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Brussels, 26.8.2014
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COMMISSION IMPLEMENTING DECISION

of 26.8.2014

**on the Annual Action Programme 2014 in favour of the Republic of Lebanon to be
financed from the general budget of the European Union**

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THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union,

Having regard to Regulation (EU) No 236/2014 of the European Parliament and of the Council of 11 March 2014 laying down common rules and procedures for the implementation of the Union's instruments for financing external action¹ and in particular Article 2 thereof,

Having regard to Regulation (EU, Euratom) No 966/2012 of the European Parliament and of the Council of 25 October 2012 on the financial rules applicable to the general budget of the Union and repealing Council Regulation (EC, Euratom) No 1605/2002², and in particular Article 84(2) thereof,

Whereas:

- (1) The Commission has adopted the Single Strategic Framework in favour of the Republic of Lebanon for the period 2014-2016³, point 3 of which provides for the following priorities: Justice and Security System Reform, Reinforcing social cohesion, promoting economic development and protecting vulnerable groups and Promotion of sustainable and transparent management of energy and natural resources.
- (2) The objectives pursued by the Annual Action Programme to be financed under Regulation (EU) No 232/2014 of the European Parliament and of the Council of 11 March 2014 establishing a European Neighbourhood Instrument⁴ are to contribute to the protection and sustainable development of maritime resources of Lebanon, improve the overall efficiency and effectiveness of Solid Waste Management in the areas of Lebanon most affected by the influx of Syrian refugees and to strengthen the resilience of Lebanon's security institutions to withstand internal and external pressures and shocks, and to reinforce the role they can play as drivers of stability and national cohesion.
- (3) Action entitled "Protection and sustainable development of maritime resources in Lebanon" has, as specific objectives, to i) protect the coastal zones and maritime resources from any environmental degradation by oil and gas and/or land-based sources of pollution; and to ii) recover affected marine ecosystems and develop marine and coastal biodiversity. This will be achieved through four main actions implemented by direct management.
- (4) Action entitled "Upgrading Solid Waste Management capacities in Lebanon" has the specific objective of upgrading the provision of basic services regarding solid waste management. It will do so by establishing environmentally friendly municipal solid

¹ OJ L 77, 15.3.2014, p. 95.

² OJ L 298, 26.10.2012, p. 1.

³ C(2014) 5132 of 24.07.2014.

⁴ OJ L 77, 15.3.2014, p. 27.

waste management systems in the regions most affected by the influx of Syrian refugees according to national laws and regulations and by a technical assistance to enhance the management and Operation and Maintenance capacities of the targeted municipalities. The action will be implemented by indirect management with the Republic of Lebanon.

- (5) Action entitled “Building National Stability” has the specific objective to improve the institutional capabilities of security agencies to fulfil certain functions in a coordinated and accountable manner. This action will be implemented by direct and indirect management.
- (6) This Decision complies with the conditions laid down in Article 94 of Commission Delegated Regulation (EU) No 1268/2012 of 29 October 2012 on the rules of application of Regulation No 966/2012 of the European Parliament and of the Council on the financial rules applicable to the general budget of the Union⁵.
- (7) The Commission may entrust budget-implementation tasks under indirect management to the entities identified in this Decision, subject to the conclusion of a delegation agreement. However, the International Centre for Migration Policy Development and the United Nations Development Programme are currently undergoing the ex-ante assessment. In anticipation of the results of this review, the responsible authorising officer deems that, based on a preliminary evaluation and on the long-standing and problem-free co-operation with them, budget-implementation tasks can be entrusted to these entities.
- (8) The Commission may entrust budget-implementation tasks under indirect management to the partner country identified in this Decision, subject to the conclusion of a financing agreement. In accordance with Article 60(1)(c) of Regulation (EU, Euratom) No 966/2012, the Commission responsible authorising officer has ensured that measures have been taken to supervise and support the implementation of the entrusted tasks to the partner country. A description of these measures and the entrusted tasks are laid down in the Annexes to this Decision
- (9) The maximum contribution of the European Union set by this Decision should cover any possible claims for interest due for late payment on the basis of Article 92 of Regulation (EU, EURATOM) No 966/2012 and Article 111(4) of Delegated Regulation (EU) No 1268/2012.
- (10) The Commission is required to define the term "non-substantial change" in the sense of Article 94(4) of Delegated Regulation (EU) No 1268/2012 to ensure that any such changes can be adopted by the authorising officer by delegation, or under his or her responsibility, by sub-delegation (hereinafter referred to as the 'responsible authorising officer').
- (11) The measures provided for in this Decision are in accordance with the opinion of the European Neighbourhood Instrument Committee set up by the basic act referred to in Recital 2,

HAS DECIDED AS FOLLOWS:

Article 1

Adoption of the measure

⁵ OJ L 362, 31.12.2012, p. 1.

The following Annual Action Programme, constituted by the actions identified in the second paragraph and attached as annexes, is approved:

Annual Action Programme 2014 in favour of the Republic of Lebanon.

The actions constituting this measure are:

- Annex 1: “Protection and sustainable development of maritime resources in Lebanon”;
- Annex 2: “Upgrading Solid Waste Management capacities in Lebanon”;
- Annex 3 “Building National Stability”.

Article 2

Financial contribution

The maximum contribution of the European Union authorised by this Decision for the implementation of this programme is set at EUR 52 million:

- EUR 40 million to be financed from budget line 21.030102, and
- EUR 12 million to be financed from budget line 21.030103

of the general budget of the European Union for 2014.

Article 3

Implementation modalities

Budget-implementation tasks under indirect management may be entrusted to the entities identified in the attached Annexes, subject to the conclusion of the relevant agreements.

Section 4 of the Annexes referred to in the second paragraph of Article 1 sets out the elements required by Article 94(2) of Delegated Regulation (EU) No 1268/2012.

The financial contribution referred to in Article 2 shall also cover any possible interests due for late payment.

Article 4

Non-substantial changes

Increases or decreases of up to EUR 10 million not exceeding 20% of the contribution referred to in Article 2, or cumulated changes to the allocations of specific actions not exceeding 20% of that contribution shall not be considered substantial, provided that they do not significantly affect the nature and objectives of the actions. The use of contingencies shall be taken into account in the ceiling referred to in this Article.

The responsible authorising officer may adopt these non-substantial changes in accordance with the principles of sound financial management and proportionality.

Done at Brussels, 26.8.2014

For the Commission
Štefan FÜLE
Member of the Commission

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ANNEX 1

of the Commission Implementing Decision on the Annual Action Programme
2014 in favour of the Republic of Lebanon

Action Document for
"Protection and sustainable development of maritime resources in Lebanon"

1. IDENTIFICATION

Title/Number	Protection and sustainable development of maritime resources in Lebanon CRIS number: ENI/2014/25-044		
Total cost	Total estimated cost: EUR 19,000,000 Total amount EU budget contribution: EUR 19,000,000		
Aid method / Management mode and type of financing	Project Approach and Call for Proposals Direct management through grants (call for proposals) procurement of services		
DAC-code	41030 14050	Sector	Biodiversity Waste management/disposal

2. RATIONALE AND CONTEXT

2.1. Summary of the action and its objectives

This programme aims at contributing to the protection and sustainable development of maritime resources of Lebanon. This action will directly contribute to preserving the biodiversity of coastal zones while indirectly enhancing sustainable income generating activities by:

- ✓ finalising the treatment and disposal of the remaining wastes from the 2006's oil spill, 2500 m³ which are temporary stored at four coastal sites,
- ✓ providing support to the government of Lebanon's readiness for future exploration and production of offshore oil and gas resources (by contributing to build legal, institutional and operational frameworks responding to the highest environmental standards),
- ✓ decreasing land-based sources of pollution (e.g. solid-waste, industrial waste),
- ✓ supporting the recovery of affected marine ecosystems and develop marine and coastal biodiversity.

2.2. Context

2.2.2 Country context

2.2.1.1. Economic and social situation and poverty analysis

While in 2010, before the start of the Syrian crisis, Lebanon's resident population was estimated at approximately 4.85 million (including an estimated 250,000 Palestinian refugees, 300,000 Syrian workers and 300,000 workers from other nationalities), it is today estimated that around 6 million people are living in Lebanon due to a massive influx of more than 1 million refugees from Syria. Lebanon's age structure is a clear determinant of socio-economic status and living conditions. With already 44% of its population below the age of 24 in 2009 (Central Administration of Statistics, CAS), and 28% percent living under the poverty line (UNDP-CAS-Ministry of Social Affairs-World Bank, 2004), the government of Lebanon recognizes the need to create jobs and improve living conditions for many people.

The rate of unemployment in Lebanon is cause for great concern. According to the CAS (2009), and based on a population of 2.8 million above the age of 15 and an active population of 1.2 million, the unemployed represent 8.9% of the active population (about 3.9% of the total population above 15 years of age).

Living conditions in Lebanon are difficult for large segments of the society, and poverty is a serious problem despite some apparent improvements in the last decade. In 2004 an estimated 8% of the population lived in extreme poverty and 20% lived in relative poverty (UNDP-CAS-Ministry of Social Affairs-World Bank, 2004). Moreover, according to the World Bank (2013), the inflow of Syrian refugees will drive 170,000 more Lebanese below poverty line.

The government of Lebanon is currently expanding its National Poverty Targeting Program which was launched in 2009 with the assistance of the World Bank to provide direct support to the neediest. The new program cost is estimated at USD 216 million, of which the government of Lebanon will finance USD 84.9 million. Resolutely determined not to provide direct cash transfers as a means to alleviate poverty, it has opted to address poverty through a subsidy program involving health care, schooling, energy and food vouchers.

This corroborates the Lebanese civil society's opinion that poverty can best be addressed by reducing socio-economic burdens through the provision of basic services including clean water, energy, public transportation and housing as well as health and education, including free schooling. Poverty eradication also necessitates building human capital and providing societal choices to the most vulnerable, both in cities and in rural areas.

Another socio-economic debate that has gripped Lebanon for several years is the rising cost of living against the stagnation of wages and salaries. According to the International Monetary Fund (IMF) (World Economic Outlook database, April 2013), the Consumer Price Index has increased by 49.8% between the end of 2004 and the end of 2012, real estate not included, most of which is attributed to the

rising cost of food, education and health. The country is currently shaken by strong social protests conducted by various social groups amidst rising unemployment, due to the inflow of Syrian refugees and the lack of adapted labour market regulations and policies.

In the context of a national budget debate paralyzed since 2005, government of Lebanon spending in basic infrastructure has been declining steadily between 2004 and 2011, both in absolute terms and when compared to the Gross Domestic Product (GDP), as shown by the Lebanese National Accounts 2004-2011 (CAS, 2014).

In conclusion, Lebanon appreciates the merits of a greener economy and is trying to facilitate the debate forward. However, Lebanon's timid strides towards a greener economy should be evaluated in the context of its GDP growth and composition, and its commitment to fiscal reform policies (including the national debt burden and corruption). The real economic challenges pertain to how the government of Lebanon can revitalize productive sectors, redistribute wealth, introduce fair tax schemes, and provide basic services to all without prejudice. The largest contributing sectors remain construction, trade and tourism. Because the construction sector remains the main economic driver for growth in Lebanon, no matter how green it is, the impact of a green economy on Lebanese society remains insignificant.

National development policy

Lebanon is a heavily urbanized country, with 88% of its population living in urban areas. Additionally, 45% of the population lives in urban agglomerations of one million people or more. The Greater Beirut Area houses 2.5 million people and has grown well beyond its service capacity. Road congestion, intermittent water and electricity supply, insufficient open spaces and green areas, and waste generation and transport are impacting lifestyles and the quality of urban life. The government of Lebanon recognizes the need to limit urbanization and implement strategies to render cities more sustainable

Conflicts and humanitarian crisis

Lebanon has been exposed to a plethora of natural and manmade disasters. Lebanon has experienced three conflicts with Israel since 1992. Each war caused massive displacement of people and extensive damage to public and economic infrastructure. In particular, during the war between Lebanon and Israel in 2006, an unprecedented oil spill devastated the Lebanese coasts: approximately 12,000 to 15,000 tons of heavy fuel oil were released. The Lebanese authorities immediately put efforts to organize major clean-up operations. As of today, the collection of the oil spill has been completed, with an estimated overall quantity of recovered wastes (liquid & solid) amounting to approximately 5,000 cubic meters. About 50% of these quantities have been treated, and the remaining 2,500 cubic meters are still temporarily stored at four coastal sites.

Since early 2013, Lebanon is facing an unprecedented crisis situation because of the continued conflict, violence and hardship in Syria, which force evermore

Syrians to seek refuge particularly in neighbouring countries. Lebanon has so far been the main recipient with more than a million Syrian refugees registered or awaiting registration with United Nations High Commissioner for Refugees (UNHCR) by the beginning of April 2014. The widespread presence of refugees facing very difficult living conditions has worsened some of the severe threats which were already afflicting the northern and southern coastal regions before the crisis.

Enhancement of the environmental protection regarding the development of the Oil and Gas sector

Regarding the potential offshore oil and gas resources in the Levantine Basin, the government of Lebanon approved in 2010 the Law 132 24/8/2010 which applies to petroleum activities within territorial waters and waters of the Lebanese Exclusive Economic Zone (EEZ). The law regulates the reconnaissance, exclusive petroleum rights and the exploration and production agreement between the Lebanese State and the right holders. The law may well represent the beginning of a long journey towards solving, albeit partially, the issue of energy availability in the country without spoiling the environment. The law provides a framework for environmental safety and protection of oil and gas exploration, drilling, transport, and de-commissioning. According to the Barcelona Convention, Article 7, the Contracting Parties shall take all appropriate measures to prevent, abate and combat pollution of the Mediterranean Sea area resulting from exploration and exploitation of the continental shelf and the seabed and its subsoil. In particular, and pursuant to Article 7 of Law 132/2010, the government of Lebanon commissioned the preparation of a Strategic Environmental Assessment of the petroleum sector to be completed prior to awarding any rights or initiating any activities. In February 2013, the Minister of Energy and Water (MoEW) launched the first licensing round for exploration and production of offshore oil and gas.

Overall, this emerging oil and gas sector could have significant impacts on the job market (from exploration to production). Several universities now offer courses related to the petroleum sector, which will produce a framework for young professionals with the right knowledge base and skillset to engage in Lebanon's oil and gas activities.

Improving Solid Waste Management

Waste generation is related to human activities, lifestyles, and environmental awareness. In Lebanon, the post-civil war period is marked by the absence of a national vision for solid waste management and political consensus on the way forward. As such, successive governments adopted and prolonged emergency measures that were not ecologically-oriented but were often the most politically-acceptable. Nationwide, an estimated 51% of all municipal solid waste (MSW) is landfilled, 32% is dumped, and the remaining 17% is recovered through sorting and composting.

In 2010, the Ministry of Environment (MoE) commissioned the "Preparation of a Master Plan for the Closure and Rehabilitation of Uncontrolled Dumps." The plan identified and catalogued about 670 open dumps including 40 priority dumpsites

(for municipal and construction and demolition waste). In January 2012 (COM Decision 34), the Council of Ministers approved the Integrated Solid Waste Management (ISWM) Law. It describes priorities, general principles as well as resulting responsibilities (ministries, municipalities, etc.) and the institutional framework for the integrated management of solid waste including municipal, hazardous and non-hazardous. This law still needs to be approved by the Parliament.

Outside Greater Beirut Area, municipalities and federations are responsible for the collection, treatment and disposal of municipal waste. However, austerity measures by the government and delays in International Monetary Fund transfers have prevented many municipalities from planning for and investing in proper solid waste systems.

Several international development organizations (European Union, Italian Cooperation, Spanish Agency, USAID, etc.) have stepped in by providing direct technical and financial support to individual municipalities and groups of municipalities.

A better management of maritime resources, "respecting the Mediterranean Sea"

Lebanon is blessed with 240km of shoreline on the eastern Mediterranean Sea. Although the government of Lebanon has signed all major conventions and protocols safeguarding and protecting the Mediterranean Sea from land based sources of pollution as well as offshore waste dumping and oil spills, the conditions of marine waters and coastal zones have regressed sharply in the past twenty years.

On the other hand, as a signatory to the Convention for the Protection of Mediterranean Sea against Pollution and its protocols, Lebanon is required to provide secondary treatment of wastewater from cities and towns with populations exceeding 100,000 before discharge into the sea. Since 1992, the MoEW and the Council for Development and Reconstruction (CDR) have launched a national investment program to design and build wastewater networks and treatment plants all over the country, including 11 treatment plants to serve 4 million people-equivalent in the coastal zones and the western slopes of Mount Lebanon. So far, only two primary treatment plants are operational (Ghadir and Saida) and five more treatment plants are completed but await the ancillary networks and/or service contracts (Tripoli, Chekka, Batroun, Jbail, and Jieh). At least four other plants are still in the pipeline (Keserwan, Borj Hammoud, Sour and Abdeh).

In order to environmentally preserve the Lebanese coastal waters, it is necessary to design marine protected areas and/or no-fishing areas, and to develop means to preserve the marine biodiversity. Hence, the MoE, civil society organizations and research institutes have worked together to establish and manage two marine protected areas (Palm Islands and Tyre Coast Nature Reserves). Model research and local involvement in field monitoring have contributed to improve the management of these reserves.

2.2.2 *Sector context: policies and challenges*

The Lebanese coastline extends 240 km from Abdeh to Naqoura along a north-south axis in the eastern Mediterranean. It is mainly a rocky shoreline with stretches of sand (20%) and pebbles inhabited by a variety of common and endangered species. Nearly 60% of the population in Lebanon lives on the coast where industrial, commercial and urban activities are concentrated : within a 500 meters bandwidth of coastal zone, 40% are urban areas, 41% are agricultural areas and 19% are natural areas.

The National Centre for Marine Sciences has recorded 218 marine fish species. There are at least 12 sensitive areas in the coastal zone due to their ecological and landscape value. Despite the scattered efforts explained in the section above, environmental aspects are not sufficiently mainstreamed into national policies, and this has a dramatic negative impact, both at ecological and socioeconomic level. The main threats to the coastal regions are unregulated disposal of solid waste, wastewaters, oil residues, chemical pollution, privatization of the coastline, and beach quarrying. Of the 7,000 tons of solid waste generated every day, some 5,500 tons are dumped along the coast or reach the sea through rivers and streams. Wastewater, including sewage, is discharged directly into the sea or nearby rivers, with a daily average of half million cubic meters, causing serious health problems. Oil pollution comes from storage stations and tankers. Chemical pollution, creating health hazards mainly from acids, alkalis, heavy metals, solvents, detergents, ammoniac nitrogen, and pesticides, is discharged from more than 40 industrial zones along the coast.

In addition, the convergence of a number of factors including population growth, forced migration, poor planning, urban sprawl, solid waste dumping and landfills on the shore and in the valleys, aggravate the environmental deterioration of the coast.

On the other hand, as seismic surveys carried out since the 1990s have indicated the likely presence of offshore hydrocarbon accumulations in the Eastern Mediterranean Basin, maritime resources in Lebanon shall possibly be affected by exploration and potential oil extraction activities in the future. The Lebanese authorities obviously put a strong emphasis on the opportunity of using such resources while underlining the need to avoid any environmental damage or pollution to the marine and coastal biodiversity.

In this respect, the MoE has a clear mandate on the enforcement of laws and regulations that protect the environment, preserving the natural wealth of Lebanon, and managing natural and environmental risks through prevention and treatment. The government of Lebanon is also committed to work to implement policies and plans related (among others) to solid waste, and to activate the environmental management of basins and protect natural reserves. In its Work Program for 2011-2013 and the subsequent Priority Actions for 2014, the MoE had defined the conservation of its natural wealth as one of its main goals. However, the limited budget, the too often cross-cutting institutional mandates and legislation and the limited expertise in marine ecosystems, hinder the effective management of marine ecosystems which impedes the development of

resources as well as the protection and conservation of biodiversity. Hence, the control of malpractices by the fishing industry remains limited due to the lack of means and human resources by the national authorities.

The combination of all these factors has, for many years, dramatically impacted the ecology and the socio-economy of the coastal zones. Against this background, it is considered opportune to contribute to the protection of coastal natural resources. The activities proposed in the next sections will not only have a positive environmental impact but they will also contribute to create better socio economic opportunities (improved fishery's potential, possible job creation through leisure activities among others) as the success of such income generating activities depends largely on the level of preservation and valorisation of flora and fauna, the sea water quality and the cleanness of beaches.

Regarding the potential exploration and production of offshore oil and gas resources, the preparation, approval and enforcement of a comprehensive legislative framework is of the utmost importance in order to ensure that maritime resources are protected through the enforcement of regulations applying the highest environmental international standards. In this respect, the EU regulatory framework on safety of offshore oil and gas operations (as per EU Directive 2013/30 of 12 June 2013) is of particular interest.

The activities proposed by this action, contributing to the protection of coastal zones in Lebanon are fully in line with the objectives of the Horizon 2020 initiative as well as the European environmental strategy for the Mediterranean (Communication from the Commission to the Council and the European Parliament from 5 September 2006, "Establishing an Environment Strategy for the Mediterranean"). The latter aims at among others, reducing pollution levels across the region, promoting sustainable use of the sea and its coastline and encouraging neighbouring countries to co-operate on environmental issues.

Through a first call for proposals, the programme will contribute to the development and improvement of comprehensive waste management schemes at municipalities' level. Municipal waste water management will be excluded of the scope of eligible actions as municipalities are not legally responsible for this domain (which falls under the responsibility of the Water and Wastewater Establishments, themselves under the umbrella of the MoEW). Moreover, many coastal projects of large waste water treatment plants are already planned or under construction.

A second call for proposals will support the recovery of affected marine ecosystems and the development of marine and coastal biodiversity. The call will mainly target municipalities along the coast, NGOs and universities.

2.3. Lessons learnt

The implementation of an efficient and sustainable environmental strategy needs a clear and comprehensive framework to enable the implementation of priority actions and the fulfilment of Lebanon commitments to the relevant multilateral environmental Agreements. Given the current fragile political and economic

situation in Lebanon, and based on previous experiences in similar contexts in the past years, it is recommended to implement concrete actions in order to complement all existing "soft" measures (legislative, institutional, organizational developments, capacity building...) that are unfortunately often slowed down due to political blockages. Since other projects (detailed in section 2.4) are currently focusing on this type of measures, this project shall put an emphasis on concrete projects, whose achievements demonstrate the impact of protecting maritime resources in a sustainable way. They should be design so as to encourage potential replication.

Since one of the main lessons learned from past projects within the sector is the limited co-ordination between institutional stakeholders, mainly due to political reasons, during the programme's formulation, a strong emphasis has been put on obtaining an agreement from all key stakeholders to effectively co-ordinate. Strong information channels about the programme implementation are foreseen during programme's execution, and regular and structured meetings of the programme's stakeholders will support this co-ordination.

2.4. Complementary actions

The present project complements the following initiatives:

- The Project on Integrated Maritime Policy in the Mediterranean (IMP-MEDproject) (ENPI South-funded project extended up to the end of 2014) seeks to provide opportunities to the southern Neighbourhood States in the Mediterranean (among which the Lebanon) to engage and obtain assistance for developing integrated approaches to maritime affairs. Appropriate co-ordination will be ensured with activities carried out under the Convention for the Protection of the Mediterranean Sea Against Pollution (Barcelona Convention), which has been signed by Lebanon.
- The EU-funded project "Support to Reforms - Environmental Governance (StREG)", aiming at enhancing the management capacity at the Ministry of Environment to plan and execute environmental policy, including its enforcement and mainstreaming by co-ordinating with other key line-ministries (2011-2016, EUR 8 million). StREG's outputs, and namely the enhanced environmental inspection and enforcement system, will ensure the necessary framework for the drafting of legislative texts (on the development of the oil and gas sector) as foreseen within this programme.
- The project funded by International Union for Conservation of Nature/Spanish Co-operation "Supporting the Management of Important Marine Habitats and Species in Lebanon", aiming at supporting the development of a network of Marine Protected Areas (MPAs) in Lebanon and an associated monitoring programme to evaluate their management effectiveness (2009-2011). The project provided management options for the marine environment, including marine protected areas, and supporting assessments to assist in the identification of policy and management reforms. The project also assessed the feasibility of declaring three marine protected areas (Awali estuary, Ras El Chekaa cliff, and the Beirut Airport wave breaker), and carried out detailed biodiversity assessments and inventories in those sites and produced related maps.

- The recent USD 1.64 million project funded by the government of Greece will develop an Integrated Coastal Zone Management (ICZM) strategy for Lebanon. The project, launched in 2011, builds on the experience of the University of Balamand in North Lebanon. ICZM is recognized as one of the most important adaptation measures to climate change. In addition, the project funded by United Nations Environment Programme/Global Environmental Fund "Sustainable Management of marine and coastal biodiversity and habitats through policy and legislative development for mainstreaming in Lebanon", aims at creating (through "soft" measures mentioned here above) an enabling integrated framework for sustainable management and conservation of coastal and marine biodiversity. It will also mainstream the biodiversity priorities into national plans (2012-2015).

- The project "Environmental and coastal ecosystem management" (called "INCAM") funded by the EU Seventh Framework Programme, increased Lebanon's capacity in important environmental concerns based on a regional approach that assessed the anthropological impacts on natural resources (2011-2013).

- The project "Upgrading Solid Waste Management capacities in Lebanon (SWAM 2)" funded by the European Union under the Annual Action program 2014 (2014-2019, EUR 21 million), whose objective is to upgrade the provision of basic services regarding Solid Waste Management (SWM), will positively contribute to the same objectives of the proposed actions in this action document.

- Projects of treatment and cleaning operations of the oil spill wastes after 2006, funded by the Canadian International Development Agency, the Japanese co-operation and the Spanish co-operation (2007-2009).

- The "Sustainable Energy for All" initiative launched by the UN in 2011, whose objectives of (i) ensuring universal access to modern energy services, (ii) doubling the rate of improvement in energy efficiency and (iii) doubling the share of renewables in the global energy mix are mainstreamed in all EU-funded projects in the region.

2.5. Donor co-ordination

Since 2010, the MoE has been organizing periodic meetings with numerous international development partners to exchange information about environmental projects conducted in Lebanon, and ensure a smooth co-ordination. In addition, the National Council for the Environment (created by decree in 2012) regularly brings together Lebanese authorities and non-governmental bodies. It will be closely associated to the implementation of this programme in order to increase the political engagement regarding environmental standards in Lebanon.

3. DETAILED DESCRIPTION

3.1. Objectives

The general objective of this programme is to enhance the protection and sustainable development of maritime resources in Lebanon.

The specific objectives of this programme are:

- to protect the coastal zones and maritime resources from any environmental degradation by oil and gas and/or land-based sources of pollution;
- to recover affected marine ecosystems and develop marine and coastal biodiversity.

3.2. Expected results and main activities

The main results of the programme are as follows:

Component 1

- The remaining 2,500 square meters of solid and liquid wastes (resulting from 2006's oil spill) are treated and disposed in Lebanon. This result will be achieved through service contracts with specialised companies in this domain, in continuation to the work already done in the past years and co-ordinated by the MoE.

Component 2

- The government of Lebanon disposes of a comprehensive and environmental-friendly legislative framework as well as an efficient organisational structure for exploring and producing oil and gas in its EEZ. This result will be achieved through a long-term technical assistance to the Lebanese Petroleum Administration (LPA) and the MoEW.

Component 3

- Land-based sources of pollution (municipal solid waste and industrial waste) in coastal areas are suppressed or mitigated. This result will be achieved through a call for proposals that will support the development of comprehensive waste management schemes within municipalities located in the coastal zones (excluding municipal waste water management). Eligible actions will indicatively include investments (recycling, composting, energy generation), capacity building activities (to improve the inspection and enforcement skills of relevant actors in charge), awareness raising actions (to reduce waste generation and learn to the population how to sort at source), and will mainly target municipal solid waste and industrial waste (including waste water, slaughterhouse waste, non-hazardous waste like for instance olive oil waste, hazardous waste).

Component 4

- The conditions of ecosystems affected by 2006's oil spill are improved and the marine and coastal biodiversity is developed. This result will be achieved through a call for proposals that will mainly target municipalities along the coast, NGOs and universities. In particular, the biodiversity of maritime resources will benefit from new artificial reefs (one successful artificial reef has already been built on the Lebanese coast). Eligible actions will include investments, capacity building activities to actors directly concerned by the impact of these activities, awareness raising actions towards the local population ("environmental education") about the environmental and socio-economic impacts of preserving

and developing the marine and coastal biodiversity (improved fishery's potential, possible job creation through eco-tourism and leisure activities).

3.3. Risks and assumptions

The programme's formulation has paid particular attention to minimise the impact of possible aggravated political turmoil. Reaching expected results will be facilitated by the involvement of national public authorities in the steering of the programme and its implementation through a regular, structured and constructive dialogue.

The lack of adequate human resources to manage the project represents a risk at ministries levels. This risk is mitigated by the support from different EU-funded technical assistance projects (currently under implementation) to the MoE, the MoEW, the Ministry of Public Works and Transport (MoPWT) and the Ministry of Interior and Municipalities (MoIM). In addition, a dedicated service contract will accompany the MoE in its monitoring role for the "oil spill treatment" component.

Eventually, the programme entails the award of grant contracts to municipalities, international organisations and/or NGO's through bottom-up approaches. This decision is based on the fact that the expected fields of intervention, results and impact of these grants have already been the object of many in-depth studies (commissioned by Lebanese authorities or International Financing Institutions): the risk of facing unexpected difficult situations in their implementation is therefore considerably mitigated.

3.4. Cross-cutting issues

The programme will obviously have a significant positive impact on the environment and health considering the nature of proposed actions and their sustainable environmental approach. Good governance is a key factor driving programme's implementation, as a vector of promotion of the protection and valorisation of maritime resources in Lebanon.

Gender equality will be taken care of during its implementation, mainly in the frame of the grant schemes. Women will be equally considered thanks to participatory approaches.

3.5. Stakeholders

The success of this programme depends largely on the degree of ownership of its actors at implementation level. It is therefore of utmost importance to involve the Lebanese institutions in its daily management. For this programme, key stakeholders at government level are:

- the MoE in its role of strategic environmental guidance, and in particular in its steering role in the management of the consequences of the oil spill crisis since 2006,

- the MoIM, in charge of overseeing the work with the municipalities, particularly those municipalities which will be involved in combating land-based sources of pollution,
- the Ministry of National Defence and the MoPWT as key partners to the MoE in the construction of artificial reefs,
- the MoEW and the LPA, in charge of the implementation of the Petroleum Policy,
- the CDR as EU National Co-ordinator.

The European Commission has confidence in these institutions, and acknowledges their reliability thanks to solid relationships within their long term co-operation framework.

This programme also confirms EU's commitments to support Lebanon by reinforcing its assistance in the Environment sector. The high level of interest and involvement of the MoE (and all other stakeholders) during the identification and formulation phases has corroborated such opportunity.

In addition, municipalities benefitting from the financed actions will play a crucial role in projects implementation, but also as communicators towards local populations who will directly benefit from the actions of the programme. Civil society, universities and research centres, private sector operators (as vectors of green economy's development) will also be associated to the programme implementation.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country, referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in sections 3.2. and 4.3. will be carried out, is 60 months from the date of entry into force of the financing agreement, subject to modifications to be agreed by the responsible authorising officer in the relevant agreements. The European Parliament and the relevant Committee shall be informed of the extension of the operational implementation period within one month of that extension being granted.

4.3. Implementation components and modules

4.3.1. Grants: call for proposal (direct management)

4.3.1.1 Grants: call for proposal "Support to the development of municipal waste management schemes" (direct management) (Component 3)

(a) Objectives of the grants, fields of intervention, priorities of the year and expected results

The objectives and the type of actions eligible for financing and the expected results are those described under 3.1 and 3.2.

(b) Eligibility conditions

Potential applicants for funding should be established in a European and/or regional (ENPI) country, and be legal entities, local authorities, public bodies, international organisations, NGOs as well as private economic actors (such as SMEs).

(c) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the applicant.

The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(d) Maximum rate of co-financing

The maximum possible rate of co-financing for grants under this call is 80% of the eligible costs of the action.

The maximum possible rate of co-financing may be up to 100% in accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012 if full funding is essential for the action to be carried out. The essentiality of full funding will be justified by the responsible authorising officer in the award decision, in respect of the principles of equal treatment and sound financial management.

(e) Indicative trimester to launch the call

Second trimester of 2015.

(f) Exception to the non-retroactivity of costs

Not applicable.

4.3.1.2 Grants: call for proposal "Recovery of affected marine ecosystems and development of marine and coastal biodiversity" (direct management) (Component 4)

(a) Objectives of the grants, fields of intervention, priorities of the year and expected results

The objectives and the type of actions eligible for financing and the expected results are those described under 3.1 and 3.2.

(b) Eligibility conditions

Potential applicants for funding should be established in a European and/or regional (ENPI) country and be legal entities, local authorities, public bodies, international organisations, NGOs as well as private economic actors (such as SMEs).

(c) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the applicant.

The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(d) Maximum rate of co-financing

The maximum possible rate of co-financing for grants under this call is 80% of the eligible costs of the action.

The maximum possible rate of co-financing may be up to 100% in accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012 if full funding is essential for the action to be carried out. The essentiality of full funding will be justified by the responsible authorising officer in the award decision, in respect of the principles of equal treatment and sound financial management.

(e) Indicative trimester to launch the call

Third trimester of 2015

(f) Exception to the non-retroactivity of costs

Not applicable.

4.3.3. Procurement (direct management)

	Type (works/ supplies/ services)	Indicative number of contracts	Indicative trimester of launch of the procedure
4.3.3.1 Treatment and disposal of the remaining wastes from the 2006's oil	Services	2	1 st trimester of 1 st year

spill (Component 1)			3 rd trimester of 1 st year
4.3.3.2 Complementary testing for the treatment and disposal of the oil and semi-solid wastes (from the 2006's oil spill) (Component 1)	Services	1	1 st trimester of 1 st year
4.3.3.3 Supervision of the "Treatment and disposal of the remaining wastes from the 2006's oil spill" (Component 1)	Services	1	1 st trimester of 1 st year
4.3.3.4 Technical assistance to the Lebanese Petroleum Administration (Component 2)	Services	1	2 nd trimester of 1 st year

4.4. Scope of geographical eligibility for procurement and grants

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

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

4.5. Indicative budget

Protection and sustainable development of maritime resources	Amount in EUR thousands	Third party contribution
Component 1		
4.3.3.1 Procurement: Treatment and disposal of the remaining wastes from 2006's oil spill (direct management)	2,200	/
4.3.3.2 Procurement: Complementary testing for the treatment and disposal of the oil and semi-solid wastes (direct management)		
4.3.3.3 Procurement: Supervision of the "Treatment and disposal of the remaining wastes from the 2006's oil spill" (direct management)		
Component 2		
4.3.3.4 Procurement: Technical assistance to support the government's preparation of exploiting and producing offshore oil and gas resources (direct management)	2,000	/
Component 3		

4.3.1.1 Call for proposals "Support to the development of municipal waste management schemes" (direct management)	13,000	/
Component 4		
4.3.1.2 Call for proposals "Recovery of affected marine ecosystems and development of marine and coastal biodiversity" (direct management)	1,200	/
4.7. – Evaluation and audit	200	/
4.8. – Communication and visibility	200	/
Contingencies	200	/
Totals	19,000	/

4.6. Performance monitoring

The European Commission will regularly monitor the performance of the grant projects against the expected results indicators described under 3.2.

The grant contractors will report all results to the European Commission, which may also carry out Results Oriented Monitoring (ROM) via independent consultants.

4.7. Evaluation and audit

The Commission will carry out a mid-term evaluation and a final evaluation (via independent consultants) of the whole programme.

Financial and technical audits might be carried out as necessary.

EUR 200,000 is earmarked for audit and evaluation purposes. Evaluation and audit assignments will be implemented through service contracts, making use of one of the Commission's dedicated framework contracts or another applicable procurement procedure. Indicatively, these contracts will be procured in the second semester of 2016, and in the second semester of 2019.

4.8. Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated before the start of implementation and supported with the budget indicated in section 4.5 above.

The measures shall be implemented either (a) by the Commission, and/or (b) by the partner country, contractors, grant beneficiaries and entrusted entities. Appropriate contractual obligations shall be included in, respectively, financing agreements, procurement and grant contracts, and delegation agreements.

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

EUR 200,000 is earmarked for programme's communication and visibility purposes. These will be implemented through service contracts, making use of one of the Commission's dedicated framework contracts or another applicable procurement procedure. Indicatively, this contract will be procured in the second semester of 2017.

EN

ANNEX 2

of the Commission Implementing Decision on the Annual Action Programme 2014
in favour of the Republic of Lebanon

Action Document for
"Upgrading Solid Waste Management capacities in Lebanon (SWAM 2)"

1. IDENTIFICATION

Title/Number	Upgrading Solid Waste Management capacities in Lebanon (SWAM 2) CRIS number ENI/2014/025-014		
Total cost	Total estimated cost: EUR 21,000,000 Total amount of EU budget contribution: EUR 21,000,000		
Aid method / Method of implementation	Project approach: Indirect management with the Republic of Lebanon		
DAC-code	14050 15110 73010	Sector	Waste management / disposal Public sector policy and administrative management Reconstruction relief and rehabilitation

2. RATIONALE

2.1. Summary of the action and its objectives

This programme aims at improving the overall efficiency and effectiveness of Solid Waste Management (SWM) in the areas of Lebanon most affected by the influx of Syrian refugees. The action will directly contribute to alleviate the medium and longer term needs of the Lebanese host communities in areas with high Syrian refugees concentrations, by

- (i) building and upgrading SWM infrastructure and equipment at local level and
- (ii) enhancing the overall management capacity of local administrations in the SWM sector.

2.2. Context

2.2.1. Country context

2.2.1.1. Economic and social situation and poverty analysis

Lebanon is characterised by regional socio-economic disparities with almost 30% of the population living under the poverty line and 8% under the extreme poverty line.¹ Due to the absence of a modern legal framework on decentralisation, a lack of appropriate human and financial capacities and a non-performing fiscal system, the quality and accessibility of public services is often quite low. There are now around 962,000 Syrian, Palestinian refugees and Lebanese returnees in most parts of the country spread across more than 1,500 different locations, but the concentrations remain in the north (27.44%), including the city of Tripoli, and in the South (12.25%).

This represents respectively an increase of 31.3% and 12.2% of the population in these regions. With respectively over 31.2% and 37.3% of the region's families living below the poverty line, both regions are among the poorest in Lebanon. They are characterised by weak infrastructure and limited livelihood opportunities. Even before the influx of refugees, the resources were limited. After having hosted refugees, often in private homes, the resources of host communities are stretched to the limit.

2.2.1.2. National development policy

As the Syrian conflict is highly divisive in Lebanon, the Government adopted a so-called "disassociation policy" vis-à-vis the conflict. This meant, inter alia, that the refugee issue remained largely un-addressed by the government of Lebanon until December 2012 when the Prime Minister launched its plan "Response of the Government of Lebanon to the Crisis of Syrian Displaced Families". The plan was the first official recognition of the urgency of the crisis and of the responsibility of the government of Lebanon in dealing with it. The response plan presented a global approach that intends to bring together all the actors – the UN, local and international Non-Governmental Organizations (NGOs) as well as donors - under the umbrella of the government of Lebanon. An inter-ministerial committee (IMC) headed by the Prime Minister was set up to implement the response plan. The Ministry of Social Affairs (MoSA) was put in charge of co-ordination.

The Regional Response Plan 6 (RRP6), presented jointly by the government of Lebanon, United Nations High Commissioner for Refugees (UNHCR), United Nations (UN) and NGOs partners, is to be considered as the strategic response for Lebanon and cover of the humanitarian needs for period from January to December 2014. Also in this timeframe, it forecasts at least 100,000 Palestine Refugees from Syria (PRS) and up to 50,000 Lebanese returnees^[1]. Requirements for the response amount to over USD 1.7 billion with an additional USD 165 million presented by government of Lebanon for direct support to national institutions.

¹ UNDP Poverty, Growth and Inequality in Lebanon, 2007.

[1] Until January 2014 there were 51,000 PRS and 17,500 Lebanese returnees.

Besides, in order to provide a solid basis to define its needs and frame its priorities in terms of the specific assistance it seeks from the international community as well as to inform its own domestic policy response, the government of Lebanon requested the World Bank to lead an Economic and Social Impact Assessment (ESIA) of the Syrian conflict on Lebanon which was subsequently transposed into a roadmap "Lebanon roadmap of priority interventions for stabilisation from the Syrian conflict" (October 2013).

The roadmap estimates the needs to finance additional municipal services and programs to help reduce communal tensions and enhance social cohesion in Lebanese municipalities and host communities. The needs of the SWM sector are estimated to USD 100 million.

Regarding the national development policy of the sector itself, direct responsibility for SWM lies with the municipalities. Currently there exist 42 Unions of Municipalities in Lebanon to address common issues. However, very little collaboration takes place despite the high transaction costs associated with fragmented delivery systems. While municipalities are responsible for operating all collection and treatment systems, they suffer from lack of resources as well as operational solid waste management experience, preventing them from delivering services effectively.

2.2.2. *Sector context: policies and challenges*

The lack of waste management is one of the most acute sources of tensions between the host communities and the Syrian refugees. Indeed, the SWM situation is becoming more pronounced to the brink of a national crisis, hence the need for immediate intervention. It is therefore of utmost importance to contribute to address these needs in a quick and effective manner, by improving SWM infrastructure at local level.

Before the crisis, Lebanon generated around 1.94 million tons (2010) of solid waste per year, with a municipal solid waste generation growth of 1.65% per year. At that time, SWM was already among the most significant environmental challenges to Lebanon. Indeed, the system is mainly based on collection and open dumping in most of the areas in Lebanon, except for Beirut and part of Mount Lebanon, where treatment of waste consists on sorting and composting and sanitary landfilling. A private operator is dealing with all SWM related activities from collection to disposal.

The current crisis has doubled the quantity of solid waste generated in several areas, mainly those with high concentration of refugees causing severe challenges for solid waste collection and disposal. The impact of the increased waste load on the natural environment is major particularly in terms of polluting surface, ground and marine waters, together with increasing soil pollution. In addition, the quantities and types of medical waste are expected to increase given that many refugees are seeking medical treatment. Thus, this waste stream is expected to increase environmental and public health problems given that medical waste is currently not collected nor treated separately from municipal waste (with the exception of a few large hospitals).

Most of the existing legislation regarding SWM is oftentimes outdated or incomplete. Other instruments were enacted spontaneously with little regards for implementation. The main relevant document regarding SWM is the Municipal Solid Waste Management plan to Lebanon which was approved by the Council of Ministers (CoM) in June 2006 and revised in 2010. This Master Plan recognizes four services areas

- 1) North Akkar,
- 2) Beirut & Mount Lebanon,
- 3) Bekka & Baalbek-Hermel and
- 4) South and Nabatieh

and proposes an integrated approach to SWM involving collection and sorting, recycling, composting and landfilling (June 2006) and incinerating and waste-to-energy (September 2010).

2.3. Lessons learnt

The EU has already had success with adopting a two-step approach to refugee crises providing emergency humanitarian assistance while at the same time addressing medium to long term needs in host communities. The improvements made to local host communities can alleviate the pressure felt by hosts and refugees alike and play a significant role in reducing brewing tensions between the groups.

All responses to the crisis, including previous responses through the European Neighbourhood and Partnership Instrument (ENPI), have shown that the situation on the ground develops faster and further than projections and the interventions designed. For that reason, a large degree of flexibility will be required for any intervention addressing medium to long term needs, in order to allow for an effective response to the evolving needs of the beneficiary populations.

Lessons have been drawn regarding implementation modalities both on institutional set-up and coordination from two similar projects, in particular:

- the EU-funded programme "*Assistance to the Rehabilitation of the Lebanese Administration (ARLA)*": the project was successfully supported by the Office of the Ministry of State for Administrative Reform (OMSAR) which demonstrated a comprehensive experience in managing and implementing SWM projects. OMSAR is currently providing funds to support Operation and Maintenance (O&M) of these solid waste treatment plants.
- part of the programme "*Upgrading Basic Services in Communities in Lebanon*" implemented by UNHCR and under which a strong coordination framework has been developed, could be used for the current project.

2.4. Complementary actions

This action is complementary to the support already provided by the EU, certain EU Member States, other donor countries, international organisations and NGOs, to address the humanitarian and non-humanitarian needs caused by the conflict in Syria and the substantial influx of refugees to Lebanon as set forth in the RRP6. In

addition, the EU has been closely involved in the preparation of the World Bank's Economic and Social Impact Assessment (ESIA). Hence, coordination with interventions of the other donors will be ensured.

So far, the EU has allocated EUR 333 million in additional funds to respond to the crisis in Lebanon, out of which 170.8 million are ENPI funds. The funds are channelled through UN agencies and NGOs in coordination with the Ministry of Social Affairs (MoSA). Of these funds:

- EUR 92.5 million have already been committed for Lebanon through the ENPI budget and the Instrument for Stability (IfS) to address medium and long term needs in the areas of: education, health, reinforcing the capacities of the Lebanese authorities to deal with crisis, local community empowerment and support to PRS.
- The European Commission has by October 2013 allocated EUR 135 million in emergency humanitarian assistance to Lebanon (through ECHO) through UN agencies and European NGOs.

The objectives and results of the programme presented in this Action Document will complement the following projects:

- The 1st SWAM programme (EUR 14 million) funded under the *SPRING 2013* allocation. This programme is totally similar to this one with similar objectives and institutional set-up.

However, it will cover other geographical areas also very affected by the influx of Syrian refugees and will give priority to the Northern region and the Bekaa. This programme should normally start its activities during the 2nd semester of 2014.

- The EU-funded programme "*Assistance to the Rehabilitation of the Lebanese Administration (ARLA)*" (EUR 14 million), which has successfully supported eleven rural municipalities in improving their solid waste services. This project financed the construction of SWM facilities (in particular solid waste treatment plants) and equipment (bins and trucks). It was closed in March 2011 and since then OMSAR is still providing technical and financial support to these municipalities that will be targeted by Component 2 of this project.
- Three EU-funded projects (currently under implementation) include capacity building components respectively to the Ministry of Energy and Water (MoEW), the Ministry of Environment (MoE) and the Ministry of Agriculture (MoA): the EUR 9 million "Support for infrastructure strategies and alternative financing", the EUR 8 million "Support to reforms and environmental governance" and the EUR 14 million "Agriculture and Rural Development" projects. These three programmes will support the revision and the drafting of legal frameworks in fields that are related to SWM (e.g. waste-to-energy laws, responsibilities and mandates of SWM). In addition, it will complement the EU-funded regional programme *Horizon 2020 Initiative to de-pollute the Mediterranean Sea*, one of whose focus areas is SWM. The Initiative includes an infrastructure development component (the Mediterranean Hot Spots Investment Programme (MeHSIP) project under the responsibility of the

European Investment Bank (EIB), a capacity building component and a monitoring component.

- The "Support to municipal finance" programme (EUR 20 million) which has been reoriented to enhance the municipalities' ability to design and implement infrastructure projects for water supply, sanitation and solid waste disposal. This project will strengthen the resilience of host communities of Syrian refugees by upgrading municipal service especially with regard to SWM. Since the scope and the beneficiaries' profiles between the two projects are similar, good coordination between the implementing partners will be sought to seek synergies throughout the implementations of the projects.
- The programme "Support to enhance basic infrastructure and economic recovery in Lebanon" is to be implemented with a total estimated cost of EUR 18 million aiming at improving the overall efficiency and effectiveness of basic services provided to the Lebanese communities affected by the influx of Syrian refugees. This project will achieve its objective by enhancing economic recovery through creation of revenue generating activities. Since this programme and the SWAM 2 project will work in the same geographical areas on similar topics, good coordination will foster synergies.
- Part of the programme "Upgrading Basic Services in Communities in Lebanon" (EUR 9 million out of EUR 12 million) will also contribute enhancing water and sanitation hence also responding to the basic services needs of the host communities

2.5. Donor coordination

It is intended to establish close cooperation with international financial institutions and other donors within the framework of this programme in order to avoid any overlapping activities, and to foster complementary results and measures' impact. The OMSAR, as Contracting Authority of this programme will facilitate the coordination with other line Ministries, in particular with the MoE, thanks to its central role in many operations/projects in the sector in Lebanon.

The co-ordination between the government of Lebanon, the donor community and UN agencies is critical in order to get ensured sustainable results on the ground as shown in section 2.4 (experience of ARLA Project). However, substantial efforts are still to be made to increase the actual involvement beyond formal aspects of the government of Lebanon in the response provided.

A new partnership will be established and developed with the newly appointed Government to enhance the efficiency of the response.

With regard to the Syrian crisis, the EU has a close working relationship with the government of Lebanon, the main UN agencies involved in the response to the influx of Syrian refugees to Lebanon inter alia United Nations High Commissioner for Refugees (UNHCR), United Nations Children's Fund (UNICEF), World Food Programme (WFP), United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) and United Nations Development Programme (UNDP)

as well as with a number of international and national NGOs that often act as implementing partners for UN agencies.

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

Coordination with other EU Members States and in particular with the Italian Cooperation which is currently working on the development of a master plan on SWM in Baalbek will be systematically sought at all stages of the project.

3. DETAILED DESCRIPTION

3.1. Objectives

The *overall objective* of this project is to contribute supporting mitigating the impact of the Syrian crisis on Lebanese host communities by alleviating tensions related to health and environmental hazards.

The *specific objective* of this project is to upgrade the provision of basic services regarding SWM.

3.2. Expected results and main activities

Expected results and main activities are as follow:

- *Expected result 1: Environmentally friendly municipal SWM systems are established in region most affected by the influx of Syrian refugees according to national laws and regulations.*

Main activities may include:

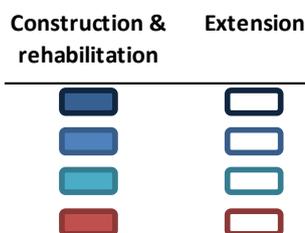
- Construction/extension/rehabilitation of sanitary landfills;
- Sanitary landfills-related infrastructure such as access roads;
- Provision of disposal and collection equipment (bins, trucks and compactors);
- Construction/extension/rehabilitation of solid-waste treatment plants

For the activities above, the following sites have been identified, namely:

Beneficiary	Solid-waste Treatment facilities			Sanitary landfill
	Sorting / Recycling	Composting	Biogas digester RDF* Medical waste	
Bekaa				
Jeb Janine Union				
Mount Lebanon				
Jbeil				
Nabatyeh				
Unions of Nabatyeh-Chqif				
Ansar				
Bint Jbeil				
Khiam				
Qabrikha				
North Lebanon				
Union of Al Fayhaa Municipalities - Tripoli				
Union of El Menieh				
Michmich - Akkar				
Srar				
Koura				
Zgharta				
Daneyeh				
South Lebanon				
Union of Municipalities of Tyre				
Sahel Ezzahrani				

KEY

* *Refuse-derived fuel*



- *Expected result 2: Enhanced management and Operation and Maintenance (O&M) capacities of the targeted municipalities by Component 1 of this programme.*

Main activities may include:

- Support to O&M of the facilities;
- Legal support in drafting agreements amongst the municipalities using common infrastructure;
- Support in procurement for recruiting contractors (e.g. to operate solid-waste treatment plants), purchasing equipment and carry-out works.

The local authorities benefiting from activities listed under 'expected results 1' will be primarily targeted. A dedicated long-term technical assistance will directly support the implementation of this component. This will also contribute in securing the sustainability of the project's results.

As far as possible, a high labour intensive system will be used to implement the activities under result 1 in order to provide as many jobs as possible to disadvantaged population.

3.3. Risks and assumptions

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

Risks include:

- The Syrian conflict could further spill-over into Lebanon. This could jeopardise the project and cut-off access to Lebanese territory for international organisations and actors;
- The Lebanese authorities will be hampered in dealing with the crisis due to political constraints and limitations on capacities and resources;
- Some actors in the international community (state and non-state actors) could provide interventions outside the established co-ordination mechanisms, which could lead to cases of duplication of support;
- Lack of commitment of central and/or local authorities (e.g. election of a new government that doesn't prioritize the SWM sector, lack of coordination among municipalities).
- Lack of capacity of the municipalities to deal with the contractors involved in the construction, design and O&M. This risk will be mitigated by a strong support of the technical assistance through dedicated on-the-job training to municipalities.

3.4. Cross-cutting issues

The environmental impact of the projects is expected to be positive as the intervention will assist Lebanon in managing the refugee influx, which in itself has a negative effect on the environment due to the increase in demand for resources and by creating additional pressure on existing solid waste infrastructure. An Environmental Impact Assessment (EIA) will also be done for the municipalities where sanitary landfills will be constructed (Tyr, Nabatieh and Jeb Janine).

The project will have a positive effect on *gender equality* as it will facilitate public services provisions for most vulnerable families that might otherwise not be able to do so, in particular the provision of solid-waste related services. Access to SWM services to women will be promoted under this project by expanding its outreach to households in which women have traditionally a critical role to play when it comes to solid-waste disposal (e.g. rolling up collection and sorting facilities, awareness campaign at household level).

By working directly with Local Authorities and their capacities, the project will significantly contribute to *good governance* and support Lebanese authorities in their management of local assets and services. In addition, community empowerment activities will engage citizens and refugees in the identification of needs and possible solutions to the challenges faced by affected areas. Through its efforts to mitigate the impact of the influx of refugees the project will assist in defusing potential tension between refugees and host communities and positively affect refugee protection and conditions.

3.5. Stakeholders

For this programme, the main stakeholder and implementer at government level is the OMSAR, which has demonstrated a comprehensive experience in managing and implementing infrastructure projects at country's level in the past, including EU funded Programmes.

The SWM infrastructure of Ansar, Bint Jbeil, Daneyheh, El Menieh/Tripoli, Jbeil, Jeb Janine, Khiam, Koura, Michmich, Nabatyeh, Qabrikha, Sahel-Ezzahrani, Srar, Tyre and Zagharta will be targeted among others. However, this project will benefit to a much bigger number of municipalities since the facilities will be shared by other municipalities that are part of the SWM systems of the above municipalities².

The selection of municipalities chosen to host SWM infrastructure are in line with the approved Municipal Solid Waste Management plan (2010).

The *private sector* will also play an important role in this programme since they will be involved in the management and the O&M of the facilities. The project will pay a special attention to the contractual relationship between the municipalities and the contractors.

Finally, the *civil society* will also be involved in the project, particularly environmental groups and non-governmental organisations. In particular these groups will be strongly associated to the EIAs that will be conducted under this project. They could also be involved throughout their activities to the environmental monitoring of the project.

As far as possible, high labour intensive methods will be used to implement the construction activities under Component 1 in order to provide as many jobs as possible to *disadvantaged population*. This income generating scheme would assist the refugees and the hosts in re-capturing part of the income they have lost during the crisis, and render them less dependent on aid.

² It is expected that facilities provided under Component1 for the 10 targeted municipalities of Tripoli, Srar, Zagharta, Daneyheh, El Menieh (North), Tyre, Nabatyeh, Saida, Bint Jbail and Jeb Janine (South) the project will also benefit all the 667 municipalities which are part of their respective SWM systems representing a population of 2,700,000 inhabitants. Component 2 of the project will support, amongst other things, all these municipalities in formalizing the use and the management of these facilities through dedicated agreements (see activities under Component 2).

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country, referred to in Article 184(2)(b) of the Regulation (EU/Euratom) No 966/2012.

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in sections 3.2. and 4.3. will be carried out, is 60 months from the date of entry into force of the financing agreement, subject to modifications to be agreed by the responsible authorising officer in the relevant agreements. The European Parliament and the relevant Committee shall be informed of the extension of the operational implementation period within one month of that extension being granted.

4.3. Implementation components and modules

4.3.1. Indirect management with the Republic of Lebanon

This action with the objective of upgrading the provision of basic services regarding SWM may be implemented in indirect management with Lebanon in accordance with Article 58(1)(c)(i) of the Regulation (EU, Euratom) No 966/2012 according to the following modalities:

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

Payments are executed by the Commission.

In accordance with Article 262(3) of Delegated Regulation (EU) No 1268/2012, the partner country shall apply procurement rules of Chapter 3 of Title IV of Part Two of Regulation (EU, Euratom) No 966/2012. These rules, as well as rules on grant procedures in accordance with Article 193 of Regulation (EU, Euratom) No 966/2012, will be laid down in the financing agreement concluded with the partner country.

A Programme Steering Committee will be set up to oversee and validate the overall direction and policy of the programme. It will be composed of the Office of the Ministry of State for Administrative Reform, the Ministry of Environment, the Municipalities and the Unions of Municipalities benefiting from this project, the European Commission and other relevant stakeholders.

4.3.2. Procurement (direct management)

	Type (works/ supplies/ services)	Indicative number of contracts	Indicative trimester of launch of the procedure
Evaluation	Services	2	2 nd semester of 2 nd year 2 nd semester of 4 th year
Audit	Services	1	2 nd semester of 1 st year

4.4. Scope of geographical eligibility for procurement and grants

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

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

4.5. Indicative budget

Module	Amount in EUR	Third party contribution
4.3.1. - Indirect management with the Republic of Lebanon	19,400,000	/
4.7. - Evaluation and audit	300,000	/
4.8. - Communication and visibility	300,000	/
Contingencies	1,000,000	/
Totals	21,000,000	/

4.6. Performance monitoring

Achievements will be monitored regularly by the OMSAR as Contracting Authority, which shall set up a programme's technical and financial monitoring system. Regular progress reports will be generated.

All results will be reported to the European Commission, which may also carry out Results Oriented Monitoring (ROM) via independent consultants, starting from the sixth month of project activities, which will be finalised at the latest 6 months before the end of the operational implementation phase.

4.7. Evaluation and audit

The Commission will carry out external evaluations (via independent contractors), as follows:

- a mid-term evaluation mission;

- a final evaluation, at the beginning of the closing phase.

The Beneficiary and the Commission shall analyse the conclusions and recommendations of the mid-term evaluation and jointly decide on the follow-up action to be taken and any adjustments necessary, including, if indicated, the reorientation of the project. The reports of the other evaluation and monitoring missions will be given to the Beneficiary, in order to take into account any recommendations that may result from such missions.

The Commission shall inform the Beneficiary at least three months in advance of the dates foreseen for the external missions. The Beneficiary shall collaborate efficiently and effectively with the monitoring and/or evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

Audit missions might be carried out as necessary and in addition to the foreseen verification measures.

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

4.8. Communication and visibility

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

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated before the start of implementation and supported with the budget indicated in section 4.5 above.

The measures shall be implemented either (a) by the Commission, and/or (b) by the partner country, contractors, grant beneficiaries and entrusted entities. Appropriate contractual obligations shall be included in, respectively, financing agreements, procurement and grant contracts, and delegation agreements.

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

ANNEX 3

of the Commission Implementing Decision on the Annual Action Programme 2014
in favour of the Republic of Lebanon

Action Document for the programme Building National Stability (BNS)**1. IDENTIFICATION**

Title/Number	Building National Stability (BNS) CRIS number: ENI/2014/025-057		
Total cost	Total estimated cost: EUR 12,000,000 Total amount of EU budget contribution: EUR 12,000,000		
Aid method / Management mode and type of financing	Project Approach Direct management – procurement of services and supplies Indirect management with the International Centre for Migration Policy Development (ICMPD) and with the United Nations Development Programme (UNDP)		
DAC-code	15210	Sector	Security system management and reform

2. RATIONALE AND CONTEXT**2.1. Summary of the action and its objectives**

Amid a complex domestic and regional scenario, the challenge for the Lebanese security system is one of *resilience*: to withstand internal and external pressures and shocks, and to deliver public services in a way that strengthens rather than destabilises Lebanon's delicate internal equilibrium. This is of particular importance in the context of the Syria crisis, and the massive pressures it places on Lebanon's social and political fabric. For this reason, the action will build on and consolidate European Union(UE) Security sector reform (SSR) work in Lebanon to date, continuing to lay the foundation for longer-term institutional reform and the accountable delivery of security services whilst focusing its support in areas of immediate relevance in the current context (such as Integrated Border Management (IBM), emergency preparedness and crisis management/response).

The programme is designed to leverage, wherever possible, greater co-ordination and inter-operability between security sector agencies, adopting a *thematic approach* rather than an agency-specific one. It explicitly seeks to support the agencies to deliver effect at the point of greatest need rather than exclusively at central institutional level, with a focus on borders, communities more affected by the current

crisis and areas more prone to the occurrence of natural calamities. The support will therefore target measurable improvements to government response and service delivery to citizens and communities on the issues which most threaten their security and safety.

Aiming at the same overarching goal of strengthening the Lebanese security sector for conflict prevention purposes and as a vector of national cohesion and unity, the programme "Support to the Lebanese Security Sector for Stability and National Cohesion" (S4NC) approved under the Annual action programme (AAP) 2013, together with this BNS programme also constitute a first EU response to the priorities highlighted in the Political and Security Committee (PSC) recommendations from 30 January 2014 on enhanced EU support to the Lebanese Armed Forces, covering, among others, civil-military co-operation, border security, military education and training system, institutional capacity building, Integrated Border Management, Chemical, biological, radiological and nuclear (CBRN).

2.2. Context

2.2.1. *Country context*

Lebanon is a fragile state characterised by weak institutions that are prey to entrenched confessional divisions. This makes the adoption and implementation of key government policies, including in the security sector, difficult. Furthermore, the political system is designed to cement multi-confessional co-existence through checks and balances that provide for short-term stability but restrict the scope for reform.

Since the 1990 armistice, Lebanon has been continuously subject to enormous internal and external pressures and shocks, including the ongoing presence of Palestinian refugee camps, outbreaks of conflict with Israel, politically-sponsored internal violence and terrorist attacks. The current regional political dynamics have added significantly to those pressures and shocks, with a refugee influx which has swollen the country's population by 20% in three years (generating serious social and economic pressures in border areas and host communities), and the increasing displacement of the Syrian conflict – and its wider regional and global underpinnings – to Lebanese territory. These dynamics cannot be readily categorised as 'internal' and 'external', but together threaten to stress Lebanon's fragile politico-social equilibrium to breaking point.

The most pervasive risks relate to the spill-over from the conflict in Syria, with mounting concern for its potentially destabilising effect on Lebanon. The Syrian crisis has led to further polarization and weakening of governance, the postponement of elections originally scheduled for June 2013 and the extension of the present Parliament until November 2014 severely limiting the scope for legislative process or policy formulation and implementation.

Although major political and economic reforms remain stalled by the lack of political consensus, the security and stability of the country remain at the centre of the discourse of the national authorities, as reflected in the priorities agreed under the new Action Plan for EU-Lebanon Partnership and Co-operation (2013-2015) and

Single Support Framework (SSF) for the period 2014-2016. Lebanon is upholding its international obligations with respect to United Nations Security Council Resolution (UNSCR) 1701 and co-operation with United Nations Interim Force in Lebanon (UNIFIL), and with the Special Tribunal for Lebanon (STL), as well as upholding international humanitarian principles on protection and assistance to people fleeing violence

2.2.2. *Sector context: policies and challenges*

Lebanon has a relatively developed security sector in terms of formal legal framework and institutions, established chains of command, and, at least on paper, subordination to civilian government. Nonetheless, a deep domestic disagreement over what constitutes the “national interest” and on the nature and aims of security as well as the increasing tensions provoked by the crisis in neighbouring Syria risk eroding organisational effectiveness, highlighting the challenges faced by the Lebanese security system in responding to the citizens' security needs, while respecting the standards of a democratic State.

The composition and balance of powers within the security sector reflect Lebanon's multi-confessional character: Lebanon's state security institutions are not only ‘guarantors’ of security and public order, but influencers of and agents in the wider politics of equilibrium and control, and the security services are perceived as (and to differing degrees are) subject to political and confessional influence, as well as agents of those influences on society. Due to the diffusion of political power and allegiance through the security sector (as well as to more practical issues of management and capability), their relations are often characterised by poor co-operation, competition and duplication of tasks.

Amid these challenges, the agencies are critical not only to ‘providing security and enforcing the law’, but to national stability. The agencies have the potential to both strengthen or weaken the social cohesion of Lebanon, through their direct actions, their roles (and citizens’ perceptions of those roles), and their ability, or the absence of it, to bridge confessional and sectarian divides. Supporting the Lebanese security system's effectiveness and legitimacy therefore remains a fundamental requirement for preventing the escalation of violent conflict, managing current and future crises, and fostering national unity in a country fragmented by years of civil war, a political settlement which preserves the underlying dynamics of that conflict, and repeated outbreaks of violence.

This is particularly the case in the current crisis context. Since May 2012, the security situation has deteriorated due to the growing involvement of opposing Lebanese factions in the fighting in Syria, exacerbated by the widespread availability of weapons. Incidents include clashes between the traditionally hostile neighbourhoods in Tripoli, cross-border incursions from regular Syrian forces, the shelling of Lebanese cities by Syrian opposition fighters, and eruption of violence in Sidon, Baalbek and Beirut. The borders with Syria are porous and border management remains weak. The Lebanese Armed Forces (LAF) are overstretched by the requirement to protect the borders and provide support for both internal security and crisis response / emergency relief tasks; the General Directorate of General Security (GS) still lacks the capacity and systems to administrate border immigration

at the same time as fulfilling its mandate to manage the swelling population of immigrants and refugees within Lebanese territory; and the Internal Security Forces (ISF) are still in the process of regaining public trust and becoming an institution that is more responsive to citizens' needs and expectations.

This means that, in addition to consolidating the work started under previous support cycles (AAP 2010 and AAP 2013), the impact of the Syrian crisis and the pressure it places the security sector increases the requirement for enhanced support for the security agencies in domains that are of direct relevance in the current context. Continued EU engagement will therefore help address the immediate need to respond to the crisis, as well as the structural deficiencies which undermine the country's governance, the legitimacy of the State security agencies, and the confidence of citizens¹.

2.3. Lessons learnt

The key lessons learned by the EU and the wider international community in Lebanese security sector engagement over recent years are:

- ✓ *'Capacity building' rather than 'capability building'*. There is a tendency amongst bilateral donors to concentrate their efforts on strengthening the security forces with equipment and training to cater for their short-term needs, often confusing 'stability' with 'security' and lacking a more holistic approach to SSR which aims to generate long-term, sustainable change.
- ✓ *Lack of donor coherence*. Although efforts have been made to co-ordinate, genuinely synergistic interventions which drive at common effect are lacking. The Lebanese security agencies receive a wide array of international support in the same areas, without consistent agreement on an overall set of goals and a common approach. Incoherent programmes may build individual or functional capacity, but are unlikely to foster systemic change.
- ✓ *Over-ambition*. Donor interventions that sought to change entire institutional capabilities have proved less effective than discrete pilots in 'addressable' areas that could then be scaled up based on lessons learned from initial implementation.
- ✓ *Weak local ownership*. There has in many cases been a lack of thorough and proper consultation, joint problem analysis and co-management with Lebanese partners. This has reduced genuine local ownership, and damaged the potential for sustainable reform institutionalised through recipient agencies.
- ✓ Many SSR interventions in Lebanon have been *overly focused on a single security sector agency*, limiting the impact on cross-agency co-ordination and inter-operation. A comprehensive approach which includes all actors relevant to a particular security function (e.g. border management), with a focus on joint

¹ More in depth analysis and inputs for the work to be developed will be recollected through the EU-funded project with International Alert "*Promoting people-centred SSR*" (that will be finalised in the second semester of 2014) on people security needs and expectations on the provision of security services, as well as from the work carried out under the grants foreseen under the S4NC on accountability issues.

activities between and among agencies is needed to drive better cross-sectoral working and generate better security outcomes.

- ✓ *Inadequate agility/flexibility in project management.* Lebanon is a fluid environment, and not one in which inputs, outputs and work plans can be defined for an entire project. Iterative amendment and revision to plans and resource allocation is required, with tight project evaluation and revision cycles, particularly at the early stages of engagement, and flexibility for transfer of funding between budget lines.

More positively, by using uncontentious technical entry points for its security-related co-operation, the EU has built relationships of mutual trust with different security sector stakeholders and demonstrated EU capacity to assist the sector, gradually enabling an approach in line with international SSR principles.

2.4. Complementary actions

This action is complementary to the support already provided by the European Commission, EU Member States and other bilateral donors. Close co-ordination is ongoing and will be maintained with all relevant donors.

The European Commission has allocated EUR 34.5 million since 2007 for its support to the development of the Lebanese security sector and the enforcement of the rule of law, through the following interventions that are of particular relevance to this action:

Support to the German-led "**Northern Border Pilot Project (NBPP)**" (2007-8, EUR 2 million), which represented a first attempt to responds to Lebanon's border management responsibilities;

"**Amélioration de l'Investigation Criminelle à tous les stades de la Chaîne Pénale**" (2007-2009, EUR 2.4 million) and "**Security and Rule of Law (SAROL)**" (2009-present, EUR 8 million), covering both the Internal Security Forces (ISF) and the Judiciary and aimed at improving the quality of criminal investigations. The SAROL programme has also supported the development of ISF internal training structures and resources for the Judiciary Police, ISF computerisation efforts, and police capacity to better respond to vulnerable sectors of society;

Building on the above, the programme "**Developing National Capability for Security and Stabilisation (SSP)**" (2012-2015, EUR 12 million) covers the following components:

- i. *Integrated Border Management (IBM)*, working on the development of a national IBM strategy jointly developed by the four agencies involved (LAF, General Security (GS), Customs and ISF) and on the improvement of GS and Customs' operations at the legal crossing points with Syria.
- ii. *Rule of Law and Fight against Crime*, further promoting the organisational development of the ISF (strategic planning, training structures, automation efforts, etc.), its capacity to fight serious organised crime in co-operation with the Judiciary, and its traffic management capacity;

- iii. *People-centred security sector reform*, promoting the establishment of a dialogue with civil society on the needed improvements of the Lebanese security sector towards a more citizens' oriented provision of security services on the basis of a better understanding of people's security needs and concerns.

"Support to the Lebanese security sector for stability and national cohesion (S4NC)" (2014-16, EUR 8 million), which represents the expansion of EU SSR efforts in a more articulated manner, by working on the following:

- a. *Organisational development* of GS and LAF, in order to increase their capacity to perform their functions in line with SSR principles. This includes work on: administration and management issues (human resources, procedures, budgeting processes, maintenance of the equipment and/or infrastructure, etc.); support to internal quality control mechanisms; office automation and development of appropriate ICT systems; and revision and development of GS training systems;
- b. *Support to security agencies' role in preserving national and local stability*, through institutional strengthening of the LAF Unit for civilian co-operation (CIMIC), and promotion of stabilisation initiatives aimed at increasing LAF inter-action with local communities in areas of current or potential instability;
- c. Enhancement of agency-civil society relations with the security sector through sponsored *co-learning, dialogue and research*.
- d. Development of agencies' *strategic communication and public outreach capacity*, with the aim of generating a more robust two-way dialogue between the agencies and citizens on security and public safety issues;

The EU has been active in the **CBRN** domain (Chemical, Biological, Radiological and Nuclear hazards), supporting the development of a National Response Plan for CBRN-related events (2008-12, EUR 2.1 million), including strengthening a LAF CBRN Response Team, and with a regional project (the CBRN Centres of Excellence initiative) funded by the EU Instrument for Stability (IfS).

Finally, the EU-funded regional programme for **Prevention, Preparedness and Response to Natural and Man-made Disasters (PPRD South)** is providing limited support to Lebanese disaster management capability, largely in the form of joint activities with regional disaster management authorities, but no direct intervention in Lebanon is envisaged.

In parallel to these activities, the EU supports the **protection of human rights and fundamental freedoms** through continuous political dialogue with Lebanese authorities and human rights defenders. This dialogue is underpinned by financial assistance both bilaterally through the UN Office of the High Commissioner for Human Rights (UNOHCHR) and through civil society initiatives funded under the EIDHR.

Over the last decade the United States (US) has been the major donor to both the ISF (approx. USD 8M per year) and to the LAF (with a budget of around USD 80M per year). The US programme predominantly covers equipment for LAF through Foreign Military Financing (FMF); but extends also to civil-military co-ordination (CIMIC)

including sponsoring LAF community projects; to LAF public communications; and, recently, to LAF planning, logistics and acquisitions management systems.

Other relevant donors in the security sector are the United Kingdom, which works with the ISF on a community policing pilot project, and provides substantial assistance to the LAF (USD 18M) for operational border control tasks; France, with a regular programme of support to both the ISF and the LAF; Germany and Belgium (equipment donations to LAF).

Parallel to this, EU Member States (MS) are heavily involved in the UNIFIL peace-keeping mission². Apart for carrying out their peace-keeping mission, the role of these contingents is important also in terms of building LAF capacity, including for CIMIC projects, which are carried out in close co-operation with UNSCOL, UNDP and UNOHCHR.

In January 2014, the Kingdom of Saudi Arabia announced a USD 3 billion package of support to the LAF. The support, the large majority of which will be used to supply defence equipment sourced from France, amounts to nearly twice Lebanon's USD 1.7 billion annual defence budget. Initial discussions with LAF suggest that other donor support programmes will continue unaffected; but the absorption of such a donation, the integration of the new capabilities it will provide and the political implications of the assistance are an important consideration for EU and other international support to the LAF.

UNDP has provided support over the past four years to the establishment of a Disaster Management Committee in the Office of the Prime Minister, and has developed a draft National Response Plan, submitted to the Council of Ministers but yet to be approved. UNDP has developed a project plan for building disaster management systems and capability at central, sectoral and local level, and is seeking donor funding for implementation. Several activities have been organised by the DRM Unit through the EU TAIEX Instrument. Although limited funding has been committed, UNDP remains at the forefront of the development of Government of Lebanon central policy mechanisms for disaster management. UNDP's engagement at agency level, however, is limited.

UNHCR is a key donor agency in the current crisis context, and has deployed staff in a number of key locations in Lebanon relevant to refugee influx and accommodation. UNHCR's primary security sector interest is around refugee eligibility and protection, and UNHCR is in discussions with GS regarding possible support to its *Border Modernisation Strategy* in areas which support these objectives, and with LAF in the context of its border security role, which often includes the interdiction of refugees entering Lebanon through non-legal crossing points. As such, in the current context UNHCR is an important programme stakeholder and potential partner. Although UNHCR does not have an SSR mandate or approach, but one which is shaped by refugee issues, there may be synergies available, particularly in the context of the IBM component.

² Thirteen (13) EU Member States provide 3,674 troops representing 35.7% of the total force (the largest contingents being Italy with 1,080 and France with 860 troops).

2.5. Donor co-ordination

Co-ordination between different EU and other donors is undertaken through regular donor co-ordination meetings organised in Beirut (usually at the EU Delegation), where exchange of information takes place and concrete steps to improve co-ordination on internal security assistance are taken. Co-ordination on defence issues, particularly with the US, remains often a challenge; and overall donor co-ordination on project activities is weak – and areas which the next programme should consider as a priority for improvement.

In general, the security agencies lack the capability and systems to act as effective co-ordinators of the wide range of donor support they receive. At a policy level they interact closely with donor organisations; but the programming, project management and activity/resource de-confliction capabilities which would allow meaningful local ownership and management of reform are embryonic.

3. DETAILED DESCRIPTION

3.1. Objectives

The **overall objective** of the programme is to strengthen the resilience of Lebanon's security institutions to withstand internal and external pressures and shocks, and to reinforce the role they can play as drivers of stability and national cohesion.

The **specific objective** is to improve the institutional capabilities of security agencies to fulfil certain functions in a co-ordinated and accountable manner, thus increasing their effectiveness in line with democratic norms and social equity, and the credibility of their actions in the eyes of citizens, particularly in domains of immediate relevance in the current context and in the areas most affected by it.

In line with the priorities highlighted in the PSC recommendations from 30 January 2014 on EU support to the Lebanese Armed Forces, and with the on-going dialogue with other security agencies (e.g. GS), this will translate into work in the areas detailed below.

3.2. Expected results and main activities

Result 1: Enhanced capability for Integrated Border Management (IBM)

Activity Area 1: IBM action planning

1. Support to IBM co-ordinating body at strategic and operational levels to drive implementation of IBM strategy developed under the IBM component of the programme "Developing National Capability for Security and Stabilisation (SSP)" (2012-15);
2. Development of GS and Customs systems and capacity to generate IBM action and implementation plans, programmes and projects, in line with the IBM strategy developed with EU assistance in the previous phase;

3. Assistance to development of rapid response and contingency plans to handle border management implications of evolving Syria crisis; response and contingency planning to be conducted in close co-ordination with UNHCR to ensure full integration of refugee protection imperatives;

Activity Area 2: Strengthening of operational systems and processes for IBM implementation

4. Support border management co-ordination capabilities by advising on creation of National IBM Co-ordination Centre and supporting the establishment of multi-agency operation rooms for co-ordination of border management agencies;
5. Support development of risk analysis, early warning and pre-arrival, intelligence analysis systems;
6. Facilitation of development of international linkages, including through membership of multinational forums and border management organisations and partnerships with bilateral foreign agencies.

Activity Area 3: Development of agency systems for continuous enhancement of operational and delivery capacity

7. Support to development of Lebanese agency-owned training systems, mechanisms and capacity, through: a) development of GS training department, including training management systems and expansion, upgrading and equipping of training facilities; b) establishment of Customs central training facility, with supporting training management systems and capacity; and c) expansion of GS and Customs field training facilities, synchronised with field training of ISF and LAF where appropriate;
8. Delivery of specialist training in technical IBM functions, ensuring where possible the transition of training capability to Lebanese ownership, e.g. through co-teaching with Lebanese trainers, adaptation of curricula for forward use in agency training centres, and specialised train-the-trainer programmes;
9. Facilitation of border management scenario-based exercises (with specific scenarios designed with close reference to current Syria crisis context); with transition of exercise management to Lebanese authorities and incorporation of exercises into GS and Customs core curricula;
10. Development of regional and international training and lessons exchange partnerships and networks.
11. Continued development of IBM infrastructure and equipment, in line with IBM strategy, including through: support to development of agencies' dedicated logistics and facilities management units (responsible for needs assessment, development of logistics and procurement programmes and plans, investment policy, capital and operational budget plans, and procurement procedures); development of inventory database with all IBM agencies; provision of equipment in line with IBM strategy, with a focus on joint-use equipment to foster inter-agency co-operation, e.g. CCTV, automatic number plate recognition (ANPR).

12. Support to implementation of GS Border Modernisation Strategy (BMS), including: a) development of GS programme planning and management capability (definition of scope, prioritisation, programming and budgeting, project management); and b) provision of IT equipment and advisory to support implementation of BMS immediate priority programmes as defined in GS programme planning³.

Activity Area 4: Systems for establishment and maintenance of professional standards in IBM

13. Support to development, dissemination and training of codes of conduct with border management agencies;
14. Development of reporting 'hotline' for members of the public to report allegations of corruption or abuse of authority at the borders; and
15. Support to GS and Customs in development of systems and capacity to investigate allegations of misconduct.

The implementation of this component will follow on from what achieved under the IBM component of the programme "Developing National Capability for Security and Stabilisation (SSP)" (2012-15), including in terms of further implementation of action plans agreed with beneficiaries, training strategies defined and delivery of equipment identified. Complementarity and co-ordination will be ensured with other on-going support, particularly that already provided by EU MS to increase the LAF border security capabilities.

Result 2: Lebanese police services deliver more effective, better-managed and more accountable police services to citizens

Activity Area 1: Police Professionalisation

16. Continued development of ISF training systems and capacity, including in the areas of training strategy, training management, training evaluation, curriculum and course design, trainer career and skills development, and through continued (limited) donation of training equipment;
17. Development, dissemination and implementation of policy and procedure in core police service delivery areas, with a focus on skill areas relevant in the current context, e.g. community safety and public order response;
18. Promotion of joint ISF training with other agencies with key responsibilities in priority service delivery areas of relevance in the current context, in particular the Municipal Police (community safety) and Civil Defence/LAF (crisis risk management and disaster response).

The implementation of this component will follow on from what achieved under the SAROL project and the *Rule of Law and Fight against Crime* component of the programme "Developing National Capability for Security and Stabilisation (SSP)"

³ At the time of writing, the on-going IBM project is providing ITC expertise to GS in order to define the ITC needs for the implementation of the BMS strategy as part of a broader planning for its implementation.

(2012-15), including in terms of training systems and the consolidation of the ISF Academy and Judiciary Police Practical Training Centre, automation issues, and of specific work on gender issues as part of the ISF organisational development, attention to vulnerable public including women victims of domestic violence or other crimes and the need for improved follow up investigations. Activities will be further fine-tuned on the basis of the work carried out by the EU-funded "*Promoting people-centred SSR*" as well as under the grants on accountability issues foreseen under the S4NC.

Result 3: Improved Government of Lebanon capacity for emergency preparedness and crisis response (for both man-made crises and natural disasters), in particular CBRN incidents.

Activity Area 1: Development of functional central crisis risk management and disaster response mechanisms, with a focus on CBRN

19. Support to development of National Operations Room (NOR) for natural and man-made disasters management under the Prime Minister's Office, in line with National Response Plan, (NRP) including though: a) the development of Terms of Reference (TORs) and Standard Operating Procedures (SOPs) for NOR operation and management; and b) provision of office equipment, and technical / telecommunications / audio-visual (non-ICT) equipment;
20. Capacity building of NOR staff, including in use of equipment, risk planning, response and early recovery, in line with staff of Terms TORs/SOPs, including through simulation exercises and exposure to international best practice;
21. Finalization and integration of the CBRN Response Plan in the National response framework;

Activity Area 2: Development of LAF and Civil Defense CBRN/crisis operational management and response capability

22. Support development of LAF crisis management operations room, with a focus on management systems and procedures for handling CBRN incidents;
23. Equipping of LAF crisis management operations room with technical/IT/communications systems required to assist in co-ordination of incidents on the ground;
24. Support to LAF planning for development of tactical CBRN response capabilities, including through development of risk management framework, policies and procedures; development of equipment, sustainment and maintenance procurement plan; and support to establishment of IT architecture for CBRN incident management (e.g. Real-Time Online Decision Support System for Nuclear Emergency Management - RODOS);
25. Capacity building for CBRN Regiment at LAF HQ in CBRN incident planning and response, including through training, exercises, exposure to international best practice and lessons sharing;
26. Provision of field equipment for CBRN response, with training in equipment use and maintenance.

27. Training on CBRN response, including through support to simulation exercises and exposure to international best practice.
28. Support to the reorganisation and institutional development of the Lebanese Civil Defense, with particular reference to the modifications introduced in April 2014 to Decree No. 50/67 from 05/08/1967 establishing and organising the entity⁴.
29. Support to Civil Defense CBRN response capabilities, in co-ordination with the support provided to LAF.
30. If relevant and appropriate, depending on the work developed in the foreseen activities as well as on the lessons learned and results achieved under the support to CIMIC and stabilisation activities under the programme S4NC, this Activity Area could also include an additional support to civil-military co-operation activities, particularly aimed at building community preparedness and resilience to man-made disasters and natural calamities.

Finally: the BNS program may foresee where relevant *institutional capacity building and training measures* beyond those mentioned above.

3.3. Risks and assumptions

The major risks for the interventions relate to *possible deterioration of security in Lebanon*. This could affect both delivery of Technical Assistance, through restricted access and movement within the country, and the willingness of security system stakeholders to engage on and implement the institutional changes required for improved sector performance. Mitigating measures in this area are: consistent security risk management; delivery with and through local partners, ensuring continuity of action if international access and movement is restricted; and political engagement to ensure commitment to reform and development imperatives are not subsumed by immediate operational requirements.

Another risk is represented by the *political sensitivity of security issues*. Mitigating measures in this area are: EU engagement with the Lebanese security sector across the spectrum of security agencies; consistent support to institutional capacity in tandem with a focus on accountability and responsiveness, to illustrate the EU's commitment to building state capabilities; and a sensitive, incremental and locally-owned approach to accountability and state-citizen engagement issues⁵.

Government of Lebanon *stakeholders' ownership of the process* is an important assumption. The commitment shown by the main state stakeholders through programme delivery to date and in recent consultations provides a strong indication that beneficiaries are fully engaged in the process, and will remain so. The proposed programme interventions are based firmly on agencies' own published and

⁴ Amendement de quelques articles du décret no. 50/67 date du 5/8/1967- Règlement et organisation de la défense civile).

⁵ In particular, the programme "Support to the Lebanese security sector for stability and national cohesion (S4NC)" (2014-16) will have a dedicated component on participation, accountability and transparency in SSR. On the basis of this work, it will be in a position to provide the elements for the revision of the LogFrame ahead of the programme's start, to better capture this dimension in terms of indicators.

authorised strategic plans, fall fully within required improvements articulated by the agencies themselves, and support firm intentions by all stakeholders to complement donor interventions through the application of internal resources.

A particular ownership risk is around the *senior leadership of the agencies*. Whilst current leaders are demonstrably committed to reform, accession to senior office of leaders who are less so, or more sceptical of the value of international engagement, has the potential to decelerate the pace of change, particularly in the context of weak co-ordinating ministries. Mitigating strategies in this area are: engagement with a range of officers, avoiding investing too much ‘ownership’ in any one commander and focusing in addition on mid-level officers, who are also potential future leaders; institutionalisation of change through institutional policy, procedure and the internal training regimes of the agencies; ensuring that all change explicitly and measurably drives improved organisational performance; maintaining an appropriate balance between reform objectives and the practical support required by security agencies to properly carry out their duties; continued EU Delegation engagement in policy/sector dialogue with the Lebanese authorities, including the MoIM, MoD and Prime Minister’s Office, and with senior agency counterparts, beyond the activities addressed by the project.

3.4. Cross-cutting issues

Good governance and human rights are an integral part of the proposed programme. The Government of Lebanon remains committed to its obligations under the Human Rights instruments to which the Government is a signatory, and to addressing several priority recommendations, including in the field of Security Sector Reform, highlighted by the last Universal Periodic Review (UPR); and UNOCHR is helping Lebanon work towards this objective, including the compliance of Lebanese security agencies with International Human Rights standards. The programme will work with other EU activities to support implementation of activities which support the delivery of these obligations in the security sector.

In addition to fostering co-ordination between agencies, the programme will take into account the need for co-ordination and inter-operability between the security sector and civilian authorities, including those with responsibilities in the context of crisis risk management and disaster response (e.g. utilities, health, transportation) and the municipalities. This will generate cross-cutting opportunities with other programme, as well as leveraging synergies and offering the opportunity for greater impact between security sector projects.

The integration of gender perspective into the security sector programme is also an important cross-cutter. Currently, LAF, ISF and GS have a relative small percentage of women (approximately 10%), including at officer level. Support to human resource management systems will take into account the key role women (both uniformed and civilian staff) have in the respective security agencies, and in maintaining security, delivering access to justice for all, and fostering the rule of law. A gender-sensitive approach, both within the agencies and in addressing female citizens’ priority security needs, will feature across the programme.

3.5. Stakeholders

The largest security institution is the **Lebanese Armed Forces** (approx. 59,000). The LAF operates in the absence of a government/military defence strategy promoting capabilities necessary for the Armed Forces to respond to security threats. It is currently designed as a conventional military force, though it also has a significant role in internal security and humanitarian/social relief in the case of civilian crisis or natural disasters, for which it is not appropriately configured. In 2013 the LAF finalised a *Capability and Development Plan (CDP)* for the period 2013-2017. In a context in which the spill-over effects of the conflict in neighbouring Syria are impacting Lebanon very hard, LAF are central to the cohesion and stability of the country. Although the LAF continues to enjoy broad national legitimacy due to their cross-confessional composition and generally perceived neutrality, it faces serious difficulties in fulfilling its multiple mandates. This over-stretch is compounded by limited equipment, insufficient infrastructure and structural and co-ordination challenges.

At a time of massive pressure due to the external and internal shocks exerted by the Syrian conflict, **General Security** (GS) also plays a critical role in national security and stability, including in border/migration management, for which it is already a major beneficiary of EU support in IBM. Its relatively small size (5,000), and sophistication in terms of strategic management and leadership indicates a potential absorptive capacity for support.

The **General Customs** are part of the Ministry of Finance, but act as an independent body. The Customs Brigade (uniformed personnel) is responsible for the control of land, sea and air borders. They operate in an extremely complex environment and the IBM *Gap and Needs Analysis* developed by the on-going EU-funded IBM project have identified Customs as the agency most in need of EU support at this stage.

With a force of 26,000 personnel under (like GS) the Ministry of Interior and Municipalities (MoIM), the **Internal Security Forces** (ISF) are the core of what should be the internal security system and a civilian police force. The EU has provided substantial support to ISF since 2007⁶. The programme will continue this support, consolidating results achieved whilst focusing on institutionalising enhanced service delivery through the training academy, strengthening administrative function, and promoting co-operation with other security actors.

In the current context, the role of the **Municipal Police** is an important consideration. The Municipal Police are not part of the ISF, but are recruited and managed locally by municipalities. They do not undertake criminal investigations, but are tasked to counter and deal with petty crime, and are deployed in communities to manage public safety matters. They receive little if any training (training is only given if the municipality decides it should be, and there is no meaningful training capacity at this level) and operate in the absence of standardised procedures. Nevertheless, in the current crisis situation they are often the first point of contact between the citizen and the State at local level, and have a potentially critical role to play in helping to

⁶ More detailed information on the EU assistance to the ISF up to date is available upon request.

resolve inter-communal disputes, including between Lebanese host communities and Syrian refugees.

In the field of **Crisis Risk Management and Disaster Response** two committees have been established under the Office of the Prime Minister: the Disaster Management Committee and the CBRN National Committee. These committees, whose memberships overlap, are important national-level stakeholders for the development of both CBRN response capability and the wider systems for management of crisis and man-made and national disaster. In this framework, the recent approval of the modifications to the law regarding the organisation of the Lebanese Civil Defense also provides an opportunity to provide timely and much needed support for an institution that is key in the response to disasters.

Beyond the security sector agencies themselves, the **civilian authorities of the Government of Lebanon** represent a key stakeholder group. The co-ordinating ministries which, at least in theory, oversee and hold to account the security agencies will be important interlocutors, with the MoIM in particular a potential convening point for inter-agency co-operation on key cross-sectoral issues such as crisis management and disaster response. Both MoIM and MoD house inspectorate generals, which will be engaged in the context of promoting formal and administrative accountability. It is important to note, however, that in the absence of a consensus on the Lebanese “national purpose” the potential for agreement on security and defence strategy is very limited, and all security agencies will continue to operate in a ‘strategic vacuum’. The ministries are therefore partners to be included in consultations; but the centre of gravity for the programme and the projects under it will continue to be the agencies themselves.

A further key stakeholder is Lebanese **civil society**. Civil society is vibrant in Lebanon and exerts a commendable degree of well-informed and professional analysis and advocacy for the rights of citizens. In the security sector, however, this is limited: many non-governmental organisations (NGOs) have attempted to engage in dialogue with the security agencies, with varying and generally limited success. This is likely to be caused partly by a relative lack of capacity in the agencies to engage intelligently with well-informed, highly educated and highly organised NGOs; but largely because the agencies do not have a strong culture or tradition of external engagement. There is, however, an appetite and desire among civil society for a more engaged relationship, and indications that this would be welcome, to a point, in the agencies. This will be handled incrementally, building on what achieved under previous EU-funded SSR programmes.

The ultimate beneficiaries of the action are **Lebanese citizens**. As in any country, this is a complex and diverse spectrum of stakeholder with numerous interests, agendas and priorities. In the context of the Lebanese confessional system, citizens in general identify closely with discrete components of the politico-social fabric, represented by political parties and power blocs. It is therefore very important that the programme seeks to reduce the reality or perception of sectoral politicisation by focusing on work which encourages *equitable service provision to all citizens*, regardless of confession, and on engagement by all security agencies with citizens across the political and confessional spectrum.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country, referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in sections 3.2. and 4.3. will be carried out, is 48 months from the date of entry into force of the financing agreement, subject to modifications to be agreed by the responsible authorising officer in the relevant agreements. The European Parliament and the relevant Committee shall be informed of the extension of the operational implementation period within one month of that extension being granted.

4.3. Implementation components and modules

4.3.1. Procurement (direct management)

	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
Result 2 – Activity Area 1: Police professionalization	Services, supplies	2	Third
Result 3 – Activity Area 2: Development of LAF and Civil Defense CBRN/crisis operational management and response capability	Services, supplies	2	First
Evaluation and Audit	Services	3	Fourth, Twelfth

4.3.2. Indirect management with an international organisation.

4.3.2.1. Indirect management with ICMPD

A part of this action with the objective of *enhancing capabilities for Integrated Border Management in Lebanon* (Result 1) may be implemented in indirect management with the International Centre for Migration Policy Development (ICMPD) in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. This implementation is justified based on the following:

- the action requires a specific technical competence and specialisation. ICMPD is the primary international agency by which the EU approach to Integrated Border Management, as described in the Guidelines for Integrated Border Management in EC External Co-operation (developed by ICMPD) are propagated in EU neighbourhood countries. ICMPD brings the full range of border management, customs, border policing and border security competencies necessary to fulfil the requirement of this action;
- the action is the continuation already provided by the EU on IBM issues in Lebanon. The current support is provided by ICMPFD for the full satisfaction of all stakeholders. This has allowed ICMPD to build a strong basis of trust and partnership with Lebanese partner authorities (notably, GS, Customs, ISF). In the current crisis context, the disruption to the current action which would result from the transfer of this action to another beneficiary would severely restrict effective implementation and damage the delivery of the required results.

The entrusted entity would be in charge of the full implementation of the IBM component both in terms of expertise provided and procurement of equipment.

The entrusted entity might sub-delegate certain activities to other organisations specialised on certain aspects of the intervention (e.g. UNHCR for activity 3). Appropriate provisions will be included in the delegation agreement.

The entrusted entity is currently undergoing the ex ante assessment in accordance with Article 61(1) of Regulation (EU, Euratom) No 966/2012. In anticipation of the results of this review, the responsible authorising officer deems that, based on a preliminary evaluation and on the long-standing and problem-free co-operation with this entity, it can be entrusted with budget-implementation tasks under indirect management.

4.3.2.2. Indirect management with UNDP.

A part of this action with the objective of improving government of Lebanon capacity for emergency preparedness and crisis response (for both man-made crises and natural disasters, with particular emphasis on CBRN) may be implemented in indirect management with the United Nations Development Programme (UNDP) in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. This implementation is justified based on the following:

- UNDP has partnered with the Government of Lebanon for the last four years in developing strategy and structures for central-level disaster management co-ordination, namely in the form of the Disaster Management Committee under the Office of the Prime Minister and the development of the National Response Plan (NRP). Other donors will provide support to development of the capacity required to implement the NRP. For purposes of effective donor co-ordination it is not advisable that the EU, or other donors, seek to develop parallel, and potentially competing, interventions the area of policy-level response to disaster;
- UNDP has built a strong partnership with the elements of the Office of the Prime Minister responsible for co-ordinating crisis risk management and disaster response. More broadly, the UN, through UNSCOL and UNIFIL, has a unique

position as a convenor of donor interaction at policy level on issues of crisis management and results. In the current crisis context, the disruption to the current action which would result from the transfer of this action to another beneficiary would severely restrict effective implementation and damage the delivery of the required results.

- The DRM Unit established with UNDP support under the Office of the Prime Minister has already received a piecemeal support from the EU in the form of study visits and conferences funded under the TAIEX instrument, and it would seem adequate to provide a more solid framework to this incipient co-operation.

The entrusted entity would be in charge of procurement of expertise for the execution of all activities foreseen under Result 3 - Activity Area 1 (*Development of functional central crisis risk management and disaster response mechanisms, with a focus on CBRN*), as detailed above.

The entrusted entity is currently undergoing the ex ante assessment in accordance with Article 61(1) of Regulation (EU, Euratom) No 966/2012. In anticipation of the results of this review, the responsible authorising officer deems that, based on a preliminary evaluation and on the long-standing and problem-free co-operation with this entity, it can be entrusted with budget-implementation tasks under indirect management.

4.4. Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act shall apply.

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

4.5. Indicative budget

Component / Activity	Amount in EUR thousands	Third party contribution
Component I – Enhanced capability for IBM	6,000	
4.3.2. – Activity Areas 1 to 4 composed of		
4.3.2.1. – Indirect management with ICMPD	6,000	
Component II – Improved delivery of Police services	1,860	
4.3.1. – Activity Area 1 composed of		
4.3.1.1. – Procurement (direct management)	1,860	

Component III – Improved capacity for emergency preparedness and crisis response with emphasis on CBRN	3,740	
4.3.2 - Activity Area 1 composed of		
4.3.2.2. – Indirect management with UNDP	240	
4.3.1. – Activity Area 2 composed of		
4.3.1.2. – Procurement (direct management)	3,500	
4.7. – Evaluation and audit	160	
4.8. – Communication and visibility	n/a ⁷	
Contingencies	240	
Totals	12,000	

4.6. Performance monitoring

Performance will be assessed through annual external reviews, based on agreed performance indicators and implementation milestones. Such indicators will be updated and refined (to better capture cross-cutting dimensions such as human rights or gender) in the LogFrame by the Technical Assistance at the beginning of the programme's implementation, building on the inputs received by the other EU-funded SSR projects (recently closed or on-going). Means of verification will include primary documentation from the Lebanese agencies, project documentation, and qualitative interviews with key Lebanese agency stakeholders.

In order to foster coherence of approach across the portfolio, it is recommended that, to the greatest extent possible, common programme level indicators and means of verification be used across projects in the action, drawing on survey data for measures of national and local stability, the resilience of Lebanon's response to the current or future crises, and the development of institutional capabilities.

4.7. Evaluation and audit

External Evaluations and audits of the service contracts and the grant contracts will be carried out by independent consultants recruited by the EUD in accordance with EU rules and procedures based on the specific ToR.

To make sure the programme maintains the adequate agility/flexibility in project management, tight revision cycles (based on programme monitoring) and a mid-term

⁷ Based on the experience acquired in previous SSR programming with reference to the implementation of communication and visibility budgets, the communication and visibility budgets will be allocated directly to the operational procurement budgets.

evaluation at the early stages of engagement will be needed. A final evaluation and audit are also foreseen.

4.8. Communication and visibility

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

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated before the start of implementation and supported with the budget indicated in section 4.5 above.

The measures shall be implemented either (a) by the Commission, and/or (b) by the partner country, contractors, grant beneficiaries and entrusted entities. Appropriate contractual obligations shall be included in, respectively, financing agreements, procurement and grant contracts, and delegation agreements.

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

Communication will represent an important tool for the programme to deliver achieve its objectives. Specific *Communication and Visibility Strategies* will therefore be defined with each implementing partner as part of the operational procurement budgets entrusted to these entities for the implementation of the activities described above. These strategies will detail how specific communication and visibility actions will help the project achieve its objectives and disseminate its results and lessons learnt. The production of reference materials for distribution and visibility activities will be part of this work and will be geared at reinforcing the messages that each project will deliver through its own activities. The amount dedicated for Communication and Visibility will be at least of EUR 240,000 throughout the three programme's components.