



LEBANON CRISIS

# Response Plan

2022-2023



# TABLE OF CONTENTS

<b>Reference Map</b>	<b>3</b>
<b>Part I: Lebanon Crisis Response Strategy</b>	<b>4</b>
1. Executive Summary	5
2. At a Glance	6
3. Situation Analysis	7
4. Response Strategy	14
5. Response Monitoring and Evaluation	25
<b>Part II: Operational Response Plans</b>	<b>32</b>
1. Basic Assistance	33
2. Education	46
3. Energy	58
4. Food Security & Agriculture	66
5. Health	83
6. Livelihoods	101
7. Protection	113
8. Shelter	131
9. Social Stability	147
10. Water	163
<b>Part III: Annexes</b>	<b>181</b>
1. 2022 Planning Figures	182
2. Acronyms	183



## Terminology in the LCRP

The UN characterises 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 currently 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. “Palestine refugees from Lebanon” (referring to 180,000 PRL living in 12 camps and 156 gatherings) and;
5. “Palestinian refugees from Syria” (referring to 29,000 PRS across Lebanon).

## Appealing Partners in 2022

ABAAD, ACF Spain, ACTED, ADRA, AMEL, ANERA, ARCS, AVSI, Ajjalouna, Akkarouna, Al Fayhaa, Al Majmouaa, Al Midan, Al Ghina, Ana Aqra, Arcenciel, B&Z, Bedayati, Borderless, CARE, CESVI, CISP, CLDH, CONCERN, COOPI, CRS, Caritas Lebanon, DRC, FAO, Fair Trade Lebanon, Farah Social Foundation, Fondation Mérieux, GVC, HAND, Hariri Foundation for Sustainable Human Development, HelpAge, Hilfswerk Austria International HWA, Humani-terra, Humanity and Inclusion, Humedica, ICU, ILO, IMC, INARA, IOCC Lebanon, IOM, IRC, ISWA, Insan, International Alert, International Association for Relief and Development (Onsur), Intersos, JRS, LOST, LSESD, Leb Relief, Lebanese Association for Scientific Research – LAsER, MAG, MAP-UK, MAPs, MCC, MDM, MDSF, MEDAIR, MTI, Magna Lebanon, Mercy Corps, Mercy USA, Migration Services and Development – MSD, NRC, Naba’a, Near East Foundation, Nusaned, ODA, OXFAM, PCPM, PU-AMI, Plan International, RDFL, RESTART Lebanon, RI, RMF, RTA -Ready for Tomorrow Association, Rahma Association, Rahma Center for Community Services, Right to Play, SAWA, SBT, SCI, SDAid, SFCG, SHEILD, SIDC, SIF, SSSE, Safadi Foundation, Salam LADC, Sama for development – SFD, Social Center for Orphans and Widows – SCOW, Social skills Association, Solidarités international, TAA, Tabitha-Dorcas, Tafaol, Tahaddi Lebanon, TdH-It, TdH-L, Tearfund, Threads of Peace - House of Peace, UN Women, UN-Habitat, UNDP, UNFPA, UNHCR, UNICEF, UNOPS, UNRWA, URDA, WATAD Association, WFP, WHO, WRF, WVI, White Hands Association, shareQ, TSA

*Produced by the Government of Lebanon and the United Nations, January 2022.*

*For more information, contact LCRP General Supervisor Ola Boutros at [olaboutros@gmail.com](mailto:olaboutros@gmail.com), and Senior Inter-Agency Coordinators Elina Silen at [elina.silen@undp.org](mailto:elina.silen@undp.org) and Camilla Jelbart [jelbartm@unhcr.org](mailto:jelbartm@unhcr.org)*

# REFERENCE MAP



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



**PART**

**1**

# LEBANON CRISIS RESPONSE PLAN OVERVIEW

EXECUTIVE SUMMARY

AT A GLANCE

SITUATION ANALYSIS

RESPONSE STRATEGY

RESPONSE MONITORING AND EVALUATION

# 1. EXECUTIVE SUMMARY

Now in its eleventh 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 and per square kilometre in the world, showing tremendous commitment to displaced Syrians and vulnerable populations within its borders. Lebanon constitutes a unique case as a host country, further facing the devastating impact of the unprecedented economic, financial, social and health crises of the last two years. As of October 2021, the Government of Lebanon (GoL) estimates that the country hosts 1.5 million Syrians who have fled the conflict in Syria, including 844,056 registered as refugees registered with UNHCR, along with 257,000 Palestinian refugees.<sup>2</sup> These populations live across all governorates in Lebanon. Since 2015, Lebanon has received over US\$8.2 billion in support for displaced Syrians, vulnerable Lebanese and Palestinian refugees 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. In 2021, an independent Strategic Review of the LCRP 2017-2021 response plan was carried out which confirmed that the LCRP is a strong plan with confident and innovative implementation and a supportive external environment. The review confirmed that the design of the LCRP is appropriate and has sufficiently addressed the immediate and medium-term needs to both refugees and host communities. The LCRP review also identified some key areas for adaptation of the response moving forward.

Achievements under the LCRP and through Government to date, include: support to Lebanese public institutions and critical infrastructure, such as water and waste management; a wide range of initiatives helping municipalities address livelihoods and service provision for their communities and to help mitigate tensions at the local level; extensive cash assistance bringing life-saving support to the poorest groups while boosting the local economy; support to health centres and hospitals around the country; substantial advances in helping the Government of Lebanon enrol children in public schools every year; and contributions to a protective environment for vulnerable people, including an annual improvement in the registration of Syrian births.

More than ten years into the crisis in Syria, the impact of the situation continues to rebound in Lebanon, on its economy, institutions and people across the country. Since 2019, Lebanon has further faced an unprecedented and multifaceted economic, financial, social and health crisis. As a consequence, vulnerable populations supported under the LCRP have been deeply affected by a sharp increase in socio-economic needs, gaps in critical supply chains and limitations on access to food, healthcare, education, employment and other basic services. In 2021, almost nine in ten displaced Syrian households were living in extreme poverty, with poverty levels also rising dramatically among Lebanese and Palestine refugee populations.

In 2022, the LCRP, a joint plan between the Government of Lebanon and its international and national partners, will continue to respond to these challenges in a holistic, comprehensive and integrated manner through medium-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.



Lebanon has received over  
**US\$8.2 billion**  
in support for the LCRP

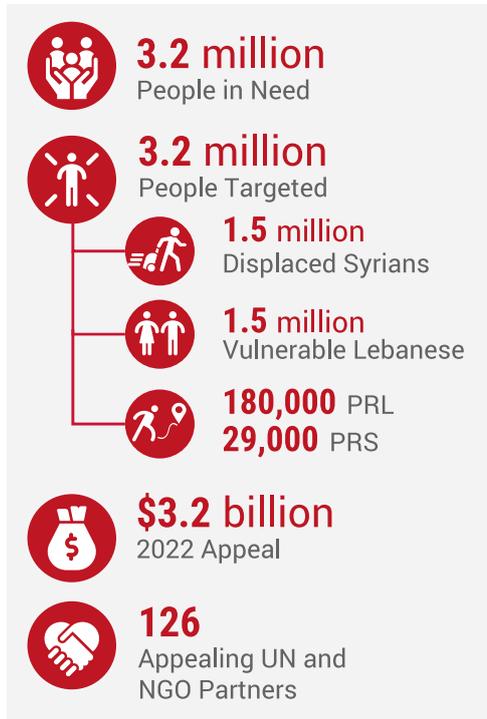
More than **10 years**  
into the crisis in Syria

”

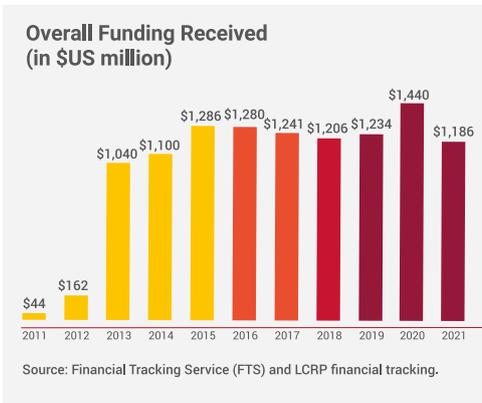
<sup>2</sup> 29,116 Palestinian refugees from Syria (PRS), a pre-existing population of an estimated 180,000 Palestinian refugees and 50,000 other eligible persons.

# AT A GLANCE

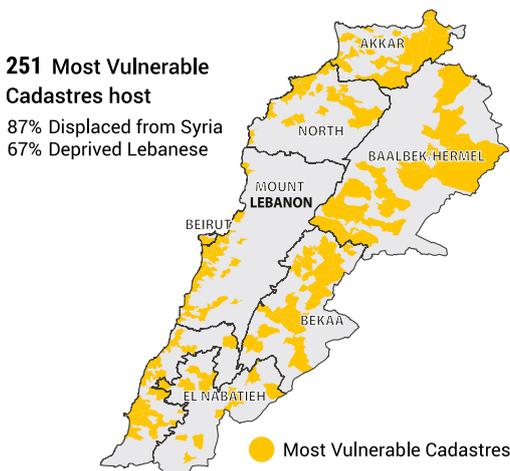
## 2022 PLANNING FIGURES



## DONOR CONTRIBUTION



## MOST VULNERABLE CADASTRES



\*The map will be reviewed and updated based on an agreed methodology in a process scheduled for the first quarter of 2022

## STRATEGIC OBJECTIVES



## 2022 TARGETS & REQUIREMENTS BY SECTOR

REQUIREMENTS (US\$)	SECTORS	PEOPLE TARGETED
975m	Food Security & Agriculture	2,018,134
530m	Basic Assistance	2,207,900
333m	Livelihoods	242,755
300m	Health	2,476,681
247m	Water	2,067,041
229m	Protection	1,935,000
181m	Education	740,908
152m	Social Stability	3,209,000
150m	Shelter	744,862
99m	Energy	678,487

## FUNDING TREND



## 2. SITUATION ANALYSIS

### OVERVIEW

More than ten years since the start of the crisis in Syria, the impact of the situation continues to rebound in Lebanon, including on its economy, institutions and people across the country. Lebanon continues to host the highest number of refugees per capita and per square kilometre in the world. Since 2019, Lebanon has further faced an unprecedented and multifaceted economic, financial, social and health crisis. As a consequence, vulnerable populations supported under the Lebanon Crisis Response Plan, including displaced Syrians, vulnerable Lebanese, Palestinian Refugees from Syria (PRS) and Palestine Refugees in Lebanon (PRL) have been deeply affected by a sharp increase in poverty, gaps in critical supply chains and limitations on access to food, healthcare, education and other basic services. The situation analysis below draws upon a number of assessments and studies produced in addition to the insights of LCRP operational partners. Additional data, including data relating to the needs of vulnerable Lebanese, remains imperative to support the response in 2022. In line with the Global Compact on Refugees, galvanizing efforts to measure the impact arising from hosting, protecting and assisting refugees, with a view to assessing gaps in international cooperation and to promote burden- and responsibility-sharing is also essential.<sup>3</sup>

### SOCIO-ECONOMIC IMPACT ON VULNERABLE WOMEN, GIRLS, BOYS AND MEN

Lebanon's financial and economic crisis is likely to rank in the top ten most severe economic crisis episodes globally, since the mid-nineteenth century.<sup>4</sup> The depreciation of the Lebanese Pound (LBP) has become more acute in 2021 and during July-December 2021 the LBP was trading in the parallel market at an average of 20,300 LBP per USD while the official exchange rate remained 1,500 LBP per USD, representing a loss in value of over 90 per cent. Given that Lebanon is heavily dependant on imports, the depreciation has translated into high levels of inflation, averaging 138 per cent from January to October 2021,<sup>5</sup> causing a severe deterioration in the population's purchasing power.<sup>6</sup>

In 2021, almost 9 in 10 displaced Syrian households were living in extreme poverty, with 88 per cent living below the Survival Minimum Expenditure Basket (SMEB) required to be able to meet survival needs for food, health and shelter.<sup>7</sup> Food prices have continued to increase throughout 2021, with a monthly national average food basket price of more than 6 times the cost of the basket in October 2019 (a 557 per cent increase).<sup>8</sup> In order to deal with the absence of food or the resources to buy it, households have adopted both consumption-based and livelihood-based negative coping strategies. This includes opting to reduce portion sizes and the number of meals eaten per day, as well as the reduction of expenditure on health and education, purchasing food on credit and borrowing cash.<sup>9</sup>

In terms of the host community, the World Bank has estimated that more than half the Lebanese population is living below the poverty line.<sup>10</sup> A phone survey conducted by WFP and the World Bank showed that Lebanese households are facing increasing challenges accessing basic needs, with more than 60 per cent of households resorting to crisis coping strategies including reducing expenditure on health and education, withdrawing children from school and selling productive assets.<sup>11</sup> Female-headed households were more likely to adopt crisis and stress coping strategies compared to their male counterparts.



UNDP provided seedling and irrigation networks to support the people in Aarsal during difficult times as their entire livelihoods depended on the land.

UNDP June 2020

<sup>7</sup> VASyR 2021

<sup>8</sup> Lebanon Food Security Sector (2021)

<sup>9</sup> Lebanon m-VAM Vulnerability and Food Security Assessment

<sup>10</sup> World Bank 2021 *Compounding Misfortunes: Update*. Estimate calculated using methodology related to income. WFP's Multidimensional Vulnerability Index (MVI), not yet published, ranking Lebanese households' deprivation across dimensions such as food, health, education, shelter, livelihoods and employment, as of September 2021, found that 46 per cent of Lebanese households were severely deprived. ESCWA has estimated the multidimensional poverty for 2021 to have reached 82 per cent. The estimates were produced doing simulations using the Labour Force and Household Living Conditions Survey (LFHLCs) 2018-2019 as the main data source. Further poverty assessments are anticipated in 2022.

<sup>11</sup> WFP and World Bank (2021). *Lebanon m-VAM Vulnerability and Food Security Assessment*, March April 2021

<sup>3</sup> Global Compact on Refugees, Article 48

<sup>4</sup> World Bank (2021). *Lebanon Economic Monitor*, Spring 2021.

<sup>5</sup> Average yearly inflation (yearly CPI change). Central Administration of Statistics (2021). *Consumer Price Index- CPI*

<sup>6</sup> WFP (2021). *Advocacy Note on the Impact of the Removal of Subsidies on Food Security, and Recommendations*. April 2021.



A socio-economic assessment of Palestinian refugees from Syria, conducted by UNRWA in 2020, showed that 87 per cent were poor and 11 per cent were extremely poor.<sup>12</sup> Almost three quarters (73 per cent) of Palestine Refugees in Lebanon live in poverty, according to a crisis monitoring survey in July 2021. Moreover, 56 per cent of surveyed individuals reported that they categorise themselves as “poor”, while 23 per cent self-reported as “extremely poor”.<sup>13</sup>

The crisis has compromised maternal, infant and young child feeding and nutrition and has increased the risk of malnutrition among vulnerable groups.<sup>14</sup> Preliminary findings from the 2021 National Nutrition ‘SMART’ Survey indicate that wasting is low across all surveyed groups<sup>15</sup>, stunting is low nationally, medium in Beirut and Palestinian camps and high in informal settlements. Findings indicate that an estimated 800,000 children are not meeting minimum acceptable diets.

Unemployment is rising and working conditions are deteriorating. The World Bank’s Economic Monitor found that since October 2019, one in five workers have lost their jobs and 61 per cent of formal firms decreased the number of permanent workers by 43 per cent on average<sup>16</sup>. In 2021, 87 per cent of adult displaced Syrians employed are part of households living below the Survival Minimum Expenditure Basket (SMEB), suggesting inadequacy of earning if those working cannot keep themselves and their families out of poverty. In addition, MSMEs, cooperatives, entrepreneurs and small-scale farmers have been struggling to finance their minimum recovery and sustainability needs due to the limited liquidity of the financial sector, reduced levels of consumption, tight regulatory and monetary controls and limited capacity of local financial institutions to meet capital and reserve requirements. Unemployment among displaced Syrian women (42%) is almost double compared to men (27%). The economic vulnerability of women and girls is also highlighted by the fact that female-headed households are more likely to spend more than 75 per cent of their income on food than male-headed households, while almost three quarters of unemployed women said they were not work-

<sup>12</sup> UNRWA (2020), *Socio-economic Survey on Palestinian Refugees from Syria living in Lebanon*

<sup>13</sup> UNRWA (2021), *Crisis Monitoring Report*

<sup>14</sup> According to the World Health Organisation, malnutrition refers to deficiencies or excesses in nutrient intake, imbalance of essential nutrients or impaired nutrient utilisation. The double burden of malnutrition consists of both undernutrition and overweight and obesity, as well as diet-related noncommunicable diseases. Undernutrition manifests in four broad forms: wasting, stunting, underweight and micronutrient deficiencies.

ing due to caring responsibilities.

Child poverty is on the rise in Lebanon, in line with overall poverty rates. A UNICEF survey highlighted girls’ and boys’ ever-worsening situation with a dramatic deterioration of living conditions over six months, with more than half of families having at least one child who skipped a meal in September 2021, as compared with close to 37 per cent in April.<sup>17</sup> More than 45 per cent of the Lebanese, Syrian and Palestinian families surveyed had insufficient drinking water at least once in the previous 30 days, as compared with under 20 per cent in April, often attributed to the increase in costs.



## ACCESS TO SERVICES

Lebanon’s health system is under extreme strain as a result of the multifaceted crisis. Demand for public health services has increased as people are less able to pay for private healthcare. The lack of electricity and fuel shortages in 2021 have heavily impacted the operational capacities of all healthcare facilities, especially hospitals, with some forced to operate at 50 per cent capacity or less or resort to complete closure. The urgency is further compounded by the decreased access to prevention-focused primary healthcare, including routine immunisation, and by shortages of essential medicines and medical supplies, resulting from gaps in critical supply chains. The dire health situation extends to all vulnerable populations. The main barriers to accessing primary healthcare services reported in 2021 were financial, relating to the direct and indirect costs of the service, such as consultations, drugs, doctors’ fees and transportation. Eighty-two per cent of female-headed households who were unable to access the healthcare they required reported that this was due to the cost of drugs or treatment, compared to 71 per cent of male-headed households.<sup>18</sup> Female-headed households were also more likely to report not being able to get surgery compared to male-headed households (68% and 47% respectively). The economic crisis has also led to a lack of human resources in the medical field. Levels of dissatisfaction with health services rose to exceed those observed in any of the previous ARK-UNDP Reg-

<sup>15</sup> Syrian refugees and refugees of other nationalities and Lebanese households.

<sup>16</sup> Ibid

<sup>17</sup> <https://www.unicef.org/lebanon/press-releases/lebanon-unicef-survey-highlights-childrens-ever-worsening-situation-dramatic>

<sup>18</sup> VASyR 2021

ular Perceptions Surveys, including at the height of the pandemic, with 63 per cent of Lebanese and Syrian respondents assessing the current quality of health services as poor or worse and 59 per cent expressing fears about being able to access medical care or medication.<sup>19</sup> Mental health issues are increasingly affecting all groups, with particular concerns related to maternal mental health, children and adolescents, in particular girls, with concerns regarding a lack of quality services with the ability to absorb the growing caseload.

Since October 2019, almost all schools have been closed for a substantive period of time including as a result of COVID-19 movement restrictions, and protests, affecting over 1.3 million girls and boys and contributing to over 700,000 children being entirely out of school. The socio-economic crisis has affected schools' ability to function due to an increase in operating costs alongside recurring teachers' strikes due to devaluation in salaries. LCRP partners have noted that vulnerable families across population cohorts have elected to deprioritise education in lieu of other critical services. With reference to children from displaced Syrian families, the education system is marked by severe inequities driving low attendance and school dropouts, with Ministry of Education and Higher Education 2020/21 enrolment figures suggesting that at least 440,000 non-Lebanese children between 3 and 18 were out of school. There remains a low transition rate between non-formal and formal education pathways (reference under review). Younger children, especially girls, are not being sent to school due to the prohibitive cost, while older boys and young men drop out to work and older girls and young women drop out or are forced to drop out to get married. Other reported barriers to learning for Syrian children include lack of available spaces, egal obstacles to enrolment, discrimination, language issues and long distances or lack of available and affordable transportation to schools. This is evidenced by the fact that 30 per cent of school-aged Syrian refugee girls and boys have never been to school. Additional difficulties



Sibline governmental hospital staff receiving training on new medical equipment delivered as part of urgent support to critical health facilities project. UNOPS (Joanna Kahwagia)

are being faced in the delivery of remote learning due to the challenge of accessing devices, internet and electricity for all students (Lebanese and non-Lebanese). This has caused a severe inequity in access, including in second-shift schools where WhatsApp has been used as the main platform for e-learning.

Nearly 35 per cent of displaced Syrian households are living in shelters that are below humanitarian standards, with an additional 10 per cent living in dangerous conditions. The majority reside in residential structures (69 per cent), 22 per cent in non-permanent shelters, including in informal settlements, and 10 per cent in non-residential structures. The number of female-headed households in informal settlements increased from 27 per cent in 2020 to 32 per cent in 2021, mostly in Bekaa and Baalbek/Hermel, while female-headed households living in substandard housing increased from 39 to 46 per cent.<sup>20</sup> The rental situation is worsening for both renters and owners, Lebanese and non-Lebanese alike, as poor households are no longer able to afford rental costs due to hyperinflation and the need to prioritise health and food costs. 21 per cent of displaced Syrian households moved location in the past 12 months following eviction, whereby the inability to pay rent was the most cited reason, (72%), followed by disputes with a landlord (9%).<sup>21</sup> Across the country, additional fees for residents are being reported, such as alternative electricity sources, unavailability of water (boreholes) due to power cuts and payment for water trucking.

Issues pertaining to water supply and quality have historically affected all populations in Lebanon. The rise in demand for access to water due to the influx of displaced Syrians exacerbated already depleted resources. Among the most vulnerable populations in Lebanon are those who reside in non-formal structures with no access to water, sanitation and hygiene services. The water sector assesses that 120,000 women, girls, boys and men across 1,300 sites currently depend solely on costly water trucking. The cost of bottled drinking water has increased by over threefold since the beginning of the year. Water Establishments have been deeply affected by the economic crisis and are facing severe difficulties in ensuring adequate functioning of pumping stations, including difficulties due to the lack of ability to buy spare parts in foreign currency.

According to the Water Establishments' financial reporting to the Ministry of Energy and Water, two out of the four Water Establishments in Lebanon were in severe balance deficit in November. In particular the lifting of

<sup>19</sup> Wave XI ARK-UNDP Regular Perception Survey

<sup>20</sup> VASyR 2021

<sup>21</sup> Ibid

severe balance deficit in November. In particular the lifting of the fuel subsidies has seen fuel expenditure increase exponentially. Displaced Syrian households reporting that they are accessing improved sanitation facilities remains high overall at 89 per cent (67% in non-permanent shelters).<sup>22</sup> The economic crisis is threatening women and girls' access to basic hygiene materials, as the cost of sanitary products has increased by around 320 per cent since October 2019.

Since 2017, satisfaction with the level and quality of electricity services has declined continuously, reaching a dramatic low in 2021. As of August, less than 4 per cent of Lebanese and Syrian households rated the quality of electricity in their area as 'good' or better than when previously asked, while over 90 per cent rated the quality as 'poor' or 'very poor'.<sup>23</sup> The majority of households in Lebanon sought supplemental electricity from a private generator or from a subscription to a shared private generator network. With the fuel crisis, however, very few households in the country were able to fully rely on private generators when the service was cut. From April to August 2021, the percentage of households reporting that they received power from a private generator 'for all hours when the power was cut' fell from 69 per cent to less than 14 per cent.<sup>24</sup> Among displaced Syrians, male-headed households reported spending more than female-headed households on private generator costs through the VASyR, suggesting female-headed households have less access.

At the municipal level, many municipalities are hampered in their delivery of services under their mandate due to limited funds. Requests from municipalities to LCRP partners for fuel and spare parts, maintenance of machinery, equipment and direct support have increased significantly, impacting the environment in which partners are operating. Municipalities are generally seen by communities as the 'first responder' to their residents' needs, resolving issues of social stability, ensuring safety nets and following up on day-to-day requests. In 2018, some 83 per cent of the population considered that municipal authorities improved their life. However, this positive perception has gradually deteriorated. In August 2021, most districts indicated that the trust that citizens place in municipalities to improve their lives had decreased to 42 per cent, with some districts such as Baalbek El Hermel, Saida, Akkar, and Sour reporting trust levels below 20 per cent.<sup>25</sup> Nevertheless, in comparison with other public institutions, municipalities remain comparatively trusted.

<sup>22</sup> *Ibid*

<sup>23</sup> Wave XI- ARK-UNDP Regular Perception Survey

<sup>24</sup> *Ibid*

<sup>25</sup> ARK-UNDP Regular Perception Surveys



## PROTECTION

Legal residency remains critical to the ability of persons displaced from Syria to receive protection, access basic rights and services and to live in safety in Lebanon. Despite its importance, legal residency rates have declined for a fifth year in a row, with just 16 per cent of displaced Syrians,<sup>26</sup> 49 per cent of Palestinian refugees from Syria and 20 per cent of refugees from other nationalities accessing legal residency. Rates are lowest for women,<sup>27</sup> youth and adolescent girls, therefore limiting freedom of movement and affecting women's ability to apply for jobs. Lack of legal residency exposes women and men to exploitation—for example, delayed or non-payment of wages, denial of weekly time-off, confiscation of passports and limitations on freedom of movement.

Lack of legal residency hampers access to justice with individuals less likely to approach authorities and, for example, leaves women at higher risk of sexual harassment. In March 2017, the GoL made efforts to ease legal residency processes and increase access, announcing a waiver of legal residency and overstay fees (300,000LBP/yearly per person above 15 years old) for displaced Syrians registered with UNHCR before 1st January 2015. In July 2017 a similar fee waiver was applied to Palestinian refugees from Syria who entered legally before September 2015. As a result, Syrians and Palestinian refugees from Syria who entered irregularly or are unregistered face greater barriers to accessing legal residency.

In 2021, 31 per cent of Syrian births were registered at the Foreigners' Registry, compared to 28 per cent in 2020 and 30 per cent in 2019.<sup>28</sup> Only two per cent of births had no documentation, with families completing the first step of the birth registration process for nearly all births. 75 per cent of Palestinian refugees are not fully registered and the number of unregistered births within the Lebanese community remains unknown.

<sup>26</sup> 14 per cent of displaced Syrian women and 19 per cent of men accessing valid legal residency, VASyR

<sup>27</sup> 64 per cent of Syrian women reportedly have never even attempted to obtain legal residency, VASyR

<sup>28</sup> *Ibid*

Birth registration is essential to ensuring a child's legal identity under domestic and international law and reduces the risk of statelessness. According to protection monitoring, almost three quarters of displaced Syrians' marriages met the minimum needed documentation of either a marriage contract from a religious authority or proof of marriage from the Sharia Court. The proportion of marriages registered at the level of the Foreigners' Registry increased slightly to 30 per cent in 2021.

The worsening socio-economic conditions in Lebanon continue to drive a variety of protection risks. LCRP partners have confirmed an increased number of girls and boys involved in child labour and street connected children all over the country and across all population cohorts. A recent study has shown that, in general, nine per cent of families residing in Lebanon sent their child to work, 15 per cent stopped their children's education and 60 per cent had to buy food on credit or borrow money. The situation is worse for Syrian households, as 22 per cent sent their child to work, 35 per cent stopped their education and 100 per cent had to buy food on credit or borrow money.<sup>29</sup> Child/early marriage continues to be a prominent negative coping mechanism used by families both within the displaced and host communities. Several assessments conducted to understand the underlying causes of child marriage, beyond socio-economic conditions, highlighted the role of social norms, traditions and culture, as well as the increased difficulty accessing educational opportunities.

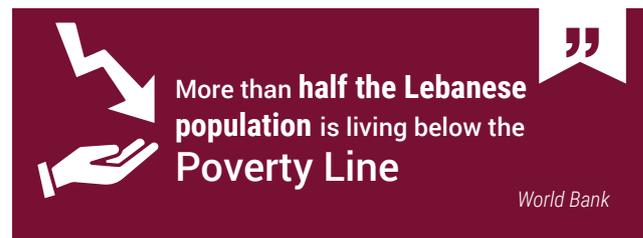
Eviction trends are on the rise for displaced Syrians living in informal settlements and residential areas, leaving many with eviction notices due to their inability to pay rent (since March 2020). Since mid-year 2021, partners have raised concerns over increased eviction threats, eviction notices and pending evictions which could lead to 'mass' or collective evictions. It is estimated that some 5.4 per cent of households are currently living under an eviction notice.

Meanwhile, there has been a drop in displaced Syrians reporting that they live under some form of restrictive measure, such as a curfew or movement restrictions targeted by nationality, since the period of the national lockdown in response to COVID-19, with 5 per cent of respondents to protection monitoring reporting restrictive measures in the third quarter of 2021.<sup>30</sup> Curfews are mainly being imposed by the municipality (94%), followed by the local community (15%).<sup>31</sup> Most

commonly, the sanction imposed for breaching the curfew was cited to be a verbal warning (86%); 14 per cent reported fines or verbal abuse.<sup>32</sup>

There are concerns that with less fuel and electricity available, women and girls are more exposed to sexual assault and rape while accessing basic services like water and latrines, especially after dark and in informal settlements, where the majority of displaced female-headed households live. A recent report has found that informal settlements and camps have some of the highest reported levels of violence against women across the country.<sup>33</sup>

LCRP partners have observed that in addition to the ongoing impact of the socio-economic crisis on social support, the current fuel crisis has had a negative impact on safe access to cash and in-kind assistance for women, persons with disabilities and the elderly. For example, the increased cost of transport and non-operation of some cash machines has pushed individuals, often the most vulnerable, to delegate the withdrawal to 'intermediaries', exposing them to exploitation.



## SOCIAL TENSIONS

The last three years have been marked with increased negative inter-communal relations, with 21 per cent of Lebanese and Syrian households reporting inter-communal tensions in July 2018, rising to 36 per cent in August 2021.<sup>34</sup> Reported tension drivers include access to cash (75%) and competition for lower-skilled jobs (53%), with an uptick in Lebanese willingness to take on low-skilled jobs given the economic situation.<sup>35</sup> Competition over access to services is also increasingly cited as a source of inter-communal tension, in particular access to electricity and medical care.

Intra-Lebanese community relations have also witnessed a decline since 2019. In 2018, just 4 per cent of Lebanese cited negative relations between different

<sup>29</sup> Lebanon: Children's future on the line (UNICEF, June 2021)

<sup>30</sup> UNHCR Protection Monitoring Report Q3 2021

<sup>31</sup> VASyR 2021

<sup>32</sup> Ibid

<sup>33</sup> UN Women, 2021

<sup>34</sup> Wave XI ARK-UNDP Regular Perception Survey

<sup>35</sup> Ibid

communities, rising to 31 per cent in August 2021. The main drivers of intra-Lebanese tensions are political differences and socio-economic status.

Worsening relations are exhibited both in traditional and social media, with rhetoric increasingly polarised between people of different political affiliations as well as an uptick in anti-refugee sentiments. Political divisions regarding the government formation and related policies to address the crisis are key topics igniting the public discourse. In addition, dialogue revolves around control of resources and existing wealth. Anti-refugee sentiments manifest themselves on social media with pejorative messages channeled through WhatsApp and Facebook. Future deterioration of relations between the displaced and the host community has the potential to shrink protection space.

The deteriorating community relations are coupled with rising community insecurity and unprecedented levels of violence, with escalating theft, crime and

clashes affecting women, girls, boys and men across populations. In 2021, a number of incidents related to communities' access to aid and services have been reported. Clashes and violence are disproportionately involving and affecting men and boys; however, there are also reports of assaults against women and girls, such as verbal harassment (cited by 17 per cent of females compared to 14 per cent of males). During the height of the fuel and electricity crisis (June-August 2021), incidents related to tensions over fuel (petrol and diesel) were at an all-time high, occurring at gas stations between customers over queue-cutting or between customers and fuel station employees over the quantity of fuel allowed per vehicle. Such incidents were recorded in every governorate.<sup>36</sup>

<sup>36</sup> Tensions Monitoring System regular incidents and tensions monitoring, UNDP

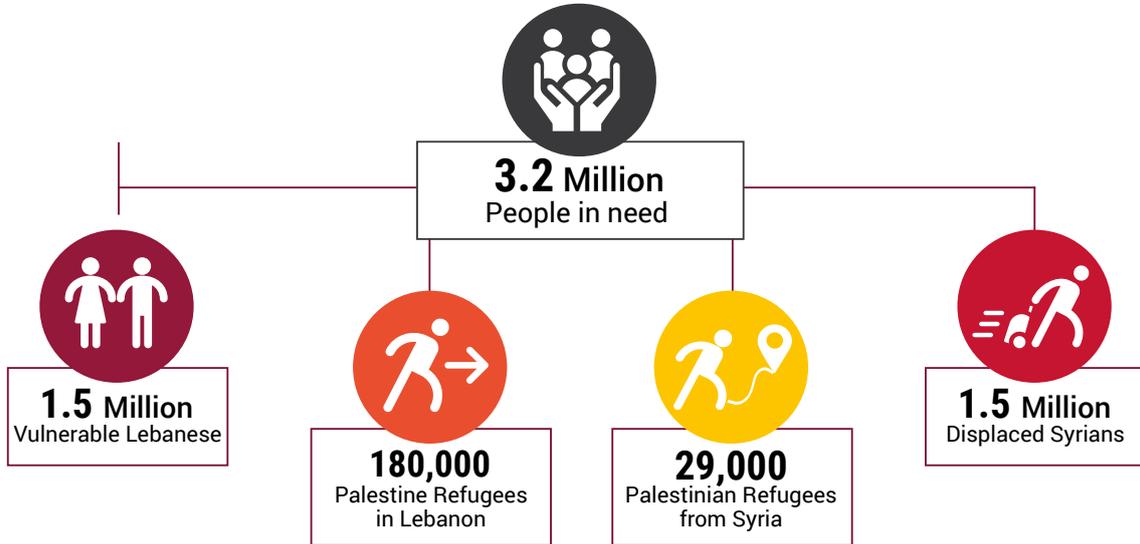


*The conditions of informal shelters depict a bleak picture for Syrian refugee children as child poverty continues to rise throughout Lebanon.*

UNHCR

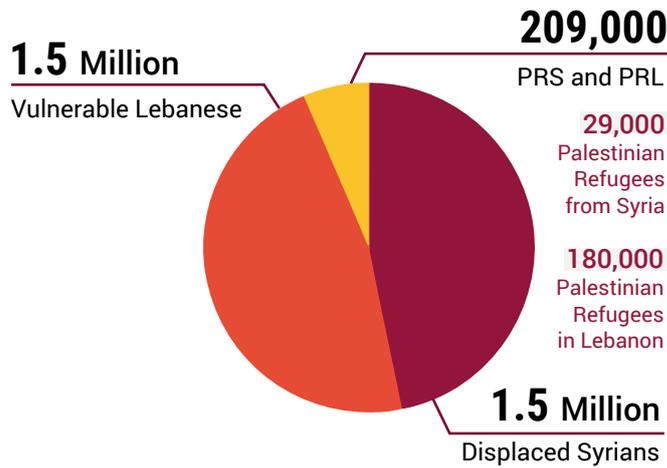
## 2. POPULATION IN NEED AND TARGETED

### PEOPLE IN NEED



### PEOPLE TARGETED

#### 3.2 MILLION PEOPLE



Note: PRL, PRS figures pertain to the 12 camps and 56 gatherings as covered by the recent CAS/PCS/LPDC census. The Food Security & Agriculture Sector also estimates that an additional 33,040 refugees of other nationalities are in need, targeting 12,686.



### APPEALING PARTNERS BY SECTOR

<b>42</b>	<b>56</b>	<b>16</b>	<b>57</b>	<b>50</b>	<b>64</b>	<b>71</b>	<b>28</b>	<b>39</b>	<b>24</b>
BASIC ASSISTANCE	EDUCATION	ENERGY	FOOD SECURITY & AGRICULTURE	HEALTH	LIVELIHOODS	PROTECTION	SHELTER	SOCIAL STABILITY	WATER

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

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.

#### Strategic Objectives of the LCRP.

	Ensure protection of vulnerable populations		Provide immediate assistance to vulnerable populations
	Support service provision through national systems		Reinforce Lebanon's economic, social and environmental stability

#### STRATEGIC OBJECTIVE 1: ENSURE PROTECTION OF VULNERABLE POPULATIONS

Recognizing that the imperative of protecting women, girls, boys and men 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, gender, SGBV, conflict sensitivity and environment 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.

- Ensure that persons displaced from Syria have access to legal status in accordance with Lebanese laws and regulations, while anticipating their return in safety and dignity as the preferred durable solution,<sup>37</sup> and while abiding by the principle of non-refoulement;
- 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;<sup>38</sup>
- 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 women, girls, boys and men displaced from Syria as per Lebanese laws, regulations and policies;
- Across populations, ensure the tailored provision of protection, legal 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 women, girls, boys and men to identify protection concerns, provide feedback on programmatic interventions and contribute to the referral of cases to specialised service providers;
- Strengthen a multi-sectoral response to evictions and the threat of evictions;
- Provide information on available services to women, girls, boys and men; and
- Support the GoL to enforce laws to prevent and address child abuse, child marriage, SGBV, sexual and economic exploitation and the worst forms of child labour.

<sup>37</sup> 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.

<sup>38</sup> In any refugee situation, the ultimate goal for the United Nations is the realisation of durable solutions to the plight of refugees. While local integration is not an option for displaced Syrians in Lebanon, the safety, dignity and well-being of displaced Syrians must be preserved until they can attain durable solutions outside of Lebanon.

## STRATEGIC OBJECTIVE 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 Palestine refugees in 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.

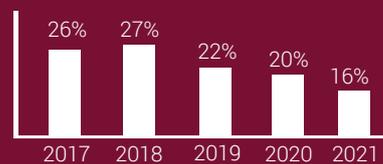
- Provide direct and targeted assistance to the most vulnerable populations to ensure their protection and meet their survival needs, including needs caused by displacement, while ensuring complementarity across sectors;
- Reduce exposure to hunger, malnutrition, homelessness, health complications, mental 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;
- Better understand and respond to gender, age and disability-related differences, through gender-responsive and gender-focused activities;
- Ensure the adequacy, appropriateness and consistency of assistance, including through strengthening a harmonised approach to the design and disbursement of cash-based assistance in order to meet basic needs and support sectoral outcomes;
- Continue immediate and temporary service delivery in informal settlements, collective shelters, sub-standard dwellings and gatherings; and
- Strong focus on emergency response to meet increasing humanitarian needs through scale-up of immediate and temporary response interventions.

## STRATEGIC OBJECTIVE 3: SUPPORT SERVICE PROVISION THROUGH NATIONAL SYSTEMS<sup>39</sup>

This response objective aims to support 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. Here, it is recognised that the crisis in Syria continues to have a negative impact on the sustainable development of Lebanon and the pressures felt by the public system.

The 2022 LCRP planning process recognises that the prevailing economic context is further hampering service availability, functionality, equitable delivery, and accessibility. The objective aims to reinforce the access to basic services through national systems and 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 municipalities as key gateways.

Legal residency rates for displaced Syrians have declined for a fifth year in a row.



VASyR 2021

<sup>39</sup> "National systems" is inclusive of national government and local institutions, NGOs/civil society and private sector



Women attend psychosocial support activity at the informal settlement in Aarsal, Bekaa.

UN Habitat 2021

- Ensure that all children, including children displaced from Syria, can access, equally learn and be retained in a quality learning environment (formal and non-formal)<sup>40</sup>, widening the absorption capacity of gender-responsive education premises (rehabilitation, expansion and construction), in addition to strengthening the education system to be able to cater to all girls and boys, in line with the Ministry of Education and Higher Education's Five-Year Plan.
- Ensure support to strengthening (gender-responsive) social safety nets in line with national strategies;
- Ensure that the most vulnerable Lebanese, displaced Syrian and Palestinian women, girls, boys and men can access disease prevention interventions and affordable healthcare, with a focus on accessibility and quality of services and controlling disease outbreaks, including COVID-19.
- Ensure more standardised service provision across primary healthcare providers to increase quality of services across all regions. Focused health interventions for women and girls, including maternal health services.
- Protect the most vulnerable, especially children and women, older persons and persons with disabilities, individuals with diverse gender and sexual orientation and other minority groups 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, persons displaced from Syria and Palestinian refugees by reinforcing existing infrastructure.
  - An improved relationship and trust between service providers and customers to increase cost recovery and result in better water service provision.
- Scale up service delivery mechanisms that are gender responsive, cost-efficient, yet responsive to needs, and offer clear benefits to all vulnerable communities; and
- Strengthen government ownership of investments made by supporting gender-equal national planning and implementation, monitoring and management processes

<sup>40</sup> Non-formal education is conceived as a means to bridge the gap with formal education

<sup>41</sup> As per MoL annual decisions related to businesses, occupations and crafts, and jobs that must be limited to Lebanese only.

## STRATEGIC OBJECTIVE 4: REINFORCE LEBANON'S ECONOMIC, SOCIAL AND ENVIRONMENTAL STABILITY

This response objective aims to strengthen productive sectors in expanding economic and gender-equal 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 eco-system and avoid its further degradation. Furthermore, it will invest in national and local capacities to promote dialogue that mitigates tensions and conflicts at the municipal and local levels, with a particular focus on employment for adolescent girls and boys and women.

- Promote decent 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>41</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 farmers and communities and improve agricultural livelihood activities;
- Support employment intensive projects to promote short-term employment opportunities and provide the necessary skills to access the labour market;
- Reinforce partnerships to promote employability between national institutions, the private sector, chambers of commerce, trade unions and other entities;
- Increase women's employment, including in energy, water and sanitation etc., partner with grassroots women's organisations, men and communities to increase women's access to employment;
- 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, gender equality, disaster risk management and environmental protection reforms and fulfil their roles;

- Address social and economic risks faced by Lebanese, displaced Syrians and Palestinians and youth, with a particular focus on empowering young women and girls,
- Promote technical and vocational education and training (TVET) and decent work opportunities;<sup>42</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, without discrimination by nationalities and with full respect of the Lebanese laws and regulations.
- Within the current socio-economic context, support municipalities' ability to provide essential public services. This includes sustainable provision of community security services at the municipal level;
- Enhance gendered tension and conflict analysis that would in turn generate recommendations for women and girls' involvement in peacebuilding initiatives; and
- Strengthen national emergency preparedness and response capacity with a focus on strengthening capacity for operational support and guidance to local crisis response.

## 3.1 LCRP PRINCIPLES AND COMMITMENTS

In 2021, an independent Strategic Review of the LCRP 2017-2021 response plan was carried out to reflect on what has been achieved over the past years, and to learn from LCRP's experiences. This exercise confirmed that the LCRP is a strong plan, with confident and innovative implementation, and a supportive external environment. According to the review, the design of the LCRP is appropriate and has sufficiently addressed the immediate and medium-term needs to both refugees and host communities. The LCRP review also identified five key areas of action for adaptation of the response and continuous improvement moving forward, namely: Simplify, Prioritise, Measure Impact, Strengthen Partnership; and Committee & Collaborate. Building on the lessons learned from the review, key principles for the LCRP in 2022-2023 include the following.

### GUIDING PRINCIPLES FOR THE LCRP

#### 1. PLANNING

- Continue to seek to address immediate and medium-term needs of refugees and host communities, integrated humanitarian and stabilisation interventions.
- Facilitate multi-year thinking but allow flexibility to adapt to the changing context, including through annual planning and a more systematised mid-year review.
- Follow regional 3RP planning guidance to ensure coherence with the regional response.
- Ensure that solid risk analysis underpins the response, building on the LCRP business continuity planning process in a deteriorating context.
- Maintain a needs-based appeal coupled with an elevated cross-sectoral prioritisation strategy.

- 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.
- Ensure coherence with other plans and frameworks.

#### 2. 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 prioritisation.
- Support to public institutions builds sustainable capacities and strengthens service delivery.

### 3. IMPLEMENTATION AND COORDINATION

- Sectors provide relevant information and facilitate the 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 primary system through which partners coordinate efforts to respond to the impact of the Syria crisis in Lebanon.

### 4. 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 sectors on the progress/achievements of the activities that they are implementing.
- Sectors report on progress and achievements on a quarterly basis to the LCRP Steering Committee.

As a basis for addressing these commitments and priorities, strengthening partnership and enhancing the overall effectiveness of the LCRP, several core principles and commitments have been agreed upon between GoL and its international partners in order to ensure mutual accountability and enhance the effectiveness, operationalisation and transparency of the LCRP, by complementing its guiding principles.

- Reinforce Government institutions' leadership and partnership with UN organisations, the donor community, international and national non-governmental organisations and other civil society actors;
- Improve quality, transparency, effectiveness, efficiency and accountability;
- Enhance the programmatic design and implementation systems in view of the broadened focus on stabilisation and targeting the most vulnerable;
- Slim down the results architecture with a review of objectives, targets and indicators, including at the impact level;

- Strengthen the capacity for system-wide impact assessment, current tracking, monitoring and evaluation mechanisms;
- Enhance the localisation of the response with national actors involved in the design and coordination with adequate efforts to build Lebanon's capacity and systems for future crisis prevention and response;<sup>43, 44</sup> Streamline mainstreaming approaches to protection, conflict sensitivity, gender and SGBV, COVID-19 and environment;
- Ensure synergies and complementarity between the LCRP and other responses including national planning. This will include aligning LCRP efforts with national strategies and agreed plans and maintaining strong coordination at the sector level;
- Enable 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 role of NGOs in the leadership and coordination of the response, including through the election of sector NGO co-leads;
- 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;
- Continue to improve field-level coordination and information flow in order to better contextualise priority setting and adaptation.

<sup>43</sup> Within the Regional Refugee and Resilience Response Plan (3RP), principles for a localised response are as follows: (a) local actors influence the design of the response by feeding the needs, priorities and social dynamics of populations affected by the Syria 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 the national and sub-national levels; (c) partnerships between international and local organisations/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 organisations 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 possible is channeled 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.

<sup>44</sup> 3RP Guidance Note (2018-2019), 02 Incorporating and Communicating Resilience Programming

## 3.2 PLANNING ASSUMPTIONS

The LCRP planning assumptions have been developed through participatory processes with representatives at the technical and decision-making levels from government institutions, UN agencies, international and national NGOs. In addition to the key assumptions below, each sector strategy has incorporated an analysis of planning assumptions, risks and mitigating measures in their respective theories of change.

### CONTEXT

At the end of 2021, Lebanon is under more pressure than ever as the country is facing multiple crises which include financial, economic, social and political challenges, compounded by the COVID-19 pandemic. Within this context, the following contextual assumptions will underpin the planning for 2022:

- It is assumed that, pending a political solution in Syria, the impact of the Syria crisis on Lebanon 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 since early 2018. Nevertheless, the number of Syrians in Lebanon is expected to remain relatively stable in 2022. The number of sustainable returns to Syria will substantially increase if obstacles to voluntary, safe and dignified returns are removed.
- It is assumed that the socio-economic crisis in Lebanon will continue throughout 2022. The vulnerability of people targeted by the LCRP has been substantially exacerbated, increasing pressure on Lebanese institutions to accommodate increased needs. This has further resulted in additional pressure exerted on LCRP partners by communities and authorities. Many public services required upgrading prior to the crisis. A sense of fatigue is growing among affected communities, as are concerns over an increase in the use of negative coping mechanisms, impeding access to services and ability to cover basic needs.
- Inter-communal tensions and public pressure for returns are likely to increase if sufficient support is not provided to Lebanon to help mitigate the impact of the multiple crises and address the deteriorating socio-economic trends and rising unemployment. Given the contextual developments, a deterioration in relations may result in sporadic escalations and a shrinking protection space, including in the run-up to the planned 2022 elections.
- In addition, it is assumed that COVID-19 will continue to hamper the implementation of some activities and

increase operational constraints. Sector partners will continue to follow the LCRP's Business Continuity Plan, including putting in place preparedness measures and adapting operational modalities to successfully conduct their projects.

- The final assumption is that there will be enough operational space for partners to implement their programmes. This has been challenged in recent years through an increase in community insecurity and tensions related to the provision of aid. Such incidents have remained isolated to date, but could be further accelerated.

In accordance with the principle of international solidarity and accountability,<sup>45</sup> 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.

### POPULATION PLANNING FIGURES

The Government of Lebanon estimates that the country hosts 1.5 million Syrians who have fled the crisis in Syria. In addition, UNRWA estimates that some 180,000 Palestine refugees in Lebanon and 29,116 Palestinian refugees from Syria live in Lebanon. Nearly all municipalities are hosting communities as refugees are living in 97 per cent of municipalities across Lebanon (in 1,011 of 1,047 municipalities). However, in terms of the scope for vulnerable Lebanese within the LCRP, the GoL estimates that 1.5 million Lebanese who are economically vulnerable should be considered as directly impacted by the Syria crisis. These populations live across all governorates in Lebanon.

The LCRP thus addresses the very diverse needs of four target groups: 1.5 million vulnerable Lebanese (52% are female; 48% male; 31% children); 1.5 million displaced Syrians (51% female; 49% male; 52% children); 29,116 Palestinian refugees from Syria (50% female; 50% male; 42% children) and 180,000 Palestinian refugees (52% female; 48% male; 35% children) from Lebanon living in 12 camps and 154 gatherings.

<sup>45</sup> *Global Compact on Refugees, para. 34, <https://www.unhcr.org/gcr/GCR-English.pdf>*

## FUNDING TRENDS

The calls for burden-sharing continue throughout the two-year plan that ask for investment in Lebanon and support to the population that Lebanon hosts. At the same time, increasing advocacy by 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 two-year plan.

Predictable, balanced and multi-year funding is required to implement more sustainable solutions. In addition, the LCRP Strategic Review recommends donors to further reduce tight earmarking to provide partners with more flexibility to prioritise emerging needs in a rapidly changing situation.

## 3.3 ALIGNMENT WITH OTHER PLANNING FRAMEWORKS

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

**1.** As the third edition of the LCRP, the **2022-2023 framework response is the successor of the 2015-2016 and 2017-2021 LCRP**. Within the two-year framework, this plan seeks to expand the stabilisation and development focus and facilitate the transition of crisis response to national structures and systems, while maintaining a robust and integrated humanitarian and stabilisation 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 Syria crisis in Lebanon and has been developed and implemented in collaboration with the Government of Lebanon, the UN, national and international NGOs, and donors. Yearly planning and appeals, including multi-year programmes, are developed based on an annual review of needs, coupled with a mid-term review of targets.

**2.** The **2022-2023 LCRP** is the Lebanon chapter of the **Regional Refugee and Resilience Plan (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 refugees 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 stabilisation interventions are mutually reinforcing to deliver value, and emphasises support to Lebanon's national capacities, including its aid and assistance management efforts.

**3.** The LCRP incorporates priority measures articulated in the **GoL's 2013 Roadmap of Priority Interventions for Stabilisation from the Syrian Conflict**<sup>46</sup> and its updated projects and furthers its three objectives: to restore and expand economic and livelihood opportunities for vulnerable groups; to restore and build resilience in equitable access to and quality of sustainable public services; and 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, June 2020 and March 2021).

**4.** The LCRP specifically focuses on the impact of the Syria crisis in Lebanon and is complemented by a number of multi-lateral and bi-lateral cooperation agreements such as the new **EU-Lebanon Partnership Priorities and Compact 2021-2027**, the **World Bank Country Partnership Framework for Lebanon**<sup>47</sup> and, most notably, the **United Nations Strategic Framework** (see point 5 below).

<sup>46</sup> Government of Lebanon (15 November 2013), *Lebanon Roadmap of Priority Interventions for Stabilisation from the Syrian Conflict*, [http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/PCPD/pdf/lebanon\\_roadmap.pdf](http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/PCPD/pdf/lebanon_roadmap.pdf)

<sup>47</sup> World Bank (15 June 2016), *Lebanon – Country partnership framework for FY17-FY22*, <http://documents.worldbank.org/curated/en/111451467996685776/Lebanon-Country-partnership-framework-for-FY17-FY22>

5. The LCRP is fully aligned with and complementary to the outcomes of the 2017-2022 **United Nations Strategic Framework (UNSF)**, 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 outcomes: (1) vulnerable people in Lebanon are provided with social and economic assistance, as well as equitable access to quality, timely and affordable basic services, to mitigate the impact of the multiple crises and also laying the foundation to respond to future shocks, (2) civil peace, civic space and human rights are protected, accountability, justice and rule of law are strengthened at the national and local levels, (3) investment in productive capacities enhanced that creates decent work and livelihoods for the most vulnerable people, through local economic activities and institutional support on necessary reforms and (4) environmental governance strengthened, and the adverse effects of climate change and environmental impact mitigated, including climate security risks such as on food, water and energy and migration and social tensions. The UNSF reaffirms humanitarian principles in relation to the impact of the Syria 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.

6. The LCRP will strive to ensure **complementarity and coherence between responses** in sectors covered by the LCRP, Emergency Response Plan (ERP) 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.

7. **The Emergency Response Plan (ERP) is a 12-month humanitarian framework that allows the humanitarian community in Lebanon to respond to the critical humanitarian needs of the most vulnerable Lebanese and migrant populations**, particularly women and girls, based on needs and in complement to the support already provided through UNRWA programs and the Lebanon Crisis Response Plan (LCRP) to Syrian and Palestine refugees as well as Lebanese host communities. The ERP is strictly of humanitarian nature. It calls for exceptional time-bound assistance to save lives and alleviate suffering of the target population, also contributing to avoiding a worsening of inter- and intra-community tensions. Coordination linkages across the frameworks are ensured at the governance, inter-sectoral and sectoral levels, including through joined-up national-level sector working groups.

8. **The Reform, Recovery and Reconstruction Framework (3RF)** is a joint initiative of the EU, the UN and the World Bank Group, a platform for policy dialogue and overarching coordination on the response among key stakeholder groups.

9. To address the ongoing impact of the **COVID-19 pandemic**, the LCRP links to the Emergency Response Plan (ERP) which aims to support the COVID-19 response capacity of the Lebanese health system in coping with the COVID-19 outbreak, as well as COVID-19 vaccination efforts covered under the Lebanon Reform, Recovery and Reconstruction Framework (3RF). COVID-19 will continue to have a severe cross-cutting impact on key LCRP interventions, such as health, livelihoods and education. The LCRP therefore supports the COVID-19 preparedness and response efforts through integrated, multi-sectoral approaches that cut across population cohorts. The LCRP links to the COVID-19 national response structure through various entry points at both the national and regional levels, including the Health sector, the National Technical Committee, the National Task Force, Response Pillars and the Disaster Risk Management Unit.

10. The LCRP aligns with GoL's strategies and contains interventions developed as part of the regional **No Lost Generation strategy**. The LCRP Education Sector Response aims to contribute directly to keeping Sustainable Development Goal 4 on track. This requires, as per the GoL's five-year general education plan, the 2022 strategy to focus on institutionalising crisis management for a more resilient education system. This introduces stronger leadership by MEHE and a closer collaboration between education sector partners, MEHE and communities. In addition to the five-year General Education Plan, other sectoral investments in protection, psychosocial support and skill development for children, adolescents and youth include the Ministry of Social Affairs' Strategic Plan on the Protection of Women and Children (2020-2027) and the Ministry of Education and Higher Education's National Child Protection Policy.

11. The LCRP strives to implement the commitments made by more than 30 of the largest humanitarian partners through the **Grand Bargain**<sup>48</sup> at the **World Humanitarian Summit in 2016**. Ten key commitments were made to: ensure greater transparency; provide 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; harmonise and simplify reporting requirements and enhance engagement between humanitarian and development actors.

<sup>48</sup> See: <https://www.agendaforhumanity.org/initiatives/3861>

12. Many LCRP projects also integrate the principles of the **UN Sustainable Development Goals**,<sup>49</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.

13. 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>50</sup> annexed to the Declaration.

<sup>49</sup> See: <https://sustainabledevelopment.un.org/sdgs>

<sup>50</sup> See: <http://www.globalcrf.org>

14. The Ministry of Social Affairs has taken the lead in initiating the process of developing a **National Social Protection Strategy**, with the aim of developing an actionable and comprehensive framework for social protection that stimulates social stability, human development and inclusive growth within the context of Lebanon. LCRP partners will support this process.

## 3.4 GOVERNANCE AND INTEGRATED RESPONSE MANAGEMENT<sup>51</sup>

The GoL's Inter-Ministerial Committee on Displaced is the highest national authority for international partners supporting the crisis response inside Lebanese territory, including through the LCRP, in accordance with Lebanese laws and regulations as well as applicable international law.

### GOVERNANCE MECHANISM

The 2022-2023 LCRP will continue to ensure that the coordination structure aligns with both the humanitarian and stabilisation dimensions of the response, under the overall leadership of the Minister of Social Affairs and the UN Resident/Humanitarian Coordinator.<sup>52</sup>

The Ministry of Social Affairs is mandated by the Inter-Ministerial Committee on Displaced to lead and oversee the Government's response to the crisis in Lebanon. The LCRP Steering Committee is co-chaired by the Minister of Social Affairs and the United Nations Resident Coordinator/Humanitarian Coordinator and includes participation at Minister level from line ministries, as well as at Head of Agency/Representative level from humanitarian and stabilisation partners across the UN, national and international NGOs, and donors.

To support the work of the LCRP Steering Committee, the Joint Technical Taskforce plays a key role in ensuring the overall coherence and alignment of the sector strategies with both the stabilisation and humanitarian dimensions of the crisis response plan. The membership of the JTF is comprised of senior-level staff within each institution/organisation (DG/deputy head of agency) to enable decision-making. Represented institutions all hold seats on the LCRP Steering Committee.

<sup>51</sup> This structure is subject to possible future amendments following the change of government in Lebanon.

<sup>52</sup> The Resident Coordinator (RC) is accountable for oversight of development responses in countries, in line with the reform of the UN Development System under the leadership of the UN Secretary-General. In line with Inter-Agency Standing Committee guidance, the Humanitarian Coordinator (HC) is responsible for leading and coordinating humanitarian action of relevant organisations in countries, with a view to ensuring that it is principled, timely, effective and efficient and contributes to longer-term recovery. The HC is supported in its role by the Humanitarian Country Team. Lead agencies for specific sectors in Lebanon are accountable for representing the interest of their sectors at every level of response management.

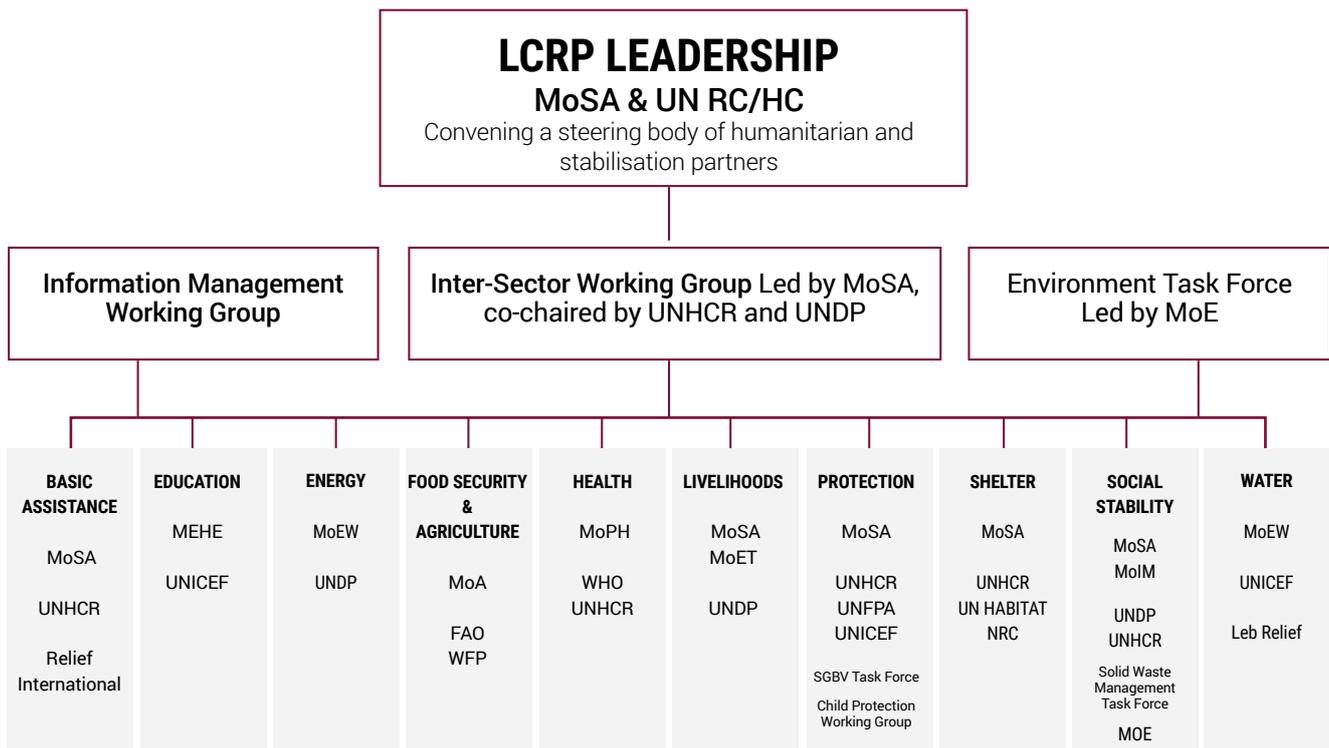
### INTEGRATED RESPONSE MANAGEMENT

The LCRP response is coordinated through the Inter-Sector Response Management, led by MoSA. In accordance with their specialised 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.

The ten LCRP sectors are coordinated through the Inter-Sector Working Group led by MoSA, a mechanism that reports to the leadership body of the LCRP and includes LCRP sector leads from line ministries, as well as sector coordinators, and key response partners as per the terms of reference of the Inter-Sector Working Group. In accordance with their specialised mandates, UNHCR and UNDP act as co-chairs. This mechanism reports to the LCRP Steering Committee co-chaired by the Minister of Social Affairs and the UN Resident/Humanitarian Coordinator and includes Government line ministries<sup>53</sup> and key response partners from the UN, donors and NGOs.

The current structure and management of LCRP sectors is organised at the national level as below, with similar structures operating in five operational areas of Lebanon.

<sup>53</sup> MoIM, MoSA, MoL, MoPH, MoFA, MEHE, MoET, MoF, MoA, MoEW, MoE, PMO, HRC, and CDR, to be cleared by the Minister.



Sector Working Groups are supported by Sector Core Groups, elected 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. Relevant terms of reference of all the above entities will be revised in 2022 to reflect these roles, responsibilities and reporting lines. NGO co-leads will be elected for each sector.

### 3.5 FINANCING THE LCRP

The financing of the LCRP presents an opportunity to strengthen aid architecture and harmonisation 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. Cost-sharing opportunities will be explored with the Government, along with modalities to engage the private sector, to support government implementation of Roadmap projects.<sup>54</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.

<sup>54</sup> Government of Lebanon (15 November 2013), *Lebanon Roadmap of Priority Interventions for Stabilisation from the Syrian Conflict*, [http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/PCPD/pdf/lebanon\\_roadmap.pdf](http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/PCPD/pdf/lebanon_roadmap.pdf)

### 3.6 COMMUNICATING THE LCRP

The LCRP will be supported by an integrated communication strategy in 2022. Communication priorities will include: maintaining international momentum in support of Lebanon's stability and finding durable solutions to the crisis; fostering an international sense of accountability for Lebanon's vulnerable populations; strengthening government leadership of Lebanon's assistance frameworks; fostering inter-communal understanding and acceptance; and joint messaging on key achievements and critical need; increasing understanding of what the LCRP does and does not do, and of how the LCRP benefits the host community, or how to access relevant services.

### 3.7 MAINSTREAMING PRIORITIES

As an outcome of the LCRP Strategic Review, mainstreaming approaches to protection, conflict sensitivity, gender and SGBV, COVID-19 and environment will be further streamlined and consolidated in 2022. To this end, the mainstreaming process has been revamped and harmonised in the 2022 planning process to ensure that threats and vulnerabilities are identified and mitigated, priorities of different groups are addressed and that key results are achieved by making the LCRP response more gender and age responsive.

A joint in-depth and regularly updated analysis, including risk, age, gender and conflict, has been developed for each LCRP sector, with a number of actionable mainstreaming priorities identified. Their implementation will be supported by an integrated capacity-building strategy that will engage with the national and regional sectors to ensure that LCRP partners develop an understanding and apply key mainstreaming tools in their everyday work. The capacity-building strategy will include trainings, on the job sustained mentoring, technical help desk for gender, protection and conflict sensitivity mainstreaming, new tools to support sectors to develop analysis, implement and monitor mainstreaming priorities and the revamping of national and regional gender and SGBV focal points. Quarterly reviews with sector coordinators will ensure a timely and effective follow-up on mainstreaming commitments. Mainstreaming updates will also be regularly shared with the Inter-Sector Working Group.

The LCRP promotes meaningful access, safety, dignity and basic rights of affected people. Protection is mainstreamed through the response, at the national and field levels. Ongoing protection, gender and age analysis ensures a multi-dimensional inter-sectional understanding of vulnerability – considering internal risk factors, likelihood to experience harm, capacity to recover and adapt to new situations, ability to resist and insurance against new shocks. Protection mainstreaming ensures that programming decisions and targeting of displaced populations are informed through a comprehensive analysis of risk, considering vulnerability in relation to threats and coping capacities. Conflict sensitivity is fully incorporated into the LCRP. Each sector strategy analyses its potential adverse effects on local conflict dynamics and how to maximise 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 trainings 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. The LCRP coordination will continue to support sectors to deepen gender analysis, understand the implications of assistance on gender dynamics, ensure the implementation of the GAM, have regular sector and inter-sector discussions on gender and age, periodically analyse GAM results to strengthen programming and encourage partners to recruit female frontline staff to ensure more gender-responsive assessments and services and equal representation of women and men in coordination meetings at the national and regional levels.

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 design, implementation, monitoring and evaluation. In 2022, gender and age mainstreaming will include the roll-out of the IASC Gender in Humanitarian Action Handbook, through trainings, mentoring and technical support for sectors and partners to strengthen gender-responsive programming. Gender-focused and gender-transformative activities will be incrementally expanded and documented and their positive impact shared. The Gender and Age Marker will be implemented during planning and monitoring throughout the year, for adoption at the programme and project levels. The LCRP will step up support for the implementation of the SCR 1325 National Action Plan on Women, Peace and Security by strengthening gender tensions analysis and expanding programmes to bolster women and girls' leadership in mediation and conflict prevention. The IASC GBV in Emergency Guidelines will be rolled out and risk-mitigation plans will be implemented across all sectors of intervention.

Adolescent girls and boys are most exposed to violence, child marriage, mental health threats and child labour. The LCRP prioritises age mainstreaming and youth-focused programming in order to increase education, entrepreneurship, TVET, STEM, empowerment, participation and civic engagement of this cross-cohort. The LCRP will introduce a greater focus on girls' leadership, empowerment and protection across sectors. The LCRP will also deepen analysis and strengthen programming to address intersectional vulnerabilities, including a better understanding of the priorities of elderly women and men, persons with disabilities and individuals with diverse sexual orientation and gender identities.

The Environment Task Force will continue to address priority environmental aspects within the LCRP in coordination with other key ministries and the Inter-Sector. The main technical areas of focus in 2022 are solid waste, water and wastewater, access to energy for key institutions, air quality, land use and ecosystems and considerations for winterisation and other forms of assistance. The Task Force will mainstream environmental considerations by providing guidance on environmental regulations and policies, developing guidelines, applying environmental marker systems, impact assessments and inspections and will support the implementation of environmental activities in priority sectors. COVID-19 measures will continue to be mainstreamed through the implementation of a guidance pack and best practices documented in 2021.

The PSEA network will support LCRP partners to strengthen existing PSEA community complaints and feedback mechanisms, ensure a systematical analysis of complaints received to verify inclusivity and accessibility, implement the PSEA SOPs, integrate PSEA messages into sector awareness-raising and continue capacity-building activities.

LCRP partners will continue to ensure that the response engages affected populations in programme design. This includes feedback mechanisms and regular visits aimed at obtaining feedback from vulnerable communities on needs, targets and effectiveness of LCRP interventions. While consolidating AAP interventions, LCRP partners will ensure that representation structures at the community level will prioritise gender and age considerations and equally involve women, girls, boys and men. Communication with communities will be strengthened to ensure that consulted women, girls, boys and men know what actions are taken after consultations. Analysis and reporting on AAP trends will be strengthened through

the inter-sector level to improve policy and practice in programming. Analysis will be used to better understand preferred information and communication channels for different ages, genders and disability groups.

Community-based assessments and surveys will include a stronger gender component to ensure that women and girls express their challenges and priorities.

## 4. RESPONSE MONITORING AND EVALUATION

Reinforced and objective monitoring and evaluation (M&E) is critical to improving effectiveness, transparency and accountability. All sector logical frameworks (logframes) are technically reviewed on a bi-annual yearly basis in consultation with sector working groups and stakeholders. Quality assurance has been ensured based on sector strategies, checking the accuracy of results chains leading to desired changes and confirming indicators and measurement methodologies at the sector level are feasible and provide evidence for progress. In parallel, the inter-sector M&E framework for 2022-2023 provides a multi-year framework for measuring progress against the LCRP's expected impacts, ensuring transparency and facilitating strategic and programmatic adjustments. It provides direction on impact measurement and the causal linkages from sector outcomes to impact. These causal relationships were tested on their claims and are further detailed in each sector strategy. Contributing to the achievement of the four strategic objectives described in detail in section 3.1, six impact statements are defined:

### 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 quality basic services (health, education, water, energy, solid waste management, shelter and social protection) through national (public and private) systems.

### 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 Syria crisis to avoid further degradation of the natural eco-system and ensure its long-term sustainability.

Since 2018, the response M&E system has been incrementally improved:

- A list of research questions at inter-sector and sector levels have been identified to better shape data collection and prioritise learning needs across the response. These research questions will feed into a final evaluation of the response.<sup>55</sup>
- The questions have been made available online to interested parties. Academic institutions have been directly engaged with addressing these research gaps;

<sup>55</sup> <https://data2.unhcr.org/en/documents/details/72477>

- Qualitative indicators related to accountability to affected populations have been introduced in sector logframes and reporting on these indicators started in 2019 to help assess the level of engagement of beneficiaries in the response. At the impact level, two indicators will be introduced in 2022;
- A monitoring framework of the commitments made by the international community and the Government of Lebanon at the Brussels 2 conference, organised in April 2018, is being developed and incorporated into the LCRP M&E system for greater accountability. Progress is being reported to the LCRP Steering Committee on a yearly basis;
- Finally, following a mid-term review of the response conducted in the first quarter of 2019, a Strategic Review of LCRP was performed by independent reviewers in 2021. Few recommendations directly relate to the response monitoring and evaluation:
  - *Simplify the LCRP Results Architecture: the revision of the LCRP results architecture was started during the 2022 planning with some 'quick fixes' to slim down the results architecture, ensuring continued relevance and feasibility and testing results chains.*
  - *Simplify and improve the usefulness of reporting. This will be addressed in 2022 as a study will be conducted on how reports are used, coupled with a strategy to streamline the reporting system for optimal usefulness with the least burden.*
  - *Measure Impact and Strengthen the Capacity for system-wide impact assessment where the review recommended the commissioning of a number of independent, system-wide impact studies each year. This will be addressed in 2022.*
- The LCRP Steering Committee periodically reviews the progress on LCRP implementation to inform its discussions and decisions on overall strategy and implementation issues.
- The LCRP M&E and reporting calendar includes several M&E products that will be developed and disseminated during 2022-2023, including, but not limited to, quarterly sectoral dashboards, monthly inter-sectoral dashboards, thematic dashboards ("in focus"), and regular situation analysis updates.

## 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;
- 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 currently being developed by MoSA and the Ministry of Finance, with the support of the RC/HC Office, to improve management of multi-lateral and bilateral funding received in Lebanon or funding committed.

## TRACKING AND INFORMATION MANAGEMENT SYSTEM:

- The 2022-2023 LCRP achievements will continue to be monitored through Activity Info, where partners report against a standard set of indicators agreed by sectors and which helps inform progress against sector logframes.
- At the impact and outcome level, the Inter-Sector Working Group is responsible for monitoring progress against the LCRP's impact statements and across the LCRP against sector outcomes and outputs. Macro-level data related to each strategic objective is collected to inform progress. The LCRP M&E system links to Activity Info as well as several national surveys using mixed methods. In addition, a series of qualitative enquiry processes, including participatory assessment and case studies, are conducted to further explore causal relationships from sector outcomes to impact statements.

**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
<b>1.1 Percentage of displaced persons at protection risk (based on risk index).</b>	<b>Protection</b>	<b>Outcome 1:</b> Women, men, girls and boys in all their diversity have their fundamental rights respected and access to an effective justice and protection system. <b>Outcome 2:</b> Women, men, boys and girls in all their diversity are safe, empowered and supported in their communities. <b>Outcome 3:</b> Women, girls, men and boys in all their diversity live with dignity and are resilient to shocks
	<b>Education</b>	<b>Outcome 2:</b> Improved learning outcomes for children and youth through enhanced quality of education services adapted to multi-crisis situations
<b>1.2 Percentage of displaced persons from Syria and vulnerable populations receiving protection services and assistance</b>	<b>Food Security and Agriculture</b>	<b>Outcome 2:</b> Improve food access through cash-based food assistance and support to sustainable agricultural livelihoods
	<b>Health</b>	<b>Outcome 1:</b> Improve access to comprehensive primary healthcare (PHC) <b>Outcome 2:</b> Improve access to hospital (including Emergency Room (ER) Care) and advanced referral care (including advanced diagnostic laboratory and radiology care) <b>Outcome 3:</b> Improve Outbreak & Infectious Diseases Control <b>Outcome 4:</b> Women, men, girls and boys in all their diversity have their fundamental rights respected and have access to basic services and information (justice, health, education)
	<b>Shelter</b>	<b>Outcome 1:</b> Reduce immediate protection-related shelter needs of the most vulnerable households.
	<b>Livelihoods</b>	<b>Outcome 2:</b> Improve workforce employability <b>Outcome 3:</b> Strengthen policy development and enable 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**

<b>IMPACT INDICATOR</b>	<b>SECTOR</b>	<b>SECTOR OUTCOMES CONTRIBUTING TO IMPACT</b>
<p><b>2.1</b> Percentage of vulnerable population whose immediate basic humanitarian needs are met</p> <p><b>2.2</b> Percentage reduction of the population who is severely economically vulnerable (below extreme poverty line)</p>	<b>Basic Assistance</b>	<p><b>Outcome 1:</b> Strengthen the ability of vulnerable households and individuals, including female-headed HHs, persons with disabilities and children, to meet their basic survival needs</p> <p><b>Outcome 2:</b> Strengthen the ability of populations affected by seasonal hazards and emergencies to secure additional basic survival needs</p>
	<b>Food Security and Agriculture</b>	<p><b>Outcome 1:</b> Improve food availability through in-kind food assistance and sustainable food/agriculture value chains</p> <p><b>Outcome 2:</b> Improve food access through cash-based food assistance and support to sustainable agricultural livelihoods</p> <p><b>Outcome 3:</b> Improve food utilisation through food safety and nutrition practices (promotion of consumption of diversified/quality food and IYCF practices)</p>
	<b>Health</b>	<p><b>Outcome 1:</b> Improve access to comprehensive primary healthcare (PHC)</p> <p><b>Outcome 2:</b> Improve access to hospital (including Emergency Room (ER) Care) and advanced referral care (including advanced diagnostic laboratory and radiology care)</p> <p><b>Outcome 3:</b> Improve Outbreak &amp; Infectious Diseases Control</p> <p><b>Outcome 4:</b> Women, men, girls and boys in all their diversity have their fundamental rights respected and have access to basic services and information (justice, health, education)</p>
	<b>Livelihoods</b>	<p><b>Outcome 1:</b> Stimulate local economic growth and market systems to foster income-generating opportunities and decent and safe employment</p>
	<b>Protection</b>	<p><b>Outcome 1:</b> Women, men, girls and boys in all their diversity have their fundamental rights respected and access to an effective justice and protection system</p> <p><b>Outcome 3:</b> Women, girls, men and boys in all their diversity live with dignity and are resilient to shocks</p>
	<b>Water</b>	<p><b>Outcome 2:</b> 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</p>

**2.3** Accountability to Affected Populations: % of households reporting knowledge of complaint mechanisms

**2.4** Accountability to Affected Populations: % of households who would use/not use existing complaint mechanisms

**STRATEGIC OBJECTIVE 3: SUPPORT SERVICE PROVISION THROUGH NATIONAL SYSTEMS****IMPACT 3: VULNERABLE POPULATIONS HAVE EQUITABLE ACCESS TO BASIC SERVICES THROUGH NATIONAL SYSTEMS**

<b>IMPACT INDICATOR</b>	<b>SECTOR</b>	<b>SECTOR OUTCOMES CONTRIBUTING TO IMPACT</b>
<b>3.1. Percentage of population with access to quality public and private services</b>	<b>Basic Assistance</b>	<b>Outcome 3:</b> Effective and efficient service delivery through strengthened linkages with national social safety net programmes and social protection systems
	<b>Education</b>	<b>Outcome 1:</b> Increased equitable access to, participation in, and retention in education for all learners in Lebanon, with a focus on the most vulnerable. <b>Outcome 2:</b> Improved learning outcomes for children and youth through enhanced quality of education services adapted to multi-crisis situations <b>Outcome 3:</b> Enhanced governance and managerial capacities of the education system to plan effectively and manage efficiently so that resources are transformed into high-level results
	<b>Energy</b>	<b>Outcome 1:</b> Increase energy production and Storage Capacity <b>Outcome 2:</b> Reduce energy demand due to implementation of energy-efficient initiatives <b>Outcome 3:</b> Improve access to electricity through Rehabilitation and Reinforcement works on the Transmission and Distribution networks <b>Outcome 4:</b> Enhance capacity of MoEW to plan, budget and oversee energy sector initiatives
	<b>Food Security and Agriculture</b>	<b>Outcome 4:</b> Promote and stabilise food security through support/capacity building and strengthening of national public institutions and their decentralised services
	<b>Health</b>	<b>Outcome 1:</b> Improve access to comprehensive primary healthcare (PHC) <b>Outcome 2:</b> Improve access to hospital (including Emergency Room (ER) Care) and advanced referral care (including advanced diagnostic laboratory and radiology care) <b>Outcome 3:</b> Improve Outbreak & Infectious Diseases Control <b>Outcome 4:</b> Women, men, girls and boys in all their diversity have their fundamental rights respected and have access to basic services and information (justice, health, education)
	<b>Livelihoods</b>	<b>Outcome 1:</b> Stimulate local economic growth and market systems to foster income-generating opportunities and decent and safe employment
	<b>Protection</b>	<b>Outcome 1:</b> Women, men, girls and boys in all their diversity have their fundamental rights respected and access to an effective justice and protection system
	<b>Shelter</b>	<b>Outcome 3:</b> Enhance the contribution of national institutions and organisations to the housing situation in Lebanon
	<b>Social Stability</b>	<b>Outcome 1:</b> Strengthen municipalities, national and local institutions' ability to alleviate resource pressure, reduce resentment, and build peace
	<b>Water</b>	<b>Outcome 1:</b> Strengthen national, regional and local public institutions' capacities to deliver improved public policies, goods and services (water and sanitation)

## 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
<p><b>4.1</b> Percentage of the population living below the poverty line</p> <p><b>4.2</b> Percentage of the active population who has access to decent employment opportunities</p>	<b>Education</b>	<b>Outcome 2:</b> Improved learning outcomes for children and youth through enhanced quality of education services adapted to multi-crisis situations
	<b>Food Security and Agriculture</b>	<b>Outcome 1:</b> Improve food availability through in kind food assistance and sustainable food/agriculture value chain <b>Outcome 2:</b> Improve food access through cash-based food assistance and support to sustainable agricultural livelihoods
	<b>Livelihoods</b>	<b>Outcome 1:</b> Stimulate local economic growth and market systems to foster income-generating opportunities and decent and safe employment <b>Outcome 2:</b> Improve workforce employability <b>Outcome 3:</b> Strengthen policy development and enable environment for job creation
	<b>Shelter</b>	<b>Outcome 2:</b> Improve access to adequate shelter in disadvantaged areas for enhanced stability

### IMPACT 4: MITIGATED DETERIORATION IN THE ECONOMIC CONDITION OF VULNERABLE POPULATIONS

IMPACT INDICATOR	SECTOR	SECTOR OUTCOMES CONTRIBUTING TO IMPACT
<p><b>5.1.</b> Percentage of municipalities enforcing restrictions</p> <p><b>5.2.</b> Percentage decrease in population living in vulnerable areas reporting tensions in their community</p> <p><b>5.3.</b> Percentage increase of population living in vulnerable areas reporting sense of solidarity in their community</p>	<b>Protection</b>	<b>Outcome 1:</b> Women, men, girls and boys in all their diversity have their fundamental rights respected and access to an effective justice and protection system <b>Outcome 2:</b> Women, men, boys and girls in all their diversity are safe, empowered and supported in their communities
	<b>Shelter</b>	<b>Outcome 2:</b> Improve access to adequate shelter in disadvantaged areas for enhanced stability
	<b>Social Stability</b>	<b>Outcome 1:</b> Strengthen municipalities, national and local institutions' ability to alleviate resource pressure, reduce resentment, and build peace <b>Outcome 2:</b> Strengthen municipal and local community capacity to foster dialogue and address sources of tensions and conflicts <b>Outcome 3:</b> Enhance the LCRP's capacities on tensions monitoring and conflict sensitivity

**IMPACT 6: 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
<p><b>6.1. Percentage increase in emissions of particulate matter (PM) reduced</b></p>	<p><b>Energy</b></p>	<p><b>Outcome 4:</b> Enhance capacity of MoEW to plan, budget and oversee energy sector initiatives</p>
	<p><b>Food Security and Agriculture</b></p>	<p><b>Outcome 1:</b> Improve food availability through in kind food assistance and sustainable food/agriculture value chain</p>
<p><b>6.2. Percentage of energy-related projects pursuing environmental due diligence processes</b></p>	<p><b>Shelter</b></p>	<p><b>Outcome 1:</b> Reduce immediate protection-related shelter needs of most vulnerable households.</p>
	<p><b>Social Stability</b></p>	<p><b>Outcome 1:</b> Strengthen municipalities, national and local institutions' ability to alleviate resource pressure, reduce resentment and build peace</p>
	<p><b>Water</b></p>	<p><b>Outcome 2:</b> 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</p>

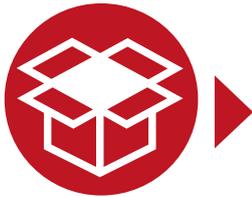


# PART 2

## SECTOR OPERATIONAL RESPONSE

### PLANS - 2022

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



# BASIC ASSISTANCE SECTOR

## PEOPLE IN NEED



**3,074,000**

## PEOPLE TARGETED



**2,207,900**

## NEEDS-BASED APPEAL



**\$530M**

## PARTNERS



**42**

## GENDER MARKER



**3\***

\*Intends to contribute to gender equality, but without attention to age groups AND/OR people with disabilities

## CONTACT

### LEAD MINISTRY

Ministry of Social Affairs (MoSA)  
Hadi Haddad  
hadi\_haddad@live.com

### COORDINATING AGENCY

UNHCR  
Ruba Cheaib  
cheaib@unhcr.org

## SECTOR OUTCOMES

### OUTCOME 1:

Strengthen the ability of vulnerable households and individuals, including female-headed households, persons with disabilities and children, to meet their basic survival needs

#### INDICATORS

- Percentage of assisted households report being able to meet their basic survival needs.
- Percentage of assisted households that report relying on crisis or emergency asset depleting coping strategies

### OUTCOME 2:

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

#### INDICATORS

- Percentage of assisted households affected by seasonal shocks report being able to meet their basic survival needs
- Percentage of assisted households that report relying on crisis or emergency asset depleting coping strategies

### OUTCOME 3:

Effective and efficient service delivery through strengthened linkages with national social safety net programmes and social protection systems

#### INDICATOR

- Alignment plan developed for operationalizing linkages between humanitarian assistance for refugees and national systems (e.g. assessment tools, transfer value, registration and payment methods, and monitoring and evaluation).

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	FEMALE ♀	MALE ♂
 Vulnerable Lebanese	1,500,000	682,500	352,003	330,497
 Displaced Syrians	1,365,000	1,365,000	698,027	666,973
 Palestinian Refugees from Syria	29,000	29,000	15,022	13,978
 Palestine Refugees in Lebanon	180,000	131,400	71,219	60,181

# 1. SITUATION ANALYSIS

Since 2019, Lebanon has been facing an unprecedented financial and economic crisis that has had compounding effects on Lebanese and displaced persons, driving them deeper into poverty. The landscape of increased needs and vulnerabilities coupled with grave strains on the banking and financial sector in the country has shaped the way the Basic Assistance sector supports poor and vulnerable families and individuals.

Lebanon's financial and economic crisis is likely to rank in the top 10 most severe crisis episodes globally, since the mid-nineteenth century. The devaluation of the Lebanese Pound (LBP) has caused a severe deterioration of the population's purchasing power, coupled with rising prices and inflation. The informal market rate for the LBP reached a historical high in November 2021, trading near 25,000 LBP per U.S. Dollar (USD). The Consumer Price Index (CPI), one of the most important economic indicators used to measure inflation, recorded an annual increase of 174 per cent from October 2020 to October 2021, the highest annual increase in 2021. The Basic Assistance sector has been monitoring the Survival and Minimum Expenditure Baskets (SMEB) since the start of the crisis as a main indicator of the cost of living for displaced Syrians in Lebanon. The SMEB has increased by 170 per cent between June 2020 and September 2021. These changes, in addition to shortages in essential goods and services, have had an immense impact on the ability of vulnerable populations to meet their basic survival needs.

The World Bank has estimated that more than half the population of the country is living below the poverty line. A phone survey conducted by WFP and the World Bank showed that Lebanese households are facing increasing challenges accessing basic needs, with 47 per cent of families facing this challenge in March-April 2021. During the same period, more than 60 per cent of households were resorting to crisis coping strategies, which include reducing expenditure on health and education, withdrawing children from school and selling productive assets. Female-headed households were more likely to adopt crisis and stress coping strategies compared to their male counterparts.

Findings from the 2021 Vulnerability Assessment of Syrian Refugees (VASyR) showed that among the displaced Syrian population, 91 per cent continue to live in poverty, with 88 per cent living in extreme poverty. Ninety-seven per cent of families reported resorting to asset-depleting coping strategies to meet their needs. Similar findings were noted through UNHCR's Protection Monitoring, where refugee families are increasingly struggling to meet their basic needs and are having to resort to negative coping mechanisms due to financial struggles. In the second quarter of 2021, protection risks and prevalence of harmful coping strategies, including engaging in

child labour and child marriage, were reported at record highs, indicating that families are becoming increasingly vulnerable to exploitation. Female-headed households are more likely to borrow food from family and friends, have school-aged children involved in income generation and, on average, have far lower household income than their male counterparts. Additionally, the 2021 VASyR results show that refugees are at heightened protection risks, including risk of eviction due to the inability to pay rent, stemming from socio-economic vulnerability.

Palestinian refugees from Syria and Palestine refugees in Lebanon, have also been severely impacted by the ongoing crises in the country. A socio-economic survey on Palestinian refugees from Syria, conducted by UNRWA in 2020, showed that 87 per cent were poor and 11 per cent were extremely poor. The crisis-monitoring report for Palestine refugees in Lebanon from July 2021 showed that almost three quarters (73%) of the population are living in poverty. Moreover, 56 per cent of surveyed individuals reported that they categorise themselves as "poor" while 23 per cent self-reported as "extremely poor".

The dire economic situation of the country also has negative consequences on social stability and community relations. Both the 2021 VASyR and the Regular Perceptions Survey on Social Tensions Throughout Lebanon show that the scarcity of and competition for resources and jobs manifests in increased tensions across the country. As of August 2021, a total of 85 per cent cited access to cash as a main tension driver in their community. Tensions are triggered around the perception of aid bias in relation to targeting, currency of disbursement and transfer values between refugees and Lebanese as well as within Lebanese populations. Differences in targeting and transfer values could further increase the high perceptions of aid bias and lead to tensions between various groups. Reports from partners in the field have indicated that the current fuel crisis, which has led to increased transportation costs, has a negative impact on safe access to cash and in-kind assistance for women, persons with disabilities and older persons.

The COVID-19 outbreak has had compounded effects on already existing and strained socio-economic vulnerabilities. While Lebanon currently stands at a Level 4 community transmission, if the country moves towards strict movement measures and lockdowns, like those implemented at the start of 2021, the negative burdens are likely to fall again on the most vulnerable groups.

More issues have emerged in recent months, such as shortages in fuel, electricity, and medications as well as the gradual removal of subsidies. The progression of these issues will continue to further impact the ability of vulnerable families and individuals to meet their needs in a dignified and safe way.

## 2. OVERALL SECTOR STRATEGY

### THEORY OF CHANGE

The Basic Assistance sector aims to prevent socio-economically vulnerable households, including socially excluded groups such as female-headed households, children, older persons and persons with disabilities, from falling deeper into poverty and increasingly resorting to negative coping mechanisms. This is done through the provision of regular or seasonal cash and in-kind assistance to improve access to basic goods and services and support households to meet their basic survival needs and cope with seasonal and/or emergency shocks. The intervention logic is summarised as follows:

- By refining the targeting mechanisms, the most relevant poor and vulnerable households and individuals will benefit from unconditional, unrestricted cash assistance grants which will enable them to meet their basic survival needs;
- When populations affected by seasonal hazards and/or emergencies receive cash grants and/or in-kind assistance, they have a higher chance of securing additional basic survival needs;
- Aligning humanitarian assistance with national social assistance and protection systems will enable effective and efficient service delivery, ultimately supporting vulnerable and extremely poor Lebanese.

The aim of maintaining cash interventions stems from evidence that cash offers households the flexibility to determine and prioritise their needs, empowers and promotes dignity of choice for recipients, stimulates local markets and achieves economies of scale (compared to in-kind modalities). While the landscape stemming from the banking and financial crisis in the country has made the provision of cash more challenging in recent years, evidence continues to suggest that cash transfers are relevant and feasible. Redemption rates of cash beneficiaries are maintained at above 95 per cent for some of the largest cash programmes under the sector.<sup>1</sup>

While reports of challenges in accessing cash have increased, most beneficiaries do not report any serious risks from redeeming and spending assistance. Furthermore, this assistance modality increases access to cash liquidity for households in need of regular, yearlong support. It also offers support on a seasonal basis and during unexpected shocks/events in a way that allows households to meet their basic survival needs by purchasing items and accessing available services.

While cash transfers remain the preferred modality for supporting families to meet their basic needs, the sector will continue to maintain in-kind assistance,

on a smaller scale than cash, when needed. In-kind assistance, which includes the distribution of non-food items such as blankets, mattresses, sleeping mats, kitchen sets, jerry cans and solar lamps, supports families to recover after having lost basic household assets due to floods, fires, evictions, and/or relocation.

The Basic Assistance sector will work towards strengthening linkages between humanitarian programmes under the sector and national social assistance frameworks, including the National Poverty Targeting Programme (NPTP), the new national social grant programmes and the National Social Protection Strategy. Strong coordination between humanitarian assistance and national social assistance and social protection plans and strategies will allow for a more effective and sustainable approach to service delivery. This includes the Basic Assistance sector's alignment with the Social Assistance Pillar of the National Social Protection Strategy, gradually transitioning to broader social assistance initiatives.

### ASSUMPTIONS AND RISKS

The economic and social instability in the country is expected to deteriorate further in 2022, posing further challenges and barriers to the delivery of basic assistance. Moreover, the sector's 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. While some partners have shifted to provide cash-over-counter rather than through ATMs, through the second half of 2021 most cash assistance under the sector continues to be delivered through ATMs.

The ability to provide a meaningful assistance package remains a key assumption for the sector. The transfer value of the regular cash assistance programmes is very much affected by inflation currently linked to the lifting of the fuel, food and medicine subsidies as well as the exchange rate. The LBP resumed depreciation and is estimated to accelerate in the coming period, as forecasted, due to the Central Bank reducing provision of foreign currency for fuel imports, even at market informal rates and delayed payment of subsidised invoices in LBP. 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 an evidence-based approach to determine adequate transfer values while remaining cognisant of conflict-sensitive considerations, including the alignment of transfer values provided under the NPTP and assistance provided outside that system.

<sup>1</sup> Redemption rates from the Lebanon One Unified Inter-Organisational System for E-cards (LOUISE) September 2021

Currently, some actors under the sector are providing assistance in USD while others are maintaining assistance in the national currency, posing challenges in the harmonisation of transfer values across the sector. In 2021, the sector developed guidance on the calculation of transfer values in USD, stemming from data collected in LBP in an effort to ensure harmonisation of methodologies across partners. The sector will continue to coordinate currency disbursement discussions under the framework set forth by the Resident/Humanitarian Coordinator, laying out a suggested two-phased approach to the shift in currencies.<sup>2</sup>

Through the development of the sector Protection Risk Analysis (PRA), the Risk and Mitigation Matrix developed by the Cash Task Force with regards to USD cash disbursement and discussions with key stakeholders, the sector has identified several key priority risks that require attention in the coming period. This includes, but is not limited to, the following:

- **Tensions at ATMs and other distribution and redemption sites.** This specifically concerns reported challenges in safely accessing ATMs, with partners reporting incidents of physical and verbal harassment of women at ATM sites. (Impact: high; Probability: high)
- **Increased fuel prices.** This particularly affects transportation costs for beneficiaries traveling to cash-redemption points. There has been an increase in the number of reports indicating that beneficiaries are increasingly relying on a third party (i.e., someone outside their immediate household) to withdraw cash on their behalf, putting them at a potentially increased risk of exploitation. (Impact: medium; Probability: high)
- **Inter and intra communal tensions linked to perceptions of aid distribution.** These includes tensions linked to disbursed transfer values as well as the currency of disbursement and, specifically, perceived differences between different nationality groups. (Impact: medium; Probability: high)
- **Loss of value for money due to discrepancies in exchange rates.** Throughout the third and fourth quarters of 2021 several partners, namely those under the LOUISE<sup>3</sup> platform, have achieved exchange rates increasingly in line with the market value. Other actors have also managed to negotiate higher exchange rates, relying on the Sayrafa platform or market rate (by providing cash over the counter),

while a smaller number of other partners have not been as successful. This will remain a challenge in 2022 for actors continuing to disburse assistance in LBP at less than market value exchange rates. (Impact: medium; Probability: medium)

- **Perception bias linked to aid provided by humanitarian agencies versus political aid.** With up-coming elections in the country in 2022, the sector must remain aware of any potential risks related to aid misperceptions in the context of elections. Clear and transparent communication with local communities is key to mitigating the impacts. (Impact: low; Probability: low)

Sector partners have taken several steps to mitigate some key risks, including (as mentioned above) staggering of uploads, expanding ATM networks and introducing or switching to other forms of delivery (e.g. voucher or cash over the counter). Moreover, LOUISE agencies have used in-person ATM monitoring since 2020 to help mitigate tensions and overcrowding at ATMs. The sector will also continue to push for more advocacy from the humanitarian community in support of smaller agencies to access better exchange rates. The sector has been working closely with the Protection sector to identify mitigation measures specifically linked to the Prevention of Sexual Exploitation and Abuse (PSEA) as well as Sexual and Gender-Based Violence (SGBV).<sup>4</sup> The sector will continue to work towards developing concrete mitigation measures for prioritised risks, linking with other sectors (namely Food Security and Agriculture and Protection) when needed, as well as enhancing the monitoring and sharing of identified protection risks through 2022.

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. Monitoring during and post distribution will be further focused on risks associated with cash withdrawal, particularly for women, girls, older persons and persons with disabilities. From a do no harm perspective, the sector will recognise and mitigate any potentially negative effects of assistance on intra-household dynamics, including risk of SGBV, specifically when households are discontinued or excluded from assistance. The sector will work closely with gender and SGBV focal points to identify methods of identification and prevention.

## SECTORS RESULTS: LCRP IMPACTS, SECTOR OUTCOMES, 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

<sup>4</sup> Discussed in more detail in the Mainstreaming section of the sector strategy

<sup>2</sup> The two-phased approach proposes that the first phase of shift in disbursement to USD focus on programmes targeting Lebanese, Palestinians, and smaller interventions across nationalities. The second phase will include interventions exclusively targeting Syrians, in order to help to mitigate protection and tensions risks.

<sup>3</sup> The Lebanon One Unified Inter-Organisational System for E-card (LOUISE) is an innovative operational model set up with the intention of streamlining the operational coordination of sectoral and multi-sectoral cash and voucher assistance in Lebanon. The model was born out of a formalised collaboration between UNHCR, WFP and UNICEF

### 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 poorest and most vulnerable households in Lebanon. Cash received through these programmes (to be achieved through Outcomes 1 and 2) is primarily used by beneficiaries to cover rent and health and education-related expenditure as well as fuel for winter heating. In-kind assistance covers the distribution of core items to families in immediate 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 and will work on strengthening engagement of partners providing basic assistance to Lebanese under the LCRP and national social assistance programmes. This engagement will increase the coverage and effectiveness in reaching more vulnerable populations with basic services. Additionally, sector partners have been engaging in broader discussions related to the development of an institutionalised social protection strategy in Lebanon. These improved mechanisms are supposed to facilitate the transfer of social value towards vulnerable populations, thus contributing to achieving Impact 3.

## EXPECTED RESULTS

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

### Outcome 1: Strengthen the ability of vulnerable households and individuals, including female-headed HHs, persons with disabilities and children, to meet their basic survival needs.

*Output 1.1: Poor and vulnerable households and individuals benefit from unconditional, unrestricted cash assistance grants.*

Regular assistance through multipurpose cash assistance (MPCA) to Lebanese, displaced Syrians, and Palestinian refugees, makes up the bulk of interventions under this output. Other social assistance programmes targeting persons at heightened risk, including but not limited to, children, older persons and persons with disabilities and other chronic conditions, also contribute to the overall outcome. Through these interventions, vulnerable families and individuals have increased access to cash liquidity and can better prioritise and meet their needs.

## MULTIPURPOSE CASH ASSISTANCE

MPCA is the largest type of yearlong assistance under the Basic Assistance sector. Serving as a lifeline to assisted women, girls, men and boys, this programme aims to strengthen households' ability to meet their basic needs through a monthly cash transfer. Through socio-economic vulnerability profiling, the programme targets and assists the poorest households.

The cash provided aims to bridge the gap between what households receive in the form of cash for food assistance and estimated income to reach a survival expenditure level, based on the SMEB, estimating monthly expenditures on essential items and services such as food, non-food items, basic household assets, hygiene items, rent, water, health, communications, transportation and others. The MPCA value is calculated based on the non-food component of the basket and is intended to be complementary to food assistance provided under the Food Security and Agriculture sector.<sup>5</sup> The overlap of these two programmes will ensure that households are fully supported and have the strengthened ability to meet their basic food and non-food needs through the direct provision of assistance.

Technical reviews of the expenditure baskets have taken place in 2020 and 2021, following the release of the VASyR results each year. The baskets are then monitored and updated monthly using WFP retail price data and data from the CPI. While the sector aims to provide a transfer value equal to the gap in the SMEB, accounting for the cash for food assistance and income, social stability considerations are also considered. From January 2021 to August 2021, the MPCA transfer value provided to families was set at 400,000 LBP. Political concerns stemming from the fear of fueling tensions between Lebanese and Syrians prevented an increase in the value to match the rising prices and costs in the country. In September 2021, after strong advocacy and price monitoring, the MPCA transfer value was increased to 800,000 LBP per family per month, covering 70 per cent of the recommended value, an increase from around 40 per cent in August.<sup>6</sup> This increase has been vital to curbing harmful coping mechanisms and ensuring households and individuals can meet their basic needs. It has also maximised the impact of other sectoral interventions.

<sup>5</sup> Due to the drastic increase in the number of people in need over the past two years and to mitigate potential tensions between unassisted and assisted families (findings from the 2021 VASyR showed that 31 per cent of Syrian families reported real or perceived discrimination of aid delivery as a main factor for community tensions), in some instances MPCA and cash for food assistance have been provided to families separately to increase coverage of assistance.

<sup>6</sup> In parallel, the food assistance transfer value was increased from 100,000 LBP per person per month to 300,000 LBP per person per month.

The 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. These include cash for food assistance provided under the Food Security and Agriculture sector and other cash programmes, targeting more specific needs under different sectors (e.g. Protection, Shelter, Education). Additionally, as the Basic Assistance sector aims to increase access to specific services through the provision of cash assistance, understandings around the functionality and accessibility of specific services intended to be covered through cash transfers will be strengthened. The sector will increase efforts to work with the relevant sectors, who may have components covered under the objectives of the basic assistance cash transfers, to better monitor and assess other available services (e.g. fee waivers for education or health) for a more holistic approach to helping families meet their needs. This will include clearly defining the expectations and objectives under each sector in relation to the Basic Assistance sector to ensure complementarity and harmony of interventions.

## OTHER SOCIAL ASSISTANCE PROGRAMMES

Other cash programmes under the sector fall into a separate category due to the nature of the interventions aimed at addressing specific vulnerabilities including, but also beyond, the socio-economic. Similar to MPCA, these programmes aim to strengthen the ability of families to meet their basic needs through regular unrestricted cash transfers but are based on an integrated multi-dimensional understanding of vulnerability. This includes specifically supporting children, older persons, and persons with disabilities or other medical conditions. In most cases, the cash transfers are coupled with the provision of other services to address specific vulnerabilities. This is done through direct implementation of these services or a strong referral system to further re-enforce individuals' abilities to meet basic needs and live in dignity.

The main distinction between social assistance programmes under the Basic Assistance sector and other potentially similar sectoral programmes is that they offer transfers unconditionally while re-enforcing the availability of other services for specific outcomes. The sector will coordinate closely with the Protection and Education sectors, which provide specific protection emergency, and education cash assistance programmes, to avoid duplication and ensure full complementarity of the different assistance packages.

Other key activities linked to this output include the annual review of the targeting system to identify poor Syrian households; developing guidance for targeting Lebanese host communities and streamlining efforts

for harmonised methodologies within the sector; contributing to research and learning; regular and consistent reviews of the potential impact of risks and the evolving context; and the development of post-distribution and outcome monitoring tools.

### **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.*

During the winter, needs and vulnerabilities are heightened, and households and individuals are faced with compounding challenges to securing additional basic needs. Seasonal cash assistance is provided to vulnerable households in response to the increased expenditures identified during the winter period, a time during which income-generating opportunities become less available (for example in key employment sectors such as agriculture and construction). These needs include purchasing of heaters, winter clothes, blankets, and fuel for heating. Vulnerable households and individuals who receive seasonal cash assistance are able to better cope with seasonal shocks and have an increased ability to meet their needs, without having to resort to negative coping mechanisms or de-prioritise other essential needs.

The Basic Assistance sector, through consultations with the core and working groups, has developed a winter basket to outline winter-specific needs and their respective costs in the market in 2021. The basket included both a non-food item (NFI) component and heating costs. The non-food items component included heaters, blankets, mattresses, mats and clothing kits for various age groups and genders. Heating costs were estimated for three different fuel costs- diesel, gas and wood, using averages across the different regions. Seasonal cash assistance can be provided as a monthly cash transfer or as a one-off transfer, preferably at the start of the winter season to help families prepare. The determination of the method and timing of disbursement should be based on the determined transfer value and expected coverage while also considering the best use of received assistance.

The sector recommends a range for the monthly transfer value and the exact value is determined by agencies depending on available funds and targeted groups. The lower end of this range covers only heating costs for three months and excludes NFIs. The upper end of the range includes heating costs for five months and coverage of the medium NFI basket. Based on prices in October 2021, the lower end of the recommended monthly transfer value for seasonal cash assistance was 1,037,933 LBP per household (or around 50 USD using the average market exchange rate for that month), while the upper end was 2,295,854 LBP (115 USD).<sup>7</sup> The winter basket is updated annually just before the winter season to accurately reflect needs in a dynamic context.

Targeting for seasonal cash assistance for displaced persons follows a blanket approach where all households living in poverty are targeted for assistance. The targeting of Lebanese households for winter has occurred through partner outreach, including liaising with local authorities (e.g. municipalities) as well as prioritizing families that receive MPCA with a top-up. In 2022, the sector will work towards developing and streamlining more concrete guidance for targeting Lebanese communities with seasonal cash assistance.

Addressing seasonal needs requires a multi-sectoral approach. While monetised 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 prioritise other critical unmet needs (for example gaps in shelter weatherproofing or in food assistance).

*Output 2.2 - Population affected by seasonal hazards and emergencies benefits from in-kind assistance.*

In-kind assistance is provided to households affected by seasonal hazards and/or emergencies on an ad-hoc/needs basis. Activities under this output include maintaining and monitoring contingency stocks, identification of households and distribution of core household items. The added value of providing in-kind assistance in these cases is that the specific basic needs of families can be met. This follows a household-level assessment to determine which households' assets are needed and cannot be secured by the family due to socio-economic constraints. Targeting for in-kind assistance during the winter typically follows a geographical and needs-based approach to providing assistance to families living in areas that have been affected by adverse weather leading to a loss in households assets. It is important that the sector maintain the capacity to deliver in-kind assistance in the event of an unprecedented emergency that may require a higher level of in-kind response.

<sup>7</sup> It is important to note that following implementation of the winter cash assistance programmes, fuel subsidies were gradually removed resulting in a 57 per cent increase in fuel prices by mid-November 2021 (as compared to October 2021).

The sector will coordinate with the protection sector in relation to the provision of emergency assistance which responds to shocks. Specifically, in response to evictions, this is done in close coordination with the protection sector, including for the referral of individuals/households in need of further protection support and in line with the individual eviction guidance note developed jointly with the Protection and Shelter sectors to promote a cross-sector response to eviction.

**Outcome 3: Effective and efficient service delivery through strengthened linkages with national social safety net programmes and social protection systems.**

Two outputs are contributing to the achievement of the outcome:

*Output 3.1 - Linkages between partners supporting vulnerable and extreme poor Lebanese are strengthened.*

This will be achieved through establishing relationships between Basic Assistance partners and the NPTP, including exploring the feasibility to allow for unified assistance, cross-checking between the different interventions, as well as the potential to leverage partner assessment data to feed into the NPTP database. This includes developing clear guidance on the different interventions to ensure complementarity and avoid duplication, understanding the degree to which the NPTP overlaps with other forms of targeting under the Basic Assistance sector, as well as contributing towards the alignment of existing social safety nets for refugees with the emerging national social assistance system for Lebanese nationals.

While the sector will not rely solely on the NPTP for targeting Lebanese households, partners under the sector will be encouraged to use resources available through the NPTP to target extreme poor Lebanese households, to maintain capacity and confidence in the national system as well as to ensure the most efficient use of resources. Linkages will be strengthened between the NPTP and partners targeting extreme poor Lebanese outside the national social protection system to foster learning as well as ensure the optimal use of resources across responses.

Likewise, Social Grants are identified as a key priority in Lebanon for the expansion of social assistance to households that face lifecycle vulnerabilities as outlined above.<sup>8</sup> It will be important for Basic Assistance actors to ensure linkages with these programmes as relevant and to support their roll-out and expansion.

<sup>8</sup> See: 3RF; UN position paper on social protection; and National Social Protection Strategy draft

Activities under the output include providing regular updates and briefings on the NPTP and social grants to sector partners at the national and field level; setting up a system and method for tracking emergency or regular assistance within the Ministry of Social Affairs (MoSA) / The Government of Lebanon (GoL); explore methods to increase efficiency of resources across the different responses and explore ways in which Lebanese targeted and assisted through sector partners with humanitarian and emergency support could be integrated into regular and national social assistance programmes.

*Output 3.2 - Strategy developed for coordination and alignment between humanitarian assistance and different social assistance interventions as part of a national social assistance system and social protection strategy.*

The Social Protection Strategy for Lebanon includes shock-responsive elements dedicated to enabling the cabinet and all stakeholders to respond to the multi-layered crises the country is currently facing. Additionally, it proposes a vision and a way forward that guarantees social justice, social stability and economic inclusion in society. The Strategy aims to provide immediate and longer-term solutions to growing poverty, vulnerability and risks within the population of Lebanon, as well as to address the sizeable gaps and weaknesses in the existing system. The Basic Assistance sector shall specifically ensure linkages and involvement with the Social Assistance Pillar of the Social Protection Strategy which includes plans for cash-based assistance through the NPTP as well as the roll-out of social grants (including the Child Grant and the Disability Allowance, targeting Lebanese and non-Lebanese individuals). To ensure strong coordination between the two streams, a roadmap for coordination and alignment needs to be organised through a multi-stakeholder discussion. Additionally, the sector will work on documenting best practices of existing examples of the alignment of humanitarian assistance and national social assistance and social protection strategies in different contexts, in an effort to inform relevant processes moving forward.

Sector efforts to strengthen these linkages contributes to a wider effort driven by a capacity-development strategy transcending the LCRP. These efforts are complementary and designed in close collaboration with other responses falling outside the LCRP.

**97%** of Syrian families reported resorting to asset depleting coping strategies to meet their needs

VASyR

## IDENTIFICATION OF SECTOR NEEDS AND TARGETS AT THE INDIVIDUAL/HOUSEHOLD, COMMUNITY AND INSTITUTIONAL/PHYSICAL ENVIRONMENT LEVEL

### DISPLACED SYRIAN HOUSEHOLDS

Economic vulnerability is measured by a household's expenditure level. The MEB and SMEB serve as thresholds to estimate the proportion of the population in poverty. The VASyR estimates that 88 per cent of the displaced Syrian population is living below the SMEB and 91 per cent under the MEB.<sup>9</sup> Using these proportions, and based on the Government of Lebanon's estimate of 1.5 million displaced Syrian people in the country, 1,365,000 individuals are estimated to be living under the MEB and 1,320,000 individuals are under the SMEB (273,000 and 264,000 households respectively).

Specific identification of poor families is done through an econometric model that builds off the data gathered through the VASyR and then applied to the UNCHR database, which houses data on all displaced Syrians known to UNHCR in the country. In 2022, UNHCR and WFP, who lead the development of the econometric model with the support of Development Analytics, will conduct a pilot study in which four distinct vulnerability indicators will be used to assess the effectiveness of a two-layer approach to targeting cash transfers in Lebanon. The approach involves two steps for scoring and prioritisation of localities and households. This includes starting with an econometric model that predicts expenditure for each household. Then, using data from the VASyR, district-level shares across four commonly used vulnerability indicators are calculated. This includes expenditure per capita as well as the reduced coping strategies index, food consumption score and a multi-dimensional deprivation index, across the districts. Following simulated district-level caseloads and calculation of thresholds based on each of the above-mentioned indicators, households are assigned, randomly, to one of the four vulnerability indicators.

Final scores, used for household-level targeting, are expressed in expenditure but adapted based on geographic allocation and the alternative measures of vulnerability. The order of the ranking within

<sup>9</sup> This can include Governorates, Districts, Cadastres, villages ...etc.

<sup>10</sup> Estimated using data from June 2021- Survival Minimum Expenditure Basket: LBP490,028/capita/month and Minimum Expenditure Basket: LBP553,753/capita/month.

<sup>11</sup> At an average household size of five.

<sup>12</sup> In previous years, the model and subsequent targeted were based primarily on predicted expenditure, with layers for geographical allocation, in some instances.

each district follows the expenditure, with resources allocated first to the households with the lowest predicted expenditure within a district. This pilot approach will allow for an unbiased comparison of the welfare implications of each of the four vulnerability indicators. It will also inform future targeting systems and cycles, beyond looking solely at expenditure per capita. The adapted scores that result from the modelling exercise are available to other actors in the sector to identify and target families for MPCA or seasonal cash.

In addition, UNHCR and WFP also rely on an alternative inclusion pathway, the Grievance Redress Mechanism (GRM), to identify and assist families who fall under certain vulnerability profiles and have been excluded from the targeting model. The GRM is a refugee-driven approach to inclusion whereby vulnerable families submit a claim to be re-considered for assistance following the yearly eligibility announcements.

Due to the high levels of vulnerability in the country, categorical targeting layers are often used to prioritise families for MPCA, specifically among agencies with smaller (less than 2,000) caseloads. Individuals receiving Social Grants (such as the Child grant and Disability Allowance) are identified in collaboration with civil society and the Government of Lebanon.

## LEBANESE HOUSEHOLDS

The number of persons targeted under the sector reflects the planned and estimated interventions in 2022. This includes individuals targeted through the NPTP, other social assistance and MPCA interventions as well as seasonal cash.<sup>13</sup> The total number of targeted individuals amounts to 682,500. Individual targeting for MPCA or seasonal cash is done through partner-level household assessments or through the NPTP. In 2022, the sector will prioritise developing guidance on targeting and eligibility for targeted Lebanese, leveraging the experience and expertise of partners to date. Individuals receiving Social Grants (such as the Child grant and Disability Allowance) are identified in collaboration with civil society and Government of Lebanon.

The LCRP overall estimation for persons in need (1,500,000) is used to define the larger population in need for the sector.

Gaps in knowledge and information surrounding Lebanese and host communities remain a challenge in properly understanding the needs of these communities. The sector will look towards upcoming assessments in 2022 to fill these gaps and gain a more comprehensive understanding of these needs. Moreover, the sector will strive to take pro-active steps to fill information gaps to ensure that assistance

being channeled to Lebanese under the sector is relevant and efficient. This will include working with sector partners on needs-assessment plans in 2022, encompassing more clearly defined targeting and eligibility methods.

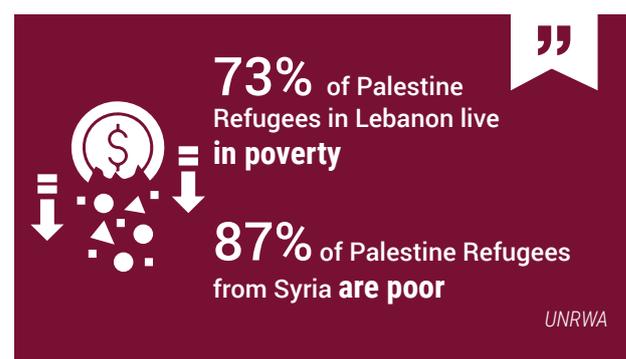


## PALESTINIAN REFUGEES FROM SYRIA

Based on the high levels of vulnerability among this population, all Palestinian refugees from Syria are targeted for basic assistance. This includes 29,000 individuals who are registered with UNRWA.

## PALESTINE REFUGEES IN LEBANON

Estimations of people in need are based on the Crisis Monitoring Report conducted by UNRWA in 2021, indicating that 73 per cent of Palestine refugees in Lebanon are living in poverty. This is applied to the total population figure of 180,000, resulting in 131,400 individuals in need. Individuals and families are targeted through the UNRWA's Social Safety Net programme, in addition to identification of families with specific needs and vulnerabilities (persons with disabilities, children, persons with chronic disease and older persons).



<sup>13</sup> Seasonal cash targets are based on 2021 coverage.

## STRENGTHENING REFERRAL PATHWAYS

Strengthening linkages and supporting referral processes of individual cases in and out of the Basic Assistance sector will be prioritised, noting the limitations of key Basic Assistance partners to respond to referrals due to the targeting mechanism in place. Preliminary discussions have been held with the Protection and Livelihood sectors, in particular, on the need to define referral pathways more clearly

between the sectors. This will be further explored in 2022. Additionally, the Basic Assistance sector can leverage experience from partners with integrated service provision in their cash and social assistance interventions to make linkages with the larger inter-sector referral system, upholding minimum standards for referrals.

## TOTAL SECTOR NEEDS AND TARGETS

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 (10-17)	Adolescent (10-17)	Youth (18-24)	% Youth (18-24)	
Lebanese	3,864,296	1,500,000	682,500	267,857	121,875	352,003	330,497	51.58%	48.42%	223,025	32.68%	111,772	16.38%	62,251	9.12%
Displaced Syrians	1,500,000	1,365,000	1,365,000	273,000	273,000	698,027	666,973	51.14%	48.86%	774,294	56.72%	320,215	23.46%	112,768	8.26%
Palestinian Refugees from Syria	29,000	29,000	29,000	9,667	8,450	15,022	13,978	51.80%	48.20%	11,600	40.00%	4,988	17.20%	3,613	12.46%
Palestinian Refugees from Lebanon	180,000	180,000	131,400	45,000	32,850	71,219	60,181	54.20%	45.80%	38,632	29.40%	24,546	18.68%	11,156	8.49%
<b>GRAND TOTAL</b>	<b>5,573,296</b>	<b>3,074,000</b>	<b>2,207,900</b>	<b>595,524</b>	<b>436,175</b>	<b>1,136,271</b>	<b>1,071,629</b>			<b>1,047,551</b>		<b>461,521</b>		<b>189,788</b>	



Non-food items distributions occur as a result of dire conditions for displaced Syrians during the winter season.

UNHCR (Diego Ibarra Sanchez) January 2021

### 3. MAINSTREAMING OF GENDER AND SGBV, PROTECTION, CONFLICT SENSITIVITY, PSEA, ENVIRONMENT AND COVID-19

#### GENDER AND SGBV

The Basic Assistance sector has made specific efforts to include gender experts and SGBV focal points identified through the Protection sector in the sector's Monitoring and Evaluation Taskforce. In this way, efforts will be made to ensure that assessments conducted under the sector (for regular monitoring or context analysis) will be approached with a social/gender component. This includes a gender analysis component as part of any rapid assessment, leading to a better understanding of the roles and responsibilities of women and men within households and communities while also assessing specific needs of women and girls, including the need for hygiene products.

The sector will also explore working more closely with women's organisations on topics including gender-sensitive communication and messaging, monitoring, identification of risks and mitigation measures, establishment of gender-responsive mechanisms and other relevant gender considerations linked to Basic Assistance programming.

With support from the GBV Mitigation Committee, the Basic Assistance sector rolled out a survey to partners in late 2020 to better understand priorities linked to SGBV mitigation. Recommendations include the need for trainings on practical implementation aspects of SGBV risk mitigation for partners under the sector, the need to create better linkages between the SGBV sector/partners (specifically those providing case management) and ensuring participation in Safe Identification and Referrals trainings

#### PROTECTION

The Protection Risk Assessment (PRA) was initiated in 2019 and updated in 2020 and 2021 to reflect critical protection risks stemming from Basic Assistance sector programmes and to agree on priority mitigation measures to implement in 2022. Risks identified include strengthening the availability of information to at-risk groups, strengthening safe identification and referrals especially from and to the Protection sector, addressing shortfalls in complaint and feedback and addressing and mitigating tensions. These fall into four main themes: meaningful access to assistance, safety, dignity and do no harm in relation to tensions, improved participation, empowerment and accountability in relation to enhanced consultation, monitoring and evaluation and complaints and feedback. The sector commits to reviewing the PRA on a bi-annual basis to measure progress on defined actions as well as to identify any emerging risks. The

sector will also work to improve disaggregation of outcome and output level indicators by gender, age and disability. This will be done through inclusion of specific guidance on collection and analysis of these variables (particularly on disability) in sector-level monitoring tools with the support of the Protection sector. Furthermore, in 2022, sector partners will monitor the safe provision of cash assistance through the sector logframe. In this respect, it will be important in 2022 to regularly review/identify protection risks and develop and implement concrete mitigation measures to avoid causing harm to women, men, girls and boys. The sector also commits to, at a minimum, reporting on outcome level indicators by gender, age and disability.

#### CONFLICT SENSITIVITY

Given the rising reports of conflict and tension between and within communities, specifically as it relates to cash assistance, the sector will work to build stronger linkages with the Social Stability sector. Proposed measures include quarterly updates to the working group, prioritisation in attending conflict sensitively and do no harm trainings and workshops where guidance/checklists will be chosen accordingly and setting up consultations on specific topics with the Core Group. The sector will also ensure partner access, knowledge and use of the Tension Monitoring System Dashboard, which provides updates on perception surveys regarding inter and intra communal relationships. Additionally, the sector will explore and monitor partner consideration for conflict-sensitive procurement for in-kind assistance to avoid local market disruption. The sector will also prioritise reviewing and increasing partner access to the Conflict Sensitivity Guidance Notes by UNDP Lebanon and House of Peace.

Enhancing communications with vulnerable Lebanese communities about the kind of assistance and support available to them under the LCRP and specifically focusing on existing support systems, such as the NPTP, may help mitigate misperceptions around assistance to displaced persons, with a specific focus on existing support systems. Decisions to increase transfer values while remaining evidence-based will be coupled with careful monitoring of community tensions and perceptions to ensure that any increase in the value of assistance provided does not pose any additional threat to those benefiting.

As vulnerabilities increase, so does the risk of sexual exploitation and abuse due to the increase in negative coping mechanisms undertaken by families and individuals as they struggle to meet their needs. The sector will pay specific attention to the prevention of sexual exploitation and abuse (PSEA). In 2021, the Basic Assistance sector rolled out a survey on PSEA to identify needs among partners. The main recommendations included developing training packages on PSEA, developing a brief guidance note outlining measures to be taken during recruitment to mitigate the risks of PSEA, guidance on conducting PSEA risk analysis and engaging with organisations that do not have any SEA risk mitigation measures.

## ENVIRONMENT

In Lebanon, seasonal assistance (both monetised and in-kind) aims to support households in meeting and minimising domestic energy needs. This intervention is meant to minimise 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 good quality thermal clothing and blankets. Furthermore, monetisation of assistance under the Basic Assistance

sector reduces energy costs and consumption related to in-kind distribution, transportation and storage. Due to increased costs of fuel for heating, following the gradual removal of subsidies, specific attention is paid to environmental risks during the winter season, namely the risk of exploitation of natural resources through cutting trees for heating. The Sector will work with the Environmental Task Force, based at the Ministry of Environment, around potential mitigation measures and systematic monitoring of these risks, including discussions around programme-specific modifications that can minimise the risk and impact.

## COVID-19

In early 2020, Covid-19 related lockdown measures across the country posed a challenge to the sector both in terms of organizing distributions and in terms of barriers on beneficiaries' access to redeeming cash assistance. The sector will fall back on lessons learned during that time if restrictive movement measures are newly implemented and enforced. Additionally, the sector will work with other relevant sectors where guidelines for safe in-kind distributions have been developed to ensure this learning is brought to basic assistance distributions.

## OUTCOME 1: Strengthen the ability of vulnerable households and individuals, including female-headed HHs, persons with disabilities and children, to meet their basic survival needs

INDICATOR 1A			DESCRIPTION			MEANS OF VERIFICATION			UNIT	FREQUENCY	
% of assisted households report being able to meet their basic survival needs.			Numerator: # of assisted reporting ability to meet their basic survival needs Denominator: # total assisted who have been sampled			Impact studies and PDMs for all population cohorts			% (HH)	Yearly	

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
N/A	90%	75%	90%	90%	75%	90%	90%	75%	N/A	90%	75%

INDICATOR 1B			DESCRIPTION			MEANS OF VERIFICATION			UNIT	FREQUENCY	
% of assisted HHs that report relying on crisis or emergency asset depleting coping strategies						Impact studies and PDMs for all population cohorts			% (HH)	Bi-annually	

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
N/A	N/A	75%	N/A	N/A	75%	N/A	N/A	75%	N/A	N/A	75%

## 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
% of assisted households affected by seasonal shocks report being able to meet their 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"	Impact studies and PDMs for all population cohorts	%	Annually

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
N/A	100%	75%	90%	100%	75%	90%	100%	75%	N/A	100%	75%

INDICATOR 2B	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
% of assisted HHs that report relying on crisis or emergency asset depleting coping strategies		Impact studies and PDMs for all population cohorts	% (HH)	Annually

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
N/A	N/A	75%	N/A	N/A	75%	N/A	N/A	75%	N/A	N/A	75%

## OUTCOME 3: Effective and efficient service delivery through strengthened linkages with national social safety net programmes and social protection systems

INDICATOR 3A	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
Alignment plan developed for operationalizing linkages between humanitarian assistance for refugees and national systems (e.g. assessment tools, transfer value, registration and payment methods, and monitoring and evaluation).			Plan	Yearly

### Institutions

Baseline	Result 2021	Target 2022
N/A	N/A	50%



# EDUCATION SECTOR

## PEOPLE IN NEED



1,230,493

## PEOPLE TARGETED



740,908

## NEEDS-BASED APPEAL



\$182M

## PARTNERS



56

## GENDER MARKER



4\*

\*Intends to contribute to gender equality, including across age groups AND/OR people with disabilities

## CONTACT

### LEAD MINISTRY

Ministry of Education and Higher Education (MEHE)  
Iman Assi  
iassi@mehe.gov.lb

### COORDINATING AGENCY

UNICEF  
Talin Sahakian  
Tshakian@unicef.org

## SECTOR OUTCOMES

### OUTCOME 1:

Increased equitable access to, participation in, and completion of education for all learners in Lebanon, with a focus on the most vulnerable

#### INDICATORS

- Number of school aged children (age 3-18) enrolled in formal education
- Number of school aged children (age 3-18) enrolled in regulated non-formal education

### OUTCOME 2:

Improved learning outcomes for children and youth through enhanced quality of education services adapted to multi-crisis situations

#### INDICATORS

- Completion rates by cycle
- Retention rates by cycle
- Transition rates by cycle
- Percentage of children and youth attending Multiple Flexible Pathways who transitioned to formal education

### OUTCOME 3:

Enhanced governance and managerial capacities of the education system to plan effectively and manage efficiently so that resources are transformed into high-level results.

#### INDICATOR

- CERD Annual Statistics yearbook is published by 01 August every year for the last academic year inclusive of all refugee education data.

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	FEMALE ♀	MALE ♂
 Vulnerable Lebanese	451,323	399,711	207,850	191,861
 Displaced Syrians	715,000	301,211	153,618	147,593
 Palestinian Refugees from Syria	8,370	4,845	2,519	2,326
 Palestine Refugees in Lebanon	55,800	35,141	18,273	16,868

# 1. SITUATION ANALYSIS

***"All children living in Lebanon will complete basic education, and have equitable access to secondary education, TVET, and higher education. The public education system will be of higher quality, so that learning outcomes improve and that students leave with employable competencies and skills. The system will strengthen its resilience, so that crisis situations are effectively managed. The system will build responsible citizens and contribute to stronger human capital."***<sup>1</sup>

To address the critical education needs of children in Lebanon, particularly in a context characterised by crises and increasing disparities, the Ministry of Education and Higher Education (MEHE) developed Lebanon's five-year General Education Plan (2021-2025). LCRP Education Sector Response Strategy 2022 is developed under the overarching umbrella of this five-year plan, looking at how the Lebanese national education system can provide equitable access to quality education opportunities for all children and youth living in Lebanon, particularly vulnerable Lebanese and displaced children.

2020 proved to be an exceptionally difficult year for Lebanon, with 2021 following in its footsteps, severely impacting the Education sector. In addition to 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 prolonged lockdown caused severe effects on the quality of education provided and also slowed down the planned activities and reforms, such as early childhood education, addressing learning outcomes, new curriculum, rehabilitation works to improve efficiency, national scale-up of teachers' performance standards, etc.

This has resulted in growing learning gaps and the deprioritisation of education. Many families who relied on daily wages have lost their jobs and rely on irregular incomes or send children to work to supplement meagre pay, putting children and their families in extremely stressful conditions. More children than ever are now reduced to eating one to two meals per day. With the COVID-19 pandemic, provision of hygiene products to prevent spread of the disease was an added burden that most could not afford. Mounting pressure of not working and being confined to their homes in extreme poverty has led to depression, aggressive attitudes and violence towards children, in addition to a rise in negative coping mechanisms such as child labour, affecting boys and increasingly girls, and child marriage, mainly affecting older girls, depriving many of their right to education.

Gender parity is achieved at the primary school level with girls making up 50 per cent of the non-Lebanese student population and 53 per cent of the Lebanese student population. 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 sexual and gender-based violence. Some of the most vulnerable boys and youth are being recruited as workers, often in exploitative conditions.

Recent evidence has shown that, in general, 9 per cent of families residing in Lebanon sent their child to work, 15 per cent stopped their children's education, and 60 per cent had to buy food on credit or borrow money.<sup>2</sup> The situation is worse for Syrian households, as 22 per cent sent their child to work, 35 per cent stopped their education and 100 per cent had to buy food on credit or borrow money. The Vulnerability Assessment for Syrian refugees indicates that in 2021 the rates of participation in organised learning for children aged three to five years as well as the attendance rate in primary school for children aged 6-14 has decreased by 5 and 14 percentage points,<sup>3</sup> respectively, compared to 2020.<sup>4</sup> Consistent with previous years, 80 per cent of young women aged 15-24 were not in education, employment or training compared to 52 per cent of young men. According to 2020/21 enrolment figures by MEHE, at least 440,000 non-Lebanese boys and girls between 3 and 18 were out of school.

Continued teachers strikes, which started during scholastic year 2019/2020 as the overall economic situation of the country started to degrade, are still ongoing as scholastic year 2021/2022 has just begun for public schools. These strikes, mostly linked to the deterioration of the Lebanese economy and the devaluation of the Lira, have largely contributed to the disruption of learning for the most vulnerable children for a third scholastic year now. With their salaries losing 90 per cent of their values in two years public-school teachers, led by their association and unions, are demanding salaries adjustments to cope with the hyperinflation and the currency freefall. The start of scholastic year 2021/2022 has been postponed several times now as the Government of Lebanon (GoL) negotiates with the teachers' union an adjustment package. Originally announced to start at the end of

<sup>1</sup> MEHE Five-Year General Education Plan

<sup>2</sup> Lebanon: Children's future on the line" (UNICEF, June 2021)

<sup>3</sup> VASyr 2021

<sup>4</sup> VASyR 2021 Preliminary results (as presented in regional workshop)

September, then later postponed to mid-October due to the ongoing strikes and negotiations between the Ministry and teachers, public schools gradually opened as the newly appointed Education Minister announced a new compensation package for public-school teachers on October 7. This compensation package, if approved by the government, would lead to a 50 per cent increase in the salaries of full-time public-school teachers, grant them an additional 90 USD per month paid out at the Sayrafa (the Central Bank's new foreign exchange electronic platform) exchange rate and provide them with a higher transportation allowance.

Meanwhile, operations in second shift schools, which are intended to open for the bulk of displaced Syrian children, are facing similar challenges. Despite the announcement of the official start date of these schools by MEHE in early November, registration and enrolment processes are delayed, as teachers in these schools, who work on temporary contracts, have also asked for wage increases and transport allowances. The LCRP Education sector is led by MEHE and collaborates to achieve its goal through three equally important main areas of intervention:

**1. ACCESS to education opportunities:** by increasing equitable access, participation and completion of education for all learners in Lebanon, with a focus on the most vulnerable;

**2. QUALITY of education services:** by ensuring improved learning outcomes for children and youth through enhanced quality of education services

**3. GOVERNANCE of education systems:** by ensuring that the education system is effectively planned, managed and governed, so that resources are transformed into high-level results.

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 the reinforcement of Lebanon's economic, social and environmental stability. The sector strategy is based on the premise that by collaborating with MEHE and under its strategic guidance, Lebanon's education system (both public and private) could be strengthened for inclusive gender-equitable access to quality learning. Children and young people, especially the most vulnerable, will have the opportunity to learn and develop foundational and 21st-century skills. As a result, they will have a better chance to progress through the education system for employability and personal empowerment.

Sector partners aim to support children, together with their parents/caregivers, schools and learning centres, with the necessary resources to ensure children's psychosocial wellbeing and their safe return to learning and to invest in efforts to support children to make up for learning loss due to multiple crises.

The LCRP Education Sector Strategy Response aims to contribute directly to keeping Sustainable Development Goal (SDG) 4 on track, which requires (as per the five-year general education plan) the 2022 strategy to focus on institutionalising crisis management for a more resilient education system. This introduces a stronger leadership by MEHE and a closer collaboration between Education sector partners, MEHE and communities, with greater engagement of parents.

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 marginalised and vulnerable populations, including Lebanese and displaced individuals alike, taking into account the varying context and crises the country is facing. 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 and ensures that girls' and boys' needs are met. This will include separate bathroom facilities for boys and girls, running water and supplies for menstrual hygiene. The sector will support communities with the necessary services to offset the opportunity costs of poorer children enrolling in education opportunities, including implementing social assistance/cash for education programmes, as well as proper awareness of and guidance on COVID-19-related issues and parental awareness and capacity-building programmes, to ensure that demand for education does not decrease due to the compounded crises that vulnerable populations are facing and to ensure that girls can access education, preventing child marriage and strengthening life skills trainings, STEM, etc. 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 access to and quality of multiple and inclusive learning pathways, including out-of-school children (formal, including public and private, and non-formal). This also includes increased support to parents to ensure their effective engagement in their children's learning, the national implementation of the MEHE Child Protection Policy and continuous support for expanding the inclusion pilot. Inclusive education will address barriers like disability and social norms, which prevent girls' to access school.

- **Institutional level:** MEHE will continue to strengthen the 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, gender-responsive education materials). MEHE will also work on new horizons, such as the design of evidence-based and data-driven, child-friendly and gender-responsive policies, the measurement of learning achievements beyond grade-to-grade transition and public examinations, developing durable partnerships, designing a comprehensive crisis management plan and collaborating with sector partners to coordinate the delivery of education programming.
- The Food Security and Agriculture sector in support of student nutrition;
- The Basic Assistance sector to ensure that households have the necessary resources to retain their children in schools;
- The Health sector to promote health in all schools and learning centres collaborating on necessary vaccination programmes (including Covid vaccine);
- The Child Protection sector to ensure that child well-being is enhanced and protection issues are catered for, including prevention of abuse and SGBV and PSS services and referrals;
- The WASH sector to ensure gender-responsive WASH facilities and hygiene items in schools.
- The Transportation sector to ensure ability to attend schools

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 interests of children and young people. 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 by 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:



## 2. OVERALL SECTOR STRATEGY

### ASSUMPTIONS AND RISKS

This plan is based on a number of key assumptions, namely that the 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, financial resources and capacity to increase their support of their children's learning. 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 developing multiple flexible pathways to education will allow for more children to take part in learning opportunities that are meaningful to them. Clear transition pathways from NFE to FE will allow for all girls and boys engaged in NFE programmes

to have an accessible pathway to formal education opportunities. These pathways will also ensure better coherence between education and training promoting opportunities to vocational and life skills-based education. 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, all cycles included (preparatory early childhood education, basic and secondary as well as vocational/technical education), will have the absorption capacity to enrol all children who successfully complete learning programmes and are willing and ready to continue their education.

It also assumes that schools have the operational capacities and finances to continue and that teachers have the financial incentives to teach.

When it comes to risk, the following is foreseen:

- Further spiralling down of the economic situation, leading to multiple phases of disruption in the academic year, as a result of teachers and educators resorting to strikes or leaving the teaching profession completely while fuel and electricity costs become higher or even unavailable in some areas. Inability of schools to sustain their operational costs and teacher salaries, regardless of incentive payments, with parents unable to afford the costs for education.
- 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, thus increasing the risks of early marriage for girls and child labour for boys and negatively affecting retention efforts. These constraints have also increased the vulnerability of Lebanese families now requiring more support, including for education, while a growing number of them have migrated from private to public schools, thus putting more pressure on the already meagre system. Aid perception bias concerning the prioritisation of displaced families may also increase and materialise in confrontations between parents, schools and the implementing organisations.
- Increased school closures due to the economic/political situation or due to the deteriorating health situation will cause additional learning loss for children, adding to the loss of the previous two years.
- Lastly, the safety of children accessing schools and NFE centres is a key risk amid a context of social tension between Lebanese and non-Lebanese students in some areas, political instability and a potential surge of COVID-19. Mitigation strategies should be put in place to address the exacerbation of tension that could lead to denied access to displaced children to second shift schools in a few areas, which could lead to a ripple effect in surrounding communities if not tackled.

In order to mitigate these risks, MEHE will ensure that public schools are functioning and have enough capacity to absorb all girls and boys for both 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 gender-responsive comprehensive planning around the best interests of the child. In addition, the sector will focus on supporting parents 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.

## EXPECTED RESULTS

When it comes to risk, the following is foreseen:

### **Outcome 1: Increased equitable access to, participation in and completion of education for all learners in Lebanon, with a focus on the most vulnerable**

In order to achieve this outcome, the sector will work to expand retention and enrolment in flexible and inclusive learning opportunities that are adapted to the changing context. This will be done through two main outputs:

#### *Output 1.1 - Children, youth and their caregivers are provided with the necessary support to expand access to and retention in education*

Sector partners will ensure that families and caregivers have access to information about the availability of both formal and non-formal learning opportunities and will work with them to maintain and improve enrolment and retention. This will be done through:

- Targeted outreach of children, including more integrated outreach approaches that take into consideration inter-sectoral referrals and coordination with other sectors, especially Child Protection and Health. It 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, developing a gender analysis on different reasons pushing girls and boys to drop out of school. Tailored gender-responsive outreach interventions and follow-up to those cases will be provided, in collaboration with other relevant sectors, to address different girls' and boys' challenges.
- Provision of learning programmes in line with MEHE's new multiple flexible pathways to education. These would include catchup and retention support programmes.
- Strengthening of parental engagement, awareness and capacity-building programmes to increase and support their role in their children's learning, and implementation of social assistance/cash programmes that would alleviate the burden and cost for education, including feeding programmes, transportation and/or transportation cash transfers, etc.



**9%** of families residing in Lebanon sent their child to **WORK**,  
**15% STOPPED** their children's **EDUCATION**

UNICEF, June 2021

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

MEHE, with support of the Education partners, will focus 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. This is intended to increase educational access, with a particular focus on girls and children with special needs.

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 are met in schools and learning spaces, including distribution of sanitary pads where necessary, in line with the health protocols for COVID-19.

**Outcome 2 - Improved learning outcomes for children and youth through enhanced quality of education services 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, through both the enhancement of the professional development of education personnel and the maintenance of a child-friendly environment in schools and learning centres, in view to ensure meaningful and grade-appropriate learning for children and youth.

To achieve this, the LCRP Education Sector Strategy Response includes the following 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. Several learning packages, system support policies and plans have been developed throughout the last couple of years, including the CERD stand-alone gender module, Arabic Language Module, French Language Module, ICT Module and Teacher Training Module. Despite this, 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 equality trainings that do not reproduce stereotypes.

Expanding on the existing training modules developed by CERD, in collaboration with the donor community, and 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 a certification of completion. 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 principals. This is to improve the quality of education services provision at the school level by developing school leadership, autonomy and accountability. This ensures that public school principals have the skills, capacity and autonomy to plan, implement and lead educational and administrative activities at their school level, which should improve the quality of educational service and students' learning outcomes.

Finally, training modules need to be developed to address parents and parental engagement during distance learning, especially given that the role of caregivers and parents has changed, and they are now requested to play a larger and more 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 protect the welfare of all children in Lebanon and to ensure a physical, mental, psychological and social environment which is conducive to learning, including second shift schools and regulated NFE learning spaces.

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, the economic situation and distance learning, in addition to responding to the identification and referral of any

students impacted by violence, including sexual and gender-based violence, at school, at home or in their community. All schools will have PSS counsellors that conduct weekly hours in class in addition to their interventions outside of classroom hours.

UNRWA's school counsellors will work alongside school administrators, 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 MEHE & 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. These 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.

The sector will 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 to the highest standards in all learning centres and activities.

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

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

Under the Five-Year General Education Plan, MEHE and CERD are working towards curriculum reform and revised learning assessment, with special attention towards inclusive citizenship and students' life skills. 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 in case of 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 the education system to plan effectively and manage efficiently so that resources are transformed into high-level results.**

MEHE's five-year plan clearly outlines the strategy for the development of a stronger education system that is characterised by evidence-based decision-making, planning and management. The following outputs are necessary to achieve this.

*Output 3.1- Strengthened coordination among stakeholders to ensure delivery of efficient, effective and high-level results*

MEHE's Five-Year General Education Plan speaks of the importance of ensuring coordination among stakeholders, particularly by building partnerships with the international community, community organisations and education actors. Strengthening these partnerships is key to ensuring the success of any response. To this end, the Education sector structure will be revised to ensure that it fits within the newly proposed MEHE structures and to ensure close collaboration and joint accountability for the education response.

## FINANCIAL TRACKING AND REPORTING

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 2022, including (but not limited to) bi-yearly sectoral dashboards, monthly inter-sectoral dashboards, thematic dashboards ("in focus"), reviews and an external evaluation.

### *Output 3.2- Institutionalising crisis response and management for a more resilient education system*

MEHE recognises the need to learn from past crises, including the regional crisis, the complex socio-economic crisis and the Beirut port blast, to strengthen MEHE's institutional capacities to ensure the provision of continuous quality education during crisis more effectively and efficiently. It also recognises the need to further build its capacities to effectively prevent, prepare for and mitigate crisis effects by institutionalising crisis management in education. It is therefore vital to strengthen crisis management in education by developing, in partnership with the Education sector, an education-specific crisis and risk management framework with provision for effective coordination, communication and oversight to prepare for and manage crises; continuous learning, evidence and research for crisis management; and strengthening planning and management skills for crisis preparedness, response and recovery at all levels of education.

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

- To better support systems interventions under the LCRP, the following frameworks, standards and strategies being developed for operationalisation will be further supported in close collaboration with MEHE.
- Redefining vulnerability criteria in education and programs needed to target vulnerable children with appropriate social protection/cash programming policies and procedures in place; SOPs and transition frameworks for multiple flexible pathways to learning; as well as assessment framework and tools to ensure transition.
- Strengthened data management and development of a data framework to ensure evidence-based decision-making.
- The sector will support the work of MEHE to assess the situation of children with special needs in schools, which will inform decision-making on interventions needed to address gaps in the current response for children with special needs.
- Based on lessons learned from the inclusive education pilot programme and consultations with organisations, 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, 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 the capacity to prevent violence and provide a safe learning environment to all girls and boys. 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 categorisation 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 or hosting schools.

### *Output 3.4 - The MEHE is capacitated to administer an effective unified education data management system*

Major progress has been made by MEHE to unify data systems under the Student Information Management System (SIMS). The sector and the MEHE will ensure necessary data is migrated and that all relevant student, teacher and school information is collected, processed and reported via SIMS. Similarly, efforts will be made to generate unified data on non-formal education to inform planning and support coordinated implementation of NFE programmes.



### 3. MAINSTREAMING OF GENDER AND SGBV, PROTECTION, CONFLICT SENSITIVITY, PSEA, ENVIRONMENT AND COVID-19

#### 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 develop 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 protection from sexual exploitation and abuse (PSEA) risks. This will mainly be done by ensuring education personnel undergo mandatory PSEA 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 plans 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 develop a unified approach to address new challenges, especially with the increasing competition for access to resources, including the increased need for Lebanese children to enrol in public schools and the perception of these families that enrolment of displaced students 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 potential negative impacts of having children out of learning on the future of communities.

#### GENDER

Gender equality in outreach to children seeks to provide both girls and boys with equal opportunities for enrolment in public schools. The Education sector is also looking to strengthen collaboration with the Protection sector to jointly achieve goals on violence risk reduction by disseminating information on cyber bullying issues and raising awareness among caregivers, school counsellors and teachers, especially for remote learning settings.

The Education sector will also assess risks associated with access to and within school for boys and girls and implement SGBV Risk mitigation activities. School staff will be trained on SGBV prevention and referrals and safeguarding policies. Confidential reporting mechanisms will be established in each school.

Teachers, school staff and parents are trained on gender equality and SGBV prevention. Teachers will be trained and will apply gender-responsive teaching methods.

In cooperation with the Child Protection sector, gender-transformative activities will include parent and community engagement to challenge discriminatory practices against girls' education. Girl's access to digital learning will be facilitated by strengthening connectivity. Focus will be expanded on STEM and digital literacy by partnering with national technology institutions.

## YOUTH

Youth are an integral part of the Education sector's work. In 2022, 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 order to strengthen girls' higher education, the sector will create a stronger link to girls-friendly WASH facilities in schools and within the Menstrual Health and Hygiene (MHH) programme.

In 2022, 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 the Director General of Technical and Vocational Education and in collaboration with MEHE 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 as well. This collaboration will also focus on non-gender-stereotyped jobs access for girls and ensure that effective referrals are in place for families who might need economic support to keep their children enrolled in education. Skills trainings including

entrepreneurship, communication and leadership and on-the-job mentoring, will be expanded in cooperation with local entrepreneurs. Girls' participation will be strengthened through life skills and vocational trainings addressing stereotypes and including girls' leadership education and empowerment. The sector will expand life skills education on girls' rights, including preventing child marriage and SGBV, negotiation and decision-making and Positive gender socialisation – sports, STEAM and Innovation Labs (in cooperation with Child Protection).

## 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 2022 strategy.



*Children are the hope of the future\* writes Sara part of an activity organized by the International Rescue Committee and supported by UNICEF to celebrate World Children Day in an Informal settlement in Aarsal, Bekaa.*

IRC March 2021

### OUTCOME 1: Increased equitable access to, participation in, and completion of education for all learners in Lebanon, with a focus on the most vulnerable

INDICATOR 1A	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
# of school aged children (age 3-18) enrolled in formal education	Measures the number of children (vulnerable boys/girls) whose costs for public school 1st and 2nd shift/ counselors/provision of transportation is covered	SIMS/MEHE	Child	Yearly

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
N/A	308,000	396,711	N/A	196,000	202,711	N/A	4,812	4,845	N/A	6,401	35,058

INDICATOR 1B	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
# of school aged children (age 3-18) enrolled in regulated non-formal education	Measures the number of children (vulnerable boys/girls) whose costs for non-formal education/ center rent /provision of transportation is covered	Activity Info	Child	Monthly

 Displaced Syrians		
Baseline	Result 2021	Target 2022
N/A	80,000	61,000

### OUTCOME 2: Improved learning outcomes for children and youth through enhanced quality of education services adapted to multi-crisis situations.

INDICATOR 2A	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
Completion rates by cycle	% of children and youth of the corresponding graduation age who have completed a cycle/passage rate by end of basic cycle/	CERD/ MEHE registration database/SIMS. MEHE	Child	3 years

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
Cycle 1 96%	N/A	N/A	Cycle 1 68%	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Cycle 2 87%			Cycle 2 51%								
Cycle 3 78%			Cycle 3 52%								

INDICATOR 2B	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
Retention rates by cycle	% of students who were at school the last scholastic year who remain at school the next scholastic year	CERD/ MEHE registration database/SIMS. MEHE	Child	4 years

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
99%	N/A	N/A	Cycle 1 99%	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
			Cycle 2 94%								
			Cycle 3 93%								

INDICATOR 2C			DESCRIPTION			MEANS OF VERIFICATION			UNIT	FREQUENCY	
Transition rates by cycle			% of students at the last grade of one cycle the last scholastic year who are at the first grade of the next cycle the next scholastic year			CERD/ MEHE registration database/SIMS. MEHE			Child	5 years	
 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
Cycle 1 - Cycle 2			Cycle 1 - Cycle 2								
100%			296%								
Cycle 2 - Cycle 3	N/A	N/A	Cycle 2 - Cycle 3	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
94%			82%								
Cycle 3 - Secondary			Cycle 3 - Secondary								
91%			82%								
INDICATOR 2D			DESCRIPTION			MEANS OF VERIFICATION			UNIT	FREQUENCY	
% of children and youth attending Multiple Flexible Pathways who transitioned to formal education			Transition rates from Multiple Flexible Pathways to Formal Education			Cross check of CLM with MEHE registration database/SIMS. Education Partners and MEHE			Child	Yearly	

 Displaced Syrians		
Baseline	Result 2021	Target 2022
ALP 35%	N/A	N/A

**OUTCOME 3:** Enhanced governance and managerial capacities of the education system to plan effectively and manage efficiently so that resources are transformed into high-level results.

INDICATOR 3A		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.		The indicator measures the number of Statistical Bulletin published per year with all statistical data pertaining to the last scholastic year. NOT UNDER THE APPEAL		MEHE/CERD		Annual Statistical YB	Yearly
Institution							
Baseline	Result 2021	Target 2022					
N/A	1	N/A					

# ENERGY SECTOR

## PEOPLE IN NEED



3,209,000

## PEOPLE TARGETED



678,487

## NEEDS-BASED APPEAL



\$99M

## PARTNERS



16

## GENDER MARKER



1\*

\*Does not respond to differences based on gender, age or disability; does not consistently pay attention to specific groups of concern

## CONTACT

**LEAD MINISTRY**  
Ministry of Energy and Water (MoEW)  
Suzy Hoayek  
suzy.hoayek@gmail.com

**COORDINATING AGENCY**  
UNDP  
Noritaka Hara  
noritaka.hara@undp.org

## SECTOR OUTCOMES

### OUTCOME 1:

Increase renewable energy production and Storage Capacity

#### INDICATOR

- Amount of MWh produces through new renewable energy sources

### OUTCOME 2:

Reduce energy demand due to implementation of energy efficient initiatives

#### INDICATOR

- 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

#### INDICATOR

- Number 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

#### INDICATOR

- Number of new energy initiatives and projects resulting from capacity development and support to MoEW (disaggregated by gender)

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	FEMALE ♀	MALE ♂
Vulnerable Lebanese	1,500,000	406,365	207,247	199,118
Displaced Syrians	1,500,000	272,122	138,783	133,339
Palestinian Refugees from Syria	29,000	0	-	-
Palestine Refugees in Lebanon	180,000	0	-	-

# 1. SITUATION ANALYSIS

All vital services in Lebanon depend on the provision of electricity. By improving the overstretched condition of the Energy sector, the sector's interventions can also contribute to achieving outcomes identified by other sectors. Cross-sector contributions have been identified in relation to Water, Health, Education and Environment and Tension Mitigation.

**Water:** The compounded health, economic and financial crises have put unbearable strain on the Water Establishments (WEs) responsible for providing safe and equitable water to all. The energy-related problem concerns the pumping stations that deliver water to a great majority of inhabitants. Currently EDL only supplies around 400 MW, which is not sufficient to extend power to dedicated lines feeding main pumping stations. Also, the cost of fuel can no longer be borne by WEs since it is no longer subsidised. This implies that the only sustainable source of electricity to pumping stations is renewable energy, such as solar, hydraulic or wind. Renewable energy can also be developed to mitigate the high energy cost in wastewater treatment plants, including options such as biomass, solar and wind.

**Education (Out of School Children):** To host displaced Syrians, a large number of public schools now provide second shifts, which strain operational capacity. The implementation of energy efficiency and renewable energy measures is a cost-effective way to reduce schools' electricity bills. The Education sector and the Energy sector, under the guidance of MEHE, will implement Renewable Energy projects, mainly distribution of Solar PV systems and installation of energy efficient (LED Lighting) projects in public schools. The installation of solar PV in schools can generate monetary savings throughout its lifespan (c.a. 20 years). The financial savings from reducing electricity bills can be re-directed to core education activities such as school enrolment. In addition, even schools equipped with solar PV now need additional battery capacity due to the reduced availability of grid electricity. These interventions require relatively little funding per school (c.a. \$15,000 for solar PV + batteries per school, \$10,000 for battery to the school with solar PV).

**Health:** The current COVID-19 pandemic has placed additional stress on public hospitals, which have been experiencing financial hardships due to the decreasing purchasing power of Lebanon. 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 their sustainable service provision.

Given the worsening financial situation in Lebanon, the cost for stable and reliable electricity could further increase or even become unaffordable for these hospitals. While humanitarian aid focuses on access to healthcare services through subsidisation, much less support exists for improving the service provision capacity of hospitals, which are now in dire straits due to compounded crises. Thus, initiatives that assist the public healthcare 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 healthcare. The effective energy intervention for the hospital requires a greater investment compared to that of the education sector (c.a. min. \$100,000 to \$1,000,000 per hospital).

**Environment and tension mitigation:** Renewable energy sources, use of energy-efficient products and connections to the grid are the best examples of how the sector could help reduce the impact of the Syria crisis on air quality in Lebanon by 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.

Access to basic services such as electricity and health – which are severely strained – remain key priorities for the population. As of August 2021, only 3.6 per cent rated the quality of electricity in their area as 'good' or better. Another 2.8 per cent rated the quality of electricity in their area as 'fair'. The overwhelming majority of the public rated the quality of electricity in their area as 'poor' (36.4%) or 'very poor' (57.0%), for a total of 93.4 per cent understood to be dissatisfied with the current level of electricity service provision. Since 2017, satisfaction with the level and quality of electricity services has declined continuously. The majority of households in Lebanon also received supplemental electricity from a private generator or from a subscription to a shared private generator network. With the fuel crisis, however, very few households in the country were able to fully rely on private generators when service was cut. From April 2021 to August 2021, the per cent reporting that they received power from a private generator 'for all hours when the power was cut' fell from 69.3 per cent to 13.6 per cent.<sup>1</sup> To improve the quality of electricity supply at the municipal level, the installation of transformers could be an effective intervention for mitigating tensions caused by perceived overuse of a limited electricity supply by the displaced population. In fact, overload of the electricity supply has led to eviction and forced disconnection from the grid for refugees, especially in the Bekaa. The Ministry of Energy and Water has been 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.

## 2. OVERALL SECTOR STRATEGY

### THEORY OF CHANGE

The overarching objective of the Energy sector in Lebanon is to improve access to electricity at agreed minimum standards for 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 Government of Lebanon and consumers (especially vulnerable households, such as female-headed households). The overall objective of the Energy sector is as follows:

“By the end of 2023, all vulnerable populations in Lebanon will have improved and equitable, sustainable access to all forms of the electricity.”

The Energy sector’s theory of change toward 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 enhancing the capacity of implementing partners, such as the Ministry of Electricity and Water 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 female-headed households) in an environmentally friendly manner, reducing the reliance on diesel generators and the air pollution it causes.

Before the outbreak of the Syria crisis, the Ministry of Energy and Water had been improving Lebanon’s electricity infrastructure, guided by the Policy Paper for the Electricity sector (Ministry of Energy and Water, 2010), which has been updated in 2019,<sup>2</sup> and other national action plans for renewable energy<sup>3</sup> and energy efficiency.<sup>4</sup> The strategy for the 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 Ministry of Energy and Water 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 summarised as follows:

- Capital investment in decentralised energy generation capacity along with storage capacity (Outcome 1), energy efficiency measures (Outcome 2) and associated transmission and distribution networks (Outcome 3) to partially meet the additional demand created by 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).

### ASSUMPTIONS AND RISKS

The following general assumptions have been taken into account when designing the Strategy for 2022:

- 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)
- Increased priority to renewable energy and energy efficiency measures leads to increased allocations from donor support, which catalyse private investment in the energy sector.

The key potential risks for the LCRP energy sector are as follows:

- Technical coordination between the implementing partners and their counterparts from the public institutions (Mitigation: The implementing partners should proactively coordinate with the focal points from the relevant public institution (e.g. PV installation for schools - Ministry of Education)
- Limited technical capacity of the implementing partners (Mitigation: The potential implementing partners should consult with the sector and the ministries’ counterparts at the project scoping phase)

### SECTORS RESULTS: LCRP IMPACTS, SECTOR OUTCOMES, OUTPUTS

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.

<sup>1</sup> ARK-UNDP (2020), Perception Survey, July 2020

<sup>2</sup> MoEW (2019), Update Policy Paper for the Electricity Sector

<sup>3</sup> MoEW and the Lebanese Center for Energy Conservation (2016), The National Renewable Energy Action Plan for the Republic of Lebanon 2016-2020

<sup>4</sup> MoEW and the Lebanese Center for Energy Conservation (2016), The Second National Renewable Energy Action Plan for the Republic of Lebanon 2016-2020

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 Syria crisis to avoid further degradation of the natural eco-system and ensure its long-term sustainability).

### Outcome 1: Increase Renewable Energy Production and Storage Capacity

This outcome seeks to increase the capacity of electricity supply to reduce the expanded gaps due to the presence of displaced populations. Distributed renewable energy systems will be installed in vulnerable host communities and public institutions that are under severe financial pressure to meet the increase in demand created 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 catalyse private sector finance via grant support, multiplying the impact of the grant support. In addition, as the electricity situation worsens, demand for battery storage capacity has also increased. Even schools and other public institutions already equipped with solar PV now need battery storage capacity, given that these systems did not take into account the current level of deterioration of electricity supply from EDL.

As UNDP's study<sup>5</sup> shows, investment in renewable energy creates local jobs, indicating that renewable energy investment and its acceleration will provide a much-needed increase in job demand in Lebanon. For example, \$1,000,000 of investment for 1 MW solar PV, would create an estimated 11-20 direct jobs (construction, electrical engineering, business & finance) as well as 20-25 indirect jobs (production of cable, metal, plastic, dye and finance and admin.). Other renewable investments such as bioenergy and energy efficiency have different job creation impacts.

*Output 1.1: Adopted solutions improve access to clean, affordable and sustainable energy*

Given the 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 sustainable measures that would remain in place beyond the current crisis, with proper consideration for end-of-life disposal:

- Solar Water Heaters (SWH): Solar water heaters are a proven and highly cost-effective way (good turnover) to reduce electricity consumption from heating water. While most Lebanese households still use electricity to heat water and thus 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 with battery storage:

The Energy sector strongly recommends the installation of renewable energy systems, such as solar photovoltaic systems, biomass energy and ground source heat pumps, to serve communities and public institutions. While Lebanon has numerous renewable energy resources, including affluent solar irradiation, wind and biomass, it currently generates most of its electricity from imported oil. Given the 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. In addition, because of the exacerbated electricity situation in Lebanon, battery storage capacity is currently in high demand, especially in schools and public institutions equipped with solar PV.

### Outcome 2. Energy demand reduces due to implementation of energy-efficient initiatives

While Outcome 1 targets the upstream/supply side of electricity provision, Outcome 2 targets the sector's downstream, demand-management side. Through this outcome's activities, energy efficiency measures will be deployed to reduce energy consumption in Lebanese communities, shelters for displaced Syrians, schools, healthcare 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:*

- Light-emitting diode (LED) lighting and solar cookers in households
- LED lighting and lighting control in public schools
- Energy audits in hospitals and public establishments, followed by implementation of energy-efficient measures
- Walk-in energy audits in primary and secondary health centres and social development centres, followed by implementation of energy-efficient measures
- Energy-saving measure in the Agriculture Sector –
- Variable Speed Drives (VSD) for Water Pumps
- Capacity-building to ensure the energy-efficient measures are conducted in a gender-responsive manner
- Enabling women to make decisions which ultimately reduce greenhouse gas emissions

<sup>5</sup> UNDP-CEDRO (2018), *Prioritization and Assessment of Value Chains within the Renewable Sector in Lebanon*

### Outcome 3. Access to electricity through rehabilitation and reinforcement works on the transmission and distribution networks improves

This outcome is divided into two Outputs, one related to work on the transmission network, and the other to the distribution network, as described hereafter. The outcome will take into account the PCB national inventory that had been carried out by the Ministry of Environment on all transformers, thus identifying 1129 PCB-contaminated transformers in addition to hot spots sites.

#### *Output 3.1: Installation of high and medium voltage transformers reinforces transmission network*

The transmission network serves to transmit the energy produced by generation sites to distribution networks through Overhead Transmission Lines (OHTL), High Voltage Substations (SS), and Underground High Voltage Cables (UGC). Substations of the transmission network reduce the voltage of power plants from high to medium. The crisis has had a direct impact on the Transmission sector because it has resulted in overloading the high-voltage substations and transmission lines. This is forcing many large consumers, like 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 by 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 MoEW and EDL as well as the MoE for environmental safeguards.

#### *Output 3.2: The installation of medium and low voltage transformers reinforces distribution network*

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 the most vulnerable people and communities. If this proposed work on the distribution network is implemented, Lebanese host communities and displaced Syrians would experience an improvement in the quality of electric current supplied and an increase in the number of hours electricity is available, decreasing their reliance on private generators and thereby reducing energy costs. The intervention would also include the prevention of illegal connections to the grid. This critical prevention reduces technical losses through the distribution system and appropriately recovers the cost of electricity generation.

### Outcome 4. The MoEW has an enhanced capacity 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 specialised experts and consultants under the employment of the Ministry, who have become overburdened in responding to the impact of the Syria crisis. The implementation and management of the activities proposed in this strategy therefore requires a dedicated gender-balanced team of experts and consultants 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.

## EXPECTED RESULTS

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

- Informal settlements (non-permanent shelters): They 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 and of Lebanese host communities, and reduces social tensions between both populations. It should be noted, however, that the Government of Lebanon's policy is that no permanent infrastructure should be installed in informal settlements.
- Host communities (residential and non-residential): They are typically concentrated in densely populated urban centres, particularly in already-impooverished neighbourhoods and in informally developed urban areas, where access to essential electricity is insufficient. Lebanese and displaced Syrians living in substandard shelters require improved electricity services, ensuring sufficient access for all.



**93%** of people are **DISSATISFIED** with the current level of **ELECTRICITY SERVICE PROVISION**

UNDP-ARK Perception Surveys Wave XI, August 2021

As for the Palestine refugees in 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. These claims continue to be extended and are being handled by the Ministry of Foreign Affairs. As such, the Ministry of Energy and Water is in no position to take into account the demand of these populations within the LCRP. If solutions are generated within the 2018 to 2023 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 prioritise 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, household, and individuals (i.e., female/child-headed households, elderly or disabled persons and minors, children in schools or hospitals) for specific assistance, and;
- Focus on public institutions providing vital services to displaced Syrians and vulnerable host communities affected by their presence.

### 3. MAINSTREAMING OF GENDER AND SGBV, PROTECTION, CONFLICT SENSITIVITY, PSEA, ENVIRONMENT AND COVID-19

#### 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. This in turn reduces social tensions between Lebanese host communities and displaced Syrians and eases intra-Lebanese tensions. In addition, it is also critical to identify the needs and ensure the maintenance of such interventions, given the critical nature of electricity as a priority for both communities.

#### PEOPLE WITH SPECIFIC NEEDS:

Special attention should be given to prioritise service provision to persons with a disability, families with young children, female-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 reduce the impact of the Syria crisis on air quality in Lebanon by reducing the use of diesel generators along with proper consideration for end-of-life disposal.

#### PARTNERSHIPS:

All vital services in Lebanon depend on the provision of electricity. Therefore, the overstretched condition of the Energy sector is negatively affecting most sectors. In addition, the Energy sector has close inter-sector linkages with regard to 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. In addition, these interventions will mitigate the burden on the national grid, which is perceived by many Lebanese as strained due to the Syria Crisis.

Population Cohorts	Total Population	Total Population in Need	Total Population Targeted	Total Population Targeted by Sex and Age							
				# Women	% Women	# Men	% Men	# Children	% Children	# Adolescent	% Adolescent
Lebanese	3,864,296	1,500,000	406,365	207,247	51%	199,118	49%	115,651	28%	49,414	12.2%
Displaced Syrians	1,500,000	1,500,000	272,122	138,783	51%	133,339	49%	140,878	52%	50,370	18.5%
Palestinian refugees from Syria	29,000	29,000	-	-	-	-	-	-	-	-	-
Palestine refugees in Lebanon	180,000	180,000	-	-	-	-	-	-	-	-	-
<b>GRAND TOTAL</b>	<b>5,573,396</b>	<b>3,209,000</b>	<b>678,487</b>	<b>346,000</b>	<b>-</b>	<b>332,000</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>

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



Solar panels installed on the roof of the community centre in Maraach, Bourj Hammoud

UN Habitat 2021

**OUTCOME 1: Increase renewable energy production and Storage Capacity**

INDICATOR 1	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
Amount of MWh produces through new renewable energy sources		Project reports from partners in Activity Info.	MWh/year	Montly

MWh/year

Baseline	Target 2021	Target 2022
N/A	116,300	116,300

**OUTCOME 2: Reduce energy demand due to implementation of energy efficient initiatives**

INDICATOR 1	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
Reduction resulting from installed capacity through energy efficient measures in MWh		Project reports from partners in Activity Info.	MWh/year	Monthly

MWh/year

Baseline	Target 2021	Target 2022
N/A	30,000	30,000

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

INDICATOR 1	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
# of people benefiting from rehabilitation and reinforcement works on the transmission and Distribution networks		Project reports from partners in Activity Info.	Individual	Monthly

 Lebanese			 Displaced Syrians		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
N/A	263,912	263,912	N/A	371,740	371,740

**OUTCOME 4: Enhance capacity of MoEW to plan, budget and oversee energy sector initiatives**

INDICATOR 1	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
# of new energy initiatives and projects resulting from capacity development and support to MoEW (disaggregated by gender)	number of projects identified and implemented by the recruited staff at MoEW	Project reports from partners in Activity Info.	Projects	Monthly

Project

Baseline	Result 2021	Target 2022
N/A	66	66



# FOOD SECURITY AND AGRICULTURE SECTOR

## PEOPLE IN NEED



3,018,686

## PEOPLE TARGETED



2,018,134

## NEEDS-BASED APPEAL



\$975M

## PARTNERS



57

## GENDER MARKER



4\*

\*Intends to contribute to gender equality, including across age groups AND/OR people with disabilities

## CONTACT

### LEAD MINISTRY

Ministry of Agriculture (MoA)

Ms. Amal Salibi

asalibi17@gmail.com

Mr. Hussein Nasrallah:

nasrallah\_h@hotmail.com

### COORDINATING AGENCIES

WFP

Francesca Ciardi

francesca.ciardi@wfp.org

Leila Meliouh

leila.meliouh@wfp.org

FAO

Elie Choueiri

Elie.Choueiri@fao.org

## SECTOR OUTCOMES

### OUTCOME 1:

Improve food availability through in kind food assistance and sustainable food/ agriculture value chain

#### INDICATORS

- Percentage 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 benefitting as a result of transboundary animal and plant disease control and prevention
- Number of farmers adopting climate-smart and Good Agricultural Practices (GAP), including the conservation of natural resources, disaggregated by sex

### OUTCOME 2:

Improve food access through cash-based food assistance and support to sustainable agricultural livelihoods

#### INDICATORS

- Percentage 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 utilisation through food safety and nutrition practices (promotion of consumption of diversified/quality food and IYCF practices)

#### INDICATORS

- Percentage of women with a minimum dietary diversity score based on the Household Diet Diversity Scale (HDDS) by cohort
- Percentage of children 6–23 months of age who received a Minimum Acceptable Diet (MAD)
- Percentage of beneficiaries supported in improving their food safety, quality and dietary diversity practices disaggregated by sex and by cohort

### OUTCOME 4:

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

#### INDICATORS

- Number of government institutions, at the national and decentralised levels, with improved capacities in food security, agriculture and social protection
- Number of government institution's staff, at the national and decentralised levels, with improved capacity to provide better service delivery

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	FEMALE ♀	MALE ♂
 Vulnerable Lebanese	1,500,000	633,846	327,065	306,781
 Displaced Syrians	1,360,000	1,320,000	673,200	646,800
 Palestinian Refugees from Syria	29,000	29,000	15,022	13,978
 Palestine Refugees in Lebanon	117,000	22,602	11,708	10,894

# 1. SITUATION ANALYSIS

## EXPLORING THE IMPACTS OF LEBANON'S CRISES ON FOOD SECURITY AND AGRICULTURE

The protracted impacts of the Syria crisis on Lebanon continue to hinder the ability of vulnerable refugees and host communities to meet their immediate food needs and livelihoods, in a context exacerbated by soaring food prices, lack of income sources and dwindling supplies. A succession of recent shocks and stressors (economic and financial collapse, COVID-19, Beirut port explosions) have incapacitated state institutions to deliver on essential services, plunged ever greater numbers into poverty and vulnerability and increased people's reliance on humanitarian assistance to make ends meet. In 2022, the Food Security and Agriculture sector is stepping up its support to ensure the food, nutritional and livelihood needs of some 2 million vulnerable individuals - among Lebanese host communities, displaced Syrians, Palestinian refugees from Syria, Palestine refugees in Lebanon and refugees of other nationalities - are adequately met.

The 2021 Vulnerability Assessment of Syrian Refugees (VASyR) in Lebanon estimates that nine in ten Syrian refugee households currently live in extreme poverty, with the highest concentrations in Akkar, Baalbek-El Hermel and Bekaa.<sup>1</sup> The World Bank estimates that more than half of the Lebanese population lives below the poverty line,<sup>2</sup> with over a third estimated to be extremely poor – or 'food poor'. Poverty rates among Palestinian refugees from Syria and Palestine refugees in Lebanon are 87 and 65 per cent, respectively.<sup>3</sup>

The crises have touched every aspect of people's lives, with access to food as one of the most pressing. The decline of employment opportunities and decrease of incomes, coupled with soaring prices mirroring the depreciation of the Lebanese Pound (LBP),<sup>4</sup> have made the purchase of staple food and other basic goods unaffordable. This has pushed 34 per cent of Lebanese, 50 per cent of displaced Syrians and 33 per cent of refugees of other nationalities into food insecurity.<sup>5</sup> In 2021, almost half of the displaced Syrians had unacceptable food consumption, with

the highest levels recorded in the North (53%), Mount Lebanon (51%) and Bekaa (49%). Between January and September 2021, the percentage of severely food insecure Lebanese households tripled from 1.6 per cent to 5.7 per cent.<sup>6</sup> Based on the WFP's Multidimensional Vulnerability Index (MVI)<sup>7</sup> which ranks households' deprivation across dimensions such as food, health, education, shelter, livelihoods and employment, 46 per cent of Lebanese households were severely deprived as of September 2021. Based on the UNDP/ ARK Perception Survey (August 2021), two-in-three Lebanese and four-in-five Syrian households now say they are worried about food supplies. Over the previous three and a half years, the percentage of Lebanese expressing worry about access to food 'often' or 'all the time' has risen from 8.9 per cent in 2018 to 31.5 per cent in August 2021.<sup>8</sup>

Between October 2019 and October 2021, the national currency lost more than 90 per cent of its value. By October 2021, the price of the basic food Survival Minimum Expenditure Basket<sup>9</sup> had recorded an increase of 725 per cent, reaching 439,006 LBP per person (2,195,030 LBP per family), equal to 424 per cent of a household's monthly average income.<sup>10</sup> The progressive discontinuation of subsidies is having disastrous consequences, as the country lacks a robust social protection system to cushion their inflationary repercussions on the households of poor and vulnerable displaced Syrians and Lebanese host communities. Between the beginning of 2021 and the beginning of November 2021, the cost of a large package of bread had increased by 533 per cent, while the cost of gasoline had increased by 1,095 per cent. Food availability in Lebanon is also at peril. Lebanon's low foreign currency reserves have hindered food imports, with direct implications on the replenishment of supplies, as the country depends on imports for 80 per cent of its food needs. While retailers and suppliers have managed to navigate these operational challenges, their ability to continue doing so in the future is at risk.

<sup>6</sup> WFP (2021) *Food Security and Livelihood Assessment (Aug-Sep 2021)* Forthcoming

<sup>7</sup> The MVI looks at poverty not only as lack of income and consumption but also as deprivation of education or employment, poor health or living standards and food insecurity. These deprivation profiles are analysed to identify who is poor and then used to construct a multidimensional vulnerability index.

<sup>8</sup> UNDP/ARK Perception Survey, August 2021

<sup>9</sup> The revised SMEB food basket is based on a monthly ration per person of 7.02 kg of bread, 1.8 KG of pasta, 1.95 KG brown bulgur, 2.4 KG of rice, 2.1 KG of potatoes, 0.75 KG of lentils, 0.3 KG of white beans, 0.9 KG of chickpeas, 0.6 KG of powder milk, 0.51L of sunflower oil, 0.6 KG of sugar, 0.6 KG of tomato paste, 0.45 KG of eggs, 2.7 KG of cabbage, 1.5 KG of apples, 0.12 KG of salt, 0.12 KG of tea, 0.6 KG of carrots and 0.45 KG of canned sardines.

<sup>10</sup> VASyR 2021 results - Syrian Refugees household average income reached 517,564 LBP

<sup>1</sup> In 2021 88 per cent of Syrian refugee households live below the Survival Minimum Expenditure Basket (490,000 LBP) and 91 per cent below the Minimum Expenditure Basket (553,000 LBP)

<sup>2</sup> World Bank (2021). *Lebanon Economic Monitor*, Spring 2021.

<sup>3</sup> UNRWA, 2020

<sup>4</sup> As of November 2021, the LBP has a rate of 23,000

<sup>5</sup> Based on the VaSyR: Half of Syrian refugees are food insecure (moderate or severe – highest in the North and Bekaa), 46 per cent had unacceptable (poor or borderline) food consumption highest in the North and Mount Lebanon); 90 per cent reported having difficulties purchasing food and 34 per cent of Lebanese households are food insecure (highest in the North, Akkar, Baalbek El Hermel and El Nabatieh)

With their buying power decimated, Syrian families are forced to resort to harmful coping mechanisms to meet their food and nutritional needs, including withdrawing children from school, selling productive assets, reducing non-food essential expenses and purchasing food on credit.<sup>11</sup> Based on 2021 VASyR data, the share of households applying emergency and crisis coping strategies increased by seven percentage points between 2020 and 2021. Dependency on debt has also skyrocketed, with the average level of debt per household at 3,430,000 LBP, a threefold increase since 2020. The purchase of food, rent and other essential non-food items are the main reasons for debt, with borrowing money to buy food reported by over 93 per cent of Syrian households.<sup>12</sup>

Maternal, Infant and Young Child Feeding Practices (IYCFP) and nutrition have also been compromised and the risk of malnutrition among vulnerable groups is on the rise.<sup>13</sup> Preliminary findings from the 2021 National Nutrition 'SMART' Survey (forthcoming), conducted by the Ministry of Public Health, indicate that wasting is low across all surveyed groups,<sup>14</sup> stunting is low nationally, medium in Beirut and Palestinian camps and high in informal settlements (25 per cent – an 8 percentage point increase since 2013). Findings indicate that IYCFP practices are suboptimal, with an estimated 800,000 children not meeting minimum acceptable diets. Anaemia is a public health concern nationally and severe thresholds have been identified among non-pregnant women and children. Despite the lack of evidence on micronutrient deficiencies, their prevalence is likely to increase given the high rates of anaemia and diet inadequacies.

Lebanon's multiple crises have also hit the agriculture and agri-food sectors, which have now moved to a low-input system resulting in a decline in yields and marketable production. Lebanese small-scale farmers have been particularly affected by high agricultural input costs and low output prices, limited access to traditional forms of credit and reduction of sales due to lower purchasing power. Farmers are increasingly unable to sustain their farming practices, putting at risk the agricultural seasons for 2022. This could lead to a loss of income-generating activities for both vulnerable Lebanese and displaced Syrians, who rely on agriculture as one of the three sectors in which they are legally allowed to work.<sup>15</sup> In 2020, suppliers of inputs and agriculture services contractors

were reporting a 40 per cent average decrease in sales, reflecting how farmers are adopting cost-reduction strategies. These have involved cancelling planned investments, decreasing cultivated areas or increasing areas dedicated to lower-cost crops such as wheat. Estimates suggest a 10 to 15 per cent reduction in cultivated areas and even more with temporary crops under greenhouses. This is leading to an overall production reduction in addition to the adoption of crops requiring less irrigation or using gravity irrigation. In light of fuel shortages and an increase in fuel prices, irrigation places an additional burden on farmers' input costs. Meanwhile, some Lebanese landowners are turning to subsistence farming to increase their profits. In 2021, the second most recorded reason for collective evictions (five households or more) in northern Lebanon, was the result of land re-appropriation for agricultural purposes, leaving displaced Syrians without alternative shelter options. As subsistence farming appears to be more profitable than the rent collected from informal settlements, it is likely that this trend may continue in 2022.

Lebanon's compounded crises do not affect everyone equally. According to the 2021 VASyR, female-headed households (FHH), households with members with chronic diseases and those who are unemployed are found to be more food insecure. Twenty-two per cent of severely food insecure households are women-headed, up by seven percentage points compared to 2020 (15%). FHH are consuming a less diverse diet than their male counterparts and more likely to seek help from friends and relatives to access food, as their average income per capita has plummeted and unemployment rates have increased (42% for women vs 27% for men).

Women's ability to generate income and improve their livelihoods has also been affected, with the share of job losses among women notably higher than those among men.<sup>16</sup> Inequalities are also deepening in the agricultural sector where the majority of employed Syrian women refugees work, and where Lebanese women, despite their role in agriculture production, typically have reduced access to land and resources (loans, credits) and earn approximately half of what their male counterparts earn.<sup>17</sup> Furthermore, the Gender-Based Violence Information Management System (GBVIMS) has registered an increase in sexual exploitation by employers, including in the agricultural sector. Owing to the fuel crisis, vulnerable groups, including women, older persons and persons with disabilities, have increasing difficulties accessing food and tools, which make them more reliant on 'intermediaries' and potentially more exposed to abuses and exploitation.

<sup>11</sup> Based on 2021 VASyR data, indicators related to food-coping strategies saw an increase in the number of households relying on less preferred and less expensive food (93% compared to 88% in 2020), reducing the size of meals (71% compared to 65% the previous year) and the number of meals eaten per day (67%). Households applying livelihood-based coping strategies bought food on credit or borrowed money to purchase it (75%), reduced health expenditure (54%) and education expenditure (29%).

<sup>12</sup> VASyR 2021 results

<sup>13</sup> According to the World Health Organization, malnutrition refers to deficiencies or excesses in nutrient intake, imbalance of essential nutrients or impaired nutrient utilization. The double burden of malnutrition consists of both undernutrition and overweight and obesity, as well as diet-related noncommunicable diseases. Undernutrition manifests in four broad forms: wasting, stunting, underweight and micronutrient deficiencies.

<sup>14</sup> Syrian refugees and refugees of other nationalities and Lebanese households

<sup>15</sup> Syrians have traditionally been hired by Lebanese farmers as workers. According to VASyR findings in 2021, 27 per cent declared agriculture as their main sector of employment (32% in 2020) and 8 per cent (same as in 2020) as their main source of income.

<sup>16</sup> World Bank/UN Women (2021) *The Status of Women in Lebanon*

<sup>17</sup> FAO (2021) *Country Gender Assessment of the Agriculture and Rural sector*

## 2. OVERALL SECTOR STRATEGY

### COMBATING FOOD INSECURITY AMID LEBANON'S COMPOUNDING CRISIS

The Food Security and Agriculture sector aims to respond to the urgent needs of vulnerable host Lebanese and refugees by improving food security and nutrition, strengthening agricultural productivity and enhancing livelihood capacities, in alignment with government priorities and national commitments towards the Sustainable Development Goals. Achieving these objectives addresses two main challenges:

- **First, food insecurity, like poverty and vulnerability, has worsened in Lebanon.** The protracted effects of the Syria crisis and the accumulation of other shocks and stressors have severely affected the coping capacities of vulnerable women, men and children. It is a paramount priority to ensure that food insecure Lebanese and refugees have predictable access to nutritious, safe and adequate food throughout the year.
- **Second, the agricultural and agri-food sectors have moved to a low-input system, leading to a decline in yields, marketable production and income-generating opportunities for Lebanese and Syrians alike.** Lebanon's internal crises, amplified by regional dynamics, are accelerating the sector's deterioration with potential irreversible repercussions on labour markets, food production and exports. Small sustainable holdings linked through cooperative organisations that produce food for local markets are also at risk of extinction. Enhancing the agriculture sector's sustainability and resilience will be decisive to ensure it continues to provide critical livelihood opportunities and food security for the country's most vulnerable.

To this end, the sector's Theory of Change is as follows:

**Provision of cash-based food assistance, complemented by in-kind food support, including through the expansion of the government National Poverty Targeting Programme (NPTP).<sup>18</sup>** The assistance will ensure that vulnerable Lebanese host communities and refugees can meet their basic food and nutritional needs as well as survival and minimum living standards, without resorting to negative coping mechanisms or strategies that compromise their health, dignity and essential livelihood assets. Cash transfers, the sector's largest intervention in terms of number of persons reached and value, will improve access to food and alleviate cash-flow constraints

<sup>18</sup> The NPTP is Lebanon's first poverty-targeted social assistance programme in Lebanon with the objective to "provide social assistance to the poorest and most vulnerable Lebanese households based on transparent criteria that assess each household's eligibility to receive assistance, given available public resources". The NPTP is based on a proxy-means testing (PMT) targeting mechanism.

by freeing up households' resources towards other expenditures (e.g. basic goods, health, education). Under the NPTP, cash transfers will ensure predictable support to vulnerable Lebanese households and continuity of service delivery through strengthened national social protection systems. Cash transfers will also partially mitigate underlying tensions between host and refugee communities that are linked to 'economy-based conflict', characterised by a lack of access to basic commodities and a sense of uncertainty about the future.<sup>19</sup> In 2022, cash-based food assistance programmes will reach an estimated 1.382 million refugees – 1.320 million Syrians, 51,000 Palestinians from Syria and from Lebanon and 12,686 refugees of other nationalities – and 633,000 vulnerable Lebanese (including 420,000 assisted through the NPTP), for a total estimated value of 800 million USD in cash transfers. As part of the Emergency Response Plan (ERP), an additional 400,000 vulnerable Lebanese are currently being supported through the sector's coordinated cash and in-kind interventions.<sup>20</sup> With the upcoming roll out of the World Bank's funded Emergency Social Safety Net (ESSN) programme, with which the sector is closely coordinating, it is anticipated that some 1.5 million Lebanese in need will be reached through these different frameworks.

**Provision of emergency cash and voucher support aimed at restoring agricultural livelihoods, and productive capacities and build households' resilience to future shocks.** Vouchers will be provided to small-scale farmers for the purchase of inputs to help them maintain and enhance their production capacities and outputs. Vulnerable households will also receive short-term conditional cash-based transfers aimed at improving their livelihoods and resilience. Interventions will build human capital and provide support to communities through activities geared towards protecting, restoring, creating or enhancing key assets and basic infrastructure. Lebanese host communities and refugees living in the municipalities where these activities are implemented, will benefit from new and/or rehabilitated long-term environmental and agricultural assets that contribute to the livelihoods of the wider community. In 2022, opportunities will be sought to link these programmes to national social protection systems to ensure a more comprehensive package of long-term support to vulnerable households. In 2022, some 35,000 small-scale farmers (19% of which are women) will be assisted through cash and voucher programmes and approximately 90,000 through livelihood interventions.<sup>21</sup>

<sup>19</sup> SIPRI (2021). *The World Food Programme's contribution to improving the prospects for peace in Lebanon*.

<sup>20</sup> The Emergency Response Plan (ERP) is a time-bound, 12-month plan strictly of humanitarian nature that addresses the needs of the most vulnerable among Lebanese and migrants affected by Lebanon's compounded crisis, in complement to the LCRP.

**Strengthen Lebanon's agriculture production capacity and the value chain and livelihoods that sustain it, to foster recovery and sustainable growth as well as to ensure food security and the resilience of crisis-affected households.** This will be achieved through a comprehensive food system framework<sup>22</sup>—encompassing food production, transformation and consumption—that will create and promote income and livelihood opportunities, strengthen food systems and advance natural resource management and community asset creation, with a focus on enabling gender-balanced economic opportunities.<sup>23</sup> In terms of food production, targeted strategies and investments will increase local production capacities and food availability, boost productivity and incomes and ultimately expand employment opportunities for both displaced Syrians and vulnerable Lebanese. Given the impacts of the Syria crisis on the environment<sup>24</sup> and the increasing climate risks faced by the Lebanese agriculture sector, investments will also be channelled to strengthen climate-smart agricultural production,<sup>25</sup> climate adaptation practices and the rehabilitation of agricultural infrastructure and assets. Under food transformation, the sector's strategy will promote the production, transformation and marketing of Lebanese agricultural products by adopting innovative postharvest management approaches to reduce food wastage and losses and by enhancing agri-food processing, packaging and marketing. Sector partners will strengthen the capacities of agricultural Micro, Small and Medium Enterprises (MSMEs) and agricultural cooperatives, particularly those whose members are women, to make value chains in agriculture and food production more competitive and profitable. The sector will also promote and create seasonal and casual agricultural job opportunities in support of Lebanese private agriculture investment, in consideration of demand by local agricultural businesses and cooperatives. In the case of displaced refugees, the sector will create opportunities for employment as temporary agricultural workers, in accordance with Lebanese laws and regulations. These short-term opportunities will provide a cushion for the rural population in the context of the unemployment and underemployment crisis and a means to partially filling existing food

gaps. With regards to food consumption, targeted interventions will consider increasing needs of food insecure households and will promote better nutrition practices. The sector will coordinate nutritional education and awareness campaigns, including IYCFP and food preservation, to promote dietary diversity as well as increase nutritional intake. The sector will also promote food safety and quality to ensure the consumption of safe and nutritious food and ensure the ability of Lebanese agriculture exporters to market locally and in countries where stringent food safety practices are in place.

## STRENGTHENING INSTITUTIONAL CAPACITIES AND LOCALISATION

In 2022, the sector will continue to support government institutions – at the national and decentralised levels – to strengthen their service delivery capacities in food security, agriculture and social protection. Support will include strategic guidance, technical assistance and policy and operational support to improve current and future interventions. At the national level, support will be provided to the Ministry of Agriculture, lead ministry for the sector, the Ministry of Social Affairs, the Ministry of Energy and Water and the Ministry of Environment, to enhance the efficiency and effectiveness of programmes through the revision of plans and processes, on-the-job training and provision of equipment to augment staff operational capacities. With an increasing number of Lebanese falling under extreme poverty and the ongoing expansion of the NPTP,<sup>26</sup> the sector will continue to work with the Ministry of Social Affairs to ensure systems and processes can absorb additional temporary caseloads of newly identified vulnerable Lebanese across the social protection system's delivery chain (enabling environment, targeting, data and information management systems, delivery mechanisms, grievance redress mechanisms and monitoring). Moreover, sector's partners will also contribute towards expanding social protection coverage to rural farmers in Lebanon and support the Ministry of Agriculture in developing a legal and institutional framework required for the establishment of a farmers' register. At the decentralised levels, the sector will continue to strengthen local social protection and agriculture institutions' capacities (e.g. Social Development Centres, General Directorate of Cooperatives, the Green Plan, Ministry of Agriculture's agricultural centres) through direct operational support including training, provision of equipment and day-to-day technical support across programmes.

<sup>21</sup> Through its Food For Assets and Food For Training programmes, WFP will target 12,500 participants/households across Syrian and Lebanese caseloads. These modalities will benefit some 62,500 beneficiaries by the effects of cash-based transfers (household size x 5)

<sup>22</sup> 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.

<sup>23</sup> Introducing stronger gender mainstreaming to the sector's interventions and reversing the persistent limited access to agricultural livelihoods is important to enlarging the recognition of women in agriculture, who account for 43 percent of the rural workforce. (FAO, 2012)

<sup>24</sup> In 2014, the Ministry of Environment assessed the environmental impact of the Syria crisis which showed an increase in water and soil contamination directly affecting the quality of agricultural produce.

<sup>25</sup> Through assessments of resilient crops and plants and provision of seasonally appropriate agricultural inputs.

<sup>26</sup> WFP started its scale-up of the NPTP in 2018, increasing the total number of households reached by the country's social safety net programme from 5,000 households to 35,000 households by 2021. In 2022, WFP aims to reach a total of 75,000 of the most vulnerable Lebanese families (about 420,000 people). WFP is also working with the World Bank and the Government of Lebanon to launch the Emergency Social Safety Net programme.

## NATIONAL PRIORITIES

The sector strategy will be implemented in line with the Ministry of Agriculture's National Agriculture Strategy (NAS) 2020-2025, the Ministry of Social Affairs' development and poverty-reduction goals and Lebanon's commitments towards the achievement of SDG 1 (No Poverty), SDG 2 (Zero Hunger) and SDG 17 (Partnerships for the Goals). The sector will align to relevant national priorities and plans, as new government structures are established and strategies rolled out to improve the socioeconomic conditions of vulnerable groups.

The NAS reflects both the immediate and long-term priorities of the agri-food sector in Lebanon. Its 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 sub-sectors 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 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 sustainable management of agri-food systems and natural resources
- **Pillar 5:** Strengthening the enabling institutional environment

Building on several years of support to the country's national safety net system, both in terms of expansion of the NPTP and capacity strengthening, the sector is also aligned with the Ministry of Social Affairs' strategy for social action and inclusion whose pillars are:<sup>27</sup>

- Respond to the basic needs of groups most in need
- Decentralisation of social work development and balanced development of geographical regions
- Integration and partnership between the public and private sectors

The sector will also align with the upcoming National Social Protection Strategy Framework, which aims to strengthen social assistance programmes through a combination of core lifecycle income-support benefits that address vulnerabilities and the provision of cash benefits for households that continue to fall below a nationally defined poverty threshold.

<sup>27</sup> Ministry of Social Affairs. <http://www.socialaffairs.gov.lb/en/MSASubPage.aspx?param=9&parentID=1>

## ASSUMPTIONS AND RISKS

The first assumption is that **food insecurity will continue to be a severe concern for refugees and host communities**. As such, the sector's strategy and interventions will remain agile to address the multiple drivers of food insecurity in a rapidly changing and deteriorating context. The second assumption is that **there will be enough operational space for partners to implement their programmes**. This, however, has been challenged in recent years by an increase in tensions related to the provision of aid, including for cash/in-kind food support. Furthermore, there has been an increase in eviction threats and actual evictions in informal settlements due to land re-appropriation by owners for agricultural purposes. These episodes remain isolated to certain areas, but a further deterioration of the situation could lead to a wide-spread acceleration of tensions and violence with potential impact on access. The third assumption is that **the sector's interventions will continue to be resourced and delivered**. However, owing to the current sector's funding gap and mounting humanitarian needs, accessing timely, predictable and adequate resources will be key to achieving a proportionate needs-based response that can reduce suffering and ensure food security.

The Food Security and Agriculture sector's strategy foresees several risks that could undermine the scope of its interventions in 2022. The rapidly deteriorating economic and financial situation could **push hunger among refugees and the host community to record highs**, exacerbating harmful coping mechanisms and putting further strain on food access and availability. The sector will aim to mitigate this risk to the extent possible through regular data collection, monitoring, analysis and advocacy, through the scale up of its interventions and greater complementarity with other sectors' programmes to ensure households' needs are adequately met. Tied to this risk is **the challenge to properly resource partners' interventions**, as they strive to meet an increasing number of needs. Partners could also be put under pressure by external actors to modify their programmes to favour certain target groups. To mitigate these risks, partners will advocate for increased funding, strengthen community engagement and work closely with local authorities and other sectors to strengthen the overall response. The adverse impact of **the removal of food subsidies** is another major risk, as it would amplify food insecurity and put a significant strain on households' purchasing power. This risk requires government-led mitigation measures beyond the sector, as it is crucial that Lebanon moves into a more targeted subsidy system that can continue to serve those most in need. To this end, the sector will advocate for policy dialogue and high-level discussions at the

institutional, developmental and humanitarian levels, and provide analysis on the impact of subsidies on food security to inform decision-making. At the same time, sector's partners will take mitigations actions such as adaptive programming and prioritisation of resources.

Another risk is related to **rising social tensions**. In 2021, the main immediate contributors to inter-communal tensions were access to cash (75% respondents of the UNDP-ARK perception surveys) and competition for lower-skilled jobs (53%). In addition, there is a growing aid perception bias within and between communities, meaning most communities feel that one group of beneficiaries is better serviced over another group. There is also a misperception that cash assistance to refugees is and has been provided in USD. While this is not the case, it has caused social stress among Lebanese. Several incidents of violations against women and girls related to receiving services and dollarisation were reported. These tensions represent a risk for vulnerable groups and communities at large, partners' programme implementation and for the safety of frontline humanitarian staff. Mitigation measures will include strengthening conflict sensitivity, SGBV, protection and accountability for affected populations and PSEA mainstreaming and do no harm approaches in programme planning, design and implementation as well as monitoring and evaluation, beneficiary sensitisation and community outreach and operational adjustments for the delivery of cash and in-kind assistance. Some effective actions in 2021 are staggering disbursements, strengthening safe distribution practices (e.g. home deliveries, outside camps), increasing the number of operational ATMs and maintaining flexibility to switch between modalities as needed.

Another risk lies with **the impact of climate and weather stressors** that affect agricultural production. To mitigate this risk, the sector will work with its partners to strengthen the adoption of climate-smart agricultural practices. Risk mitigation actions will include the adoption of Good Agricultural Practices and integrated pest management to reduce agrochemical pollution, increase water use efficiency and ensure sustainable withdrawals and capacity-building on sustainable natural pasture management, including innovative pasture rehabilitation and grazing management.

## SECTORS RESULTS: LCRP IMPACTS, SECTOR OUTCOMES, OUTPUTS

The 2022 Food Security and Agriculture sector strategy contributes to the achievement of the LCRP strategic objectives and impacts by linking humanitarian and stabilisation interventions as follows:

**LCRP Strategic Objective 1: Ensure protection of vulnerable populations** Through its Outcomes 2 and 4 (food access and stabilisation), the sector will contribute to the achievement of a safe protective environment for vulnerable populations. This will be achieved through 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 do no harm approaches. The sector's support of national and local institutions and specific interventions on child labour and decent working conditions in agriculture will also contribute to the achievement of this strategic objective.

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

Through its Outcomes 1, 2 and 3 (food access, availability and utilisation), the sector will meet the immediate food security and nutritional needs of vulnerable groups. These will be achieved through the provision of:

- 1) Cash-based food assistance that empowers participants while supporting local markets;
- 2) In-kind assistance as a complement to cash-based food assistance and contingency for ad-hoc/time-bound emergencies; and
- 3) The enhancement of agricultural livelihoods and income opportunities, while mitigating the risk of malnutrition through the promotion of optimal nutritional, food safety and quality practices.

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

The sector's Outcome 4 (food stabilisation) will ensure that vulnerable populations have access to improved services and programmes through strengthened national systems. The sector will support government institutions – at the national and decentralised levels – to enhance their service delivery capacities in food security, agriculture and social protection through strategic guidance, technical assistance and policy and operational support to improve current and future interventions.



**800,000 children**  
are not meeting minimum  
acceptable diets

Preliminary findings from the 2021 National Nutrition 'SMART' Survey

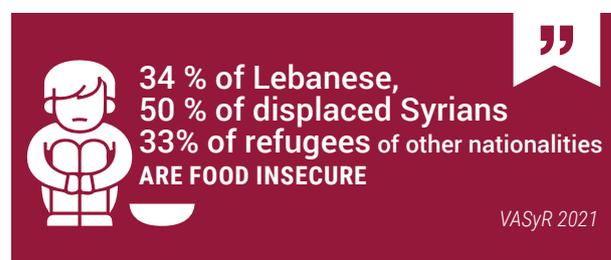
#### LCRP Strategic Objective 4: Reinforce Lebanon's economic, social and environmental stability.

The sector's Outcomes 1, 2 and 4 (food availability, access and stabilisation) will help mitigate the deterioration of vulnerable groups' economic condition, the erosion of inter-communal social stability and the environmental impact of the Syria crisis. The sector will strengthen households' income and food security by scaling up its cash transfers support, which will benefit the local markets and enhance stability. Agriculture and income-generating interventions will support local production and generate employment opportunities, thus boosting households' resilience. These interventions also enable individual participation in livelihood activities, which can enhance social stability through the creation of spaces for intergroup contact between Lebanese and Syrian communities. Furthermore, the mitigation of the environmental impact of the Syria crisis will be framed along national strategies through the support to sustainable and climate-smart food production and conservation of natural resources.

The Food Security and Agriculture sector and the Basic Assistance sector will complement their respective workstreams on the provision of cash assistance by strengthening targeting processes, common referral systems and deduplication of caseloads and by collaborating towards the harmonisation of transfer values and impact monitoring tools. The sectors will also coordinate assistance for emergency humanitarian needs during winterisation and Ramadan 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.

The Food Security and Agriculture sector will continue to work closely with the Livelihoods sector to complement activities, minimise duplication and/or underreporting and coordinate agricultural livelihoods strategies and programming. In 2022, the sectors will continue to share information and results on agricultural value-chains development and coordinate support to agricultural cooperatives, including the updating of the joint livelihoods dashboard which provides a snapshot view of partners' projects implemented under both sectors. Building on good practices and achievements in 2021, the common thematic group to support agriculture cooperatives and the technical working group on agricultural value chains will continue to inform joint interventions in coordination with key institutional partners such as Ministry of Agriculture, Directorate General of Cooperatives and the Ministry of Economy and Trade, among others.

The Food Security and Agriculture sector will strengthen its collaboration with the Health, Education and Protection sectors to ensure the food security, nutrition and dietary needs of vulnerable groups are adequately addressed through tailored food assistance interventions (e.g. cash-based and in-kind, school feeding meals/snacks or take home rations provided to children, messaging on healthy and nutritious diets, food quality and standards, strengthening national policies) and a comprehensive package of longer-term support. The sector will continue its engagement for the coordination of school feeding activities, reported under the Education Sector, 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.



## EXPECTED RESULTS

The Food Security and Agriculture sector, under leadership of the Ministry of Agriculture and in coordination with other LCRP line ministries and sectors, will coordinate humanitarian, recovery and development-oriented interventions that provide both immediate life-saving food assistance and appropriate medium- and long-term solutions in the face of Lebanon's protracted and mounting crisis. This will be achieved by tackling all dimensions of food security –availability, access, utilisation and stabilisation– through gender-, conflict- and environmentally-sensitive strategies and actions at the individual, community and institutional levels that account for the differential needs of women, men, girls and boys of all ages, abilities and diversities.

### Outcome 1. Improved food availability through in-kind food assistance and sustainable food and agriculture value chain

*Output 1.1 – Vulnerable individuals have access to nutritionally balanced in-kind food assistance.*

In 2022, in-kind support will continue to complement cash-based food assistance as a contingency measure extending support to vulnerable families affected by COVID-19 and seasonal shocks (e.g. winter storms),<sup>28</sup> as well as to mitigate the risks of market volatility and threats to food availability and access. Building on the work initiated in 2021, the sector will continue to promote linkages between cooperatives, MSMEs and local producers and partners implementing in-kind programmes, to improve the inclusion of fresh produce in the composition of food parcels. This approach will support local producers and facilitate the adoption of good agricultural and sustainable practices. Special attention will be paid to the needs of households with pregnant and lactating women and girls, older persons and persons with specific needs, who are more at risk of food insecurity and micronutrient deficiencies and have more limited livelihood opportunities. Application of the sector's guidelines on the composition of food parcels will ensure that the quantity and quality of food provided corresponds to the recommended nutritional standards, that household members have access to minimum and balanced nutritional content (including culturally acceptable foods) and that dry food rations are supplemented with fresh produce, including vegetables with a long shelf-life. The optimal basket covers the gap in energy/caloric needs for a family of five for one month, with 50-60 per cent of the requirements in staples. This is to be complemented with fresh food products, which are the main source of micro-nutrients and must be provided daily.

*Output 1.2 – Lebanese small-scale farmers have strengthened capacities in agricultural value chains, in reduction of food waste/losses, sustainable and climate-smart practices and in plant pest and transboundary animal diseases measures.*

Lebanese small-scale farmers will receive agricultural inputs for sustainable agriculture and livestock production, and wide-range capacity building opportunities and training to support their production, livelihoods and business management capacities. Sustainable management of land and water resources – such as Good Agricultural Practices (GAP) and Integrated Pest Management (IPM) – will contribute to preventing contamination and will improve soil and water conservation. Activities under this output will also include capacity building and interventions to control the spread of transboundary animal diseases and plant pests during emergencies (e.g. vaccination campaigns). Together, interventions will strengthen the overall agricultural production and mitigate climate risks and shocks.

## **Outcome 2. Improved food access through cash-based food assistance and support to sustainable agricultural livelihoods.**

<sup>28</sup> Lebanon is vulnerable to several seasonal shocks, such as flooding, snowstorms and storms that, in combination with the current refugee crisis, have compounded effects on vulnerable populations. The sector will continue to coordinate the responses from partners, in consultation with other sectors, to provide for seasonal/one-off assistance to address temporary needs in such small and medium emergencies.

*Output 2.1 – Vulnerable populations receive cash-based food assistance and have improved access to food.*

Cash-based food assistance will increase beneficiaries' purchasing power, enabling them to meet their basic food needs in a dignified and empowering manner while supporting local markets. Beneficiaries will be able to redeem their entitlements at contracted and non-contracted shops or through direct ATM withdrawals using different delivery mechanisms, such as electronic cards and food vouchers. Other delivery mechanisms will be explored in 2022 to expand the reach and effectiveness of programmes – including mitigating risks associated with crowding at distribution points and power shortages affecting banking operations.

The Survival Minimum Expenditure Basket (SMEB) will be used to determine an adequate transfer value to cover food needs. Regular market monitoring will inform adjustments to the value of the transfers to ensure it consistently provides the right level of assistance amid unpredictable exchange rate fluctuations and market disruptions. The level of transfers will be coordinated through joint efforts across other sectors with cash interventions (e.g. Basic Assistance, Livelihoods), accounting for inflationary trends. While some partners are currently providing entitlements in both USD and LBP,<sup>29</sup> most of the sector cash transfers are disbursed in Lebanese Lira. In the context of the proposed dollarisation of direct cash assistance,<sup>30</sup> the sector will work closely with its partners and the broader humanitarian and development community to find feasible and appropriate solutions centred around vulnerable populations and their interests, partners' capabilities to deliver and accounting for operational and protection risks. This includes strengthening monitoring and reporting on protection risks that may arise from partners' interventions and developing appropriate solutions in partnership with the protection sector. Meanwhile, the sector comparative advantage will continue to be leveraged to negotiate favourable exchange rates that can enable partners to reach more beneficiaries and maximise the value of their contributions.<sup>31</sup>

<sup>29</sup> In September 2021, WFP began distributing cash assistance under the National Poverty Targeting Programme in US dollars, whereby beneficiaries can withdraw their entitlements from ATMs in USD or LBP at a preferential rate.

<sup>30</sup> Donors have recommended the preferred solution of dollarizing humanitarian direct cash assistance owing to the urgent need to neutralize the impact of currency fluctuations and exchange rate spreads on humanitarian contributions and the associated grave losses in shares of contributions coming in for beneficiaries, the macroeconomic impact of the continued disbursement of cash assistance in LBP in large quantities and the grave legal and compliance issues donors are faced with in the absence of a transparent and systematic exchange rate framework.

<sup>31</sup> In late 2021, LOUISE agencies (WFP, UNHRC, UNICEF) were able to secure 98 per cent of the street market rate and 180 per cent of the Sayrafa rate.

To verify and/or enrol programme participants, partners will continue to employ a variety of coordinated targeting, registration and selection approaches to allow for the prioritisation of finite resources and assistance to those most in need. These include community outreach, referrals, vulnerability and needs assessments<sup>32</sup> and the use of existing beneficiary databases, such as the one housed at the Ministry of Social Affairs for the NPTP. The NPTP assists extremely poor Lebanese households and will be further expanded in 2022 in coordination with the planned roll-out of the World Bank's funded ESSN project. In collaboration with other sectors, targeting and deduplication of caseloads will be harmonised and strengthened to improve efficiencies and reduce overlaps, including with cohorts of Lebanese and migrants assisted through the 2021-2022 ERP, to which the sector is also contributing.

Sector guidance will be provided to partners on how to address overlaps to improve complementarity and coverage, and to ensure that households receive a diverse package of assistance that meets their differential needs. Intersectoral strategic planning as it relates to the identification and selection of Lebanese members of host communities and the determination of their needs will be strengthened through advocacy, joint planning, assessments, targeting and monitoring. This joined-up approach, noted in the 2021 strategic review of the LCRP, is recognised as an urgent priority and a major gap to be addressed.

*Output 2.2 – Farmers' associations, cooperatives and agricultural MSMEs have increased capacities in production, transformation and governance along the value chain and have improved agricultural livelihoods.*

Interventions will provide tailored financial, technical, material support and capacity building to improve agricultural livelihoods. Focus will be placed on adding value in production and transformation, including supporting linkages to markets. Activities under this output will be coordinated with the Livelihoods sector to enhance coordination and collaboration among all partners and institutions working/supporting agricultural cooperatives.

*Output 2.3 – Lebanese small-scale farmers have access to emergency, recovery and/or long-term support (materials, financial, technical) that promotes agricultural investment.*

Lebanese small-scale farmers will receive emergency short-term support through cash and voucher programmes to help them resume production. Financial (e.g. matching or cash grants to support their businesses) and technical support, on areas such as land reclamation, efficient irrigation/water management and/or agricultural inputs such as seeds, livestock and equipment, will also be provided. This will enhance private agriculture investments, which will ultimately improve incomes and agricultural livelihoods. Trainings on food production, handling and agri-food processing, as well as on conservation techniques and other functions of the food system will continue to be delivered in 2022 to expand livelihood opportunities, strengthen businesses and improve production.

*Output 2.4 – Youth aged 15 to 25 years have access to improved agricultural technical education and vocational training.*

Improvements to the agriculture sector will be accompanied by strategies to build the skills and competencies of youths (15-25 years of age), who will receive technical trainings in agricultural schools, agricultural vocational skills training (internship, on-job training /apprenticeship) and literacy and numeracy skills training (non- and agriculture related skills) to enhance their employability in the labour market.

*Output 2.5 – Vulnerable individuals have improved opportunities to access temporary, seasonal and casual labour in agriculture and related sectors, in exchange for cash assistance to increase their access to food and to agricultural infrastructure and assets.*

Selected participants will engage in programmes that rehabilitate/build agricultural productive infrastructure and communal assets (agricultural roads, irrigation networks, forests, hill lakes, water reservoirs), increasing opportunities to access temporary, seasonal or casual labour in agriculture and related sectors, in exchange for cash-based food assistance that increases their access to food.

<sup>32</sup> For the targeting of refugees, partners rely on joint assessment and targeting systems, based on the annual Vulnerability Assessment for Syrian Refugees, Vulnerability Assessment for Refugees of Other Nationalities and an econometric formula, to identify and rank beneficiaries by vulnerability. An econometric approach which is used and updated annually, applies a nationwide "bottom up" approach that targets its assistance to those with the lowest score.

*Output 2.6 - Vulnerable individuals have strengthened technical and operational capacities to access temporary, seasonal and casual labour, in exchange for cash-based assistance that increases their access to food.*

Selected participants will receive trainings and inputs that develop their skills and competencies and have more opportunities to access temporary, seasonal and casual labour in exchange for cash-based assistance that increases their access to food.

**Outcome 3. Improved food access through cash-based food assistance and support to sustainable agricultural livelihoods.**

*Output 3.1 - Individuals and households more vulnerable to food insecurity (female-headed households, households with pregnant and lactating women and children under five, households with individuals over 65 years old) adopt optimal nutrition practices through the promotion of consumption of diversified/quality food and IYCF practices, of nutrition awareness and of small-scale production of diversified nutritious food.*

*Output 3.2 - Individuals have improved capacity on food safety and quality to improve their practices, through trainings on good practices and promotion of policies supporting the local production of high-value nutritious foods.*

**Outcome 4. promote and stabilise food security through support/capacity building and strengthening of national public institutions and their decentralised services**

*Output 4.1 - National and decentralised institutions working in food security, agriculture and social protection have strengthened capacities to improve service delivery for vulnerable populations. Strategic, technical and operational support will be provided to national and local institutions to strengthen their capacities in delivering services and programmes.*

## IDENTIFICATION OF SECTOR NEEDS AND TARGETS AT THE INDIVIDUAL/HOUSEHOLD, COMMUNITY AND INSTITUTIONAL/PHYSICAL ENVIRONMENT LEVEL

Using a needs-based and prioritisation approach, partners will ensure that their assistance is directed to the most vulnerable refugees and members of host communities and that it complements assistance

provided by other organisations. Partners will make considerable effort to maximise inclusion of vulnerable persons and reduce inclusion errors. Lebanon's compounded crises have pushed the number of people in need of assistance to an estimated 3.018 million across all population cohorts – displaced Syrians, Palestine Refugees in Lebanon, Palestinian Refugees from Syria and refugees of other nationalities as well as Lebanese host communities. Of this total, the sector will target some 2 million vulnerable women, men and children with both humanitarian and stabilisation support, using one or a combination of different targeting approaches, namely socio-economic (based on proxy means testing), categorical (e.g. youths aged 15 to 25 years, farmers) and geographical. Gender-based vulnerabilities and considerations will be included throughout the targeting process.

### DISPLACED SYRIANS

The sector will reach approximately 1.320 million displaced Syrians, currently living under the SMEB, using a country-wide targeting approach based on the Proxy Means Test (PMT). PMT uses socioeconomic data to estimate the welfare level of individual households and to produce a wealth ranking. Programmes establish a cut-off point. Households with an estimated welfare score lower than the cut-off point are accepted into the programme. The PMT is recalibrated annually and retargeting is conducted with a "bottom-up" approach. Ranking variables are mostly demographic with a statistical correlation with the VASyR 2021 results on economic vulnerability and food insecurity. The variables relate to households' characteristics (including but not limited to household size, gender, education level, presence of members with disabilities as well as working family members). New inclusions will be based on the ranking in combination with an appeal mechanism to minimise formula errors.

### LEBANESE HOST COMMUNITIES

Based on WFP's Multidimensional Vulnerability Index, which ranks households' deprivation across different dimensions, such as food, health, education, shelter, livelihoods and employment, there are an estimated 780,000 Lebanese who are severely and moderately deprived and some 450,000 Lebanese who are severely deprived. The overall LCRP population-in-need figure for Lebanese is 1.5 million. Based on the sector's partners' ongoing and planned interventions and confirmed capacities, the total number of vulnerable Lebanese - including in host communities - supported through cash-based and in-kind food assistance and agricultural livelihood interventions in 2022 will be 633,000 individuals. This includes 420,000 Lebanese living in extreme poverty who are supported through the ongoing expansion of the NPTP (a two-fold increase of the initial caseload established in 2021).

As part of the ERP an additional 400,000 vulnerable Lebanese are being supported through the sector's coordinated cash and in-kind interventions. With the upcoming roll-out of the World Bank's funded ESSN programme, with which the sector will also be closely coordinating, it is anticipated that some 1.5 million Lebanese in need will be reached through these different frameworks.

The selection of farmers is based on the Ministry of Agriculture's 2010 census database, with prioritisation informed by farms' size (cultivated areas) or number of livestock, total annual sales, farmers having only agricultural activities and other selection criteria which are refined by ongoing assessment and the programme's impact monitoring. Livelihoods projects apply a combination of geographical targeting and simple proxy-means testing to make sure activities benefit those most in need, particularly for direct short-term job creation activities. Geographical targeting is applied particularly for interventions that seek to improve levels of income and employment in local communities. Vulnerable Lebanese households from host communities and refugees are identified using a Livelihood Vulnerability Assessment. The Assessment is a simple proxy-means test that looks at key household vulnerability indicators (e.g. female-headed household, household size, number of dependants and livelihood coping strategies). Balance is sought to maintain a 50 per cent Syrian and non-Lebanese and 50 per cent Lebanese for livelihoods interventions under the sector. Specific geographic location may exceed this balance for practical constraints, however.

## PALESTINIAN REFUGEES FROM SYRIA (PRS) AND PALESTINE REFUGEES IN LEBANON (PRL)

Protracted displacement, deteriorating socio-economic conditions aggravated by the COVID-19 pandemic and protection concerns continue to affect Palestinian refugees from Syria and Palestine refugees in Lebanon. According to UNRWA some 29,000 PRS in Lebanon are in need of emergency support<sup>33</sup>. Their needs will be addressed as well as those of an additional 22,602 PRL prioritised for assistance in 2022, through different sector interventions, including cash and in-kind assistance and income-generating activities.

## REFUGEES OF OTHER NATIONALITIES

Refugees and asylum seekers of other nationalities are also bearing the brunt of the Syria crisis and Lebanon's socioeconomic collapse and are facing increased difficulties in meeting their food needs. As of August 2020, there are 6,608 registered refugee families, 33,040 individuals, from countries of origin other than Syria. Just over half the population is comprised of Iraqis (54%) and one quarter are Sudanese (26%). Other countries of origin include Ethiopia, Egypt, Yemen and others. In 2022, based on the 2020 Vulnerability Assessment of Refugees of Other Nationalities in Lebanon data, partners will assist a total of 12,686 refugees of other nationalities living below the MEB, to ensure their food needs are met.

<sup>33</sup> UNRWA, "Syria Regional Crisis Emergency Appeal 2021."

Population Cohorts	Total Population	Total Population in Need	Total Population Targeted	Total Population Targeted by Sex and Age									
				# Women	% Women	# Men	% Men	# Children (0-19)	% Children (0-19)	# Adolescent (12-17)	% Adolescent (12-17)	# Youth (19-24)	% Youth (19-24)
Lebanese	3,864,296	1,500,000	633,846	327,065	51.6%	306,781	48.4%	197,760	31.2%	78,597	12.4%	57,680	9.1%
Displaced Syrians	1,500,000	1,360,000	1,320,000	673,200	51.0%	646,800	49.0%	700,920	53.1%	176,880	13.4%	109,560	8.3%
Palestinian refugees from Syria	29,000	29,000	29,000	15,022	51.8%	13,978	48.2%	11,049	38.1%	3,393	11.7%	2,668	9.2%
Palestine refugees in Lebanon	180,000	117,000	22,602	11,708	51.8%	10,894	48.2%	8,611	38.1%	2,644	11.7%	2,079	9.2%
Other Nationalities	33,040	12,686	12,686	6,343	50.0%	6,343	50.0%	4,186	33.0%	1,459	11.5%	1,167	9.2%
<b>GRAND TOTAL</b>	<b>5,606,336</b>	<b>3,018,686</b>	<b>2,018,134</b>	<b>1,033,337</b>	<b>51.2%</b>	<b>984,797</b>	<b>48.8%</b>	<b>922,527</b>	<b>45.7%</b>	<b>262,973</b>	<b>13.0%</b>	<b>173,154</b>	<b>8.6%</b>

### 3. MAINSTREAMING OF GENDER AND SGBV, PROTECTION, CONFLICT SENSITIVITY, PSEA, ENVIRONMENT AND COVID-19

In the context of Lebanon's mounting crisis and the associated needs of an ever-growing population of impoverished, vulnerable and food insecure refugees and Lebanese host communities, it is essential that the sector ensures the following mainstreaming elements are taken into account in all of its interventions:

#### GENDER AND SGBV

**Ensure gender-sensitive programming by strengthening the targeting, delivery and monitoring of interventions that take into consideration the differential needs of women, men, girls and boys.** Assessments and monitoring surveys will collect data disaggregated by gender and age, promoting gender and age analysis and participation of all groups in programme design and implementation. Special focus will be placed on female-headed households, women of reproductive age and pregnant and lactating women to ensure inclusive, adequate and commensurate responses to their specific needs. Protracted crises can create and/or exacerbate different forms of GBV, resulting in illness, injury, stigma and discrimination. Sector's partners will continue to abide by the Global Food Security Cluster and the Inter-Agency Standing Committee guidelines for integrating gender-based violence considerations into their interventions. Agriculture is a critical sector for women's livelihoods, and the sector's strategy will continue to strengthen women farmers' capacities and inclusion in its programmes.

#### PROTECTION AND PSEA <sup>34</sup>

**Strengthen the safe identification and referral of persons with specific needs and individuals at risk.** The sector will contribute to improving the understanding of barriers to safe and dignified access, accountability and participation in relation to food security and agricultural interventions and to identify mitigation measures to strengthen these components considering rapidly evolving challenges. Good practices will be promoted to ensure inclusive programming models for persons with disabilities. Accountability to affected populations will continue to be the backbone of partners' work in 2022 and be guided by interagency minimum standards on complaint and feedback mechanisms. 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 the provision of cash and in-kind assistance, the sector will continue to inform and raise awareness related to PSEA. The sector will also ensure that partners are reporting on main protection risks, incidents or patterns in relation to their activities and operations for both protection and non-protection referrals and programme adjustments. Based on lessons learned from 2021, the sector will also continue to work with the Livelihoods and Child Protection Working Groups to address child labour in agriculture through the formulation of integrated programmes, trainings and awareness sessions that can inform child labour reduction measures in partners' agricultural activities and programme design.

<sup>34</sup> The Food Security and Agriculture sector is part of the PSEA network group through the PSEA focal point representing the sector.

#### CONFLICT SENSITIVITY

**Strengthen conflict sensitivity and do no harm approaches in partners' capacities and operations through guidance, training, monitoring and linkages with other sectors.** The sector will work closely with its counterparts at the governmental, interagency and operational levels to strengthen the capacity for and use of conflict-sensitive programming approaches in their efforts to implement the current Food Security and Agriculture response plan. This collaboration would cover, but would not be limited to: strengthening the capacity for conflict/context analysis related to key areas of the response plan, supporting the design and implementation of humanitarian and development interventions to be informed by risks. Additionally, the collaboration would support available mitigation measures relevant for a conflict-sensitive practice and collaborate to shape MEAL frameworks that integrate conflict-sensitive programming relevant indicators.

Working together to measure and monitor the existing/potential stabilizing effects that cash-based and in-kind interventions can have on inter-communal stability and overall social stability will make it possible to identify the most relevant conflict sensitivity lessons learned and best practices for future programme cycles. Programme adjustments (including changes in value and distribution arrangements, selection and identification of participants) will be accompanied by clear outreach and communications strategies to ensure beneficiaries and other operational and strategic counterparts are informed about programmatic changes impacting their participation in programme activities and redistribution of benefits, and the reasons behind these changes. The ongoing expansion of the NPTP—targeting poor Lebanese households—is likely to further reduce tensions related to perceived aid perception bias amongst host community members. Together with the Social Stability sector, the Food Security and Agriculture sector will finalise conflict sensitivity guidelines with a view to expand them to include food assistance and agricultural livelihoods interventions.

#### COVID-19

**Ensure safe food security programming and strengthen support to affected households.** With the ongoing pandemic and emergence of new variants, the sector will continue to operate according to its Business Continuity Plan, strengthen preparedness measures and coordinate flexible approaches to enable the continuous implementation of safe and effective food security and agriculture interventions. Measures will be adopted to help prevent transmission of the virus among partners, beneficiaries and other stakeholders. This includes reinforcing the implementation of good hygiene practices and social distancing at cash/in-kind distribution points, during the implementation of livelihood, capacity building and technical assistance interventions, and by adapting the design and delivery of assistance to account for lockdown measures and other COVID-19 related restrictions. Coordination and linkages between partners, sectors and frameworks will be strengthened to ensure COVID-19 cases are referred for assistance and their needs are met. Guidance notes, lessons learned and operational documents will be updated/disseminated to support partners' programmes.

## ENVIRONMENT

Strengthening capacities in mainstreaming environmental concerns and in mitigating the impact of climate change, particularly on agricultural interventions. To this effect, the sector will work closely with the Environment Task Force led by the Ministry of Environment and will support its efforts in the application of environmental safeguards to agricultural activities by ensuring that sector partners adopt environmental markers when planning their projects.

Efforts will be deployed to ensure management of soil and water resources, application of integrated pest and crop management, protection of agro-biodiversity and agro-ecosystems and avoiding further deterioration of the natural eco-system and of long-term sustainability. The sector will also coordinate with its partners to ensure interventions are conducted in line with the National Agriculture Strategy with regards to improving climate change adaptation and sustainable management of agri-food systems and natural resources.

Type of Institutions	Total Targeted
Ministry of Agriculture	1
Ministry of Social Affairs	1
Social Development Centers	120
Ministry of Agriculture Regional Services	11
Agricultural Centres (MoA)	34
Lebanese Agricultural Research Institute	3
General Directorate of Cooperatives	8
Green Plan	9
Municipalities	10
Cooperatives	192
<b>Total</b>	<b>389</b>



Women Cooperatives - South Lebanon - Georges Roukoz - FAO- 2021

Georges Roukoz - FAO- 2021

## OUTCOME 1: Improve food availability through in kind food assistance and sustainable food/agriculture value chain

INDICATOR 1A	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
% of targeted households with borderline or acceptable 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 2020 period.	FSOM	% (HH)	Yearly

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
A: 63% B: 25%	N/A	A: 90% B: 10%	A: 49% B: 33%	N/A	A: 70% B: 25%	A: 59% B: 29%	N/A	A: 65% B: 20%	N/A	N/A	A: 65% B: 20%

INDICATOR 1B	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
# of farmers with increased production, access to markets, reduced produce waste and losses, and benefitting as a result of transboundary 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 number of assisted farmers (UN, INGOs, NGOs, MOA- responsible for collecting data)	Activity Info	individuals	Yearly

 Lebanese

Baseline	Result 2021	Target 2022
2,379	N/A	40,000

INDICATOR 1C	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
# of farmers adopting climate-smart and Good Agricultural Practices (GAP), including the conservation of natural resources, disaggregated by sex	The UN agencies, INGOs and NNGOs analyse the extent to which the target farmers apply good practices / measures to control and conserve the environmental resources in ensuring sustainable production and future resilience during 2022	Activity Info / Sample survey	individuals	Yearly

 Lebanese

Baseline	Result 2021	Target 2022
N/A	N/A	40,000

## OUTCOME 2: Improve food access through cash-based food assistance and support to sustainable agricultural livelihoods

INDICATOR 2A	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
% of targeted households with borderline or acceptable 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 2022 period.	FSOM	% (HH)	Yearly

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
A: 63%	N/A	A: 90%	A: 49%	N/A	A: 70%	A: 59%	N/A	A: 65%	N/A	N/A	A: 65%
B: 25%		B: 10%	B: 33%		B: 25%	B: 29%		B: 20%			B: 20%

INDICATOR 2B	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
# of households 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 2022.	Partners' reports	Households	Yearly

 Lebanese			 Displaced Syrians		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
855	N/A	4,643	N/A	N/A	5,200

## OUTCOME 3: Improve food utilisation through food safety and nutrition practices (promotion of consumption of diversified/quality food and IYCF practices)

INDICATOR 3A	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
% 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 individuals with adequate dietary diversity during 2022 period.	Outcome Monitoring	% female	Yearly

 Lebanese			 Displaced Syrians		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
N/A	N/A	90%	N/A	N/A	90%

INDICATOR 3B	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
% of children 6–23 months of age who received a Minimum Acceptable Diet (MAD) (NEW)	The UN agencies INGOs and NNGOs will be responsible in collecting data on and analysis done centrally once a year. The indicator assesses the acceptability of a child's diet based on its micronutrient adequacy and meal frequency.	Outcome Monitoring	% children 6-24 months	Yearly

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
6%	N/A	25%	6.3%	N/A	25%	21.5%	N/A	30%	21.5%	N/A	30%

INDICATOR 3C	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
% of beneficiaries supported in improving their food safety, quality and dietary diversity practices disaggregated by sex and by cohort	The 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		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
N/A	N/A	50%	N/A	N/A	50%

#### OUTCOME 4: Promote and stabilise food security through support/ capacity building and strengthening of national public institutions and their decentralised services

INDICATOR 4A	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
# of government institutions, at the national and decentralised levels, with improved capacities in food security, agriculture and social protection	Record the number of national institutions and their decentralised 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	Activity Info	Institutions	Yearly

##### Institutions

Baseline	Result 2021	Target 2022
N/A	N/A	389

INDICATOR 4B	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
# of government institution's staff, at the national and decentralised levels, with improved capacity to provide better service delivery	Record the number of national institutions and their decentralised 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	Activity Info / Sample survey	Individuals	Yearly

##### Staff

Baseline	Result 2021	Target 2022
N/A	N/A	500



# HEALTH SECTOR

## PEOPLE IN NEED



3,036,200

## PEOPLE TARGETED



2,476,681

## NEEDS-BASED APPEAL



\$300M

## PARTNERS



50

## GENDER MARKER



4\*

\*Intends to contribute to gender equality, including across age groups AND/OR people with disabilities

## CONTACT

### LEAD MINISTRY

Ministry of Public Health (MoPH)  
Dr. Randa Hamadeh  
randa\_ham@hotmail.com

### CO-LEAD AGENCIES

#### WHO

Dr. Alissar Rady  
radya@who.int

#### UNHCR

Dr. Jakob Arhem  
arhem@unhcr.org

### COORDINATING AGENCY

#### UNHCR

Stephanie Laba  
labas@unhcr.org

## SECTOR OUTCOMES

### OUTCOME 1:

Improve access to comprehensive primary healthcare (PHC)

#### INDICATORS

- Percentage of displaced Syrians, vulnerable Lebanese, Palestinian Refugees from Syria (PRS) and Palestine Refugees in Lebanon (PRL) accessing primary healthcare services
- Percentage of vaccination coverage among children under 5 residing in Lebanon

### OUTCOME 2:

Improve access to hospital (including Emergency Room (ER) care) and advanced referral care (including advanced diagnostic laboratory and radiology care)

#### INDICATOR

- Percentage of displaced Syrians, vulnerable Lebanese, Palestinian Refugees from Syria (PRS) and Palestine Refugees in Lebanon (PRL) admitted for hospitalisation per year

### OUTCOME 3:

Improve outbreak & infectious diseases control

#### INDICATOR

- Number of functional Early Warning, Alert and Response System (EWARS) centers

### OUTCOME 4:

Women, men, girls and boys in all their diversity have their fundamental rights respected and have access to basic services and information (justice, health, education)

#### INDICATOR

- Percentage of the population reached with health integrated messages

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
 Palestinian Refugees from Syria	29,000	29,000	15,022	13,978
 Palestine Refugees in Lebanon	142,200	20,000	9,920	10,080

# 1. SITUATION ANALYSIS

Following many consecutive years of addressing the health needs of displaced Syrians, vulnerable Lebanese, Palestinian refugees from Syria and Palestine refugees in Lebanon, the Health sector was further strained in 2021 by the pressure of unprecedented health, economic, financial,<sup>1</sup> social, security and political crises that occurred throughout 2021. The multifaceted crises started late in 2019 with country-wide protests in response to a deteriorating socio-economic situation. The situation was compounded by the Coronavirus Disease (COVID-19) outbreak<sup>2</sup> that was first detected in Lebanon in February 2020 and led to multiple mitigation and general mobilisation measures country-wide. The health system was further affected in August 2020 by the devastating Beirut Port explosions<sup>3</sup> and in August 2021 by another explosion that took place in Akkar, North Lebanon.<sup>4</sup>

This challenging situation hindered the ability of the Health sector to respond to the increased needs of a growing vulnerable population while impeding their access to primary healthcare<sup>5</sup> and hospital care services from both the supply and demand sides. In particular, the multi-layered crisis in Lebanon has significantly compromised maternal, infant and young child feeding and nutrition and has increased the risk of acute and chronic malnutrition among the most vulnerable groups. Based on the preliminary findings of the National Nutrition Survey 2021, stunting continues to represent a health challenge in several governorates, mainly among displaced but also among Lebanese populations.

Equitable access to quality and affordable primary healthcare and hospital care services continues to be challenging for all population cohorts. According to the Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) 2021, those who didn't access the healthcare they needed couldn't afford it, with the cost of treatment (73%), doctor's fees (67%) and transportation (40%) cited as the top reasons for not having access overall. Female-headed households (FHH) (82%) more commonly reported not accessing healthcare because of the cost of drugs/treatment than male-headed households (MHH) (71%). MHH (41%) reported lack of access due to cost of transportation more commonly than FHH (34%). With

affordability remaining the main challenge to accessing healthcare services, additional barriers that continue to hinder the accessibility and the timely use of services in Lebanon at the supply and demand levels are related to availability, geographical accessibility and acceptability. Demand-side determinants influencing the ability to use health services were represented by the fact that vulnerable populations were unable or unwilling to seek healthcare services while supply-side determinants were aspects inherent to the overstretched health system that was struggling to bear the pressure caused by growing demand, scarcity of resources and increased financial hardship. One of the signs of health system struggle is the observed deterioration in health indicators, such as neonatal mortality rates.

Considering the amplified challenges and the multiple layers of economic, financial, social and political complications, access was exceptionally difficult for people with disabilities, female-headed households, sexual and gender-based violence survivors and older people. Studies and assessments have documented pervasive rates of maternal depression among both Syrian and Lebanese women. Furthermore, lack of access to menstrual hygiene products is another factor negatively affecting girls' and women's wellbeing and mental health. According to the Child-Focused Rapid Assessment conducted in April 2021, 75 per cent of children aged 6-14 in Lebanon had difficulty concentrating or were unable to concentrate on their studies at home and 80 per cent of children in Lebanon are worse off in April 2021 than they were at the beginning of 2020. The protection monitoring reveals that 12 per cent of displaced Syrian children report mental health related symptoms such as concentration problems, mood swings, aggressivity and feeling depressed. According to another assessment, 73 per cent of adolescent girls and boys (72% of Syrians and 81% of Lebanese) and 96 per cent of caregivers (94% of Syrians and 99% of Lebanese) reported feeling stressed. Girls (62%) were more likely to report symptoms of stress and anxiety compared to boys (45%).

In addition, concerns about protection threats and conflict sensitivity were on the rise, including fuel and electricity shortages and movement restrictions. And health-related environmental issues became exceptionally concerning, namely the medical waste management at the primary healthcare and hospital care levels. Over the last three years, refugee-host community relations in Lebanon have been on a negative trajectory. In August 2021, 36 per cent of respondents reported negative inter-communal relations, as compared to 21 per cent in July 2018. Competition over access to services is also increasingly cited as a source of inter-communal tensions, in particular access to electricity and medical care. Some 25 per cent of respondents list access to services as a tension driver. Access to basic services such as healthcare – which are severely strained – remain key priorities for the population. As of August 2021, levels of dissatisfaction with health services rose to exceed those observed in previous years, including at the height of the pandemic, with 63 per cent assessing the current quality of health services in their area as poor or worse. These negative perceptions have likely been driven by a number of related factors, including fears of a second wave of the Delta variant of COVID-19, shortages in medical equipment and medications and other factors related to the current economic crisis and the fuel crisis occurring at the time of the survey.

<sup>1</sup> In the past two years, the Lebanese pound lost more than 90 per cent of its value, reaching a rate of \$1 = 23000 Lebanese Pounds (LBP). The inflation rate in 2020 reached 84.8 per cent while the first six months of 2021 saw an inflation rate of 131.9 per cent, according to the World Bank.

<sup>2</sup> The response to the COVID-19 outbreak in Lebanon is covered under the Emergency Response Plan (ERP) mechanism.

<sup>3</sup> On 04 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 \$15 billion in property damages, and leaving an estimated 300,000 people homeless. The response to the Beirut Port explosions was planned in line with both the COVID-19 action plan and the existing Health sector strategy that aims to ensure equitable and sustainable access to quality physical and mental healthcare services for the vulnerable resident population in Lebanon.

<sup>4</sup> At least 33 people were killed by a fuel tanker explosion in Tleil, Akkar District, Lebanon on 15 August 2021. The survivors were evacuated to several hospitals in the area and in Beirut. The direct impact of the explosion was handled under the Emergency Response Plan (ERP).

<sup>5</sup> Primary healthcare includes vaccination, medication for acute and chronic conditions, noncommunicable diseases care, sexual and reproductive healthcare, malnutrition screening and management, mental healthcare, dental care, basic laboratory and diagnostics as well as health promotion.

## 2. OVERALL SECTOR STRATEGY

### NATIONAL PRIORITIES

The Health sector's theory of change is centred around the removal of access barriers for women, men, girls and boys of all ages, genders, disability and diversity backgrounds. This can be achieved through safe, dignified, accountable and inclusive health service provision that will require coordinated interventions in different areas. Areas of intervention will include three prongs:

1. Strong and resilient comprehensive and complementary<sup>39</sup> primary, secondary and tertiary physical and mental healthcare;
2. An effective outbreak and infectious diseases control; and
3. An increased provision of health information to women, men and youth, including children and adolescent boys and girls.

Through the removal of access barriers to primary healthcare services and hospital care information, in conjunction with support of healthcare institutions, the supply and demand of services will increase and therefore, the proportion of population benefitting from healthcare services will increase. Additionally, supporting outbreak and infectious diseases control will protect the population from preventable diseases. Subsequently, excess mortality, morbidity and disability, especially in poor and marginalised populations, will be reduced. Healthy lifestyles will also be promoted, with a highlight on noncommunicable diseases (NCD), and risk factors to human health that arise from environmental, economic, social and behavioural causes will be reduced. Health systems that equitably improve physical, mental health and nutrition outcomes while responding to people's legitimate demands will be promoted and financially inclusive. In addition, national policies will be bolstered, 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. As a result, this will contribute to a positive health impact over the longer term where vulnerable populations have equitable access to basic services through national systems.

Based on lessons learnt during the implementation of the LCRP 2017-2021, the Health sector will maintain its commitment to align its areas of work in 2022 with the Sustainable Development Goals (SDGs),<sup>6</sup> in particular SDG 3,<sup>7</sup> with a focus on universal health coverage and recommended SDG targets for neonatal mortalities. The MoPH response strategy, drafted in 2015 and updated in 2016,<sup>8</sup> serves as the guiding document for

<sup>6</sup> Combined in such a way as to complete or supplement additional services.

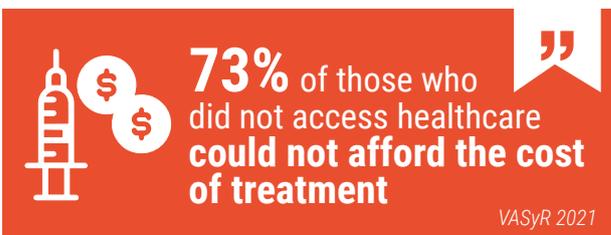
<sup>7</sup> SDG3: "Ensure healthy lives and promote wellbeing for all at all ages."

<sup>8</sup> The Ministry of Public Health Response Strategy serves four strategic objectives: Increase access to healthcare services to reach as many displaced persons and host communities as possible, prioritizing the most vulnerable; Strengthen healthcare 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.

the LCRP Health sector strategy. Activities under the LCRP fall within the scope of this strategy, ranging from community outreach and awareness to preventive activities to curative and referral services. By 2022, the strategy continues to aim for the progressive expansion and integration of these services in the existing national healthcare system, in an effort to secure universal health coverage.

The Health sector will continue to shift the health response towards investments in the public health system, thereby strengthening and enhancing institutional resilience with the ultimate goal of sustaining and assuring the quality of service provision. The Health sector will support the strengthening of the national health system by carrying out inter-related functions in human resources, finance, governance, capacity building, information and health information systems. In addition, support to procure medical products, including personal protective equipment, vaccines and data technologies, will be prioritised. This in turn will help the sector attain a positive and sustainable impact on health indicators, and thus on health outcomes, for both 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 line with the national mental health strategy and in close collaboration with the National Mental Health Programme (NMHP) under MoPH guidance, the Health sector will ensure that mental health services are improved across Lebanon. This will be linked to the need to prioritise increased access to quality and evidence-based mental health services, including psychotropic medications<sup>9</sup> at three levels. This will include: a community-based level through a multi-disciplinary specialised team; a primary healthcare level through trained and supervised staff as part of the subsidised packages; and a hospital level through the establishment of a psychiatry ward. These will all take into consideration the need to support psychiatric institutions<sup>10</sup> as part of the transition to promote people-centred and human rights-based community mental health services. The Health sector will also ensure collaboration with the NMPH for the revision and update of MoPH guidance beyond 2021 and will further coordinate with the Protection sector for the roll-out and mainstreaming of mental health activities.



<sup>9</sup> In line with the National Guide for Rational Prescription of Medication for priority mental health and neurological conditions.

<sup>10</sup> Institutions contracted with the Ministry of Public Health and registered as mental health institutions, such as Deir Salib and Dar Ajaza.

As for nutrition activities, preliminary results of the National Nutrition Survey 2021 underline an increased prevalence of acute malnutrition, reaching 4 per cent among children and 5 per cent among pregnant and lactating women (PLW). Findings show that the prevalence of moderate and severe stunting is at 25 per cent among displaced Syrians (which represents 73 per cent of the total number of stunted children in Lebanon) and that over 40 per cent of women and children are affected by a degree of anaemia which imposes lifelong irreversible impacts on their wellbeing and cognitive capital. Additionally, 70 per cent of young children are not being exclusively breastfed and 90 per cent of children are deprived of minimum acceptable diets (MDA) in their early years. Based on these results and on the forecasted increase in multi-nutrient deficiencies, the Health sector will scale up concerted efforts and programmatic solutions to address the nutritional needs of vulnerable children and women. The sector will work to enhance key nutrition interventions, including skilled breastfeeding counselling, detection and management of all forms of malnutrition. It will also enhance the provision of recommended micronutrient supplementation while working very closely with the Nutrition sector. To address the lack of up-to-date data on nutrition and the different forms of malnutrition, the Health sector will support a series of multi-sectoral assessments.<sup>11</sup> The Health sector will actively contribute to the set-up and implementation of nutrition activities and will support existing and upcoming nutrition policies, strategies and surveys. Together with the Nutrition sector, the Health sector will ensure a comprehensive nutrition response guided by the principles of prevention, focusing on meeting nutrition needs throughout the lifecycle and supporting improved diets, practices and services for the nutritional well-being of children and women.

The sector will ensure that COVID-19 preventive measures are mainstreamed throughout all activities, including the safety of both healthcare workers and targeted populations.

The Health sector will focus on balancing the targeting across all population groups. Additionally, in an increased effort to mitigate social tensions, non-Syrian displaced populations, including non-sponsored migrant workers, will indirectly benefit from increased access to primary healthcare and hospital care services offered by the Health sector's partners. The sector will work to enhance referral mechanisms and to ensure equitable access to quality physical and mental healthcare for the vulnerable population while prioritizing the most marginalised groups. At the same time, the sector will take into consideration gender balance and emerging needs such as mental health and nutrition of the most vulnerable populations like infants, pregnant women, lactating mothers, adolescent boys and girls and older people.

The Health sector will increase its contribution in 2022 to strengthen public health knowledge and evidence-based practices implemented by sector partners.

<sup>11</sup> Assessments include a survey including anthropometric measurements, anaemia, screening, knowledge, practices and attitudes on maternal, infant and young child feeding practices.

For this, the Health sector has established a research committee<sup>12</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 assessments or research target displaced populations and vulnerable communities. The 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 to health amongst displaced and vulnerable populations and ensure agreed criteria are met.

The Health sector will work closely with all sector partners to strengthen planning and coordination by reinforcing the existing coordination mechanisms, which are essential to ensuring a harmonised response and prioritisation of services. The sector will follow the Regional Refugee and Resilience Plan (3RP) guidance to ensure alignment and coherence with the response and will maintain close coordination and communication with two co-existing response frameworks: firstly, the Emergency Response Plan (ERP) mechanism<sup>13</sup> established to respond to the COVID-19 outbreak and the direct humanitarian health needs of vulnerable Lebanese and migrants impacted by the deteriorating economic and financial situation; and secondly, the Recovery and Reconstruction Framework for Lebanon (3RF)<sup>14</sup> designed to help Lebanon address the immediate and longer-term needs of the population affected by the Beirut Port explosions.<sup>15</sup> This will enable a more efficient and effective delivery of services, which is particularly important when considering the multifactorial nature of the ongoing and concurrent crises in Lebanon. It will also ensure smooth planning, implementation and reporting processes for Health sector partners and contribute to increased accountability.

Regular meetings, guidance development, information dissemination, consistent reporting, monitoring of contingency indicators and situation analysis will be maintained and reinforced to ensure precise, dynamic and fluid coordination between the different forums,<sup>48</sup> avoid duplication, identify gaps in service provision and advise on programme designs. The sector will commit to providing programmatic guidance and support to partners based on needs and to meet on a monthly

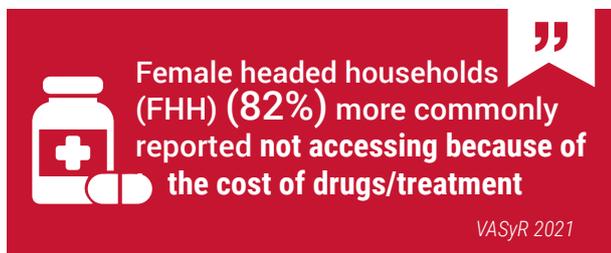
<sup>12</sup> The research committee is composed of members nominated and selected with the possibility of rotational membership. Members are composed of the Ministry of Public Health, United Nations agencies, international and national non-governmental organisations from the Health core working group.

<sup>13</sup> The Emergency Response Plan (ERP) was published in the margins of the International Conference for Support of the Lebanese People chaired by France and the United Nations on 4 August 2021. The Emergency Response Plan seeks to mobilise \$378 million to provide life-saving support to the 1.1 million most vulnerable individuals, under Food Security, Health, Nutrition, WASH, Education, Child Protection and Gender-Based Violence sectors.

<sup>14</sup> The Lebanon Reform, Recovery and Reconstruction Framework (3RF) is part of a comprehensive response to the massive explosion on the Port of Beirut on August 4, 2020. It is a people-centred recovery and reconstruction framework focusing on a period of 18 months that will bridge the immediate humanitarian response and the medium-term recovery and reconstruction efforts to put Lebanon on a path of sustainable development.

<sup>15</sup> Lebanon Crisis Response Plan, Emergency Response Plan (ERP), Recovery and Reconstruction Framework for Lebanon (3RF).

basis as a comprehensive unified central health working group. The sector will also share all needed decisions and guidance with partners and monitor 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 situations and make strategic sector decisions. Service mapping segregated by outcome and output level will be updated on a routine basis to prevent duplication of activities and 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 multi-sector collaboration to achieve health equity and quality health outcomes for patients will require participation from different partners. The Health sector will closely work with other sectors, namely Social Stability, Protection, Child Protection, SGBV, Education, Nutrition and Water, Sanitation and Hygiene (WASH) to mitigate risks and mainstream notions of conflict sensitivity, gender, youth, persons with specific needs and environment.



## ASSUMPTIONS AND RISKS

In addition to the specific risks associated with each outcome discussed later under “sector results”, general assumptions and risks fall into three main categories: funding, equity and data.

It is assumed that the global community will continue to support the Health sector in Lebanon and that support for strengthening the health system will be increased. However, the healthcare system has been weakened by the socio-economic situation as well as the COVID-19 outbreak. The volatility of the situation and the growing numbers of vulnerable populations, especially among the host community, are contributing to increased health risks. Shortages of medicines and fuel and high prices of medical equipment are examples of the challenges faced by the Health sector. These are likely to trigger increased tensions, given that competition in accessing services may arise as more Lebanese are attempting to seek support. They could also result in access issues as well public-facing antagonistic campaigns. The risks affecting this assumption are weakened global financing for health; the current Lebanese socio-economic crisis and austerity plan (including the subsidies withdrawal); and procurement challenges. Such outcomes may weaken the healthcare system and delay or impede health programming, and therefore further hamper the access of vulnerable populations and communities to primary, secondary and tertiary healthcare.

The Health sector remains determined to equitably expand access to health services and information. There is a risk, however, that the focus is on the broad majority,

with insufficient attention to marginalised groups. This jeopardises equitable access to health information and services. Supporting 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 most marginalised and priority groups, and to review systems and policies not only for achieving better averages, but also to become more inclusive and equitable and to monitor patterns in utilization and service delivery to identify who may be getting left behind.

Administrative data systems should be able to track access and health outcomes and point to health system gaps. There is a real possibility that the available data does not sufficiently disaggregate, preventing the development of measures to reach and support those left behind. Data may not be available, especially on quality of services, or may not be sufficiently or systematically used, with limited accountability for results. Data protection and patient confidentiality is an additional risk when it comes to using platforms outside the system. Support for the strengthening of unified, systematised, and institutionalised health data systems is required, including staffing and technical support at the national and local levels, in addition to establishing health records that are linked between primary healthcare and hospital care. This includes support for more disaggregation of data—including information on people with specific needs.

### Sector Results: LCRP Impacts, Sector Outcomes, Outputs and Indicators

The Health sector has identified four main outcomes for the sector strategy in 2022 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, considering the challenges faced by different ages, genders and diversity groups in accessing health services. The Health sector's approach to the delivery of equitable health 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 referral care services.

## EXPECTED RESULTS

### Outcome 1 – Improve access to comprehensive primary healthcare (PHC)

Strengthening the health system remains a key priority in 2022, given 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 healthcare services. This will also increase the public trust in the quality of affordable services provided at the level of the primary healthcare centres. Under this outcome, it is assumed there will be an increased need for affordable, subsidised primary healthcare and that health partners will continue to provide support to the MoPH's primary healthcare network which provides equitable and low-cost access to quality health services.

As part of the comprehensive package of primary healthcare, nutrition activities will be ensured including screening and management of acute malnutrition and the provision of micro-nutrient supplements to children and pregnant and lactating women.

*Output 1.1 – Financial subsidies and health promotion provided to targeted population for improved access to a comprehensive primary healthcare package*

The sector aims to support equitable access to comprehensive<sup>16</sup> quality primary healthcare to displaced Syrian and non-Syrian individuals (whether registered or non-registered as refugees by the United Nations Refugee Agency (UNHCR)) and vulnerable Lebanese individuals, primarily through the MoPH network of primary healthcare 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 and to improve physical and non-physical access to primary healthcare for persons with disabilities.

To identify, refer and attend to the needs of children and mothers with acute malnutrition, screening will be undertaken at both the community and health facility level through the growth monitoring and promotion program. The results of the screening will also be used for monitoring the trends of acute malnutrition as a light surveillance system. Mitigation plans will be put in place to make sure the critical services to manage acute malnutrition are minimally affected by potential lockdowns imposed due to potential COVID-19 outbreak spikes. To address the high burden of anaemia among children, adolescents and women, they will be provided with targeted and preventive micronutrient supplementation and home-based fortification schemes. To address the various consequences of period poverty among females in reproductive age, namely physical and mental wellbeing, mobility restrictions, dropping out of school, social stigma and taboo and maintaining dignity and bodily autonomy, the Health sector partners will ensure mainstreaming menstrual hygiene management in the various programmes at the primary healthcare level. Displaced non-Syrians will benefit from the primary healthcare support offered by partners on a non-discriminatory basis. Support for a comprehensive primary healthcare package in 2022 will continue taking into consideration preventive measures to cope with the COVID-19 situation. Key elements under this output include:

- **Prioritise comprehensive financial support:** improved comprehensive financial support will be provided to displaced Syrian and vulnerable Lebanese individuals, Palestinian refugees from Syria and Palestine refugees in Lebanon who are unable to access health

<sup>16</sup> Comprehensive primary healthcare is inclusive of vaccination, medication for acute and chronic conditions, child health, noncommunicable disease care, sexual and reproductive health, malnutrition screening and management, mental health, disability services, dental care as well as health promotion and referral.

<sup>17</sup> Palestinian refugees from Syria and Lebanon are an exception as their access to primary healthcare is through The United Nations Relief and Works Agency (UNRWA) clinics.

services due to their economic conditions. Non-Syrian displaced populations, including non-sponsored migrant workers, will benefit from increased access to primary healthcare 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 crises and financial hardship. In 2022, the sector will align<sup>18</sup> with the immediate response model (IRM) and the national task force, which is working towards the development of a national standardised long-term primary healthcare subsidisation protocol (LPSP). The unified financial model created will help reduce out-of-pocket expenditure through a sustainable long-term approach which will increase the public's trust in the Health sector. Health partners will be encouraged to implement this model in the centres they support and to continue exploring how to further optimise the package of services offered to ensure an effective, cost-efficient and sustainable response. This will be closely monitored in 2022 to identify best practices that can be further developed and expanded to ensure improved roll-out of the LPSP and, ultimately, better health outcomes over the long term. Additionally, health partners will work to conduct an outcome and return on investment evaluation to measure the efficiency and efficacy of the implemented packages.

- **Use of mobile medical units on an exceptional basis:** The Health sector will aim to provide primary healthcare services through Mobile Medical Units (MMUs) only on an exceptional basis. Activities such as vaccination campaigns, outbreak investigation and response and the provision of primary healthcare services will be provided through mobile medical units linked to the closest fixed primary healthcare centre in areas where there is no primary healthcare coverage and in the case of security-related and emergency situations. MMUs implemented in-line and in collaboration with existing national structures/mechanisms will enable the health system to quickly identify and respond to outbreaks and to increase access to primary healthcare services in case of a deteriorated situation. Consequently, this will contribute to decreasing morbidity and mortality rates. As mentioned, Health sector partners will deploy MMUs only when necessary, and, at the same time, the sector will ensure that access to primary healthcare centres is promoted and restored as soon as possible.

<sup>18</sup> The primary healthcare department developed the Immediate Response Model (IRM) to coordinate the Beirut blast response and ensure the subsidisation of a standardised package of services across all primary healthcare centres supported by national and international non-governmental originations. 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 national standardised long-term primary healthcare subsidisation protocol (LPSP) is prepared and fine-tuned with the aim to be applied in a uniform way in all Ministry of Public Health (MoPH) primary healthcare centres networks. For this purpose, a joint national taskforce among the MoPH primary healthcare department, relevant donors, united nations agencies and national and international non-governmental originations was created.

- **Strengthen complaint and feedback mechanisms:** Fifty out of 246 MoPH's primary healthcare centres have active complaint and feedback mechanisms to ensure patients can report any challenges. The complaint and feedback 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 MoPH uses all possible resources to respond to all complaints; however, additional support from the Health and Protection sectors is still needed to strengthen and expand the current feedback mechanism and to collect and analyse data. Supporting the complaint and feedback mechanism will improve service delivery and accountability for the affected population, enhance public trust and inform the design of the programmes, therefore increasing demand and access for primary healthcare, including mental health services. In 2022, the Health sector will support the scale-up of the hotline to request infant and young child feeding support and report violations of law 47/2008<sup>19</sup> regarding breastfeeding protection and promotion and the aggressive marketing of breastmilk substitutes.

The target for 2022 is a total of 4,953,363 subsidised or free consultations to be provided at the primary healthcare level to displaced Syrian and vulnerable Lebanese individuals and Palestinian refugees from Syria and Lebanon. Consultation reporting will be disaggregated by age and sex to allow monitoring of potential gender-related barriers to primary healthcare access that must be addressed. To improve access of the vulnerable population to mental health services, and while considering the growing needs, 20 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. For 2022, the Health sector aims to expand its support to all the 246 primary healthcare centres under the MoPH network and to the 27 United Nations Relief and Works Agency (UNRWA) clinics.

*Output 1.2 - Free of charge noncommunicable diseases (NCD) medication provided at primary healthcare centre level*

The Health sector will continue to advocate for the timely procurement of quality NCD medications and equitable distribution to the population in need while taking into consideration the current medications shortage and procurement challenges. Health partners will support the MoPH to accurately estimate the medication Needs-Based on utilisation, co-morbidity data and previous stocks interruption while also accounting for projected increases in demand as well as the need for buffer stocks. Partners supporting the provision of medication are recommended to include support for the proper management of pharmaceutical waste as per the national guidelines. The provision of chronic disease

medications free of charge will contribute to enhancing the quality of life for persons with chronic diseases and increase financial access to primary healthcare for patients with NCDs. Additionally, it will decrease the burden on secondary and tertiary healthcare by helping to effectively manage disease, reduce the high cost of hospitalisation resulting from poorly controlled chronic medical conditions and will consequently decrease morbidity and mortality rates.

The Health sector strategy under the LCRP will account for the increased needs of the refugee population considering the current context of the economic and financial crises and will continue to provide chronic disease medications for the vulnerable Lebanese already targeted in previous years. Displaced non-Syrians will also benefit from the medications support offered by partners on a non-discriminatory basis. The increased NCD medications needs among the Lebanese population that are perceived to be a direct result of the current crisis will be accounted for through the Emergency Response Plan (ERP). Institutional support and health system strengthening initiatives, such as training on medication and stock management, remain key to improving the existing primary healthcare supply chain and to ensuring medications are distributed in a timely and consistent manner. This includes electronic health records, electronic stock inventory and data-driven decision making to maximise the efficient use of resources. By investing in supply chain management, the efficiency of the system and impact of Health sector medication support will be enhanced.

In 2022, the sector will target 230,000 individuals who are enrolled in the national chronic disease medications program at the MoPH (172,500 Lebanese and 41,400 displaced Syrian individuals), as well as 16,100 individuals (9,177 Palestinian refugees from Syria and 6,923 Palestine refugees in Lebanon) receiving chronic medication free of charge through the UNRWA clinics.

*Output 1.3 - Free of charge acute disease medication, medical supplies and reproductive health (RH) commodities provided at primary healthcare centre level*

The Health sector will support the MoPH in the provision of acute disease medications free of charge, as well as medical supplies and RH commodities for displaced Syrian and vulnerable Lebanese individuals while taking into consideration the current medications shortage and procurement challenges. Partners supporting the provision of medication are advised to include support for the proper management of pharmaceutical waste as per the national guidelines. Displaced non-Syrians will also benefit from the medications support offered by partners on a non-discriminatory basis. The Health sector strategy under the LCRP will account for the increased needs of the refugee population, considering the current context of the economic and financial crises, and will continue to provide acute disease medications for the vulnerable Lebanese already targeted in previous years. The increase in need among the Lebanese population, which is perceived to be a direct result of the current crisis, will be accounted for through the ERP.

Another focus will be the extension of 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

<sup>19</sup> Law 47/2008 bans the marketing of breastmilk substitutes.

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 the increased availability of supplies, decreased financial barriers and support for greater access to primary healthcare. Furthermore, the provision of acute disease medications free of charge contributes to an enhanced preventive programming and strengthened growth monitoring for children; therefore, 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 (PPE) for health facilities not already supported under ERP and RH commodities, the risk of preventable hospitalisation and COVID-19 infection will increase in Lebanon. This in turn 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 RH commodities (including family planning commodities and exposure prophylaxis (PEP) 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.

In 2022, the sector will increase its target to some 2.4 million displaced Syrian and vulnerable Lebanese individuals within the existing primary healthcare channels, as well as to 47,700 Palestinian refugees from Syria and Palestine refugees in Lebanon through UNRWA clinics.

*Output 1.4 - Free-of-charge routine vaccination provided for all children under five at the primary healthcare centre level and through vaccination campaigns*

Due to multiple crises, the first of which started in late 2019, the number of children under five receiving their routine vaccinations was reported to be below the annual average. In 2022, the Health sector aims to support the MoPH to achieve 100 per cent vaccination coverage of displaced Syrian and non-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 MoPH's policy related to the provision of free vaccination at the primary healthcare 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 the impact of outreach efforts. This will be done through increased awareness about the availability of free vaccination services and infection, prevention and control (IPC) measures at the primary healthcare centres and by supporting the MoPH to increase its COVID-19 prevention activities and its internal monitoring, especially when the patient is being charged for vaccination.

<sup>20</sup> 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 the private healthcare system.

<sup>21</sup> Results of the annual World Health Organisation (WHO) expanded programme on immunisation (EPI) coverage cluster survey.

Expanded programme on immunisation (EPI) messages will be re-vitalised in line with the COVID-19 infodemic which has affected people's feelings about vaccines beyond just COVID-19. Messages will emphasise that routine immunisation is not only safe and effective but also essential to protecting children from potentially fatal infections. Vigilance is required to ensure Lebanon remains Polio free, and to contain any possible outbreak. Advocacy to endorse legislation on free vaccination in primary healthcare centres remains key to ensuring increased vaccination coverage and to preventing future 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 2022 the sector targets a total of 445,683 children under five<sup>22</sup> to receive routine vaccinations distributed among displaced Syrians, vulnerable Lebanese and Palestinian refugees from Syria and Lebanon at the primary healthcare level.

*Output 1.5 - Primary healthcare institutions' service delivery supported*

The expansion of the MoPH's primary healthcare centres network to up to 250 centres distributed equitably across Lebanon, the enhancement of the quality of services provided and the physical structure will strengthen the capacity of the ministry to respond to the primary healthcare needs of displaced Syrians and vulnerable Lebanese. Moreover, support across most primary healthcare centres is required in terms of increasing human resources, as they are understaffed and overloaded while at the same time an increasing number of medical staff is leaving the country because of the deteriorating overall situation. 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 prioritise support for essential core staff whose services are critical in the long run; this will allow the ministry to retain trained and qualified personnel.

Health partners will continue providing equipment, including PPE and IPC kits, to not only respond to current needs but also to replace old and deteriorating equipment. This will allow the centres to deliver safe, quality services and to expand the current coverage, which increases availability and therefore enhances access to primary healthcare services for vulnerable groups. Additionally, the Health sector will aim to build the capacity of staff through ongoing training, coaching and supervision according to identified gaps. A specific focus will be placed in 2022 on building the capacity of the healthcare staff to manage NCD and diabetes. The capacity of healthcare workers will also be enhanced at the national & sub-national levels to integrate nutrition and infant and young child feeding counselling as part of antenatal and postnatal care services and child wellbeing visits.

<sup>22</sup> Based on the LCRP population package for 2022, children under five make up 5.5 per cent of the Lebanese population, 14.2 per cent of the displaced Syrian population and 9.7 per cent of the Palestinian population.

These trainings will include modules on soft skills,<sup>23</sup> safe identification and referral of survivors of sexual and gender-based violence and survivor-centred approaches with a focus on respecting confidentiality and non-discrimination.

In 2022, the Health sector will support a nutrition plan that aims for evidence generation for policy and programming, by undertaking a deep-dive analysis of the drivers and barriers of the high prevalence of anaemia and poor infant and young child feeding and diets of children during their early years. It will also conduct a deeper analysis of micronutrient deficiencies, given the high prevalence of anaemia among women and children in Lebanon. To address the unfinished agenda of iodine deficiency disorders (IDD), periodic monitoring of the IDD status among women and school-age children will be performed in order to come up with relevant policy and programmatic actions. The roll-out of a training led by the MoPH on infant and young child feeding counselling and standard operating procedure will improve knowledge and address inadequate practices related to inadequate breastfeeding initiation and separation of mother and baby at birth. Trainings will target nurses and midwives but also paediatricians, gynaecologists and infectious diseases specialists, among others. Building the capacity of healthcare providers will lead to an enhanced quality of service provision and therefore to an increased trust towards the public services, which will positively impact access of vulnerable groups to primary healthcare services. The Health sector will encourage an equal ratio of female/male staff in every training.<sup>24</sup> The sector will also focus on the monitoring of key quality indicators for improved quality of care through increased coordination between partners and the use of common tools.

The sector will support the MoPH to strengthen its primary healthcare accreditation programme<sup>25</sup> and internal Monitoring and Evaluation (M&E) measures at the primary healthcare level. M&E activities shall focus on compliance with the national health strategy, especially in relations to harmonised costs for services based on LPSP and ensuring free immunisation services at all centres. To safeguard the early initiation of breastfeeding as well as exclusive breastfeeding, Health sector partners will work further in 2022 to enforce the implementation of the law 47/2008 from both supply and demand directions.

Additionally, the Health sector will explore ways to support the expansion of the existing health information system. In 2016, electronic patient files for beneficiaries were established, along with a medication electronic monitoring system<sup>26</sup> in 13 primary healthcare centres.

<sup>23</sup> As an example, the Clinical Management of Rape Training targeting health staff includes a module on soft skills.

<sup>24</sup> It is observed that more female health staff attend trainings compared to male health staff – this is reflective of the general healthcare workforce.

<sup>25</sup> In 2008, the Ministry of Public Health (MoPH) initiated work on an accreditation mechanism for primary healthcare centres aiming to include all network centres to monitor and ensure quality in primary healthcare centres. The accreditation programme is fully funded by MoPH and implemented by the primary healthcare department.

<sup>26</sup> PHENICS: health information system to link and unify the network of Ministry of Public Health's primary healthcare centres.

The collection of data through all primary healthcare centres will be further expanded and strengthened to ensure harmonised 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 healthcare priorities. In 2022, the Health sector will focus on enhancing the health information system, including the development of medical records that are to be available between the primary healthcare centres and the hospitals to facilitate referrals and medical follow up. The sector will work in 2022 to pilot the development of a registration platform where the medical records of the patient can be recorded.

The sector aims to target all primary healthcare centres in 2022 within the MoPH's network.

Risks associated with the outputs under Outcome 1 range from the lack of available funds to ensure timely and quality subsidised comprehensive primary healthcare services to non-compliance of primary healthcare centres with instructions provided by MoPH, including hidden costs.<sup>27</sup> Procurement challenges continue to worsen, particularly in the local market, for acute and chronic disease medications including psychotropic medications as well as medical supplies. Ongoing and accelerating flight of medical staff from the country due to the deteriorating situation are contributing to additional risks at the individual and institution levels. Together, these factors may result in decreased access to preventive primary healthcare services, including immunisation and antenatal care, and could increase demand for complicated hospital care. The health system could become overloaded, and the vulnerable populations will face challenges to access needed healthcare, which will jeopardise their health status and put them at risk of preventable hospitalisation and health complications. In addition, financial hardship will continue to increase at the institutions level which will jeopardise the health system and corresponding decline in determinants of health are likely to negatively affect national health indicators, including morbidity and mortality. Efforts from health partners are needed to advocate for predictable, sustainable funding, as well as new and increased resources, in order to support the strengthening of health services to meet the needs of the ever-growing vulnerable populations as a result of the ongoing multiple crises. Partners also need to maintain and expand support to MoPH in order to improve health governance functions, including internal monitoring and evaluation measures. With time, and as the MoPH's capacities are strengthened, the institutional support is expected to progressively decrease.

### **Outcome 2 – Improve access to hospital (including Emergency Room (ER) care) and advanced referral care (including advanced diagnostic laboratory and radiology care)**

The sector aims to provide physical and mental hospital care to 12 per cent of each population group. Through health partners, the sector will also encourage and support hospitals to join the World Health Organisation's baby-friendly hospital initiative in 2022 and to follow the national nutrition guidelines for pregnant women with COVID-19.

<sup>27</sup> Examples of hidden costs: cost for opening a file, consultation fees prior to providing free-of-charge vaccination.

### *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 physical and mental hospital and specialised referral care for all displaced Syrian individuals (whether registered or non-registered as refugees by the United Nations Refugee Agency (UNHCR), Palestinian refugees from Syria and Palestine refugees in Lebanon in need of hospital care.<sup>28</sup> Health partners will continue providing 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>29</sup>, which covers 50-95 per cent of the hospital bill and targets displaced Syrian and non-Syrian individuals,<sup>30</sup> and through UNRWA's hospitalisation policy for Palestinian refugees from Syria and Palestine refugees in Lebanon. In a complementary manner, health partners will continue to provide financial support to cover the patient's share, which is 10 to 25 per cent of the bill, based on a prioritisation approach specified by every partner in consultation with the Health sector. Partners will also aim to cover those conditions which fall outside of UNHCR or UNRWA hospitalisation schemes.

Given the ongoing crisis and the growing number of vulnerable Lebanese and following a pilot that started in 2020, the Health sector will support vulnerable uninsured Lebanese individuals in 2022 with a cost-sharing scheme that includes public and private hospitals for those covered by the MoPH as a last resort. Therefore, Health sector partners will aim to cover the patient share for vulnerable Lebanese individuals after being admitted and supported by the MoPH. On an exceptional basis and following a prioritisation approach, partners will provide effective coverage for Lebanese patients who fall outside the coverage criteria of the MoPH and are covered by the National Social Security Fund (NSSF) and the Civil Servant Cooperative (CSC) schemes.<sup>31</sup> The support will focus on cases that have incurred additional costs resulting from the use of material such as those needed in orthopaedics and cardiology surgeries. The sector will consider utilizing public communication channels to inform the Lebanese population about hospital care support programmes. Partners planning to support hospital care for vulnerable Lebanese will have to increase their mobilisation and outreach activities to expand outreach to the population in need.

<sup>28</sup> This includes advanced diagnostics, laboratory tests and radiology (on an outpatient basis) and admission to hospital, including emergency room care.

<sup>29</sup> As of July 2018, the cost-sharing mechanism requires beneficiaries of the programme to contribute the first \$100 of the hospital bill and 25 per cent of any amount exceeding that. \$800 is the maximum amount required from the beneficiary. In 2020 and 2021, temporary changes to the cost-sharing scheme were implemented to mitigate the financial hardship for both displaced populations and hospitals. These revisions have been implemented during the fall and winter months when the livelihood opportunities for displaced populations are generally lower.

<sup>30</sup> The National Social Security Fund (NSSF) is meant to cover all employees in the formal sector (private sector and government-owned corporations, in addition to contractual and wage earners of the public administration). The Civil Servants Cooperative (CSC) covers the regular government staff.

The hospital care support provided for vulnerable Lebanese under LCRP differs from the one provided under ERP, since the latter aims to cover the full hospitalisation bill of the patients. Close coordination will be maintained between both platforms to ensure the smooth planning, implementation and reporting of the programmes. In addition, a joint taskforce will be established to develop a unified model for the subsidisation of hospital care for the vulnerable population where the mechanism put in place is well defined and coordinated among relevant stakeholders, including the MoPH. This will help identify coverage criteria and avoiding duplication and therefore support donors in financing the target group to access hospital care.

The financial support provided helps decrease mortality rates and enhances quality of life. In addition, this will contribute to improved neonatal and maternal health by supporting hospital-based deliveries and neonatal services. Social tension will also be mitigated through the balanced targeting approach. Furthermore, by ensuring guaranteed, timely payments for patient care, hospitals will be partly relieved of the additional pressure caused by the multifaceted crises and therefore the support will contribute to decreasing financial hardship at the hospital level. Considering the high cost of hospital care services in Lebanon and the increasing economic vulnerabilities across all populations, health partners need significant financial resources to maintain current levels of financial support provided. Additional resources are also needed to expand the support to medical conditions which do not fall under the current schemes and to support hospitalisation for mental health conditions, given the increased needs and scarce resources in terms of financials and hospital capacity.<sup>32</sup>

In 2022, the sector will target 101,287 displaced Syrian individuals, which represents 12 per cent of the population registered with UNHCR,<sup>33</sup> 123,580 Lebanese individuals, which represents 12 per cent of half of the uninsured Lebanese population, 3,480 Palestinian refugees from Syria and 2,400 Palestine refugees in Lebanon receiving hospital services. The targets are calculated based on a 12 per cent hospitalisation rate for all population cohorts.<sup>34</sup>

### *Output 2.2 - Public and private hospital service delivery supported*

<sup>31</sup> Considering the COVID-19 situation, some hospitals shifted beds dedicated to mental health towards COVID-19 treatment.

<sup>32</sup> This figure is based on the number of displaced Syrians registered by UNHCR as refugees, equivalent to 844,056 (as of late September 2021). It is important to note, however, that all displaced Syrians (Government of Lebanon estimates are of 1,500,000 displaced Syrians in Lebanon), whether registered or non-registered with UNHCR as refugees, are eligible for hospital coverage according to UNHCR Standard Operating Procedures for Referral Care.

<sup>33</sup> The Health sector targets 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%) 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).

<sup>34</sup> The hospitalisation rate does not include health interventions done on an outpatient basis, such as dialysis.

The sector aims to support public hospitals through the provision of equipment to address shortages, replace old and deteriorated equipment and to establish burn units and psychiatric wards in the North, South and Bekaa governorates. Special attention will be given in 2022 to support the operational costs at the hospital level, including but not limited to oxygen supplies and medical waste management. Interventions will also include supporting hospital staffing capacity to compensate for the decreased number of staff caused by the migration of medical staff mentioned previously. The sector will also work on building the capacity of hospital staff through trainings and follow-up (including management of psychiatric emergencies) where an equal ratio of female to male staff is encouraged.

In response to the COVID-19 outbreak in refugee settings, the Health sector will build on the financial support provided over the years for hospitals to withstand increasing pressure and cover hospitalisation fees for Syrian and non-Syrian displaced individuals. The sector will also further support and expand the capacity of the hospitals<sup>35</sup> to equitably implement free-of-charge COVID-19 testing and case management for displaced populations. The additional capacity built to respond to COVID-19 was provided with multi-use specifications, meaning these resources can be deployed in future health responses. The Health sector will continue the advocacy to support governmental hospitals in fresh United States dollars (USD).<sup>36</sup> Additional funding needs to be provided for hospitals to join the World Health Organisation's baby-friendly hospital initiative. Support to the hospitals will be coordinated with existing responses and provided based on need. In terms of data collection and analysis and given the increased rates of neonatal mortality among the displaced population, the Health sector will work closely with and support the MoPH to monitor and analyse the neonatal mortality rates among Lebanese. The sector will also work with MoPH to strengthen mitigation measures, ranging from supporting preventive primary healthcare, including antenatal services, to curative and hospital support, including neonatal care services.

Given the current multiple crises and the lack of sufficient intensive care unit (ICU) bed capacity at the hospital level, the Health sector will work in 2022 to elaborate on an initiative for effective home-based treatment for terminal patients. This will be linked with the national initiative of the MoPH to promote palliative care.

In 2022, the sector will support 20 hospitals to join the World Health Organisation'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 currency. Additional challenges are being faced in terms of lack of electricity and fuel in addition to insufficient staffing due to migration. Consequently, some facilities have decreased staffing and working hours and have

<sup>35</sup> 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 and intensive care units (ICU) and equipment installation.

<sup>36</sup> Governmental hospitals are not allowed to be paid in the United States dollar (USD). They only get paid in Lebanese Pounds (LBP).

closed several wards. COVID-19 further challenged the hospitals, which were obliged to implement strict IPC measures to deal with the outbreak while at the same time facing as-yet-unpaid reimbursements from MoPH for the cost of providing COVID care to patients. At the individual level, vulnerable populations are unable to easily access hospital care due to the higher costs resulting from currency inflation.

Decreased funding and the consequences of the revised UNHCR referral care standard operating procedure, which imposes a higher patient share on displaced Syrian individuals,<sup>37</sup> presents an additional risk. In 2021, the referral care standard operating procedure was revised again to support both displaced individuals and hospitals. This was temporary, however, and is unlikely to be extended into 2022. An additional risk is the lack of interest and/or sufficient resources to support 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 hospital partnerships to cover uninsured populations in private hospitals and thereby increase access to care. They can also advocate for strengthened coordination where available funds equitably target the most urgent needs. Another mitigation measure would be to increase and strengthen preventive primary care, such as vaccinations, antenatal, postnatal care, family planning, early detection and NCD programmes to prevent complications and reduce the likelihood that hospital care will be needed.

### Outcome 3 – Improve outbreak and infectious disease control

Ensuring that Lebanon has in place a national diseases surveillance with an emphasis on the early warning alerts and response system (EWARS) is essential given the numerous challenges which exist. The system helps estimate the number of children who have dropped out of routine immunisation, understand potential health risks associated with environmental degradation, such as waterborne diseases, as well as the impact of poor WASH conditions in informal settlements. Moreover, it allows for the identification of risks associated with acute intoxication by chemicals, pesticides, or bacteria (i.e., food poisoning). The health system should be reinforced in line with international health regulations requirements, especially for the cross-border population. Additionally, outbreak preparedness and response should be maintained. The ESU at the MoPH needs to be further strengthened, with human resources in complementarity with ERP and information and communication technology, in order to maintain the strategy of testing, tracing and referral for treatment. The ESU must be further supported to accelerate decentralisation of surveillance at the district level.

In 2022, the Health sector is targeting 800 EWARS centres.

#### Output 3.1 The National Early Warning and Response System (EWARS) expanded and reinforced

<sup>37</sup> UNHCR reported a lower admission rate to hospital care in 2019 compared to 2018. This is believed to be related to the new referral care standard operating procedures (SOPs).

The sector will strengthen outbreak control by expanding and building the capacity of the MoPH 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 (IT) platform (DHIS2) established in around 950 health facilities.<sup>38</sup> In the surveillance strategic framework and plan of action, support in 2022 will focus on: the harmonisation of the health reporting system, expansion of the national early warning and response system to multidisciplinary stakeholders (such as the Ministry of Agriculture) and improvement of information flow within the MoPH departments and between the ministry and other concerned stakeholders.<sup>39</sup> Further support is needed in terms of data analysis at all administrative levels, and decentralisation of surveillance and decision-making in terms of public health measures at the district level.

The expansion of the national EWARS and its decentralisation will target all primary healthcare centres within the MoPH's network, laboratories and hospitals as well as the ESU at the national level. Priorities for 2022 include the reinforcement of existing surveillance sites and expansion by 40 new sites in addition to the expansion of COVID-19 testing and tracing capacity and the decentralisation of surveillance in the 27 Lebanese districts. To ensure positive outcomes staffing and logistical support, IT systems development and equipment is required in addition to technical support missions, joint training for surveillance and response teams as well as close monitoring of 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 PPE for quick and effective response to outbreaks is available and maintained.

#### *Output 3.3 – The National Tuberculosis and (Acquired Immunodeficiency Syndrome) AIDS Programmes strengthened*

The Health sector will continue supporting the National Tuberculosis (TB) Programme through staffing, capacity building, procurement of necessary materials, facility renovations and the procurement of anti-tuberculosis drugs, ancillary medicines and other consumables. Additional support will be provided to implement IPC 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.

<sup>38</sup> Health facilities include primary healthcare centres, dispensaries and hospitals.

<sup>39</sup> 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 center, the positive cases tracing program and other technical support.

In 2022, the Health sector is targeting 1200 beneficiaries with TB medication support through the National Tuberculosis Programme.

As for the National AIDS Programme, the sector aims at supporting the development of a protocol for testing, including screening for HIV and sexually transmitted infections in key population groups, doing confirmatory testing for positive cases and starting antiretroviral therapy (ART) for all HIV diagnosed cases as soon as diagnosis is confirmed. This will lead to dramatic reductions in HIV-associated morbidity and mortality and to an increase in life expectancy of patients with HIV infection.

In 2022, the Health sector is targeting 2000 beneficiaries with ARV medication support through the National AIDS Programme.

In addition, the sector aims to train 150 healthcare workers on the detection of and care for TB and HIV.

If the 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 amidst the ongoing crisis and to respond to outbreaks will be jeopardised. This could lead to increased outbreaks, vaccine-preventable diseases and subsequent morbidity and mortality. Hence, the need to: i. maintain the level of support provided to the national surveillance system, ii. increase trust toward public services strengthen preventive care, iv. mainstream COVID-19 prevention and increase outbreak preparedness.

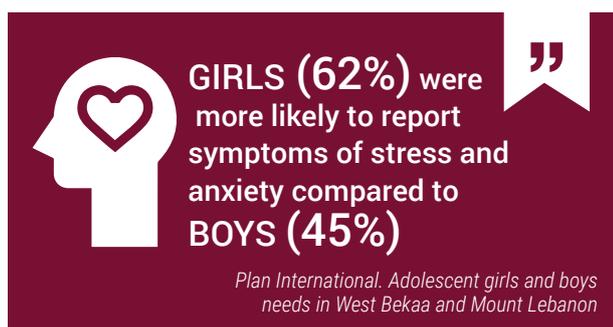
#### **Outcome 4 – “Basic Rights and Services”: Women, men, girls and boys in all their diversity have their fundamental rights respected and have access to basic services and information (justice, health, education)**

Investments in awareness-raising and mobilisation activities at the individual and institution levels among women, men and youth (children, boys and girls), are considered crucial to increasing demand for available healthcare services. At the same time, it offers 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 three outputs.

#### *Output 4.1 Health awareness and information strengthened at the institutions level*

The Health sector will strengthen institutions-based health promotion and community outreach activities on various health topics (i.e. vaccination, pregnancy care, childcare, family planning, communicable and NCD, sexual and RH, mental health, substance abuse, nutrition, food safety, hygiene, COVID-19 prevention, etc.). Efforts will aim at increasing awareness on the availability and acceptability, and therefore the accessibility, of services (including nutrition, mental health, sexual and reproductive health (menstrual hygiene management), and sexual and gender-based violence services) at the facility and at the individual/community levels. This will be conducted using a joint Health sector approach<sup>40</sup> through the development of a comprehensive package

<sup>40</sup> Jointly with ERP coordination platform



for awareness-raising activities that can be adopted by all partners. This will make available, to the population in need, updated information, including service mapping and both online and printed health brochures with targeted and relevant health information. The Health sector will work closely with the Nutrition sector to make sure that the comprehensive package of awareness addresses nutrition-related issues, including maternal nutrition, exclusive breastfeeding, complementary feeding and feeding a sick child. The infant and young child feeding national campaign that started in 2021 will be scaled up in 2022 to provide a higher proportion of caregivers and children with quality counselling and messaging. In addition, the standards, guidelines and tools will be distributed to enhance the effective coverage and quality of care at the facility and community level. The use of media will also be considered for broader communication when needed, given the role that the media can play in promoting healthy lifestyles. Health partners will harmonise health messages and target women and men within communities to influence decision-making and behaviour change. Awareness raising will also include the development and design of information packages and the employment of 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, older people and those who speak other languages. Where possible, inter-sector linkages will be made to maximise health-education dissemination channels, including through education facilities and after-school accelerated learning programmes for children who work. Linkages will also be made through the Protection and Child Protection sectors for the dissemination of health-related messages and information on safe spaces for women and girls, 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 as well as vaccine uptake in schools. The provision of information and education along with addressing other accessibility barriers will help decrease social stigma and increase demand for primary healthcare. Consequently, health promotion will increase equitable access to quality primary healthcare, including increased demand for preventive care, which will decrease preventable medical complications.

In 2022, the sector is targeting 246 primary healthcare centres for awareness raising.

The Health sector will continue supporting the Ministry of Education and Higher Education (MEHE)/MoPH/WHO's school health programme, which will be expanded to an additional 25 public and 25 semi-private schools and 25 vocational trainings in 2022. The programme is comprised of activities such as 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 create a healthier physical and emotional environment for adolescents and youth. It will also enhance education outcomes, which 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. The school health program support for 2022 will be focusing on awareness raising and on ensuring COVID-19 protection and prevention measures.<sup>41</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 2022 the sector is targeting 50 schools.

Women, men and youth, including adolescent boys and girls, will be targeted with a comprehensive health awareness package. Partners will be advised to follow the joint guidance to be issued by the joint Health sector coordination mechanisms for the standardisation and harmonisation of messages.

People with disabilities will be targeted with healthcare information that enhances their access to services. Marginalised adolescents and youth will be targeted to ensure healthcare information reaches out-of-school, street and working children and adolescents through a gender-sensitive approach. Information will include the adaptation of awareness materials and outreach methods, strengthened referral of at-risk children and adolescents to case management agencies and promoting other agencies to refer to healthcare providers. It will also improve the reach of vaccinations through tailored vaccination campaigns, COVID-19 prevention, mental health and sexual and reproductive health activities.

In 2022, the sector is targeting, 1,114,399 caregivers with integrated health awareness material messages. 250,740 pregnant and lactating women and caregivers of children 0-23 months will be targeted with messages on nutrition and infant and young child feeding. 83,580 pregnant and lactating women/caregivers of children 0-23 months will be targeted to receive skilled nutrition and infant and young child feeding counselling. In addition, the sector aims to implement 55,720 awareness sessions for adolescents and youth.

Whereas acceptability, social norms and stigma and staff turnover may all be risk factors associated with the above-mentioned outputs under Outcome 4.2, developing a contextualised package of health awareness materials and identifying and building the capacity of essential staff remains key to sustaining available services and information at different levels. The lack of data on out-of-school children, youth and adolescents is a risk for the programming of Output 4.2. Social stigma is another risk of engagement on mental, sexual and RH issues. A participatory community engagement and social

<sup>41</sup> WHO will secure around 50,000 rapid COVID-19 antigen tests that will allow rapid diagnosis of suspected cases at schools and timely decision for public health measures.

mobilisation approach, as well as 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 is needed with these sectors 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 prioritisation remains vital to ensuring a timely response to any funding gaps. Although the sector will aim to ensure that all activities under the strategy are covered, while keeping close coordination and communication with the two co-existing response frameworks,<sup>42</sup> priority will be given to increasing equitable and inclusive access of vulnerable populations to life-saving primary healthcare 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 unearmarked funds to the key priorities and underfunded needs of the LCRP. The Health sector strategy does include different levels of priority needs for vulnerable groups; however, the implementation of the activities is conducted based on the most urgent, life-saving 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 subsidised packages of care that are harmonised to strengthen the national health system.

**Identification of sector needs and targets at the individual/household, community and institutional/physical environment levels.**

While focusing on the 251 vulnerable cadres, the

<sup>42</sup> Emergency Response Plan (ERP) mechanism established in response to the COVID-19 outbreak and the direct humanitarian health needs of vulnerable Lebanese and migrants impacted by the deteriorating economic and financial situation; and the Recovery and Reconstruction Framework for Lebanon (3RF) designed to help Lebanon address the immediate and longer-term needs of the population affected by the Beirut Port explosions.

<sup>43</sup> The European Union launched a third-party monitoring programme that will *inter alia* analyse current programming.

Health sector prioritises geographical areas where there is a high concentration of vulnerable populations and encourages a ratio of 50/50 for the support of displaced populations and the host community.

The Health sector calculates the number of displaced Syrian individuals in need based on economic vulnerability, whereby data from the 2021 VASyR indicates that 91 per cent of displaced Syrian individuals are living below the poverty line (similar to last year), 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 29,000 Palestinian refugees from Syria are considered in need and targeted by the Health sector. The number of Palestine refugees in Lebanon considered in need is based on economic vulnerability data indicating that 65 per cent of Palestine refugees in Lebanon (equal to 117,000) are living below the poverty line. Although 117,000 Palestine refugees in Lebanon are considered in need, 20,000 are targeted under the LCRP, with the remaining eligible for support through UNRWA.

The Health sector targets 50 per cent of the Lebanese population in need,<sup>44</sup> which is equivalent to 1,062,681 individuals, for general health services (vaccination, medication, etc.) and 12 per cent of the population in need of hospital care,<sup>45</sup> which is equivalent to 123,580 individuals.<sup>46</sup> The reason the sector targets half of the population in need is mainly related to available resources. The Health sector coordinates closely with the Emergency Response Plan (ERP) to top off additional needs among the Lebanese population.

It is important to note that a wide array of health services are provided by actors outside of the LCRP who therefore do not report against LCRP targets. Solid coordination, consolidation and exchange of health information is to be strengthened under the LCRP 2022.

<sup>44</sup> Estimates reveal that more than 55 per cent of the country's population is now trapped in poverty and struggling for bare necessities.

<sup>45</sup> More than half of the Lebanese population (53.3%) is not covered by any form of health insurance.

<sup>46</sup> Total Lebanese population: 3,864,296 individuals. Source: LCRP population package 2021.

### 3. MAINSTREAMING OF GENDER AND SGBV, PROTECTION, CONFLICT SENSITIVITY, PSEA, ENVIRONMENT AND COVID-19

The Health sector's strategy aims at mainstreaming SGBV, Protection, Conflict Sensitivity, PSEA, Environment and COVID-19. In 2022, the Health 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' -- within the sector's strategy.

#### GENDER AND SGBV

The Health sector will place special attention on health interventions for boys, girls, men and women, including children under five years of age, pregnant and lactating women, adolescents (including adolescent girls married before the age of 18), persons with disabilities, older people, survivors of sexual and gender-based violence, persons living with HIV/AIDS, persons facing gender-based discrimination and other vulnerable groups.

Acceptability barriers will also be tackled, including social stigma, especially RH-seeking behaviours for adolescent girls. As a response to this, the sector will aim to have a female gynaecologist available in each health facility and a female and male health worker to reach girls and boys with age-appropriate reproductive health information. Pregnant women often cannot pay for their deliveries. This 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. This is a barrier to safe and dignified delivery. Mothers are often unfamiliar with the 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 woman and her baby at risk if there are birth complications. A home birth also means the newborn does not have a birth notification and therefore the birth cannot be registered at the personal status department.

Given the increased rates of sexual and gender-based violence (SGBV), the Health sector will increase response capacity. This includes scaling up the capacity of health facilities to respond to and refer SGBV cases. And as child marriage is increasing, including among the Lebanese population, the Health sector will adapt maternal health services to the needs of adolescent girls to ensure pre-natal care and post-natal support, including psychosocial support and advice, through a referral system. The Health sector will implement the recently endorsed Maternal Mental Health Guidelines for frontline workers that will allow medical and paramedical staff to identify and provide support to new mothers and refer them for professional support.

The sector will support women involved in healthcare provision, promoting their working conditions and work environment and will work on the establishment of safe and gender-responsive mechanisms for people, including individuals with diverse sexual orientations and gender identities to express their shelter needs. The sector will also work with grassroots women's organisations and organisations for individuals with diverse sexual identities to potentially make childcare available, as well as safe and free transportation, for individuals to channel their voices.

## PROTECTION

In 2019, the Health sector conducted a protection risk analysis in each regional field office to identify protection risks and barriers faced by different age, gender, disability and diversity groups in accessing quality and accountable healthcare. Mitigation measures to address these barriers, including sexual exploitation and abuse risks, have been designed as a result. In 2022, the Health sector aims to work jointly with the ERP coordination mechanism to update the protection risk analysis and to tailor contextualised mitigation measures, considering the changing context. To fulfil these commitments the Health sector will work closely with the Protection, Child Protection and SGBV sectors over the course of the year.

In 2022, the Health sector, together with the Protection sector, will prioritise the implementation of mental health services for humanitarian workers responding to the needs of vulnerable populations in order to improve and promote staff care (organisational health) and self-care awareness among staff. In addition, the Protection and Health sectors will work together to mainstream mental health and psychosocial support (MHPSS) through the provision of psychological first aid (PFA) trainings.

In 2022, the Health and Protection sectors will make a concerted effort to explore improved collaboration related to ensuring people-centred and human rights-based approaches to community-based MHPSS services. Both sectors will work together to assess and support second category hospitals for the admission of inpatient mental health cases.

The Health sector will conduct refresher trainings for all partners on the Inter-Agency minimum standard for inter-sectoral referrals, with a focus on MHPSS concerns. The sector will 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 healthcare providers.

The Health and Protection sectors will work together to monitor documentation barriers to accessing health services, including ID confiscation, which will involve joint monitoring and advocacy between sectors. Both sectors will also work together to support and strengthen the complaint and feedback mechanism in primary healthcare centres and to adapt information materials to be inclusive of persons with disabilities.

## CONFLICT SENSITIVITY

The sector recognises that the pressure on healthcare institutions caused by the increased demand for services is a potential source of conflict. In addition, the differences in coverage schemes and out-of-pocket expenses for all types of healthcare 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. Efforts will also be made to strengthen the MoPH's centres nationally and regionally as well as the primary healthcare system overall, including the Ministry of Social Affairs' social development centres, in order to deal with the increased burden on the system and to ensure continued access for vulnerable Lebanese.

To help streamline access to affordable hospital care for all population groups, the Health sector will work closely with the ERP coordination mechanism to align eligibility and vulnerability criteria as well as to identify pathways for patients to benefit from available support. The sector will aim at sharing information about balanced support and available services. Trainings for partners on conflict sensitivity and do no harm will also be considered. In coordination with the Social Stability sector, the Health sector aims to build the capacity of healthcare staffs to deal with social tension and conflict management. Together with the Social Stability sector, the Health sector will conduct a quarterly overview of tensions to ensure partners are periodically updated on the matter. Health sector partners will be encouraged to apply conflict sensitivity and do no harm principles throughout the design and implementation cycle of interventions.

## PSEA

The mainstreaming of PSEA will be prioritised in 2022. Joint efforts will be made in coordination with the ERP coordination mechanism, Protection sector, SGBV sector and PSEA network to increase PSEA awareness and implementation, particularly in the training of frontline workers.

## ENVIRONMENT

Lack of safe water, poor wastewater management, solid and medical waste management, hygiene and living conditions and unsafe food all influence the incidence and spread of communicable and noncommunicable diseases. Lebanon has been struggling with a national waste management crisis since 2015. This is addressed by the multidisciplinary national committee for waste management, mostly in coordination with the WASH and Social Stability sectors. In addition, Lebanon was faced with exceptional environmental hazards in 2020 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 emphasises the support of the MoPH to sustainably minimise and manage medical waste at the primary healthcare and hospitals level and the strengthening of disease surveillance systems to contribute to improved

outbreak control. Medical waste management will be conducted by Health sector partners using multi-year effective approaches that allow centres to benefit from the sustainability of services. Coordination with the Environmental Task Force, based at the Ministry of Environment, in this regard is a must. Medical and infectious waste management has its own laws and regulations. The Health sector commits to adhering to the environmental markers procedure when implementing activities that might pose any negative environmental risks.

## COVID-19

The sector will ensure that COVID-19 preventive measures are mainstreamed throughout all activities, including the safety of both healthcare workers and targeted populations. Guidance and best practices will be shared among LCRP and ERP coordination mechanisms.

Population Cohorts	Total Population	Total Population in Need	Total Population Targeted	Total Population Targeted by Sex and Age							
				# Women	# Men	# Children (0-19)	% Children	# Adolescent (12-17)	% Adolescent (12-17)	Additional disaggregation (ex. With Sp Needs)	% additional disaggregation
Lebanese	3,864,296	1,500,000	1,062,681	552,594	510,087	331,025	31%	173,642	16.3%	21,254	2.0%
Displaced Syrians	1,500,000	1,365,000	1,365,000	701,610	663,390	723,450	53%	263,445	19.3%	27,300	2.0%
Palestinian refugee from Syria	29,000	29,000	29,000	15,022	13,978	11,696	40%	4,994	17.2%	580	2.0%
Palestine refugee in Lebanon	180,000	142,200	20,000	9,920	10,080	6,956	35%	3,056	15.3%	400	2.0%
<b>GRAND TOTAL</b>	<b>5,573,296</b>	<b>3,036,200</b>	<b>2,476,681</b>	<b>1,279,000</b>	<b>1,198,000</b>	<b>1,073,000</b>	<b>40%</b>	<b>445,000</b>	<b>17%</b>	<b>49,534</b>	<b>2.0%</b>



Mother and child receiving primary healthcare services in Bekaa.

Amel Association

**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 Palestine Refugees in Lebanon (PRL) accessing primary healthcare services	Number of displaced Syrians, vulnerable Lebanese, Palestinian Refugees from Syria (PRS) and Palestine Refugees in 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 Utilisation Survey (HAUS) Ministry of Public Health (MoPH) health information system UNRWA assessments and health information system Activity Info	%	Yearly

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
N/A	N/A	100%	89%	N/A	100%	N/A	N/A	100%	N/A	N/A	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 immunisation coverage - July 4, 2017)	MoPH/WHO Expanded Programme on Immunisation (EPI) cluster survey	%	Yearly

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
N/A	N/A	100%		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)**

INDICATOR 2	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
Percentage of displaced Syrians, vulnerable Lebanese, Palestinian Refugees from Syria (PRS) and Palestine Refugees in Lebanon (PRL) admitted for hospitalisation per year	Number of displaced Syrians, vulnerable Lebanese, Palestinian Refugees from Syria (PRS) and Palestine Refugees in Lebanon (PRL) admitted for hospitalisation per year over total population	MoPH hospital data UNHCR annual referral care report UNRWA hospitalisation data	%	Yearly

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
12%	N/A	12%	7%	N/A	12%	12%	N/A	12%	12%	N/A	12%

**OUTCOME 3: Improve outbreak & infectious diseases control**

INDICATOR 3A	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
Percentage of functional Early Warning, Alert and Response System (EWARS) centers	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 Functional EWARS centers are those that report through the EWARS system	MoPH list of EWARS functional centers	Institutions	Yearly

**Institutions**

Baseline	Result 2021	Target 2022
50	N/A	800

**OUTCOME 4: Women, men, girls and boys in all their diversity have their fundamental rights represented and have access to basic services and information (justice, health, education)**

INDICATOR 4	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
Percentage of the population reached with health integrated messages	The target is that 15% of the population is reached with health integrated messages	Activity Info	%	Yearly



Lebanese



Displaced Syrians



Palestinian Refugees from Syria (PRS)



Palestine Refugees in Lebanon (PRL)

Lebanese			Displaced Syrians			Palestinian Refugees from Syria (PRS)			Palestine Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
N/A	N/A	15%	N/A	N/A	15%	N/A	N/A	15%	N/A	N/A	15%



# LIVELIHOODS SECTOR

## PEOPLE IN NEED



266,490

## PEOPLE TARGETED



242,755

## NEEDS-BASED APPEAL



\$333M

## PARTNERS



64

## GENDER MARKER



4\*

\*Intends to contribute to gender equality, including across age groups AND/OR people with disabilities

## CONTACT

### LEAD MINISTRIES

Ministry of Social Affairs (MoSA)

Afaf Khalil

afafkhalil.t.2020@gmail.com

Ministry of Economy and Trade (MoET)

Rayan Dandache

rdandache@economy.gov.lb

### COORDINATING AGENCY

UNDP

Position currently vacant

For more information, contact Elina Silen at

elina.silen@undp.org

## SECTOR OUTCOMES

### OUTCOME 1:

Stimulate local economic growth and market systems to foster income-generating opportunities and decent and safe employment

#### INDICATORS

- Number of decent job created and/or maintained (30% created and 70% maintained)
- Number of target Lebanese MSMEs and cooperatives that report increased performance and expanded market access (new clients, contracts, market access) as a result of programme activities

### OUTCOME 2:

Improve workforce employability

#### INDICATORS

- Number of job seekers placed into jobs (at least 50% women).
- Number of targeted vulnerable men and women engaged in home-based income generation (at least 50% women)

### OUTCOME 3:

Strengthen policy development and enable environment for job creation

#### INDICATORS

- Number 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	FEMALE ♀	MALE ♂
 Vulnerable Lebanese	138,399	121,378	61,903	59,475
 Displaced Syrians	109,409	109,240	55,712	53,528
 Palestinian Refugees from Syria	5,740	3,641	1,857	1,784
 Palestine Refugees in Lebanon	12,943	8,496	4,333	4,163

# 1. SITUATION ANALYSIS

The compounded crises that Lebanon has faced are characterised by a deterioration of the socio-economic situation coupled with hyperinflation and increased devaluation of the Lebanese Pound (LBP). The latest World Bank Economic Monitor shows that macroeconomic conditions have seriously deteriorated, particularly after 2019, when Lebanon's Gross Domestic Product fell from 55 billion USD in 2018 to an estimated 33 billion USD in 2020. Unemployment is increasing, as the Economic Monitor shows that one in five workers has lost their jobs since October 2019 and 61 per cent of formal firms decreased the number of permanent workers by 43 per cent on average. In addition, MSMEs, cooperatives, entrepreneurs and small-scale farmers have been struggling to finance their minimum recovery and sustainability needs due to the limited liquidity of the financial sector, tight regulatory and monetary controls and limited capacity of local financial institutions to meet capital and reserve requirements. Employment in the informal sector has also been challenged by recent developments, as most owners of informal enterprises have no savings or other financial options and are therefore forced to close (temporarily or permanently) and/or to reduce staff, resulting in the loss of jobs and incomes. Women are the most affected by the crises, as they are the first ones to lose their jobs and have to balance domestic and childcare responsibilities. Female labour force participation in Lebanon was still very low (25% at the end of 2019, representing a third of the male labour force participation rate). It is even lower among refugee women, with only 10 per cent in the labour force. Women also have a much lower likelihood of having financial accounts, debit or credit cards than men, even after controlling for education and welfare status. Additionally, women are more likely to depend on another family member for access to financial services. Following the multiple crises affecting the country, the share of job losses among women was notably higher than that among men.

The lack of income affects overall community resilience, as households are unable to purchase the necessary food and basic items, subsequently impacting local

markets. The depreciation of the LBP, which lost 90 per cent of its value between 2019 and June 2021, surging inflation with an increase of 340 per cent on the price of the basic food basket and subsidies cuts on basic items such as food and fuel,<sup>1</sup> have severely declined people's purchasing power, especially those receiving their salaries in Lebanese pounds. The cost of the Survival Minimum Expenditure Basket (SMEB) for a household in Lebanon has increased considerably during the last few years. According to the preliminary findings of the Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR) in 2021, the monthly SMEB for a household is LBP 2,450,000, four times more than the legal minimum monthly wage. With limited means for vulnerable households to preserve their purchasing power, they are further pushed to resort to negative coping strategies and informal employment, exposing themselves to increased exploitation risks,<sup>2</sup> not to mention increased dependency on international assistance.

Within the current context, supporting and protecting people's livelihoods and investing in decent employment while boosting economic recovery and market systems has become even more vital. The economic impacts of the multiple crises in Lebanon, i.e. the loss of income, closure of markets, shops and loss of daily work opportunities, are increasing the competition over jobs. This competition remains the main driver of intercommunal tensions, which stand at 53 per cent. It is therefore of particular importance that the Livelihoods sector meet its full targets in 2022 and avoid unequal geographical coverage and gaps in targeting.

<sup>1</sup> The increased cost of fuel also affects the cost of transport and electricity through generators. On 4 November 2021, the cost of 20 litres of 95-octane and 98-octane gasoline was set at 304,000 LBP and 313,400 LBP, respectively. The cost of gasoline was almost half of the legal minimum wage. <http://www.srpoverity.org/2021/10/22/lebanon/>

<sup>2</sup> The sector emphasises the need to coordinate, at the local, regional, and national levels, with authorities and between partners to better address new and existing vulnerabilities and needs.

# 2. OVERALL SECTOR STRATEGY

In a deteriorating context and with challenges on the rise, the three main overarching objectives of the Livelihoods sector remain relevant and valid. The Livelihoods sector will emphasise the need to invest in both immediate economic recovery needs and long-term livelihoods support and ensure better inter-sectoral coordination to target those severely affected by the crisis, increase engagement with private sector actors to ensure sustainability and strengthen mainstreaming efforts.

To this end, the sector's Theory of Change will be as follows:

Given the protracted and compounded nature of the crises facing host and refugee communities in Lebanon, the overall objective of the Livelihoods sector strategy is to alleviate the socio-economic shocks on the most vulnerable groups (especially youth, women and persons

with specific needs), and to move towards medium and longer-term recovery and stabilisation by improving their access to decent income and employment. The theory of change underpinning the Livelihoods sector strategy is built on the premise that:

1) Supporting businesses in key economic sectors stimulates local economic development and market linkages. This contributes to job retention and creation,<sup>3</sup> supports short term income-generating opportunities, particularly for the most socio-economically vulnerable, and mitigates a source of tensions between Lebanese host communities and refugees.

<sup>3</sup> Businesses and cooperatives who 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.

2) Working with the private sector and governmental institutions to enable a conducive and inclusive policy environment for sustainable job creation,<sup>4</sup> a business-friendly environment, reduction of the gender gap in the economy<sup>5</sup> and enforcing decent working conditions will then contribute to improving the local economy as well as the livelihoods of vulnerable groups.

Recognizing that long-term employment opportunities can only be achieved by the private sector,<sup>6</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. Moreover, several assessments (including the VASyR) have established that one of the key barriers to employment for women is the prevalence of societal norms such as 'women should stay at home'. Thus, to strengthen women's employability, the programme should include a community mobilisation/gender-transformative component.<sup>7</sup>

Interventions in the Livelihoods sector remain rooted in the 'Making Markets Work for the Poor' (M4P) approach<sup>8</sup>, which aims to change the way market systems work so they become more effective and sustainable for vulnerable Lebanese to improve their livelihoods, while also benefitting displaced Syrians, within the legal framework. It also embeds the do no harm principle, by limiting interventions that might distort markets<sup>9</sup>, and mitigates social tensions, thus promoting the overall stabilisation of social relations in most vulnerable communities and beyond. This is of particular concern as tensions monitoring reveals that the primary reasons for inter-communal tensions are unemployment and competition over jobs.

**Monthly SMEB for a household is LBP 2,450,000, which is FOUR TIMES MORE THAN THE LEGAL MINIMUM MONTHLY WAGE**

VASyR 2021

<sup>4</sup> 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 MoL.

<sup>5</sup> Lebanon ranks 132 out of 156 countries in the World Economic Forum Global Gender Gap 2021 Report, due to low rates of economic participation of women, political representation and patriarchal socio-cultural norms. <https://www.weforum.org/reports/ab6795a1-960c-42b2-b3d5-587eccda6023>

<sup>6</sup> Therefore, the increasing need to create a policy-friendly environment for businesses development.

<sup>7</sup> This can be done by using community champions, recognised testimonials and men-to-men mobilisation.

<sup>8</sup> Improving the lives of the poor – stimulating growth and expanding access – means transforming the systems around them. Market systems development recognises 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.

<sup>9</sup> For more information on the M4P approach, see: <http://beamexchange.org/en/>.

## NATIONAL PRIORITIES

The sector strategy will be aligned with the Government of Lebanon Stabilisation Roadmap,<sup>10</sup> the strategy of the Ministry of Social Affairs,<sup>11</sup> the Ministry of Economy and Trade's Lebanon SME Strategy (Roadmap to 2020)<sup>12</sup>, the Ministry of Agriculture National Agriculture Strategy 2020-2025 and the Ministry of Labour's Decent Work Country Programme 2017-2020.<sup>13</sup> The strategy will also align with MoSA, MoL and ILO National Guidelines on Employment Intensive Projects, Lebanon's National Action Plan on Women's Economic Empowerment and the National Action Plan to Eliminate the Worst Forms of Child Labour In Lebanon by 2016.<sup>14</sup> The sector will also support the Ministry of Industry's (MoI) Strategic Plan for the Development of the Industrial Sector 2020-2025. All interventions will also be in line with the applicable legal frameworks of national laws and regulations<sup>15</sup> on labour and employment, and with the Government policy paper on Syrian displacement to Lebanon. Of relevance to the Livelihoods sector are the National financial inclusion strategy led by the Central bank of Lebanon<sup>16</sup> and the economic opportunities and jobs component of the Capital Investment Plan (CIP) Vision for Stabilisation and Development that the Government of Lebanon 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).<sup>17</sup>

In the current context, it is becoming more important to identify and invest in economic sectors with the potential for growth and income generation. 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 these key economic sectors. The sector will also seek support from MoSA and MoET to coordinate with the Ministry of Agriculture (MoA) and the Ministry of Industry (MoI) on the identification of key sectors within agriculture and agro-food processing, respectively, where increasing focus on supporting these businesses was noted during the past year.

<sup>10</sup> Based on MoSA internal discussions.

<sup>11</sup> It includes the National Social Protection Policy and the National Poverty Targeting Programme (NPTP) <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.

<sup>12</sup> MoET informs that the SME strategy should continue to be referred to as it is currently still operational. MoET is currently working on updating the Economic Plan to include potential sectors for growth beyond those currently mentioned in the SME strategy.

<sup>13</sup> MoL informs that the programme and strategies within it are still important and will be extended and should be referred to.

<sup>14</sup> MoL and MoSA highlight the importance of complying with the national plan despite being outdated.

<sup>15</sup> Issued by GoL following the start of the Covid-19 pandemic.

<sup>16</sup> The Strategy will link with the recommendations around improving financial literacy of the population in need and support access to affordable finance. <https://www.bdl.gov.lb/downloads/download/275/en>

<sup>17</sup> With feedback by MoSA the priorities under CIP are still valid.

## ASSUMPTIONS & RISKS

To achieve the sector's objectives four main assumptions, mainly related to the contextual situation, are identified. The first assumption is the increase in funding to carry out interventions that ensure market-system development to maintain access to decent and long-term employment and income-generating opportunities through supporting MSMEs and cooperatives in key economic sectors to improve their capacities and efficiency. Another assumption is identifying and providing a meaningful transfer value to bring workers and their dependents out of poverty. Partners are recommended to continue using top-up assistance, i.e. transportations, food and/or in-kind support to workers. Furthermore, the Sector will continue exploring a different and evidence-based methodology/system that can ensure decent wages in a context where inflation is not stabilised, using the results from the UNDP-led Wage Monitoring Assessment and information from the WFP SMEB. This will be done while working closely with other key sectors and partners, donors and relevant line ministries. Simultaneously, the Sector will continue to advocate that the Government of Lebanon improve the regulatory framework on labour and decent employment, including the increase of daily wages. The third assumption is that there will be adequate budget allocations to cover additional costs to ensure beneficiaries' accessibility and the benefit of programmes. This includes, but is not limited to, support for transportation, fuel, electricity, ICT equipment and in-kind and/or food support as well as childcare services. Not only will this ensure the accessibility of beneficiaries, it will also ensure programme continuity in case of a COVID-19 resurgence. To this end, the sector will also work to include Livelihood's activities, especially those related to income generation, such as cash-for-work, as critical activities in business continuity plans.

The Livelihoods sector has analysed several risks which could arise in 2022 and undermine the quality and accountability of interventions. With unemployment and competition over jobs identified by the tension monitoring system as the primary reason for inter-communal tensions,<sup>18</sup> there is a risk that interventions (especially cash-for-work) would further exacerbate these tensions. As such, the Livelihoods sector, working in close coordination with the Social Stability and Protection sectors, will help agencies stay abreast of conflict and protection analysis. Additionally, with the increased levels of tensions, the Livelihoods sector will work with the Social Stability sector on

- 1) facilitating do no harm and context analysis workshops for partners, and
- 2) working on the inclusion of a tension levels layer to the mapping of the most vulnerable cadastres, to support the prioritisation of municipalities.
- 3) Finally, the sector will support directing the geographical coverage of interventions to ensure a wider distribution of activities to reach more communities, when possible.

Another risk is the lack of harmonisation and coordination of modalities and transfer values for assistance in USD and Lebanese Pounds, as increased competition over low-skilled jobs, in addition to the perception of aid bias,

is already a tension driver.

Some sector partners have already shifted the transfer value or currency of assistance, which may exacerbate a sense of unfairness between those who receive assistance and those who do not, as well as between the beneficiaries of different organisations. Moreover, increasing pressure is being put on partners by communities and local authorities during livelihoods activities (especially cash-for-work) to include more individuals in activities, increase the daily wage or to shift currency into USD, sometimes leading to insecurity and heightened tensions. This contributes to the concerns about the potential security risks for partners operating in the field. Therefore, the sector will continue to advocate for a harmonised approach to transfer values and work with key agencies, donors and line ministries on setting a methodology for cash-for-work transfer values while encouraging partners to coordinate closely at regional levels through the regional working groups.

With financial and technical support provided to MSMEs and cooperatives being a priority area, there remains a risk that this support does not lead to sustainable businesses and job creation. The sector will promote:

- 1) conducting market systems analysis<sup>19</sup> to identify key value chains with potential for inclusive growth;
- 2) supporting MSMEs that have been targeted through value chains and/or an area-based approach;
- 3) linking small companies with bigger enterprises on the supply side;
- 4) diversifying supply and encouraging investment in economic sectors that have growing potential;
- 5) assisting small enterprises and cooperatives with proven potential, allowing for longer incubation and business-coaching phases;
- 6) strengthening coordination within or across value chains but also between partners; and
- 7) identifying flexible and innovative financial mechanisms, including a blended finance approach in livelihoods programming (loan interest subsidies, loan cash top-up, grants, etc).

The resurgence of COVID-19 and new lockdown measures in 2022 are also a main risk whose consequences may include altering/suspending/delaying activities or shifting to remote implementation modalities. To mitigate this risk, the sector will continue to ensure high flexibility to allow for the continuation of critical activities, such as income-generating activities and business support. Sector partners are encouraged to

- 1) plan for alternative modalities, such as web-based operations and online business trainings and consultancies coupled with in-kind technical support (internet cards and ICT equipment), and development of online platforms to better link consumers with businesses,
- 2) budgeting for PPE procurement and facilitating access to the national vaccination platform for those unable to register themselves and
- 3) putting in place flexibility measures that allow for a contingency plan in terms of continued conditional cash transfers to refugees and vulnerable Lebanese engaged in labour-intensive work, despite the suspension of activities.

<sup>18</sup> UNDP/ARK Perception Survey, August 2021.

<sup>19</sup> Joint analysis and/or coordination on different analysis are encouraged between partners

Finally, at the institutional level, the enforcement mechanisms of formalising foreign labour in Lebanon, including seasonal labour, are not yet completed, leaving certain workers at risk of exploitation. Further efforts will be made to

- 1) strengthen MoL's capacity to facilitate work permits procedures and reduce market informality and
- 2) ensure that workers are aware of their rights and responsibilities.

## SECTOR'S RESULTS: LCRP IMPACTS, SECTOR OUTCOMES, OUTPUTS

The sector's theory of change primarily contributes to LCRP Strategic Objective 4 ("Reinforce Lebanon's economic, social and environmental stability") by supporting recovery and development of MSMEs, job retention and creation and income-generating opportunities, workforce employability and an enabling environment to transition 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 with longer-term benefits. 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 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 as well as enhancing the capacity of government institutions, such as MoSA's social development centres (SDCs) to provide services. Finally, it serves Strategic Objective 1 ("Ensure protection of vulnerable populations") by providing awareness-raising sessions on employees' rights and how to safeguard them, promoting advocacy, encouraging policy development and putting in place mechanisms to ensure accountability.

## EXPECTED RESULTS

The escalating economic and financial crises increase the need to strengthen the focus on the demand side of the labour market, support the private sector to enhance productivity, boost local economic development and protect employment by providing technical and financial support to MSMEs<sup>20</sup> and cooperatives. In addition, the sector encourages partners to mainstream financial literacy training, such as household budgeting and savings management, across all programmes that include cash assistance to ensure longer sustainability of results.

<sup>20</sup> Important to continue to focus the support of MSMEs outside of Beirut area.

The sector remains committed to ensuring that it creates decent work opportunities and to working closely with local authorities and employers to strengthen awareness on the need to ensure decent working conditions for both host and refugee communities.<sup>21</sup>

<sup>22</sup>This includes ensuring equal pay for women, putting in place mechanisms to prevent and respond to sexual harassment in the workplace, facilitating accessibility for persons with disabilities and ensuring access to quality childcare services.

In line with the LCRP impact statements, the Livelihoods sector will provide a critical contribution to Lebanon's stability by expanding economic opportunities benefitting 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 towards ending poverty (SDG 1) and ensuring gender equality (SDG 5).<sup>23</sup> The impact of sector interventions will be measured according to the number of jobs maintained or created because of partners' interventions. The sector framework is structured around three outcomes reflecting priorities in terms of employment/income-generating opportunities, workforce employability and 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, aimed at stimulating local economic growth and market systems to encourage the creation and maintenance of short and long-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 4,500 Lebanese nano, micro, small and medium enterprises, start-ups and cooperatives, with a specific focus on women-led businesses, since women own a very small percentage of businesses in Lebanon, which affects their economic status. To enhance local economic growth in the most vulnerable areas, the support will include:

<sup>21</sup> 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.

<sup>22</sup> Decent work as defined by ILO - 'productive work in conditions of freedom, equity, security and human dignity'.

<sup>23</sup> See: <https://sustainabledevelopment.un.org/sdgs>

- 1) technology transfer and business skills and financial management to support the efficiency of business operations in key sectors<sup>24 25</sup>;
- 2) enabling access to financial and non-financial services to strengthen resilience and adaptability to shocks;<sup>26</sup>
- 3) promoting the use of the market-based approach by strengthening commercial linkages with the private sector;
- 4) exploring different market linkages;<sup>27</sup>
- 5) looking into a new approach to cluster businesses to benefit from each other's services;<sup>28</sup>
- 6) ensuring equitable engagement of female workers in MSMEs by reducing gender barriers to access.<sup>29</sup>

### *Output 1.2 – Competitive integrated value chains strengthened and upgraded*

The target is to create/maintain 1,600 jobs in 2022 by strengthening and upgrading 90 local and national value chains (this also includes components of value chains). Partners should ensure that MSMEs, cooperatives and farmers shift to key value chains with high potential for employment and income.<sup>30</sup> Key areas of intervention include

- 1) assessments to identify value chains in need of support at the territorial level, focusing on value chains/sectors with potential of growth to identify gaps or constraints;
- 2) supporting knowledge and compliance of quality standards to improve and promote Lebanese products in international markets;
- 3) strengthening market linkages and seeking new approaches to cluster value chains support either within the same value chains or between different entities across the country to ensure complementarity between interventions; and
- 4) ensuring women-led businesses have equal access to the above support and increasing the involvement of youth via innovative solutions.

The Livelihoods sector will continue to work closely with the Food Security and Agriculture sector and MoA on agriculture and agro-food cooperatives to ensure a coordinated approach.<sup>31</sup>

<sup>24</sup> The support should be focused on key sectors with high potential for employment and income generation and on subsectors prioritised 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.

<sup>25</sup> Here it is recommended to help link supported businesses with the chambers of commerce where quality certification can be accessed and to support the formalisation process of informal businesses.

<sup>26</sup> 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 microfinance clients from being further indebted, especially vulnerable groups including women-led MSMEs who are often discriminated against in accessing credit and thus forced to close. Livelihoods partners are 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 such as group savings, village banking and self-help groups. In 2022 the sector will organise technical discussions with key experts on this topic.

<sup>27</sup> Business to Business, cross sectors, within the same value chain, or with foreign markets. It could also mean strengthening market linkages between businesses and support functions.

<sup>28</sup> This also includes fostering a network of businesses that can share best practices and new knowledge.

<sup>29</sup> Including preventing or responding to sexual harassment in the workplace, gender discrimination and lack of access to affordable and quality childcare services. These value chains have been identified and prioritised 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.

### *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 persons with specific needs, can be achieved through labour-intensive investments in productive, public infrastructure and environmental assets. The aim is to create 40,000 short-term opportunities, 50 per cent of which should benefit displaced Syrians and Palestinian refugees.<sup>32</sup> In total, 180,000 beneficiaries will benefit (both directly and indirectly) from labour-intensive interventions. Due to the multiple crises' impact on businesses, sector partners will also subsidise wages through their cash-for-work activities to support job retention in MSMEs and cooperatives. It is important that the sector ensure that labour-intensive interventions address local municipal priorities to reduce tensions and deliver tangible benefits to host communities by rehabilitating infrastructure and environmental and productive assets to support local economic development.

## **Outcome 2 – Improve workforce employability**

Under the second outcome, the sector will focus on 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 career guidance, job matching and work-based learning opportunities.<sup>33</sup> Activities for displaced Syrians under this outcome are in the three sectors, as per MoL policies. Concurrent with the employment activities, the sector recommends that partners provide business support and include private sector actors in these activities to better link market demands with the supply side.

### *Output 2.1 – Vulnerable men and women have strengthened and appropriate technical skills to match the needs of the job market*

<sup>30</sup> These value chains have been identified and prioritised 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>31</sup> MoA emphasises the need for coordination on the following activities: Agricultural Roads (construction or rehabilitation) (Green plan), Agricultural Cooperatives (General Directorate of Cooperative), Irrigation Network (On farm networks), Hill lakes (less than 100000 m<sup>3</sup>), Wholesale and retail markets, all other activities like distribution of agricultural inputs (seeds, fertilisers, pesticides, plants...), Fish sector, Animal sector, Forestation and reforestation (MoA has a strategy for that) and Fruit cooling rooms.

<sup>32</sup> 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 optimise complementarity and efficiency.

<sup>33</sup> Based on the recommendations from the 2021 Livelihoods Sector Reflection Session Workshop, the sector will in 2022 dedicate a specific task force to discuss a cash+ approach in employability activities and business support.

To address this issue in 2022 the Sector targets 15,000 individuals with training, addressing gaps in the labour market and increasing the employability of the most vulnerable. To address the new labour market demands and gaps and to create greater access to the labour market for vulnerable groups, livelihoods interventions should aim at providing technical and soft skills training based on market demands and on topics in which beneficiaries have legal work opportunities in the Lebanese labour market.<sup>34</sup> Under this output the sector promotes employment of women's entrepreneurship in the green economy to transform potential energy solutions into women's economic empowerment, especially amidst the compounded socio-economic crises and the COVID-19 pandemic.

The sector will work with the TVET Directorate of the Ministry of Education and Higher Education and with the Ministry of Labour to support ongoing efforts to reform vocational education in Lebanon. This collaboration will also help prioritise investment in existing public vocational training centres to support governmental institutions in improving the system (curricula, equipment, infrastructure) but also to ensure sustainability.

*Output 2.2 – Career guidance, awareness-raising sessions, job matching, and work-based learning opportunities offered to female and male job seekers*

The sector will target 26,000 beneficiaries in 2022. Due to the current context, partners are recommended to 1) strengthen the linkages between vocational training and work-based learning opportunities to enable beneficiaries to be competitive in the labour market upon completion; and 2) strengthen linkages between work-based learning opportunities and support to MSMEs within the targeted value chains and/or area-based approach. This is of specific importance as the linkages to MSMEs are crucial to ensure better impact of employability, as the planned support to businesses can help ensure job retention and creation.

The sector recommends programmes to prioritise targeting of new entrants to the labour market, such as youth, but also women (including female heads of households), whose ability to generate income will be crucial to lifting themselves and their families out of poverty. Previous years' experience under the sector shows a gap between the number of trained women and girls and the number of women and girls who access employment. To address this, the sector will make efforts to shift the training contents for women and girls to sectors that are required by the market, in line with recent market assessments, while also ensuring that women have access to safe transportation and childcare. 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 over jobs with the host community is not exacerbated through such programmes.

**Outcome 3 – Strengthen policy development and enable 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 – GoL 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 particular focus on 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 formalisation of businesses which should also contribute to this objective), while engaging in advocacy and awareness-raising activities focusing on minimum labour standards and regulations.

The sector will require close collaboration with the Ministry of Labour and its national and regional employment offices (NEOs). The Ministry, as the key administrative authority in the field of labour, responsible for employment conditions, labour relations, and for shaping employment policy, will be supported in developing and implementing labour policies within Lebanese laws. This will notably require support to labour inspection capacity to ensure enforcement of labour regulations that protect employees and employers and uphold the principles of decent work for both Lebanese and Syrians' labour.

*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 to improve the enabling environment for job creation. Overall, the sector aims to support the development of 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 continues to suffer from data gaps on vulnerable Lebanese at the household and individual levels, which challenge its targeting and require partners to go through local assessments to inform programming.<sup>35</sup> Other data gaps include systematised local market assessments to identify intervention types and a national labour market assessment.

The Sector has developed "Recommended Parameters on Outreach, Identification and selection of Beneficiaries."<sup>36</sup> This document looks at various livelihoods services/interventions and provides recommendations on the best modalities and criteria to identify potential beneficiaries.

<sup>34</sup> Vocational training for displaced Syrians must be in the three specified sectors, as per MoL policy.

<sup>35</sup> Despite the Labour Force and Household Living Condition Survey (LFHLCS) 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)

<sup>36</sup> Based on the recommendations from the 2021 Livelihoods Sector Reflection Session Workshop, the sector will dedicate a specific task force to update the guidelines in 2022.

The sector assumes that each poor household needs at least one member engaged in livelihoods assistance to raise the household over the poverty line. For individuals 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. In 2022, the Sector will look further into the Recommended Parameters on Outreach, Identification, and Selection of Beneficiaries guidelines to reflect on current changes and needs.

While the sector aims at adopting a value chains and/or area-based approach, this will need to be complemented by specific programmes prioritising the most vulnerable at the household or individual levels, such as youth, households with persons with specific needs, female-headed households and other severely vulnerable groups, such as survivors of gender-based violence as well as families at risk of or engaging in child labour. National systems will be crucial in this regard, such as the (updated) NPTP database, in addition to the local information provided by SDCs, municipalities or local associations.

The sector will use available data on poverty, tensions and deprivation as a basis for area-based targeting in order 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 Platform to identify ongoing interventions and advise 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.

Another tool to support targeting will be the mapping of the most vulnerable cadastres,<sup>37</sup> which provides a good basis to identify areas where displaced populations are concentrated alongside vulnerable Lebanese, using a multi-dimensional poverty index. Both the poverty dimension and the host/displaced ratio are relevant for livelihoods interventions. Partners must also take into consideration recent changes in the socio-economic situation affecting the Lebanese population and the unemployment and poverty rate in host communities. Finally, the state of inter-communal relations is another important lens for geographic targeting, as job competition remains a widely cited source of tension.<sup>38</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.

<sup>37</sup> The sector will be coordinating closely with MoSA to update the Strategy and targeting with the new vulnerability map, once finalised.

<sup>38</sup> 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 socio-economic situation.

### 3. MAINSTREAMING OF GENDER AND SGBV, PROTECTION, CONFLICT SENSITIVITY, PSEA, ENVIRONMENT AND COVID-19

#### PROTECTION, CHILD PROTECTION AND PSEA

The Livelihoods sector addresses protection issues inclusive of women, youth and persons with specific needs, through the identification of opportunities to safe access. In 2022, the sector will facilitate thematic discussions with the Protection sector to 1) better identify barriers and approaches to providing more inclusive livelihoods opportunities. This aims to reduce the subjection of displaced persons to exploitation and dependency on humanitarian aid and to support their contributions to the local economy; and 2) develop joint advocacy messages to increase funding for critical livelihoods opportunities for women and persons with specific needs, including those with disabilities.

The sector will work with the Child Protection Working Group to identify linkages with the Child Labour Road Map Action Plan 2021-2022 and jointly review and share guidelines on addressing child labour by including vulnerability criteria on how to better target households with children engaged in labour. Joint indicators will continue to be monitored throughout 2022 and the sector will work with the Child Protection Working Group to discuss results and identify areas with higher prevalence of child labour, which could be prioritised by livelihoods programming.

The dedicated PSEA sector focal point will support the sector in linking partners to PSEA Network training opportunities, guidance and key discussions and will regularly update partners on material produced by the PSEA Network.

#### CONFLICT SENSITIVITY

The sector will collaborate with the Social Stability sector to strengthen conflict sensitivity mainstreaming capacities<sup>39</sup> amongst livelihoods partners through training on conflict sensitivity and do no harm and thematic support through guidance notes and checklists, as well as ad-hoc support based on contextual developments. Finally, a quarterly tensions overview will be presented through the sector working group to ensure that information is regularly shared. Tension monitoring data and analysis will be used to guide targeting of livelihoods programming to reduce tensions in areas where job competition over low-skilled jobs is prevalent.

#### YOUTH AND GENDER

Youth and women remain a specific priority target group across all activities of the sector, taking into consideration their particular 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-up and development schemes as well as work-based learning programmes. For women, a particular focus will be the provision of targeted support to female-headed households. The sector will be working with key agencies on gender-transformative approaches to strengthen women's engagement in non-traditional sectors when feasible.

#### ENVIRONMENT

The Livelihoods sector will continue to support environmental protection through the implementation of labour-intensive interventions, such as forest management and reforestation projects, land restoration activities (e.g. restoration of terraces), water conservation measures (e.g. shallow ponds for conserving soil moisture, re-building of stone weirs) and litter-cleaning campaigns (along waterways and roadsides).<sup>40</sup> The Environmental Task Force highlighted the need for sector partners to ensure that labour-intensive activities include control mechanisms to ensure that they remain in line with environmentally approved plans. The sector will work with the Environment Task Force at MoE on how partners can put such mechanisms in place.

#### COVID-19

Given the persistent impact of the COVID-19 outbreak on the implementation of activities, the sector will continue to ensure the provision of services through both in-person and remote modalities. In case there is a resurgence of COVID-19 in 2022, partners will need to shift to online modalities. Physical activities will need to be minimal and mostly relate to necessary practice and on-the-job training and labour-intensive activities such as construction, agriculture and environment (in line with the LCRP Business Continuity plan). In case of new mobility constraints, partners should continue to provide wages through labour-intensive activities, such as cash-for-work, as these are an important lifeline in ensuring income for vulnerable populations.

<sup>39</sup> Align planning with the 3RP guidance note on Conflict-Sensitive Programming (Guidance Note): [HERE](#)

<sup>40</sup> Sector activities will be in line with applicable laws and regulations by MoA and Ministry of Environment (MoE), especially with regards to forest management activities.

**Total sector needs and targets:**

Population Cohorts	Total Population	Total Population in Need	Total Population Targeted	Total Population Targeted			
				# Women	% Women	# Men	% Men
Lebanese	3,864,296	138,399	121,378	61,863	51%	59,437	49%
Displaced Syrians	1,500,000	109,409	109,240	55,677	51%	53,493	49%
Palestinian refugee from Syria	27,700	5,454	3,641	1,857	51%	1,784	49%
Palestine refugee in Lebanon	180,000	12,943	8,496	4,333	51%	4,163	49%
<b>GRAND TOTAL</b>	<b>5,571,996</b>	<b>266,205</b>	<b>242,755</b>	<b>123,805</b>	<b>51%</b>	<b>118,874</b>	<b>49%</b>

Type of Institutions	Total Targeted
MSMEs	4,500
Ministries (MoSA, MoET, MoL, MOInd, MoA, MEHE)	6



Women are taught skills such as soap making in order have a living income.

UN Women /Daleel Tadamon December 2021

## 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 2021	Target 2022
494	13,109	16,000



Lebanese



Displaced Syrians



Palestinian Refugees from Syria (PRS)



Palestine Refugees in Lebanon (PRL)

Baseline	Result 2021	Target 2022									
N/A	N/A	8,000	N/A	N/A	7,200	N/A	N/A	240	N/A	N/A	560

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	Businesses	Bi-yearly

### TOTAL

Baseline	Result 2021	Target 2022
N/A	714	2,700

Micro-businesses			Nano-businesses			Social Entreprises		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
N/A	N/A	405	N/A	N/A	405	N/A	N/A	108

SMEs			Start-ups			Cooperatives		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
N/A	N/A	540	N/A	N/A	270	N/A	N/A	972

## OUTCOME 2: Improve workforce employability

INDICATOR 2A	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
"# of job seekers placed into jobs (at least 50% women).  % of women among job seekers placed into jobs."	Job seekers placed into jobs (at least 50% women)	Activity Info	Individuals	Monthly

## TOTAL

Baseline	Result 2021	Target 2022
N/A	1,223	2,000

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
N/A	N/A	1,000	N/A	N/A	900	N/A	N/A	30	N/A	N/A	70

INDICATOR 2B	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
"# targeted vulnerable men and women engaged in home-based income generation (at least 50% women)  % of women among vulnerable persons engaged in home based income generation."	Individuals using the skills gained in trainings for activities at home	Activity Info	Indiv	monthly

## TOTAL

Baseline	Result 2021	Target 2022
N/A	1,721	2,000

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
N/A	N/A	1,000	N/A	N/A	900	N/A	N/A	30	N/A	N/A	70

**OUTCOME 3: Strengthen policy development and enable environment for job creation**

INDICATOR 3A	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
# 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 documents from GoL and partners report	Document	Quarterly

## TOTAL

Baseline	Result 2021	Target 2022
7	N/A	N/A

INDICATOR 3B	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	Rank	Annually

## Institution

Baseline	Result 2021	Target 2022
126TH	N/A	N/A



# PROTECTION SECTOR

## PEOPLE IN NEED



3,209,000

## PEOPLE TARGETED



1,935,000

## NEEDS-BASED APPEAL



\$229M

## PARTNERS



71

## GENDER MARKER



4\*

\*Intends to contribute to gender equality, including across age groups AND/OR people with disabilities

## CONTACT

### LEAD MINISTRY

Ministry of Social Affairs (MoSA)  
Afaf Khalil  
afafkhalil.t.2020@gmail.com

### COORDINATING AGENCIES

UNHCR  
Elsa Bousquet  
bousquet@unhcr.org  
Collette Hogg  
hoggc@unhcr.org  
UNICEF  
Joud Munwar  
jmunwar@unicef.org  
UNFPA  
Erica Talentino  
talentino@unfpa.org

## SECTOR OUTCOMES

### OUTCOME 1:

Women, men, girls and boys in all their diversity have their fundamental rights respected and have access to an effective justice and protection system.

#### 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
- Percentage of children aged 2-14 who experienced violent disciplinary practices
- Percentage of women and girls aged 15-49 who state that a husband is justified in hitting or beating his wife

### OUTCOME 2:

Women, men, boys and girls in all their diversity are safe, empowered and supported in their communities.

#### INDICATORS

- Percentage of women and girls who report actions taken in their communities in the past 6 months that made them feel safer (disaggregated by disability and age)
- Percentage of women, men, girls and boys report feeling very or fairly safe walking around their neighborhood
- Percentage of diverse women, men, girls and boys who report knowing how to report a complaint or provide feedback on humanitarian assistance

### OUTCOME 3:

Women, girls, men and boys in all their diversity live in dignity and are resilient to shocks

#### INDICATORS

- Percentage of persons referred provided with services
- Percentage of persons receiving protection and emergency cash assistance who report it contributed to addressing their protection risk/incident
- Number of persons benefitting from resettlement or other humanitarian pathways
- Percentage of children aged 5-17 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 (20-24) married before 18

## POPULATION BREAKDOWN

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	FEMALE ♀	MALE ♂
 Vulnerable Lebanese	1,500,000	336,000	174,720	161,280
 Displaced Syrians	1,500,000	1,500,000	780,000	720,000
 Palestinian Refugees from Syria	29,000	29,000	14,404	13,296
 Palestine Refugees in Lebanon	180,000	70,000	10,400	9,600



adequately reached and may lack privacy. This may be particularly the case for women and girls, persons with low literacy rates and persons living with disabilities, who can be cut off from reliable sources of information and devices, contributing to challenges finding help and reporting complaints.

Women, men, girls and boys of all ages and diverse backgrounds are more frequently exposed and susceptible to the damaging effects of shocks, leading to their growing inability to live in dignity and to recover safely. With people increasingly unable to pay rent, find work and meet their basic needs, coupled with more limited community support, there is an increase in harmful coping mechanisms reported. 5.3 per cent of Syrian children (8.1% boys, 2.1% girls) were engaged in child labour in 2021, increasing to 16 per cent among children aged seventeen years old, and higher numbers of street-connected children observed. Twenty per cent of Syrian girls, aged fifteen to nineteen, were reported to be married in 2021, with concerns of underreporting and a likely increase due to difficulties accessing education and families looking for ways to ease financial pressure<sup>17</sup>. Households are also accumulating higher levels of debt and community groups report an increase in survival sex and trafficking in persons.

There are reduced feelings of safety in the home for women, children, older persons, persons with disabilities and persons with mental health concerns due to a reported increase in levels of violence, deprivation, exploitation and abuse. Cases of sexual exploitation reported in the SGBV IMS doubled in the first six months of 2021 compared to 2020 and deteriorating levels of mental health and psychosocial wellbeing have been reported. Twenty-four

<sup>10</sup> Thirty-one per cent of the Lebanese community reported negative intra-communal relations and 36 per cent reported negative relations with the Syrian community in August 2021 compared to 21 per cent and 24 per cent in January 2021 respectively, according to ARK Perception Survey, August 2021.

<sup>11</sup> VASyR, 2021

per cent of Syrian refugee adults surveyed in protection monitoring in 2021 reported symptoms of psychological distress and, on average, there is one suicide attempt within the Lebanese community every six hours<sup>12</sup>. Female-headed and child-headed households as well as persons with disabilities, those with lower literacy rates and undocumented migrant domestic workers appear to be at greater risk of sexual exploitation and survival sex due to a non-protective legal framework, harmful social norms and economic discrimination. Positively, since 2018 there has been a gradual increase in the percentage of Lebanese survivors seeking services from organisations using the GBV IMS (21% in 2018, 26% in 2019 and 35% in 2020). Palestinian refugees, meanwhile, accounted for 2 per cent of cases reported and refugees of other nationalities accounted for 1 per cent in 2021<sup>13</sup>.

Refugees in Lebanon have limited pathways to achieving a durable legal status that ensures protection for their civil, cultural, economic, political and social rights. Lebanon is not a party to the 1951 Convention Relating to the Status of Refugees. However, in December 2018, Lebanon joined the UN General Assembly in affirming the Global Compact on Refugees and is a signatory to the core human rights conventions. The Government of Lebanon has consistently affirmed its commitment to the principle of non-refoulement. Furthermore, the Government of Lebanon and its international partners “reiterated that the main durable solution for displaced Syrians 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 sector recognises that while resettlement figures have dwindled in recent years, it remains an important alternative durable solution which must be promoted.

<sup>12</sup> An analysis of calls in 2021 from the Embrace National Hotline in Lebanon; What we do- Embrace ([embracelebanon.org](http://embracelebanon.org))

<sup>13</sup> Results from the GBV Information Management System in 2021

<sup>14</sup> Brussels II Conference, Supporting the Future of Syria and the Region, Lebanon Partnership Paper, para. 41, 24-25 April 2018 <https://www.consilium.europa.eu/media/34145/lebanon-partnership-paper.pdf>

## 2. OVERALL SECTOR STRATEGY

### THEORY OF CHANGE

The overarching objective of the Protection sector is that persons at risk in Lebanon, including but not limited to displaced women, girls, men and boys from Syria, live in a safe and protective environment, where their fundamental rights are respected in safety and dignity. This result should be achieved collectively through three key outcomes which aim to address the critical issues identified in the situation analysis. These positive and measurable changes are achieved as follows:

- **Outcome 1 reflects the Protection sector’s approach to improving persons’ access to fundamental rights**, including access to justice and its work to strengthen protection systems. It is achieved through a combination of three interdependent pillars: 1) people have the necessary information, knowledge and opportunity to understand, demand and exercise their rights in relation to legal topics; 2) people have access to quality legal counselling, assistance and representation, especially survivors of

sexual and gender-based violence (SGBV), survivors of trafficking and children at risk, and in relation to matters of civil documentation, legal residency, housing land and property (HLP); and, 3) prevention and response systems for Child Protection (CP), counter-trafficking and SGBV are strengthened, legal frameworks align with international standards, due process and the rule of law are respected and legal procedures are inclusive, accessible and implemented effectively. If these pillars are achieved, then **women, men, girls and boys in all their diversity will have their fundamental rights respected and have access to an effective justice and protection system.**

- **Outcome 2 captures the community-based protection approach of the Protection sector.** It is achieved by three interconnected pillars: 1) diverse women, girls, men and boys are sensitised and engaged on matters of equality, trafficking in persons, SGBV and CP in their community; 2) communities have the information and resources to make and act upon informed decisions, including in

response to community protection issues, and participate in inclusive and accessible community spaces and, 3) communities know and can access functional complaints and feedback mechanisms, including for sexual exploitation and abuse and child safeguarding, with the aim to inform adequate responses. If these pillars are achieved, then **women, men, girls and boys in all their diversity will be safe, empowered and supported in their communities.**

- **Outcome 3 works at the individual and household level to prevent and respond to violence, coercion, deliberate deprivation, exploitation and abuse and to the forced reliance on harmful coping mechanisms.** It is achieved through two interdependent pathways: 1) quality case management, emergency safe shelters, individual and group Mental Health and Psychosocial Support (MHPSS) services and protection and emergency cash are available, accessible, safe and informed by the participation of all ages, genders, disability and diversity backgrounds, leading to improved self-reliance and recovery from shock and 2) there is improved access to durable solutions. If these pillars are achieved, then **women, men, girls and boys in all their diversity can live in dignity and will be resilient to shocks.**

The sector's theory of change importantly relies on complementary and sustainable interventions delivered with and through other sectors, government and non-government entities and response frameworks. It will be essential to the achievement of outcomes that strong partnerships are forged with national and local government and that coordination is maintained with the Inter-Sector Working Group, specifically with the social stability, basic assistance, livelihood, shelter, education and health sectors. In 2022, the sector will make a concerted effort to make progress on localisation by strengthening its partnerships with local civil society organisations and coalitions. Paramount will be the sectors' role in promoting protection mainstreaming as well as the provision of a sustainable and integrated package of services which effectively address chronic protection needs, particularly for complex cases. The coordination required with other sectors and line ministries, which is critical to the achievement of protection outcomes, will be outlined through the strategy.

The Protection sector follows a human rights-based and conflict-sensitive approach through the timely identification and mitigation of risks across all activities and is underpinned by a comprehensive and regular protection analysis of the threats, vulnerabilities and coping capacities of different age, gender, ability and diversity groups. The sector will mainstream age, disability, gender and diversity considerations at each stage of the programme cycle. It will also respect a One Refugee Approach whereby non-displaced Syrians (including refugees of other nationalities) and other vulnerable groups (including stateless persons) will be included in sector advocacy and protection services.

## ASSUMPTION, RISKS AND MITIGATION MEASURES

Taking into account the unpredictable planning context, the Protection sector theory of change is underpinned by two key assumptions for 2022:

- That despite the fragile political situation and the deteriorated socio-economic conditions, the Government of Lebanon, along with its local level structures, will continue to provide and facilitate access to essential protection services while continuing to facilitate the work of humanitarian actors to provide quality and impartial assistance to persons at risk in Lebanon. To mitigate any potential risks in this regard, the Protection sector will maintain its transparent and jointly coordinated approach with the relevant line ministries (see partnership section).
- Lebanon continues to receive appropriate donor attention. Sufficient aid is channeled to protection as well as other complementary multi-sector assistance packages in line with Protection sector priorities and increased protection needs for the most vulnerable people in Lebanon, including but not limited to displaced persons from Syria. Furthermore, the Protection sector will continue to advocate for sufficient funding and flexible funding arrangements in response to context-specific budget management challenges for protection partners.

The Protection sector will put in place mitigation measures to address the following key risks identified as highly probable and having a high impact in 2022:

- Further deterioration of the socio-economic situation will exacerbate existing vulnerabilities and undermine positive coping strategies. It will lead to growing protection needs across communities, which may be combined with barriers for communities to access protection and other humanitarian services. These barriers may include fuel and electricity shortages, price hikes, and possible COVID-19 restrictions<sup>15</sup>. This will mean persons at heightened risk will more easily fall through the cracks. Key mitigation measures in that regard will be to ensure proper targeting and prioritisation through a comprehensive multi-sectoral approach, strengthened referral pathways, program adjustment, prioritising the importance of in-person services in close proximity to communities, strengthening the quality of remote service provision and introducing new approaches that are inclusive and accessible.
- The risk of political deadlock has the potential to undermine governance, legal and policy reforms and the implementation of national action plans which aim to strengthen the protection system for women, children and socially excluded groups. This also has the potential to derail Protection sector advocacy goals related to enhancing the rule of law and to the implementation of consistent legal procedures. The Protection sector will work to mitigate this risk by adapting advocacy and action plan interventions to target civil servant and public administration level officials in addition to ministerial and parliamentary stakeholders.
- The risk of escalating social tensions in the lead-up to the elections and in the current socio-economic crisis has the potential to result in an increase in inter-/intra-communal disputes, security incidents and increased scapegoating and harassment of refugees. To mitigate the potential risk of harm for refugees, the Protection sector will work with the Social Stability sector and the tensions monitoring task force to anticipate triggers and identify preventative measures and timely responses. In order to respond to medium-impact incidents, programmatic adaptations (such as remote modalities, hotlines and work from home) will be made where needed.

<sup>15</sup> LCRP Business Continuity Plan for COVID-19, April 2021, p.3

## SECTOR RESULTS: LCRP IMPACTS, SECTOR OUTCOMES, OUTPUTS

The results of the Protection sector directly contribute to the Lebanon Crisis Response Plan's (LCRP) Strategic Objective 1 and Impact 1 to ensure the protection of vulnerable populations. The sector also indirectly contributes to Impact 2 (Immediate humanitarian needs of the most vulnerable populations are met) through Outcome 1 and Outcome 3, to Impact 3 (vulnerable populations have equitable access to basic services through national (public and private) systems) through Outcome 1 and to Impact 5 (Social stability is strengthened in Lebanon) through Outcome 1 and Outcome 2<sup>16</sup>. 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.

## EXPECTED RESULTS AND PLANNED INTERVENTIONS

The overarching sector objective is to ensure that persons from both the refugee and the host communities, including stateless persons, live in safety and dignity and can enjoy their basic rights. This is articulated through three main outcomes which are each based on interconnected pathways.

### **Outcome 1: Women, men, girls and boys in all their diversity have their fundamental rights respected and have access to an effective justice and protection system.**

In order to achieve this result, the sector will work through three pillars; (a) ensuring all persons know and can exercise their rights; (b) the provision of direct legal aid services and; (c) strengthening Lebanon's legal and protection framework, including respect for the rule of law and implementation of legal procedures. The sector will strengthen its partnership with the government to support public systems to better protect women and children, in particular. The sector will also strengthen its linkages with civil society on key advocacy priorities.

#### *Output 1.1: Women, men, girls and boys in all their diversity have access to information on legal topics and know how to access their rights*

The Protection sector will ensure that women, men, girls and boys in all their diversity have access to information about their rights and available services to help understand the available choices they have, particularly in relation to civil documentation, legal residency and HLP rights. For civil documentation, the emphasis will be on raising awareness and disseminating harmonised messaging to ensure people are able to seek assistance or obtain registration by themselves to reduce risk of statelessness. For legal residency, the emphasis will be on ensuring people understand the criteria and procedures to obtain legal residency so they can seek to obtain registration themselves or seek assistance. The sector will aim to increase efforts to provide tailored age-, gender- and region-specific information and outreach.

<sup>16</sup> The Protection sector linkages with impact 2 stem from the sector's work to support access to justice as well as its prevention and response to eviction. Its contribution to impact 3, meanwhile, stems from its work to strengthen the legal framework to better protect women and children and its efforts to promote gender equality and equitable access to education. Through conflict-sensitive interventions, the Protection sector works to contribute to social stability outcomes in impact 5.

Tailored awareness-raising on legal topics will be guided through regular analysis of the ability of persons displaced from Syria to obtain legal residency, as well as an analysis of the evolution of legal, policy and practical barriers, such as mobility restriction or an increase in associated costs. In this respect, community support structures will play a vital role in better understanding social and attitudinal barriers hindering access. Regionally tailored 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 child protection, SGBV, protection and education actors. This will assist in scaling up the number of individuals reached and, importantly, ensure that messages are tailored in consultation with target populations of different age, gender and disability backgrounds, given their different experiences and behaviors in relation to legal residency, and to ensure that messages are better able to speak to their specific challenges. Women and youth (especially those between 15 and 17 years old, due to specific legal requirements) will be targeted in particular. Information sessions will address specific misconceptions and concerns among these groups, for which a high percentage of individuals are without legal stay.<sup>17</sup> Furthermore, in 2022, the sector will make a concerted effort to leverage existing community outreach and support structures to raise awareness and tailor messaging on legal residency through training on key messaging.

#### *Output 1.2: Women, men, girls and boys in all their diversity have access to quality legal counselling, assistance and representation*

Legal counselling, assistance and representation will be provided as needed to women, men, girls and boys in relation to the following prioritised issues: to support access to civil documentation, including through accompaniment to the Personal Status Department (PSD); to support access to legal residency, including through accompaniment to the General Directorate of the General Security Offices (GSO); and to support access to security of tenure, in particular with regards to prevention and response to eviction. Legal aid will be available for survivors of SGBV (both legal counselling and representation), children in contact with the law and survivors of trafficking across population groups, making a concerted effort to reach refugees, vulnerable Lebanese and other socially excluded groups, including stateless persons. Where necessary to address access and mobility challenges, the sector will use efficient remote modalities, such as legal counselling over the phone on simple issues that do not require face-to-face discussion. The Protection sector will continue to monitor the application of legal procedures and policies, with the aim of understanding the legal, policy and practical barriers restricting access, such as cost increases, inaccurate or uneven implementation and discriminatory practices.

The Protection sector takes a cross-sectoral and area-based approach to prevention and response to eviction, in line with the Guidance note on response to individual eviction incidents, which was jointly developed with the Shelter sector and will be finalised and rolled out in 2022. Through cross-sector engagement (in particular, with the Shelter and Basic Assistance sectors), a holistic approach to eviction diversion, relocation and mitigation of the impacts of eviction will be taken.

<sup>17</sup> Youth under 18 years old can use a civil extract no older than 3 years as an Identity document.

General preparedness measures will be put in place, including maintaining an updated mapping of operational actors across sectors who can prevent and respond to eviction. These measures will also include mapping roles and responsibilities of shelter, basic assistance, protection and livelihood partners as part of a cross-sectoral action plan for response. Protection monitoring, feedback channels as well as cross-sector referrals will support the identification and response to eviction incidents, including for the Lebanese community. Legal partners will continue to provide preventative activities to increase security of tenure. This will be done through the facilitation of lease agreements and response through legal counselling, legal assistance and representation, including collaborative dispute resolution to resolve HLP disputes. Where deviation attempts fail, legal and protection actors will support households to make a voluntary and informed decision with regards to available relocation options and will conduct the necessary referrals to the shelter and to other relevant sectors. Individuals who experience aggravated protection risks due to a change in their shelter arrangements, such as persons living with disabilities and chronic illnesses and older persons at risk, will be prioritised. Only where necessary, emergency cash will be provided by protection partners alongside legal mediation and advocacy before transitioning eligible households to a more sustainable intervention.

*Output 1.3. Protection and legal frameworks are strengthened and implemented accurately and evenly to better respond to the protection needs of women, men, girls and boys in all their diversity*

The Protection sector will work at an institutional level to ensure that legal procedures and processes in relation to civil documentation, legal residency and HLP, as well as other fundamental rights, are inclusive, accessible and affordable and are implemented accurately and evenly by the responsible institutions. In the Lebanon Partnership Paper, the Government of Lebanon and international partners have highlighted the importance of supporting and upholding the rule of law to preserve the dignified stay of persons displaced from Syria<sup>18</sup>. To achieve this, the sector will prioritise interventions that help to maintain the protection of persons from both host and displaced communities. It will also support the strengthening of a national system that ensures that the rights and protection of women, girls, men and boys of all abilities are respected and fulfilled. This will be done through the monitoring of the protection environment and continuous advocacy, including greater collaboration in 2022 with local civil society organisations and coalitions engaged in protection, legal aid and justice programming to improve access to justice and the legal framework and to enhance the rule of law and capacity building of relevant institutions. The sector will also further its advocacy and research engagement with local human rights organisations, including those working on women's, gender and disability rights issues.

The reversal of the downward trend for all communities in terms of access to residency is of primary importance<sup>19</sup>.

<sup>18</sup> 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>.

<sup>19</sup> In 2021, 84 per cent of displaced Syrians are without residency, VASYR 2021; 51 per cent of Palestinian refugees from Syria are without residency, UNWRA protection monitoring reports 2021. Eighty per cent of refugees from other nationalities are without residency, with 86 per cent of non-Iraqi refugees from other nationalities without residency (VARON 2020) and a growing number of migrants.

Access to legal residency has a critical impact on the overall protection of displaced persons and on their ability to enjoy all basic rights, including access to justice and other services. Lack of valid legal residency remains the main reason for arrest and detention both for Syrians, refugees of other nationalities and migrants. In certain circumstances this may also put these individuals at risk of deportation. The Lebanon Partnership Paper agreed upon between the Government of Lebanon and the co-chairs of the 'Brussels II Conference' in 2018 will continue to provide strategic direction to the sector in fostering legal residency<sup>20</sup>. 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. This will continue to be a top priority for the Protection sector in 2022, given that most displaced persons are unable to cover the fees and/or obtain or 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 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 the GSO needs, capacities and performance in the field, in order to roll out tailored, sustainable and effective capacity building interventions.

The Protection sector will enhance 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>21</sup>. The sector will reinforce the national action plan on birth registration for displaced persons from Syria, including for Lebanese children and migrants, through close engagement with the Ministry of Social Affairs (MoSA) and the Ministry of Interior and Municipalities (MoIM) and will support its implementation and mainstreaming through other sector and government entities. As part of this effort, the Protection sector will advocate with MoIM as well as with religious courts to further facilitate the marriage registration process for displaced persons from Syria. The sector will also advocate to expand the late birth registration waiver to Syrian children born after the 9th February 2019 and, importantly, to expand the waiver to include children of other nationalities, including Lebanese children. This will lead to a reduced risk of statelessness as well as the simplification of procedures, harmonisation and reduction of fees related to obtaining civil documentation. Capacity building interventions will be conducted in line with the national action plan to enhance the capacities of local and national institutions to register civil events and deliver documentation, including through support to equipment and staffing to the PSD. Interventions will be prioritised based on different institutions' needs, on identified knowledge gaps and on results of capacity building activities previously conducted.

The Protection sector, in coordination with the Shelter sector, will promote housing, land and property rights to increase access to adequate housing and security of tenure, particularly for persons at a heightened protection risk, that guarantees legal protection against forced evictions, harassment and other threats. In 2022, the sector will scale up its HLP services to Lebanese households living in rental accommodations. The sector will also advocate to ensure that due legal process is followed, in accordance with the provisions of the law, in cases where the eviction of tenants cannot be avoided. In 2022, the Protection, Social Stability and Shelter sectors

<sup>20</sup> Lebanon Partnership Paper (April 2018), para. 42

<sup>21</sup> Non-Syrians will be included in interventions of the Protection sector where relevant to ensure a non-discriminatory and "one refugee" approach is being applied.

will work to improve the tracking and reporting of forced and unlawful collective and individual evictions, including for Lebanese households where data is currently limited. Furthermore, the sector will work with the social stability sector, MOIM, MOSA and local authorities to monitor and prevent the application of discriminatory and restrictive measures specifically targeting refugees, including forced and unlawful evictions and curfews, including at the municipal level.

The Protection sector will also reinforce national action plans which relate to SGBV, child protection and counter-trafficking prevention and response systems and older persons through close engagement in the development and implementation of the government's SGBV response, child protection policies and plans and of the National Strategy for older persons in Lebanon. For child protection actors, this will include the advancement of the Ministry of Education and Higher Education (MEHE) Policy for the Protection of Students in the School Environment. The sectors will also support the Ministry of Public Health (MoPH) in mainstreaming Child Protection and SGBV in the Health sector by supporting internal and external coordination and referral mechanisms on CP and SGBV and mainstreaming the CP/SGBV guidelines. Additionally, the sector will ensure the implementation of the MoPH CP and GBV Advisory Technical Committee and the National Action Plan. The sector will also work to help the Ministry of Justice (MOJ) undertake steps towards a justice for children reform as well as the advancement of the endorsed national action plan for child labour. It will also support ministerial efforts to eradicate child labour on the national and regional levels. For SGBV response actors, this will entail advancing the implementation of the Child Marriage Action Plan with the Higher Council of Childhood and MOSA, national SGBV Standard Operating Procedures (SOPs) and National Action Plan 1325 of the United Nations Security Council Resolutions on Women, Peace and Security. 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 and child protection responses and procedures across the country. For counter-trafficking, this will include supporting the adoption and implementation of the national SOP to identify and protect survivors of trafficking. For the protection of older persons, the Protection sector will support the National Strategy for older persons in Lebanon 2020-2030 by mobilizing partners toward promoting their rights and dignity, including exploring options for further outreach to Lebanese older persons and persons with disabilities at risk.

Building on the progress made towards developing policy frameworks for the protection of women and children, including for survivors of trafficking in Lebanon, the sector will continue to support MOSA in the implementation of its endorsed Strategic Plan for the Protection of Women and Children (2020-2026)<sup>22</sup> and to advance the Child Marriage National Action Plan and strengthen the legal and policy framework. Moreover, jointly with the Health sector, efforts will be made to support the development of an action plan as part of the recent National Clinical Management of Rape strategy in coordination with MoPH and other SGBV actors. Specifically, efforts will continue to be made for the amendment of Law 25 of bill 422 on Child Marriage and the MOJ proposal to amend law 164/2011 on counter-

trafficking and to advocate for the enforcement of the new laws – 205/2020 (on sexual harassment) and the law 204/2020 (which amended law 293 on domestic violence). In Palestinian refugee camps, the Protection sector will work with relevant authorities, including security forces, to improve knowledge and adherence to these laws and support the recruitment of female officers. Similarly, outside of camps, there will be close collaboration with the Social Stability sector in line with the strategic reform framework developed by MOIM and the ISF to train municipal police on human rights, protection, gender, SGBV and anti-trafficking.

Technical support will continue to be provided to the MOJ to lead necessary legal reform that is relevant to child justice and to provide the needed judicial support to children in contact with the law. MOIM will also be supported to integrate child protection standards in their curriculum/resources used by the ISF academy to train municipal police. Other line ministries, such as MEHE and MoPH will also be supported to operationalise and effectively enforce commitments made in 2018 through the MEHE Policy for the Protection of Students in the School Environment and policy recommendations to MOPH on Strengthening Child Protection Practices in Healthcare Institutions and the implementation of the National Clinical Management of Rape strategy.

The sector will also invest in on-going training and coaching on child protection, SGBV and counter-trafficking response for case management agencies and relevant government staff to ensure case management and psychosocial support services are provided in a safe and consistent manner, in line with Global Inter-Agency Standing Committee (IASC) minimum standards. This will further be complemented by the continuous use of the Gender-Based Violence Information Management System (GBVIMS) and by enhancing the usage and efficiency of the Child Protection Information Management System (CPIMS), including the upgrade to Version Two and training the relevant actors.

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>23</sup>, the sector will continue advocating for the resumption of UNHCR registration of displaced Syrians, 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 return of refugees, when conditions permit.

<sup>22</sup> Part of this strategy is also "Qudwa", a national social behavioral change and communication (SBCC) plan to prevent child marriage, child labour and violence against girls, boys and women in Lebanon that was also launched. The Qudwa initiative is designed to encourage behaviors that promote the wellbeing, dignity and equality of women, girls and boys in Lebanon.

<sup>23</sup> Lebanon Partnership Paper (April 2018), para. 44 and 47

## **Outcome 2: Women, men, girls, and boys in all their diversity are safe, empowered and supported in their communities**

The Protection sector's community-based protection approach recognises the importance that the wider environment – interpersonal relationships, community and society – plays in a person's protection and how a person's circumstances both shape and are shaped by their community. The sector aims to foster a community environment that is safe, participatory and empowering for refugees, vulnerable Lebanese and other socially excluded groups of all ages, genders, disability and diversity backgrounds, while aiming to expand outreach to those in remote areas and socially excluded communities, including stateless persons. The Protection sector takes a rights-based, conflict-sensitive and community-based approach that builds on and mobilises the strengths and skills of the community through their meaningful participation and leadership with a focus on promoting gender equality and ensuring women's participation informs programmes and reduces harm.

*Output 2.1: Women, men, girls and boys in all their diversity have the information and resources to act upon informed decisions and participate in inclusive and accessible community spaces*

The Protection sector will work to strengthen the social fabric of the community in an effort to enhance the resilience of women, men, girls and boys of all ages and diverse backgrounds by supporting them to find solutions to protection issues which affect their lives. A critical component of this work must include Protection partner efforts to ensure the inclusion, participation and empowerment of women, men, girls and boys of all ages and diverse backgrounds at each stage of the programme cycle, in line with the inter-agency standards for community-based interventions. The Protection sector will make a concerted effort to mainstream these minimum standards through Protection and other sector interventions in 2022.

In 2022, the protection sector will take steps to improve its partnership with local civil society organisations and coalitions, including with local women-, youth- and disability-led organisations which can better assess the safety and protection issues these groups face and develop prevention activities to reduce violence. Furthermore, partnerships will be strengthened with community support structures and groups, including local mediators, informal community networks, local leaders and other key gatekeepers. In this respect, the role of communities, in particular women, in providing protection solutions for local issues will be supported. The Protection sector will make efforts to ensure that the feedback, priorities and concerns of these groups and individuals will shape the work of the sector, and in turn will leverage these relationships to expand its reach to foster meaningful community engagement across gender, age, nationality, ability and socio-economic profiles.

Targeted capacity building plans based on the regular assessment of community needs and strengths, community-based interventions and social mobilisation will also support the identification, referral and response to community-level protection concerns. In addition, these plans will enhance the inclusion of persons at heightened risk within community spaces and groups,

including centres, schools, clinics and other places. Specific attention will be paid to the inclusion of women, youth, persons with disabilities and older persons to enhance their engagement, and consideration will be paid to the sustainability of interventions. Leveraging the knowledge and capacity of the community to prevent and respond to protection concerns and to protect those who are most at risk among them will be a key focus in 2022. In this respect, Protection partners will continue to consult and engage with women, men, girls and boys of all ages and diversity backgrounds as well as provide support to identified training needs. This support will include but is not limited to the provision of up-to-date localised service mappings, safe identification and referral trainings and training on Psychological First Aid (PFA) as well as how to provide basic psychosocial support.

Access to reliable and timely information remains a key priority and is critical for individuals to enjoy their rights and to make and act upon informed decisions in their everyday lives and for their futures. The Protection sector will enhance the dissemination of localised, accessible, accurate and updated information on services and eligibility criteria linked to service access, as well as on protection-related concerns. It will continue to use a broad range of information and communication channels based on community preference to facilitate two-way communication. In this respect the sector will consult with the community with respect to the development of robust hotline standard operating procedures (SOP), as one type of communication channel. Inclusive in-person and remote outreach modalities, based on an age and gender analysis of information channels used by different groups, will be used to address mobility constraints and access barriers, especially for persons with disabilities, older persons at risk, children and those with low literacy levels or who do not speak Arabic. Furthermore, attention will be paid to designing inclusive information materials and products in accessible formats (easy to read, interpreters) and ensuring respect for the decision-making capacities of all persons. Innovative outreach methods will also be explored with respect to engaging with vulnerable Lebanese as well as other vulnerable groups, including stateless persons.

The Protection and Social Stability sector will continue to work together with the aim to achieve a safe and inclusive community environment. A joint analysis of protection concerns and tensions at the community level will be produced to anticipate triggers and mitigate the harmful impact of inter- and intra-communal tensions. Bottom-up identification of community concerns and responses will be sought, with a specific focus on tension hot spots. The sectors will aim to reduce tensions by creating space for dialogue and interaction and to enhance positive narratives, with a greater involvement of women as mediators. Lessons learnt and best practices in relation to community mediation, negotiation techniques and communication and messaging will be important to share between sectors. Furthermore, the Protection sector will support the training of media stakeholders on unconscious bias and the human rights and legal framework in Lebanon to promote non-discriminatory and balanced narratives.

*Output 2.2: Women, men, girls and boys in all their diversity are sensitised and engaged on matters of equality, SGBV and child protection in their community*

The Protection sector will foster the meaningful engagement of communities in social and behavioural change, which will contribute to a protective environment for vulnerable groups and individuals. This includes challenging harmful social norms and practices and promoting positive norms and behavioural change towards protective practices, gender equality, (women's empowerment, male engagement to support gender equality and foster positive masculinity), disability inclusion, non-discrimination of all minorities and diverse groups and stronger child participation<sup>24</sup>. Child Protection actors will also focus on addressing social norms contributing to child labour, child marriage and SGBV risks for children, particularly adolescent girls.

Targeted community-based initiatives will be supported to further engage and empower communities, including women, adolescents and youth, boys and girls 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 across community groups 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, neglect 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 capitalise on community allies, including men and boys, to challenge harmful social norms and promote behavioral change and gender equality while enhancing community ownership.

*Output 2.3: Known, accessible and available complaint and feedback, protection from sexual exploitation and abuse (PSEA) and child safeguarding mechanisms are in place*

The Protection sector will strengthen its work to improve the 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 (CFM) to inform design and delivery of services; and by fostering the development of contextualised, effective and sustainable solutions with the communities. Efforts will be made to ensure that information and communication channels for organisation-specific CFM are designed in consultation with all groups and are safely accessible and appropriate for persons with disabilities, older persons, women at risk and children and socially excluded groups (including on the basis of gender) to use in a confidential manner. The sector will aim to address barriers individuals face in voicing their feedback and concerns, including through ensuring support for transportation as needed. The sector will promote the inter-agency minimum standard on complaint and feedback as well as the collective sharing of CFM trends to inform the protection response, and the provision of training on accountability for affected populations (AAP).

<sup>24</sup> 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

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 PSEA mechanisms. The sector will prevent the risks of PSEA across all interventions by adopting sector-specific preventive/mitigation measures. The sector will support capacity building initiatives on PSEA targeting, especially for frontline workers who have direct contact with recipients of assistance. Through its partners, the sector will ensure that vulnerable populations, including children and persons with disabilities, can safely access PSEA reporting mechanisms and be referred for assistance through the established SGBV/CP pathways. The sector will mitigate the risk of PSEA across all interventions, with a focus on areas of particular concern, such as cash assistance<sup>25</sup>. Partners will ensure that vulnerable populations are able to access PSEA reporting mechanisms through regular and inclusive consultations with communities. Mechanisms to handle complaints will be strengthened by all organisations and their implementing partners in the sector. The strengthening of PSEA systems will be more systematically integrated in international organisations' partnership with local actors for project implementation. The sector will address the risk of PSEA by providing partners with the relevant guidance and support to mainstream appropriate mechanisms to handle PSEA complaints. Links will be made to the Inter-Agency Community-based Complaint and Feedback Mechanism (CBCM) – PSEA, which is being established under the PSEA Network. At the same time, efforts will be made to ensure that Codes of Conduct which include commitments on PSEA are signed by all partner staff, consultants, volunteers and contractors. The sector will also strengthen and support international and local partners' capacities to implement child safeguarding policies and procedures, including community complaint mechanisms, to prevent any harm or abuse by employees, partners, volunteers and/or other representatives, as well as non-staff (including suppliers and contractors) against children from the affected population.

### **Outcome 3: Women, men, girls and boys in all their diversity live in dignity and are resilient to shocks**

At an individual level, the Protection sector aims to address growing levels of violence, coercion, deliberate deprivation, exploitation, trafficking and abuse against women, children and persons at heightened risk by their intimate partners, organised criminal networks, parents, caregivers or other family members, as well as high levels of mental health and psychosocial concerns and growing reliance on harmful coping mechanisms. The sector approach to prioritisation and targeting requires understanding how an individual's protective strengths and capacities can be compromised by risk factors in their life. Acknowledging this requires the sector to take a strengths-based, person-in-environment and trauma-informed approach to working with at-risk individuals, seeing them as active agents in dealing with difficult situations and the critical role their strengths, access to resources, relationships and capacities play in supporting their protection.

The sector will work to strengthen complementary sustainable multi-sectoral packages of assistance, including linkages to social protection schemes. A hybrid in-person and remote modality approach will be used with an emphasis on the monitoring of program quality and outreach.

<sup>25</sup> Protection Sector Guidance Note on the Use of Cash for Emergency Protection Responses, pg. 5



*Output 3.1: Protection, Child Protection and SGBV services, including mental health and psychosocial support services (MHPSS) are available, accessible, safe and informed by the participation of women, men, girls and boys in all their diversity*

The Protection sector will strive to ensure that women, men, girls and boys, including survivors of violence and persons at heightened risk, have access to an integrated package of quality prevention and response services that improve their safety and psychological wellbeing. The Protection sector will scale up its support to survivors of SGBV, survivors of trafficking, children-at-risk and persons at heightened risk through the provision of case management, MHPSS and protection and emergency cash interventions.

Case management will remain the cornerstone for providing individual support and protection to the most vulnerable and at-risk individuals, including women and children. Individual case management will be complemented by focused and non-focused psychosocial support at the group and individual levels that targets women at risk, including SGBV survivors, survivors of trafficking, children and their caregivers and other persons at heightened risk. Services for children will be reinforced through the engagement of their caregivers in focused and non-focused PSS activities and positive parenting sessions. These sessions will be provided together to enhance their effectiveness as the opportunity costs of participation may be high and inaccessible for the family. Efforts will be made to provide children and their caregivers with flexible hours to allow for children engaged in income-generating activities, such as street-connected children, to attend. Combining interventions through an integrated multi-sectoral 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, and can facilitate their access to and participation in protection activities. Although multidimensional poverty is often observed as the strongest driver of deprivation, factors like strong cultural and social norms, civil or legal status (e.g. child of a single mother, migrant worker, undocumented or stateless person) and disability significantly exacerbate harm and limit access to services. Strengthening complementary referrals to basic assistance, education, health and livelihood programs will be imperative. 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, such as sexual and reproductive health and mental health services and others. The sector will also continue to support existing safe shelter options (mid-way houses) to allow survivors at high risk to have the possibility to seek assistance within safe shelters where they can also continue to access case management services.

The sector has observed an increase in mental health concerns, including suicidal ideations and psychological symptoms within the affected population. This

demonstrates the need to scale up the integration of basic MHPSS assessments into case management and the training for suicide prevention and response. The continued provision of quality remote and in-person psychosocial support will be reinforced alongside case management in coordination with the Health sector, as will the provision of messages by the community to address stigma and barriers to accessing MHPSS services. The Protection sector recognises the crucial role that MHPSS interventions play in achieving protection outcomes. Emphasis will be on further enhancing access to MHPSS by collaborating closely with the Health sector, the Mental Health and Psychosocial Support Task Force and the National Mental Health Programme<sup>26</sup>. Joint-priority areas are: improvement of safe identification and referral of persons requiring a MHPSS intervention between the Health and Protection sectors, including at primary healthcare centres and SDCs and for other sector staff; provision of mental health services for humanitarian workers to improve and promote staff care (organisational health) and self-care awareness among staff; mainstreaming MHPSS through sectors through the provision of PFA training; strengthening engagement with local NGOs and civil society, providing MHPSS services to vulnerable populations; and improving data collection on MHPSS needs.

Protection and emergency cash assistance can be critical interventions to prevent and respond to specific protection risks with the aim of achieving protection outcomes. The Protection Sector Guidance Note on the Use of Cash for Emergency Protection Responses will be updated and expanded to include guidance on the use of cash as part of case management, in line with the scaling up of protection case management interventions and to reflect an appropriate transfer value<sup>27</sup>. Cash is often most successful in meeting protection outcomes when used alongside complementary interventions and as part of integrated multi-sectoral packages to enhance the capacity of vulnerable populations to cope with shocks. Harmonisation of cash practices will be strengthened alongside the improved monitoring and reporting of cash-related protection risks as well as the impact of cash on protection and social stability outcomes. The provision of cash plays a critical role in reducing the risk of individuals and families resorting to harmful coping mechanisms. In this respect, the Protection sector will continue working closely with the Basic Assistance, Food Security and Agriculture and Livelihoods sectors to increase successful referrals between sectors in an effort to ensure that persons and families at risk are prioritised and supported adequately to enhance the complementarity and sustainability of interventions. Close cooperation between the sectors will be reinforced to identify barriers and approaches to enhancing linkages between protection and emergency cash, with cash for basic needs and livelihood opportunities and social protection schemes. The sector will also work closely with the Livelihood sector to develop joint advocacy messages to ensure sufficient funding that considers the need for more inclusive livelihood opportunities and that takes into consideration the needs of persons at heightened risk to access safe livelihood opportunities. 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

<sup>26</sup> <https://www.moph.gov.lb/en/Pages/6/553/the-national-mental-health-program>

<sup>27</sup> 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 (including 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."

their contributions to the local economy.

To ensure that all individuals are equally protected, the sector will prioritise activities that aim to enhance the delivery of quality and inclusive protection services to those most at risk or who are marginalised, including women and children at risk, SGBV survivors, trafficking survivors, persons with disabilities and socially excluded individuals (including on the basis of gender). The sector will promote equal access to services to all, including to specialised rehabilitation services for persons with disabilities. Disability inclusion mainstreaming will be ensured through systematic identification of disability using a functional approach<sup>28</sup> (e.g. Washington Group Short Set of Questions) and through prioritising 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.

### *Output 3.2: Refugees have access to durable solutions*

To ensure the protection of displaced Syrians and refugees of other nationalities, it is essential 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 displaced Syrians 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>29</sup> The Protection sector will provide basic counselling as part of regular activities and support displaced persons who have decided to return to Syria or another country of origin to assist them to re-establish themselves and access basic services upon return. The Protection sector will continue to advocate that discussions on return plans take into account protection thresholds<sup>30</sup>. At the same time, the identification of persons displaced from Syria with compelling protection needs and their referral to resettlement or other humanitarian admission programmes will be strengthened, while simultaneously advocating for increased opportunities in line with the Lebanon Partnership Paper, as they remain limited<sup>31</sup>.

## **IDENTIFICATION OF SECTOR NEEDS AND TARGETS AT THE INDIVIDUAL/HOUSEHOLD, COMMUNITY AND INSTITUTIONAL/PHYSICAL ENVIRONMENT LEVELS**

The three outcomes of the Protection sector have been prioritised by focusing on the positive changes that can be made at the individual, household, community and institutional levels and through strategic collaboration and partnerships with other sectors, governmental entities and development actors.

At the individual and household levels, the sector delivers direct CP, SGBV, protection and legal services to refugees and Lebanese at heightened risk with immediate legal or physical protection needs and/or where protection risks are exacerbated due to their age, gender, disability or other diversity background. The sector targets based on a recognition that a person’s characteristics and circumstances, such as their age, gender, disability or other diversity characteristics, result in risk factors when they interact with threats and barriers in their wider environment (i.e. interpersonal relations, community and societal level). As such, categorical needs assessments are informed by a regular protection analysis of the threats, vulnerabilities and coping capacities and not through a predetermined category of vulnerabilities. The sector adopts the One Refugee inclusive targeting approach inclusive of refugees of other nationalities and other persons at risk. Targets have been set based on needs identified at the onset of the LCRP and have been adjusted to reflect increased needs based on 2021 protection monitoring results, the VASyR, UNRWA and IOM assessments and other specific assessments, as well as through exchanges with partners. A total of 1,935,000 (51% female; 49% male) displaced Syrians, Lebanese and Palestinian refugees from Lebanon will be targeted through Protection sector interventions.

At the community level, captured in Outcome 2, the sector aims to target tension hotspots for its work on tensions mitigation, in line with the approach of the SOST sector, while it also works to identify and leverage existing community structures (community organisations, groups, centers and social stability mechanisms) in vulnerable areas with a high refugee-to-host community ratio.

At the institutional level, national and local institutions will be prioritised based on capacities and needs and on the results of previous capacity building initiatives. For capacity building and technical and financial support, the sector targets government institutions which manage the border, process civil documents and legal residency permits and law enforcement, such as GSO, ISF and LAF. Also targeted will be the PSD, local CSOs, MOSA and social development centres that are used for child protection services and safe spaces for survivors of violence, and the ISF academy and municipal police under MOIM. MOSA and MOIM are key partners in eviction negotiations. Legal aid systems are reinforced to support access to justice, including representation through close engagement with the MoJ, the Courts and the Bar associations and the Ministry of Labour.

<sup>28</sup> 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 the difficulty of performing basic activities.

<sup>29</sup> Lebanon Partnership Paper (April 2018), para. 41

<sup>30</sup> Comprehensive Protection and Solutions Strategy: Protection Thresholds and Parameters for Refugee Return to Syria (2018, UNHCR)

<sup>31</sup> Lebanon Partnership Paper (April 2018), para. 47

Health facilities will receive capacity building on clinical management of rape in collaboration with the MoPH and the Clinical Management of Rape Taskforce under the national CMR strategy. Partnerships will be encouraged over one-off interventions to foster a comprehensive, effective and durable approach to capacity building.

## PARTNERSHIPS

A holistic approach for engaging different stakeholders and establishing partnerships will continue to be applied, through partnerships with government line ministries, civil society (national and international), UN agencies, donors and development agencies.

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 women, men, girls and boys. The sector will strengthen its engagement with the MoSA and MoIM on protection interventions at the central and local levels, including access to territory, legal residency, access to justice, civil status documentation and evictions as well as on trafficking, SGBV and Child Protection.

The sector will also engage with other line ministries, including MEHE, MoPH, 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, CP and protection against SGBV and trafficking in persons. 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.

In 2022, the sector will make a concerted effort to make progress on localisation by strengthening its partnerships with local civil society organisations and coalitions, including the Lebanon Humanitarian and Development Forum (LHDF), People Affected by the Syria Crisis Working Group (PASC) and legal actors. The sector will also further its advocacy and research engagement with local human rights organisations, including those working on women's, gender and disability rights issues. The Protection sector will ensure that the feedback, priorities and concerns of local organisations are able to shape the work of the sector.



*An International Rescue Committee caseworker is leading a focused psychosocial support session (FPSS) for street and working children from Tripoli.*

*IRC (Pascale Feghali) September 2021*

### 3. MAINSTREAMING PROTECTION (AGE, GENDER, DISABILITY), CONFLICT SENSITIVITY AND ENVIRONMENT

The Protection sector will support the Inter-Sector Working Group to ensure that the full range of the four key elements of protection mainstreaming – safety, dignity and do no harm, meaningful access without discrimination, accountability, and participation and empowerment—for all age, gender, disability and diversity backgrounds—are applied across the 2022 response plan. Through a protection mainstreaming approach, other cross-cutting issues will be mainstreamed with specific support provided by technical focal points. The sector will continue to provide technical support to other sectors to support the pursuit of joint-protection mainstreaming priorities as articulated in their strategies.

In 2022, the protection sector will focus on the following key priorities:

- To strengthen protection analysis to improve age, gender, disability and diversity analysis, to adopt an intersectional approach to vulnerability analysis, to fill identified data gaps for specific communities, including the Lebanese host community, and to improve the frequency of reports, overall contributing to the objective of delivering assistance that is accepted and inclusive.
- To strengthen and support the identification of protection risks in order to implement corresponding mitigation measures prioritised by other sectors, with focused support provided to the shelter and Basic Assistance sector to implement their protection mainstreaming action plans.
- To improve the monitoring and evaluation of protection mainstreaming actions through sector reporting channels and outcome monitoring.
- To continue to strengthen the effectiveness and accountability of inter-agency referrals through the provision of training, inter-agency service mapping and referral reporting. Thematic discussions will be held with key sectors, including Livelihood, Basic Assistance, Food Security and Agriculture and Health to address referral bottlenecks.

#### GENDER

The Protection sector takes an intersectional approach to vulnerability. In doing so it will enhance its age, gender and disability analysis in order to identify protection risks and develop mitigation measures adapted to the diverse needs of women, girls, men and boys, but also to promote gender equality, particularly throughout its interventions. Protection programming aims to be gender-transformative; at minimum, however, it should be gender-responsive, avoid reinforcing existing stereotypes and make efforts to understand the perspectives and experiences of diverse women, men, girls and boys.

Existing gender norms, including entrenched masculinity models, will be more systematically assessed and consistently addressed to ensure that the sector tackles gender dynamics, which are the root cause 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. The sector will continue to support SGBV risk mitigation and mainstreaming activities in line with the Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action.

The sector will increasingly engage with grassroots women's organisations in order to support them and strengthen their capacities and put an increased focus on women's access to justice and women's perceptions of safety and proposed solutions. Women's role in providing protection solutions within their communities will be strengthened and supported. The sector will focus on adolescent girls' protection and empowerment.

#### DISABILITY INCLUSION

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 to 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>32</sup> will be regularly reviewed to ensure that specialised services for persons with disabilities 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.
- Closer attention will be paid to ensuring that programmes are accessible and inclusive across sectors, including to ensure the inclusive design of communication and information channels and materials, including through the development and dissemination of adapted guidance<sup>33</sup>.

<sup>32</sup> Inter-Agency Service Mapping found here: <http://ialebanon.unhcr.org/ServiceMapping/index.html> and Inter-Agency Minimum Standards on Referrals found here: [Inter-Agency Minimum Standards on Referrals.pdf](#)

<sup>33</sup> 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*

## YOUTH

Protection 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 and boys and youth 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.

## 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. Pre-existing individual and community-level coping strategies are identified and 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. 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<sup>34</sup>. Partner participation in conflict sensitivity and do no harm training will be promoted, and a quarterly tensions update will be presented in the protection working group<sup>35</sup>. In this regard, the sector will monitor the risks resulting from its interventions and put in place mitigation measures. Furthermore, it will support efforts to improve effective communication with communities about aid and eligibility. Coordination with the Social Stability sector will be enhanced to ensure that regular tensions monitoring and protection risks analysis are used to support all sectors.

## ENVIRONMENT

Given the implication of environment-related issues on protection risks, including 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 mitigation of protection concerns and the inclusion of protection criteria in the prioritisation of the sites to be supported. The sector will also coordinate with the Environment Task Force based at the Ministry of Environment for raising awareness on environment and hygiene-related messages to communities through community structures and on the inclusion of environmental considerations in programs related to social behaviour change.

<sup>34</sup> UNDP/ARK Perception Survey, August 2021 Document - UNDP & ARK, Regular Perceptions Survey of Social Tensions Throughout Lebanon, Wave VI (August 2019) ([unhcr.org](http://unhcr.org))

<sup>35</sup> Incorporation of the guiding principles on conflict sensitivity and do no harm will be done in line with 'Guidance Note One: Getting Started with Conflict Sensitivity in Lebanon' by UNDP Lebanon

## OUTCOME 1: Women, men, girls and boys in all their diversity have their fundamental rights respected and have access to an effective justice and protection system.

INDICATOR 1A	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	%	Yearly

### Displaced Syrians

Baseline	Result 2021	Target 2022
26%	16%	40%

INDICATOR 1B	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
Percentage of children born in Lebanon whose birth is registered at the Nofous level	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.	VASyR	%	Yearly

### Displaced Syrians

Baseline	Result 2021	Target 2022
36%	51%	50%

INDICATOR 1C	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	%	Yearly

### Displaced Syrians

Baseline	Result 2021	Target 2022
17%	31%	40%

INDICATOR 1D	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	%	Yearly

### Displaced Syrians

Baseline	Result 2021	Target 2022
N/A	3%	2.80%

INDICATOR 1E	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
Percentage of children aged 2-14 who experienced violent disciplinary practices	Children between 1 and 14 years old that have experienced at least one form of violent discipline.	VASyR 2021	%	Every 2 years

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
57%	N/A	40%	65%	56.3%	45%	77%	N/A	45%	82%	N/A	45%

INDICATOR 1F	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	%	Every 2 years

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
6%	N/A	5%	10%	N/A	8%	5%	N/A	4%	11%	N/A	9%

## OUTCOME 2: Women, men, boys and girls in all their diversity are safe, empowered and supported in their communities.

INDICATOR 2A	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
% of women and girls who report actions taken in their communities in the past 6 months that made them feel safer (dissaggregated by disability and age)	Indicator will be measured through 1-2 questions in KAP survey and through regular monitoring of safe spaces through FGD in intervention areas. Questions will evaluate whether women and girls, including with disabilities, are able to report at least one intervention taken in their communities that made them feel safer. Communities are defined as places where individuals live, work and/or convene.	KAP survey and FGD; Tool 4 of the SGBV toolkit	%	

### Displaced Syrians

Baseline	Result 2021	Target 2022
N/A	N/A	60%

INDICATOR 2B	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
% of women, men, girls and boys report feeling very or fairly safe walking around their neighborhood	VASyR question (asked to the main respondent/ collected at Household level): "How safe do you feel walking alone in your area or neighborhood?"	VASyR	%	Yearly

### Displaced Syrians

Baseline	Result 2021	Target 2022
77%	N/A	85%

INDICATOR 2C	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
% of diverse women, men, girls and boys who report knowing how to report a complaint or provide feedback on humanitarian assistance	N/A	VASyR	%	Yearly

### Displaced Syrians

Baseline	Result 2021	Target 2022
N/A	N/A	60%

**OUTCOME 3: Women, girls, men and boys in all their diversity live in dignity and are resilient to shocks**

INDICATOR 3A	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 Activity Info = [Referrals accepted and successfully closed, all sectors] / [Total referrals to all sectors]"	%	Quarterly

**TOTAL**

Baseline	Result 2021	Target 2022
N/A	N/A	40%

INDICATOR 3B	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
Percentage of persons receiving protection and emergency cash assistance who report it contributed to addressing their protection risk/incident	This requires reporting on the number of surveyed individuals through outcome monitoring and of that number who said cash contributed to addressing a protection risk/incident. Disaggregated by gender.	Activity Info, Partner reporting	%	Quarterly

**TOTAL**

Baseline	Result 2021	Target 2022
N/A	N/A	60%

INDICATOR 3C	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 2021	Target 2022
7771	6064	12,000

INDICATOR 3D	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 2022 & VaSyR 2022 & MSNA 2022	%	Every 2 years

**Lebanese****Displaced Syrians****Palestinian Refugees from Syria (PRS)****Palestine Refugees in Lebanon (PRL)**

Baseline	Result 2021	Target 2022									
6%	N/A	3.60%	7%	N/A	4.50%	4%	N/A	3.50%	5%	N/A	4.50%

INDICATOR 3E			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			%	Semi-annual	
 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
45%	N/A	80%	45%	N/A	80%	45%	N/A	80%	45%	N/A	80%

INDICATOR 3F			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			%	Every 2 years	
 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
6%	N/A	5%	41%	N/A	32.8%	25%	N/A	20%	12%	N/A	10%



## SHELTER SECTOR

### PEOPLE IN NEED



2,579,000

### PEOPLE TARGETED



744,862

### NEEDS-BASED APPEAL



\$150M

### PARTNERS



28

### GENDER MARKER



4\*

\*Intends to contribute to gender equality, including across age groups AND/OR people with disabilities

### CONTACT

**LEAD MINISTRY**  
Ministry of Social Affairs (MoSA)  
Mazen Riachi  
riachimasen@outlook.com

**COORDINATING AGENCY**  
UNHCR  
Abdulrahman Abdelghani  
abdelgab@unhcr.org

## SECTOR OUTCOMES

### OUTCOME 1:

Reduce immediate protection-related shelter needs of most vulnerable households.

#### INDICATOR

- Percentage 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 in disadvantaged areas for enhanced stability

#### INDICATORS

- Percentage of residential households in disadvantaged areas benefitting from shelter upgrades to minimum standards.
- Percentage of 251 most vulnerable localities (cadastral level) containing a multi-sectorally assessed or profiled area

### OUTCOME 3:

Enhance the contribution of national institutions and organisations to the housing situation in Lebanon.

#### INDICATORS

- Percentage of institutions and organisations participating in the Shelter sector response that are Lebanese.
- Number 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	1,500,000	121,302	62,568	58,734
 Displaced Syrians	870,000	587,560	300,478	287,082
 Palestinian Refugees from Syria	29,000	18,000	9,324	8,676
 Palestine Refugees in Lebanon	180,000	18,000	9,756	8,244

# 1. SITUATION ANALYSIS

The multiple crises facing Lebanon in recent years have resulted in a dramatic increase in poverty across all populations. This has put an additional strain on the ability of already vulnerable populations to access basic services and affordable housing.

In major cities across the country, significant proportions of vulnerable Lebanese and displaced communities live together in dense and poor urban neighbourhoods. Illustrative snapshots from neighbourhood profiles<sup>1</sup> of vulnerable urban and peri-urban areas show that difficulties in accessing secure, adequate<sup>2</sup> and affordable housing are shared by both Lebanese and non-Lebanese low-income groups. This is further exacerbated by the socio-economic and financial crises and the subsequent cuts in subsidies on fuel, food and medicine, which in turn has had a significant impact on the rental market, leading to a radical increase in rent prices for all populations. With 90 per cent of displaced Syrians in Lebanon and 31 per cent of Lebanese living in rented accommodations and with a substantial increase in utility fees, the ability of vulnerable families to cover rental payments is increasingly strained. This has resulted in a significant increase in both eviction threats and eviction cases and, consequently, in an increase in social tensions linked to disputes over meeting rental obligations. The impact of the overall situation can be expected to disproportionately affect already vulnerable groups, including female-headed households, socially excluded groups and persons with specific needs who face specific shelter-related protection risks. These groups are particularly susceptible to exploitation by landlords and resorting to negative coping mechanisms to access adequate housing, while others may not be able to circulate easily in their shelter or may be more prone to sickness, as a result of inadequate housing.

Sixty-eight per cent of displaced Syrians live in residential shelters, 10 per cent in non-residential shelters and 22 per cent live in non-permanent structures in informal settlements. Overall, 58 per cent<sup>3</sup> of displaced Syrians live in inadequate<sup>4</sup> shelter conditions, disproportionately distributed across the three shelter types, with the highest percentage of inadequacy (78%) being in informal settlements. Evidence of continued debt accumulation and the large proportion of households living in substandard shelter indicates that the struggle of displaced Syrians to access affordable and adequate shelter persists. This is particularly concerning for 5.5 per cent<sup>iv</sup> of displaced Syrians (equally for males and females) who have expressed concerns over being sexually exploited when accessing the housing market. With increased financial strains, all while prioritising basic needs, Syrians have been reported to progressively downgrade their shelter types by moving mainly to non-permanent structures in informal settlements.

For displaced Syrians, average rent has increased by 18 per cent across all shelter types (from 264,000 LBP in 2020 to 312,000 LBP in 2021). Debt accumulation linked to rent payment increases the risk of tension with landlords and puts displaced Syrians at risk of eviction. Rates of displaced Syrians living under eviction notice increased in the third quarter of 2021 to 7 per cent from 3 per cent in the second quarter and 4 per cent in the first. This surge in the number of displaced Syrian households evicted or under eviction notice compared to 2020 is attributed to the households' inability to meet rental obligations due to the socio-economic and financial crises and exacerbated by the economic repercussions of the COVID-19 outbreak. Forced eviction and eviction threats have disproportionately affected households living in urban areas, specifically those living in residential shelters where 69 per cent of the displaced Syrian population resides. It is estimated that 5.4 per cent of displaced Syrian households are currently living under an eviction notice, of which 75 per cent were given four weeks or less to evacuate their homes. It is also estimated that 5 per cent of displaced Syrian households plan to change accommodation by the first quarter of 2022 due to either eviction notice, inability to pay rent or unacceptable shelter and WASH conditions. This data substantiates reports that refugees are under increasing pressure to meet their rental obligations and that the risk of evictions is building. Households who were not able to make their last rental payment had incurred two months (25%), three months (18%), and four months (8%) of rental debt. However, over one in ten (13%) households owed more than four months' rent.

Information on the housing situation, rental market and eviction trends of vulnerable Lebanese continues to contain gaps.<sup>5</sup> Neighbourhood profiles of urban and peri-urban areas have shown that vulnerable Lebanese live in deprived urban pockets in buildings with structural<sup>6</sup> or exterior<sup>7</sup> conditions that are in substandard or critical condition, with precarious communal space standards. Whilst lower than amongst Syrian households, overcrowding<sup>8</sup> is also a prevalent feature. Anecdotal evidence indicates that vulnerable Lebanese households who rent accommodations are struggling to meet their rental obligations due to loss of purchasing power, inaccessibility to savings and loss of livelihood opportunities. At the same time, Lebanese landlords who depend on rent as a main source of income are also impacted by the overall economic decline and face challenges due to the accumulation of unpaid rental fees.

<sup>1</sup> UN-Habitat and UNICEF

<sup>2</sup> One or more of the following: structure in dangerous condition, physical quality of shelter below shelter standard, overcrowding (<4.5sqm per person).

<sup>3</sup> This is based on direct observations by VASyR 2021 enumerators when visiting the shelters.

<sup>4</sup> One or more of the following: structure in dangerous condition, physical quality of shelter below shelter standard, overcrowding (<4.5sqm per person).

<sup>5</sup> The right to housing is enshrined in the Lebanese Constitution; however, policy directions over the past decades were not able to incentivise the production of affordable housing. In the Lebanese residential property market, there is a shortage of adequate housing supply that is within the budget of the population, is of acceptable physical standards (including structural soundness) and provides security of tenure.

<sup>6</sup> Structural supporting elements, beams, columns.

<sup>7</sup> Exterior walls, rooves, windows, balconies or other fixed architectural features.

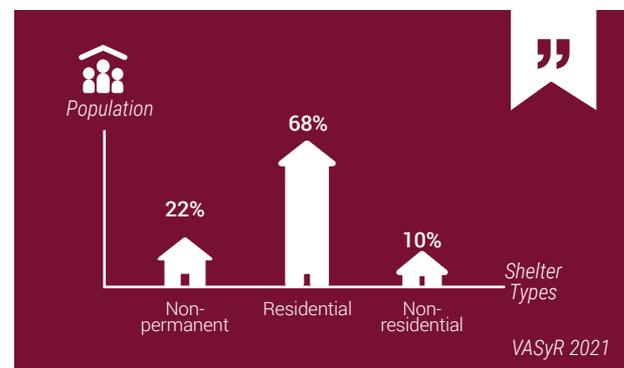
<sup>8</sup> Overcrowding describes three or more persons sleeping in the same room. This definition is not currently consistent with that used in VASyR. The definition is adopted from the UNICEF (2016) Household Baseline Survey, Beirut.

These converging factors have resulted in a significant increase in both eviction threats and eviction cases. Further statistics on the shelter conditions of poor Lebanese are anticipated from the Multi-Sectoral Needs Assessment (MSNA), the Lebanese Vulnerability Assessment Panel (LVAP) and the National Poverty Targeting Program (NPTP), which have a shelter vulnerability dimension of deprivation.

Amongst Palestinian refugees from Syria, 41 per cent are hosted in the twelve official Palestine refugee camps, which also accommodate 45 per cent of Palestine refugees in Lebanon. The remaining Palestinian refugees from Lebanon and Syria live in areas adjacent to camps or in other locations. In the Palestinian camps, the majority of shelters are unplanned, are at risk of collapse and offer unhygienic conditions due to factors including leaks and inappropriate materials for construction.

According to UNRWA's 'Inventory and Needs Assessment on Environmental Infrastructure and Environmental Health in the 12 Palestine Refugee Camps in Lebanon', 'Many shelters are at risk of collapse or are uninhabitable due to leaks and unhygienic conditions. The vast majority of the 14,000 buildings and 40,000 shelters were unplanned and were not built using safe engineering or construction practices. Most lack a foundation and were created with cheap and inappropriate construction materials, leading to cracks, leakages and, in many instances, structural failure' (UNRWA, 2017). Systematic information on shelter conditions in areas adjacent to camps is not available.

Delivering humanitarian shelter assistance to displaced Syrian households who reside in residential buildings, non-residential buildings and informal settlements, where hazardous conditions are prevalent, can positively impact the overall wellbeing and help ensure the protection of vulnerable households.<sup>9</sup> Delivering protection-focused shelter assistance will safeguard the health, privacy, safety, security and dignity of vulnerable households. Such assistance also helps reduce the shock of emergencies caused by fire, floods, evictions and adverse weather events. Additionally, it helps mitigate the knock-on effect of shelter inadequacy on vulnerable households, including worsening their protection and health needs.<sup>10</sup> Through close coordination and collaboration with the Protection sector, shelter-related protection issues with specific focus on eviction and eviction risks will be addressed through an integrated approach.<sup>11</sup>



## 2. OVERALL SECTOR STRATEGY

### THEORY OF CHANGE

The Shelter sector aims to ensure the protection of vulnerable populations and to contribute to social stability by 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. Three complementary entry points are utilised to achieve this:

- The sector will respond to the needs of individual households by improving shelter conditions to create the premises for people to feel safe, to live in privacy and security and to mitigate health risks (both physical and psychosocial).
- This causal chain is even stronger in disadvantaged areas. The sector will contribute to multisectoral initiatives, in coordination with other sectors, to address the shelter needs of identified vulnerable people in disadvantaged geographic areas. The results will also promote peaceful coexistence and social stability. The multisectoral area-based approach to interventions will also improve the sustainability of the results, compared to single-sector responses.
- As the housing situation is very much correlated with the capabilities of national institutions, support to develop capacities will enable increasing sustainability and creation of durable solutions for vulnerable populations.

In 2022, the Shelter sector strategy continues to take into account the following considerations in the planning of targeted shelter interventions for vulnerable households:

- Government restrictions remain on the type and durability of permitted shelter materials which can be utilised 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 recognised that moving households from their existing social and employment networks and from educational opportunities is not favoured by households.

<sup>9</sup> In addition to poor physical shelter standards, the overwhelming majority of displaced Syrians in informal settlements, non-residential shelters and residential shelters are living below the SMEB (96%, 87% and 86%, respectively [VASyR, 2021]). Furthermore, a disproportionate share of households in informal settlements are female-headed (26.7%, compared to 17.4% and 14.6% in non-residential and residential shelters, respectively) (VASyR, 2021).

<sup>10</sup> For instance, the sealing of shelters (weatherproofing) can enhance the effectiveness of the winter support activities of the Basic Assistance sector, such as cash for fuel or provision of stoves. Also, installing partitions within a shelter to separate the sleeping spaces can reduce risk of SGBV.

<sup>11</sup> This will help prevent and respond to eviction, as outlined in the Guidance note on response to individual eviction incidents, jointly developed with the Shelter sector, to be finalised and rolled out in 2022.

- Some substandard buildings, particularly those in the non-residential category,<sup>12</sup> offer such inadequate living conditions that the cost and legal documents/permits required to upgrade them to minimum standards are out of scope for Shelter partners.
- The multi-dimensional vulnerabilities of those in need of shelter assistance require coordination of shelter activities with other sectors, taking cross-cutting issues into consideration. This approach has the potential to achieve more sustainable impacts relative to single-sector approaches, especially when organised within a holistic area-based framework.
- The practice of COVID-related precautionary measures by Shelter partners is crucial in implementing<sup>13</sup> shelter assistance, as interventions typically depend on household visits to assess, implement, and monitor tailored shelter assistance.
- The protection risk analysis conducted by the sector in 2022 informs the Shelter sector strategy and its interventions by ensuring that protection risks are identified and mitigated throughout the response.

## RISKS AND ASSUMPTIONS

The ability to achieve the above is likely to be reduced should the following scenarios and their associated risks occur:

- The Shelter sector assumes that the implementation of urban shelter interventions will support the slowing down or even the reversal of the trend of downgrading shelter types and conditions. Further shrinkage in funding availability to the sector, especially with the target increase of vulnerable Lebanese in 2022 in response to the deteriorating economic situation, will further limit the partners' ability to assist households with shelter vulnerabilities. This will particularly affect those outside informal settlements and reinforces the 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 informal settlements where funding shortfalls are felt most. 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. Furthermore, the sector will establish a structured quarterly interface with its traditional donors while also exploring potential new donors. Utilising information products, and with a focus on rationalisation of services, the sector will largely focus on advocating to donors on existing gaps, as well as relaying new and relevant information to Shelter sector partners and to the wider humanitarian community. **Probability: High; Impact: Very high.**
- The sector assumes that the provision of weatherproofing material will discourage the establishment of hard structures in informal settlements. The sector also assumes that the implementation of site improvement activities will support in mitigating the environmental impact linked to the mismanagement of grey and black water in informal settlements. Environmental concerns and the establishment of hard structures were the triggers of mass evictions in informal settlements in 2018 and 2019. As such, the continuation of shelter programmes in informal settlements is crucial to mitigating the risks of social tensions and evictions.
- A key assumption for the sector is the ability to provide conditional cash assistance sufficient to cover rent and mitigate eviction. The transfer value of the cash for rent programme is linked to the rental market of residential shelters, which in turn is highly dependant on the volatile informal exchange rate. This situation poses a risk to the stability and consistency of the cash for rent transfers, potentially affecting the value of amounts transferred to assisted families. The sector will work to harmonise the cash for rent amounts by developing an evidence-based and conflict-sensitive methodology to determine the cash for rent transfer value. The methodology should take into consideration rental market fluctuations and the difference in residential shelter rental values between governorates. **Probability: Very high; Impact: Very high.**
- The sector assumes that shelter interventions would improve the accessibility of female-headed households, women at risk and socially excluded groups, PWSN and elderly individuals to adequate shelters. The dramatic increase in poverty over the past two years will inevitably place additional strain on the ability of already vulnerable populations to access adequate shelters, with evictions<sup>14</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 prioritise these demographics for tailored assistance and will also work with the Protection sector to raise awareness of Housing, Land and Property (HLP) rights amongst households, landlords and relevant national entities. **Probability: High; Impact: Very high.**
- The successful implementation of integrated multi-sectoral interventions is dependant on the adoption of the approach by the Inter-sector. The difficulty in demonstrating to other sectors the added value of working at an area-based level in a multi-sectoral coordinated manner may compromise the ability of partners to secure funding. The sector will formulate good practice guidelines, including local case studies for dissemination amongst donors, other sectors and local entities. **Probability: Medium; Impact: High.**
- The local availability of shelter/construction material is a key element to the successful implementation of shelter programming. The economic crisis, which 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 winterisation programme. The sector

<sup>14</sup> Reported evictions are largely due to the increasing inability of tenants to pay rent and the increasing unwillingness of landlords to extend credit.

will also flag programme implementation delays/interruptions resulting from banking restrictions to donors and other relevant stakeholders for advocacy purposes. **Probability: High. Impact: high.**

- The sector assumes that the shelter contingency stocks available in country are enough to respond to shelter-related emergencies. Further shocks stemming from the regulatory environment 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 utilise the available shelter stock, earmarked for regular programming, to respond to emergency situations and advocate for replenishment so as not to jeopardise the yearly winterisation programme. **Probability: Medium; Impact: High.**
- The sector assumes that there will be no disruption to the work schedule of shelter programming. 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 maximising service delivery. **Probability: High; Impact: High.**
- The sector assumes that partners will have enough funding/capacity to fully cover needs of vulnerable populations in geographical areas in which they are operational. Overlapping and duplication of assistance is a risk, especially in the area hit by the Port explosion, related to assisting vulnerable Lebanese with shelter interventions caused by the lack of a central database for Lebanese beneficiaries (i.e RAIS). The Shelter sector will put emphasis on abiding by the geographical division set between shelter actors. The sector will also ensure that regular information sharing takes place between partners who are present in the same geographical areas or are handing over an area to another partner. **Probability: Very high; Impact: Very high.**

## SECTORS RESULTS: LCRP IMPACTS, SECTOR OUTCOMES, 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 organised 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 utilise shelter materials provided in accordance with the sector's guidance in relation to their particular needs. It is also assumed that landlords, particularly those owning low-quality shelter units, will show interest in reducing rental fees and formalising rental agreements in exchange for upgrades offered by the shelter rehabilitation programme. These interventions will prioritise female-headed households, persons with specific shelter-related risks and socially excluded 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*

The Shelter sector utilises several modalities to improve the shelter conditions of vulnerable households living in informal settlements. These include the provision of shelter materials through in-kind assistance, provision of fire-fighting equipment coupled with fire prevention sensitisation and the improvement of site conditions for enhanced accessibility and assistance delivery. The effectiveness of shelter weatherproofing is dependent on the proper installation of materials. As such, the sector shares technical guidance and manuals with beneficiaries on recommended practices in shelter maintenance. People with specific needs, including older persons and female-headed households, report difficulties in weatherproofing their shelters, mostly due to the lack of technical skills or abilities, given the differences in culturally grounded gender and age roles. Having to rely on external support to install shelter material can lead to an increased risk of exploitation, especially for women and girls at risk. In order to mitigate such risks, the sector provides tailored shelter assistance and labour support as needed.

Not originally designed for residential use, non-residential structures (garages, factories, workshops, etc.) are by default considered unsuitable for living. Two per cent of displaced Syrians reside in non-residential collective shelters which are found to be critically substandard, with prevalent protection vulnerability linked to safety and privacy issues caused by the sharing of facilities such as toilets and kitchens. These are severely underserved by the response, due both to low visibility and the need for

recurrent shelter assistance to maintain acceptable living conditions. Basic but effective shelter and WASH interventions can improve living conditions, especially in areas characterised by extreme weather events. These include weatherproofing and minor repair activities, which utilise construction material to seal shelters from external elements and improve their privacy, safety and security.

The sector will respond to the shelter needs of vulnerable households living in inadequate residential shelters by implementing physical upgrades coupled with tenure security enhancements,<sup>15</sup> including due diligence checks, in close coordination and collaboration with the Protection sector and, in particular, legal actors. As such, shelter partners will facilitate the signing of lease agreements between landlords and tenants for a minimum of twelve months after shelter improvements have been executed. This intervention will prioritise people with specific needs, older persons, female-headed households, women-at-risk and other socially excluded 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 to formalise lease agreements and/or, in collaboration with the Protection sector, engage in collaborative dispute resolution with landlords to support a more balanced negotiation when under threat of eviction.

In addition to improving shelter conditions with tenure security enhancements, the sector will also provide conditional cash assistance to socio-economically vulnerable households who are unable to pay rent after their rental lease agreement has lapsed. This will help mitigate eviction risk and provide families who are recovering from a shock/emergency with a temporary rent safety net, for up to 12 months, until they are able to meet their rental obligation. Lastly, conditional cash for rent will also be utilised preemptively as a standalone intervention to support families living in adequate residential shelters mitigate eviction risk due to inability to pay rent. This will be implemented as part of a holistic approach to eviction diversion, relocation and mitigation of impact of evictions in collaboration with the Basic Assistance and Protection sectors.<sup>16</sup> Coordination with the Protection sector is also necessary to appropriately identify any potential protection risks related to cash assistance aimed at eviction prevention and to put in place mitigation measures. This includes support from the Protection sector to review the cash for rent

minimum standards. Protection sector support will also be required to prioritise case management for protection cases and ensure complementarity with existing protection cash programming<sup>17</sup> (i.e., PCAP and ECA). In parallel, shelter partners will be trained to safely identify and refer persons with specific needs to protection actors or other relevant service providers.

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 shelter-related risks, such as persons living with disabilities, older persons and socially excluded groups;
- 3) Stabilising residential buildings with compromised structural/architectural elements at risk of collapse (this is complemented by 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. This includes awareness sessions, firefighting trainings and distribution of firefighting kits.

#### **Outcome 2: Improve access to adequate shelter 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 standard and affordable to vulnerable populations. Access will be improved by targeting geographic areas of multisectoral vulnerability as well as through multi-sectoral assessments/profiling and upgrading of vulnerable areas.

For this outcome to be achieved, it is assumed that involved sectors will coordinate successfully towards the implementation of a multi-sectoral 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.

<sup>15</sup> Through the provision of a dedicated cash mechanism, refer to technical note *Upgrading of Residential shelters*.

<sup>16</sup> General preparedness measures will be put in place, including maintaining an updated mapping of operational actors across sectors who can prevent and respond to eviction threats, actual evictions and their impacts as well as mapping roles and responsibilities, particularly those of shelter, basic assistance, protection and livelihood partners as part of a cross-sectoral action plan for response.

<sup>17</sup> Refer to note on *Mitigating or Preventing Eviction Risk for Vulnerable Households*, 2020

*Output 2.1: Residential shelters for vulnerable communities in disadvantaged areas are upgraded*

In 2022, the sector will continue to support sustainable living conditions by improving access to adequate shelters in disadvantaged areas. This involves understanding the multi-sectoral needs of vulnerable areas (e.g. disadvantaged neighbourhoods, adjacent areas of Palestinian refugee camps and villages), which will serve as a basis for coordinating and

implementing shelter upgrading either through a single-sector approach or within a multi-sectoral, area-based framework that augments the stock of low-income housing in coordination with other sectors, mainly Protection, Water and Social Stability. The sector will collaborate with municipalities and other service providers to build their capacities to lead these processes, so that multi-dimensional 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 for the Shelter sector's approach to area-based coordination, with input from relevant sectors, will help clarify the underlying principles and put forward best practices.

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 capacity to regulate and/or deliver public services and goods. Partners will use area-based coordination mechanisms as organising frameworks for better coordination between the humanitarian community and national institutions and organisations in ways that contribute to stabilisation.

Activities under this output include:

- 1) Upgrading of substandard residential shelters to minimum standards as part of a multi-sectoral approach;
- 2) Upgrading of substandard residential shelters to minimum standards as part of a single-sector approach;
- 3) Upgrading of common areas within substandard residential and non-residential buildings.

*Output 2.2: Multi-sectoral assessments are produced for areas of vulnerable populations to facilitate sectorally integrated responses*

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, 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 interventions which will benefit vulnerable people from both the host and displaced communities. These interventions will also include the identification and implementation of improvements to building-, plot- and community-level spaces driven by community involvement, engagement and (where possible) utilising the skillsets of local tradespeople

The main activity under this output includes:

- 1) Multi-sectoral assessments/profiles of areas hosting vulnerable populations.
- 2) Community support projects at the building, building plot and neighbourhoods levels (e.g infrastructural or recreational projects)

**Outcome 3: Enhance the contribution of national institutions and organisations to the housing situation in Lebanon**

This third outcome contributes to Impact 3: Vulnerable populations have equitable access to basic services through national systems. This will be achieved by focusing on three different approaches: 1) promotion of knowledge generation through national studies and reports relevant to shelter and housing; 2) scaling up linkages with national and subnational organisations and institutions; [3] and 3) taking necessary steps to bolster institutional commitments around localisation by strengthening national NGO engagement in the coordination structure and response.

For this outcome to be achieved, it is assumed that national institutions and organisations 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: Capacity building support to national organisations and institutions contributing to the shelter and housing situation in Lebanon*

The Shelter sector will continue to build on cumulative efforts to promote locally led shelter assistance provision through national systems to help improve the shelter and housing situation in Lebanon.<sup>[1]</sup> In 2022, the sector will reinforce its commitment to engaging more local organisations in the response. As such, the sector will continue to scale up programmatic and coordination linkages with national and subnational organisations and institutions<sup>[3]</sup> in the shelter response for host and displaced communities to support efficiency and stabilisation. Furthermore, longstanding challenges in the Lebanese housing market influence current shortages of adequate and affordable shelter that is accessible to vulnerable households. Therefore, strengthening the capacities of Lebanese entities (through sensitisation, information generation and dissemination and capacity building on the implementation of shelter/ housing programming) should also help foster an enabling environment for addressing structural housing problems.

In collaboration with national organisations and institutions, the sector will promote knowledge generation and management through national studies and reports relevant to shelter and housing.<sup>[2]</sup> In 2022, this body of knowledge will be consolidated, synthesised 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 Dec 2020), designed to address immediate and medium-term needs following the 4th 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 2022 and beyond.

The 3RF Housing chapter, which has been considered in the formulation of this Shelter strategy, recognises 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 [4] that will support ongoing planning around humanitarian-development nexus issues focused on the Beirut blast-affected area, and consistent with those specified under this output.

Activities under this output include:

- 1) strengthening the shelter-related capacity of local and national organisations 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, academic and local organisations in expertise and research-sharing on the housing sector at the national and field levels.

Special attention is given to the inter-sectoral 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 WATER, ENERGY, SOCIAL STABILITY AND LIVELIHOODS.**

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:

- Coordinating efforts with the WASH sector to ensure complementarity when improving water and sanitation conditions in residential and non-residential buildings. The Shelter sector is responsible for water and sanitation interventions at a unit and building level, while the WASH sector is responsible for upgrading plot infrastructure, such as water and sewage connections to public networks, extending beyond the building. This is especially needed in poor areas with overburdened basic services, particularly those exacerbated by

[1] Involved stakeholders will be encouraged to serve the most vulnerable based on common targeting and eligibility criteria.

[3] National NGOs as well as public, private and academic sector entities.

[2] Like all shelter products, such information production and dissemination will be managed in ways that do no harm in regard to social stability.

an influx of displaced households leading to inter-community tensions. Also, a coordinated response to household health and sanitation issues can contribute to enhancing the living conditions of vulnerable populations<sup>18</sup> and minimising the impact on Lebanon's environment whilst simultaneously contributing to social stability.

- Site improvements in informal settlements and mitigation of flooding risks through separate, but coordinated, activities. The Shelter sector will take into account the WASH sector's ongoing needs assessments in informal settlements in order to coordinate assistance and to accordingly prioritise 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 building level and within its plot boundary, e.g. water and sewage pipes, stairwells, lockable doors/gates. The Shelter sector will refer buildings that are not connected to public water/sewage networks to the Water sector.
- Advocating 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 with: 1) installing lighting in latrines and common areas to mitigate SGBV risks as well to enhance accessibility for the elderly and people with disabilities; 2) improving the wiring to enhance the safety of the connection within residential and non-residential shelters; 3) raising the wiring in informal settlements to mitigate shelter safety risks, including fire.
- By addressing shelter needs through an area-based approach, the sector can contribute to the mitigation of tensions between displaced and 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 tensions. Improvement in access to services for all can contribute to mitigating inter-community tensions.
- Collaborative efforts to establish guidelines and recommendations on the dismantling of vacant tents and decommissioning of latrines in informal settlements. This includes working with the Social Stability sector on solid waste management – mainly construction material – as well as with the

Livelihoods sector to identify skilled workers who can be employed to implement the required work as defined in the guidelines.

- 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 maximise the impact of the sectors' respective interventions, the possibility of providing trainees/beneficiaries of Livelihoods sector activities with employment opportunities through shelter contractors, will be explored.
- The sector will work closely with the Livelihoods sector to identify programmes which could enhance shelter beneficiaries' ability to self-sustain following the end of the shelter assistance period.

## LINKAGES WITH THE PROTECTION SECTOR

For the Shelter sector to achieve its strategic outcomes for 'protection of vulnerable populations', clear referral mechanisms to and from other sectors<sup>19</sup> are important. The main areas of coordination will continue to be the following:

- Strengthening referral pathways between Shelter and Protection sectors, particularly for cases of forced evictions and for people with specific needs, including older persons at risk and persons with disabilities, is important. Timely and coordinated referrals will be imperative to achieving a cross-sectoral eviction prevention and response intervention with the Protection and other sectors, in order to achieve eviction deviation, relocation and mitigation of impacts. This includes collaborative dispute resolution, legal counselling, assistance and representation for HLP as required and will be critical to mitigating risk of eviction.
- In 2022, the Shelter and Protection sectors will work jointly on HLP issues through regular thematic discussions between partners to ensure a strong and collaborative cross-sectoral response to eviction prevention and response. HLP rights will be mainstreamed throughout sector interventions. Sensitisation programming, already undertaken by some partners, will be adopted more widely. Shelter partners will be supported to conduct information and awareness sessions on HLP rights. As was the case in the Beirut Blast Response, the sector will

<sup>18</sup> Especially the living conditions of women, including those related to female hygiene.

<sup>19</sup> Particularly Protection, Basic Assistance and Water

continue to work closely with the Protection sector to update HLP technical guidelines<sup>20</sup> that foster security of tenure, especially for female-headed households, PWSN and socially excluded groups.



## IDENTIFICATION OF SECTOR NEEDS AND TARGETS [AT THE INDIVIDUAL/HH, INSTITUTIONAL AND GEOGRAPHICAL LEVEL]

In 2022, the Shelter sector is targeting 744,862 individuals,<sup>21</sup> including Lebanese, Syrian and Palestinian households.<sup>22</sup> The total count of individuals targeted has increased by 2 per cent, up from 727,682 individuals targeted in 2021. The number of vulnerable Lebanese households targeted and the cash for rent targets have increased due to the economic downturn. The marginal increase in the overall target, however, is due to the decrease in the targeting of residential structures in dangerous conditions, as it falls outside of the scope of the sector. Only a few partners implement such activities, which were prompted by the prevalence of structurally damaged buildings caused by the Beirut Port explosions.<sup>23</sup>

Within the targeted cohorts, the Shelter sector will further prioritise its interventions for individuals who have specific shelter needs due to certain common characteristics and/or circumstances. This includes female-headed households and households with

<sup>20</sup> Following the Beirut blast, a HLP Temporary Technical Committee was established in order to help address issues related to HLP and advise on integrating HLP programming into the planned shelter rehabilitation and repair programme.

<sup>21</sup> Although the sector has significantly increased the cash for rent targets for both vulnerable Lebanese and displaced Syrian households, the slight increase in the sector target compared to the target set for 2021 is attributed to the decrease in the target of displaced Syrians living in residential shelters that were identified as having structural/architectural damages. It is also due to the shift in focus to targeting vulnerable Lebanese living in substandard residential shelters in the 251 most vulnerable cadastres. This excludes the 75,000 individuals who are budgeted for assistance in the case of security-related evictions as a contingency plan.

<sup>22</sup> Other nationalities are also targeted, primarily in Beirut and Mount Lebanon, based on referrals and needs identified through field visits.

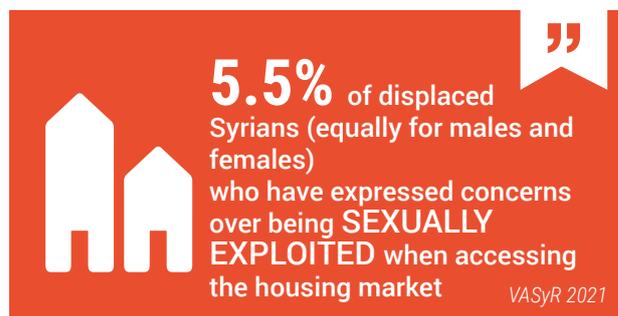
<sup>23</sup> Activities targeting buildings in danger of collapse are planned to be covered under the 3RF Housing sector.

at least one person with specific needs, including households with at least one person who lives with a disability, is an older person at risk or is from a socially excluded group, as well as individuals who have suffered SGBV (including sexual exploitation and abuse). To track progress against this aim, Shelter sector partners will provide disaggregated data on beneficiaries where possible.<sup>24</sup>

## BASELINE FIGURE

The shelter needs of Syrians registered with UNHCR are identified through the 2021 VASyR 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>25</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>26</sup> is beyond the sector's scope of interventions. Informal settlements, however, are amenable to measures to reduce overcrowding for specific cases to mitigate protection risks<sup>27</sup> through the distribution of shelter kits that would permit the extension of existing structures or establishing new ones.<sup>28</sup> Decongestion of informal settlements is an important COVID-19 response mechanism, as these are the densest shelter type.



<sup>24</sup> Activities reported on Activity Info are set up to be disaggregated by nationality cohort, gender [female-headed household] and PWSN.

<sup>25</sup> Areas in proximity to physical danger, that are remote from services or that are otherwise inconducive to being used for dwelling.

<sup>26</sup> Overcrowding does not necessarily require a response involving building upgrading but is likely to require financial assistance (e.g. unconditional cash grants).

<sup>27</sup> And upon obtaining approvals from local authorities and landlords.

<sup>28</sup> This is applicable when there is extra land space within an informal settlement and conditional to the approval of landlords and local authorities.

## TARGET FIGURES BY NATIONALITY

Targets by shelter type at country level are as follows:

### Target figures for displaced Syrians

- 260,087 individuals<sup>29</sup> (17% of all displaced Syrians) with shelter needs living in informal settlements (2021: 252,000; 2020: 240,000 individuals; 2019: 246,000 individuals; 2018: 208,800 individuals).
- 152,737 individuals<sup>30</sup> (10% of displaced Syrians) living in substandard physical conditions in residential buildings (2021: 133,665; 2020: 237,374 individuals; 2019: 225,300 individuals; 2018: 182,998 individuals).
- 11,229 individuals<sup>31</sup> (0.7% of displaced Syrians) living in residential shelters with compromised structural/architectural elements at risk of collapse (2021: 47,940).
- 81,452 individuals<sup>32</sup> (6% of displaced Syrians) living in substandard conditions in non-residential buildings (2021: 74,520; 2020: 53,198; 2019: 87,400 individuals; 2018: 67,680 individuals).
- 82,055 individuals assisted with cash for rent (4% of displaced Syrians) (2021: 65,320; 2020: 22,500).
- 75,000 individuals (5% of displaced Syrians) indicating that they are threatened by security-related evictions (2021: 75,000 individuals).

Overall, there are 587,560<sup>33</sup> displaced Syrians targeted with shelter assistance (2021: 573,445).

<sup>29</sup> 78 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 2021 indicates that 73 per cent of displaced Syrians in informal settlements require shelter assistance. However, the 78 per cent figure is used in 2021 for two reasons: 1) it is derived from comprehensive assessments across informal settlements, unlike the sample-based VASyR, and 2) the response in informal settlements needs to factor in the high seasonality of shelter vulnerability and contingencies for emergency events that affect this shelter type in particular (especially climate and fire events).

<sup>30</sup> 14.6 per cent of the 1,035,000 displaced Syrians in residential shelters are assumed to be living below physical humanitarian standards. (VASyR, 2021) This corresponds to individuals who are living in shelters with at least three substandard physical conditions out of the eight identified by the sector to determine the severity of shelter vulnerability.

<sup>31</sup> 11 per cent of the 1,035,000 displaced Syrians in residential shelters are assumed to be living in dangerous conditions (VASyR 2021). In 2022, the sector will focus on stabilizing 10 per cent of residential buildings that were identified as having structural/ architectural damages.

<sup>32</sup> 55 per cent deemed to be below physical humanitarian standards of the 150,000 displaced Syrians in non-residential structures. (VASyR, 2021)

<sup>33</sup> The relatively stable number of displaced Syrians targeted is mainly due to a decrease in the target of displaced Syrians living in residential shelters that were identified as having structural/architectural damages. This is mainly due to the limited number of partners who are able to conduct such work. The overall figure, however, excludes the 75,000 individuals who are budgeted for assistance in the case of security-related evictions as a contingency plan.

### Target figures for vulnerable Lebanese

Although more than half of the Lebanese population is living under the poverty line, 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 14.6 per cent of the extremely vulnerable Lebanese households are living in substandard residential buildings and are located in the 251 most vulnerable cadastres. Based on the above the sector will target:

- 101,302 vulnerable Lebanese individuals living in substandard physical conditions in residential buildings located in disadvantaged areas (2017: 77,298 individuals, 2018: 74,166; 2019: 77,280; 2020: 77,280; 2021: 118,237).
- 20,000 vulnerable Lebanese assisted with cash for rent.

### Target figures for Palestinian refugees from Syria and Palestine refugees in Lebanon

For parity, an equal number of Palestine refugees in Lebanon and Palestinian refugees from Syria are targeted for shelter assistance in 2022. However, the percentage of each cohort targeted (65% of Palestinian refugees from Syria, 10% of Palestine refugees in Lebanon) is not a direct reflection of assumed shelter need, noting the absence of representative data similar to that available for displaced Syrians. The figures are instead a replication of those agreed upon with UNRWA in 2019, and it is assumed that funding assistance specific to Palestinians will augment the overall population target reached in practice.

- 18,000 of the most vulnerable Palestinian refugees from Syria in substandard shelter conditions (62% of the 29,000 Palestinian refugees from Syria giving the same absolute target as 2021 of 18,000).
- 18,000 of the most vulnerable Palestine refugees in Lebanon living in substandard shelter conditions (10% of the 180,000 Palestine refugees in Lebanon in 2021).

## PARTNERSHIP

The LCRP Shelter sector strategy is formulated under leadership of the Ministry of Social Affairs and UNHCR and co-leadership of UN-Habitat. For an impactful implementation of the Shelter sector strategy, the sector partners with a diverse network of operational local and international organisations and institutions, donors, ministries and other stakeholders with a shared objective of strengthening the shelter and housing-related response.

The Shelter sector will partner with thematically relevant institutions and organisations to form Temporary Technical Committees tasked to develop technical guidelines and standard operating procedures for harmonised 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 Water, Social Stability, Protection, Livelihoods and Basic Assistance sectors will be key to implementing sectoral integrated and area-based programming which is responsive to issues including conflict sensitivity, gender, youth and protection (including eviction issues and environment).

Partnering with academic institutions in close collaboration with the Information Management Working Group is essential to strengthening tools

and methodologies related to: secondary data review; primary data collection and dissemination of data and data-processing into maps and reports.

In order to strengthen national NGO and other CSO engagement in the coordination structure, the Shelter sector will create liaison arrangements with local forums on housing. It will also commit to outreach to nonparticipating national NGOs with a shelter/housing mandate in order to increase participation in the shelter response. The sector will also seek the support of the Inter-Agency team to identify opportunities for advancing localisation and enhancing the role of national NGOs within the work of the sector. The sector will also compile and maintain a list of entities with an existing or potential interest in – or mandate for – housing from both the humanitarian and development perspectives, noting the positive increase in actively engaged stakeholders in the response to the Beirut Port explosions and their engagement in the production of the 3RF, including government, private sector, academia, relevant UN agencies, NGOs and donors.

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.



*Aliyah's house was renovated by UNHCR and partners as part of shelter assistance program to local and refugee families*

UNHCR/Houssam Hariri

### 3. MAINSTREAMING OF GENDER AND SGBV, PROTECTION, CONFLICT SENSITIVITY, PSEA, ENVIRONMENT AND COVID-19

#### PROTECTION (including Accountability to Affected Populations)

In 2022, the Shelter sector will strengthen the mainstreaming of the core protection principles within its activities, including: meaningful access without discrimination; safety, dignity and do no harm, accountability and participation and empowerment. In order to operationalise these principles, the Shelter sector conducted a protection risk analysis in 2021 in each region and agreed at the national level on priority mitigation measures for 2022. The sector will also continue to review the protection risk analysis through 2022 to ensure emerging risks are identified. Key agreed mitigation measures which the sector will work toward in 2022 are:

In support of an inclusive and accountable programming approach, the sector will continue to ensure that data collected and reported against is disaggregated by aspects of gender, age and disability in 2022. This means that shelter partner assessment, monitoring and evaluation tools will include the Washington Group Questions to ensure accurate identification and reporting on disability perspectives and experiences. Needs assessments and post-monitoring forms will include the collection of information on qualitative indicators on how current shelter arrangements are impacting beneficiary feelings of privacy, safety and security. This will be done with the understanding that these experiences differ depending on the age, gender and protection profile of the served population. Improved age, gender and disability analysis in this respect will improve inclusion for equitable service provision, help to better understand the impact of programming on the cohorts it targets and enhance accountability. Activities will be regularly monitored and evaluated to ensure their 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 certain groups, particularly: older persons and people living with physical disability, including mobility impairments. Interventions should be based on universal design principles and, where not reasonable, accommodations will be made to improve accessibility and circulation within shelters and in common areas of buildings.

The Shelter sector will also take concrete steps to improve the safe identification and referral of

vulnerable individuals to needed services. In 2022, sector members will review and adopt the Inter-Agency minimum standard on referrals. Training will be offered to sector partners reporting referrals through the Inter-Agency reporting system in order to enhance accountability for referrals. Close coordination and capacity support from the Protection sector and its sub-sectors (SGBV and CP) will be applied. In particular, there will be close work in 2022 between legal and shelter actors in relation to two-way referrals for eviction preparedness and response, including for improved security of tenure and due diligence assessments by legal actors.

The sector will take steps to strengthen complaint and feedback mechanisms (CFM) 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. In 2022, the sector will aim to improve the reporting and analysis of trends from CFM within the sector and draw on this to strengthen its situational analysis.

In 2022, close work will be done with the Protection sector and Protection from Sexual Exploitation and Abuse (PSEA) focal points to ensure there are robust reporting mechanisms in place which are responsive and inclusive. The sector will aim to support partners in this regard through the roll-out of the Inter-Agency Standard Operating Procedures (SOPs) on PSEA, for which partners should be trained.

#### GENDER

Gender dimensions are considered during the assessment of needs and in the design of shelter activities. The Shelter sector will work on incorporating sexual and gender-based violence (SGBV) 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 power cuts due to reduced fuel subsidies. The Shelter sector has also suggested that field staff receive training on SGBV issues related to shelter as well as on referral pathways for survivors of SGBV. 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 four levels: 1) ensuring spatial separation between living and sleeping spaces for privacy and the mitigation of sexual and gender-based violence risks; 2) installation of lighting and lockable doors inside shelters, common areas of buildings as well as in areas within building/settlement plot boundaries; 3) providing labour assistance where needed (often for female-headed households) for the implementation of shelter interventions to ensure effectiveness of provided assistance and lastly 4) in collaboration with the Protection sector, the Shelter sector will ensure that vulnerable households who are eligible for relocation are making informed decisions when choosing a shelter through consultation and counselling on available shelter options and the profiles of families with whom they will be co-sharing a shelter.

## CONFLICT SENSITIVITY

The Shelter sector will prioritise beneficiaries who are severely or highly vulnerable through an inclusive process, encompassing displaced Syrians, Palestinian refugees and vulnerable 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 related to security of tenure and evictions that result from the incapacity to pay rent.

Area-based multi-sectoral 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. The sector will also continue to participate in conflict sensitivity sensitisation trainings and commit to regular information sharing with the Social Stability sector on tension drivers linked to assistance delivery and rental/housing market inequity.

## ENVIRONMENT

The sector will collaborate and coordinate with the inter-sectoral Environmental Task Force (ETF), based at the Ministry of Environment, to mainstream environmental considerations and seek their guidance on environmental policies, application of the environmental marker guide and ensuring a response to all complaints that may arise. In addition, the ETF could be involved in capacity building and in providing training regarding relevant environmental safeguards.

In collaboration with other sectors - namely Social Stability and WASH - the Shelter sector contributes to minimising the negative impacts on the environment through the following:

- **In informal settlements**, the planning and implementation of activities will ensure that wastewater and solid waste management systems abide by environmental regulations to minimise negative effects on surface water, groundwater, soil and air quality. This will continue to be done through site improvements and maintenance as well as awareness-raising initiatives. Indeed, better insulation can reduce the demand for heating and thus reduce carbon emissions, in line with approved climate change mitigation measures. Furthermore, the sector will ensure that the disposal of shelter material containing Persistent Organic Pollutants (POPs), namely plastic sheeting, is in line with regulations related to the disposal of hazardous waste. With the increasing price of fuel, it is expected that major environmental and health hazards will arise from the foreseen burning of shelter materials (including the mentioned plastic sheeting and treated timber) discarded when materials are replaced due to wear and tear or when informal settlements are dismantled. The sector will advocate for and raise awareness about the need to ban the burning of weatherproofing materials discarded during the refurbishment or evacuation of shelters.
- **In residential and non-residential buildings**, the sector will advocate for energy-efficient solutions, both in terms of materials and techniques, within given resource constraints. This will be at the levels of 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 Defense (LCD) and the Lebanese Red Cross (LRC), has elaborated technical guidelines and Information, Education and Communication (IEC) material to raise awareness of 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.

## COVID-19

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.

## Total sector needs and targets in 2022

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	1,500,000	121,302	48.42%	51.58%	62,568	58,734	16.38%	19,869	9.12%	11,063
Displaced Syrians	1,500,000	870,000	587,560	51.14%	48.86%	300,478	287,082	23.46%	137,842	8.26%	48,532
Palestine Refugees from Syria	29,000	29,000	18,000	51.80%	48.20%	9,324	8,676	17.20%	3,096	12.46%	2,243
Palestine Refugees in Lebanon	180,000	180,000	18,000	54.20%	45.80%	9,756	8,244	18.68%	3,362	8.49%	1,528
<b>GRAND TOTAL</b>	<b>5,573,296</b>	<b>2,579,000</b>	<b>744,862</b>			<b>382,126</b>	<b>362,736</b>		<b>164,169</b>		<b>63,366</b>

Type of institution	Total Targeted
Municipality	60 Municipalities, Unions of Municipalities
Central ministries	MOIM, MoSA
Public institutions and Directorate	Public Corporation for Housing [within MoSA], Directorate General of Urban Planning [within MoPWT]
Syndicates	Real Estate Development Association of Lebanon [REDA], order of Architects and Engineers [OEA]

## OUTCOME 1: Reduce immediate protection-related shelter needs of most vulnerable households.

INDICATOR 1	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
"% 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	% of HHs	Quarterly

### Displaced Syrians

Baseline	Result 2021	Target 2022
40%	N/A	76%

## OUTCOME 2: Improve access to adequate shelter in disadvantaged areas for enhanced stability

INDICATOR 2A	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
% of residential households in disadvantaged areas benefitting from shelter upgrades to minimum standards.	"The upgrading of residential shelters to minimum standards in accordance with 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	% of HHs	Monthly

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
N/A	N/A	28%	N/A	N/A	70%	N/A	N/A	65%	N/A	N/A	10%

INDICATOR 2B	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
% 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

## Institution

Baseline	Result 2021	Target 2022
2%	N/A	16%

### OUTCOME 3: Enhance the contribution of national institutions and organisations to the housing situation in Lebanon.

INDICATOR 3A	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
% of institutions and organisations participating in the Shelter sector response that are Lebanese.	<p>"Lebanese institutions and organisations include national state entities as well as local and national NGOs.</p> <p>= ((number of Lebanese institutions and organisations participating in the Shelter sector) / [total number of institutions and organisations participating in the Shelter sector])*100"</p>	Activity Info-Responsibility of the Shelter Sector	% of all institutions and organisations	Quarterly

## Institution

Baseline	Result 2021	Target 2022
N/A	N/A	80%

INDICATOR 3B	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
# of Lebanese institutions and organisations with improved ability to contribute to housing policy discussions through exposure to new housing-related evidence.	<p>"Lebanese institutions and organisations include national state entities as well as local and national NGOs.</p> <p>A list of Lebanese entities with an existing or potential housing-related mandate will be compiled, maintained and actively targeted for remote dissemination of shelter/housing programming and policy-relevant reports and studies.</p> <p>= # of Lebanese institutions and organisations identified and actively in receipt of new housing-related evidence"</p>	Activity Info-Responsibility of the Shelter Sector	# of institutions and organisations	Quarterly

## Institution

Baseline	Result 2021	Target 2022
N/A	N/A	40



# SOCIAL STABILITY SECTOR

## PEOPLE IN NEED



3,209,000

## PEOPLE TARGETED



3,209,000

## NEEDS-BASED APPEAL



\$152M

## PARTNERS



39

## GENDER MARKER



4\*

\*Intends to contribute to gender equality, including across age groups AND/OR people with disabilities

## CONTACT

### LEAD MINISTRIES

Ministry of Social Affairs (MoSA)

Position currently vacant

For more information, contact Ola Boutros at [olaboutros@gmail.com](mailto:olaboutros@gmail.com)

Ministry of Interior and Municipalities (MoIM)

Randa Hobeiche

[randahobeiche@yahoo.com](mailto:randahobeiche@yahoo.com)

### COORDINATING AGENCIES

UNDP

William Barakat

[william.barakat@undp.org](mailto:william.barakat@undp.org)

UNHCR

Rasha Akil

[akil@unhcr.org](mailto:akil@unhcr.org)

## SECTOR OUTCOMES

### OUTCOME 1:

Strengthen municipalities, national and local institutions' ability to alleviate resource pressure, reduce resentment, and build peace

#### INDICATORS

- Percentage of people reporting positive impact of municipalities on their lives
- Percentage of people reporting competition for services and utilities as source of tension
- Percentage of people who feel that they can voice concern with authorities in case of dissatisfaction

### 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 the LCRP's capacities on tensions monitoring and conflict sensitivity

#### INDICATORS

- Number of partners reporting that they have their own mechanisms to ensure conflict sensitivity
- Percentage 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	1,500,000	1,500,000	780,000	720,000
 Displaced Syrians	1,500,000	1,500,000	765,000	735,000
 Palestinian Refugees from Syria	29,000	29,000	15,080	13,920
 Palestine Refugees in Lebanon	180,000	180,000	93,600	86,400

# 1. SITUATION ANALYSIS

The multiple crises in Lebanon are resulting in deteriorating economic conditions, including the loss of jobs and income and gaps in services such as solid waste management, community security and electricity, all of which are key drivers of tensions. In 2021, the situation has led to increased insecurity and tensions within and between communities. With no end in sight to these crises, tensions are likely to persist and potentially escalate in 2022.

Inter-/intra-communal relations have deteriorated to a point where they are now at an all-time low. For refugee-host community relations, 36 per cent of respondents reported negative inter-communal relations in August 2021, as compared to 21 per cent in July 2018 (according to the latest Ark survey). Relationships are becoming increasingly strained, with pressure points ranging from access to services and cash, to job competition (in particular for lower skilled jobs). This is a worrying trend as unemployment is rising and aid perception bias is growing. Women, in particular, report limited access to food and commodities, especially subsidised goods (prior to the lifting of subsidies), as a key driver of tensions. Men report that they are most affected by competition over accessing jobs.<sup>1</sup>

Intra-Lebanese relations have witnessed a deterioration since 2019,<sup>2</sup> with 31 per cent of Lebanese now describing relations as negative, compared to 4 per cent in 2018. These tensions are mainly driven by political differences and economic competition.<sup>3</sup> In 2021, the perception of aid bias has materialised into instances of physical confrontation, exploitation of displaced persons and highly antagonistic sentiment towards NGOs and international organisations. Linked to this trend, a decrease in dialogue amongst communities was also observed, along with the erosion of trust. This can further isolate communities from one another and have a direct correlation with increased tensions.

The deteriorating community relations are coupled with rising community insecurity and unprecedented levels of violence, with escalating theft, crime and clashes. Simultaneously, the propensity to violence is increasing and 56 per cent nationally now agree with the statement 'Violence is sometimes necessary when your interests are being threatened',<sup>4</sup> creating a sense of fear across communities. Fewer women have

the propensity to resort to violence (50% of women compared to 63% of men based on ARK-UNDP Regular Perception Surveys) or have different motivations. The link between masculinities and violence should be further explored in 2022 to inform the sector's interventions to address violence.

Throughout 2021, there has been a surge in hate speech and tensions on social media, mirroring the offline tensions in Lebanon. This appears to have a real impact on perceptions, including aid bias, stigmatisation, instigating disinformation and violence, including against women and girls, and online harassment and cyber bullying. Fake news, aimed at provoking feelings and spreading hate is increasingly becoming a source of tensions, often leading to violence and clashes.

At the regional level, many municipalities are now unable to deliver services under their mandate due to limited municipal funding. At the same time, municipalities struggle to collect local fees complementing their revenues, as the economic crisis has affected residents' ability to pay municipal fees. These factors have resulted in municipalities struggling to deliver services and infrastructural investments. This in turn has resulted in gaps in services such as solid waste management. It also resulted in the inability to cover salaries or fees related to municipal staff (including municipal police). In addition to challenges related to immediate service continuity, municipalities are also less likely to invest in infrastructure and struggle to cover maintenance and operational costs. The situation is expected to deteriorate further as fiscal revenues are drastically declining due to economic contraction and poor revenue collection associated with COVID-19 spread and the declining functionality of public sector institutions. Revenues of municipalities will thus be negatively affected and their resources are expected to further drain. Worryingly, competition over access to services is increasingly cited as a source of inter-communal tensions, especially with regard to electricity (35%) and medical care (28%). In 2021, the country witnessed numerous service-related tensions. Clashes related to fuel shortages and lack of access to basic commodities, stemming from the removal of subsidies, constituted a significant number of incidents. In addition, the situation is leading to increased pressure on partners to provide support to municipalities and communities. In many instances, the requests are deemed beyond partners' capacity to respond. These requests will be addressed systematically to avoid future conflicts.

Women remain excluded to an extent from local and national governance and decision-making structures, as well as from leadership and mediation and peacebuilding mechanisms. Women are also underrepresented in the security forces, including municipal police.

<sup>1</sup> Based on the annual VASyR analysis regional workshop held in 2021, specifically on the tensions thematic paper that can be accessed on Tensions

<sup>2</sup> In 2018, 4 per cent of Lebanese cited negative relations between different communities, whilst in August 2021, a full 31 per cent of respondents reported such negative relations.

<sup>3</sup> During August 2021, 58 per cent of Lebanese cited political differences as the main tensions driver compared to 33 per cent in July 2019.

<sup>4</sup> Agreement with statement, 'Violence is sometimes necessary when your interests are being threatened', ARK-UNDP Regular Perception Surveys Wave XI, August 2021.

Despite these challenges, citizens in Lebanon continue to place trust in municipalities to deliver on their mandate, with most districts indicating that the trust that citizens place in municipalities to improve their lives was at 42 per cent in 2021 (the trust is decreasing but remains at a satisfactory percentage). Perceptions and trust in institutions (including central government, public institutions, and municipalities), however, are expected to deteriorate further due to the gaps in services, such as electricity, environmental, waste removal and water services.

Lastly, sector partners reported the stigmatisation of displaced persons by members of the host community. Stigma is directly related to COVID-19 and the misperception that displaced persons are more likely to spread the virus. This has been exacerbated by the low vaccination rate, in particular amongst the displaced, with tensions witnessed particularly in municipalities with large numbers of displaced persons and informal settlements. In 2021, local authorities imposed stricter movement restrictions on displaced persons in some locations and this is likely to continue in 2022.

## 2. OVERALL SECTOR STRATEGY

### *THEORY OF CHANGE*

The current escalation of tensions, insecurity and violence will likely persist in 2022, highlighting the increased importance of enhancing social stability. To this end, the overall objective of the Social Stability sector will remain to mitigate interlinked inter-/intra-communal tensions so that stability does not deteriorate further throughout 2022 and to ensure that mechanisms are in place to prevent tensions and violent conflict. The sector will contribute to building resilience within host communities and among displaced persons and aim to strengthen the social contract between communities and authorities. This will be achieved by supporting local and national mechanisms to address and mitigate drivers of tensions and build social stability, including through the increased leadership and participation of women and girls.

The sector's theory of change is as follows:

- Improve public service delivery, such as infrastructure and solid waste management, while ensuring a participatory and inclusive decision-making process involving volunteers, youth, boys and girls, women, people with specific needs (PWSN) and older persons. This will strengthen the legitimacy of public institutions, particularly municipalities and unions of municipalities, and will thus engender a greater sense of trust. This will also alleviate pressure on resources and services while also strengthening social contracts between communities and the state, ultimately reducing tensions. Key enablers for the theory are women's participation and leadership in local governance structures, capacity building for women leaders and their organisations on peacebuilding and women's active involvement in mediation.
- Building the capacity of local communities, municipalities, youth and national institutions to address sources of tensions, through dialogue and by promoting positive interactions, will strengthen

connections and reduce divisions. This will assist communities 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 Plan and providing partners with regular tensions data and analysis will enable partners to design and implement interventions that are sensitive to local contexts, thus minimising harm and maintaining stability. A key enabler for this reasoning is to strengthen the gender and conflict analysis in 2022 to better plan interventions based on analysis, including intersecting and layered vulnerability due to the compounding crisis experienced by different men, women, ages and socio-economic backgrounds. Based on strengthened analysis, the sector will provide capacity building on gender and tensions and will develop a strategy to scale up activities involving women and girls and peacebuilding.

### *ASSUMPTIONS AND RISKS*

The strategy has been drafted based on the following key assumptions:

- The compounded financial, economic and political crises, whilst accounting for the likelihood of COVID-19-related measures, will likely exacerbate the overall inter-/intra-communal tensions landscape as well as violence and insecurity. This assumption continues to inform the strategy which seeks to mitigate tensions, prevent violence and ensure stability, while minimizing harm to community groups.
- Given the contextual developments, it is expected that a deterioration in relations may result in sporadic escalations. Planning that has been conducted assumes that no large-scale inter-/intra-communal incident would occur, hence there will not be a fundamental shifting in relations within the Lebanese communities or between host communities and displaced persons from Syria.

However, increased tensions may result in incidents of localised violence. Specific small-scale events may have spiralling impacts and certain events of a larger scale cannot be foreseen easily. Certain triggers, including the spread of disinformation and misinformation on social media, may cause widespread tensions. From 2017 to 2021, the percentage of negative relationships between displaced persons and hosting communities increased from 21 per cent to 36 per cent. Intra-Lebanese relations have witnessed a deterioration, where 31 per cent of Lebanese describe relations as negative in 2021 as compared to 4 per cent in 2018. As of 2021, this has resulted in a multiplication of local incidents.

- In 2022, it is assumed that constraints in access to commodities, challenges around service provision as well as local currency devaluation will continue to impact the operational environment. This will make it necessary for the sector to prioritise adaptation and preparedness measures in line with the Lebanon Crisis Response Plan's (LCRP) Business Continuity Plan, taking relevant risk management and mitigation measures into consideration.
- In addition, it is assumed that COVID-19 will continue to hamper the implementation of some activities and increase operational constraints. Sector partners will continue to follow the LCRP's Business Continuity Plan, including putting in place preparedness measures and adapting operational modalities to successfully conduct their projects. Partners would adopt remote modalities as a means of implementing capacity building, awareness campaigns and trainings under the sector, with consideration to the associated challenges, including digital and technical access issues.
- In terms of local-level service provision and community security, the planning is based on the assumption that municipalities will increasingly be unable to deliver services under their mandates due to limited municipal funding. Challenges related to service continuity, maintenance, operation and community security will need programmatic modifications that will be explored in 2022. This is a key mitigating action for ensuring that citizens in Lebanon will continue to place trust in municipalities to deliver services, especially given that municipalities are the primary interlocutors for partners on the implementation of social stability interventions (i.e. infrastructure, peacebuilding, etc.).
- Finally, planning has also been conducted on the assumption that sufficient operational space exists for LCRP partners. It is recognised, however, that the operational space is being challenged, as observed during 2021. Issues to date have mainly been related to pressures on partners related to procurement and targeting modalities of projects and areas, resulting in pressure on frontline staff, including through threats like the use of arms during aid distribution. These trends, though isolated and specific to certain areas, could deteriorate.

With the deteriorating situation, there is a risk that the increase in tensions, violence, demonstrations, theft, armed clashes as well as violence will impact the general operational environment as well as social stability at the micro and macro levels. A few key risks related to this are foreseen within the sector in 2022, including:

- A risk of increased pressure on communities and partners due to gaps in municipal service provision. Furthermore, as municipalities are unable to cover maintenance or operation costs of infrastructure and projects previously implemented by partners, another foreseen risk is that the impact of LCRP interventions in several municipalities would be limited. This shortfall risk is exacerbating pressure on services and resources and increases the trust deficit in local authorities among the population. As such, this constitutes a risk of increasing tensions and potential larger requests for support. To mitigate this risk, close coordination and communication with the Ministry of Interior and Municipalities (MoIM) is required at the national and local levels so that gaps in critical service provision can be avoided. Projects implementation and follow-up should ideally be re-designed to provide municipal authorities with direct support for sustainability purposes (for operationalisation and/or maintenance) during a grace period (especially relevant for equipment and infrastructure); for instance, projects' design should include a maintenance plan over the upcoming two years.
- The second risk is that increased community insecurity, with incidents such as petty theft, vehicle theft, house robberies, sexual and gender-based violence and the prevalence of arms, creates an atmosphere of fear and results in the formation of self-protection initiatives such as community vigilante groups. In addition to the role of competent security authorities, this risk is related to the fact that municipal authorities will be unable to maintain regular payment of salaries, especially for municipal police, given their current financial situation. In 2022, the risk of further insecurity will likely be driven by a continued downturn in economic conditions. Ultimately, some areas could become inaccessible to refugees, citizens, partners and the Government of Lebanon. One mitigation measure will be to continue monitoring tensions and identify potential areas of concern where mitigation measures are needed. Such measures include intervening with local authorities and community interlocutors to de-escalate tensions and build on peace dividends within communities. Increased investments in livelihoods opportunities for displaced persons and Lebanese will also help mitigate tensions, along with all the other measures detailed in this strategy.
- The third risk relates to increased perception of aid bias that could materialise in tensions during cash withdrawals and aid dispersion. It can also result in increased arbitrary local measures imposed by municipalities on displaced persons from Syria,

as well as operational constraints on partners. Aid bias could also trigger a higher level of political instrumentalisation of the assistance by national and local stakeholders that may lead to increased constraints and hate speech. The parliamentary elections in 2022 will influence intra-communal tensions but would also impact inter-communal tensions due mainly to instrumentalisation of the displaced persons in political conflicts and politicisation of aid. Given the continued economic deterioration, 2022 may witness further escalations, putting both beneficiaries and partners at risk of violence and physical confrontation. With a significant proportion of the LCRP consisting of cash interventions, continued devaluation of the local currency could put specific pressure on the cash assistance modality. Needless to say, the online space is increasingly becoming a 'magnified mirror' of social tensions in Lebanon and appears to have a real impact on perceptions, including aid bias, stigmatisation, instigating violence and disinformation. Ensuring transparent and equal targeting is key to mitigating the risk of incidents related to perception of aid bias and requires continued advocacy with key interlocutors (who will be identified in 2022). Tensions can also be mitigated through enhanced communications with communities on targeting and assistance and by addressing misconceptions of the negative impact of the presence of displaced persons from Syria as well as tensions amongst the Lebanese community. Finally, systematic risk analysis of interventions is needed to ensure a conflict-sensitive approach while applying the do no harm principles in all sectors, in addition to the timely monitoring of sentiment and trends.

- The fourth risk is the continued deterioration of intra-Lebanese relations, which could have a knock-on effect on the overall enabling environment and perceptions towards displaced populations in Lebanon. Dissatisfaction among host communities has been exacerbated in 2021, primarily driven by worsening socio-economic conditions. Tensions have materialised into armed clashes, increased community insecurity and increased incidents with physical confrontations instigated by theft and resource scarcity. This suggests that a continued risk in 2022 will be that the resource scarcity is driving tensions between citizens on a micro level, impacting trust as well as communal safety. 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 communities. Increased investments in livelihoods opportunities for displaced Syrians and Lebanese (women, girls, boys and men) will also help mitigate tensions along with all the other measures detailed in this strategy.

## SECTORS RESULTS: LCRP IMPACTS, SECTOR OUTCOMES, OUTPUTS

The Social Stability sector strategy primarily feeds into the Strategic Objective 4 of the LCRP 2022-2023 by reinforcing Lebanon's economic, social and environmental stability. Given the Sector's strong focus on support to municipalities, it also directly contributes 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 three impact statements:

**Impact 3**, which aims to provide vulnerable populations equitable access to basic social services and public utilities and infrastructure (health, education, water, energy, solid waste, shelter and social protection) through national (public and private) systems.

**Impact 5**, which aims to strengthen social stability in Lebanon.

**Impact 6**, which aims to mitigate the environmental effect of the Syrian crisis to avoid further degradation of the natural ecosystem and ensure its long-term sustainability.

The contribution of the outcomes towards the impacts is the following:

Developing capacities of national and local institutions is an enabler for improving municipal services, which ensures that vulnerable populations have equitable access to basic services through national systems (Impact 3).

Improving public service delivery, building the capacity of local communities and municipalities, integrating conflict sensitivity in programmes and involving host community and refugees strengthens societal relationships, thus reducing tensions and enabling peace (Impact 5).

The communities and municipalities' involvement in proper solid waste management systems and environmental approaches will ensure a cleaner environment (air, ground, water), thus contributing to the achievement of Impact 6.

For all these results to materialise, the assumptions detailed in the previous chapter should hold.

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>5</sup> and 1325 (Women, Peace & Security).<sup>6</sup>

<sup>5</sup> 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))

<sup>6</sup> 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))

## EXPECTED RESULTS

The sector will implement its work under the three related outcomes, with adjustments to account for 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. Given the multiple crises Lebanon currently faces, tensions within and between communities are likely to persist and escalate in 2022. Thus, within the current context, it will be increasingly important to focus on reducing risks and addressing issues related to community insecurity. This will be achieved by strengthening capacities and ensuring service continuity of municipalities, unions of municipalities, communities, national and local systems (Governmental institutions), and the ability of institutions to address potential sources of tensions and prevent violent conflict within the response.

The overall impact of the sector strategy will 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>7</sup>

### **Outcome 1: Strengthen municipalities, national and local institutions' ability to alleviate resource pressure, reduce resentment and build peace**

This outcome contributes to Impact 3 (access to basic services) and Impact 5 (social stability strengthened), and represents the bulk of the sector appeal, given its strong focus on investments in municipal and local services.

As municipalities face increasing financial challenges to ensure service continuity, they are less likely to invest in infrastructure projects as they struggle to maintain future operational and maintenance 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. Components for better participation, transparency and accountability, such as sound planning and prioritisation based on consultations with women, girls, boys and men, transparent procurement processes and financial reporting (with a clear mechanism for procurement/financial processes related to projects and contractors' selection) need to be integrated into the support to municipalities. Incentives for transparency and continued systematic participatory approaches with local communities will be essential in that regard. Given the limited resources and capacities of municipalities, partners face increasing pressure to

provide support and implement projects in their areas, most likely exceeding their capacities; the sector will be systematising the follow-up on these requests and harmonising the response.

### *Output 1.1 – Services based on participatory processes delivered at municipal level*

Partners will implement community support and basic services projects with the municipalities and unions of municipalities based on participatory processes (inclusive needs assessments that include representation from all community members and all sectors as well as municipalities' representatives) to alleviate resource pressure.<sup>8</sup> These services would include – but are not limited to – wastewater, water supply, energy, rehabilitation of public spaces, public facilities, recreational areas, roads and other infrastructure that may come out as a priority based on local and area needs assessments. The different activities will have an integral component of strengthening capacities and ensuring continuity of key services such as maintenance of local infrastructure, community engagement and empowering Social Development Centers (SDCs), amongst others. Sector projects will be implemented in close coordination with relevant LCRP sectors. For instance, projects pertaining to water and energy will require liaising with the Water and Energy sectors, including governmental bodies. In 2022, more efforts will be put forward to support sector partners to prioritise interventions and select target areas. Prioritisation will take into consideration a multitude of factors and indicators, such as vulnerability, higher propensity to tensions and outbreak of violence. Thus, projects will be implemented in response to changing priorities and will target geographic areas to ensure equity in access to aid. The sector will also put more efforts into ensuring geographical balance and aim at avoiding saturation and duplication of projects in the same areas. In addition, the sector will include women and youth in consideration of priorities in terms of vulnerability, access and marginalisation from services.

Within the current context, project implementation needs to include elements that provide municipal authorities with direct support to ensure sustainability (for operationalisation and/or maintenance) during a grace period (especially relevant for equipment and infrastructure). Ensuring that municipal authorities diversify their funding amidst delays in central funding helps limit the risks of interrupted municipal services. This includes financing sustainable resource projects that would support addressing growing challenges and help prevent emerging issues, such as access to clean water, power and solid waste. This may include rainwater harvesting, solar energy, end-of-life disposal schemes, etc.

<sup>7</sup> Whilst acknowledging the inherent challenges in measuring conflict prevention.

<sup>8</sup> Partners solely engaged in project implementation are supporting service delivery rather than social stability and should therefore do so directly under the relevant sectors.

*Output 1.2 – Integrated solid waste management services provided by partners to reduce social tensions*

The sector will continue to improve integrated solid waste management (SWM) in order to reduce social tensions. The various elements of such an integrated approach are: waste reduction, sorting at source, waste collection and treatment, safe disposal sites, provision of equipment, capacity building to municipalities, raising awareness and undertaking environmental impact assessments when needed and as per the Environmental Impact Assessment Decree 8633.<sup>9</sup> Given the limited resources of municipalities and limited funds of partners, the sector will work to ensure better coordination of SWM interventions for improved cost-efficiency and complementarity among projects in 2022. In addition, due to the deteriorating economic situation, the sector will focus on cash-for-work interventions to ensure income-generating opportunities for beneficiaries, specifically for women, including non-traditional sectors, implemented in close coordination with the Livelihoods sector. The SWM Task Force is the entity where key partners under the Social Stability sector share knowledge and experience and collaborate on interventions under SWM across all regions. The SWM Task Force is co-led by the Ministry of Social Affairs, the Ministry of Interior and Municipalities, UNDP and UNHCR. It convenes every quarter at the four regions in Lebanon in close coordination with the Ministry of Environment.

To fulfil the abovementioned objectives, it is essential that partners coordinate closely with the Ministry of Environment (MoE) at each stage of their project cycle to ensure that interventions are in line with the MoE's guidelines. Given that the MoE is the lead ministry for the SWM Task Force, other ministries such as the Ministry of Social Affairs (MoSA) and the Ministry of Interior and Municipalities (MoIM) will coordinate closely with the MoE on all activities.

Noting that SWM interventions are prioritised at locations with the highest tensions and areas most crowded with displaced persons and informal settlements, in order to reduce pressure on communities and mitigate tensions.

*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 decentralisation and institution development, building on the growing role those local authorities are mandated to play in the context of COVID-19 and mitigating the impact of the economic crisis. This suggests the need for empowerment of these local authorities in planning and decision-making. Under the output, efforts will be made to support ministries,

such as the ministries of Interior and Municipalities, Environment, Social Affairs and Education and Higher Education, to strengthen relevant local institutions, so they promptly respond to emerging needs at the local level. Specific elements for support include strengthening municipal planning and service provision (including solid waste and environmental protection), strengthening capacity to make decision-making more participatory, supporting municipalities to establish safe and dignified prevention from sexual exploitation and abuse (PSEA) as well as feedback and accountability mechanisms to empower governors' offices and their units to work on social stability. This will be done through training and seconding, writing public policy guidance notes and setting up Disaster Risk Management (DRM) cells (through the Governors' Offices). Additional measures include reporting of municipalities to security cells at the district level support to governors' offices, local stabilisation strategy support and support with conflict mapping as well as strengthening procurement and financial reporting at the local level.

*Output 1.4 – Municipal police have strengthened capacity to ensure community security*

The provision of training to municipal police staff is key to ensuring they have the necessary resources to perform their functions, especially when dealing with vulnerable groups. These types of activities are highly necessary, given the increasing lack of trust in municipalities (which directly reflects a lack of trust in municipal police as well) that is leading to a rise in local security initiatives by community members (i.e. vigilantism). Scaling up community policing schemes in key municipalities, in line with MoIM's codes of conduct, and establishing the related management systems will not only prevent alternative security arrangements from taking place but will also support the institutionalisation of a new approach in Lebanon. Establishing accountability mechanisms while strengthening these institutions will be vital. Municipal police corps across the country have increasingly been propelled into the role of front-line responder, with an ever-growing proportion of the population relying on them on a daily basis. The strategic reform framework for the transformation of the municipal police developed by the MoIM and Internal Security Forces (ISF) has set the foundations for a professional, human rights-centred and accountable community police. The framework is articulated around five main components, including unified standard operation procedures (SOPs), code of conduct (CoC) and trainings. This will be an area of strong collaboration with the Protection sector, including human rights organisations, to review codes of conduct and SOPs and train on protection, gender, SGBV and anti-trafficking. Furthermore, in

<sup>9</sup> Environmental Impact Assessment Decree, MoE Decree 8633 of 2012, <http://erml.moe.gov.lb/ViewLegislations>.

line with the 1325 National Action Plan, the sector will also support the recruitment of women police. This framework is gaining traction nationally and translating into a heightened profile and associated expectations for the municipal police amongst the communities they serve. In the context of rising tensions and security needs, increasing cross-country adherence to the reform framework is critical to ensuring a comprehensive and sustainable provision of community security services at the municipal level and preventing alternative security arrangements from taking hold. Noting that municipal police are facing legal status challenges, their legal framework and status needs to be identified prior to providing them with capacity building support in 2022.

**56%** nationally now agree with the statement 'VIOLENCE IS SOMETIMES NECESSARY WHEN YOUR INTERESTS ARE BEING THREATENED'

UNDP-ARK Perception Surveys Wave XI, August 2021

**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).**

The sector will continue to support local dialogue committees that aim at analysing and addressing drivers of tensions between and within local communities. It will also alert authorities and municipalities as well as Governors and Qaemaqams when needed. Specific programmes will target youth, girls and boys who are particularly socially excluded and lack spaces to engage. In this respect, social stability partners will work closely with the Protection and Child Protection sectors to ensure training on protection, child protection, safe identification and referral of youth at risk, including the identification of mental health and psychosocial support (MHPSS) concerns to appropriate service providers. Building on lessons learned from 2021, and in relation to COVID-19, specific attention will be given to digital activities and online mobilisation. The sector will implement

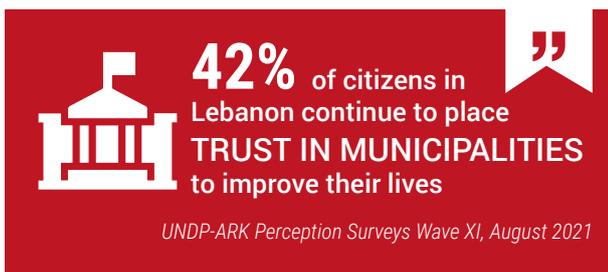
youth initiatives<sup>10</sup> in localities and areas with the highest tensions. A key element of the sector strategy concerns training journalists and media students and engaging national, local and social media in defusing tensions through objective and balanced reporting.<sup>11</sup>

*Output 2.1 – Municipalities and local actors have improved capacities for dialogue and conflict prevention*

This output aims to strengthen local capacities for preventing tensions and supporting activities to set up local community initiatives, coordinated with local authorities and focused on conflict prevention and dispute resolution. It will also enable national organisations to substantially contribute to local dialogue initiatives. The sector will support Lebanese civil society to engage in dialogue with state institutions, international organisations and academia and inform policy related to the crisis response. Activities will include both physical and digital components and will ideally be combined with other sectors for maximised engagement, including capacity building of women's organisations on leadership and peacebuilding. Field consultations identified that establishing and working with community-based groups is a successful approach which ensures sustainability and a sense of ownership of the projects. Through an analysis of pre-existing community-level coping strategies, the sector will make every effort to build on these as it supports new and already established community groups, in order to avoid undermining positive coping capacities and causing unintended harm within the community. In this respect, the sector will work to mainstream the community-based interventions minimum standards in 2022. On the other hand, the partners reported observing stigma and the negative perception of displaced persons' participation in social stability activities, specifically in community groups. To this end, it remains vital to raise awareness on the importance of such dialogues and interactions. In 2022, the sector will coordinate closely with the Protection sector on community-based groups' engagement under both communities. Specifically, the sectors will collaborate on common concerns and benefits and ensure common messages covering both communities. The sector shall steer field-level coordination in order to optimise targeting and resources and to avoid duplication. For instance, the creation of local communities with equal participation of women, girls, boys and men not only contributes to enhancing dialogue, but also to mapping needs and tensions mitigation channels. Moreover, it may positively reflect on the community by attracting more donor funding. One example of such an effective approach is the Mechanisms for Stability and Local Development (MSLD) implemented by UNDP.

<sup>10</sup> Youth initiatives are understood here as a set of activities (trainings, recreational/sports activities, or community campaigns) implemented over time with the same group of youth to sustain their local engagement rather than isolated, one-off initiatives.

<sup>11</sup> In 2013, 34 Lebanese media outlets (newspaper, radio and 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 between them.



*Output 2.2 – Youth enabled to positively engage, participate in their communities and build bridges with youth across dividing lines*

This output reflects the sector's dedicated focus on youth, both to harvest their positive contribution to social stability and, most importantly, to prevent their marginalisation in the community. By engaging youth in activities which benefit the community while enhancing their skills, their role in the community and sense of communal belonging will be strengthened. In addition, activities that aim to build 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 groups, with particular focus on girls' leadership and participation. Activities will include both physical and digital components and will ideally be combined with other sectors for maximised engagement. Field consultations show lower motivation and increased drop-out among young men, in particular from dialogue platforms and social stability initiatives that have no direct income-generation output due to pressing livelihoods priorities and migration. Therefore, the sector will ensure better linkages with the Livelihoods sector in order to combine vocational trainings and income-generation activities with life skills and other social stability trainings provision (e.g. conflict resolution etc.).

*Output 2.3 – National, local, and social media engaged in defusing tensions*

The sector will emphasise its media engagement given the media's influence on public perceptions of the impact of the Syria crisis. Media focal points will be trained on methods which promote objective reporting, counter fake news and ensure that positive narratives presented in the national discourse will serve to offset the increasingly hostile messaging often found in the media. In this respect the Protection sector will support improved awareness of the human rights framework and address on unconscious bias. Given the surge in hate speech and tensions on social media and the impact of fake news on tension, violence and clashes, the sector will complement offline tensions monitoring with social media monitoring and analysis. Furthermore, interventions will focus

on mitigating tensions and combatting hate-speech and misinformation online. To this end, social stability priorities will need to better incorporate a digital strategy and approach that grapples not simply with the information being communicated, but also with how online platforms amplify intergroup tensions and identities and how the channels of communication shape the message and its audience. In addition, the sector will conduct deep dives into the role of media and online spaces in increasing tensions as well as explore ways of carrying out online peacebuilding interventions. Analysis and response will also include toxic masculinities, hate speech against women and girls and prevention, monitoring and response to online harassment against women.

### **Outcome 3 - Enhance the LCRP's capacities on tensions monitoring and conflict sensitivity**

This contributes to Impact 5 of the LCRP (social stability strengthened).

The sector will continue the work to build capacity and provide support to partners on conflict sensitivity and do no harm principles. In 2021, extensive work was conducted on gathering partners from all sectors to identify lessons learned and existing challenges and to detail the content of guidance notes to inform the response. As the need for conflict-sensitive approaches will increase with the deterioration of the situation, a key focus in 2022 will be to develop and disseminate practical guidance specific to the Lebanon context. In addition, continued training of front-line staff on conflict sensitivity and do no harm will be carried out, coupled with technical support and advisory services to partners based on contextual developments. Finally, regular tensions overview analysis and presentation will be provided to LCRP partners to ensure that information is regularly shared and considered.

*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 and analysis as well as dedicated guidance and training activities to ensure conflict sensitivity and do no harm. To mitigate the risk of inter-/intra-communal tensions, it remains imperative that tensions and early warning signs are analysed and addressed so that efforts focus on prevention in a fragile context. The sector will continue to monitor and analyse offline and online tensions and incidents, including through a gender lens, to mitigate tensions and inform mainstreaming of conflict sensitivity across all sectors. In 2022, the sector will continue to prioritise capacity building to partners, including rolling out additional training sessions on conflict sensitivity

and do no harm, with advanced sessions for staff of specific organisations as a second step. Furthermore, additional consultations with partners will be held to identify priorities for developing thematic conflict sensitivity guidance. Sector partners will also be supported to ensure that thorough context analyses and risk mitigation strategies are developed prior to and during their program implementation.

Key issues to focus on in 2022 include conflict-sensitive winterisation support, ensuring balanced targeting, activities, communication and reporting under the LCRP, particularly in light of the removal of subsidies. Attention will be brought to gender equality in the targeting and inclusion of women and adolescent girls in sector programmes and activities to support their leadership in preventing and addressing tensions. Finally, the sector will continue to share guidance and engage with partners and programmes inside and outside the LCRP with a focus on local NGOs (the selection of NGOs and partners passes through a thorough appeal process and is based on strict selection criteria). The sector will also strengthen the conflict sensitivity monitoring approach to ensure quality and integration of this component in programmes across sectors.

Competition over ACCESS TO SERVICES is increasingly cited as a source of inter-communal tensions, especially with regards to 35% ELECTRICITY AND 28% MEDICAL CARE

VASyR 2021

## IDENTIFICATION OF SECTOR NEEDS AND TARGETS AT THE INDIVIDUAL/HOUSEHOLD, COMMUNITY AND INSTITUTIONAL/PHYSICAL ENVIRONMENT LEVEL

Three key dimensions to targeting will be considered by Social Stability partners in 2022:

First, social stability interventions have typically targeted institutions and communities in vulnerable areas. Analysis has found, however, that social tensions are not always correlated with vulnerability as defined in the 'Inter-Agency Vulnerability 251 Map', which identifies the most vulnerable cadastres as measured by a composite of socio-economic, demographic and service access indicators. This means that while the most vulnerable cadastres are generally more tense,

there are areas with high tensions outside of the 251 most vulnerable cadastres map. While this 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 measuring social tensions will be used to ensure that high tension areas are addressed. This additional layer of analysis will be provided to partners in 2022 in the form of detailed and frequently updated tension maps, to support the targeting of the Social Stability sector, as well as the broader inter-sector response.

Second, to ensure that the sector delivers better impact and equivalent treatment of geographically and socially interconnected places, targeting should 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 which engages surrounding municipalities is often indispensable (the selection of areas would be based on a set selection of socio-economic and geographic criteria in order to select the most cost-efficient interventions). 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 maximising the impact of social stability programming.<sup>12</sup>

Third, in line with the sector's community engagement efforts, the poorest communities will be targeted and socially excluded groups will be prioritised, particularly for school and university drop-out youths (governmental schools and university can be an identification mechanism). In addition, there will be proper representation of women and girls. Robust referral pathways to case management agencies or trained social workers are essential to ensuring this prioritisation does not risk causing harm. Active efforts will be undertaken, for example, by partners holding separate sessions to account for the fact that barriers to their substantive engagement may be present in existing conflict dialogue initiatives and to ensure the views of these cohorts are considered. 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.

<sup>12</sup> ARK (2017), *Regular Perception Surveys on Social Tensions throughout Lebanon, Wave I: Narrative Report*, at ii.

## Total sector needs and targets in 2022

Population Cohort	Total Population	Total Population in Need	Total Population Targeted	Total population targeted									
				# female	% female	# male	% male	# Children (0-17)	% Children	# Adolescent (10-17)	% Adolescent	Additional disaggregation (ex. With Sp Needs)	% additional disaggregation
Lebanese	3,864,296	1,500,000	1,500,000	780,000	52%	720,000	48%	468,000	31%	244,500	16%	150,000	10%
Displaced Syrians	1,500,000	1,500,000	1,500,000	765,000	51%	735,000	49%	781,500	52%	306,000	20%	135,000	9%
Palestinian Refugees from Syria	29,000	29,000	29,000	15,080	52%	13,920	48%	10,150	35%	4,437	15%	2,320	8%
Palestine Refugees in Lebanon	180,000	180,000	180,000	93,600	52%	86,400	48%	63,000	35%	27,540	15%	18,000	10%
<b>GRAND TOTAL</b>	<b>5,573,296</b>	<b>3,209,000</b>	<b>3,209,000</b>	<b>1,654,000</b>		<b>1,654,000</b>		<b>1,323,000</b>		<b>582,000</b>		<b>305,000</b>	

Type of institution	Total	Targeted
Municipalities	1047	244
Hospitals	173	128
Schools	1232	731
Water establishments	4	4
Social Development Centers	233	116
Central Ministries	22	6
Primary Health Care	245	180
Governors Offices	8	8
Districts	26	26



The rehabilitation of Tripoli's Al Mina Corniche is providing workers with job opportunities, improving the infrastructure and enhancing touristic and economic activity.

UNDP December 2020

### 3. MAINSTREAMING OF GENDER AND SGBV, PROTECTION, CONFLICT SENSITIVITY, PSEA, ENVIRONMENT AND COVID-19

#### CONFLICT SENSITIVITY

The sector will continue to monitor and analyse tensions and incidents to inform conflict sensitivity mainstreaming, and to mitigate and/or decrease the potential risks and escalations. Focus is set on strengthening all sectors' collective results on conflict sensitivity, measurement and collective lessons learning and their application. In 2022, the sector will support partners across the response in ensuring conflict-sensitive strategies through technical support, advisory, capacity building and practical guidance on lessons learned in Lebanon, with the aim of strengthening the LCRP's collective results on conflict sensitivity. To build partners' capacity, additional training sessions on Conflict Sensitivity and do no harm will be rolled out, with advanced sessions for staff of specific organisations as a second step. Furthermore, consultations will be held with partners to identify priorities for conflict sensitivity guidance products and checklists. This will be coupled with technical support on thematic issues based on contextual developments. Additionally, the sector will continue to feed into advocacy and messaging. The Social Stability sector will provide mentoring to other sectors, specifically the ones adopting cash-based assistance, as they are the most conflict prone given poverty increase, dollarisation of assistance, etc.

#### PROTECTION AND ACCOUNTABILITY TO AFFECTED POPULATIONS

In collaboration with affected communities and authorities, working closely with the Protection sector, the sector will aim to minimise any negative effects of the response on the protective environment of the host community and displaced persons. The sector will deepen its collaboration with the Protection sector to maximise complementarity of response and preparedness by focusing on updating the 2020 Protection Risk Analysis to identify the implications of activities on the protection of people and take relevant measures to reduce risks. The sector will also continue to strengthen safe identification and referrals by promoting the Inter-Agency minimum standard for referral, keeping up-to-date and accurate information on services on the Inter-Sector Service Mapping platform and informing other sectors about referrals accepted by the sector. The sector will mainstream the minimum standards on community-based interventions (CBI) developed by the Protection sector to ensure an enhanced CBI approach. In doing

so, it will improve the participation and empowerment of women, girls and persons with specific needs through sector activities.

#### GENDER, AGE AND PERSONS WITH DISABILITIES, AND DIVERSITY OF SUPPORTED PROFILES

Given the challenges that tensions have on the safety and dignity of women and girls, as well as persons with specific needs, efforts will continue to be made to involve women, girls, persons with specific needs and youth in sector consultations and activities, as they tend to be underrepresented. The sector will aim to maximise engagement by working with the Protection sector to strengthen community-based approaches, including the mapping of community-based structures. This will ultimately contribute to reducing tensions between the community members and addressing protection concerns of different population groups, including women, children and persons with specific needs. The sector will continue to work with community committees to bring together community members, local authorities, civil society and affected populations, including persons with specific needs (PWSN). Outreach to women, girls and boys and PWSN, including individuals with specific needs and/or living in the "hard-to-reach" areas, will also be strengthened. Recent research<sup>13</sup> shows that women and girls generally feel a sense of alienation and a lack of agency and belonging due to the fact that they cannot participate in decision-making. This year, the engagement of women and girls will be expanded to make participation of adolescent girls in peacebuilding activities more prominent and to support their leadership in preventing and addressing tensions. The sector will expand the gender dimensions of tensions monitoring, including perception of safety, and will systematically include it in planning exercises. New planned research will further explore masculinities as drivers for conflict. The sector will establish safe and gender-responsive mechanisms for people, including individuals with diverse sexual orientations and gender identities to express their needs. The work with grassroots women's

<sup>13</sup> *International Alert, More resilient still Vulnerable*, <https://www.international-alert.org/wp-content/uploads/2021/08/Lebanon-PVE-Programming-Tripoli-EN-2018.pdf> and *International Alert's ongoing research with women and girls in Tripoli and Bekaa*

organisations and organisations of individuals with diverse sexual identities will be expanded, including trainings on mediation, participation and leadership; and possibly make available childcare and safe and free transportation for individuals to channel their voices. Women and girls' organisations will also be involved in the prevention of online hate speech targeting women, with the engagement of women and girls who are influencers in their communities. Municipal police support will include women's recruitment and training on gender, sexual and gender-based violence (SGBV) and anti-trafficking.

### PREVENTION OF SEXUAL EXPLOITATION AND ABUSE (PSEA)

The sector will roll out the Prevention of PSEA SoPs and capacity building of partners through the PSEA Network. The sector will promote adapted and inclusive complaint and feedback mechanisms to inform design and delivery of services. In addition, the sector will ensure the sharing of lessons learned on PSEA experiences among partners.

### ENVIRONMENT

The primary environmental focus will be on solid waste management activities that seek to improve environmental conditions in localities to alleviate social tensions. The sector will engage in the inter-sectoral Environment Task Force (ETF) led

by the Ministry of Environment to mainstream environmental considerations in other programmatic areas. This includes impacts on air quality, soil, water and wastewater, ecosystems and land degradation. In close consideration with partners, the sector will respond swiftly to locally raised complaints to offset tensions, specifically in areas with the highest tensions and the most crowded areas with a high presence of displaced persons viewing the perception of their association to negative environmental impact. The sector will also coordinate with the Shelter and Water sectors on the solid waste management challenges.

### COVID-19

Given the persistent impact of the COVID-19 outbreak on the implementation of activities, the sector will continue to ensure the provision of services both in-person and through remote modalities while continuously reviewing and adapting tools and issuing guidance for the provision of safe and accessible programming in the context of COVID-19. It should be noted that the COVID-19 outbreak still constitutes a key driver of tensions, specifically related to the stigma associated with displaced persons and migrants, particularly in condensed areas with the highest concentrations of informal settlements.

## 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
% 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)	Stabilisation Survey	%	Quarterly

### TOTAL

Baseline	Result 2021	Target 2022
71%	N/A	50%



Lebanese



Displaced Syrians



Palestinian Refugees from Syria (PRS)



Palestine Refugees in Lebanon (PRL)

Baseline	Result 2021	Target 2022									
N/A	36%	N/A	N/A	27%	N/A	N/A	N/A	N/A	N/A	N/A	N/A

INDICATOR 1B	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
% 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)	Stabilisation Survey	%	Quarterly

### TOTAL

Baseline	Result 2021	Target 2022
34%	N/A	25%



Lebanese



Displaced Syrians



Palestinian Refugees from Syria (PRS)



Palestine Refugees in Lebanon (PRL)

Baseline	Result 2021	Target 2022									
N/A	24%	N/A	N/A	30%	N/A	N/A	N/A	N/A	N/A	N/A	N/A

INDICATOR 1C	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
% 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)	Stabilisation Survey	%	Quarterly

### TOTAL

Baseline	Result 2021	Target 2022
58.8%	N/A	55%



Lebanese



Displaced Syrians



Palestinian Refugees from Syria (PRS)



Palestine Refugees in Lebanon (PRL)

Baseline	Result 2021	Target 2022									
N/A	38%	N/A	N/A	19%	N/A	N/A	N/A	N/A	N/A	N/A	N/A

## OUTCOME 2: Strengthen municipal and local community capacity to foster dialogue and address sources of tensions and conflicts

INDICATOR 2A	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
% 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)	Stabilisation Survey. Baseline: People identify at least one community institution/actor they would turn to in case of dispute.	%	Quarterly

### TOTAL

Baseline	Result 2021	Target 2022
89%	N/A	95%

 Lebanese			 Displaced Syrians			 Palestine Refugees from Syria (PRS)			 Palestine Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
N/A	93%	N/A	N/A	90%	N/A	N/A	N/A	N/A	N/A	N/A	N/A

INDICATOR 2B	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
% 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)	Stabilisation Survey. Baseline: 54,2% (i.e. the percentage of people who did not say 'nothing helps to improve relations')	%	Quarterly

### TOTAL

Baseline	Result 2021	Target 2022
54%	38%	60%

INDICATOR 2C	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
% of people displaying propensity for violence	The indicators measure propensity for violence (Result For Women the Same)	Stabilisation Survey	%	Quarterly

### TOTAL

Baseline	Result 2021	Target 2022
50%	N/A	50%

 Lebanese			 Displaced Syrians			 Palestinian Refugees from Syria (PRS)			 Palestinian Refugees in Lebanon (PRL)		
Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022	Baseline	Result 2021	Target 2022
N/A	59%	N/A	N/A	43%	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**

INDICATOR 3A	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
% of partners reporting that they have their own mechanisms to ensure conflict sensitivity	% of partners reporting reading and using conflict analysis material (Result For Women the Same)	Survey of Social Stability Partners	%	yearly

**TOTAL**

Baseline	Result 2021	Target 2022
75%	80%	80%

INDICATOR 3B	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
# 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 consideratin 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

**TOTAL**

Baseline	Result 2021	Target 2022
1%	10%	N/A



# WATER SECTOR

## PEOPLE IN NEED



2,688,071

## PEOPLE TARGETED



2,067,041

## NEEDS-BASED APPEAL



\$247M

## PARTNERS



24

## GENDER MARKER



4\*

\*Intends to contribute to gender equality, including across age groups AND/OR people with disabilities

## CONTACT

**LEAD MINISTRY**  
Ministry of Energy & Water (MoEW)  
Suzy Hoayek  
suzy.hoayek@gmail.com

**COORDINATING AGENCIES**  
UNICEF  
Rania Ali Abdalla  
raniabdalla@unicef.org

Leb Relief  
Michele Citton  
m.citton@lebreliief.org

## SECTOR OUTCOMES

### OUTCOME 1:

Strengthen national, regional and local public institutions' capacities to deliver improved public policies, goods and services (water and sanitation).

#### INDICATORS

- Percentage of increase in budget Balance of WEs has improved as a result of updated tariffing
- Percentage of increase in yearly subscriptions rate

### OUTCOME 2:

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

- Percentage increase in proportion of population using safely managed drinking water services (SDG 6.1.1)
- Percentage increase in proportion of wastewater safely treated (Household component to WWTPs of SDG 6.3.1)
- Percentage increase of boys, girls, women and men with appropriate hygiene knowledge, attitudes and practices

POPULATION COHORT	PEOPLE IN NEED	PEOPLE TARGETED	FEMALE ♀	MALE ♂
 Vulnerable Lebanese	1,500,000	1,200,000	624,000	576,000
 Displaced Syrians	990,000	754,000	384,540	369,460
 Palestinian Refugees from Syria	20,161	11,600	6,032	5,568
 Palestine Refugees in Lebanon	180,000	180,000	52,749	48,692

# 1. SITUATION ANALYSIS

In the 10th year following the onset of the Syria crisis, Lebanon's affected populations are still struggling to access basic water, sanitation and hygiene (WASH) needs, both in temporary and permanent locations. According to the UNICEF-WHO Joint Monitoring Program (JMP) 2020 preliminary findings in households, 48 per cent of drinking water and 20 per cent of sanitation is safely managed.<sup>1</sup> The socio-economic deterioration in the country is having a cascade effect on services provision, protection risks and tensions, affecting all levels of society, from institutions to households.<sup>2</sup>

## SOCIO ECONOMIC

The Water Establishments (WEs) and, more generally, the water and wastewater operators across the country have been severely impacted by the economic crisis. According to the WEs' financial reporting to the MOEW, updated as of November, two out of four Water Establishments were experiencing severe balance deficits.<sup>3</sup> The lifting of fuel subsidies, in particular, has seen the WEs expenditures on fuel increase exponentially throughout 2021, reaching its peak during the energy crisis last summer. Beirut Mount Lebanon Water Establishment reported an expenditure of fuel supply for pumping stations in August, more than 3 billion Lebanese pounds, with a six-fold increase of the yearly expenditure average on the same budget line. The current financial deficiency has been partly mitigated by support provided by the European Union in Operation and Maintenance costs in last year's LCRP and by the emergency allocation of 4 million USD from the UN Central emergency response fund to the Logistic sector, under the Lebanon Emergency Response Plan (ERP), which has distributed fuel to pumping stations across the country to ensure that water continues reaching all populations in urban settings.

WEs are also deeply affected by the impact of the crisis on human resources. One analysis conducted in November 2021 by the North Lebanon Water Establishments office showed that in October 2021 WEs employees were spending more in commuting costs than what they were receiving in salaries, due to the increase in fuel prices.

Different municipalities across all governorates that are managing their water and wastewater services are also impacted by the crisis and are decreasing or stopping operations, resulting in consequential impacts on the population.

In temporary locations, where the resident population is composed on average of 53 per cent children and at least 10 per cent female-headed households, the crisis is leading to an increase in eviction notices from landlords and neighbouring communities. According to the WASH Assessment Platform (WAP) 2021 update, access to improved and usable latrines has decreased, with 1,388 fewer latrines in the overall sites removed compared to the previous year.<sup>4</sup> Still, nearly 120,000 individuals living in fewer than 1300 sites are highly vulnerable with regard to water access, as they don't have access to on-site water sources and rely on water trucking paid for by NGOs.

## ACCESS TO SERVICES

### ACCESS TO WATER

With decreased availability of public water in the country, households are relying more on private alternatives at higher prices.<sup>5</sup> As of November 2021 bottled water is 300 per cent more expensive than it was at the beginning of the year and water trucking prices saw a sharp increase of 185 per cent between July and November of 2021, following fuel shortages and the removal of subsidies.

Residents were significantly more concerned about access to clean water in August 2021, at the peak of the energy crisis. The percentage of the population rating their access to clean water as 'very poor' rose from 5.3 per cent in April 2021 to 22.8 per cent in August 2021, with a total of 61.7 per cent of the population rating the quality of water services as 'poor' or worse.

At the same time, when public services were maintained via international funding sources, Water Establishments reported an increasing trend in subscriptions. In November 2021, for instance, the North Lebanon Water Establishment (NLWE) witnessed an increase of around 50 per cent in their yearly subscription rate compared to 2020.

Displaced Syrians in permanent and temporary locations across the country reported having good access to improved water drinking sources in 2021 (89%).<sup>6</sup> Forty-eight per cent of households reported paying 63,500 LBP on average (per month) for drinking water in November 2021. Bottled mineral water (38%) remains the highest drinking water source that households rely on (37% in 2020). Palestinian refugees from Syria and Palestine refugees in Lebanon who live in camps and gatherings are also struggling to access clean water, with much of the camp population in coastal areas relying on water with high salinity and poor infrastructures.

<sup>1</sup> WHO/UNICEF JMP (2021)

<sup>2</sup> WORLD BANK (2021), *Lebanon Economic Monitor, Spring 2021: Lebanon Sinking (to the Top 3)*

<sup>3</sup> MOEW/UNICEF (2021), *Water Establishments Financial Report*

<sup>4</sup> Bonel K., Wehbe M. (2021) *WASH Assessment Platform update Water Sector (2021), Water Price Monitoring*

<sup>5</sup> UNHCR VASyr 2021

## ACCESS TO SANITATION

Most households (89%) have access to an improved sanitation facility (91% in 2020 and 94% in 2019).

In 2021, access to an improved sanitation facility went down to 67 per cent from 79 per cent in 2020.

The use of a basic sanitation service, which is an improved not shared<sup>7</sup> sanitation facility, was found to be at 75 per cent (77% in 2020), with the lowest rate being observed in the Akkar and Bekaa governorates at 59 per cent and 61 per cent respectively. Nineteen per cent of households share toilets with other households. Eighty-five per cent have access to a sanitation facility adjusted for disabilities (compared to 91% in 2020).

According to the Water and Wastewater Vulnerability mapping exercise undertaken by the Water Sector, out of a sample of 699 cadastres across Lebanon, a notable 480 cadastres, for a population of 1.9 million, are not currently served with a Wastewater treatment plant.

According to VaSyr 2021, female-headed households (FHH), less commonly have flush toilets (57%) compared to 71 per cent of male-headed households (MHH), and only 64 per cent of FHH had access to basic sanitation services compared to 77 per cent of MHH.

The socioeconomic crisis is also affecting access to hygiene, given the decreased purchasing power of households. In 2021, the VASyR reported that a notable 10 per cent of households with females did not have sufficient access to female hygiene/dignity items (highest in the Nabatieh governorate at 36%), while 23 per cent of households with babies reported not having enough baby care items (diapers etc). This was also highest in Nabatiyeh at 47 per cent and North at 34 per cent.

Decreased access to WASH materialised at all societal levels, including different institutions, such as schools, detention centres, healthcare centres and other community centres across the country.

<sup>6</sup> UNHCR VASyR 2021

<sup>7</sup> Private facilities.

## PROTECTION RISKS

In an increasing number of informal settlements, it is reported that foregone rental payments are driving extortion by landlords, who often deny access to water in exchange for forced labor. In northern Lebanon, the second highest driver of collective evictions (five households or more) in 2021 was due to the reappropriation of land for other more profitable purposes, such as agriculture.<sup>8</sup> Poor solid waste management in informal settlements further leads to hygiene and sanitation concerns for the population, as well as tensions with owners of neighbouring land, and can lead to eviction or threats of eviction. Finally, there are increasing concerns that with less fuel and electricity available, women and girls are at greater risk of sexual assault and rape while accessing basic services like water and latrines, especially after dark and in informal settlements, where the majority of female-headed households live. In order to strengthen prevention of protection risks affecting women and girls, there is a need for increased safe and dignified consultations with women and girls and with women's grassroots organisations.

## TENSIONS

In August 2021, 83 per cent of Lebanese agreed with the statement, "The presence of so many displaced Syrians in Lebanon today is placing too much strain on Lebanon's resources, like water and electricity", with more than 90 per cent in agreement in the Bekaa, Beirut and North governorates.<sup>8</sup> Water sector partners reported these tensions episodes materialising in tensions and access issues in municipalities across the Bekaa in the last months. With Lebanese residents struggling to receive water from the public water networks, informal settlements had access to 70 L/p/d from different sources, including water trucking paid for by NGOs (WAP, 2021). Wastewater management is cited as an increased source of tensions in permanent communities, particularly in marginalised neighbourhoods.

## ENVIRONMENT

The decrease in operations of wastewater treatment plants across the country as a result of the crisis is increasing the uncontrolled discharge of wastewater across the country, exacerbating an already critical situation. These practices continue to degrade the water quality of Lebanese rivers, springs, wetlands and aquifers. Many of these systems receive pollutant loads that are orders of magnitude higher than their carrying capacities. As such, many systems are impaired and their ecosystem functions are disrupted.<sup>9</sup>

<sup>8</sup> UNDP & ARK (2021), *Regular Perceptions Survey of Social Tensions Throughout Lebanon*

<sup>9</sup> UNCR, UNDP, UNICEF (2020), *Lebanon State of the Environment and Future Outlook 2020*

Furthermore, solid waste disposal in surface water and on riverbeds remains not only an environmental concern but also raises a public health concern as winter comes and flooding episodes are witnessed at stressed locations.

## HEALTH

Several health challenges exist in informal settlements, mainly due to overcrowding, living conditions and the sanitary situation and are perpetuated by the lack of access to health services. In a study conducted in 2020, it was found that 33 per cent of children in informal settlements had at least one health problem. With no multidimensional interventions that take improvements of living conditions into consideration, the health of young displaced Syrians will continue to worsen.

MoPH surveillance data for 2021 shows an increase in food- and waterborne diseases throughout the summer period. A significant increase in reported cases of dysentery and hepatitis A during the summer months, increasing from 21 cases in June to 86 cases in September and increasing from 35 cases in May to 64 cases in October. Although this doesn't deviate much from epidemic trends from previous years, there is reason to assume underreporting given the potentially weakened reporting capacity at the health facilities level due to the pandemic and the economic

situation. On the other hand diminishing health-seeking behaviour and lower accessibility of the population during this time might also be important factors.

## WOMEN AND GIRLS

Women and girls bear the responsibility for water and sanitation in the households, including the purchase of water, which is becoming increasingly challenging, and its use (for cooking, cleaning, sanitation and hygiene). Women and girls in informal settlements are still at risk of sexual harassment and exploitation when accessing WASH facilities. Women also have specific hygiene needs during menstruation, pregnancy and child rearing, for which adequate water quantity and water quality is needed. The economic crisis is making it more difficult for women to access sanitary pads. Although disposable sanitary pads are being distributed by WASH partners, the supply is often not enough to meet the needs of the household. Disposal of disposable pads has also been an issue in some informal settlements. Recent studies from Oxfam and UNFPA have shown that reusable pads are not accepted by the communities, as there is still a lot of stigma around menstruation which creates barriers to the cleaning and drying of reusable pads.

## 2. OVERALL SECTOR STRATEGY

### THEORY OF CHANGE

The updated Theory of Change for 2022 develops as illustrated in figure 1.

On the one hand, by supporting building capacities and developing institutional governance, the water institutions will be able to deliver improved policies and strategies and maintain services at the national, regional and local levels, contributing to LCRP Strategic Objective 3 (support service provision through national systems), and to the provision of WASH services to vulnerable populations (Impact 3).

On the other hand, supporting the equitable access of vulnerable populations to water and wastewater services in both hosting and displaced communities and fostering sustainable and responsible social and WASH behavior, reduces the risk of health problems and environmental issues, thus contributing to Impact 2 (Immediate humanitarian needs of the most vulnerable populations are met) and Impact 6 (Mitigated environmental impact of the Syrian crisis, to avoid further degradation of the natural ecosystem and ensure its long-term sustainability).



Access to an improved  
**SANITATION FACILITY**  
for displaced Syrians  
decreased to **79%**

VASyR 2021

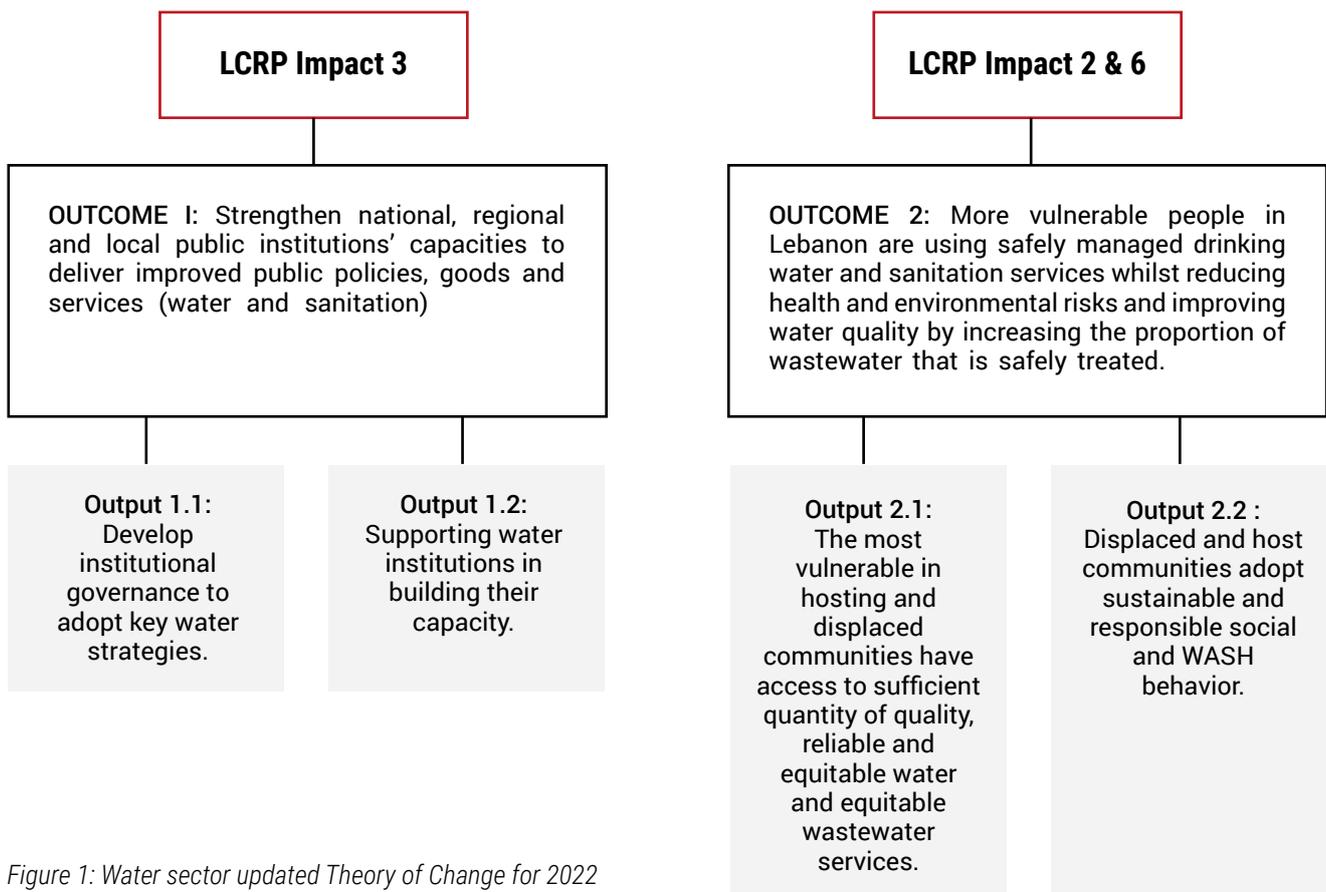


Figure 1: Water sector updated Theory of Change for 2022

## 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 Ministers once they resume convening, knowing that the ratification of the Water Code was completed in October 2020. The National Water Sector Strategy defines the sector's vision; it consists of a clear roadmap for new interventions. The Water Code is essential to addressing the current challenges of the Water sector; it clarifies the roles and responsibilities of the actors and strengthens accountability towards citizens. The Strategic Environmental and Social assessment will be issued in late 2022 and will be a consultation tool to promote the NWSS.
- Commitment and accountability across the Government of Lebanon will be in place to ensure the continuity of the supply and the quality of the 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 impact water quality.

- Donors provide sufficient funding to meet LCRP commitments: Q3 for 2021 has indicated only 58 per cent of the funding requirement, including carry over from 2020. Unless adequate funding is received, the sector will struggle to provide meaningful assistance and meet its targets. There are other frameworks that also require funding, such as the Emergency Response Plan, a humanitarian action specifically against the economic collapse of Lebanon. The flexibility of the LCRP plan and process needs to be maintained for further prioritisation, using specific criteria (equity, socioeconomic status, alignment, conflict sensitivity and multi-sectoral impact) if underfunding continues, to ensure that the most vulnerable communities/households are addressed first at the expense of much needed medium-term sectoral reforms which could lead to more sustainable solutions for the future. The sector will continue to advocate for a shared common vision for the Water sector as critical to Lebanon's long-term wellbeing and stability.

While these assumptions are pertinent to supporting the implementation of the sector strategy, the main risks that could hinder achievements include:

- The economic situation will further deteriorate in 2022. Continued inflation exacerbated by unregulated currency exchanges and the likelihood of further currency devaluation will increase the vulnerability of populations as well as key institutions, such as Water Establishments. With the increase in the cost to beneficiaries of alternative sources, such as bottled water and water trucking, the strong assumption is that support will continue through the Water Establishments to encourage further subscriptions and collection through a realistic tariff.
- The COVID-19 outbreak will further exacerbate WASH needs and impose restrictions on access to the field at certain times. The assumption is this will continue throughout 2022, judging by current epidemic trends. The WASH sector co-leads pillar 6 of the COVID-19 response in Lebanon on infection prevention and control. Other WASH interventions can also contribute to limiting the spread of COVID-19, such as availability of water for hygiene, soap, awareness about health-seeking behaviour and access to IPC kits. With reference to reduced disposable income to all, however, existing protocols should not restrict access to custom IPC kits; for example, the cost of an associated PCR test against ongoing inflation of the Lebanese Pound. The sector will keep high flexibility in adapting the response and follow new implementation modalities mainly by empowering and engaging communities in the monitoring of service and referrals.
- Deterioration of the Nutritional situation. Proxy indicators are indicating that if the economic situation continues to deteriorate, pregnant and lactating mothers plus infants and children under two will become a beneficiary target for WASH. Quality of water will be essential for this group, as the situation is exacerbated at this stage by a threefold increase in the price of bottled water. The continued support of Water Establishments with a subscription to a more affordable tariff will need to be maintained, with close monitoring on quality of water provided.

## PARTNERSHIPS

The Water sector works in close collaboration with MoEW and WEs, partners and other sectors in drafting and implementing the WASH response. Ensuring two-way communication between the field and national levels and the different stakeholders is crucial in all WASH responses. In 2020, the Water sector created several thematic groups (Stabilisation, Community Mobilisation, Sanitation, Water Quality and Urban-WASH) to have enough space for the technical discussion and improve the participation of the partners in the sector. The groups are open for local and international NGOs and academic and governmental institutions. Potential new local partners (LNGOs and Universities) will be reached through networking and capacity-building plans by the beginning of the year, in continuation with LCRP

2021. Other sectors, mainly Shelter, Protection, SGBV and Health are also invited to some of the thematic groups meetings, depending on the agenda of the meetings. In addition, the collaboration with other sectors is maintained through bilateral discussion and inter-sector meetings. Partnership with other sectors to outline or develop practical guidance and joint-response is also highlighted under the output paragraphs; special attention will be given to strengthening coordination with the Health, Social Stability and Energy sectors in cross-sectoral thematics, such as Solid Waste and Environmental Health. Finally, the Water sector will strengthen its collaboration in 2022 with the Protection sector over menstrual hygiene management and Protection mainstreaming priorities.

## SECTORS RESULTS: LCRP IMPACTS, SECTOR OUTCOMES, OUTPUTS

The sector response for 2022 will contribute to two outcomes: Outcome 1: "Strengthen national, regional and local public institutions' capacities to deliver improved public policies, goods and services (water and sanitation)"; and Outcome 2: "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".

### **Outcome 1: Strengthen national, regional and local public institutions' capacities to deliver improved public policies, goods and services (water and sanitation).**

The success of Outcome 1 will be measured against two critical outcome indicators that will reflect the success of the support provided by national institutions in facing the current crisis: A) % increase in budget balance of WEs has improved as a result of updated tariffing and B) % increase in yearly subscriptions rates for WEs.

#### *Output 1.1: Develop institutional governance to adopt key water strategies.*

The updated NWSS defines the main challenges faced by the sector at the institutional, technical and financial levels. It identifies strategic components to improve sustainable and integrated water resources management and the main directions for new WASH interventions.

In order to support longer-term sustainability of WASH service access beyond 2022, including development of cost recovery schemes, the sector will promote multi-stakeholder engagement at the national, regional and local levels 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 Principle 10 of the OECD Water Governance Indicator Framework: “Stakeholder Engagement”.

In this direction, to respond to the financial breakdown of the Water Establishments, the MOEW will be working on an emergency national tariff increase, in collaboration with the Water sector, as a key action for mitigating the impact of the crisis on national institutions and continuing to serve the host and refugee population.

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 different scales and stakeholders. The sector will promote participation between national and local actors to enhance WASH-service delivery in vulnerable communities by reinforcing and formalising the roles of local NGOs and civil society organisations in the implementation of new projects. The efficiency, equity and sustainability of services for vulnerable populations will benefit from local actors’ understanding of the rights 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.

*Output 1.2: Supporting water institutions operations and building their capacity.*

**HR problem of WEs:** 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. In addition, the current depreciation of the Lebanese pound is widening this institutional gap, affecting staff capacity to reach work and hence affecting service provision. 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, or by temporarily supporting part of the HR costs, similar to what other sectors are doing for critical needs. In such cases a clear set of criteria or specific technical functions will be determined beforehand when support is provided to cover part of the HR costs so as to avoid the manipulation and political instrumentalisation of support.

**Accountability of WEs:** 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 different areas, the lack of trust in public authorities and the reduced purchasing power of users resulted in a very low collection rate

in 2020. The Water sector will continue to support WEs to tailor/update their community engagement approaches to transform into ‘user-centric’ utilities, and to improve communication with the community, with an emphasis on regaining trust and increasing accountability. The investments in the local capacity of WEs will increase production, ameliorate the management of existing resources and result in expanding service in under-served areas. It reduces barriers that prevent vulnerable people from having access to services. When applicable, the Water sector will support WEs to develop and communicate clear, friendly and accessible complaint mechanisms, possibly providing direct feedback on the development of the NWSS.

The Water sector also recommends that capacity-building programmes are designed closely with Water Establishments to ensure a needs-based approach, ownership and sustainability. It can include advanced training, on-the-job coaching and provision of assets and materials. Water Establishment facilities require upgrading to improve the perception of their capacity to deliver services.<sup>10</sup>

Given the current energetic crises, special attention will be given to support programs on solarisation and renewable energy transformation: The Water sector, in collaboration with the Energy sector, will support transitioning towards renewable energy sources instead of fossil fuel dependant operations.

The NWSS is based on Integrated Water Resources Management (IWRM). This is a process that promotes the coordinated development and management of water in order to maximise 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 users’ access to services and service quality; it is a management-based rather than an infrastructure-based approach.<sup>11</sup>

<sup>10</sup> Close collaboration and coordination with WE directors and managers is recommended when implementing capacity building programmes to demonstrate impact, track progress and ensure integration into the function/processes of the WE. It is recommended to design Key Performance Indicators (KPI) of the training and monitor progress. Capacity building programmes should target different levels in WEs, where targeting of regional WE offices is paramount.

<sup>11</sup> The strategy is articulated 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 as recognised by the 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 for the entire population and all production sectors.

As identified by the updated NWSS and by the situation analysis, 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 by water losses, contaminated resources, high energy bills and many other challenges has rendered the WEs incapable of achieving a basic level of performance in the delivery of safe and equitable services, specifically following the multiple crises faced over the last two years. 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 Program (NPTP) to identify the most vulnerable Lebanese households, the Water sector will promote service subsidies provided to the most vulnerable populations through an integrated approach covering WASH services for host and displaced communities when appropriate.

**OUTCOME 2: 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.**

Outcome 2 is developed as a comprehensive outcome that would reflect increased access to WASH services for targeted populations. The outcome is structured according to SDG Goal 6, and will be measured through three outcome indicators, against the two-year LCRP strategy, nominally: A) % increase in proportion of population using safely managed drinking water services (SDG 6.1.1), B) % increase in proportion of wastewater safely treated (Household component to WWTPs of SDG 6.3.1); and C) % increase of boys, girls, women and men with appropriate hygiene knowledge, attitudes and practices.

Outcome 2 is achieved through two outputs: reflecting access to water and sanitation (Output 2.1) and hygiene knowledge, attitude and practices (Output 2.2).

*Output 2.1 –The most vulnerable in hosting and displaced communities have access to sufficient quantity of quality, reliable and equitable water and wastewater services*

This output aims to enhance the quality of WASH services. It has two components:

- 1) supporting humanitarian water and wastewater service delivery for those with the least access; and
- 2) improving the quality, quantity and reliability of water and wastewater services through national and regional systems.

In continuation with the 2021 Sector Strategy, supporting humanitarian water and wastewater service delivery for those with the least access, primarily displaced Syrians in temporary locations, the focus is on implementing more localised, cost-effective and environmentally friendly solutions to reach them.

The impact of the informal settlements on the environment will be added to the criteria for prioritising 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 minimise the impact on the public health and environment of the most prioritised informal settlements.

Thanks to promising results from the different innovative wastewater treatment pilots, the Water sector continues to implement its sanitation strategy,<sup>12</sup> for the third year now, towards cost-effective and environmentally friendly sanitation services in informal settlements.

**Transition informal settlements** through cost-effective, environmentally friendly and localised solutions for water and wastewater service provision to decrease vulnerability and reduce dependency on water trucking and desludging and reduce associated public health risks. This will be implemented based on funding availability and in line with MOEW's approved modalities and guidelines. This involves: prioritizing household latrines; regulating and improving monitoring of desludging operations, with potential 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 of and lessons learned from the ongoing pilot systems; and empowering beneficiaries and local entities to assume greater responsibility vis-à-vis the systems installed. Water sector partners will continue to actively monitor the status and working conditions of the different infrastructures installed and will remain accountable for maintenance and repairs beyond the capacity of the beneficiaries.

<sup>12</sup> LCRP 2020 Water Sector

As part of the transition of informal settlements actions, the Water sector will:

- Collect reliable firsthand data to gain a better understanding of household water management practices in order to optimise support;
- Provide cost-effective water supply that helps informal settlement populations optimise the use of water trucking services, with guidance from study on water trucking and desludging markets;
- Support regulated trucking only where possible;
- Build on the planned lessons learnt from a pilot “cash for WASH” project to potentially scale up cash modality whilst ensuring safety and respecting do no harm principles;
- Empower beneficiaries and local entities to maintain safe, responsible water use.
- Prioritisation will always be given to households with people with special needs (female-headed households, elderly, people with disabilities, etc.) to ensure their access to services.
- Whenever support is provided to informal settlements, consideration toward neighbouring host communities should be taken into account to avoid igniting tensions.

**Ensure emergency preparedness** by analysing trends, identifying sufficient capacity to respond in all areas 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 service mapping and the IA referral form.

**Participate in the development of a Winter Support Preparedness and Response Plan** at the field level to optimise efficiency and inter-sector coordination. Some of the key elements included for preparedness are performing awareness and cleaning campaigns for channels in informal settlements and in hosting villages/localities by the end of summer, completing a full set of desludging before winter and updating the winterisation response plan. For response, key activities for WASH are dewatering flooded areas in the informal settlements and supporting families in relocating for their WASH needs.

The second component is to:

**Improve the quality, quantity and reliability of water and wastewater services delivered to vulnerable communities through national and regional systems.**

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 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, leaving no one behind. The service delivery, operation and 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 at Water Establishments, Municipalities and other Public institutions always ensure completion of a full water or wastewater system. The Water sector strongly recommends that an effort be made between Lebanese authorities, donors and implementing partners to jointly implement works to complete larger schemes in these areas and to continue projects that the MoEW and WEs had already started but that could not be completed due to the devaluation of the Lebanese pound. LCRP partners shall refrain from projects that require commitments from local authorities to complete part of the works, unless the authority has demonstrated capacity (in terms of equipment, materials and labour) to implement works within the agreed period.

The Water sector will strengthen coordination with the Energy sector on renewable energy projects in the Water sector, in response to the current energy crisis and in line with the NWSS.

In addition, the sector will continue to protect drinking water sources from contamination and overexploitation through the direct improvement of wastewater collection and treatment, the rehabilitation of water networks and the 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 of providing immediate assistance to WE laboratories coupled with capacity building programmes for its staff. In addition to building the capacity of sector partners on Water Safety Plans, the sector will also monitor water trucking and water quality.

The Water sector, in collaboration with the Shelter sector, will increase its focus on urban<sup>13</sup> and peri-urban<sup>14</sup> WASH needs outside informal settlements (vulnerable people living in poorly served non-residential and residential buildings). To this end, it will further develop the preliminary WASH vulnerability map using the available data from the Vulnerability Assessment of Syrian Refugees in Lebanon, the Collective Sites Mapping Tool (COSIMA), neighbourhood profiling and WASH Assessment Platform (WAP). It will also involve local entities (particularly municipalities, unions of municipalities

<sup>13</sup> More than 88 per cent of the population was estimated to live in urban areas in 2014, UN-Habitat, “Lebanon - Urban Issues”.

<sup>14</sup> Peri-urban areas (also called rurban space or outskirts) are defined by the structure resulting from the process of peri-urbanisation. It can be described as the landscape interface between the rural-urban transition zone where urban and rural uses mix, as defined by UNESCWA.

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 Water sector will capitalise 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 technical, vocational and education training schools to implement comprehensive actions.

Last but not least, the Water sector will maintain a close collaboration with the Basic Assistance sector to prioritise vulnerable host communities living in underserved areas, either by targeting them through the Multipurpose Cash Assistance Program (MCAP) or in-kind assistance. The sector will strengthen referrals between both sectors to avoid duplication and ensure complementary assistance. The sector will strengthen relations with the Protection sector to ensure safe referral of individuals with protection concerns.

*Output 2.2 – Displaced and host communities adopt sustainable and responsible social and WASH behaviour.*

The WASH sector will continue to work towards enabling communities to practice and adopt sustainable and responsible behaviour related to water, sanitation and hygiene. For water and sanitation, this includes the responsible and environmentally sustainable use of resources and ensuring that community members can responsibly and cooperatively work together to access and use the resources made available to them. For hygiene, the WASH sector will focus on community-led health and hygiene promotion activities for behaviour change and information sharing in order to mitigate health impacts.

The sector will work towards innovating new ways to engage and mobilise communities, and complete studies on community ownership and needs within health and hygiene promotion; further ensuring that messages are addressing needs, are innovative and are transferring more ownership to communities, themselves. The working group will continue working on modalities for community engagement, including WASH committees, WASH focal points and community mobilisers, to identify the best ways to ensure sustainable ownership of WASH services. In this regard, the sector partners will ensure that women and girls are involved in the planning and maintenance of WASH facilities within the limits of their informal settlements and can provide feedback.

Broadly speaking, two main areas will be pursued:

- 1) Increased ownership of services through community engagement and
- 2) Improving awareness on social and responsible behaviours and promoting sharing responsibilities.

In terms of increased ownership of services through community engagement, interventions will:

- Improve inclusive community mobilisation on safe water handling, treatment and storage at the household level. The WASH sector will continue to investigate and adapt the way we engage communities in the management, ownership and delivery of WASH services within their informal settlements. Through the community mobilisation working group, the sector will attempt to find ways in which this can be improved.
- Launch mobilisation campaigns, such as cleaning irrigation canals to prevent flooding and riverbanks.
- Promote user-demand for services - Increasing ownership by encouraging community members to request the needs of the system, e.g. community members themselves requesting desludging, as opposed to providing this on regular intervals.
- Continue working towards integration of youth in WASH activities as the main drivers toward achieving community engagement, and create child committees where applicable.
- Improve the link between livelihoods activities and community mobilisation.

In terms of improving awareness on social and responsible behaviours and promoting sharing responsibilities:

- Adapt hygiene messaging; improving tools and guidance and engaging communities in the work towards adoption of targeted safe hygiene promotion behaviours. The messages and awareness-raising materials will continue to be tailored to target the different age and gender groups of all cohorts.
- Continue to work on menstrual hygiene promotion at all levels.
- Improve inclusive mobilisation activities/initiatives on inclusive and proper management and monitoring of water and wastewater within Household, emphasising proper water handling and storage, stop open defecation, prevent vector related disease, prevent connection of household latrines to water courses at displaced settings, in addition to general environmental cleanliness, and implement Water Safety Plan at site level.
- Improve community ownership of the environment; engage community members in sustainability and environmental issues such as solid waste management at the informal settlements level,

conservation of resources, water scarcity issues, rehabilitation of riparian zones, etc., linking to livelihoods activities where possible.

- Coordinate with the Social Stability sector to promote mobilisation 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 minimise communicable diseases.
- Improve monitoring at host communities to prevent and mitigate potential onsite water contamination based on the Joint Monitoring Programme<sup>15</sup> (JMP) and Water Safety Plans (WSP) results of the pilot areas, Water Borne Diseases data from MoPH and WAP results: reservoirs cleaning, etc.
- Create global SOPs and guidance on inclusive community mobilisation. In close collaboration with the SGBV sector, the SOP will be well defined to consider the engagement of different age and gender groups.

In terms of improving awareness on social and responsible behaviours and promoting sharing responsibilities between community, implementing partners and public authorities, the sector will focus on two levels: at the displaced community, informal settlements and collective shelters level and at the host community level.

- 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 communities, particularly those affected by emergencies, displaced newcomers, or those 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 the distribution of disinfectant materials and IPC kits to support confirmed and suspected COVID-19 cases.
- Support the development of hygiene promotion programmes delivered through other sectors in public facilities, such as schools, detention

centres, healthcare 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 (MEHE) and the Ministry of Social Affairs (MoSA) on comprehensive hygiene, water safety and conservation and integrated municipal solid waste management as well as sustainability of WASH facilities or environmental safeguards at the municipal level. This will complement the community-based mobilisation programmes already running in informal settlements and vulnerable locations.

**At the displaced community level,** the sector will continue working on measures to improve community engagement and ownership of WASH services, including monitoring, operation and maintenance of WASH facilities in informal settlements and collective shelters. By engaging community members to be owners of their services and manage and maintain their WASH systems, this intervention also contributes to the prevention of diseases and environmental degradation. This will be outlined and worked on through the global guideline on community mobilisation, to be created by the working group.

**At the host community level,** under the leadership of the Communication Working Group at WEs and through close collaboration with sector partners, the Water sector encourages the continuation of pilots and social awareness and subscription campaigns to improve the relationship between WEs and users and consequently limit the financial challenges of WEs. Community representatives should be engaged to advocate for WASH projects and promote communication with the community and service providers. Furthermore, the Water sector will promote partnerships with local educational institutions, including schools and universities, in water management or infrastructure projects. These partnerships will help include the future generation in discussions regarding improved civic duty around water management and rapidly increase the project's reach.

**120,000** individuals living in less than **1,300 SITES** are highly vulnerable in regard to water access

WATER Sector / IAMP

<sup>15</sup> It should be noted that Lebanon is one of the first countries in the world, through the 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 (SDG 6.1).

## IDENTIFICATION OF SECTOR NEEDS AND TARGETS AT THE INDIVIDUAL/HOUSEHOLD, COMMUNITY AND INSTITUTIONAL/PHYSICAL ENVIRONMENT LEVEL

Sector needs and targets have been compiled based on the population data package for LCRP 2022 and

are projected to reach 80 per cent of the PIN if the plan is fully funded. Geographical targeting and prioritisation needs to be reassessed against the new findings from the Water Supply and Vulnerability Mapping ongoing at the sector level and the update of the Most Vulnerable Cadastres in Lebanon. The estimated budget breakdown has been determined from previous years' implementation, using unit cost for beneficiaries and other estimates based on ground data.

### Total sector needs and targets in 2022

Population Cohort	Total Population	Total Population in Need	Total Population Targeted	Total population targeted							
				% female	% male	# female	# male	# Children	% Children	Add additional disaggregation (ex. With Sp Needs)	% additional disaggregation
Lebanese	-	1,500,000	1,200,000	52%	48%	624,000	576,000	372,000	31%	-	-
Displaced Syrians	-	990,000	754,000	51%	49%	384,540	369,460	392,080	52%	-	-
Palestine Refugees from Syria	-	20,161	11,600	52%	48%	6,032	5,568	4,060	35%	-	-
Palestine Refugees in Lebanon	-	177,910	101,441	52%	48%	52,749	48,692	35,504	35%	-	-
<b>GRAND TOTAL</b>	<b>0</b>	<b>2,688,071</b>	<b>2,067,041</b>			<b>1,067,000</b>	<b>1,000,000</b>	<b>804,000</b>			

Type of institution	Total	Targeted
Municipalities	1010	251
Water establishments and LRA	5	5
Central Ministries	2	2
Primary Health Care	245	180
Governors Offices	8	8
Districts	26	26

### 3. MAINSTREAMING OF GENDER AND SGBV, PROTECTION, CONFLICT SENSITIVITY, PSEA, ENVIRONMENT AND COVID-19

#### GENDER AND YOUTH

Gender and youth considerations are mainstreamed in the Water sector response, mainly at the programming and field levels. At the programming level, the sector promotes the incorporation of the global sexual and gender-based violence (SGBV) guidelines,<sup>16</sup> by considering SGBV in new assessments and incorporating SGBV risk-related questions in questionnaires and focus group discussions. The Water sector is committed to collecting and using sex and 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 continue to increase focus on the dignity and protection needs of women and girls, with reference to the minimum standards for safety and dignity. Notable to hygiene promotion, menstrual hygiene management will be strengthened, with women and girls consulted on the modalities and content of MHM awareness sessions, taking into account the stigma and taboos around menstruation and the limited access of women and girls to ICT. Through close collaboration with the Protection sector and SGBV Task Force, special mainstreaming of youth and girls' needs will be addressed through specific activities and provision of items (dignity kit and menstrual hygiene items). There will be a continuance of capacity building to mitigate the risks of sexual and gender-based violence where women lack access to segregated, safe toilets. For instance, ensuring there are gender-segregated toilets where there are no family latrines and washing facilities.

Women and girls are often responsible for collecting water and for other key tasks like maintenance of water and sanitation facilities and hygiene. These tasks expose them to risks and heavy burdens, especially when facilities are far from their shelter, difficult to use or broken. To mitigate these risks, women and girls will continue to engage in the WASH and Youth committees formed at the informal settlement level.

#### CONFLICT SENSITIVITY

Water and wastewater continue to be two major sources of tension between communities in Lebanon. The Water sector will continue to reduce social tensions by 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.<sup>17</sup> Many sector activities contribute to building community resilience (awareness raising, training, community mobilisation – particularly to forming community committees) and to creating productive forums for discussion and problem-solving.<sup>18</sup> Sector partners are also undertaking studies of how WASH projects can be used as a catalyst for peace. Importantly, as proven 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 maximised when coupled with soft interventions such as dialogue processes. Partners will continue to be 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 prioritisation criteria for the sector, and the Water sector will continue to 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 achieved by understanding the key causes of tensions, as well as the training of partners on conflict sensitivity and do no harm. When possible, partners will also 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, which will also include the standardisation and harmonisation of services.

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. Overall, the Water sector will take on the responsibility of ensuring this synergy takes place with the Social Stability sector.

<sup>16</sup> UN WOMEN- IASC Gender in Humanitarian Action Handbook

<sup>17</sup> Align planning with the 3RP guidance note on Conflict-Sensitive Programming (Guidance Note)

<sup>18</sup> Incorporate the guiding principles on CS & DNH with "Guidance Note 1: Getting Started with Conflict Sensitivity in Lebanon" by UNDP Lebanon: [Click here](#)

## PROTECTION

For example, protection, gender and disability will be reflected in WASH needs assessments and monitoring and evaluation tools. Through improved data collection on persons with disabilities using the Washington group questions,<sup>19</sup> the Water sector has a better understanding of the WASH needs for this group and will take steps to disaggregate its indicators by age, gender and disability. To ensure further inclusion of persons with specific needs, women and girls, the Water sector will continue to work with WASH youth and children's committees in informal settlements to identify and respond to protection risks. It will also take steps to improve the consultation, participation and ownership of persons of different age, gender, disability and nationality groups in needs assessments and response planning. Furthermore, the Water sector will use the IA referral tools and follow the minimum standards on referrals to ensure a timely and accountable response to needs, thereby preventing tensions and aid perception bias.

Close coordination and capacity support from the Protection sector and its sub-sectors will continue to be needed (SGBV and CP), including to prevent any SGBV risks related to WASH services. In this regard, the sector will – in 2022 – prioritise the use of minimum standards on community-based interventions developed by the Protection sector.

Finally, the major infrastructural projects implemented in municipalities will also be functional to guarantee more space for protection organisations working with refugees and/or vulnerable populations. The Water sector commits to strengthening partnership and coordination at the municipal and regional levels between infrastructural WASH projects and protection organisations working in the same areas.

## ACCOUNTABILITY TO AFFECTED POPULATIONS

For the WASH sector, the main theme for AAP will be quality assurance. To this end, the sector will continue to take steps to strengthen complaints and feedback mechanisms for affected populations, as well as harmonisation through the Community Mobilisation Thematic group. WASH partners will continue to include feedback mechanisms from community to partner as part of their accountability. This will allow the continuation of displaced Syrians to report on grievances, request assistance and provide feedback in relation to water and wastewater services. The sector will continue to play an active role in the monitoring of various feedback mechanisms to

ensure client-responsive actions are taken and that trends are analysed where possible. As WASH sector partners are using different methods for feedback, the sector – as part of the activities of the Community Mobilisation Thematic group – will continue to promote the alignment of partner mechanisms to inter-agency minimum standards on complaints and feedback, including analysis of disaggregated data where possible. The active participation of the community will continue to direct WASH activities through committees, outreach volunteers and community reference groups.

## PSEA

The Water sector will continue to ensure prevention of and response to sexual exploitation and abuse, and the potential for other forms of misconduct are fully considered and integrated in the sector response. The Water sector will be responsible for ensuring that sector partners commit to training or awareness-raising sessions for frontline staff on codes of conduct, including PSEA. This will raise the awareness of recipients and communities on codes of conduct and reporting/feedback mechanisms organised by the PSEA technical working group. In addition, the Water sector will continue to include leaflets as part of the in-kind assistance packages distributed. Furthermore, the Water sector will continue to promote the gender balance of distribution teams.

## ENVIRONMENT

The mainstreaming of 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 continue to cooperate closely with the Environmental Task Force to identify causes of pollution related to the Syrian crisis. At the same time, the Water sector will continue to advocate for support for the large wastewater treatment plants to reduce the environmental risk and subsequent health risk of a waterborne disease. The Water sector will ensure the integration of the environmental marker system and take into consideration EIA and IEE in the projects. The sector will continue to highlight the importance of adopting environmentally friendly practices at source to reduce environmental impact, such as recycling and reuse in workplaces. The WASH sector will also continue to promote sustainable use of resources in informal settlements and work towards avoiding scarcity issues. In coordination with the Social Stability sector, the WASH sector will work on restoring degraded land and ecosystems impacted by informal settlements.

<sup>19</sup> Madans, J. H., Loeb, M. E., & Altman, B. M. (2011, December). *Measuring disability and monitoring the UN Convention on the Rights of Persons with Disabilities: the work of the Washington Group on Disability Statistics*

## GENERAL CONSIDERATIONS

In 2022, 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 2021. The updated strategy provides a comprehensive road map for water, wastewater and irrigation in Lebanon, including on infrastructure and management and reforms. It will provide the parameters for improving services at the national and regional levels under the Water Establishments. The updated strategy will include an analysis on 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 provided water services or 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 of the 2030 Agenda for Sustainable Development, in particular SDG 6, which seeks to ensure access to water and sanitation for all.
- Support Lebanon's efforts to respond to the COVID-19 outbreak, particularly in terms of prevention through hygiene awareness and promotion. To do so, the sector relies on assessments conducted at several levels: 1) baseline for SDG 6.1 and SDG 6.1.3 has been established in 2016, 2) VaSYR 2020, 3) WASH Vulnerability Assessment (WAP) in informal settlements.
- Build on the lessons learned from pilot projects and capitalise on 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 check) to propose improved and innovative solutions to sustain access of vulnerable communities to water and wastewater services.
- Engage with other frameworks and WASH programs implemented in Lebanon. The Water sector will seek complementarity, with different programmes sharing experience, knowledge, research and studies pertaining to the Water sector to ensure non-duplication of activities.
- Finally, in coordination with the Social Stability sector, the sector aims to contribute substantially 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.

Year	2022		
	Budget	% Humanitarian	% Stabilisation
<b>Outcome 1: Strengthen national, regional and local public institutions' capacities to deliver improved public policies, goods and services (water and sanitation).</b>			
Output 1.1: Develop institutional governance to adopt key water strategies.	10,000,000	10%	90%
Output 1.2: supporting water institutions operations and building their capacity.	30,000,000	10%	90%
<b>Outcome 2: 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.</b>			
Output 2.1: The most vulnerable in hosting and displaced communities have access to sufficient quantity of quality, reliable and equitable water and wastewater services	195,000,000	55%	45%
Output 2.2- Displaced and host communities adopt sustainable and responsible social and WA SH behavior.	12,000,000	60%	40%



Construction of stormwater canals in Chtoura prevent cross-contamination and flooding during heavy rains.

UNDP July 2021

**OUTCOME 1:** Strengthen national, regional and local public institutions' capacities to deliver improved public policies, goods and services (water and sanitation).

INDICATOR 1A	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
% of increase in budget Balance of WEs has improved as a result of updated tariffing		Water Establishment Reports UNICEF	#	Yearly

#### Budget

Baseline	Result 2021	Target 2022
N/A	N/A	

INDICATOR 1B	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
% of increase in yearly subscriptions rate		Water Establishment Reports UNICEF	#	Yearly

#### Subscription

Baseline	Result 2021	Target 2022
N/A	N/A	

**OUTCOME 2:** 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 2A	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
% increase in proportion of population using safely managed drinking water services (SDG 6.1.1)	Proportion of population using safely managed drinking water services. Drinking water: 1) from an improved water source, 2) that is located on premises, 3) available when needed, and 4) free from faecal contamination.	"JMP 2016 and 2020 Monitoring Plan at Source level (WEs data)"	%	4 years

Baseline	Result 2021	Target 2022
N/A	N/A	5%

INDICATOR 2B	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
% increase in proportion of wastewater safely treated (Household component to WWTPs of SDG 6.3.1)	<p>"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.</p> <p>The household component includes WWTPs and on-site facilities.</p> <p>Treatment implies any process for rendering wastewater fit to meet applicable environmental standards or other quality norms; treatment can be categorised into primary, secondary, and tertiary treatment levels, with further categorisation by mechanical, biological, and advanced technologies and treatment efficiency.</p> <p>Importantly, the treatment level and performance of the treatment plant should be considered together with the end use of the treated fractions.</p> <p>Data on the household component will come from the monitoring of 6.2.1. The excreta from on-site facilities may either be managed in-situ or removed from the premises for treatment and disposal elsewhere. Sewered networks and on-site facilities are often regulated by different authorities so these data may need to be collected separately. Similarly, separate data sources will also be required for rural areas and urban centres.</p> <p>For the economic activities component, an initial monitoring step would be to make estimations based on registers of economic activities, and to focus on hazardous industries.</p>	WWTP study 2016, 2020	%	4 years

Baseline	Result 2021	Target 2022
N/A	N/A	5%

INDICATOR 2C	DESCRIPTION	MEANS OF VERIFICATION	UNIT	FREQUENCY
% increase of boys, girls, women and men with appropriate hygiene knowledge, attitudes and practices	<p>"Proportion of population that has knowledge of:</p> <ol style="list-style-type: none"> <li>1) 3 out of 5 critical times for handwashing (before eating, before feeding the baby, before handling food, after using toilet, after change diapers)</li> <li>2) 2 out of 4 ways to prevent of disease transmission (hand washing, drinking safe water, using latrines, food safety) and practice:</li> <li>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)</li> <li>4) disposing solid waste safely and hygienically (municipality collected)"</li> </ol>	KAP survey HCMT 2020	%	3 years

Baseline	Result 2021	Target 2022
N/A	N/A	4%



# PART 3

## ANNEXES

PLANNING FIGURES  
ACRONYMS

# ANNEX 1. PLANNING FIGURES

Category	Cohorts	Projected Population 2022						
		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%	767,063	49%	732,937	51%	765,000
	Palestinian Refugees from Syria	29,116	52%	15,140	48%	13,976	35%	10,191
	Palestinian Refugees from Lebanon	180,000	52%	93,247	48%	86,753	35%	62,601
	<b>Total Population</b>	<b>5,573,412</b>	<b>51%</b>	<b>2,868,483</b>	<b>49%</b>	<b>2,704,930</b>	<b>37%</b>	<b>2,041,520</b>
Population in Need	Lebanese	1,500,000	52%	773,633	48%	726,367	31%	465,000
	Displaced Syrians	1,500,000	51%	767,063	49%	732,937	51%	765,000
	Palestinian Refugees from Syria	29,116	52%	15,140	48%	13,976	35%	10,191
	Palestinian Refugees from Lebanon	180,000	52%	93,247	48%	86,753	35%	63,000
	<b>Total People in Need</b>	<b>3,209,116</b>	<b>51%</b>	<b>1,649,084</b>	<b>49%</b>	<b>1,560,032</b>	<b>41%</b>	<b>1,303,191</b>
Population Targeted	Lebanese	1,500,000	52%	773,633	48%	726,367	31%	465,000
	Displaced Syrians	1,500,000	51%	767,063	49%	732,937	51%	765,000
	Palestinian Refugees from Syria	29,116	52%	15,140	48%	13,976	35%	10,191
	Palestinian Refugees from Lebanon	180,000	52%	93,247	48%	86,753	35%	63,000
	<b>Total People Targeted</b>	<b>3,209,116</b>	<b>51%</b>	<b>1,649,084</b>	<b>49%</b>	<b>1,560,032</b>	<b>41%</b>	<b>1,303,191</b>

## ANNEX 2. ACRONYMS

AAP Accountability to Affected People	ICU Intensive Care Unit
AIDS Acquired Immunodeficiency Syndrome	IEE Initial Environmental Examination
ART Anti-Retroviral therapy	IEC Information, Education and Communication
CBI Community-Based Interventions	IDD Iodine Deficiency Disorders
CEDRE Economic Conference for Development through Reforms with the Private Sector	ILO International Labor Organisation
CERD Centre for Educational Research and Development	IPC Infection, Prevention and Control
CFM Complaints and Feedback Mechanism	IPM Integrated Pest Management
CIP Capital Investment Plan	IRM Immediate Response Model
CoC Code of Conduct	ISF Internal Security Force
COSIMA Collective Sites Mapping Tool	IT Information Technology
COVID-19 Corona Virus Disease	IWRM Integrated Water Resources Management
CPI Consumer Price Index	IYCF Infant and Young Child Feeding
CS Conflict Sensitivity	JMP Joint Monitoring Programme
CSC Civil Servants Cooperative	JTF Joint Technical Taskforce
DG Deputy General	KPI Key Performance Indicators
DNH Do No Harm	LBP Lebanese Pounds
DRR Disaster Risk Reduction	LCD Lebanese Civil Defense
DRM Disaster Risk Management	LCRP Lebanon Crisis Response Plan
ECA Educational Credential Assessment	LED Light-Emitting Diode
EdL Electricité du Liban	LFHLCS Labour Force and Household Living Conditions Survey
EIA Energy Information Administration	LNGO Local Non-Governmental Organisations
EPI Expanded Programme on Immunisation	LOUISE The Lebanon One Unified Inter-Organisational System for E-card
ER Emergency Room	LPSP Long-term Primary Healthcare Subsidisation Protocol
ERP Emergency Response Plan	LCR Lebanese Red Cross
ESSN Emergency Social Safety Net	LVAP Lebanese Vulnerability Assessment Panel
ESU Epidemiological Surveillance Unit	M4P Making Markets Work for the Poor
ETF Environmental Taskforce	M&E Monitoring and Evaluation
EU European Union	MCAP Multipurpose Cash Assistance Program
EWARS Early Warning and Response System	MDA Minimum Acceptable Diets
FE Formal Education	MEB Minimum Expenditure Basket
FHH Female Headed Households	MEHE Ministry of Education and Higher Education
GAM Gender and Age Marker	MHH Male Headed Households
GAP Good Agricultural Practices	MHH Menstrual Health and Hygiene
GBV Gender-Based Violence	MHM Menstrual Hygiene Management
GBVIMS Gender-Based Violence Information Management System	MHPSS Mental Health Psychosocial Support
GoL Government of Lebanon	MMU medical Mobile Unit
GRM Grievance Redress Mechanism	MoA Ministry of Agriculture
HIV Human Immunodeficiency Virus	MoE Ministry of Environment
HLP Housing Land and Property	MoET Ministry of Economy and Trade
IASC Inter-Agency Standing Committee	MoEW Ministry of Energy and Water
ICT information and Communication Technology	MoL Ministry of Labor

MoI Ministry of Industry	Resolution 1325 National Action Plan on Women, Peace and Security
MoIM Ministry of Interior and Municipalities	SDC Social Development Centre
MoSA Ministry of Social Affairs	SDGs Sustainable Development Goals
MoPH Ministry of Public Health	SGBV Sexual and Gender-Based Violence
MPCA Multipurpose Cash Assistance	SIMS Student Information Management System
MSME Micro, Small and Medium Enterprises	SMART Survey Specific, Measurable, Achievable, Realistic, and Timely
MSNA Multi-Sectoral Needs Assessment	SMEs Small and Medium Enterprises
MSLD Mechanisms for Stability and Local Development	SMEB Survival Minimum Expenditure Basket
MVI Multidimensional Vulnerability Index	SOP Standard Operation Procedures
NAS National Agriculture Strategy	SS High Voltage Substations
NCD Non Communicable Diseases	STEM Science, Technology, Engineering and Math
NEO National Employment Offices	STEAM (Science, Technology, Engineering, Arts and Math)
NFE Non-Formal Education	TB Tuberculosis
NGO Non-Governmental Organisations	TVET Technical and Vocational Education Training
NFI Non-Food Items	UGC Underground High Voltage Cables
NLWE North Lebanon Water Establishment	UN United Nations
NMHP National Mental Health Programme	UNESCWA United Nations Economic and Social Commission for West Asia
NPTP National Poverty Targeting Programme	UNFPA United Nations Population Fund
NSSF National Social Security Fund	UN-Habitat United Nations Human Settlement Programme
NSSP National School Safety Plan	UNDP United Nations Development Programme
NWSS National Water Sector Strategy	UNHCR United Nations High Commissioner for Refugees
OECD Organisation for Economic Co-operation and Development	UNICEF United Nations International Children's Emergency Fund
OHTL Overhead Transmission Lines	UNRWA United Nations Relief and Works Agency for Palestinian Refugees in the Near East
OCHA United Nations Office for the Coordination of Humanitarian Affairs	UNSF United Nations Strategic Framework
PCAP Protection Cash Assistance Program	USD United States Dollars
PHC Primary Health Care	VAM Lebanon m-VAM Vulnerability and Food Security Assessment
PEP Post-Exposure Prophylaxis	VASyR Vulnerability Assessment of Syrian Refugees in Lebanon
PFA Psychological First Aid	VSD Variable Speed Drives
PLW Pregnant and Lactating Women	WAP WASH Assessment Platform
PMT Proxy Means Test	WASH Water, Sanitation and Hygiene
PPE Personal Protective Equipment	WFP World Food Programme
PRA Protection Risk Analysis	WE Water Establishment
PRL Palestine Refugees in Lebanon	WHO World Health Organisation
PRS Palestinian Refugees from Syria	WSP Water Safety Plans
PSEA Protection from Sexual Abuse and Exploitation	
PSS Psychosocial Support	
PV photovoltaic	
PwSN Persons with Specific Needs	
3RP Regional Refugee and Resilience Plan	
3RF Reform, Recovery and Reconstruction Framework	
RC/HC Resident Coordinator/Humanitarian Coordinator	
RH Reproductive Health	
UNSCR 1325 United Nations Security Council	

## **Lebanon Crisis Response Plan 2022 - 2023**

**Produced by the Government of Lebanon and the United Nations,  
January 2022.**