management facilities or to an alternative safe site, along with clean-up of the sites.
- **Sorting at source:** Partners will prioritize awareness-raising campaigns on sorting at the source based on Decree 5605/2019<sup>9</sup> to be implemented at the household level, and hazardous waste management based on Decree 5606/2019. Partners will be encouraged wherever possible to implement these activities using a participatory approach, whereby communities are consulted and needs are integrated into project activities. In addition, the sector will target both municipalities and unions of municipalities and will provide support at the waste collection and waste treatment level. Revenue generating and waste valorisation options are to be considered given local authorities' financial difficulties and the steep increase in raw material costs.
- **Waste collection:** Except for some isolated villages, the whole territory of Lebanon is currently covered with waste collection services. However, with limited financial ability of municipalities to answer the existing needs, service gaps remain when it comes to large regional facilities supporting these services (such as solid waste treatment facilities). In this perspective, and given that waste collection is the responsibility of local authorities (municipalities or unions of municipalities), partners will provide support to local authorities in terms of infrastructures and collection logistics (provision of bins in specific locations, provision of collection trucks, setting up of scheduling and routing for waste collection, etc.). Clear solid waste management plans should be developed at the local level to improve the collection of solid waste, including routing options, schedules, equipment needed, and other aspects.<sup>10</sup> Given current the financial difficulties of municipalities, sector partners will have to consider financial support or carrying complementary activities of operations and maintenance themselves beyond the elaboration of management plans. This

(8) Protection mainstreaming will be prioritized by the Social Stability Core Group and conducted with a focal point from the Protection Sector.

(9) Decree on sorting at source, approved by the Council of Ministers on 27 August 2019.

(10) In line with Law 80/2018, the draft ISWM strategy and the 2020 report prepared by virtue of PCM Dec 96/2020.

is valid for regular activities but also for new arising issues, including (a) the importance of building the capacity of waste collection organization to deal with infectious waste, and (b) the importance of considering joint approaches at the area level with the Water sector in terms of interventions on infrastructure.

- **Municipal solid waste treatment:** Within the scope of municipal solid waste treatment, the sector is encouraging that large-scale interventions be implemented in line with government plans. In fact, the Ministry of Environment (MoE) draft strategy focuses on the importance of the development of integrated solutions that involve unions and consortiums of municipalities; small-scale interventions are not encouraged due to low efficiency and lack of economic scale. In this respect, and given the financial difficulties faced by municipalities, any intervention targeting treatment and/or disposal should provide a proper economic, environmental, and financial analysis and demonstrate how operational and maintenance costs will be secured to ensure that sustainability is achieved.

To fulfil these objectives, it is essential that partners coordinate closely with MoE at each stage of the project cycle to ensure that interventions are in line with the ISWM Law 80/2018 as well as the draft strategy and other guidelines, particularly what relates to environmental safeguards. This coordination will be achieved through the process outlined in Annex 1. Given that MoE is the lead ministry for the Solid Waste Management Task Force, other ministries such as MoSA and MoIM will coordinate closely with MoE on all activities.

It is vital that interventions are based on the National Solid Waste Management Strategy (once endorsed by the government), in line with the Road Map adopted by the government in 2019 and the draft update of 2020, and that they follow the MoE's approval. If the approval processes are suspended, partners will coordinate closely on all activities, including sites of safe disposals, with the Ministry of Environment and municipalities. In order to ensure sustainable solutions, all partner interventions must be designed according to the SWM hierarchy and will fall under an approved Local Solid Waste Management Programme of the local authorities, a requirement under Law 80 (Article 11). In addition, partners are encouraged to consider the mapping of social tensions in order to guide them on potential areas of interventions.

Finally, partners will implement training for different actors:

- For municipalities and unions of municipalities based on the training programme to enhance environmental management, finalized by MoE in collaboration with MoIM. This training targets municipal police, council members, and municipal staff, and covers key environmental responsibilities

of local authorities in Lebanon.

- Complementary to this, sector partners will aim at targeting communities themselves, with (a) behavioural change programmes on hygiene and waste disposal in collaboration with the Water, Energy, and Agriculture sectors, and (b) on community engagement on waste collection activities. These complementary activities will be fundamental to make up for the potential decrease of services ensured by municipalities.

In urban areas and in Palestinian gatherings, Social Stability partners will join efforts of other sectors to focus on specific neighbourhoods in which the highest degrees of deprivation are concentrated. In 2021 an additional layer of analysis will be provided to partners in the form of detailed and frequently updated tension maps, to support the prioritization. This support to local-level institutions will be linked with increased support to key ministries' local crisis response capacities.<sup>11</sup> **The second outcome of the strategy focuses on strengthening local and municipal dialogue mechanisms and initiatives** to mediate disputes, build trust, and thus improve intercommunal relations. Field consultations identify that despite the significant investment into service provision, some media outlets remain a key and often problematic actor in terms of propagating hostile sentiment and false information regarding displaced persons and response actors. To address tensions, assessments under the LCRP show that residents themselves are keen to have better communication channels, not only between citizens and municipalities<sup>12</sup> but also between communities.<sup>13</sup> They also display a will for civic engagement that can be strengthened and channelled towards positive community initiatives. If no initiatives to improve community relations are put in place, the potential for tensions to escalate is significant. The sector will thus focus on developing previously existing mechanisms and on programmes for youth, as detailed below.

Particularly focusing on localities where social tensions are high, partners with a longstanding presence in Lebanon and proven experience in conflict-prevention programming will therefore continue to support local dialogue committees.<sup>14</sup> By meeting regularly and promoting dialogue both in-person and online, these committees foster local trust and solidarity, increase the outreach of municipalities, analyse drivers of tensions between and within local communities, identify risks of violence, discuss shared concerns, propose solutions, and alert authorities when needed. Following a significant downturn in the number of projects being implemented in 2019 and 2020,<sup>15</sup> a renewed focus on these mechanisms

(11) This specifically includes the ministries of Social Affairs, Interior and Municipalities, and Environment, as well as the Presidency of the Council of Ministers.

(12) Aktis Strategy (June 2018), Endline Report: Lebanon Host Communities Support Project (LHSP), <https://www.lb.undp.org/content/lebanon/en/home/library/poverty/aktis.html>.

(13) UNHCR (2018) Participatory Assessment Findings; and UNDP/ARK Perception Survey Wave VIII, 2020.

(14) See Sector Glossary 2020.

(15) This decrease in 2019 and 2020 can be attributed to different reasons, including protest waves following COVID-19 restrictions that limited the possibilities to implement projects at the beginning of 2020.



to rebuild the frequency and quality of intercommunal interactions is important. Three fundamental features will be particularly developed in 2021:

- Focus on already existing mechanisms, strengthen their processes, and ensure their sustainability during 2021 and further with clear exit plans. This would also entail developing more dense subnational structures and linkages between existing networks and initiatives, involving the various local leaders and committees in place.
- Use of social media as part of local engagement and communications strategies should be considered to reach potential spoilers and engage opinion leaders.
- Combine approaches with interventions of other sectors in order to empower participants with other roles that respond to their needs and those of their communities (Basic Assistance and Livelihood Sectors, especially for cash for work activities and small- and medium enterprise development).

Specific programmes will target youth, who are particularly vulnerable to social marginalization and violence and lack spaces in which to engage. For instance, only 17 per cent of those aged 18–24 years are likely to contribute their time or money to a political party that also shares their position – the lowest proportion of any age cohort.<sup>16</sup> At the same time, many show interest in dialogue. Building on their capacities for peace and positive community change, the sector will create opportunities for participation and empowerment of Lebanese and non-Lebanese youth, encouraging healthy lifestyles and active engagement in their communities. By participating in sports clubs, media activities, community service initiatives, and cultural programmes, among others, young women and men will build important social networks and friendships while also contributing positively to their communities. With COVID-19, specific attention will be given to digital activities and online mobilization. Social Stability partners will also provide diverse training initiatives to enable vulnerable youth to enhance their life and leadership skills. Importantly, these trainings should demonstrate clear pathways to mental health and psychosocial support initiatives for participants, if so identified by MoSA and other response partners. The Sector will focus on implementing youth initiatives<sup>17</sup> in areas of high tensions over the last year, given the potentially strong risk of tensions in specific localities after the protest waves and the economic crisis. The objective remains to harness the positive potential of youth to contribute to the development of their communities and become partners in bridging community divisions, as well as reducing tensions between community and local and national authorities (e.g., municipalities, security forces) while contributing to their accountability and transparency. Lebanese youth will be the primary beneficiary of activities aimed

at fostering civic engagement,<sup>18</sup> in line with the National Youth Policy.

As observed during the field consultations, women participation was eventually more successful this year than in previous years. However, active engagement and empowerment beyond participation remain yet to be built in many instances. Sector partners will have to conceive specific approaches to ensure that such initiatives contribute to women empowerment.

Complementary to community groups, a specific part of this outcome will focus on traditional and social media. Fake news and rumours are easily spread by media channels and quickly proliferate through social media, such as Facebook, WhatsApp, and Twitter. Furthermore, the virtual space is increasingly becoming a platform for engagement, even more so with the COVID-19 outbreak. For this reason, a key element of the sector's strategy concerns training journalists and media students and engaging national, local, and social media in defusing tensions through objective and balanced reporting.<sup>19</sup> Local 'champions' and civil society groups, among others, will also be trained on positive messaging and tackling fake news. These individuals and groups have significant following within their communities and can therefore function both as a risk as well as an opportunity, as they have influence on messaging and news being disseminated within their communities. Working with these actors will help to break down the silos of information and better understand arguments that resonate on these issues.

**Finally, the third outcome is the Sector's support to response partners' contribution to social stability as a whole** to maximize their positive impact on social stability, navigate the complex and sensitive context, and minimize the adverse consequences of their interventions. The Social Stability Sector will achieve this through continuing to provide guidance, analysis, and monitoring of qualitative and quantitative changes in social stability dynamics and intercommunal tensions, offering tailored recommendations at key entry points within the LCRP architecture. The Sector is continuously upgrading its tensions-monitoring system, examining tensions through quantitative and qualitative data from both offline and online sources of information. In addition, analysis of what types of programming result in the most positive changes in terms of reducing tensions will also be conducted in 2021, while further knowledge gaps exist on the link between gender dynamics and social tensions, the impact of external factors such as regional geopolitics on tensions, and the consequences of potential underfunding of humanitarian activities on the level of tensions. Attention will be brought to the dissemination of data and the coordination of different initiatives through the Sector Working Group. Protection concerns will be accounted for through all stages of the analysis produced – from collection and analysis

(16) UNDP/Ark Perception Survey, Wave VIII.

(17) Youth initiatives are understood here as a set of activities (trainings, recreational/sport activities, or community campaign) implemented over time with the same group of youth to sustain their local engagement rather than isolated, one-off initiatives.

(18) See Sector Glossary 2020.

(19) In 2013, 34 Lebanese media outlets (newspaper and radio/TV stations) signed the Journalist Pact for Civil Peace in Lebanon. Social Stability partners are monitoring the implementation of the pact by these outlets and organizing regular sessions with them.



to dissemination. The objective will be to propose a complementary offer in terms of learning elements to feed into cross-sectoral strategic planning.

The Sector will continue the work on building capacity and providing support to partners on conflict sensitivity and do-no-harm. In 2020 extensive work was conducted on gathering partners from all sectors to identify lessons learned and existing challenges, and to detail the content of a guidance note to inform the response. As the need for conflict-sensitive approaches will increase with the deterioration of the situation, a key focus in 2021 will be to develop and disseminate practical guidance specific to the Lebanon context (see section 4 of the sector strategy).

## Sector results: LCRP impact, sector outcomes, and outputs

### Expected results

The Social Stability Sector strategy primarily feeds into Strategic Objective 4 of the LCRP 2017–2020 by reinforcing Lebanon's economic, social, and environmental stability. Given the Sector's strong focus on support to municipalities, it is also directly contributing to Strategic Objective 3 by supporting service provision through national systems, and indirectly to the first objective by creating a favourable environment for the protection of vulnerable groups.

In terms of impact, the Sector directly contributes to two impact statements:

- Impact 3, Vulnerable populations have equitable access to basic services (health, education, water, energy, solid waste, shelter, and social protection) through national (public and private) system.
- Impact 5, which is aimed at strengthening social stability in Lebanon; and Impact 6, which is aimed at mitigating the environmental impact of the Syrian crisis to avoid further degradation of the natural eco-system and ensure its long-term sustainability. As such, the Social Stability strategy also serves Lebanon's longer-term development goals by contributing to Sustainable Development Goal 16. Through its work with target groups, the Sector also contributes to UN Security Council Resolutions 2250 (Youth, Peace & Security)<sup>20</sup> and 1325 (Women, Peace & Security)<sup>21</sup>

The overarching aim of the Social Stability Sector is to mitigate interlinked inter- and intra-communal tensions so that stability prevails throughout 2021 and to ensure that mechanisms are in place to prevent violent conflict. Within the deteriorating context, it will be increasingly important to focus on reducing risks and addressing issues of community insecurity. This is taking into account the multiple crises Lebanon is currently facing, which make tensions within and between communities

likely to persist and potentially escalate in 2021. This is done by strengthening capacities and ensuring service continuity of municipalities, unions of municipalities, communities, systems, and the ability of institutions to address potential sources of tensions and prevent violent conflict within the response. The overall impact of the Sector will therefore be measured by the level of tensions and violence – both on the ground and online – and the occurrence of incidents in targeted localities, as well as the extent to which disputes have been addressed in targeted municipalities.<sup>22</sup>

### **Outcome 1: Strengthen the ability of municipal, national, and local institutions to alleviate resource pressure, reduce resentment, and build peace**

This contributes to Impact 3 (access to basic services) and Impact 5 (social stability strengthened). This outcome represents the bulk of the appeal of the Sector, given its strong focus on investments in municipal and local services.

#### **Output 1.1: Increased services based on participatory processes delivered at the municipal level**

Partners will implement community support and basic services projects (e.g. waste water, water supply, energy, rehabilitation of public spaces, public facilities, recreational areas, roads, and other infrastructure depending on local and area needs assessments) with the municipalities and unions of municipalities based on participatory processes to alleviate resource pressure.<sup>23</sup> The different activities will aim at strengthening capacities and ensuring continuity of key services, such as solid waste management, maintenance of local infrastructure (water, energy, roads, education, local livelihood), community engagement mechanisms and SDCs, among others, depending on the area and the level of municipal coverage of inhabitants needs. Projects pertaining to water and energy will require liaising with the Water Sector and Water Establishments.

#### **Output 1.2: Integrated solid waste management services provided by partners to reduce social tensions**

This output will address widespread concerns over solid waste management as a source of tensions. The full cycle of waste management will be taken into consideration, based on an environmental and social approach when assistance is provided to municipalities, to ensure that sustainable and feasible solutions are designed and implemented. This also means that assistance must not be limited to sorting of waste or the provision of equipment, but also has to involve the following: i) ensuring the availability and linkage to industries that would take the recycled material; ii) building regional level facilities incorporating unions of municipalities; iii) operationalizing capacity support for municipalities to run facilities; and iv) supporting operations and management costs, as well as raising awareness and undertaking environmental impact assessments when

(20) Available at [https://www.un.org/en/ga/search/view\\_doc.asp?symbol=S/RES/2250\(2015\)](https://www.un.org/en/ga/search/view_doc.asp?symbol=S/RES/2250(2015)).

(21) Available at [https://www.un.org/en/ga/search/view\\_doc.asp?symbol=S/RES/1325\(2000\)](https://www.un.org/en/ga/search/view_doc.asp?symbol=S/RES/1325(2000)).

(22) While acknowledging the inherent challenges in measuring conflict prevention.

(23) Partners solely engaged in project implementation are supporting service delivery rather than social stability and should therefore do so directly under the relevant sectors.

needed and as per the Environmental Impact Assessment Decree 8633.<sup>24</sup>

**Output 1.3: National institutions have strengthened capacity to provide operational support and guidance to local crisis response**

This output reflects the much-needed push towards decentralization and institution building, building on the progress achieved by central government institutions. This will mean supporting the ministries of Interior and Municipalities, Environment, Social Affairs, and Education and Higher Education to strengthen relevant institutions' responses at the local level. This includes municipal planning and service provision (including solid waste and environmental protection), and governors' offices and their units working on social stability. This will be done through training and seconding, public policy guidance notes writing, the setting up of disaster risk management cells, reporting of municipalities to security cells, support to governors' offices, local stabilization strategy support, and support with conflict mapping.

**Output 1.4: Municipal police have strengthened capacity to ensure community security**

Key to ensuring local security is the training of municipal police forces so that they have the necessary resources to perform their functions, especially when dealing with vulnerable groups and environmental training. Scaling up community policing schemes in key municipalities, in line with MoIM codes of conduct, and establishing the related management systems will not only prevent alternative security arrangements from taking hold but will also support the institutionalization of a new approach in Lebanon. Establishing accountability mechanisms while strengthening these institutions will be vital.

**Outcome 2: Strengthen municipal and local community capacity to foster dialogue and address sources of tensions**

This contributes to Impact 5 of the LCRP (social stability is strengthened in Lebanon).

**Output 2.1 – Municipalities and local actors have improved capacities for dialogue and conflict prevention**

This output aims at strengthening local capacities for tension prevention and supporting activities to set up local community initiatives, coordinated with the local authorities and focused on conflict prevention and dispute resolution. It will also enable national organizations to substantively contribute to local dialogue initiatives. Activities will include both physical and digital components, and ideally will be combined with other sectors for maximum engagement.

**Output 2.2: Youth enabled to positively engage and participate in their communities and build bridges with youth across dividing lines**

This output reflects the dedicated focus of the Sector on youth, both to harvest their positive contribution to social stability and to prevent their marginalization in the community. By engaging youth in activities that benefit the community while enhancing their skills, their communal belonging and role will be strengthened. In addition, activities aiming at building relations with youth in other communities will also be conducted. While the focus on 'youth at risk' will tend to target primarily young men, other peacebuilding initiatives will ensure meaningful participation of all gender groups. It will be important that actors working in this area have trained staff members on identification and safe referrals. Activities will include both physical and digital components, and ideally combined with other sectors for maximised engagement.

**Output 2.3: National, local, and social media engaged in defusing tensions**

The Sector will emphasize its media engagement given the media's influence on public perceptions of the impact of the Syria crisis. Work to promote objective reporting, to counter fake news, and to ensure that positive narratives are offered in the national discourse will serve to counter more hostile messaging often found in the media.

**Outcome 3: Enhance the LCRP's capacity on tensions monitoring and conflict sensitivity**

This contributes to Impact 5 of the LCRP (social stability strengthened).

**Output 3.1: LCRP partners have improved skills and practices for conflict sensitivity supported by tensions monitoring analysis**

This output reflects the Sector's efforts to inform the response with tensions monitoring analysis as well as dedicated training to ensure conflict sensitivity and do-no-harm. The Sector has enhanced its analysis capacities in 2019 and 2020 by triangulating multiple qualitative and quantitative data sources, including quarterly perception surveys on social tensions, Tension Task Forces and innovative field research using digital sources (such as WhatsApp) and social media, disseminated through the Social Stability Working Group, other sector working groups and forums such as the Humanitarian Country Team and various donor forums.

In 2021 additional data collection and analysis will be carried out, focusing on narratives on social media and academic research in addition to further insights and analysis to support partners in planning and targeting. This analysis will link with further training of partners on conflict sensitivity and do-no-harm to ensure that tools are provided for them to make the best use of analysis in informing their programmes. Attention will be brought to gender equality in targeting. Training will aim at capitalizing on the conflict sensitivity guidance note focusing on strategic design, which is being finalized

(24) Environmental Impact Assessment Decree, MoE Decree 8633 of 2012, <http://erml.moe.gov.lb/ViewLegislations.aspx>.

with partners in 2020.

Emphasis will also be placed on sector partners to use the tools and the analysis themselves to conduct their own risk analyses so that their programmes are equipped with the necessary mitigation mechanisms if tensions escalate. Finally, the Sector will also work to ensure a more timely, reactive, and agile response to the data on tensions that it collects and the analysis it produces, and to improve the sharing of such data among partners so that tensions can be alleviated early to prevent violent conflict. With the evolving situation it is imperative that tensions and early warning signs are analysed and addressed so that efforts focus on prevention in a fragile context, not only at the programmatic level but also through policy and diplomatic engagement – with donors, national and international civil society and institutions, IFIs and UN agencies.

## Identification of sector needs and targets at the individual, household, institutional and geographical level

The three key dimensions to targeting that are to be considered by Social Stability partners in 2021 are similar to what was considered in 2020. First, social stability interventions have typically targeted institutions and communities in vulnerable areas. However, analysis has found that social tensions are only weakly correlated with vulnerability as defined in the Inter-Agency Vulnerability Map, which identifies the most vulnerable cadastres as measured by a composite of socioeconomic, demographic, and service access indicators. This means that, while in general the cadastres that are the most vulnerable are more tense, there are areas with high tensions that are outside of the most vulnerable. In this sense, while the Inter-Agency Vulnerability Map will remain a key reference for the Sector to identify cadastres where persons displaced from Syria and vulnerable Lebanese are concentrated, and where the ratio of displaced to host population is the highest, an additional layer of analysis that measures social tensions will be used to ensure that high tension areas are addressed. This additional layer will be provided to partners in 2021 in the form of detailed and frequently updated tension maps to support the targeting of the Social Stability Sector, as well as the broader intersectoral response.

Second, to ensure that the Sector delivers impact at scale and equivalent treatment of geographically and socially interconnected places, targeting should also increasingly apply a cluster or area-based approach. The rationale of the approach is that geographically linked areas, which share common problems and a willingness to address them jointly, should be targeted through shared projects by Social Stability partners. In fact, to develop sustainable solutions to their problems and ensure economies of scale, a cluster approach that engages surrounding municipalities is often indispensable. This is also confirmed by perceptions surveys, which

demonstrate that the positive effects of intervention are in the aggregate, and that geographic targeting of assistance to the most vulnerable areas is critical to maximize the impact of social stability programming.<sup>25</sup>

Third, and in line with the Sector's efforts to ensure that protection concerns are accounted for, Social Stability partners will ensure that efforts are made to target marginalized individuals and individuals that are at particular high risk of violence. This will mean paying attention to the representation of women and girls, persons with specific needs and LGBTI communities, as well as youth and men who are at risk. Robust referral pathways to case management agencies or trained social workers are essential in order for this to happen in a way that does not risk causing harm. Active efforts will be undertaken, for example, by partners holding separate sessions to account for the fact that barriers for their substantive engagement may exist in existing conflict dialogue initiatives to ensure the views of these cohorts are accounted for. This will be done through protection risk analyses and the inclusion of questions on this topic within the annual Conflict Sensitivity and Do-No-Harm Mainstreaming Survey.

## Partnerships

The Social Stability Sector will continue to rely on the main partners that have structured the social stability response throughout the 2017–2020 LCRP framework, along with new actors joining the Sector in 2021.

- In 2020, 49 partners were involved in the implementation of activities, including UN agencies, as well as local and international NGOs and consortiums of NGOs coordinating their actions through the Sector Working Group. Most of them will continue to implement activities under Outcomes 1 and 2 of the Sector along with new partners. The working group gathers a wider audience of partners involved in Social Stability activities, including donors.
- Some 12 partners (including three UN agencies, the Ministry of Social Affairs, the Ministry of Interior and Municipalities, five INGOs and two NGOs) will form the Sector Core Group based on an election that supports the strategic direction of the Working Group.
- Stakeholders beyond LCRP will be engaged in the coordination discussions to ensure a global engagement of actors, including donors and local academic institutions, among others. Specifically, local academic institution will be involved to capitalize on the data collected under the Sector to develop and disseminate policy and advocacy papers.
- To inform implementation, strategies, and policies as

(25) ARK (2017), Regular Perception Surveys on Social Tensions throughout Lebanon, Wave I: Narrative Report, at ii.

well as to facilitate conflict sensitivity mainstreaming, several partnerships with NGOs, academic institution, and research companies have been developed under Outcome 3. These partnerships will continue in 2021 and include: (a) partnerships with NGOs specialized in capacity-building to continue training partners on conflict analysis and conflict sensitivity mainstreaming; (b) research companies and independent researchers to analyse tension trends through surveys and research; and

## Assumptions and Risks

The strategy set out above has been formulated based on the following assumptions:

- **The worsening of the financial, economic, and political crisis, further exacerbated by the impact of COVID-19, will contribute to the high potential for a serious deterioration of inter- and intra-communal relations, violence, and insecurity.** In line with the 2020 trend, tensions will mainly be driven by competition for jobs, access to cash and services, perception aid bias, political differences (in particular for intra-Lebanese relations) and anger towards local and state authorities. This assumption continues to inform the strategy that seeks to mitigate tensions, prevent violence, and ensure stability while minimizing harm to community groups.
- While a deterioration in relations is expected, planning has been conducted on the assumption that **there will not be a large-scale inter-communal incident that fundamentally shifts relations** between host communities and displaced persons from Syria. However, increased tensions may result in incidents of localized violence. From 2017 to 2020 the percentage of negative relationships between refugees and hosting communities doubled from 21 per cent to 43 per cent. As of 2020 this resulted in a multiplication of local incidents.
- **COVID-19 will continue to hamper the implementation of some activities and increase operational constraints.** Sector partners will continue to follow the Business Continuity Plan guidelines, including putting in place preparedness measures and adapting operational modalities to successfully conduct their projects.
- Finally, planning has also been conducted on the assumption **that there is sufficient operational space for LCRP partners to operate.** However, it is recognized that the operational space is shrinking, as observed in 2020 in some regions. Issues to date have mainly been related to theft of partner assets, increased pressure on frontline staff, and staff being subjected to threats of the use of arms during aid distribution. These trends remain isolated to certain areas, but a further deterioration in the overall situation in Lebanon may lead to accelerated trends.

Several key risks to partners are also salient for 2021:

- **First, there is a risk of increased pressure on communities and partners due to gaps in municipal service provision,** itself resulting from the lack of the municipal funds. The 2017 municipal funds were only released in 2019 and no payments have been made since. At the same time, municipalities struggle to collect local fees complementing their revenues<sup>26</sup> as the economic crisis has affected the residents' abilities to pay. These issues are further increased by the devaluation of the national currency, which limits the ability to import equipment (e.g, used in local infrastructure) and to deliver adequate salaries in real terms to municipal employees. There is a risk that municipal authorities will be unable to maintain regular payment of salaries, especially for municipal police, given their current financial situation. This could create gaps in ensuring community security. It could also undermine gains made through previous investments in capacity-building. Municipalities are also increasingly struggling to deliver services and works that fall under their mandate. This has resulted in gaps in such key services as solid waste management and municipal policing. Furthermore, municipalities are often unable to cover the maintenance and/or operation costs of infrastructures and projects previously provided by partners, which would limit the impact of LCRP interventions with municipalities. These shortfalls exacerbate pressure on services and resources and increase the trust deficit in local authorities among the population. As such, they constitute a risk of exacerbating tensions, and a potential for increased request of support.

To mitigate this risk, close coordination and communication with MoIM is required at the national and local level so that gaps in critical service provisions can be avoided. Decreasing reliance on continued central funding for municipal services should be favoured and substituted by sustainable resource projects (rainwater harvesting, solar energy, end of life disposal scheme, etc.). Project implementation can be re-designed to provide municipal authorities with direct support for maintaining critical sustainability (for operationalization and/or maintenance) during a grace period (especially relevant for equipment and infrastructure). As for shortcomings with the municipal police, partners will discuss options at the working group level, including implementers and donors, to ensure the conflict sensitivity of the response.

- The second risk relates to **the increase in incidents (harassment, violence, evictions, arbitrary measure, and limited access) related to aid perception bias and access to cash in a context of further deterioration of socioeconomic conditions.** As refugees and host communities alike are becoming more vulnerable given the deterioration

(26) There are 36 different fees directly collected by municipalities, three (rental value fee, construction permits, and pavement and sewage maintenance) of which represent 83 per cent of the money collected.



in the economic situation, the perception of aid bias will likely impact the operating environment as well as the beneficiaries. In 2020 the perception of aid bias has materialized into instances of physical confrontations, exploitations of displaced Syrians, and highly antagonistic sentiment towards NGOs and international organizations. Linked to this trend, a decreased dialogue among communities was also observed along with the erosion of trust, which can further isolate communities from one another and have a direct link with increased tensions.<sup>27</sup> Given the continued deterioration, 2021 may witness further escalations putting both beneficiaries and partners at risk of violence and physical confrontations. With a significant proportion of the LCRP being cash interventions, continued disruption to the value of the currency could put specific pressure on the cash assistance modality. Increased aid perception bias could exacerbate tensions during withdrawals and aid dispersion. This can also result in an increase in arbitrary local measures imposed by municipalities on displaced persons from Syria and in the limitation of operations for implementing partners. Harsh actions and rhetoric against displaced Syrians in some municipalities risk making it increasingly difficult for donors to provide support to refugee and host communities alike, during a time of growing economic challenges for host communities and municipal authorities.

To mitigate the risk of incidents related to the perception of aid bias, ensuing transparent and equal targeting is key. This will require continued advocacy with key interlocutors. Such a measure could potentially also mitigate the risks of escalating tensions and harassment during aid distribution and of withdrawal of cash assistance.

This can be coupled with enhanced communications with communities on targeting and assistance delivered (that seeks to address misconceptions of the negative impact of the presence of displaced persons from Syria); systematic risk analysis of interventions to ensure a conflict sensitive approach while applying the do-no-harm principles in all sectors; and timely monitoring of sentiment and trends.

Finally, partners should seek to encourage community interactions and dialogue in line with do-no-harm principles, while building on the youth dividend in order to ensure increased interaction and dialogue both with physical projects and on social media given COVID-19 constraints.

- The third risk is that if **intra-Lebanese relations continue to deteriorate it could have a knock-on effect on the overall enabling environment and perceptions towards displaced populations in Lebanon**. The deterioration is primarily driven by worsening socioeconomic conditions as well as political and cultural differences. Dissatisfaction

among host communities has grown in 2020. Tensions have materialized into instances of armed clashes in some regions, intermittent spikes in protests and roadblocks, and the temporary closure of main governmental buildings. The virtual space has witnessed widespread antagonistic sentiment and highly polarized rhetoric mirroring the tensions landscape.

Partners should mitigate this risk by strong advocacy at all levels around the imposition of arbitrary measures, particularly collective evictions, which outlines the threat to stability that these measures pose. The participatory approach pushed by the Sector, involving local authorities and community groups, should always be favoured.

- Widespread economic deterioration persisted in 2020, which may lead to clear spill-over effects **and negatively impact the safety and security landscape**. In 2021 there is a risk of further insecurity due to the turn-down in economic conditions, leading to communal insecurity with increased use of arms, security incidents, and attacks against citizens and security agencies. This could lead to the emerging of self-protection initiatives, such as community vigilante groups, and an increase in crime, violence, kidnapping, organized crime, and theft. Ultimately, some areas could become inaccessible for refugees, citizens, partners and the government.

A mitigation measure here is to continue to monitor tensions and identify potential areas of concern where mitigation is needed. Mitigation measures include intervening with local authorities and community interlocutors to ensure the de-escalation of tensions, and building on the peace dividends within the communities. Increased investments in livelihoods opportunities for displaced Syrians and Lebanese will also help mitigate tensions along with all the other measures detailed in this strategy

**Mainstreaming of accountability to affected populations, conflict sensitivity, age and gender, youth, persons with specific needs, protection and environment**

**Conflict sensitivity:** Conflict sensitivity is core to the sector strategy. Interventions will be based on a thorough understanding of the context with a combination of rigorous tensions monitoring analysis and do-no-harm tools being applied by partners throughout their programme cycles. Sector partners will provide thought and skills leadership in this area by leading the implementation of a do-no-harm approach in the response across all sectors. Conflict-sensitive measures – including but not limited to substantial support to vulnerable Lebanese populations – will characterize

(27) The percentage of people reporting never or rarely interacting with another nationality in their social circles increased from 29 per cent to 42 per cent.

all interventions within the Sector, while partners will promote these practices with other sectors as well. In 2021 the Sector will continue to lead to ensure conflict-sensitive strategies through technical support, advisory, capacity-building, and practical guidance on lessons learned in Lebanon. Focus is set on strengthening all sectors' collective results on conflict sensitivity, measurement, and collective lessons learned and their application.

**Environment:** The primary environmental focus of the Sector will be through solid waste management activities that seek to improve environmental conditions in localities to alleviate social tensions. The Sector will increasingly benefit from the engagement of the MoE's Environmental Task Force on this matter, and to mainstream environmental considerations in other programmatic areas. This is particularly the case for the capacity support provided to municipalities, which need to be able to take environmental safeguards into account when planning for service delivery. Training, guidelines, and capacity support will be provided to ensure that municipalities are able to implement these safeguards themselves. Assistance should encourage conflict-sensitive approaches and possible additional peacebuilding activities related to solid waste management, such as dialogue platforms between citizens and local authorities.

**Protection and accountability to affected populations:** In collaboration with affected communities and authorities and working closely with the Protection Sector, the Social Stability Sector aims to minimize any negative effects of the response on the protective environment of host community and displaced persons.

The Social Stability Sector strives to ensure inclusion and meaningful participation of different groups in the forum and dialogue spaces that it establishes. Therefore, mainstreaming protection into social stability activities will be necessary for all partners to ensure that persons with specific needs (PWSN) and at-risk youth are able to exercise their rights and meet their basic needs while interventions at community and group-level activities are implemented.

Given the contextual challenges, the Sector will deepen its collaboration with the Protection Sector to maximize complementarity of response and preparedness to prevent any negative impact on communal relations and the protective environment by focusing on three key areas:

First, strengthen safe identification and referrals by promoting the Inter-Agency Minimum Standards for Referrals, keep up to date and accurate information on services and assistance on the inter-sector service mapping platform, and actively inform other sectors about referrals accepted by the Social Stability Sector to ensure accurate referrals and improved awareness of needs. Sector partners will also continue to make available safe spaces where communities can share their feedback and enable the potential for closed complaint

and feedback mechanisms to feed into the inter-sector joint tool. Complementary to this, the Sector should take into account at-risk men, for whom support should be increased to address their deepening precarity.

Second, given the challenges and difficulties that tensions and contextual changes have on the safety and dignity of women and girls, as well as PWSN, efforts will continue to be made to involve women, girls, PWSN and youth in sector consultations and activities, given that they tend to be underrepresented. Given the positive outcomes of women participation, the Sector will aim at maximizing their engagement. To do so, sector partners will:

- Include women, youth and PWSN in all project phases (including assessment).
- Increase outreach to women, youth and PWSN by benefitting from existing community structures to reach different population groups. This will include those with specific needs and/or living in hard-to-reach areas (community structures can include community groups, leaders, influencers, social development centres/municipalities, volunteers, etc.). Linkages with the Protection Sector will be also considered to support women peacebuilding efforts and capacity-building of the local police on protection issues.

Third, work with the Protection Sector to strengthen community-based approaches, including: i) mapping of existing community-based structures to reduce tensions between the community members; ii) addressing protection concerns of the different population groups, including women, children, and persons with specific needs by jointly tackling the identified needs; and iii) implementing joint initiatives.

### Gender, age and persons with disabilities

Committees will bring together community members, local authorities, and civil society with different community members, regardless of their different background, age, and gender.<sup>28</sup> In addition, as in previous years this will include provisions made to be inclusive of PWSN and the LGBTI communities to ensure that their grievances are included and responded to, given that these groups face greater challenges in being accounted for in decision-making forums. In addition, staff will require further training on identifying sensitive protection cases in need of referral. Given the grievances of the host community and the growing isolation of persons displaced from Syria, these mechanisms are an effective way of containing and – ideally – resolving tensions.

**Gender:** It will be key to engage women in dialogue mechanisms. Partners are encouraged to mainstream gender across programmes, including incorporation in programme design (including where possible gender-

(28) The 2013 Lebanon Roadmap states that "special attention will go to the establishment of local-level peacebuilding mechanisms to mitigate tensions developed in conflict-prone areas hosting Syrian refugees."

disaggregated data, gender-specific outputs, and design of specific activities to meet the different needs of men, women, girls and boys) as well as in implementation and evaluation. In addition, referrals pathways to SGBV services will be developed as part of the broader work to strengthen referrals of the Sector. Tensions can also have an important gender dimension (especially in terms of perception of safety, relationships with security forces, intercommunal contact, etc.), which needs to be part of any analysis by Social Stability partners. Gender mainstreaming is systematically integrated into partners' interventions, such as participatory planning and conflict analysis, humanitarian principles and action, or human rights training for security forces. Additional information is also required to understand how gender itself (roles, norms, and practices) is intersecting with and influencing the identified drivers of tensions, and accordingly adapting partners' programmes so they may maximize their gender impact. Within this, it is important to consider how the respective programmes respond to masculine identities (norms, perceptions, and attitudes/behaviours).

**Age:** It will be vital to ensure active participation of young at-risk men who have limited opportunities to express themselves or to build social networks, particularly if they are displaced from Syria, given that these men are less likely to be registered than women and are more exposed to security controls that limit their interactions. Much of such support will be related to life-skills training as well as building links to the Livelihoods Sector for referrals for job creation activities.

**Persons with disabilities:** Partners are encouraged to mainstream the inclusion of persons with disabilities (PWDs) across programmes, including incorporation in programme design (including where possible PWD-disaggregated data, PWD-specific outputs, and design of specific activities to meet the different needs of PWDs) as well as in implementation and evaluation.

## Annex 1

Partners will coordinate closely with MoE through each stage of the project cycle to ensure that interventions are in line with national plans and guidelines. This coordination will be achieved through the following process:

1. Initial formal request of support from the municipality, including intended commitment.
2. Commitment of municipality (through an official letter) towards the project based on a Municipal Council decision.
3. Commitment of the municipality (through an official letter) to sustain or cover O&M costs as a partner in the project in cases of the construction of a facility.
4. Strategic assessment of the municipality's (or union's) needs. In case of developing a municipal solid waste management plan, this could be extended to a detailed assessment.

5. Consultation with MoE on the type of intervention and location through official communication (submission of official letter to MoE).
6. With support of MoE, conduct the following mapping in order to determine the most appropriate intervention type, based on existing and or planned capacities/infrastructure:
  - municipal capacities
  - national plans
  - existing accessible facilities
  - existing potential channels for recyclables (recycling companies, agriculture, etc.)

MoE should also be informed from the start of the potential level of environmental assessments required, e.g., an initial environmental examination, an environmental impact assessment (EIA), or none.

7. Detailed assessment of the municipality's current situation. This could be done at the beginning, as part of the needs/gaps analysis, while developing the municipal waste management plan.
8. Project feasibility in coordination with MoE, including financial capacity and sustainability, waste characterization, mapping of waste generation, etc.
9. Scoping in case of needed environmental impact assessments (based on EIA decree 8633).
10. Identification of the needed environmental impact assessments as required by MoE (see EIA decree 8633).





## Sector Logframe

**Outcome 1:** Strengthen municipalities, national and local institutions' ability to alleviate resource pressure, reduce resentment, and build peace

Indicator 1A	Description	Means of Verification	Unit	Frequency
Percentage of people reporting positive impact of municipalities on their lives	This indicator measures the legitimacy and effectiveness of municipal institutions through the perceptions of affected communities (Result For Women the Same )	Stabilization Survey	Percentage	Quarterly

**Total**





Baseline	Result 2019	Target 2021
71%	71%	65%

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
71%	71%	N/A	75%	67%	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Indicator 1B	Description	Means of Verification	Unit	Frequency
Percentage of people reporting competition for services and utilities as source of tension	This indicator measures how prominently 'competition for municipal and social services and utilities' feature as a source of tensions (Result For Women the Same )	Stabilization Survey	Percentage	Quarterly

**Total**

Baseline	Result 2019	Target 2021
34%	26%	25%





 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
35%	28%	N/A	24%	15%	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Indicator 1C	Description	Means of Verification	Unit	Frequency
Percentage of people who feel that they can voice concern with authorities in case of dissatisfaction	The indicator measures accountability of local authorities (Result For Women the Same )	Stabilization Survey	Percentage	Quarterly

**Total**

Baseline	Result 2019	Target 2021
53%	49%	70%



 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
56%	51%	N/A	39%	32%	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Indicator1D	Description	Means of Verification	Unit	Frequency
Percentage Waste Diversion rate	<p>"Waste Diversion rate (%) = Total Quantity of Waste diverted away from dumps X 100 / Total Quantity of Waste generated Waste is considered diverted if treated if falling in one of the following categories:</p> <ul style="list-style-type: none"> <li>Quantity of recyclable materials collected or separated for further processing and sale</li> <li>Quantity of organic material sent for composting or biogas production</li> <li>Quantity of material sent to thermal treatment facility</li> <li>Quantity of material sent to RDF for further processing in WTE facilities</li> <li>Quantity of material sent to a sanitary landfill for final disposal"</li> </ul>	Partners reporting and estimation of total solid waste generation in areas of interventions	Percentage	Quarterly





Baseline	Result 2019	Target 2021
0-10%	N/A	10-25%

## Outcome 2: Strengthen municipal and local community capacity to foster dialogue and address sources of tensions and conflicts

Indicator2A	Description	Means of Verification	Unit	Frequency
Percentage of people able to identify conflict resolution mechanisms/actors in their community they would turn to	The indicator measures whether a conflict resolution infrastructure exists at the local level through formal and informal institutions that local communities feel comfortable to turn to for dispute resolution as per the perceptions of affected communities (Result For Women the Same)	Stabilization Survey. Baseline: People identify at least one community institution/actor they would turn to in case of dispute. Baseline (religious authorities + municipal authorities + municipal police + community elders):	Percentage	Quarterly





### Total

Baseline	Result 2019	Target 2021
89%	94%	95%

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
89%	95%	N/A	81%	91%	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Indicator2B	Description	Means of Verification	Unit	Frequency
Percentage of people identifying factors that could improve inter-community relationships	The indicator measures the percentage of people who identify 'factors of peace' that could help to improve relationships between Syrians and Lebanese thereby evincing a mindset geared towards cooperation and dialogue (Result For Women the Same )	Stabilization Survey. Baseline: 58.2% (i.e. the percentage of people who did not say 'nothing helps to improve relations')	Percentage	Quarterly





Baseline	Result 2019	Target 2021
58%	78%	40%

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
55%	76%	N/A	74%	86%	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Indicator2C	Description	Means of Verification	Unit	Frequency
Percentage of people displaying propensity for violence	The indicators measure propensity for violence (Result For Women the Same )	Stabilization survey	Percentage	Quarterly

## Total

Baseline	Result 2019	Target 2021
61%	59%	35%

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
64%	61%	N/A	44%	40%	N/A	N/A	N/A	N/A	N/A	N/A	N/A

## Outcome 3: Enhance the LCRP's capacities on tensions monitoring and conflict sensitivity

Indicator3A	Description	Means of Verification	Unit	Frequency
Percentage of partners reporting that they have their own mechanisms to ensure conflict sensitivity	Percentage of partners reporting reading and using conflict analysis material (Result For Women the Same )	Sectors strategies and documents published on the interagency portal	#	yearly

## Partners

Baseline	Result 2019	Target 2021
75%	62%	65%

Indicator3B	Description	Means of Verification	Unit	Frequency
Percentage of LCRP sectors taking steps to ensure conflict sensitivity in their strategy and delivery of work plans	LCRP sectors (10 in total) that take steps/initiative to integrate conflict sensitivity consideration in their work - i.e. by including specific activities related to tensions in their strategy or in the approach (targetting, training, SoPs, M&E framework etc...). (Result For Women the Same )	Sectors strategies and documents published on the interagency portal	#	yearly

### Institutions

Baseline	Result 2019	Target 2021
1 (FSS)	4	10

### Total sector needs and targets in 2021

Population Cohorts	Total Population	Total Population in Need	Total Population Targeted	Total Population Targeted				
				# Female	# Male	% Female	% Male	# Youth (18-24)
Lebanese	3,864,296	1,500,000	1,250,000	642,500	607,500	51.40%	48.60%	N/A
Displaced Syrians	1,500,000	1,500,000	942,337	468,517	473,820	49.72%	50.28%	N/A
Palestinian Refugees from Syria	27,700	27,700	27,700	14,349	13,351	51.80%	48.20%	N/A
Palestinian Refugees from Lebanon	180,000	180,000	180,000	89,281	90,719	49.60%	50.40%	N/A
GRAND TOTAL	5,571,996	3,207,700	2,400,037	1,214,647	1,185,390	50.67%	49.33%	40,000





# WATER SECTOR

## PEOPLE IN NEED



2,688,071

NEEDS-BASED APPEAL  
\$ 222.8 million

## PEOPLE TARGETED



1,810,843

## PARTNER APPEAL



\$ 183 million

## PARTNERS



32

## GENDER MARKER



1<sup>1</sup>

## CONTACTS

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## SECTOR OUTCOMES


### Outcome #1

More vulnerable people in Lebanon are using safely managed drinking water and sanitation services whilst reducing health and environmental risks and improving water quality by increasing the proportion of wastewater that is safely treated.

#### Indicators

- % increase in proportion of population using safely managed drinking water services (SDG 6.1.1)
- % increase of boys, girls, women and men with appropriate hygiene knowledge, attitudes and practices
- % increase in proportion of wastewater safely treated (household component)

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	Female 	Male 
 Vulnerable Lebanese	1,500,000	900,000	459,000	441,000
 Displaced Syrians	990,000	792,000	403,920	388,080
 Palestine Refugees from Syria	20,161	12,097	6,169	5,928
 Palestine Refugees in Lebanon	177,910	106,746	54,440	52,306

<sup>1</sup>The sector plan is designed to contribute in some limited way to gender equality. The design could be stronger and advance gender equality more



## Overall Sector Strategy

The provision of a reliable and sustainable water supply and sanitation service and safe hygiene practices in Lebanon remains challenging. The Water Sector is facing external and internal obstacles, old and new challenges that hinder the delivery of efficient, safe and equitable services. Besides the institutional, technical, infrastructure, and financing challenges, as identified in the update of the National Water Sector Strategy (NWSS) 2020, the protracted and compounding nature of the crises and together with the deteriorated socio-economic situation have negatively affected the Sector. The economic impact on public institutions, specifically Water Establishments, coupled with increased needs due to the COVID-19 outbreak, which has made the provision of lifesaving water, sanitation and hygiene (WASH) services to the most vulnerable people a key priority in 2021.

To support this priority, the Water Sector will maintain its regular WASH assistance to ensure that the most vulnerable displaced and host community populations have safe access to dignified water and sanitation services and meet their WASH needs.

Similarly to 2020 when the WASH needs of households increased due to new crises and/or lack of continuous service by public authorities, the Water Sector will adapt and increase its assistance to ensure that the equitable access to safe and affordable WASH services as a basic human right is met in 2021. In this context, emergency/temporary assistance to Water Establishments are imperative to maintain the provision of safe water.

In 2021 the Water Sector strategy will ensure a comprehensive approach and will:

- Be guided by the updated NWSS that will be published by the end of 2020. The updated strategy provides a comprehensive roadmap for water, wastewater, and irrigation, including on infrastructure and management. It will provide the parameters for improving services at the national and regional level under the Water Establishments. The updated strategy will include an analysis of the impact of climate change and the Syria crisis on the Water Sector. It will also ensure equitable attention for any population regardless of their nationality and include a pro-poor consideration for the populations that are often left without access to officially provide water services or that receive inadequate service and quality.
- Align with Lebanon's efforts to meet commitments to the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDG) 1, 2, 3, 4, 6 and 11<sup>1</sup> of the 2030 Agenda for Sustainable Development, in particular SDG 6 that seeks to ensure access to water and sanitation for all.

- Support Lebanon's effort to respond to the COVID-19 outbreak, in particular, in terms of prevention through hygiene awareness and promotion. To do so, the Sector relies on assessments conducted at several levels: 1) the baseline for SDG 6.1 and SDG 6.1.3 (established in 2016); 2) the Vulnerability Assessment of Syrian Refugees in Lebanon 2020; and 3) the WASH Vulnerability Platform in informal settlements.
- Build on the lessons learned from pilot projects and capitalize on the successful pilot experiences (including Water Safety Plans, Cash for WASH, rain water harvesting, on-site improved sanitation in informal settlements, subscriber database update, non-revenue water management, and sustainability checks<sup>2</sup>) to propose improved and innovative solutions to sustain access of vulnerable communities to water and wastewater services.
- Engage with other frameworks and WASH programmes implemented in Lebanon. The Water Sector will seek complementarity with various programmes, sharing experience, knowledge, research, and studies pertaining to the Sector to ensure non-duplication of activities.

The Water Sector will implement its response at three key levels:

- **At the institutional and policy level**, the Sector will aim to fill policy gaps, and partners will support the Ministry of Energy and Water (MoEW) to disseminate the updated NWSS when approved by the Council of Ministries. It will support roll-out of prioritized studies under the updated NWSS to inform its work and to produce the necessary decrees to activate the National Water Code. The Sector will also empower the capacity of Water Establishments (WEs) to achieve sustainable, safe, equitable, efficient water services and cost recovery. It will promote dialogue among stakeholders (including WEs, municipalities and communities) and mutual accountability of WEs and users.
- **At the service delivery level**, the response will be improved through two complementary routes: 1) by upgrading public systems, the Sector will seek to have an improved balance of production and demand management, including operation and maintenance. This can be achieved through, but not limited to: construction, extension and rehabilitation of inadequate water and wastewater infrastructure and related sludge treatment, monitoring of the service, optimization of the use of generators/fuel and increased reliance on renewable energy to minimize the cost of production and improve reliability; and 2) by continuing to provide direct humanitarian assistance to the most vulnerable displaced communities living in informal settings and collective shelters through the provision of water and sanitation services.

(1) SDG goal 1: No poverty; SDG 2: Zero hunger; SDG 3: Good health and well-being; SDG 4: Quality education; SDG 6: Clean water and sanitation; and SDG 11: Sustainable cities and communities.

(2) UNICEF study to evaluate the sustainability of WASH interventions, 2020.

- The response will engage **at the community level** to empower displaced Syrians and vulnerable host communities to adopt sustainable social and WASH behaviours to minimize the public health and environmental impact of negative coping mechanisms. They will participate more actively in the identification of their WASH needs, monitoring of services and use of referrals. Special consideration will be given to consultation with different age and gender groups to ensure their engagement in identification of the needs. This is possible through engagement of the population in WASH, youth and children committees. The response will promote sharing responsibilities between WEs and users and foster mutual accountability (payment by users and efficient service by WEs). This aims to rebuild trust between the communities and the Water Establishments and consequently increase the subscription and payment rates. Finally, in coordination with the Social Stability Sector, the Sector will also contribute substantively to preventing social tensions between different community groups and within groups through targeted interventions in specific areas, such as building dialogue and consultation processes around WASH interventions.

## Sector results: LCRP impacts and sector outcomes, outputs and indicators

### Expected results

The Sector is contributing directly to three strategic objectives of LCRP:

- Strategic Objective 2: Provide immediate assistance to vulnerable populations
- Strategic Objective 3: Support service provision through national systems
- Strategic Objective 4: Reinforce Lebanon's economic, social and environmental stability (by prioritizing interventions that mitigate the environmental impact of the Syria crisis to avoid further degradation of the natural eco-system and ensure its long-term sustainability)

The sector response for 2021 will continue to contribute to one overarching outcome: More vulnerable people in Lebanon are using safely managed drinking water and sanitation services while reducing health and environmental risks and improving water quality by increasing the proportion of wastewater that is safely treated. This outcome is articulated through three outputs:

#### **Output 1.1: The capacity of national WASH institutions, frameworks and partnerships are strengthened to manage resources and services**

The updated NWSS defines the main challenges faced

by the Sector at the institutional, technical and financial level. It identifies strategic components to improve sustainable and integrated water resources management and the main directions for new WASH interventions.

At an institutional level, the NWSS identifies the lack of human resources and the lack of capacities as one of the main institutional challenges in the Sector. The MoEW and the WEs are both understaffed and under-skilled, with existing staff are assigned tasks that do not correspond with their profiles, thus creating a poor working environment that directly affects efficiency and performance. The Sector will continue to support human resources at the MoEW and WEs either directly by seconding staff to the technical and coordination departments or by strengthening the capacity of the existing staff and incentivising them.

At an accountability level, some public water institutions lack communication with water users and stakeholders. The lack of transparency and accountability towards citizens, the inadequate billing system, the poor water and wastewater service in the various areas, the lack of trust in public authorities and the reduced spending power of the users resulted in a very low collection rate in 2020. The Water Sector will support WEs to tailor/update their community engagement approaches to transform into 'user-centric' utilities, and to improve the communication with the community with an emphasis on regaining trust and increasing accountability. Investments in the local capacity of WEs will increase the production, ameliorate the management of existing resources and will result in expanding the service in under-served areas. This, in turn, will reduce the barriers that prevent vulnerable people from having access to the services.

In order to support longer-term sustainability of WASH service access beyond 2021, the Sector will promote multi-stakeholder engagement at the national, regional and local level for informed and outcome-oriented contributions to water policy design, including the participation of civil society, youth, academia and policy experts. The level and impact of engagement and contribution will be measured annually (until 2023) through Principal 10 of the OECD Water Governance Framework Indicator: Stakeholder engagement. Furthermore, in line with the NWSS, the Water Sector will support and promote the integrated management of water at basin scale and foster coordination between the various scales and stakeholders. The Sector will promote participation between national and local actors to enhance WASH-service delivery in vulnerable communities by reinforcing and formalizing the roles of local NGOs and civil society organizations in the implementation of new projects. The efficiency, equity and sustainability of services for vulnerable populations will benefit from the local actor's understanding of the right holders' context at the household level, as well as directly contribute to more support and funding tools for local and national responders as committed under the Grand Bargain.

The NWSS is based on Integrated Water Resources Management. This is a process that promotes the coordinated development and management of water in order to maximize economic and social welfare in an equitable manner without compromising the sustainability of vital ecosystems and the environment. It takes into account the large water cycle and the interdependence between all water uses. The updated NWSS focuses on the users' access to services and service quality. It is a management-based approach rather than an infrastructure-based approach. The strategy based on several implementation principles, such as, but not limited to, equity, subsidiarity, access to information, sustainable development, etc. The NWSS is based on the principles of water law, recognized by national Water Code, namely sustainable water management and the right to water and sanitation. The NWSS puts users at the heart of the strategy and highlights the necessity to ensure water conservation and water distribution to the entire population and all production sectors.

**Output 1.2: The most vulnerable in host and displaced communities have access to a sufficient quantity of quality, reliable and equitable water and wastewater services**

This output, which aims to enhance the quality of WASH services, has two components: 1) supporting humanitarian water and wastewater service delivery for those with least access; and 2) improving the quality, quantity and reliability of water and wastewater services through national and regional systems.

For the first component, **supporting humanitarian water and wastewater service delivery for those with least access, primarily displaced Syrians in temporary locations**, the focus is on implementing more localized and cost-effective solutions and more environmentally-friendly methods to reach them.

The impact of the informal settlements on the environment will be added to the criteria of prioritizing the sites. In line with guidance from the Ministry of Energy and Water, the Sector will implement improved on-site water and wastewater systems that will minimize the impact on public health and environment of the most prioritized informal settlements.

The Water Sector is now in its second year of implementation of the sanitation strategy,<sup>3</sup> planned in 2020, towards cost-effective and environmentally-friendly sanitation services in informal settlements. Building on the findings of the environmental model, 3,564 informal settlements have been prioritized. Water Sector partners will:

- **Include additional parameters** to the field verification exercise to check the feasibility of interventions and ensure operability of the installations.
- **Transition informal settlements** through cost-effective, environmentally-friendly and localized

solutions for water and wastewater service provision to decrease vulnerability and reduce dependency on water trucking and desludging and thereby reduce associated public health risks. This will be implemented based on funding availability and in line with the MoEW's approved modalities and guidelines. This involves: prioritizing household latrines; regulating and improving monitoring of desludging operations with the possibility to move into on-call service when possible; implementing innovative on-site cost-efficient and environmentally-friendly treatment systems, where feasible and technically applicable, based on the evaluation and lessons learned of the ongoing pilot systems; and empowering beneficiaries and local entities to assume greater responsibility vis-a-vis the systems installed. The Water Sector will work to empower beneficiaries and to operate and maintain innovative and cost-efficient solutions for wastewater treatment systems in informal settlements. It will also stress the importance of handing over the system to landlords after completion of NGO activities to ensure sustainability.

- For grey water, on-site grey water management by ensuring the reduction of public health risks and not increasing the desludging frequency.
- For solid waste, contributing to promote sound and integrated solid waste management practices in informal settlements when possible with proper coordination and reporting to the Social Stability Sector and in accordance with Ministry of Environment laws and Integrated Solid Waste Management Strategy.
- For water and wastewater, have a better understanding of household water management practices to optimize support; install site-based water treatment systems for unsafe sources; provide a cost-effective water supply that serves the informal settlement populations via water piped supplies when possible; optimize the use of water trucking services with guidance from the study on water trucking and desludging markets; support regulated trucking only where possible; build on the planned lessons learned from a pilot 'cash for WASH' project to potentially scale up cash modality while ensuring safety and respecting do-no-harm principles; and empower beneficiaries and local entities to maintain safe responsible water use. Prioritization will always be given to households with people with special needs (e.g., female-headed households, the elderly, people with disabilities) to ensure their access to service.
- **Capitalize on 'cash for work'** success stories from the Water Sector to build capacity and create jobs for vulnerable people, with balanced hiring across communities (Lebanese, displaced Syrians and other people displaced from Syria). When deemed possible, the Sector will seek coordination with

(3) LCRP 2020, Water sector.

technical, vocational and education training schools to implement comprehensive actions.

- **Ensure emergency preparedness** by analysing trends, identifying sufficient capacity in all areas to respond and proactively intervening using accurate information on critical needs. Build capacity of partners to safely identify and refer protection risks during site visits through the use of the Inter-Agency Referral Mechanism.
- **Participate in the development of a Winter Support Preparedness and Response Plan** at the field level to optimize efficiency and intersectoral coordination.
- **Improve coordination and complementarity with the Social Stability Sector** to ensure that solid waste management challenges are adequately addressed to mitigate tensions. Water and Social Stability Sector partners will ensure proper referral and response mechanism in line with their available resources. Partners will also highlight implications for tensions and the mitigation measures to be followed
- Improve coordination with the Protection Sector to ensure mainstreaming of protection principles and the safe identification and referral of protection issues that could be addressed by partners.
- **Maintain a close collaboration with the Health Sector** to be able to deploy an emergency response in case of an alert related to an outbreak of waterborne diseases as well as to take preventative measures for COVID-19 in line with health regulations.

The Water Sector will continue the delivery of critical assistance and WASH services to mitigate the continuing impact of COVID-19, which is increasing the need for WASH services for vulnerable populations under the LCRP. Additional WASH services will be delivered to reduce the risks of transmission within these communities. The Water Sector will ensure: adequate access to clean water; the distribution of hygiene and disinfection supplies, including Infection, Prevention and Control (IPC) kits; and the management of infectious solid waste.

The second component of Output 1.2 is to **improve the quality, quantity and reliability of water and wastewater services delivered to vulnerable communities through national and regional systems.**

As identified by the updated NWSS, the financial challenges faced by the Water Sector are related to low revenues collected by Water Establishments, which are insufficient to cover operation and maintenance costs. A non-self-recovery financial system accompanied with water losses, contaminated resources, high energy bills and many other challenges have rendered the WE's incapable of achieving a basic level of performance in the delivery of safe and equitable services. The Sector will provide in-kind support to fill gaps in the operation and maintenance of services and facilities on a temporary basis. When deemed possible and after using a reliable

National Poverty Targeting Programme to identify the most vulnerable Lebanese households, the Sector will promote service subsidies provided to the most vulnerable populations through an integrated approach covering WASH services for displaced communities, when appropriate.

The Sector will also contribute to the implementation of the NWSS infrastructure roadmap by focusing on safe water supply management and improving wastewater management in line with the MoE's environmental safeguards by targeting the most vulnerable areas and addressing the most urgent issues. In line with the recommendations for 'slum areas' in the NWSS, the Water Sector will promote the piloting of service provision in underserved urban areas, where the service delivery, operation, maintenance and fee collection will be managed by local authorities, according to their agreement with the Water Establishments.

The Water Sector strongly recommends that infrastructure projects implemented with Water Establishments should always ensure completion of a full water or wastewater system. Although improvement of regional-level infrastructure or the construction of non-completed WASH systems will reduce leakage, improve water quality and reduce operational and maintenance requirements for WEs, this is not sufficient for the end user to realize an improvement of services at the household level. It has been deemed unfeasible to support Water Establishments to implement subscription campaigns without first demonstrating an improvement in WE service provision to communities residing in areas that fall under large regional water schemes. The Water Sector strongly recommends that efforts be made by Lebanese authorities, donors and partners to jointly implement works to complete larger schemes in these areas. LCRP partners should refrain from projects that require commitments from local authorities to complete part of the works, unless the authority has demonstrated the capacity (in terms of equipment, materials and labour) to implement such works within the agreed period.

In addition, the Water Sector will continue to protect drinking water sources from contamination and overexploitation through direct improvement of wastewater collection and treatment, rehabilitation of water networks and preparation of Water Safety Plans.<sup>1</sup> Implementation of these plans by all WEs is paramount, including operational and compliance monitoring. The Sector highlights the importance to provide immediate assistance to WE laboratories coupled with capacity-building programmes for its staff. In addition to building the capacity of the sector partners on implementing the Water Safety Plan, the Sector will also monitor water trucking and water quality.

The Sector also recommends that capacity-building programmes be designed closely with Water Establishments to ensure a need-based approach, ownership and sustainability. It can include advanced training, on-the-job coaching and the provision of assets



and materials. Water Establishment facilities require upgrading to improve the perception of their capacity to deliver services. It is recommended that there be close collaboration and coordination with WE directors and managers (including Key Performance Indicators) when implementing capacity-building programmes to demonstrate impact, track progress and ensure integration into the function/processes of the WE.

The Water Sector will increase its focus on urban and peri-urban<sup>4</sup> WASH needs outside informal settlements (vulnerable people living in poorly served non-residential and residential buildings) in collaboration with the Shelter Sector. To do so it will develop a WASH vulnerability map using available data from the Vulnerability Assessment of Syrian Refugees in Lebanon, Collective Sites Mapping Tool, neighbourhood profiling and the WASH Assessment Platform (WAP) and will involve local entities (particularly municipalities, unions of municipalities and governors). In addition, criteria will be developed for addressing WASH needs for different shelter types as well as supporting and adopting an integrated area-based approach to address needs.

The Sector will also maintain close collaboration with the Basic Assistance Sector to prioritize the vulnerable host community living in underserved areas, either targeting them through the Multipurpose Cash Assistance Programme (MCAP) or through in-kind assistance. The Sector will strengthen referrals between both sectors to avoid duplication and ensure complementary assistance. The Sector will strengthen its relationship with the Protection Sector to ensure the safe referral of individuals with protection concern. In addition, the Water Sector will advocate for an increase in the amount of cash provided through the MCAP to cover WASH needs for the host community.

### **Output 1.3: Displaced and host communities adopt sustainable and responsible social and WASH behaviour**

This output aims to contribute to the adoption of responsible social and WASH behaviours among displaced and host communities. Communities will be empowered and enabled to adopt more responsible water, sanitation and hygiene practices, mitigating health and environmental impacts and rationing demand. It will also aim to ensure ownership of water resources and WASH facilities by the community, this ensuring further sustainability of WASH services. Within the Sector, a community mobilisation working group<sup>5</sup> will work to engaging community members themselves to be owners of their services, resources and needs; manage and maintain their WASH systems, while also contributing to the prevention of disease and environmental degradation.

The Sector will go beyond traditional community mobilization and awareness-raising activities and

will increase the quality of its community-based behaviour change initiative, emphasizing public health, environmental protection, water demand and water resource management. Broadly speaking, two main areas will be pursued: the promotion of safe WASH practices through community engagement and improved awareness of social and responsible behaviours; and the promotion of shared responsibilities.

In terms of **promoting safe WASH practices with a foundation in community mobilization/engagement**, interventions will:

- **Provide in-kind support** in cases of inaccessible hygiene materials (with particular attention to soap and menstrual hygiene items) to vulnerable households from displaced and host community, particularly those affected by emergencies, displaced newcomers, or otherwise at risk, focusing on the needs of women and girls, persons with specific needs, persons with disabilities and those living in substandard living conditions and underserved areas. The Sector will complement this with hygiene promotion activities coupled with distribution of disinfectant materials and IPC kits to support confirmed and suspected COVID-19 cases.
- **Support the development of programmes delivered through other sectors in public facilities**, such as schools, detention centres, health care centres, social development centres and other community centres and municipal gardens. It will also train hygiene promoters from the Ministry of Public Health (MoPH), the Ministry of Education and Higher Education and the Ministry of Social Affairs on comprehensive hygiene, water safety and conservation, as well as on integrated municipal solid waste management, sustainability of wash facilities and environmental safeguards at the municipal level to complement the community-based mobilization programmes already running in informal settlements and vulnerable locations.
- **Improve inclusive mobilization activities/initiatives** on safe water handling, treatment and storage at the household level and monitoring the host community to prevent and mitigate potential onsite water contamination based on pilot results of the Joint Monitoring Programme<sup>6</sup>, the Water Safety Plans and the waterborne diseases data from MoPH and WAP results (reservoirs cleaning, etc.).
- **Launch mobilization campaigns**, such as cleaning of irrigation canals to prevent flooding and riverbanks.
- **Promote practical demand measurement measures**, such as water efficient technology, rainwater harvesting, water meters and volumetric tariffing.

(4) Peri-urban areas (also called rurban space or outskirts) are defined by the structure resulting from the process of peri-urbanization. This can be described as the landscape interface between the rural-urban transition zone where urban and rural uses mix, as defined by the United Nations Economic and Social Commission for West Asia.

(5) Community Mobilization Thematic Group is a subgroup within the sector.

(6) It should be noted that Lebanon is one of the first countries in the world, through the WHO/UNICEF Joint Monitoring Programme for Water Supply, Sanitation and Hygiene, to establish a clear baseline from which to measure progress on achieving universal and equitable access to safe and affordable drinking water for all (SDG 6.1).

Guided by the findings of the Behaviour Change study that will be developed at the beginning of 2021, the Water Sector will:

- Adapt hygiene messaging, improving tools and guidance and engage communities in the work towards adoption of targeted safe hygiene promotion behaviours. The messages and awareness-raising materials will be tailored to target the different age and gender groups of all cohorts.
- Continue the promotion of the WASH-nutrition programme, emphasising that adequate access to WASH is key to prevent malnutrition, especially given the limited access to food and health services.
- Improve inclusive mobilization activities/initiatives on inclusive and proper management and monitoring of water and wastewater within households, emphasizing proper water handling and storage, stopping open defecation, preventing vector-related disease and emphasising the non-connection of household latrines to water courses at displaced settings, in addition to general environmental cleanliness and the implementation of the Water Safety Plan at site level.
- Clean polluted areas and plant trees that improve sanitation and environmental health conditions.
- Coordinate with the Social Stability Sector to promote mobilization activities and awareness-raising campaigns on solid waste management practices in informal settlements by WASH partners; this to be coupled by an integrated solid waste management campaign to be implemented by municipalities.
- Coordinate with the Health Sector to mitigate the health effects of unsafe water and to minimize communicable diseases.
- Create global standard operating procedures and guidance on inclusive community mobilization. In close collaboration with the sexual- and gender-based violence subsector, the procedures will be well defined to consider the engagement of different age and gender groups.
- Continue working towards integration of youth in WASH activities as a main driver to achieve community engagement and to promote child committees where applicable.

**In terms of improving awareness on social and responsible behaviours and promoting shared responsibilities among communities, implementing partners and public authorities,** the Sector will focus on two levels: at the displaced community level (informal settlements and collective shelters) and at the host community level.

**At displaced the community level:** The Sector will build on lessons learned from the implementation of WASH committees last year and from youth integration into

WASH activities. It will build the capacity of community members to support the monitoring, operation and maintenance of WASH facilities in informal settlements and collective shelters. Capacity-building will also include the use of feedback mechanism and referrals. By engaging community members to be owners of their services and to manage and maintain their WASH systems, this will also contribute to the prevention of diseases and environmental degradation. Through better involvement and collaboration, there will be further sustainability of the action. This will be outlined and worked on through the global guideline on community mobilization, to be created by the Working Group.

**At the host community level:** Guided by the findings of the perception surveys (understanding the socio-economic barriers to subscription, payment and servicing in the Water Sector), and under the leadership of the Communication Working Group at WEs and with close collaboration with sector partners, the Water Sector encourages the launch of social awareness and subscription campaign, jointly and in close coordination between WEs and partners, to improve relationship between WEs and users and consequently limit the financial challenges to WEs. The campaign will be designed after materializing improvement in the provision of efficient water supply and sanitation services based on principles of equity, shared responsibility and accountability between institutions and citizens as indicated in the Water Code. It is recommended to include commitments of local authorities and design indicators to support partners to increase subscription rates in targeted areas after demonstrated improvement of services. By engaging community representatives, such as local 'champions', to advocate for WASH projects and promote communication with the community and service provider, this will promote the involvement of the community, which is a main driver of sustainability. Furthermore, the Sector will promote partnerships with local educational institutions, including schools and universities, in water management and infrastructure projects so as to include the future generation in discussions regarding improved civic duty around water management and to rapidly increase the reach of the project.

### **Identification of sector needs and targets at the individual/household, community and institutional/physical environment level<sup>7</sup>**

The total population in need across all cohorts in the Water Sector has been defined as equivalent to the percentage of people who do not have access to safely managed water in Lebanon. This is based on data from the Lebanon water quality survey,<sup>8</sup> the WASH Vulnerability Platform 2019, and the Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) 2020. This could, however, be an underestimate as it does not account for those households or areas that

(7) This can include governorates, districts, cadasters, villages, etc.

(8) WHO/UNICEF (2016), "Joint Monitoring Programme of Lebanon water quality survey" (unpublished).

have wastewater management needs that are much more widespread than access to safely managed water. Nevertheless, it gives the best approximation in lieu of detailed vulnerability mapping of the varied layers of needs across the country and it is based on internationally recognized standards of assessment. While the compounded crises have detrimental impacts on the total population across all cohorts, the impact is higher on female-headed households and girls, as it could expose them to protection risks regarding access to water and sanitation services.

The sector targets institutions, communities that are unserved or poorly serviced, vulnerable groups, households and individuals.

**Household Level:** For displaced households:

For Syrian households: the Water Sector targets the most vulnerable, whether living in informal settlements, collective shelters, or urban areas. The level of support depends on the need of each household. Based on the VASyR 2020, 88 per cent of displaced Syrian households are living under extreme poverty. The Water Sector targets almost 80 per cent of the vulnerable displaced Syrians.

For Palestinians, the Water Sector targets 60 per cent of Palestinians in Lebanon and displaced from Syria in close collaboration with UNRWA. The level of support depends on the needs of each household.

For Lebanese households: The WASH needs of vulnerable Lebanese households are poorly understood due to data gaps. The Water Sector assumes that these people will not be able to cover their WASH needs and do not have access to safe water and safely managed wastewater services. Due to the need for balanced service delivery to Lebanese host communities, the Sector will prioritize finding a way to tangibly benefit Lebanese host communities in 2021. The Sector will explore the possibility of advocating with the Basic Assistance sector to cover the WASH needs of the most vulnerable through its Multipurpose Cash Assistance, whereby the Water Sector will complement the cash assistance with an in-kind distribution to mitigate COVID-19 transmission at the household level.

**Area-level:** The Inter-Agency Vulnerability Map identifies the most vulnerable cadastres as measured by a composite of socio-economic, demographic and service access indicators. It is a key tool for the Sector to identify the most vulnerable cadastres for interventions.

The Water Sector seeks to launch a WASH vulnerability mapping exercise across the country in 2021 to identify the needs of localities. This exercise will be based on available data or mapping similar to neighbourhood profiling and will build on the updated Vulnerability Map with specific WASH criteria. The Sector will define the WASH underserved areas and prioritize 40 per cent of the most vulnerable localities in 2021. Through an area-based approach, the Water Sector in collaboration with the Shelter and Protection Sectors will target

72 neighbourhoods/disadvantaged areas with a multisectoral response when deemed necessary.

**Institutional level:** The Ministry of Energy and Water will be targeted for institutional support as it is the entity responsible for policy making, national planning and water resource management, while the four water establishments and the Litani River Authority are the primary targets for improving service provision.

Across all levels, prioritization by sector partners will be done according to the following criteria:

- **Equity:** Prioritize vulnerable groups, households and individuals (e.g., female/child-headed households, elderly or disabled persons and minors) who face particular risks or require specific assistance and geographical areas with the highest concentration of affected people and with no/poor access to sufficient quantity, quality and continuity of services.
- **Alignment:** Prioritize implementation of pre-planned specific projects identified as essential within the Government of Lebanon's strategies and master plans, which benefit the most vulnerable communities and would make the greatest contribution to the Sustainable Development Goals.
- **Conflict sensitivity:** Prioritize areas most at risk of resource-based conflicts, where community relationships are the most fragile. The prioritization will be complemented by improved tangible benefits to Lebanese host communities. In particular, partners could use the Social Stability Sector's tensions mapping to ensure that high tension localities are considered in targeting.
- **Multisectoral impact:** Prioritize mitigating multisectoral risks to health, environment, protection (persons with specific needs, etc.), education and social stability, with a focus on environmental degradation, water-related disease incidence rates and educational retention supporting the delivery of an increasingly integrated response with other sectors.
- **Complementarity between actions:** Prioritize the interventions that complement previously implemented interventions in the past years or ongoing implemented actions by other partners.

## Assumptions and Risks

The sector strategy is based on the following assumptions that are necessary to enable implementation of interventions and achieve the sector outputs:

- **The update of the National Water Sector Strategy will be issued/ratified or approved by the Council of Ministries by the end of 2020 along with the ratification of the Water Code.** The National Water Sector Strategy defines the vision of the Sector, providing a clear roadmap for new interventions.

The Water Code is essential in addressing the current challenges of the Water Sector, in that it clarifies the role and responsibilities of the actors and strengthens accountability towards citizens.

- **The economic situation is likely to deteriorate in 2021.** The Sector anticipates removal of subsidies on basic commodities, such as wheat and fuel. This coupled with inflation and further currency devaluation will increase the vulnerability of populations as well as key institutions, such as Water Establishments.
- **Commitment and accountability across the government will be in place to ensure improving the supply and quality of water.** Water quality and supply is a cross-ministerial issue and thus the Ministry of Energy and Water depends on a shared commitment across the Government of Lebanon to limit practices (in both public and private sectors) that affect water quality.
- **Donors provide sufficient funding to meet LCRP commitments.** The proportion of sector funding to meet critical needs is at its lowest point since the crisis began in 2011. Unless adequate funding is received, the Sector will struggle to provide meaningful assistance and meet its targets. Further prioritization, using specific criteria (equity, socio-economic status, alignment, conflict sensitivity and multisectoral impact) will be required if underfunding continues to ensure that the most vulnerable communities/households are addressed first at the expense of much needed medium-term sectoral reforms that could lead to more sustainable solutions for the future. The Water Sector will continue to advocate for a shared common vision for the Sector as critical to Lebanon's long-term well-being and stability.

- **The COVID-19 outbreak will further exacerbate WASH needs and impose restrictions on access to the field at certain times.** The sector will maintain high flexibility in adapting its response and will follow new implementation modalities mainly through empowering and engaging communities in the monitoring of service and referrals.

While these assumptions are pertinent to support the implementation of the sector strategy, the main risks that could hinder achievements include:

- Non-commitment to the National Water Sector Strategy by the ministries, Water Establishments, sector partners and civil society. This would have an impact on the implementation of the strategy and would adversely affect donors' investment interest. Mitigation measure: The Water sector supports MoEW to promote dialogue among the stakeholders and to engage them in the development of the strategy and dissemination.
- Delay in validating the environmental prioritization of informal settlements. This would increase the gap between sector partners and national institutions, and as a result increase the pressure on partners and hinder their ability to support innovative interventions. Mitigation measure: The Water sector will ensure continuous follow-up and close coordination with partners to finalize the prioritization exercise at the beginning of 2021. In addition, the sector will ensure the use of multiple prioritization criteria approved by MoEW and will engage with various stakeholders at an early stage to avoid any delay in the validation process.
- Donors loose interests in funding new projects due to lack of enforced cost recovery mechanisms, lack of sense of ownership, economic challenges facing municipalities and Water Establishments and limited capacity to assume operational and maintenance costs. Alone

### Total sector needs and targets in 2021

	Total Population in Need	Total population targeted	% of female	% of male	Children under 18 years
Lebanese population	1,500,000	900,000	51.5%	48.5%	51.9%
Displaced Syrians	990,000	792,000	51.1%	48.9%	88.8%
Palestinian refugees from Syria	20,161	12,097	51.8%	48.2%	57.6%
Palestinian Refugees in Lebanon	177,910	106,746	51.8%	48.2%	57.6%
<b>TOTAL</b>	<b>2,688,072</b>	<b>1,810,843</b>			

Type of Institutions	Targeted
Water Establishments and Litani River Authority	5
Ministries	1



or together, these significant and accumulating risks would influence the sustainability of the interventions. Mitigation measure: The Water sector will maintain a close collaboration with partners, WEs and donors. Sharing of challenges faced at the field level, mainly the impact of the compounded crises on the WEs operation and on the ongoing interventions with donors, is crucial to define together the best way forward. This will be complemented with advocacy efforts towards donors and the Government of Lebanon.

## Partnerships

The Water Sector works in close collaboration with MoEW, partners and other sectors in drafting and implementing the WASH response. Ensuring of two-way communication between the field and national levels with various stakeholders is crucial in all areas of the WASH response. In 2020 the Sector created several thematic groups (Stabilization, Community Mobilization, Sanitation, Water Quality and Urban-WASH) to have enough space for the technical discussion and to improve the participation of partners in the Sector. The groups are open to local and international NGOs and academic and governmental institutions. Other sectors – mainly Shelter, Protection, SGBV and Health – are also invited to some of the thematic groups meetings, respecting the agenda of the meetings. In addition, the collaboration with other sectors is maintained through bilateral discussions and intersectoral meetings. Partnership with other sectors to outline or develop practical guidance and joint responses is also highlighted under the output paragraphs.

## Mainstreaming of accountability to affected populations, protection, conflict sensitivity, age and gender, youth, persons with specific needs and environment

**Conflict sensitivity:** Water and wastewater are one of the major sources of tensions between communities in Lebanon.<sup>9</sup> The Water Sector aims to reduce social tension through ensuring equitable and dignified access for all vulnerable communities, whether poor Lebanese, Palestine refugees, or displaced Syrians. Equal access to services not only mitigates the risk of resource-based tensions and conflict but also promotes an environment in which people feel their needs are met fairly. Many sector activities contribute to building community resilience (awareness-raising, training, community mobilization, etc.) and to creating productive forums for discussion and problem-solving. Importantly, as evidenced through surveying, the positive impact of hard components such as community support projects (including support to

local authorities on service provision, such as solid waste management) is maximized when coupled with soft interventions such as dialogue processes.<sup>10</sup> Partners are thus encouraged to ensure that consultation processes that preferably bring differing communities together accompany their WASH interventions through the project cycle.

Conflict sensitivity is one of the leading prioritization criteria for the Water Sector and the Sector will coordinate with the Social Stability Sector to analyse areas of tension to find ways of addressing concerns related to water and sanitation. This can be done by understanding the key causes of tensions, as well as the training of partners on conflict sensitivity and do-no-harm. In addition, whenever possible partners will be encouraged to conduct their own analyses and take mitigating measures to emerging conflict risks by applying the do-no-harm framework to their interventions.<sup>11</sup> The Social Stability Sector is prepared to assist with training and mentoring on how to use this framework.

Regarding management of solid waste, the Water Sector will collaborate closely with the Solid Waste Task Force to ensure that all waste produced by WASH activities is properly collected and safely disposed.

## Protection

The Water Sector will mainstream protection inclusive of persons with specific needs, with consideration of age-gender specific needs through a protection mainstreaming approach. The Water Sector will also work closely with the Protection Sector to improve the safe identification and referral of protection risks and mitigation measures through the protection risk analysis<sup>12</sup> drafted in 2020. The Sector will take steps to strengthen the incorporation of protection principles inclusive of age, gender and disability. For example, protection, gender and disability will be reflected in WASH needs assessments, as well as in monitoring and evaluation tools. Through improved data collection on persons with disabilities, by adopting the Washington group questions<sup>13</sup> the Water Sector aims to better understand and identify the WASH needs for this group, as well as take steps to disaggregate its indicators by age, gender and disability. To ensure further inclusion of persons with disabilities, the Sector will work in collaboration with WASH, youth and children committees in informal settlements to engage the different age and gender groups, and in coordination with relevant specialized actors, such as the Protection Sector and the SGBV Task

(10) ARK/UNDP, "Regular Perceptions Survey of Social Tensions Throughout Lebanon: Wave 3," (April 2018). This refers to a narrative report that was conducted to correlate different types of assistance so as to ensure tension mitigation.

(11) See "The Do No Harm Framework: A Brief Description of Seven Steps," LCRP, Social Stability sector.

(12) Protection Risk Analysis (PRA) outlines key protection risks and gaps identified through WASH interventions. Mitigation measures to prevent, remove, or reduce these risks have been identified through an inclusive consultative process with organizations and sector coordinators operating in regional fields. This PRA is a living document that should be reviewed yearly to ensure contextual and/or programmatic changes reflected. Prioritized mitigation measures will form the basis for the protection mainstreaming action plan.

(13) The major objective of the Washington Group Questions is to provide information on disability that is comparable throughout the world. It aims at identifying the different types of disabilities in a household.

(9) A survey undertaken by Social Stability reported that 92.8 per cent of Lebanese interviewed said "the presence of so many Syrian refugees in Lebanon today is placing too much strain on Lebanon's resources, like water and electricity." (Source: ARK Group)

Force, to identify the needs of the different groups, identify the protection risks and adapt inclusive and safely designed WASH facilities. The Water Sector will ensure that people of different ages, gender, vulnerability and nationality are consulted and engaged in the assessments and sector response planning. Further, the Sector will use the Impact Assessment referral tools and follow the minimum standards on referrals to ensure a timely and accountable response to the needs, thus preventing any tension or perception bias.

To meet the holistic needs of the most vulnerable, the WASH Sector will take concrete steps to improve the safe identification and referral of vulnerable individuals or communities to the appropriate service provider. This will require a review and adaption of the minimum standard on referrals to reflect the needs of WASH partners, the introduction of common referral tracking and monitoring tools and partner reporting to the inter-agency referral monitoring system to enhance accountability to beneficiaries. Close coordination and capacity support from the Protection Sector and its subsectors will be needed (i.e., SGBV and Child Protection), including to prevent any SGBV risks related to WASH services.

### Accountability to affected populations

The WASH Sector will take steps to strengthen complaints and feedback mechanisms for affected populations. In this respect, the South, Bekaa and North Water Establishments will be equipped with Consolidated Call Centres operational 24 hours per day 7 days per week, which will enable water users to register an issue and request a call back. Displaced Syrians living in informal settlements who do not have access to public WASH services will have access to a hotline. Spreading awareness about the hotline will be supported by WASH and other sectors' partners. This will allow displaced Syrians to report on grievances, request assistance and provide feedback. The Sector will play an active role in the monitoring of this system to ensure client-responsive actions are taken and that trends are used for analysis and learning. The Sector will also promote the alignment of partner mechanisms to inter-agency minimum standards on complaints and feedback. The active participation of the community will continue to direct WASH activities through committees, outreach volunteers and community reference groups.

### Protection from sexual exploitation and abuse (PSEA)

The Water Sector will ensure prevention and response to sexual exploitation and abuse and that the potential for other forms of misconduct are fully considered and integrated into the sector response. This mainstreaming of PSEA is mainly considered in the different emergency distributions and services provided. For example, the Sector will encourage partners to pursue training or awareness sessions for frontline staff on codes of conduct, including PSEA, raising awareness with

recipients/communities on codes of conduct and reporting/feedback mechanisms organized by the PSEA Network. In addition, the Water Sector will include leaflets in the in-kind assistance packages distributed to the vulnerable people. Furthermore, the Sector will promote the gender balance of distribution teams.

### Gender and youth

Gender and youth considerations are mainstreamed in the Water Sector response, mainly at the programming and field level. At the programming level, the Sector promotes the incorporation of the new global gender-based violence guideline<sup>14</sup> through considering GBV in new assessments and incorporating GBV risk-related questions in questionnaires and focus group discussions. The Sector is committed to collecting and using gender disaggregated data during assessment, monitoring and evaluation. In addition, the sector builds the capacity of the staff who are engaged in outreach activities on WASH-related SGBV risks and referrals. At the field level, partners will increase focus on the dignity and protection needs of women and girls, including through a special programme on hygiene promotion that includes menstrual hygiene management and capacity-building to mitigate the risks of gender-based violence where women lack access to segregated, safe toilets. For instance, there are gender-segregated toilets where there are no family latrines and washing facilities.

Women and girls are traditionally responsible for domestic water supply and sanitation and maintaining a hygienic home environment. As managers at the household level, women also have a higher stake in the improvement of water and sanitation services and in sustaining facilities. Women and girls will be engaged in the WASH and Youth committees formed at the informal settlements level and partners will promote their engagement in WASH interventions. Partners are working to ensure that women are directly involved in the planning and management of water supply and sanitation programmes and that hygiene promotion interventions are specifically designed to reach women and girls. The engagement of different sex and age groups in the committees aims at ensuring equity and inclusiveness, where the needs of the different groups are expressed in the planning of the committees and are therefore met in the response. For example, women are taking part in WASH committees, focal points and community mobilizers in the informal settlements and girls are engaged in youth committees. They are trained on water quality monitoring, safe hygiene practices, water safety planning and monitoring of SGBV risks. The Sector ensures the conduct of sessions, training of trainers and the involvement of youth-led initiatives in communities and informal settlements on WASH topics. With close collaboration with the Protection Sector and SGBV sub-sector, special mainstreaming of girls' needs is

(14) The Guidelines for Gender-based Violence Interventions in Humanitarian Emergencies, issued by the Inter-Agency Support Group, focus on prevention and response to sexual violence to meet the need for a coherent and participatory approach to prevent and respond to gender-based violence. This is a tool for field actors to establish a multisectoral coordinated approach to GBV programming in emergency settings.

addressed through specific activities and the provision of items (dignity kit and menstrual hygiene items). Partners are responsible for the distribution according to the WASH-coordinated response, once drafted with other sectors. In terms of implementation, sector partners will be trained on protection (safe identification and referrals, safe distribution, etc.), PSEA and on working in the context of COVID-19. Youth play an important role in the established committees in informal settlements to ensure more responsible practices.

## Environment

The mainstreaming of the environmental aspects is ensured in the Water sector response. Protecting the environment, safeguarding natural water sources, promoting integrated resource management and preventing and mitigating environmental contamination are the main considerations that will be mainstreamed in WASH projects. The sector will cooperate closely to identify the major causes of pollution related to the Syrian crisis and to maximize the benefits and ensure the integration of the environmental impact assessment, the initial environmental examination, etc., in the projects. The sector highlights the importance of adopting environmentally friendly practices and promoting the principles of 'sorting at the source' and of 'reduce, recycle and reuse' in the workplace.







Beirut Blast response working with and through the Youth "Cash for Work" programme.  
Photo Credit: UNICEF





## Sector Logframe

**Outcome 1:** More vulnerable people in Lebanon are using safely managed drinking water and sanitation services whilst reducing health and environmental risks and improving water quality by increasing the proportion of wastewater that is safely treated.





Indicator 1A	Description	Means of Verification	Unit	Frequency
Percentage increase in proportion of population using safely managed drinking water services	"Proportion of population using safely managed drinking water services. Drinking water: 1) from an improved water source, 2) that is located on premises,"	JMP 2016 and 2020	Percentage	Four years

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
36%	N/A	56%	36%	N/A	56%	36%	N/A	56%	36%	N/A	56%

Indicator 1B	Description	Means of Verification	Unit	Frequency
Percentage increase of boys, girls, women and men with appropriate hygiene knowledge, attitudes and practices	"Proportion of population that has knowledge of: 1) 3 out of 5 critical times for handwashing (before eating, before feeding the baby, before handling food, after using toilet, after change diapers) 2) 2 out of 4 ways to prevent of disease transmission (hand washing, drinking safe water, using latrines, food safety) and practice: 3) using hygienic latrine/toilets (no strong smell or significant numbers of flies or mosquitos, no visible faeces on the floor, walls, seat or around the facility) 4) disposing solid waste safely and hygienically (municipality collected)"	KAP survey 2017, 2020	Percentage	Three years

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
28%	N/A	48%	28%	N/A	48%	28%	N/A	48%	28%	N/A	48%

Indicator 1C	Description	Means of Verification	Unit	Frequency
Percentage increase in proportion of wastewater safely treated (Household component to WWTPs of SDG 6.3.1)	The proportion of wastewater generated by households and by economic activities (based on ISIC categories) that is safely treated compared to total wastewater generated by households and economic activities.	WWTP study 2016, 2020	Percentage	Three years

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees from Lebanon (PRL)		
Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021	Baseline	Result 2019	Target 2021
3%	N/A	17%	3%	N/A	17%	3%	N/A	17%	3%	N/A	17%



# PART III

## ANNEXES

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BEST PRACTICES

DEVELOPING THE LCRP

COMMITMENTS OF THE LCRP RESPONSE

PLANNING FIGURES

TERMS OF REFERENCE SECTOR STEERING COMMITTEE

TERMS OF REFERENCE ENVIRONMENT TASK FORCE

ACRONYMS

# ANNEX 1: BEST PRACTICES

1. **Maintaining the integrated stabilization and humanitarian approach** will ensure both dimensions of the response are supporting a wider reach of vulnerable individuals and institutions, while contributing to the overall stability of the country in a fragile context.
2. **Effective coordination and clarity on roles and responsibilities** will enhance the quality of results and services for beneficiaries, yielding more efficient use of resources and improved working relationships among partners.
3. **Joint and results-based planning** will ensure joint ownership of the response and avoid reshaping priorities and duplication of activities, emphasizing results achievement rather than mere adherence to planned activities and outputs.
4. **Joint communication and resource mobilization** as a shared responsibility, will support coherent advocacy and messaging consistently delivered by LCRP partners. This will ensure efficient and adequate communication on interventions, achievements and critical needs to fill funding gaps.
5. **Capacity development and involvement of stakeholders** will ensure that a group of informed, committed and engaged stakeholders contribute to the overall sustainability of the response.
6. **Mainstreaming** of gender, environment, youth, people with specific needs and conflict sensitivity will promote inclusiveness throughout the response.
7. **Improved transparency and information-sharing** will ensure building accountability and trust among LCRP partners, and contribute to the improvement of decision-making as well as the collective efficiency and effectiveness of the response.
8. **Complementarity and convergence** will strengthen coherence and ensure the sum of partners' contributions helps to achieve the LCRP strategic results.

# ANNEX 2: DEVELOPING THE LCRP

The formulation of the LCRP 2017 – 2020 officially started in August 2016 when the LCRP Steering Committee approved the guidance note for the planning process. In 2020, the LCRP was extended for another year until 2021.

The articulation of the strategy and formulation of the strategic priorities for Lebanon reflects a longstanding dialogue and collaboration between the GoL and the United Nations, international and national NGOs, the international donor community, and affected populations building also on the implementation of the LCRP 2015 – 2016. At sector level, field level consultations on the strategic priorities, planning assumptions and sectoral activities were held during the development and drafting process, and will continue throughout the implementation of the response.

Following the endorsement of the LCRP Steering Committee in August 2016, a series of four multi-stakeholder workshops were held throughout the third quarter of 2016 ensure ownership of the plan by the different constituencies. These workshops reviewed progress at different milestones and provided feedback throughout the planning process. At sector level, Sector Steering Committees convened by the relevant line Ministries provided oversight and guidance to the development of sector response strategies.

A Joint Technical Task Force (JTF) was formed with the responsibility to lead, coordinate and oversee the development of elements for the LCRP 2017 – 2021 appeal document that fell outside of sector mandates. The JTF was composed of representatives from the GoL, the United Nations, the donor community and national and international NGOs. With the final sector strategies endorsed through the respective Sector Steering Committees, the JTF also played a role in ensuring the overall coherence and alignment of the sector strategies with both the stabilization and humanitarian dimensions of the crisis response plan.

The planning process was concluded with a joint communication to the relevant stakeholders of the LCRP Steering Committee by H.E. the Minister of Social Affairs Rashid Derbas and the Resident/Humanitarian Coordinator Philippe Lazzarini 21 November, 2017.

# ANNEX 3: COMMITMENTS OF THE LCRP RESPONSE

**Equity in humanitarian action:** a fair distribution of assistance and financial resources based on identified needs. Ensuring equity in access to services, resources, and protection measures demonstrates the principle of humanitarian impartiality in practice. It is also essential for increasing the participation of women, men, boys and girls, and ensuring protection mechanisms that meet their needs.

**Do no harm:** understanding how assistance provided during a crisis situation impacts the wellbeing and safety of beneficiaries at the point of planning and also of delivery. The “Do No Harm” framework asks humanitarian actors to consider the interplay of aid programmes on the dynamics of fragile communities – for example: Who is receiving aid and who is not? Is the delivery programme perceived locally as equitable, impartial, and just? Does it reduce or increase the risk to beneficiaries, or others connected to them? It also provides a programming tool to mitigate potential harmful consequences of aid mechanisms on communities in fragile contexts.

**Peace and stability:** promoting the ability of individuals, households, communities, and institutions to withstand and recover from shocks and stresses while achieving transformational change. It focuses on strengthening the capacity of communities to cope with the crisis through immediate emergency interventions, by bolstering livelihoods, housing, infrastructure, and basic services; regaining productive assets; and sustaining this recovery through a functioning and peaceful socio-economic and political environment.

**Partnership:** Working in partnership increases the effectiveness of humanitarian response. Effective partnership requires attention to underlying issues of power, attitudes and styles of working, as well as identifying which partner is best placed to deliver on each of the desired outcomes. The partners would respect local laws and cultures of their areas of operations. The partners in the LCRP commit to uphold the Principles of Partnership as adopted by the Global Humanitarian Platform in 2007:

- *Equality: mutual respect between partners irrespective of size and power*
- *Transparency: dialogue (on equal footing), with an emphasis on early consultations and early sharing of information*
- *Results-oriented approach: keep the response reality-based and action-oriented, based on effective capabilities and concrete operational capacities*
- *Responsibility: ethical obligation of partners to accomplish tasks responsibly, with integrity and in a relevant and appropriate way, and to prevent abuses*
- *Working differently to end need: reinforce, do not replace, national and local systems; deliver collective outcomes that transcend the humanitarian – development divide*
- *Invest in humanity: Shift from funding to financing to reduce fragmentation, diversify the resource-base and increase cost-efficiency.*
- *Complementarity: build on our comparative advantages and complement each other's contributions; build on local capacity and seek to overcome language and cultural barriers*

**Prevention and Response to Sexual Exploitation and Abuse:** Country responses must respect and implement commitments to prevent and respond to sexual exploitation and abuse by the humanitarian community, developed under Secretary General Bulletin 2003. i.e. to develop specific strategies to prevent and respond to sexual exploitation and abuse; to incorporate standards on sexual exploitation and abuse in induction materials and training courses for personnel; to ensure that complaint mechanisms for reporting sexual exploitation and abuse are accessible and that focal points for receiving complaints understand how to discharge their duties, and ; to regularly inform personnel and communities on measures taken to prevent and respond to sexual exploitation and abuse.

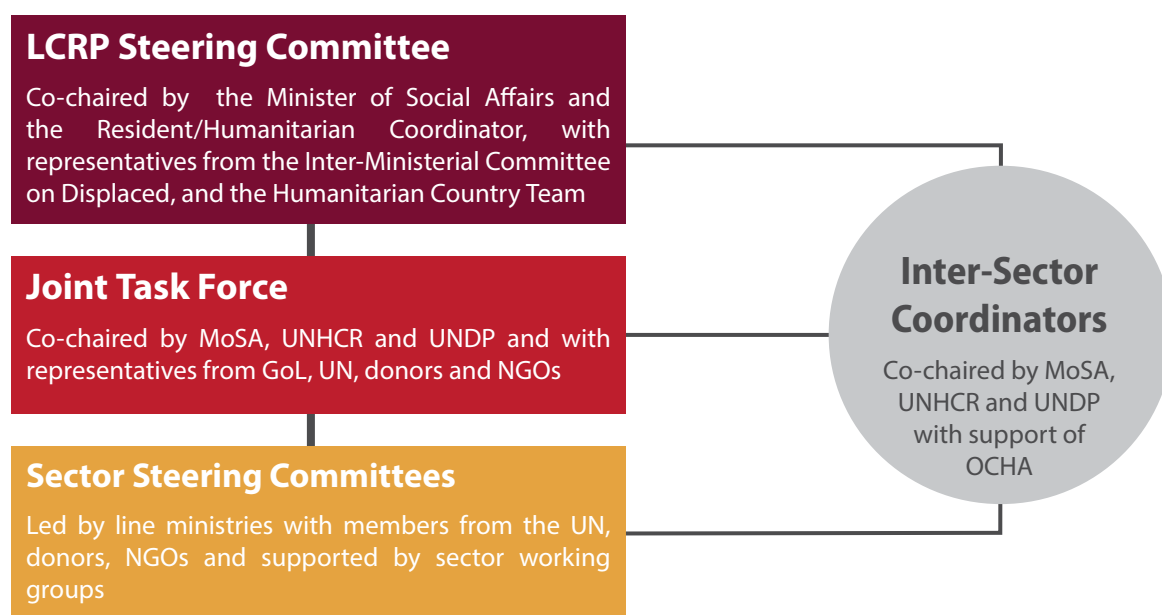
## ANNEX 4: PLANNING FIGURES

Category	Cohorts	Projected Population 2021						
		Total	% Female	# Female	% Male	# Male	% Children	# Children
Population cohorts	Lebanese	3,864,296	52%	1,993,032	48%	1,871,264	31%	1,203,728
	Displaced Syrians	1,500,000	51%	767,059	49%	732,941	53%	795,145
	Palestinian Refugees from Syria	27,700	52%	14,350	48%	13,350	35%	9,634
	Palestinian Refugees from Lebanon	180,000	52%	93,247	49%	86,753	35%	62,601
	<b>Total population living in Lebanon</b>	<b>5,571,996</b>	<b>51%</b>	<b>2,867,687</b>	<b>49%</b>	<b>2,704,309</b>	<b>37%</b>	<b>2,071,107</b>
Population in Need	Lebanese	1,500,000	52%	773,633	48%	726,367	31%	467,250
	Displaced Syrians	1,500,000	51%	767,059	49%	732,941	53%	795,145
	Palestinian Refugees from Syria	27,700	52%	14,350	48%	13,350	35%	9,634
	Palestinian Refugees from Lebanon	180,000	52%	93,247	48%	86,753	35%	62,601
	<b>Total people in need</b>	<b>3,207,700</b>	<b>51%</b>	<b>1,648,288</b>	<b>49%</b>	<b>1,559,411</b>	<b>42%</b>	<b>1,334,629</b>
Population Targeted	Lebanese	1,250,000	52%	644,694	48%	605,306	31%	389,375
	Displaced Syrians	1,500,000	51%	767,059	49%	732,941	53%	795,145
	Palestinian Refugees from Syria	27,700	52%	14,350	48%	13,350	35%	9,634
	Palestinian Refugees from Lebanon	180,000	52%	93,247	48%	86,753	35%	62,601
	<b>Total people Targeted</b>	<b>2,957,700</b>	<b>51%</b>	<b>1,519,349</b>	<b>49%</b>	<b>1,438,350</b>	<b>42%</b>	<b>1,256,754</b>
People Targeted for Protection and Direct Assistance	Lebanese	1,062,681	52%	555,594	48%	510,087	31%	329,430
	Displaced Syrians	1,500,000	51%	767,059	49%	732,941	53%	795,145
	Palestinian Refugees from Syria	27,700	52%	14,350	48%	13,350	35%	9,634
	Palestinian Refugees from Lebanon	61,252	52%	31,731	48%	29,521	35%	21,302
	<b>Total People Targeted</b>	<b>2,651,633</b>	<b>51%</b>	<b>1,368,734</b>	<b>49%</b>	<b>1,285,629</b>	<b>42%</b>	<b>1,155,511</b>
People Targeted for Service Delivery, Economic Recovery and Social Stability	Lebanese	1,250,000	52%	650,000	48%	600,000	31%	449,311
	Displaced Syrians	942,337	51%	481,885	49%	460,452	53%	499,529
	Palestinian Refugees from Syria	27,700	52%	14,350	48%	13,350	35%	9,634
	Palestinian Refugees from Lebanon	180,000	52%	93,247	48%	86,753	35%	62,601
	<b>Total People Targeted</b>	<b>2,400,037</b>	<b>51%</b>	<b>1,200,018</b>	<b>49%</b>	<b>1,176,018</b>	<b>42%</b>	<b>1,008,015</b>



# ANNEX 5: LCRP SECTOR STEERING COMMITTEE (SSC) TERMS OF REFERENCE

- The LCRP ensures that the coordination structures align with both the stabilization and humanitarian dimensions of the response under the overall leadership of the Minister of Social Affairs and the UN Resident Coordinator/ Humanitarian Coordinator.
- The LCRP response is coordinated through the Inter-Sector Response Management, led by MoSA. In accordance with their specialized mandates, UNHCR and UNDP act as co-chairs. The Inter-Sector Response Management includes LCRP sector leads from line ministries as well as sector coordinators and key response partners. This mechanism reports to the LCRP Steering Committee.
- SSCs are led by senior level representatives from line ministries, and also composed of UN agencies, donors, NGOs, and as appropriate, other concerned ministries or public institutions as well as specialized agencies. SSCs contribute with sector expertise to the MoSA Inter-Sector Response Management.
- SSCs are supported by working groups from the involved national and international partners that contribute to the technical and operational coordination of sector-specific issues including monitoring of progress, and sharing of information, experiences and challenges. Working groups report to the Sector Steering Committees.



Each SSC, under the leadership of the relevant line ministry with support from the inter-sector (MoSA/ UNHCR/ UNDP representatives), shall:

## A) Planning:

- Review gap analyses and recommend on strategic direction and prioritization.
- Endorse sector strategy within the framework of the LCRP, while:
  - Accounting for inter-sectoral linkages to ensure consistency with other sector strategies.
  - Identifying the priorities for the sector response in a way that is coherent with the priorities of the relevant ministries.
  - Aligning with the relevant national standards, as well as the laws/decrees/decisions/memos of relevant ministries.
- Advice on sector response within the contingency plans of the GoL to deal with significant changes in context (e.g. changes in situation, number of refugees...).
- Ensure inclusion of key actors for the sector, respecting their mandates and program priorities, including Lebanon's civil and private sectors where necessary.

**B) Implementation:**

- Identify gaps, make recommendations and mobilize LCRP partners to respond to these gaps in a timely and strategic manner.
- Guide Sector Working Group to ensure coordinated delivery in the implementation of the sector response plan.
- Provide technical guidance and, as appropriate, ensure conformity with national technical standards.

**C) Coordination & Communication:**

- Facilitate coordination between all actors, including GoL counterparts, UN agencies, NGOs and donors through the established LCRP coordination mechanisms.
- Provide relevant information and facilitate operation of partners for successful implementation of projects.
- Endorse reports and progress reviews on sector interventions and share, as appropriate, with the wider humanitarian and/or development through the inter-sector structure.
- Review up-to-date information on partners and stakeholders through the 4W Matrix (Who, What, Where, When) and recommend actions to partners through the Sector Working Group.
- Advice on assessments and analysis required for the Sector Strategy by involving all relevant partners.

**C) Budgeting:**

- Steer sector-specific expenditures towards the priorities within the Sector Strategy.
- Advice on alignment of un-earmarked funding that is not specific to an agency, such as OCHA's Lebanon Humanitarian Fund, to key priorities and underfunded needs of the LCRP, in line with the LCRP steering committee guidance. For un-earmarked funding, recommend to the relevant donors on the allocation of funding.
- Review achievements within the sector response and make recommendations when needed to increase efficiencies.

**D) Monitoring & Evaluation:**

- Enhance an accountable and effective response by ensuring that adequate monitoring mechanisms are in place to review the outcome of the sector interventions and progress against implementation plans.
- Review periodic monitoring and progress reports based on the reporting updates received from the Sector Working Group on progress and resources allocated/used against sector strategies and corresponding results frameworks.
- Hold regular and ad hoc meetings to review progress on agreed objectives and impact.
- Report on progress/achievements to the LCRP Steering Committee through agreed upon reporting mechanisms and procedures.

Following a principle of balance of representation, the Steering Committees aims to include the following stakeholders at senior level:

- a. All relevant Line Ministries
- b. 2 UN agencies
- c. 1 Donor
- d. 1 INGO
- e. 1 NNGO

Representatives under points 4 and 5 will be elected by the relevant NGO consortium.

# ANNEX 6: ENVIRONMENT TASK FORCE

## TERMS OF REFERENCE

### Environmental response under LCRP 2017-2021

Ensuring that environmental considerations are taken into account at the earliest possible moment of humanitarian action can make a difference – for people and the environment. To be effective, however, the environment should be systematically integrated into humanitarian programmes and operations: this is a humanitarian responsibility, not a choice. Timely planning, identifying key needs and issues, putting in place adequate means on the ground, together with cross-sectoral integration of environmental issues before and during humanitarian action can make that difference.

To ensure this responsibility, the Environment Task Force will play a key strategic role as it will provide the LCRP Inter-Sector with balanced and practical guidance and support to implement activities without compromising the natural resource base. The approach to systematically integrate environment into programming and operations under the LCRP 2017-2021 will be as follows:

- Ensure the mainstreaming of environmental considerations in all sectors under the LCRP 2017-2021
- Implement specific environmental outputs through four priority LCRP sectors with a potential to implement additional environmental activities in other sectors as needed.
- Provide effective coordination and guidance on solid waste management interventions

### Mainstreaming Environment through the Environment Task Force

#### 1.1 Mandate of the Environment Task Force

- Provide guidance on existing national environmental regulations and policies related to LCRP;
- Support system-wide accountability for the environment through developing operational standards and processes that can guide the response;
- Provide guidance for partners that want to develop projects applying for climate financing;
- Lead the provision of environmental guidelines for priority LCRP activities;
- Provide technical support and review sector chapters during the LCRP planning process to strengthen mainstreaming of the environment;
- Support LCRP partners to follow and adopt the environmental marker developed for the LCRP 2017-2021 through information sharing, process facilitation and capacity building;
- Provide guidance about the Environment Impact Assessment (EIAs) and link LCRP partners to MoE focal points for follow up;
- Assess the impact on natural ecosystems resulting from the Syrian crisis and propose remediation measures to ensure better sustainability;
- Conduct and follow up on inspections related to complaints arising from LCRP activities;
- Support the implementation of environmental activities in priority LCRP sectors (Social Stability, Food Security and Agriculture, Water, Energy) and integrate environmental considerations in additional sectors as needed;
- Support sector coordinators to strengthen mainstreaming of the environment within their sector activities;
- Facilitate data sharing, exchange and knowledge management within the area of environment response;
- Collect information and provide analysis to be used for awareness raising and visibility;

#### 1.2 Relevant Assessments

- MoE's Environmental Assessment of the Syrian Conflict (2014)
- MoE's Updated Environmental Assessment of the Syrian Conflict (2015)
- Ongoing efforts for responding to the environmental impacts of the Syrian conflict with the support of the UN agencies, specifically UNDP, UNICEF and UNHCR
- Ongoing environmental assessments for Lebanon as a whole.

### 1.3 In line with additional parameters

- MoE's responsibilities as a regulatory and monitoring institution and important role in setting standards and defining guidelines
- Clarification of responsibilities as per the law #80 of October 2018

### 1.4 Membership

Under the leadership of MoE, the Environment Task Force is comprised of:

- Members of the Inter-sector Working Group: MOSA, UNDP, UNHCR (assigned focal points)
- Sector Leads and Sector Coordinators of the following sectors: Social Stability, Food security, Energy and Water
- Other governmental institutions and UN agencies involved in planning and implementation of environmental interventions related to the LCRP's scope of work

### 1.5 Positioning within the LCRP Governance Structure



## 2. Environment Outputs at the level of LCRP sectors

During the course of 2018 and 2019, the ETF worked closely with four key sectors to strengthen the environmental response under the LCRP. Commitments are outlined below and will be revised and expanded to other sectors during the course of 2021 with practical guidance and support from the ETF.

### 2.1 Social Stability sector will:

- Coordinate the Solid Waste Management Task Force (SWM TF), co-led by the Ministry of the Environment and UNDP under the LCRP (see TORs below);
- Develop and implement training programmes for municipalities on environmental response to the impact of the Syrian crisis, including on the environmental marker;
- Design local environmental management plans in the "Most Vulnerable Cadastres";
- Implementation of activities to alleviate environmental pressure in urban areas such as parks, public spaces, environmentally friendly transportation, renewable energy and other options.
- Implementation of activities to alleviate environmental pressure in urban areas such as parks, public spaces, environmentally friendly transportation, renewable energy and other options

### 2.2 Food Security and Agriculture sector will:

- Ensure that environmental sound practices and climate smart agriculture practices are incorporated in the Good Agricultural Practices (GAP) planned through LCRP interventions, including irrigation water quality measures and policies, soil and water management/conservation;
- Agricultural Practices (GAP) planned through LCRP interventions, including irrigation water quality measures and policies, soil and water management/conservation;
- Identify and implement priority land reclamation and rehabilitation of sites affected by LCRP activities (including agricultural lands affected by ITSs);



**2.3 Water sector will:**

- Develop and implement environmental guidelines of water and wastewater management in ISs
- Develop and implement guidelines for the reuse of wastewater and sludge in LCRP activities

**2.4 Energy sector will:**

- Develop and implement awareness campaigns on energy efficiency and promotion of renewable energy sources
- Identify and adopt environment and climate change measures to reduce air pollutants and GHG emissions from power plants
- Develop potential advocacy messages regarding impact of non-sustainable use of energy on pollution

**3. Coordination through Solid Waste Management Task Force****3.1 Mandate of the Solid Waste Management Task Force**

The Solid Waste Management Task Force falls within the Social Stability sector in the LCRP. The coordination of the Task Force is led by the Ministry of Environment, supported by UNDP as the sector coordinator.

**3.2 Objectives**

The objectives of the SWM coordination Task Force are to:

- Coordinate on SW activities amongst the various NGOs, international and national agencies and the national partners to ensure that they are compliant with the MoE official guidelines and strategies
- Update the information on projects under implementation by the partners in the solid waste sector, to avoid unnecessary duplication, identify key priorities and liaise with local authorities.
- Share with the different partners guidelines and decisions and ensure adaptation of these guidelines in the partners projects.
- Consolidate and share relevant/public studies and other information, prepared by the different authorities.
- Support the Ministry of Environment in the development of SWM guidelines that will be considered as a platform for the planning of any SW activity through sharing field experiences and best practices.
- Gather and consolidate the SWM planned activities in the different regions in the country to the extent possible.
- Map and create an overview of all SW projects in Lebanon being completed, on-going or planned by I/NGOs
- Ensure proper reporting of SW activities by all partners on the Social Stability reporting database at Activity Info.

**3.2 Membership of Solid Waste Management Task Force**

The Solid Waste Management Task Force is comprised of (but is not limited to) the following members:

**Government:** *Lead:* MoE. *Coordinating with:* MoSA – MoIM – CDR – OMSAR

**UN Agencies:** *Lead:* UNDP. *Coordinating with:* UNICEF, UNIFIL, UNHCR

**I/NGOs:** Mercy Corps, ACF, ACTED, INTERSOS, CISP, NRC, LRC, IOM, Solidar, Solidarites International, Lost etc.

**4. Workplan and Working Modalities**

The ETF will coordinate with all relevant sectors in the development of a 2021 workplan. It is expected that to reach the objectives set in this document, support will be required in the form of human, financial or in-kind resources. This is based on learning from previous programming cycles in which the ETF outputs were constrained.

# ANNEX 7: ACRONYMS

ABA	Area Based Approach	ISF	Internal Security Force
ALI	Association of Lebanese Industrialists	IYCF	Infant and Young Child Feeding
ALP	Accelerated Learning Programme	JMP	Joint Monitoring Programme
APP	Accountability to Affected People	LARI	Lebanese Agricultural Research Institute
ART	Anti-Retroviral therapy	LBP	Lebanese Pounds
BLN	Basic Literacy and Numeracy	LCD	Lebanese Civil Defense
CAS	Central Administration of Statistics	LHSP	Lebanon Host Communities Support Project
CBCM	Community-based Complaint and Feedback Mechanism	LHF	Lebanon Humanitarian Fund
CBECE	Community-Based Early Childhood Education	LPSP	Long-term Primary Healthcare Subsidization Protocol
CCIA	Chamber of Commerce, Industry and Agriculture	LRF	Lebanon Recovery Fund
CEDRE	Economic Conference for Development through Reforms with the Private Sector	M&E	Monitoring and Evaluation
CERD	Centre for Educational Research and Development	MCAP	Multipurpose Cash Assistance Program
CGTL	The General Confederation of Lebanese Workers	MEHE	Ministry of Education and Higher Education
CHS	Core Humanitarian Standards	MERS	Minimum Economic Recovery Standards
CIP	Capital Investment Plan	MHPSS	Mental Health Psychosocial Support
CMR	Clinical Management of Rape	MoA	Ministry of Agriculture
CoM	Council of Ministries	MoE	Ministry of Environment
COSIMA	Collective Sites Mapping Tool	MoET	Ministry of Economy and Trade
COVID-19	Corona Virus Disease	MoEW	Ministry of Energy and Water
CP	Child Protection	MoL	Ministry of Labor
CPIMS	Child Protection Information Management System	MoI	Ministry of Industry
CREAL	Centre de Recherches et d'Etudes Agricoles Libanais	MoIM	Ministry of Interior and Municipalities
CRRF	Comprehensive Refugee Response Framework	MoJ	Ministry of Justice
DGG	Directorate General of Cooperating	MoSA	Ministry of Social Affairs
DRR	Disaster Risk Reduction	MoPH	Ministry of Public Health
DRM	Disaster Risk Management	MPTF	Multi-Partner Trust Fund
ECA	Educational Credential Assessment	MSME	Micro, Small and Medium Enterprises
EdL	Electricité du Liban	NCLW	National Commission for Lebanese Women
EIA	Energy Information Administration	NEO	National Employment Offices
ELMA	Employment and Labor Market Analysis	NFE	Non-Formal Education
ESCWA	Economic and Social Commission for West Asia	NGO	Non-Governmental Organizations
EWARS	Early Warning and Response System	NLG	No-Lost Generation
FPSS	Focused Psychosocial Support Activities	NPTP	National Poverty Targeting Programme
FSLA	Food Security and Livelihoods Assessment	NRC	Norwegian Refugee Council
GBV	Gender-Based Violence	NSSP	National School Safety Plan
GBVIMS	Gender-Based Violence Information Management System	NWSS	National Water Sector Strategy
GDE	General Directorate of Education	OECD	Organisation for Economic Co-operation and Development
GDP	Gross Domestic Product	O&M	Operation and Maintenance
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit	OSH	Occupational Safety and Health
GoL	Government of Lebanon	OCHA	United Nations Office for the Coordination of Humanitarian Affairs
GSF	General Security Force	PHC	Primary Health Care
GSO	General Security Office	PMU	Project Management Unit
HCC	Higher Council for Childhood	PPE	Personal Protective Equipment Prep
HIS	Health Information System	PRS	Protection Risk Analysis
HIV	Human Immunodeficiency Virus	PRL	Palestinian Refugees from Lebanon
HLP	Housing Land and Property	PRS	Palestinian Refugees from Syria
IDAL	Investment and Development Authority of Lebanon	PSEA	Protection from Sexual Abuse and Exploitation
IASC	Inter-Agency Standing Committee	PSS	Psychosocial Support
ICT	information and Communication Technology	PPE	Personal Protective Equipment
IEC	Information, Education and Communication	PwD	Persons with Disabilities
ILO	International Labor Organization	PwSN	People with Specific Needs
IPC	Infection, Prevention and Control	3RP	Regional Refugee and Resilience Plan 2018-2019
IPM	Integrated Crop and Pest Management	3RF	Reform, Recovery and Reconstruction Framework
IRC	International Rescue Committee	RACE	Reaching All Children with Education
IRM	Immediate Response Model	RAIS	Refugee Assistance Information System

RC/HC	Resident Coordinator/Humanitarian Coordinator
REC	RACE Executive Committee
SBCC	Social Behavioral Change and Communication
SDC	Social Development Centre
SDGs	Sustainable Development Goals
SEA	Sexual Exploitation and Abuse
SGBV	Sexual and Gender-Based Violence
SMEs	Small and Medium Enterprises
SMEB	Survival Minimum Expenditure Basket
SOP	Standard Operation Procedures
TTC	Temporary Technical Committees
TVET	Technical and Vocational Education Training
TYCP	Infant and Young Child Feeding
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
UNRWA	United Nations Relief and Works Agency for Palestinian Refugees in the Near East
UNSF	United Nations Strategic Framework
USAID	United States Agency for International Development
USD	United States Dollars
VASyR	Vulnerability Assessment of Syrian Refugees in Lebanon
WAP	WASH Assessment Platform
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme
WE	Water Establishment

# Lebanon Crisis Response Plan 2017 - 2021

*2021update*

Produced by the Government of Lebanon and the United Nations, January 2021

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