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Empowered lives.  
Resilient nations.

## LEBANON STABILIZATION AND RECOVERY PROGRAMME - 2017





Selling fruits at the local El Marj market in the Bekaa Valley.



# I. Executive Summary

The ongoing war in Syria has taken its toll on Lebanon's peace and stability. Since the beginning of the crisis the country has become home to over 1.5 million refugees—the vast majority of whom live in poverty and struggle to meet their survival needs. Over the past year, as pressure on basic services has mounted and economic opportunities dwindled, the displaced have increasingly turned to negative coping strategies. At the same time, attitudes among Lebanese host communities have hardened.

In an effort to address the worsening situation and prevent tensions from spilling over, the 2017–2020 Lebanon Crisis Response Plan (LCRP) presents a collective vision to provide for the country's social, economic, and environmental stability. This plan moves beyond direct humanitarian assistance to develop resilient public institutions that will protect, assist, and deliver services to over 2.2 million vulnerable people.

As a UN co-lead of the LCRP, UNDP is responsible for ensuring that all aspects of the plan contribute to Lebanon's long-term stability. To this end, UNDP runs the Stabilization and Recovery Programme (SRP), which:

- 1. Enhances the stability and resilience of vulnerable communities**
- 2. Assists key public institutions to develop their capacities for crisis management**
- 3. Coordinates stabilization and recovery activities throughout Lebanon**

With more than USD \$50 million delivered under the LCRP in 2016 alone, UNDP is at the forefront of efforts to support public institutions and host communities in Lebanon. Since 2013 its flagship initiative, the Lebanon Host Communities Support Programme (LHSP), has completed more than 460 projects in 120 localities, delivering services, improving livelihoods, and working with communities to build a more stable future. The Government of Lebanon recognizes these achievements and has requested that the LHSP serve as a main vehicle for donor assistance. In particular, the government has asked the LHSP to continue supporting livelihoods and local economic recovery.

UNDP has also undertaken vital work to help build the capacity of Lebanese institutions, focusing on crisis management and rule of law. Over the past year, UNDP has taken crucial steps to train and equip municipal police, strengthen the judiciary, and promote a culture of human rights.

To further this important mission, UNDP Lebanon requests \$136 million for the coming year. With enough donor support, the SRP will be able to assist the most vulnerable communities in Lebanon and help steer the country towards a more prosperous future.



**1.5m**  
Syrian refugees



**3.3 m**  
vulnerable people  
in need



**136m USD**  
UNDP appeal  
for 2017



**> 460** Host  
community projects in  
**120** Localities



Over 90,000 m<sup>2</sup> of land has been reclaimed in Aaddoussiye village in South Lebanon, restoring the livelihoods of the community living there.



## II. Situation Analysis: A Society Under Pressure

As the war in Syria enters its seventh year, it continues to have a devastating impact upon those affected by the conflict and on the surrounding region. Among the countries neighbouring Syria, Lebanon in particular has been affected by the conflict. It is now home to over 1.5 million Syrian refugees. No other state hosts more refugees per capita. Along with the economic downturn and insecurity fostered by the conflict, the large number of displaced people strains Lebanon's fragile infrastructure, political institutions, and social relations. While the country has done well to meet these challenges so far, the situation is precarious. Without further support, Lebanon will find long-term peace and stability elusive.

The resilience of the Syrian refugees is being tested by their protracted displacement, with fully 93 percent facing food insecurity, 70 percent living in poverty and more than half unable to meet their basic survival needs.<sup>1</sup> The majority of adult refugees lack legal residency, and the vast majority are without decent work. According to the latest assessment, most refugee families are adopting negative coping strategies in order to get by. These include withdrawing children from school.

Syrian  
refugee  
figures



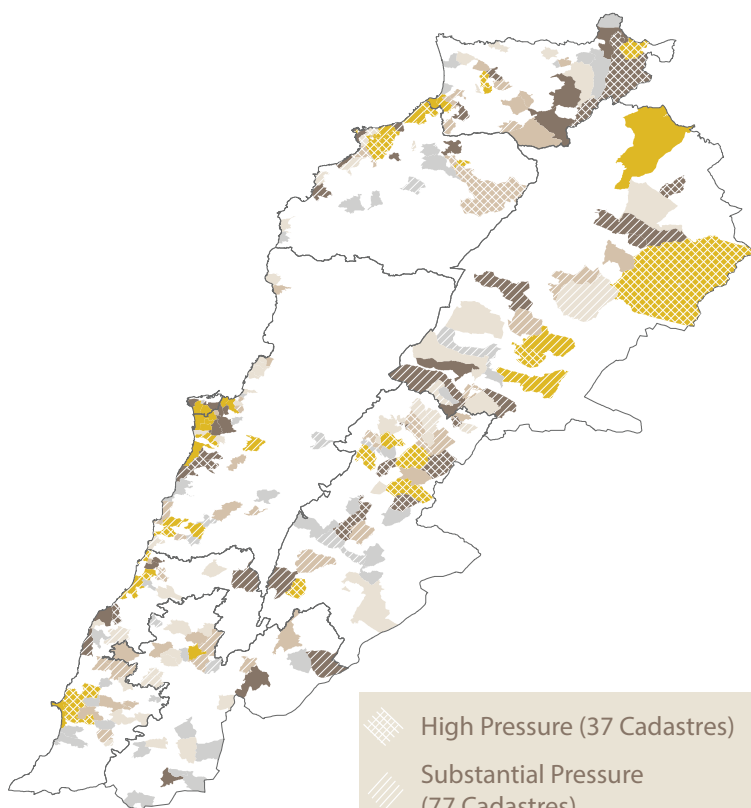
93%  
face food  
insecurity

70%  
live in  
poverty

50%  
unable  
to meet basic  
needs



## 251 Most Vulnerable Localities



The 251 Most Vulnerable Cadastres hosts:  
**87%** Refugees &  
**67%** Deprived Lebanese

High Pressure (37 Cadastres)

Substantial Pressure  
(77 Cadastres)

- Most Vulnerable Cadastres
- 2nd Most Vulnerable Cadastres
- 3rd Most Vulnerable Cadastres
- 4th Most Vulnerable Cadastres
- 5th Most Vulnerable Cadastres

Source: LCRP Inter-agency 2015

Lebanese host communities are also severely affected by the crisis. In addition to pressure on services, economic hardship has caused a spike in youth unemployment and pushed many Lebanese into poverty.<sup>2</sup> Refugees are increasingly blamed for these outcomes. Concern about livelihoods is a 'key driver of community division between host and refugee communities' and a 'leading cause of resentment'.<sup>3</sup> Antipathy is particularly acute in heavily stressed regions; 87 percent of displaced Syrians and 67 percent of poor Lebanese live in the same 251 cadastres.

Lebanon's public institutions struggle to deal with the vulnerabilities of Syrians and citizens alike, and with heightened demand for services. Municipal governments—on the frontline of the crisis as first-responders, service providers, and custodians of security—are poorly placed to take on this challenge. Where municipal police forces exist, they often lack equipment, training, and clear responsibilities.

Population pressure has degraded basic municipal services such as water provision and sanitation, waste management, and healthcare. One million people in Lebanon are not connected to a water network, the majority of families lack access to safe water, and 92 percent of sewage is discharged into watercourses untreated. As a consequence, water- and food-borne illness account for half of all communicable disease diagnosed in Lebanon since 2014.<sup>4</sup>

Healthcare providers, schools, businesses, and vulnerable groups are also at the mercy of a dysfunctional national electricity grid. These deficits hamper recovery efforts and impede Lebanon's long-term development.



**1m**  
people are **not**  
connected to water  
networks



**92%**  
of **sewage** is  
discharged directly into  
watercourses



**50%**  
of **communicable**  
**diseases** are food- and  
water-borne diseases

A Syrian girl living in Mhmarra informal settlement in Akkar.





### III. The Lebanon Crisis Response Plan 2017-2020

The LCRP 2017–2020 is a multiyear strategy developed by the Government of Lebanon and its international and national partners. It aims to respond to the challenges discussed above in a holistic manner through mutually reinforcing humanitarian and stabilization interventions.

The plan calls for US\$ 2.75 billion to address the needs of 2.8 million highly vulnerable people, including 1.5 million Syrian refugees, 1 million Lebanese, and 278,000 Palestine refugees. It reaffirms the commitment of the Lebanese government and its partners to a long-term and integrated approach to crisis management—a commitment shared by the international community under the terms of the 2016 Grand Bargain.

Under the joint leadership of the Ministry of Social Affairs and the UN Resident Coordinator and Humanitarian Coordinator, UNDP and UNHCR coordinate the crisis response. This division of labor reflects the need to balance direct humanitarian assistance with longer-term support to host communities and economic recovery. UNDP Lebanon therefore plays a crucial role in promoting a resilience-based approach and leads stabilization activities under the LCRP across all sectors.

The LCRP aims to:

1. **Ensure protection for vulnerable populations**
2. **Provide immediate assistance to refugees and host communities**
3. **Support enhanced service provision through national systems**
4. **Reinforce Lebanon's economic, social, and environmental stability**

Core elements of the 2017–20 plan include provision of assistance directly to the most vulnerable populations; measures designed to protect these groups from homelessness, hunger, and disease; initiatives designed to strengthen local and national infrastructure in order to meet heightened demand for basic services; development of government capacity to coordinate and effectively direct projects on a national scale; and measures designed to promote job creation, reduce social tensions, manage conflict, and address the environmental fallout of the Syrian crisis.



**US\$ 2.75**  
**billion** required  
for **2017**



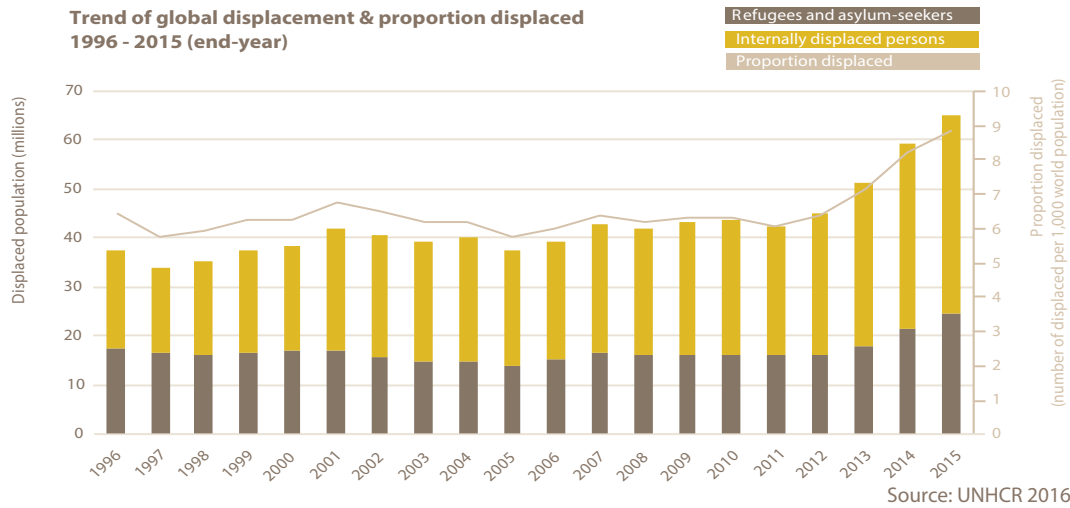
**104**  
**UN and NGO**  
appealing partners



**2.8m**  
people targeted

## The Grand Bargain: Addressing Protracted Forced Displacement

In a world riven by conflict, protracted forced displacement is unfortunately becoming the norm. In 2016 a record 65 million people, worldwide, were forced to leave their homes.<sup>5</sup> The duration of displacement is also increasing. Eighty percent of refugee crises now last ten years or longer.



To address this situation, the international community must offer a new kind of response. Merely coping is not enough. Instead, attention must be paid to the transition from humanitarian emergency to protracted displacement and to the special demands these situations impose. Among other things, countries that host large numbers of refugees need sustained support, which they are owed by virtue of the service they provide. And the international community must assist those affected by conflict as they recover. The goal should be to respond not only to imminent threats, but also to lay the foundation for successful lives.

The Sustainable Development Goals (SDGs) affirm this call to action. The SDGs embody a commitment to help the very worst-off first, including 'refugees and internally displaced persons and migrants'. Noting the strain that crises place on surrounding areas, the SDGs also encourage cooperation to 'strengthen the resilience of communities hosting refugees, particularly in developing countries'.

To realise this aspiration, thirty-four donors and international organizations pledged to carry out the Grand Bargain in May 2016. Signatories pledge to move beyond the silo-based approach by integrating humanitarian and development projects and funding cycles. This will make projects more sustainable and support displaced people over time. Signatories also commit to joint and impartial targeting of projects, heightened participation by those affected, increased funding and other support for local responders, and efforts to build resilience in order to guard against future emergencies.



## IV. The Stabilization and Recovery Programme - 2017

The Stabilization and Recovery Programme draws together all activities undertaken by UNDP Lebanon in support of the LCRP. This framework enables effective planning, leadership, and coordination across projects and teams.

The SRP is designed around a central theory of change:

*If the Government of Lebanon is supported to deliver enhanced access to basic services, economic opportunities and security, at both the national and subnational level, then the capacity of Lebanon to cope with the crisis will be enhanced and social stability maintained because the needs of vulnerable communities will be met.*

This theory of change is substantiated by extensive global research and lessons learnt, which demonstrate that government responsiveness to citizens' needs increases the state's legitimacy and reduces the likelihood of conflict and instability.<sup>6</sup>

In support of the overall strategic objectives of the LCRP, the programme has three core aims:

### 1. Enhance the stability and resilience of vulnerable communities

The SRP provides host communities and those displaced by the crisis with access to basic services, improved livelihoods, and formal and informal mechanisms of conflict resolution. These projects use a participatory methodology to identify gaps in service delivery, economic tensions, and demand for stability-directed interventions. They thereby build bridges between communities.

### 2. Support key public institutions to develop their capacity for crisis management

The SRP supports national, subnational, and municipal institutions by training staff and improving their ability to respond to the crisis. UNDP supports national government and ministries through data-driven research and policy development and by providing needed personnel. It also supports regional and local government with planning, project development, service delivery, and rule-of-law functions.

### 3. Coordinate stabilization and recovery activities throughout Lebanon

The SRP works to bridge the divide between the humanitarian and development communities, bringing the Lebanese government, international agencies, and donors together in a single planning process under the LCRP. Through its inter-agency coordination role, UNDP ensures that all activities conducted under the response plan support Lebanon's stability and resilience. UNDP is also the lead agency for the Social Stability, Livelihoods, and Energy sectors.

Working closely with national governments and vulnerable communities, UNDP has pioneered a resilience-based approach to programming, placing it 'at the front and center of host community support'.<sup>7</sup> UNDP identifies context-appropriate activities using honest, impartial, and inclusive analysis. Building on this foundation, the SRP supports local structures, working with community members to achieve their goals in ways that address underlying feelings of disempowerment and marginalization.

Constructing irrigation canals and training farmers in water conservation in Qabb Elias village in the Bekaa Valley.



At the same time, UNDP recognizes that the combination of direct assistance and community-level programming is not enough to secure Lebanon's long-term peace and prosperity. Legitimate political institutions, which have the mandate and capacity to address grievances and concerns, have a vital role to play. They provide assistance, manage conflicts, address environmental challenges, and promote growth. The SRP therefore works with a variety of partners to create high-functioning governance systems that will outlast the crisis.

Finally, UNDP understands that each sector under the LCRP faces unique challenges and operates according to its own dynamics. To address this, UNDP works with all the LCRP partners to reach shared understandings of problems, insights about what works, and common plans of action. The LCRP thereby paves the way for a truly integrated humanitarian and development response plan that goes beyond crisis management towards a transformative, sustainable agenda.



## V. Supporting Vulnerable Communities

The SRP's first commitment is to vulnerable communities. Since the start of the crisis, it has worked with local authorities and communities to implement over 650 field-level projects, reaching 1.5 million people. This is a remarkable achievement and testament to the knowledge and dedication of UNDP staff.

### The Lebanon Host Communities Support Programme (LHSP)

*Building Resilience Through Community-Based Programming*

The LHSP is UNDP's flagship programme in Lebanon. Since its inception in mid-2013 the programme has completed more than 460 projects in 120 localities. As a result of its pioneering efforts to deliver basic services, livelihoods and stability to vulnerable populations through community-based programming, the Government of Lebanon has requested that the LHSP be one of the main vehicles for delivering donor assistance to the country.<sup>8</sup>

The LHSP provides support to Lebanon's most vulnerable communities, focusing on municipalities with the highest ratio of refugees to host community members. It presents donors with an opportunity to support these communities in a way that combines flexible modalities of implementation with strong coordination, oversight capacity and government support.

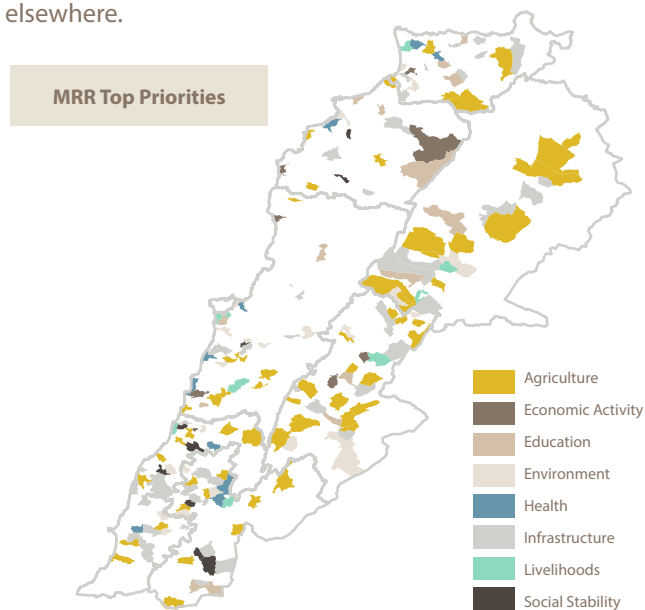
The LHSP has three core elements:



### 1. Mapping Risks and Resources

To identify host communities' specific challenges, and develop the right kind of operational response at the local level, the LHSP works closely with the Ministry of Social Affairs (MoSA) and municipalities to map threats, risks, and concerns. This process, called Mapping Risks and Resources (MRR), involves workshops conducted at the community level, in which the various parties collect information and develop multi-sectoral Municipal Action Plans. MRR data and Municipal Action Plans are then uploaded to the publicly available MoSA website, which LCRP partners can easily consult in order to identify priority interventions for each municipality.

With the support of UNDP, MoSA has taken full ownership of the MRR process. The process has now been completed in each of Lebanon's 251 most vulnerable localities. This will benefit Lebanon and serves as an important example of successful institutional transfer that can be replicated elsewhere.



Source: UNDP 2016



**1.5m**  
**people reached**  
since the start of the crisis



**> 650**  
field-level **projects**  
implemented



**MRR** completed in the  
**251** most vulnerable  
localities



## 2. Project Selection and Design

Using information generated through the MRR, the LHSP team facilitates further discussion with the municipality and national counterparts about the most impactful community-based projects in line with the action plans developed. A core technical team helps local officials design projects that focus primarily on four central areas: basic social services, livelihoods, social stability, and energy and the environment.

The precise nature of LHSP projects varies significantly depending on the needs of given municipalities. To date, the programme has helped deliver projects that focus on repairing schools and healthcare facilities, raising incomes, vocational training, youth activities, conflict management, energy generation, wastewater management and solid-waste disposal.

Where the most pressing concern is social stability, the LHSP team follows a unique protocol. Building on the MRR process, a specialist support team helps the municipal government conduct a more detailed conflict assessment. Together, specialists and local officials identify causes of tension and mechanisms to address them. These so-called Mechanisms of Social Stability are community structures that allow different groups to voice their concerns and coordinate with local government on solutions.

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### Peacebuilding in Lebanon: Developing a Culture of Peace Through Behavioural Change

Launched in 2007 after a wave of political assassinations and fighting in the Nahr El-Bared refugee camp, the UNDP peace-building project works with the national media and school system to counteract narratives that contribute to violence. The need for a constructive national dialogue around peace has grown stronger since the outbreak of the Syrian crisis, with stereotypes and false information driving a dangerous shift in public attitudes.

To address this situation, the peace-building team has held regular workshops with over 150 journalists from 34 media outlets. Together, they developed a code of conduct and established a media-monitoring process. Over the past two years, the peace-building team has produced several monitoring reports and thirteen news supplements distributed by national newspapers. There are 850,000 copies in circulation.

In collaboration with the Ministry of Education and Higher Education, the peace-building team has also implemented a violence-free schools initiative, which attempts to keep youth informed and correct biased attitudes that can lead to violence.

The insights generated by these projects continue to inform work undertaken at the community level to promote social stability under the LHSP. By addressing beliefs and attitudes towards violence at the national and subnational level, the SRP contributes to a culture of peace and nonviolent dispute resolution in Lebanon.

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**150**  
journalists trained from  
**34** media outlets



**850,000**  
peacebuilding supplements  
distributed through national  
newspapers



**45**  
schools participated in the  
«Violence-Free Schools»  
initiative





### 3. Implementation and Support

At the last stage of the process, the LHSP team disburses project funds and oversees implementation with local partners. An independent review of the LHSP's outcomes and achievements, conducted in 2016, praised the technical strength of project management, noting the impressive number of projects delivered, high success rate in addressing critical needs, and levels of community participation.<sup>9</sup>

To date, the LHSP has delivered:

- 296 service-delivery projects, with combined budgets of \$27.6 million, benefiting 814,000 poor Lebanese and 323,400 Syrian refugees
- 86 livelihood-improvement projects, with combined budgets of \$11 million, creating 166,000 days of employment
- 77 Mechanisms of Social Stability, involving 195 local authorities, with a combined budgets of \$4.6 million, involving 195 local authorities and benefiting more than 40,000 people
- 70 electrical transformers, 3,000 solar-powered lights, and 600 energy-efficient stoves to the most vulnerable communities
- Ongoing support to the agro-food sector, benefiting 900 women

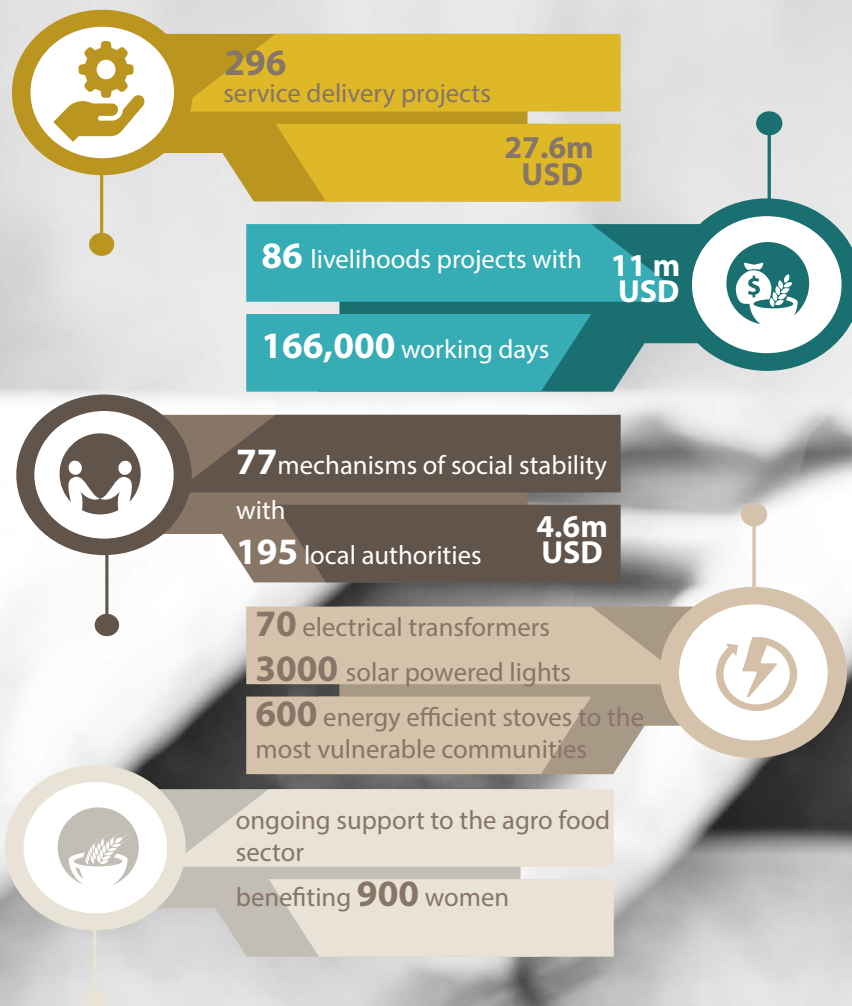
The support provided to deliver basic services by the LHSP has helped 814,100 poor Lebanese and over 323,400 Syrian refugees, while the Mechanisms of Social Stability have engaged around 4,000 local actors and benefited over 40,000 people.

There is evidence that these projects have worked to bridge the gap between government and local communities, and successfully reduced social tensions.<sup>10</sup> An independent evaluation found that, where LHSP

and its partners have completed these community-support projects, 'municipalities are increasingly viewed as both trusted to take the right action and able to do so'.<sup>11</sup> In the majority of cases, these projects have also led to renewed confidence in the capacity of local actors' to deliver services, and in the Lebanese government's capacity to respond to the crisis successfully.

Moving forward, the Lebanese government affirms that the LHSP has an indispensable role to play in its livelihoods strategy, developing 'projects at municipal levels that create job opportunities and contribute directly to fighting poverty'.<sup>12</sup> Over the next four years, the LHSP will help lead a transition in project focus, from income stabilization to local economic development and creation of sustainable employment opportunities. To deliver this, the LHSP livelihoods team will increase the level of vocational training it provides and concentrate on activities that improve the business environment for micro, small, and medium enterprises (MSMEs). Attention will be concentrated on job creation for women and youth. The goal is to strengthen key value chains and stimulate economic development.<sup>13</sup>

The LHSP would not be as successful as it has without its pioneering cluster-level approach to project implementation. This strategy involves working with municipal unions which enhance capabilities at the local level by creating administrative structures that can draw upon economies of scale and support long-term programming. In the Bekaa region, for example, the LHSP energy and environment team helped to close a municipal dump around which 30,000 refugees were living. The dump was replaced with an environmentally sound waste disposal cell that prevents groundwater contamination. The team also rehabilitated a water-pumping station, built domestic water networks, and upgraded irrigation channels that increase agricultural production and generate jobs. These activities provide a blueprint for future LHSP efforts.



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### The LCRP 2017-2020 Energy Sector: A New Opportunity for Sustainable Development

The UNDP Energy and Environment team has long championed the cause of environmental sustainability in Lebanon, coauthoring the 2014 Environmental Impact Report and advising the government on how to meet its United Nations Framework on Climate Change targets. Outside of the SRP, the team has also conducted large-scale projects to reduce emissions and promote renewable energy. One such project helped public institutions and industrial projects to meet their off-grid energy needs by replacing diesel generators with photovoltaic solar panels. These projects now fall under the remit of the LCRP 2017–2020, whose Energy sector plan will be led by Lebanon's Ministry of Energy and Water. The Energy sector plan aims to bridge the gap between supply and demand that has widened as a result of population pressure, reduce the cost of energy provision, and improve sustainability. In line with the sector strategy, UNDP will continue to focus on the deployment of clean-energy technologies that alleviate the pressure on host communities, create employment opportunities, and protect the environment

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Children playing in the Mhmarra informal settlement in Akkar.



## Support to Palestinian Gatherings

### *Reaching the Worst Off*

UNDP's second-largest project in Lebanon addresses the severe plight of Palestine refugees displaced from Syria (PRS) and their host communities in the Palestinian gatherings. In total, there are currently 135,000 Palestinians living in 42 informal gatherings—which are 'relatively homogenous refugee communities'—in Lebanon. This reflects substantial growth due to new arrivals from Syria and from Lebanon's twelve official Palestinian refugee camps, from which people have been displaced by fighting.

While all registered Palestine refugees in Lebanon are entitled to UNRWA health, education, and relief services, UNRWA may only operate in the twelve recognized camps. As such, the gatherings are not part of UNRWA's mandate and tend to fall between the cracks. Consequently, these communities suffer chronic shortfalls in service provision, sanitation, and housing. UNDP attempts to address these problems through its support to Palestinian gatherings.

UNDP has worked tirelessly in the gatherings to improve water, sanitation, and other services; improve shelters; and promote better environmental practices. Since the start of the initiative, UNDP has:

- Completed 80 water and sanitation projects
- Delivered 35 infrastructure projects and 12 energy supply-upgrade projects
- Upgraded over 1,000 refugee homes and three kindergartens
- Educated 15,000 people on hygiene practices
- Distributed over 5,000 hygiene kits to vulnerable PRS families
- Created recycling facilities for 12,000 refugees in collaboration with municipal authorities.

### Palestinian gatherings in Lebanon



Source: UNDP 2012



**80**  
water and sanitation  
projects



**35** infrastructure projects  
**12** projects to rehabilitate  
electricity supply



**1,000** refugee homes, and  
**3** kindergartens improved

The most recent independent evaluation of the Palestinian Gatherings project lauds its 'outstanding achievements'.<sup>14</sup> The assessor concluded that, despite sporadic episodes of violence, the project's 'achievements included the timely, adequate, equitable and continuous delivery of services and improvement of existing ones, and the creation of new ones, in response to the needs that emerged due to the prevailing crisis.'<sup>15</sup>

The project approach is participatory and conflict-sensitive. UNDP works with communities to develop neighbourhood-improvement plans and with women and youth to provide vocational training and small grants for new businesses. The project has had particular success delivering benefits to women and girls, including them not only as beneficiaries, but key decision-makers within the project and including them as decision-makers.

The project will continue to link relief efforts to long-term development. At the local level, UNDP will build coordination structures with municipalities, civil-society organizations, and communities. At the national level, it will work with public-service providers, ministries, and UN agencies. In gatherings throughout Lebanon, UNDP will maintain its commitment to meeting the needs of Palestine refugees sustainably.

## VI. Building Resilient Public Institutions

SRP's second major effort occurs at the national scale. Working closely with the Lebanese government, SRP aims to build the kind of resilient public institutions that sustain community-level gains. This effort addresses structural governance issues critical to the country's long-term peace and development. Specifically, SRP and the national government are trying to professionalize the police force and judiciary and to build disaster-preparedness institutions so that Lebanon can respond successfully to future crises.

### *Rule of Law and Access to Justice Transforming the Lebanese State*

Lebanon has long been dependent on third parties to guarantee security and perform basic police functions. This has had serious implications for the current crisis. Municipal police forces are vitally important, but they tend to be untrained and poorly equipped. Three-quarters of residents doubt their effectiveness.<sup>16</sup> Opinion of Lebanon's national police service, the Internal Security Force (ISF), is little better; less than half of the population claims to trust its work. Meanwhile, the courts are widely perceived as corrupt.<sup>17</sup> Host communities and refugees are often unable to access basic security and justice services badly needed amid high levels of tension.

These troubles extend to Lebanon's seriously overcrowded prisons. Oversight and accountability mechanisms are weak, nurturing the culture of abuse and rights violations. Maltreatment by authorities then contributes to popular grievances and may cause radicalization among young people.



**15,000**

people trained on  
positive hygiene  
practices



**5,000**

hygiene kits  
provided to vulnerable PRS  
families



**12,000**

refugees have  
access to newly created  
recycling facilities



To address this serious situation, UNDP launched the Justice and Rule of Law project in 2016. It aims to:

### **1. Provide Training and Support to Municipal Police**

The project team has worked with the Ministry of Interior and Municipalities to formally define the roles, responsibilities, and powers of municipal police, including a set of standard operating procedures and an official code of conduct. The team has also sought to strengthen its relationship with other security providers, including the ISF and Lebanese Armed Forces. UNDP hopes to build upon current pilots in seven municipalities and scale up support to municipal police in coming years.

### **2. Create District-Level Security Cells that Respond to the Needs of Local People**

During the outbreak of the Syrian crisis, the Lebanese government created security cells to help manage its response. The project has taken steps to strengthen the twenty-five district-level security cells and improve the flow of information among them and the national government. Ultimately, the security-cell network will help the government respond rapidly to security risks and prevent them from escalating.

### **3. Provide Vulnerable Groups with Access to Basic Justice Services**

Lebanon currently lacks a legal advisory service. Limited access to justice is therefore most damaging to those already disadvantaged, including poor people, people displaced by conflict, women and youth. To address this problem, the project will create legal help desks at the local level. UNDP will also conduct campaigns to inform vulnerable communities about their legal rights.

### **4. Improve the Justice Infrastructure with a Particular Focus on the Situation in Prisons**

The project will rehabilitate the physical infrastructure of Roumieh prison in Beirut and Kobbe prison in Tripoli, both of which currently lack adequate sewage disposal and are therefore vulnerable to disease outbreaks. The project team will also take steps to protect convicts and detainees from human rights violations.<sup>18</sup> UNDP will work with prison staff, police, and civil-society organizations to ensure conformity with the National Preventive Mechanism Against Torture.

Taken together, the UNDP Justice and Rule of Law project will help Lebanon develop a trusted rule of law capacity for the first time. If successful, it will make an important and enduring contribution to Lebanese society that long outlasts the current crisis. This legacy will include improved juridical institutions and a culture of respect for human rights among officials.

### *Disaster Risk Reduction: Promoting Lebanon's Long-Term Crisis Management Capacities*

Lebanon is vulnerable to a range of natural disasters, including earthquakes, floods, forest fires, landslides, and drought. Yet the sectarian nature of Lebanese politics and mix of parallel institutions undermine the state's capacity to effectively deal with these risks. Lack of institutional coordination and planning mean that emergency service providers are locked into a reactive posture. They have difficulty tackling risks early on, when prevention or mitigation may be possible. Internal divisions also encourage burden shifting, duplication of effort, and

conflict among first-responders, issues that have risen to the fore during the Syria crisis.

The UNDP Disaster Risk Reduction (DRR) project addresses this problem by working with the Lebanese government to create Disaster Risk Management (DRM) units at the national and subnational levels. Drawing upon the Sendai framework, the project aims to promote resilience by improving emergency preparedness, establishing protocols and structures that respond quickly to crises, and supporting early recovery processes. Now is the time to invest in this area - 'a critical opportunity to build back better, including through integrating disaster risk reduction into development measures'.<sup>19</sup>

Since the launch of the project, the DRR team has created:

- A fully operational DRM unit located at the Presidency of the Council of Ministers.
- A national-operations room for crisis management and National Crisis Response Plan that has been tested using high-intensity simulations.
- Regional DRM units and plans for 15 governorates and cazas.<sup>20</sup>
- Four multi-hazard risk assessments and a national flood-risk assessment in partnership with the National Centre for Scientific Research.
- Training for 550 staff members from six ministries, the army, and the ISF.

The scenario-planning and DRR structures have already had notable successes. In 2016 officials in Akkar acted swiftly to combat wildfires by activating a protocol that had been practiced two weeks earlier. The approach has also been shown to work in Saida, where a Palestinian refugee camp experienced a bomb threat. The regional DRM responded by successfully carrying out a plan for the evacuation and temporary shelter of residents.

In the future, the DRR team aims to develop integrated response structures that can coordinate action between government and its partners and between the humanitarian and development sectors. It aims to ensure that warnings are translated into effective responses by drawing upon prior planning. And it aims to make DRR an integral feature of governance at the regional level.



**550**

government staff trained



**15**

governorates with DRM  
units and plans



national operation room for  
crisis management

## VII. Coordinating the response

The SRP's third and final element focuses on coordinating the international and national response to the Syrian crisis in Lebanon. As a signatory to the Grand Bargain, UNDP is committed to bridging the humanitarian-development divide by developing multi-sectoral plans and coordination mechanisms that better serve Lebanon and its people. UNDP also operates four regional offices in Lebanon, employs 350 dedicated staff (95 percent of whom are Lebanese), and has been ranked first in the world for aid transparency—qualities that contribute to a powerful coordination and oversight capability.

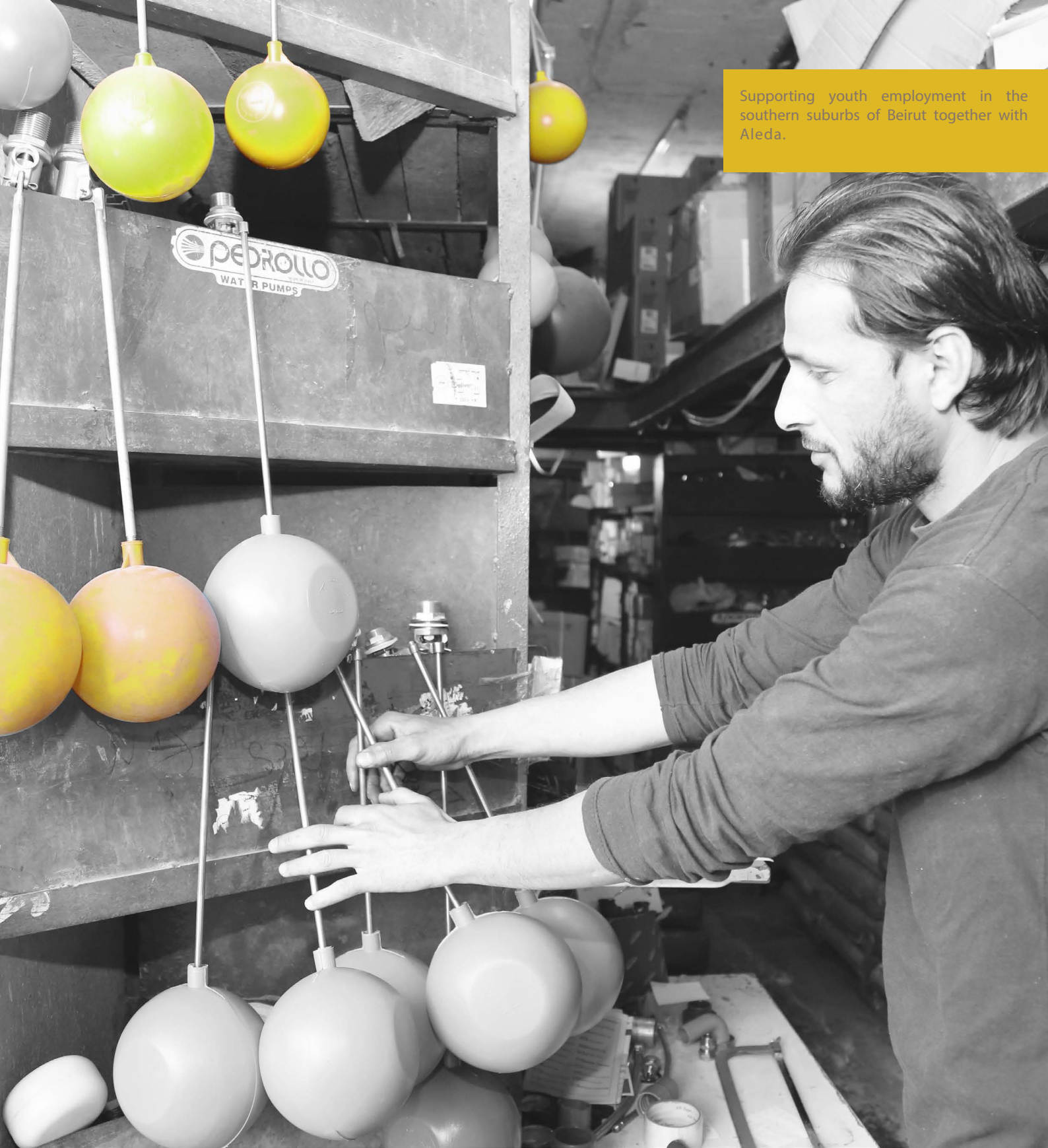
UNDP is responsible for the stabilization dimension of the LCRP 2017–2020. Together with UNHCR, it ensures that all inter-sector and inter-agency forums support joint strategy- and policy-development throughout each phase of the response. UNDP works closely with government counterparts, providing support to public institutions and ensuring alignment with national plans. UNDP supports the monitoring and evaluation of the LCRP, accounting for both individual activities and higher-level impact across sectors.

Building on lessons learned over the past three years, the SRP coordination team is now developing a stabilization-monitoring tool to help partners understand the impact of LCRP interventions, target activities more accurately, and function as an early-warning system. The system will integrate data from several sources into a single database and platform. Analysis about the impact of stabilization and recovery activities will then be published on a quarterly basis and shared through inter-agency structures.

Last of all, UNDP coordinates LCRP activities for the Social Stability, Livelihoods, and Energy sectors. UNDP also chairs the Palestinian Gatherings Working Group. Through regular working groups convened at the national and field levels, the agency promotes a needs-based approach for each sector and issue area. UNDP aims to build relations amongst partners based on principles of equality, transparency, responsibility, and complementarity.



Supporting youth employment in the southern suburbs of Beirut together with Aleda.





Bringing together youth from different communities at a new football pitch in the Bekaa Valley.



## VIII. Looking Forward

The LCRP 2017–2020 aims to move beyond a short-term humanitarian response framework and towards a resilience-centred approach that has lasting benefits for Lebanon and its people. Ultimately, the goal is not only to respond successfully to the challenges and needs created by mass displacement, but also to help the country ‘build back better’. Donors have an opportunity to help cultivate stronger public institutions that support peace and development.

To achieve these goals, the SRP will focus on interventions that are properly targeted and sequenced, and carried out in partnership with the Lebanese government. Building upon the precedent created by the LHSP and the successful transfer of the MRR process to MoSA, the SRP will continue to focus on creating stronger and more resilient public institutions that can identify needs, assist vulnerable populations, and respond to crises before they escalate. The long-term objective is to see funds

flow through government ministries that implement the majority of activities and programmes directly. While such a move will require significant support and oversight, the protracted nature of the Syrian crisis coupled with the principles set out in the Grand Bargain make this a clear priority.

Finally, the transition to a four-year funding and planning cycle makes new kinds of large-scale projects possible. With regard to livelihoods and job creation, UNDP has a chance to develop longer-term initiatives that support MSMEs and strengthen value chains, particularly in the agricultural sector. The SRP will focus on livelihoods programmes that improve Lebanon’s economic production and performance by harnessing the large pool of surplus labour supplied by refugees and poor Lebanese.

### The Appeal

The LCRP requires US\$ 2.75 billion to carry out its operations in 2017. In support of this, UNDP Lebanon requests \$136 million across five sectors for 2017:

Project/Year (US\$ )	2017 (US\$ )	2018 (US\$ )	2019 – 2020 (US\$ )	TOTAL (US\$ )
Lebanon Host Community Support Programme	130 million	130 million	140 million	400 million
Support to Palestinian Gatherings	4 million	4 million	4 million	12 million
Rule of Law and Access to Justice	1 million	1 million	3 million	5 million
Disaster Risk Reduction	1 million	1 million	2 million	4 million
TOTAL (US\$ )	136 million	136 million	149 million	421 million

Note: Figures for 2018-2020 are indicative and will be reviewed through the annual appeal processes of the LCRP.



## Notes

1. UNHCR, UNICEF and WFP, 'Vulnerability Needs Assessment of Syrian Refugees (VASyR) in Lebanon' (2016).
2. World Bank, 'Lebanon: Promoting Poverty Reduction and Shared Prosperity - A Systematic Country Diagnostic' (2015).
3. AKTIS, 'Impact Evaluation Report: Lebanon Host Communities Support Project' (2016), p. 3.
4. LCRP 2017 – 2020, Water Sector Strategy (2017), p.160.
5. UNHCR, 'Global Forced Displacement Hits Record High' (20 June, 2016).
6. See for example, UNDP 'Capacity Development in Post-Conflict Countries' (2010).
7. UNDP, 'Advancing Development Approaches to Migration and Displacement' (2016), p.9
8. The programme was one of only two partner-led initiatives mentioned explicitly by the government in its 2016 London Conference Statement of Intent and it represents their preferred modality of support to the municipalities (The Republic of Lebanon, 'London Conference – Lebanon Statement of Intent' (2016), p. 3).
9. Adam Smith International, 'LHSP Annual Review' (2016), pp. 13, 15.
10. AKTIS, 'Evaluation Report: Lebanon Host Communities Support Project' (2016).
11. Ibid.
12. The Republic of Lebanon, 'London Conference', p. 3.
13. UNDP Lebanon, 'Support to Employability, MSMEs and Value Chains, and Regional and National Development Strategies and Policies' (2015).
14. KAICIID, 'Improving Living Conditions in Palestinian Gathering Host Communities: Evaluation Report' (2016), p. 5.
15. Ibid.
16. International Alert, 'Citizens' perceptions of security threats stemming from the Syrian refugee presence in Lebanon' (2015), p. 8.
17. Ibid., p.4; UNDP, 'Lebanon Security and Justice Sector-Wide Assessment' (2016), pp. 8–9.
18. According to a UN investigation, detention conditions can 'be described as cruel, inhumane, and degrading, even amounting to torture in some cases'. The Committee Against Torture, 'Summary Account of the Results of the Proceedings Concerning the Inquiry on Lebanon' (2013–14) A/69/44, paragraph 35.
19. United Nations, 'The Sendai Framework for Disaster Risk Reduction: 2015–30' (2015), p. 21.
20. Cazas are administrative units, similar to governorates.







Supporting rural agro-food cooperatives in  
South Lebanon.

## UNDP in Lebanon

UNDP has been operating in Lebanon for over fifty years. The Programme has helped Lebanon reduce poverty significantly, recover from civil war in the 1990s, and rebuild essential infrastructure after the war with Israel in 2006.

To perform these tasks, UNDP Lebanon has a core team of over three hundred and fifty highly trained professionals, 95 percent of whom are Lebanese. It also second staff to government offices (including the Ministry of Social Affairs, Ministry of Finance, Ministry of the Environment, and Ministry of Energy and Water), where they provide invaluable technical support.

Since the start of the crisis in Syria, UNDP has played a central role in coordinating response activities, assisting vulnerable communities, and developing the institutional architecture for effective action. UNDP Lebanon has a strong field presence, maintaining four regional offices outside Beirut, and a large portfolio of projects that support over 1.5 million people.

The United Nations Strategic Framework 2017–2020 and the UNDP Country Programme Document for Lebanon 2017–2020 guide UNDP's efforts to enhance the resilience of vulnerable communities, strengthen institutions, promote national dialogue for peace and stability, and address environmental issues.

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Resilient nations.*

UNDP is the UN's global development network, advocating for change and connecting countries to knowledge, experience and resources to help people build a better life. We are on the ground in nearly 177 countries, working with them on their own solutions to global and national development challenges. As they develop local capacity, they draw on the people of UNDP and our wide range of partners. It is a signatory to the Grand Bargain for addressing protracted emergencies and a key implementing partner with a long history of support for national institutions and planning processes.

Per its core mission, UNDP is resident in a country before the onset of a crisis and will continue to be there after others have left, offering support to vulnerable populations. Its offices combine powerful coordination and oversight capacity with a focus on grassroots empowerment and community-based initiatives.

For the past two years, UNDP has been ranked the most transparent aid organization in the world according to the Aid Transparency Index, which looks at financial flows from forty-six international agencies accounting for 98 percent of total development finance. UNDP has also pioneered localized approaches to development that empower marginalized people, helping them to take control of their lives.

#### For More Information

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